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# Statement of Environmental Effects

AUGUST 2021

## Ten Year Consent Duration Extension for the Display of Advertising Signage on the Glebe Island Silos

Prepared by  
**Urban Concepts**

Prepared for  
**Eye Drive Sydney Pty Ltd (The Applicant)**

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# 1. INTRODUCTION

This Statement of Environmental Effects (SEE) has been prepared to accompany a Development Application to extend the consent duration for the display of general advertising signage on the Glebe Island Silos for a ten (10) year term. The SEE has been prepared by Urban Concepts on behalf of the Applicant, Eye Drive Sydney Pty Ltd a subsidiary company of oOh!media. The site is owned by the Newcastle Port Corporation T/A Port Authority of New South Wales (hereafter referred to as the Port Authority of NSW). The Port Authority of NSW has provided a letter granting its permission for the lodgement of this Development Application. This letter is submitted under separate cover.

While the subject site is located within the Inner West Council Local Government Area, the NSW Minister for Planning and Public Spaces is the Consent Authority for this application pursuant to Clause 4 of Schedule 6 of State Environmental Planning Policy (State Significant Precincts) 2005 as it is a development within the area identified as Glebe Island on the Sydney Harbour Port and Related Employment Lands Map (Refer Figure 1.1), has a capital investment value less than \$10 million and is not being carried out by a public authority.

Signage has existed on the Glebe Island Silos since 1992, (29 years) and has been the subject of numerous Development and Modification Applications over that time. When originally constructed the signage was considerably larger covering the top of the eastern, western and southern elevations of the Silos. Today the signage only covers the top of the southern and western elevations in accordance with the provisions of the Glebe Island Silos Development Control Plan 2004. Refer Figure 1.2 and 1.3.

The existing signage is the subject of a legal and valid Development Consent being DA 041-09-2011 (MOD 2), which is due to expire on the 11th April 2022. A copy of the consent instrument is detailed in Appendix A. This consent related to a Section 4.55 (2) Modification Application that was approved by the NSW Minister for Planning on the 21<sup>st</sup> September 2019. This consent extended the duration of the signage display for a four (4) year term and brought the total display period of the original consent to a ten (10) year term being the maximum consent duration possible pursuant to the provisions of Clause 21 of State Environmental Planning Policy No. 64 Advertising and Signage (SEPP 64). The development approval history of the site is presented in Section 1.3 of this SEE.

This Development Application seeks an extension to the ten (10) year consent duration to enable the existing externally illuminated advertising signs to be displayed for a further ten (10) year term being the maximum consent duration possible for a roof or sky sign under Clause 21 of SEPP 64.

This SEE has been prepared to address the statutory requirements and the broader planning and environmental issues associated with the proposal as required under the Environmental Planning and Assessment Act, 1979 (hereafter referred to as EP & A Act 1979) including the matters for consideration under Section 4.15(1).

The SEE Report format comprises the following sections:

- Section 1 Introduction. Includes details of the development approval history of signage approvals and the pre application consultation that has been undertaken with the NSW Department of Planning, Industry and Environment (acting on behalf of the NSW Minister for Planning and Public Spaces) and the Inner West Council.
- Section 2 Site Description and Environmental Context. Includes relevant considerations and extracts from the Heritage, Visual, Lighting and Traffic Impact Assessments that form part of the supporting documentation and an overview of the Draft Bays West Precinct Structure Plan and Place Strategy and its relevance to the Glebe Island Silos.
- Section 3 A Description of the Proposal. Includes a description of the existing signage display and the Public Benefit Offer that is being made to the Inner West Council in accordance with the provisions of Clauses 13 of SEPP 64.
- Section 4 Assessment of Statutory Compliance. Includes an assessment of the proposal against the relevant statutory planning controls and policies.

- Section 5 Environmental Assessment. Includes assessment of the proposal pursuant to Section 4.15 (1) of the EP & A Act 1979.
- Section 6 Conclusion and Recommendation.

The SEE demonstrates that the proposal will not give rise to any adverse traffic safety, illumination, heritage, visual or environmental impacts. Further, the proposal puts forward mitigation measures to address any potential land use conflict that could potentially arise from the implementation of the draft Bays West Place Strategy within the ten (10) year consent duration. On this basis it is our professional opinion that this Development Application is in the public interest and should be supported.

## 1.1. Supporting Documentation

The Development Application is accompanied by the following documentation, which should be read in conjunction with the SEE.

The supporting documentation includes:

- Appendix A Existing Development Consent DA041-09-2011 (MOD 2).
- Appendix B Development Application Plans prepared by Arcadis dated 30<sup>th</sup> June 2021 (Issue 1).
- Appendix C Visual Impact Assessment Report prepared by Group GSA dated 22<sup>nd</sup> July 2021 (Issue C).
- Appendix D Statement of Heritage Impact Report prepared by NBRIS dated 24<sup>th</sup> June 2021.
- Appendix E Lighting Impact Assessment Report prepared by Electrolight Australia Pty Ltd dated 23<sup>rd</sup> June 2021.
- Appendix F Traffic Safety Assessment Report prepared by Bitzios Consulting dated 22<sup>nd</sup> June 2021.
- Appendix G Letter from Ooh!media detailing the Public Benefit Offer to Inner West Council that accompanies this application, and satisfies Clause 13(2)(b) of SEPP 64.

## 1.2. Development Consent History

Roof signage has existed on the Glebe Island Silos for 29 years. The Development Consent history is summarised below.

- On 21<sup>st</sup> May 1992, the NSW Minister for Planning granted Development Consent to an Olympic Games 2000 Mural and the provision for sponsor advertising and lighting on the Glebe Island Silos. The consent was limited to a ten (10) year period.
- Between 2002 and 2005, the advertising structures remained on the Silos whilst Eye Corp Pty Ltd consulted with the Department of Planning regarding a Development Control Plan for advertising signage on the Glebe Island Silos. The Glebe Island Silos Advertising Signage Development Control Plan (hereafter referred to as the GIS DCP 2004) was formerly adopted by the NSW Government in December 2004.
- On 30<sup>th</sup> August 2005, the Sydney Harbour Foreshore Authority (SHFA) granted Development Consent to retain signage on the southern and western elevations of the Silos parapet. The consent was limited to a three (3) year period in line with the GIS DCP 2004.
- On 17<sup>th</sup> October 2008, SHFA granted a further consent to retain the signage. This consent was also limited to a three (3) year period.
- On 11<sup>th</sup> April 2012, the Department approved a Development Application for a three (3) year temporary consent for the existing signage structure on the Glebe Island Silos (DA 041-09-2011).

- On 12 February 2016, the Planning Assessment Commission (hereafter referred to as PAC) approved DA 041-09-2011 (MOD1) to extend the duration of the use of the Glebe Island Silos for the display of advertising signage by an additional three (3) years to a total of six (6) years.
- On the 21<sup>st</sup> September 2019 the NSW Minister for Planning approved DA 041-09-2011 MOD2 to extend the duration of the use of the Glebe Island Silos for the display of advertising signage by an additional four (4) years to a total of ten (10) years. This current consent will terminate on the 11<sup>th</sup> April 2022. This consent introduced a 1am curfew for the illumination of the signage at night and incorporated a public benefit offer to Inner West council that was implemented under a Planning Agreement. This agreement delivers to the Council an annual monetary contribution of \$125,000 with annual CPI increases for the duration of the consent. This Planning Agreement will also expire on the 11<sup>th</sup> April 2022.

It is noted that there was a significant reduction in the size of the signage display following the adoption of the GIS DCP 2004. The DCP controls were based on advertising design analysis that was carried out in accordance with Clause 29 of SEPP 64. This application proposes no change to the physical signage display or its operation. The application incorporates a new public benefit offer to Inner West Council as required under Clauses 13 and 18 of SEPP 64 (Refer Appendix G).

### 1.2.1. Pre Application Consultation

### 1.2.2. Pre Application Consultation with the NSW DPIE

To facilitate the preparation of the application and to ensure that it thoroughly addressed matters of concern, a Pre Application Meeting was held with the NSW Department of Planning, Industry and Environment (NSW DPIE) on Wednesday 26<sup>th</sup> May 2021. The key comments arising from that meeting are summarised in Table 1.1.

TABLE 1.1

MINUTES OF PRE APPLICATION MEETING WITH NSW DPIE

MATTERS DISCUSSED	APPLICANT COMMENT
<p>1. Port Authority Comments</p> <ul style="list-style-type: none"> <li>• The Authority is supportive of a ten (10) year extension to the consent duration.</li> <li>• A ten (10) year extension of the consent term is consistent with the commercial lease term that has been agreed between Eye Drive Sydney Pty Ltd and the Port Authority for the continuation of the use. The ten (10) year consent term is also consistent with the commercial terms the Authority has in place with a number of commercial tenants on Glebe Island.</li> </ul>	<ul style="list-style-type: none"> <li>• The Port Authority of NSW has granted owners consent to Eye Drive Sydney Pty Ltd for the lodgement of this Application. Owners consent is submitted under separate cover.</li> </ul>

MATTERS DISCUSSED	APPLICANT COMMENT
<p>2. Draft Bays West Place Strategy Plans</p> <ul style="list-style-type: none"> <li>• The Draft Bays West Place Strategy led by NSW DPIE is unlikely to affect the current workings of the site within the next ten (10) years. The DPIE suggested that flexibility be maintained in the application to address any changes to the implementation timeframe that may eventuate, noting that there is still detailed master planning to be done across all Sub Precincts. Flexibility can best be achieved through the imposition of conditions of consent.</li> <li>• The Port Authority of NSW has been working in collaboration with the NSW Government on the formulation of the Bays West Strategy. The Port Authority of NSW indicated that the NSW Government supports the ongoing port and maritime usage of the Port being retained for the next decade and beyond.</li> <li>• With the port maritime capability being maintained the signage continues to be an appropriate use of the Silos. It is noted that the Silos remain in current use and the display of signage does not impact the operational functionality of the Silos.</li> </ul>	<ul style="list-style-type: none"> <li>• A ten (10) year consent term is commensurate with the term of the commercial agreement that the Port Authority of NSW has in place with the Applicant to display advertising signage on the Glebe Island Silos. It is noted that the advertising structure is owned by the Applicant under this agreement.</li> <li>• The Applicant will accept a condition of consent similar to Condition B7 in the existing consent to gain approval from the Secretary to continue the display of the sign in the event the redevelopment of Glebe Island is accelerated.</li> <li>• The Applicant will accept a condition of consent with wording to the effect that the night time illumination curfew would be changed to 11pm from 1 am should residential or hotel development be completed and occupied within the White Power Station Precinct (Sub Precinct 1) prior to the expiry of the consent.</li> </ul>
<p>3. Public Benefit Offer</p> <ul style="list-style-type: none"> <li>• The NSW DPIE supports the continuation of a public benefit agreement between Eye Drive Sydney Pty Ltd and the Inner West Council to satisfy the Public Benefit Provisions of SEPP 64. The public benefit needs to be clearly defined.</li> <li>• It was explained the existing public benefit agreement expires when the existing consent expires. The NSW DPIE indicated that it would be desirable to submit the new application with a new public benefit offer.</li> </ul>	<ul style="list-style-type: none"> <li>• Noted. This application incorporates a Public Benefit Offer. The Offer provides for the annual payment of a monetary contribution to the Inner West Council that is commensurate with the current agreement. The contribution will be paid annually over each year of the consent for investment in local heritage conservation initiatives. The letter of offer is detailed Appendix G.</li> </ul>
<p>4. Level of Development Application documentation.</p> <ul style="list-style-type: none"> <li>• The NSW DPIE recommended that RL data be incorporated onto the elevations.</li> </ul>	<ul style="list-style-type: none"> <li>• Noted. This information has been included on the DA Plan Set that was prepared by Arcadis at Appendix B.</li> </ul>

MATTERS DISCUSSED	APPLICANT COMMENT
<p>4. NSW Government Referrals and Concurrence Agencies</p> <ul style="list-style-type: none"> <li>The NSW DPIE indicated the application would be referred to the Heritage Office for comment and to the NSW RMS for concurrence.</li> <li>The NSW DPIE indicated the application would be referred to Inner West Council and the Council of the City of Sydney for comment.</li> </ul>	<ul style="list-style-type: none"> <li>Noted.</li> <li>The application is accompanied by a Heritage Impact Statement that has been prepared by NBRIS Heritage Architects and a Traffic Safety Assessment prepared by Bitzios Consulting.</li> <li>A Pre DA meeting was held with Inner West Council as the Silos fall within this Local Government Area. Refer Table 1.2 .</li> <li>The Visual Impact Assessment has considered the view catchments of the signage from both within the Inner West and City of Sydney Local Government Areas.</li> </ul>

### 1.2.3. Pre Application Consultation with Inner West Council

To facilitate the preparation of the application and to ensure that it thoroughly addressed matters of concern to the Inner West Council, a Pre Application Meeting was held with planning officers of Inner West Council on Friday 4<sup>th</sup> June 2021. The key comments arising from that meeting that are relevant to this Development Application are summarised in Table 1.2.

To facilitate the formulation of a public benefit offer, a meeting was held with the strategic investment and property officers at Inner West Council on Wednesday 23<sup>rd</sup> June 2021. The key comments arising from that meeting are summarised in Table 1.3.

TABLE 1.2

#### MINUTES OF PRE APPLICATION MEETING WITH PLANNING OFFICERS INNER WEST COUNCIL

MATTERS DISCUSSED	COMMENT
<p>1. Draft Bays West Strategy Plans</p> <ul style="list-style-type: none"> <li>The impact of the draft Bay West Place Strategy was discussed in terms of the timeframes for the implementation of the strategy vision. It was agreed that it would be beneficial if the applicant could look at how the impact of the signage could be mitigated if development within Sub Precinct 1 occurred within the consent duration timeframe.</li> <li>The incorporation of draft conditions of consent was seen to be an effective means of mitigating impact. Council indicated that the wording of the conditions needed to be carefully considered given the timeframe of construction. Where completion of works is used as a trigger date for a change in illumination or for the removal of the signage display, draft conditions should recognise occupation of residential or hotel related uses rather than commencement of construction.</li> </ul>	<ul style="list-style-type: none"> <li>The Applicant will accept a condition of consent with wording to the effect that the signage would be removed should Glebe Island be redeveloped prior to the expiry of the consent in a way that makes the retention of the signage on the silos untenable. The existing consent has Condition B7 which addresses this requirement and it could be carried over to the new consent.</li> <li>The Applicant will accept a condition of consent with wording to the effect that the night time illumination curfew would be changed to 11pm from 1 am should residential or hotel development be completed and occupied within the White Power Station Precinct (Sub Precinct 1) prior to the expiry of the consent.</li> </ul>

<p>2. Heritage Considerations</p> <ul style="list-style-type: none"> <li>Council wanted to understand how the heritage significance of the Silos was being addressed in the application and asked if the size of the signage display was being reduced.</li> </ul>	<ul style="list-style-type: none"> <li>The application is accompanied by a Heritage Impact Statement that has been prepared by NBRS Heritage Consultants. Refer Appendix D.</li> <li>The Applicant indicated that the signage was not being reduced in area. The existing signage conforms to the dimensions set out in the GIS DCP 2004 which was based on the findings arising from advertising design analysis. The provisions also considered the heritage status of the site.</li> <li>The Applicant explained that the original signage display approved in 1992, was considerably larger than the existing signage which reflects the dimensions prescribed in the GIS DCP 2004 investigations.</li> <li>The Glebe Island Silos are identified in the draft Bays West Place Strategy and the accompanying suite of planning documents as a heritage landmark. It is evident from the strategic investigations that have been undertaken by the NSW DPIE so far that the Silos may be repurposed and become part of the public domain in the future. This role will not be realised in the next ten (10) years. As such a further ten (10) year extension of the consent duration for the advertising display will not diminish the future role that they are to play going forward. The advertising structure can and will be removed from the Silos at the appropriate time.</li> </ul>
<p>3. Traffic and Transportation</p> <ul style="list-style-type: none"> <li>Council indicated that the application would require referral to the NSW RMS.</li> <li>It was confirmed that the State Government has committed to the delivering the Bays West Metro Station and work has commenced. The Council indicated that they did not foresee that the Metro Station raised any concerns relating to the signage display.</li> </ul>	<ul style="list-style-type: none"> <li>The application is accompanied by a Traffic Safety Assessment prepared by Bitzios Consulting. This report has not identified any matters that would result in the NSW RMS withholding concurrence for this application. Refer Appendix F.</li> </ul>
<p>4. Illumination</p> <ul style="list-style-type: none"> <li>It was indicated that should residential development occur within Sub Precinct 1 being the White Bay Power Station site during the ten year consent term then the signage display illumination curfew would change to 11pm from 1am.</li> </ul>	<ul style="list-style-type: none"> <li>The Applicant will accept a condition of consent with wording to the effect that the night time illumination curfew would be changed to 11pm from 1 am should residential or hotel development be completed and occupied within the White Power Station Precinct (Precinct 1) prior to the expiry of the consent.</li> </ul>



<p>5. Public Benefit Offer</p> <ul style="list-style-type: none"> <li>Pursuant to Clause 13 of SEPP 64 the Development Application triggers a requirement for a public benefit offer. Council Officers indicated that discussion concerning the public benefit offer would need to be held with Council’s strategic investment and property officers. (Refer Table 1.3)</li> </ul>	<ul style="list-style-type: none"> <li>Noted. This Application is accompanied by a public benefit offer. Refer Appendix G.</li> </ul>
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**TABLE 1.3**

**MINUTES OF PRE APPLICATION MEETING WITH STRATEGIC INVESTMENT AND PROPERTY OFFICERS AT INNER WEST COUNCIL**

MATTERS DISCUSSED	APPLICANT COMMENT
<p>1. Statutory Framework For The Offer</p> <ul style="list-style-type: none"> <li>Council indicated that it would be necessary to clearly identify what the public benefit offer would be and how it related to the proposal.</li> </ul>	<ul style="list-style-type: none"> <li>It was explained that the public benefit offer is being made pursuant to Clauses 13 of SEPP 64. It was indicated that the Offer has to accompany the Development Application.</li> <li>The Offer provides for the annual payment of a monetary contribution each year of the consent term to the Council. The monetary contribution will be commensurate with the current agreement.</li> <li>The current agreement provides \$125,000 per annum that is indexed to CPI. The current contribution is used by Council to fund local heritage conservation projects within the Inner West LGA.</li> </ul>
<p>2. Legal Vehicle For Delivering The Offer.</p> <ul style="list-style-type: none"> <li>The Council indicated that it will be necessary for the Applicant to identify the legal arrangements that it proposes to use to deliver the public benefit offer.</li> </ul>	<ul style="list-style-type: none"> <li>It was agreed the Applicant would source legal advice about appropriate legal vehicles that could be used to deliver the public benefit offer. The Applicant indicated that they had successfully used ‘licence agreements’ for other signage projects.</li> </ul>
<p>3. Going Forward.</p>	<ul style="list-style-type: none"> <li>It was agreed that the Applicant would forward legal advice to the Council identifying the appropriate delivery vehicle for delivering the public benefit offer.</li> </ul>



### 1.3. The Justification For This Application

The Glebe Island Peninsula and White Bay surrounds form part of the land designated as the Bays Precinct. The Precinct comprises of '5.5 kilometres of harbour-front, 95 hectares of mostly government-owned land and 94 hectares of waterways in Sydney Harbour'. The Precinct has been the subject of extensive and ongoing strategic planning since 2014.

In 2014, the strategic planning process was led by Urban Growth NSW Development Corporation (hereafter referred to as Urban Growth). In 2015, Urban Growth released *The Bays Precinct Sydney Transformation Plan*. This Plan presented 'a blueprint to transform The Bays Precinct into a bustling hub of enterprise, activity and beautiful spaces. Located within the iconic Sydney Harbour, the area will be enjoyed by Sydneysiders and the global community alike.'

Figure 1.4 is an extract from the Bays West Transformation Plan and identifies the strategic vision for each of the eight (8) destination precincts that were identified in the Plan. The future destination of Glebe Island was to support blue economic activities of the Port and to explore its potential for the development of a technological and innovation campus.

Under the Bays West Transformation Plan, Glebe Island was identified as a 'longer-term priority destination'. The Plan identified that work in relation to these destinations was anticipated to start beyond 2022.

In 2017, following a strategic review of Glebe Island by Infrastructure NSW (NSW), the NSW Government endorsed a recommendation that Glebe Island Port facilities be retained and expanded to meet the strategic supply needs of the construction industry, in particular the materials for concrete production being sand, cement and aggregates.

Today, the Port Authority of NSW balances the operation of the Port and its commercial tenants with the urban renewal opportunities presented by the Bays West Precinct holistically. To this end, the Port Authority of NSW has been working collaboratively with the NSW Government over the past two (2) years on the recently released Bays West Place Strategy.

The current draft Bays West Strategy documents released between March and April 2021 outline plans for the initial development of the Precinct (to 2030) as well as longer term plans (2040 and beyond). The Strategy recognises the importance of retaining the existing port and working Harbour maritime and industrial uses. The NSW Government has retained these operations with the understanding that their configuration can be optimised to retain berth capacity while supporting the Precinct's urban renewal ambitions.

The draft Bays West Place Strategy identifies ten (10) Sub Precincts. Refer Figure 1.5. Each Sub Precinct will undergo a master planning and rezoning process. The Glebe Island Silos are located in Sub Precinct 3 and the balance of the working port activities are located in Sub Precincts 3, 4 and 5.

The draft Bays West Strategy documents suggest that Precincts 3, 4 and 5 may face significant transformation in the longer term (2040 and beyond) but the exact nature and detail of that transformation is yet to be considered and determined. Figures 1.6 and 1.7 detail the aspirational 2030 and the 2040 structure plans respectively.

Development over the next ten (10) years is proposed to be focused around Sub Precinct 1 which is the White Bay Power Station and the Metro Station Precinct to the west of the Glebe Island Silos. The draft Bays West Place Strategy documents indicate that the extent of development within the Bays West Precinct to 2030 is expected to include:

- The Metro Bays Station being open and operational;
- Precinct 1 being fully planned and under development;
- The curtilage of the White Bay Power Station being integrated with the rest of the Sub Precinct;
- Active travel connections being investigated and implemented where feasible with links through Bays West back into Balmain and surrounding areas; and
- Rozelle Parklands Rozelle Rail Yards land to the west of Victoria Road constructed and open to the public.

In addition to the above works, the next ten (10) years will accommodate a variety of temporary changes around the Silos to enable the delivery of infrastructure across Sydney. Land to the west of the Silos has been identified as 'Bays Station Temporary Land' to facilitate construction activities. Port Authority of NSW land to the east and north-east of the Silos is identified as an 'Indicative Western Harbour Tunnel Temporary Use Zone'.

The Port Authority of NSW has agreed to enter into a new commercial lease with the Applicant, Eye Drive Sydney Pty Ltd for the ongoing display of the existing advertising signage at the top of the Glebe Island Silos given their understanding that Sub Precincts 3,4 and 5 will not be developed within the next ten (10) years.

In preparing this application, consultation has taken place with the NSW DPIE and the Inner West Council. Both Authorities agree that it is unlikely that any development will occur to Sub Precincts 3, 4 and 5 in the next decade as substantial master planning is required to establish the detailed development scenarios for each Sub Precinct.

As the existing advertising signage is defined as a 'roof sign' under the provisions of Clause 21 of SEPP 64, the maximum consent duration that can be applied under the SEPP is a ten (10) year term. While previous Development Consents for the advertising signage have consent durations in line with the Glebe Island Silos Advertising Development Control Plan 2004, the extensive Strategic Planning that has informed the 2021 draft Bays West Strategy and Structure Plans indicate an extended consent duration are appropriate given the 2030 vision for Glebe Island and the broader Bay West Precinct under the 2030 Structure Plan.

As a precautionary measure, the Applicant is proposing the following condition of consent to address any change in timeframe that could result in the development of Precinct lands that would be adversely impacted by the Glebe Island Silos advertising signage illumination. The Condition is as follows:

- *Suggested Night time Illumination Condition.*

*The night time illumination curfew would be changed to 11pm from 1 am should residential or hotel development be completed and occupied within the White Power Station Precinct (Precinct 1) prior to the expiry of the consent;*

Further, the Applicant has indicated they would be willing to accept the imposition of Condition B7 from the existing consent, that provides for the removal of the signage in the event Glebe Island is redeveloped during the consent term and the NSW Secretary for Planning determines it is now inappropriate to be displayed.

FIGURE 1.2

PHOTOGRAPH OF THE GLEBE ISLAND SILOS SIGNAGE ON THE SOUTHERN ELEVATION



Source: Eye Drive Sydney Pty Ltd

FIGURE 1.3

PHOTOGRAPH OF THE GLEBE ISLAND SILOS SIGNAGE ON THE WESTERN ELEVATION



Source: Eye Drive Sydney Pty Ltd

FIGURE 1.4

2015 BAYS WEST TRANSFORMATION STRATEGY DESTINATION PRECINCTS

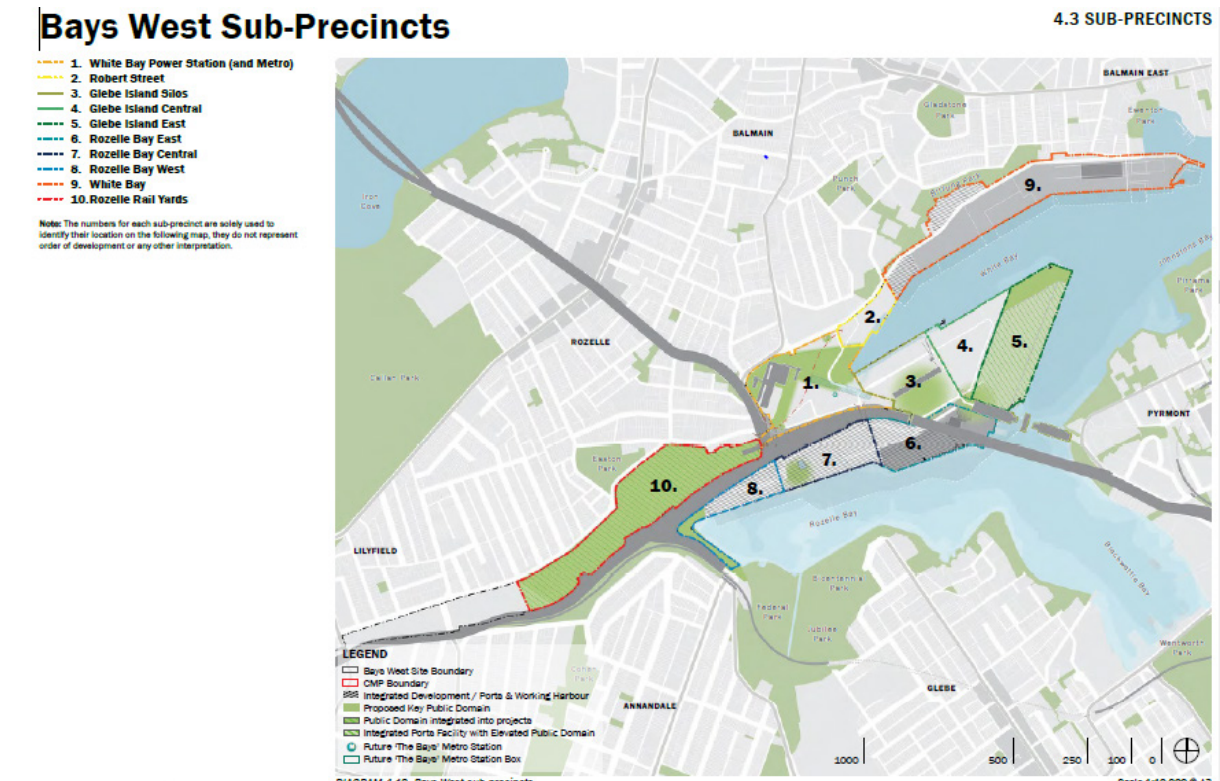


Source: Bays Precinct Transformation Plan 2015 Urban Growth



FIGURE 1.5

BAYS WEST STRUCTURE PLAN 2021 SUB PRECINCTS



Source: Bays West Strategic Place Framework 2021 NSW DPIE

FIGURE 1.6

BAYS WEST 2030 STRUCTURE PLAN

Staging

DRAFT BAYS WEST INITIAL STAGE STRUCTURE PLAN UP TO 2030

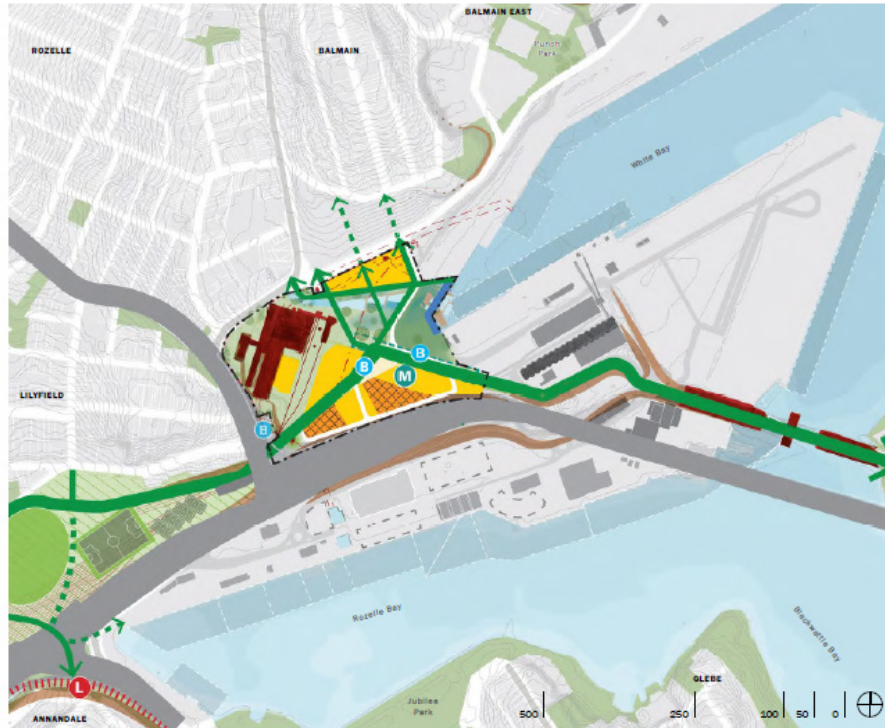
The Bays West Initial Stage Structure Plan shows the Bays West precinct when the Metro Station opens. The planning will influence future opportunities in adjacent sub-precincts, and therefore a holistic precinct-wide approach is required.

At the completion of Stage 1, it is anticipated the following will have been achieved:

- The Bays Station open and operational
- The White Bay Power Station (and Metro) sub-precinct is fully planned and under development
- the curtilage of the White Bay Power Station is integrated with the rest of the sub-precinct
- Active travel connections will have been investigated and implemented where feasible, with links through Bays West back into Balmain and surrounding areas
- Rozelle Parklands is constructed and open to the public.

LEGEND

- Bays West Site Boundary
- Light Rail Station
- ||| Light Rail Route
- Future 'The Bays' Metro Station
- Future 'The Bays' Metro Station Box
- ↔ Proposed Active Transport Connection
- ↔ Potential Future Active Transport Connection
- Proposed Bus Interchange
- Key Heritage Landmark
- Key Landform
- Foreshore Promenade
- Proposed Zone of Development
- Proposed Trailer Building Cluster
- Public Domain integrated into projects
- Ports & Working Harbour Zone
- Vessel Berthing Zone
- Existing Buildings
- ⋮ Future Development/Building



5.1 IMPLEMENTATION ACTIONS & STAGING

Source: Bays West Strategic Place Framework 2021 NSW DPIE

FIGURE 1.7

BAYS WEST 2040 STRUCTURE PLAN

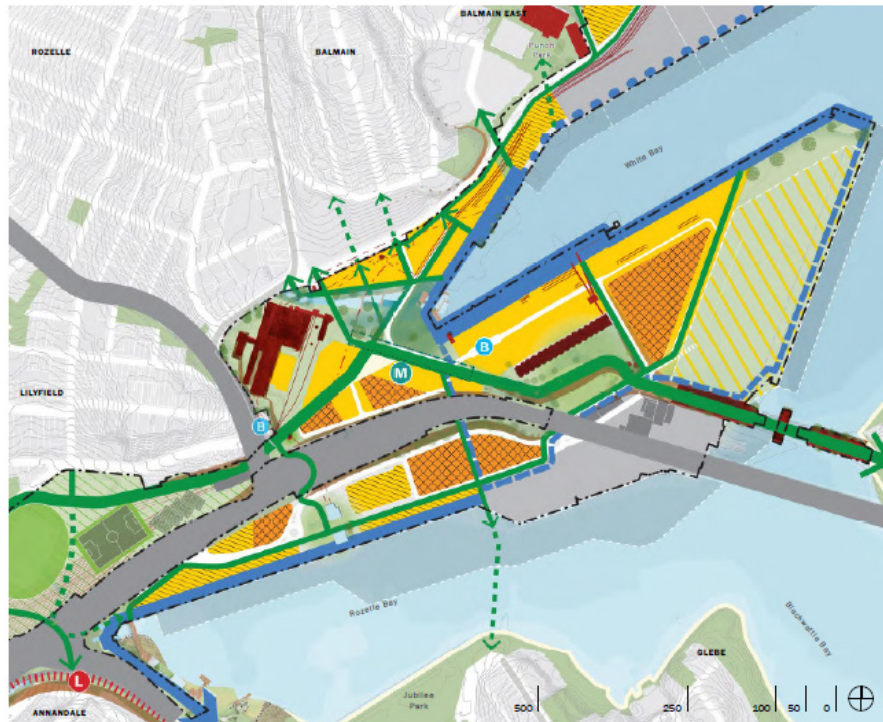
Staging

DRAFT BAYS WEST STRUCTURE PLAN 2040 AND BEYOND

The end-state Structure Plan sees the realisation of an integrated urban renewal of the full Precinct, while facilitating the continued operation of the strategic Ports and maritime uses to be retained. The timing, order, and detailed resolution of each sub-precinct will be further resolved as part of ongoing investigations in the Precinct. However, the Draft Place Strategy and its supporting documents are designed to ensure a Precinct-wide perspective and coordinated delivery, while allowing flexibility to accommodate future changes in land/water use demands and community needs in subsequent development phases.

5.1 IMPLEMENTATION ACTIONS & STAGING

- LEGEND**
- Bays West Site Boundary
  - Light Rail Station
  - Light Rail Route
  - Future 'The Bays' Metro Station
  - Future 'The Bays' Metro Station Box
  - ↔ Proposed Active Transport Connection
  - Potential Future Active Transport Connection
  - Proposed Bus Stops/Interchange
  - Key Heritage Landmarks
  - Proposed Key Public Domain
  - Key Landform
  - Foreshore Promenade
  - Proposed Promenade Linking Connections
  - Occasional Foreshore Promenade Access (non-ship days)
  - Existing Foreshore Promenade
  - Proposed Zone of Development
  - Proposed Taller Building Cluster
  - Integrated Development / Ports & Working Harbour
  - Public Domain integrated into projects
  - Integrated Ports Facility with Elevated Public Domain
  - Ports & Working Harbour Zone
  - Vessel Berthing Zone



Source: Bays West Strategic Place Framework 2021 NSW DPIE

## 2. SITE DESCRIPTION AND ENVIRONMENTAL CONTEXT

### 2.1. Site Description

The subject site, is commonly referred to as the Glebe Island Silos and is located at Victoria Road, Glebe Island. The site is located within the Inner West Local Government Area. The site forms part of Glebe Island. Glebe Island is a reclaimed peninsula to the south of Balmain and is surrounded by water to the north (White Bay), south (Rozelle Bay) and east (Johnstons Bay). ANZAC Bridge and the City West Link are situated to the south and south-east of Glebe Island respectively. Refer Location Plan at Figure 2.1.

The site is legally described as Lot 10 in DP 1065973 and is under the care, control and ownership of the Port Authority of NSW. Glebe Island is a working port used for deep water wharfage and storage, including bulk cement, sugar, gypsum loading and unloading. Glebe Island and White Bay are the only deep water wharves west of the Sydney Harbour Bridge. Public access to Glebe Island and White Bay is generally restricted and controlled, with some public access available in certain areas. There is no public access to the Glebe Island Silos.

The Silo structures are a significant landmark. They comprise of 30 silos that are bound together in two parallel rows of 15 silos. The structure is rectangular in shape and is approximately 22 metres wide, 180 metres long and 50 metres high. The Silos have historically been used for the storage and bulk handling of wheat and are currently used for the storage of sugar and cement. The Silos are constructed in concrete and built as one element. The tower and conveyor room are clad in profiled metal sheeting fixed to a steel frame. The Silo group comprises the following components:

- An enclosed conveyor arm extending from a motor room at the wharf edge to the upper north-eastern corner of the building;
- A machinery tower at the eastern end that rises from the ground to above the level of the adjacent Silos; and
- A horizontal conveyor room which distributes the cargo to the selected Silo.

The southern and western facades of the Silos are decorated with large scale murals depicting classical athletes competing in various Olympic sports. These murals were created in 1992 as part of the 'Olympic Look' program that was staged for the 2000 Sydney Olympic bid.

Advertising signage is mounted on the upper parapet of the southern and western elevations of the silos group. A gantry forms part of the advertising structure and is used for maintaining the signage. The signage is described as roof or sky signage.

The advertising panels on the western elevation measure 22.1m x 6.1m (134.8m<sup>2</sup> advertising display area) and on the southern elevation comprise three panels measuring 61.7m x 6.1m, 61m x 6.1m and 51m x 6.1m which equates to a total advertising display area of 1037m<sup>2</sup>. The advertising panels comprise vinyl skins which are printed with the advertising copy and tensioned across the steel support frame. Each signage panel is externally illuminated using top mount down lights. Six (6) equally spaced down lights are mounted on the western sign and forty-three (43) equally spaced down lights illuminate the southern signage zone. Generally, advertising copy is displayed on the Silos for minimum twenty eight (28) days before it is changed to a new campaign. Given the dimensions of the sign the advertising copy is purpose-designed for its location.

The signage on the southern elevation faces westbound traffic (away from the CBD) travelling over the Anzac Bridge. The signage on the southern elevation faces eastbound traffic (towards the CBD) travelling along the City West Link. The signage is the subject of a commercial lease agreement between Eye Drive Sydney Pty Ltd and the Port Authority.

The following figures and captions describe the Glebe Island Silo structure. Refer Figures 2.2-2.5.



**FIGURE 2.1**

**SITE LOCATION SHOWING THE GLEBE ISLAND SILOS CIRCLED IN RED**



Source: Group GSA 2021

**FIGURE 2.2**

**VIEW EAST LOOKING FROM THE OVERPASS OVER THE WESTERN DISTRIBUTOR AND APPROACH TO THE ANZAC BRIDGE SHOWING THE WEST ELEVATION OF THE SILOS PAINTED AND ADVERTISING MOUNTED ON THE UPPER LEVEL**



Source: NBRS Heritage Architecture 2021

FIGURE 2.3

VIEW NORTH AND NORTHEAST FROM THE ANZAC BRIDGE SHARED PATH TO THE WEST ELEVATION OF THE GLEBE ISLAND GRAIN SILOS SHOWING THE UNPAINTED BASE OF THE SILOS (LEFT). MURALS ARE PAINTED ON THE UPPER LEVELS DEPICTING CLASSICAL COLUMNS, OLYMPICS GAMES SPORTING MOTIFS AND SIGNAGE STRUCTURE AT THE TOP OF THE SILOS. CEMENT STORAGE AND TRUCK LOADING OPERATES WITHIN STRUCTURES AT THE BASE OF THE SILOS



Source: NBRS Heritage Architecture 2021



**FIGURE 2.4**

**VIEW EAST FROM THE VICTORIA ROAD OVERPASS SHOWING THE UNPAINTED NORTH ELEVATION AND OLYMPIC GAMES 2000 MURALS PAINTED ON THE WEST ELEVATION OF THE GLEBE ISLAND GRAIN SILOS. AN ENCLOSED CONVEYOR ARM FOR TRANSFER OF SUGAR FROM SHIPS INTO THE SILOS EXTENDS DIAGONALLY FROM A MOTOR ROOM AT THE WHARF EDGE TO THE UPPER NORTH-EASTERN CORNER OF THE BUILDING**



Source: NBRIS Heritage Architecture 2021

**FIGURE 2.5**

**VIEW SOUTH FROM ROBERT STREET, ROZELLE, SHOWING THE UNPAINTED NORTH ELEVATION OF THE GLEBE ISLAND GRAIN SILOS WITH THE ANZAC BRIDGE BEHIND. NO SIGNAGE STRUCTURE IS MOUNTED ALONG THE UPPER LEVEL OF THE SILOS**



Source: NBRIS Heritage Architecture 2021

## 2.2. Existing and Desired Land Use Character & Context

### 2.2.1. Existing Surrounding Land Use Character and Context

The Anzac Bridge runs adjacent to the Silos on the southern side and is in an elevated position as it passes the Silos. Glebe Island is predominantly characterised by large scale maritime industrial buildings and open hardstand used for port activities with supporting infrastructure and access roads. In 2017, the NSW Government recommended that port facilities at Glebe Island be retained and expanded to meet the strategic supply needs of the construction industry.

The land immediately to the south of the Silos forms part of Glebe Island Berths 1 and 2, is generally open and currently without any large built form structures. An approval under Part 5 of the EP & A Act 1979 exists for the ongoing use of Berths 1 and 2 for ad hoc port related activities. Hanson Construction Materials Pty Ltd has received approval for an aggregate handling facility and concrete batching plant on Berth 1 under State Significant Development Application SSD 8544. A significant part of the remaining areas of Glebe Island form part of a State Significant Infrastructure Approval to support the Western Harbour Tunnel and Warringah Freeway Upgrade Project (SSI 8863).

Rozelle Bay and Blackwattle Bay are situated to the south and south-east of Glebe Island. The Peninsula to the east of the Silos accommodates the suburb of Pyrmont. It is characterised primarily by high density residential development. A public footpath is provided along the water's edge north of the old Glebe Island Bridge, but public access is limited by private landholdings along the foreshore of Blackwattle Bay. The eastern elevation of the silos are devoid of signage and as such this area views the Silos in their original state.

To the south, the suburb of Glebe is dominated by a mix of attached and detached housing and low rise residential developments. A foreshore path provides public access along the harbour edge and links a number of parks. South-west of the Silos and bounded by Johnstons Creek, Rozelle Bay and the City-West Link Road is the suburb of Annandale, dominated primarily by attached, medium density housing. These areas experience filtered views of the signage.

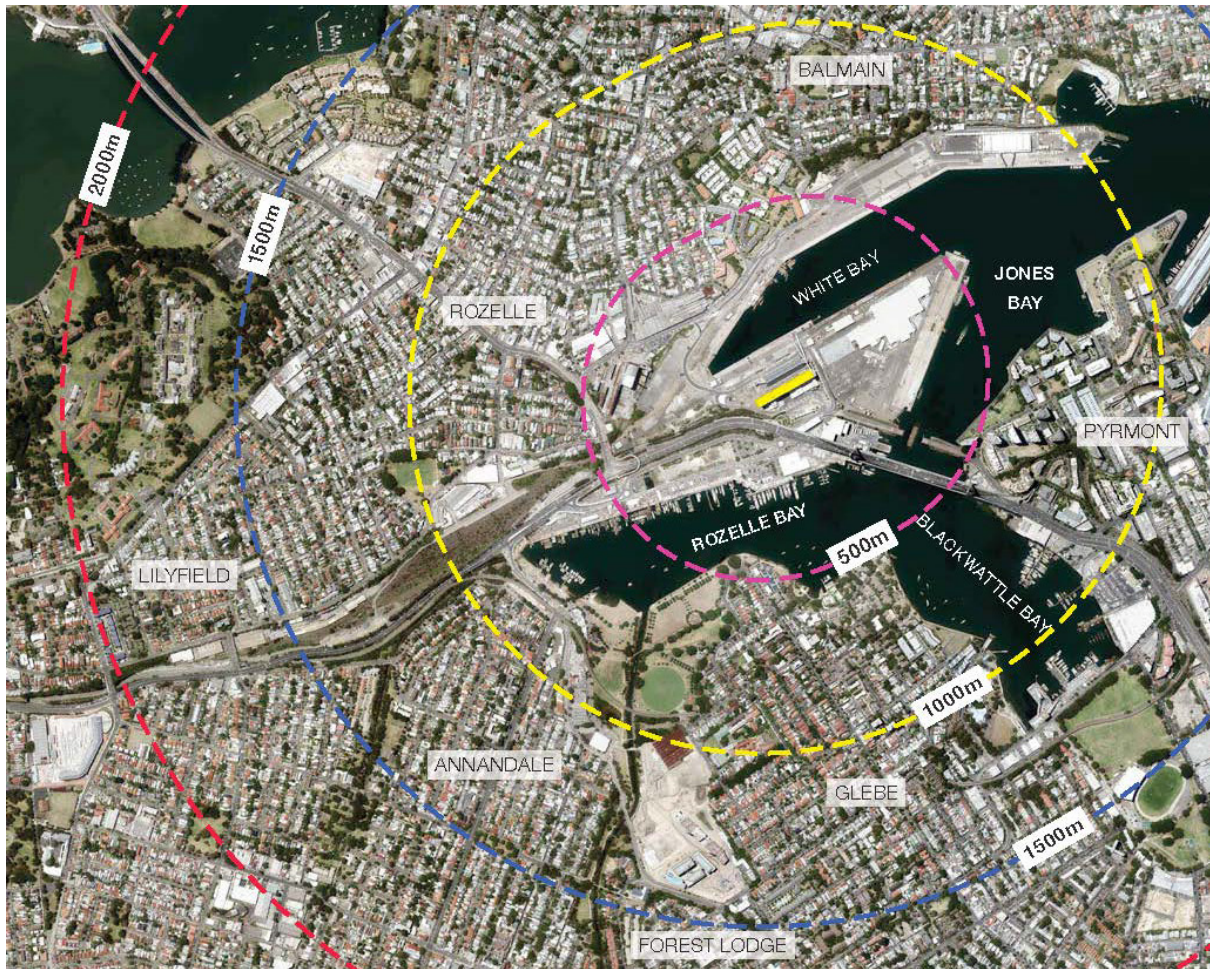
West of the Glebe Island Silos is the suburb of Rozelle, with a commercial and industrial corridor along Victoria Road and Robert Street attached, medium density housing behind. Although the Silos are visible from some parts of Rozelle, the majority of the suburb is screened from view by topography and built form. To the immediate north west is the White Bay Power Station site. Further north of the Silos is White Bay and Balmain which have views to the northern facades of the Silos. Like the eastern elevation, the northern elevation is devoid of signage and as such these areas view the Silos in their original state.

The existing surrounding land use context of the Silos is illustrated at Figure 2.6.



FIGURE 2.6

SURROUNDING LAND USE CONTEXT



Source: Group GSA VIA 2021

### 2.2.2. Desired Surrounding Land Use Context

The Glebe Island Peninsula (which includes the Glebe Island Silos) and White Bay surrounds form part of the land designated as the Bays Precinct. The Precinct comprises of '5.5 kilometres of harbour-front, 95 hectares of mostly government-owned land and 94 hectares of waterways in Sydney Harbour'. As detailed in Section 1.4 of this SEE the Precinct has been the subject of extensive strategic investigation and planning since 2014. The vision has always been to see the Precinct evolve into a connected, vibrant mixed use Precinct integrated with ports and working harbour activities.

The current draft Bays West Place Strategy documents released and publicly exhibited between March and April 2021 outline plans for the initial development of the Precinct (to 2030) as well as longer term plans (2040 and beyond). Figures 1.6-1.7 detail the strategic planning framework for the Precinct over the next twenty (20) years through to 2040.

Detailed place analysis for the Precinct has identified numerous opportunities for its urban renewal. The draft Bays West Place Strategy (March 2021) identifies the key opportunities in respect to land use and function as being:

- 'Retention of the ports and maritime uses and the unique character they offer;
- Design of a best practice port and mixed use development that acknowledges the economic and social importance of the port and working Harbour uses whilst mitigating land use conflicts and maximising public access to the foreshore;
- Unlock appropriate areas for the delivery of employment space and dwellings in a diverse range of building types and sizes;
- Establish a new vibrant mixed use economy and utilise the character and place benefits from the heritage assets and waterfront including the prominence and landmark qualities of the White Bay Power Station;
- Leverage the location of the Bays Precinct with its broader connectivity to Greater Sydney and the established innovation corridor to establish a knowledge intensive jobs centre; and
- Enable ports and maritime innovation in response to global trends.'

The draft Bays West Precinct is comprised of ten (10) Sub Precincts as detailed at Figure 1.5. The Sub Precincts represent a logical division of the Bays West Precinct, based primarily on the existing and desired future character zones. Based on the draft Bays West Urban Design Framework, an overview of each Sub Precinct follows. Each Sub Precinct is described in terms of an aspirational future character. Only Sub Precinct 1 has certainty in terms of timeframes and future character, associated with the Bays West Metro Station, with detailed master planning set to commence in the coming months. The draft Urban Design Framework will evolve in response to further detailed precinct wide studies and strategies yet to be developed.

- **Sub Precinct 1 White Bay Power Station and Metro (WBPS)** - Sub Precinct 1 will be a new destination that services as a focal arrival point. There will be new mixed use development including high density residential and hotel uses that will support a lively and activated public waterfront park that will open up to the head of the Bay and offer views across to the Sydney Harbour Bridge and CBD skyline. The White Bay Power Station will be sensitively restored and will serve as a landmark structure of the Precinct.
- **Sub Precinct 2 Roberts Street**- Sub Precinct 2 is a transition point providing new access opportunities to the Precinct from Balmain Peninsula. This Sub Precinct will play a critical gateway role for the broader Precinct, establishing new connection opportunities between Bays West and this existing resident/worker population of the Balmain Peninsula, while also filtering access to the Ports operational zones in the adjacent White Bay Precinct.
- **Sub Precinct 3 Glebe Island Silos**-Sub Precinct 3 is currently a working port zone. Gypsum Resources, Cement Australia and Sugar Australia are current lease holders. The Silos are recognised as an iconic heritage landmark. They will be retained and may be repurposed as part of a Sub Precinct with a range of activities and uses.
- **Sub Precinct 4 Glebe Island Central**- Sub Precinct 4 will serve as the epicentre of new development on Glebe Island. Careful consideration will be taken of the links running through this zone and the changes in level between remnant topography and the flat deck of Glebe Island, while enabling development zones separated from surroundings and leveraging views and amenity from the adjacent Sub Precincts.
- **Sub Precinct 5 Glebe Island East**- Sub Precinct 5 will see an important port waterfront operational interface maintained with opportunities to create innovative solutions for open space, public access and amenity integrated with port operations.
- **Sub Precinct 6 Rozelle Bay East**- Sub Precinct 6 will be home for the Precincts maritime and working harbour operations.
- **Sub Precinct 7 Rozelle Bay Central**- Sub Precinct 7 will become a new arrival point for the Precinct. The focus of this Sub Precinct is the public foreshore which could accommodate marina uses and highlight linkages to White Bay Power Station.

- **Sub Precinct 8 Rozelle Bay West**-Sub Precinct 8 wraps around the foreshore and Rozelle Bay. This shallow water zone enables ecological intervention and provides an access point for motorless watercraft. This Sub Precinct is a critical part of the green-blue infrastructure, providing an extension of the existing foreshore and a new gateway to Bays West
- **Sub Precinct 9 White Bay**-The strategic port uses in this part of the Precinct are to be retained. Renewal enables greater access to the existing cruise terminal with improved public transport opportunities to assist in traffic reduction and enables greater use of the terminal as an events centre.
- **Sub Precinct 10 Rozelle Rail Yards**-Sub Precinct 10 will be part of the West Connex Rozelle Interchange Project and on completion will be transformed into 9 hectares of active public parkland.

Development over the next ten (10) years through to 2030 is proposed to be focused around Sub Precinct 1 which is the White Bay Power Station and the Metro Station Precinct to the west of the Glebe Island Silos. The draft Bays West Strategy documents indicate that the extent of development within the Bays West Precinct to 2030 is expected to include:

- The Metro Bays Station being open and operational;
- Precinct 1 being fully planned and under development;
- The curtilage of the White Bay Power Station is integrated with the rest of the Sub Precinct;
- Active travel connections with links through Bays West back into Balmain and surrounding areas; and
- Rozelle Parklands Rozelle Rail Yards land to the west of Victoria Road being constructed and open to the public.

## 2.3. Road and Traffic Context

Bitzios Consulting has undertaken a Traffic Safety Assessment to determine whether a ten (10) year consent term would have an adverse traffic safety impact. The Assessment Report is reproduced in Appendix F. The relevant extracts from that report that define the local road context are reproduced below.

### 2.3.1. Local Road Network

The local road network of relevance to this project is illustrated by Figure 2.7 and a summary of the road hierarchy is detailed in Table 2.1.



**FIGURE 2.7**  
**LOCAL ROAD NETWORK**



Source: Bitzios Consulting 2021

**TABLE 2.1**  
**ROAD HIERARCHY SUMMARY**

ROAD NAME	JURISDICTION	HIERARCHY	NUMBER OF LANES	SPEED LIMIT
Western Distributor	RMS	State Road	8 (two way)	60km/h
Victoria Road	RMS	State Road	6 (two way)	60km/h
The Crescent	RMS	State Road	6 (two way)	60-70km/h
Mullens Street	RMS & Inner West Council	Regional Road	2 (two way)	40km/h
Robert Street	RMS & Inner West Council	Regional Road	2 (two way)	40km/h
James Craig Road	Inner West Council	Local Road	2 (two way)	50km/h
Banks Street	Council of the City of Sydney	Local Road	2 (two way)	50km/h
Bowman Street	Council of the City of Sydney	Local Road	2 (two way)	50km/h
Distillery Drive	Council of the City of Sydney	Local Road	2 (two way)	50km/h

Source: Bitzios Consulting 2021



### 2.3.2. Traffic Volumes

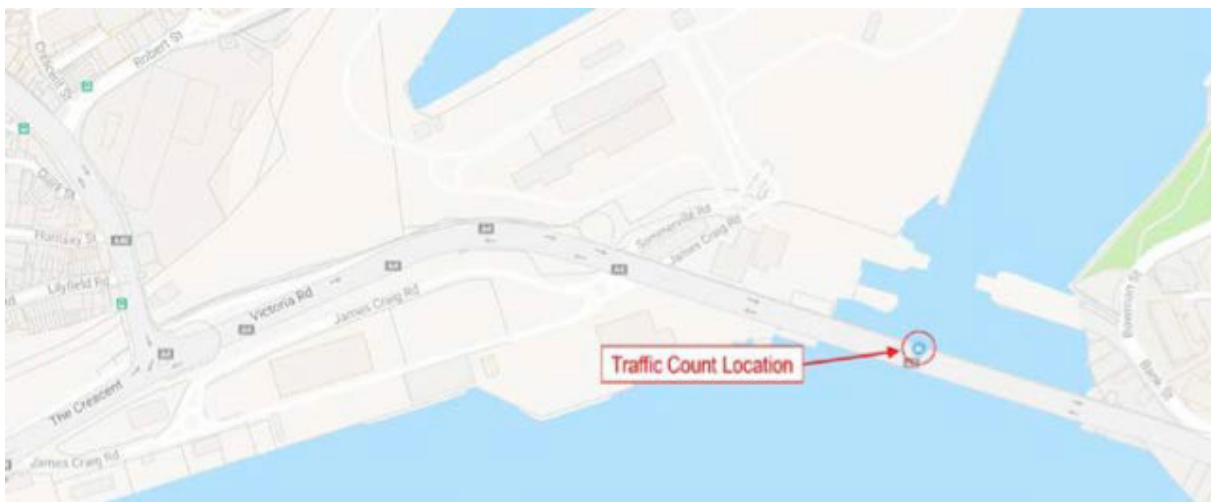
Bitzios Consulting has obtained traffic volumes from the NSW Roads and Maritime Services (hereafter referred to as the NSW RMS). These were for a weekday and a weekend day on the Western Distributor in 2019. The volumes are summarised in Table 2.2 and the NSW RMS counter location is shown in Figure 2.8.

**TABLE 2.2**  
**WESTERN DISTRIBUTER TRAFFIC VOLUMES**

DIRECTION	WEEKDAY	WEEKEND
Eastbound	74,989	68,613
Westbound	64,329	61,421
Total	139,318	130,074

Source: Bitzios Consulting 2021

**FIGURE 2.8**  
**TRANSPORT FOR NSW TRAFFIC COUNTER LOCATIONS**



Source: Bitzios Consulting 2021

### 2.3.3. Review of Crash Data

Bitzios Consulting has obtained Crash Data for the relevant sections of the Western Distributor, Victoria Road, The Crescent, Bank Street and Bowman Street from Transport for NSW in order to assess the crash history in proximity to the subject site. This data is discussed in detail in Section 6.3 of the Traffic Safety Assessment that is reproduced at Appendix F. The relevant extracts about the crash data are reproduced below.

*The most recent five (5) years of data at the time of the request has been used for the assessment (2015-2019). Crashes involving vehicles travelling in the direction of and in view of the sign were used for the assessment. The viewing areas of the static signs are from approximately 650m south-west along The Crescent, 445m south-west along Victoria Road, 555m east along the Western Distributor, as well as Bank Street west of Miller Street and Bowman Street west of Tambua Street.*

Crash data included the following severity categories:

- **Fatal** – a crash in which at least one person was killed
- **Serious injury** – a crash involving at least one person identified in a police report and matched to a health record indicating a hospital stay due to injuries sustained in a crash, or is identified as an iCare (Lifetime Care) participant AND no one was killed in the crash
- **Moderate injury** – a crash involving at least one person identified in a police report who is matched to a health record that indicates that they were treated at an emergency department but were not admitted for a hospital stay, or is matched to a CTP claim indicating a moderate or higher injury AND no one was killed or seriously injured
- **Minor/Other injury** – a crash involving at least one person identified as an injury in a police report who is not matched to a health record that indicates the level of injury severity, or is matched to minor injury CTP claim AND no one was kill seriously injured or moderately injured
- **Non-casualty (tow-away)** – a crash in which no one was killed or injured but at least one motor vehicle was towed away.

The crash data is detailed in Table 2.3.

**TABLE 2.3**  
**CRASH DATA**

YEAR	CRASH SEVERITY					
	FATAL	SERIOUS INJURY	MODERATE INJURY	MINOR/OTHER INJURY	NON CASUALTY TOW AWAY	TOTAL
2015	-	1	6	5	2	14
2016	-	1	3	2	3	9
2017	-	3	4	2	2	11
2018	-	1	2	1	3	7
2019	-	2	1	3	5	11
2020 (JAN-JUNE)	-	-	-	1	-	1
TOTAL	-	8	16	14	15	53

Source: Bitzios Consulting 2021

Crash data was mapped using GIS software and is presented in Appendix B of the Bitzios Consulting Report (Refer Appendix F of this SEE). The crash data maps have been presented in terms of crash type (road user movement) and severity.

Key outcomes from the 53 reported crashes between January 2015 and June 2020 included:

- 38 crashes resulted in injury (72%), 8 of which were serious.
- 15 crashes resulted in tow aways (28%).
- No fatalities were reported.
- The second highest number of annual crashes was recorded in 2019 (11, though most only resulted in tow aways).

- 3 crashes along The Crescent eastbound resulted in serious injury:
  - 2 crashes occurred in 2017 and 2018: 1 occurred at the City West Link Road intersection and the other occurred at the James Craig Road intersection.
  - 1 crash occurred in 2016 between the City West Link and James Craig Road intersections.
- 4 crashes along the Western Distributor westbound resulted in serious injury:
  - 1 crash in 2015 involved an out of control vehicle during dry weather conditions and daylight hours.
  - 1 crash in 2019 involved a pedestrian on the Anzac Bridge during rainy conditions and in darkness.
  - 1 crash in 2019 involved a head-on collision with an eastbound vehicle during daylight hours.
  - 1 crash in 2019 involved a rear end collision during dry weather conditions and daylight hours.

The above findings indicate a low crash rate (around 8 crashes per year for a road section carrying over 130,000 vehicles per day), particularly along the Western Distributor and Anzac Bridge in proximity to the site, also considering the road environment and the speed limit in this area. Furthermore, it is improbable that the existing static signs (and distraction due to them) would have influenced the crash history in any way. This would continue to be expected given no changes are proposed to the signs.

Data analysis the casualty crashes per 100 million vehicle kilometres travelled is presented in Section 6.3.1 of the Bitzios Traffic Safety Report. The findings arising from this analysis indicates that the crash rate is 3.20 per 100M VKT which is less than the average NSW urban road crash rates and is therefore appropriate, considering the high traffic volumes and the short 1.2 km viewing area along The Crescent, Victoria Road and Western Distributor.

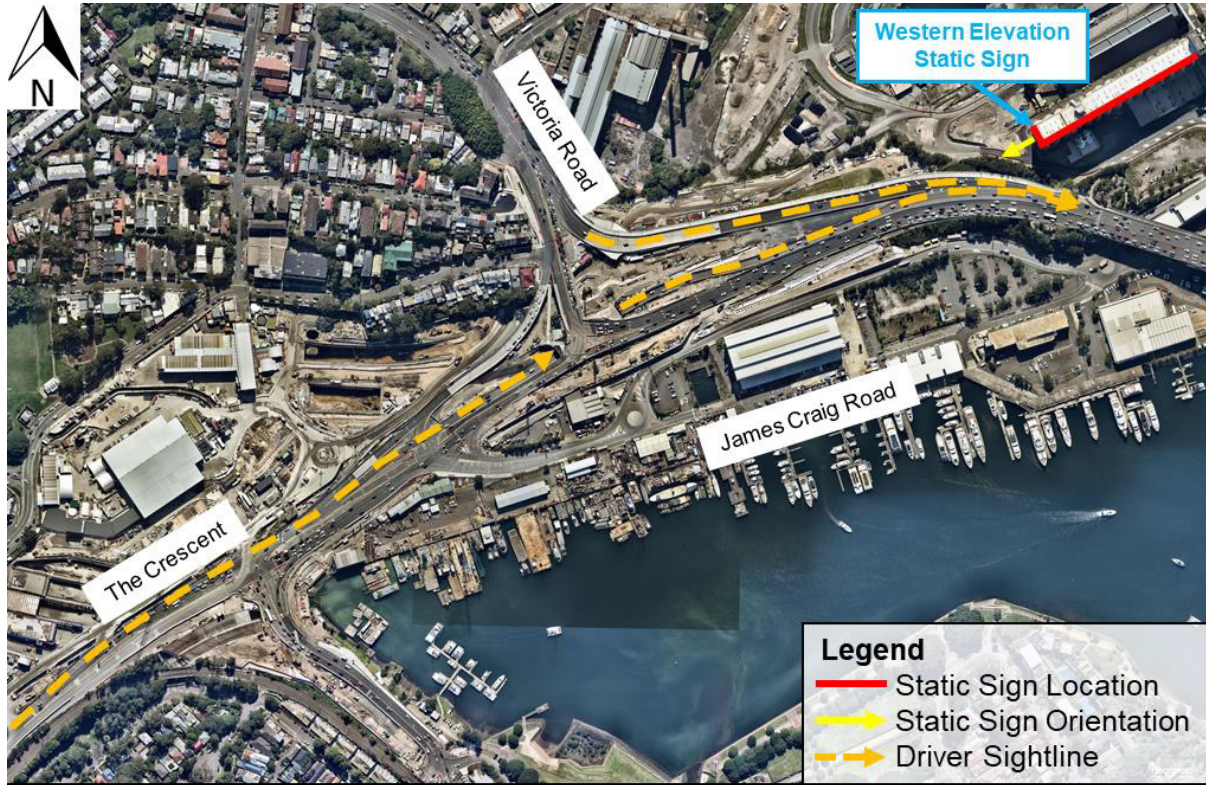
#### 2.3.4. Sign Viewing Locations

Bitzios Consulting has analysed the main driver viewing locations for the signs. The results of this analysis are detailed in full in the Traffic Safety Assessment that is reproduced at Appendix F of this SEE. The relevant extracts are reproduced below.

The southern elevation sign faces south towards westbound drivers on the Western Distributor via the Anzac Bridge, eastbound drivers on Bank Street and westbound drivers on Bowman Street. The western elevation sign faces south-west towards eastbound traffic on Victoria Road and The Crescent. The driver sightlines to the sign are illustrated in Figure 2.9 and Figure 2.10.

FIGURE 2.9

DRIVER SIGHTLINES TO WESTERN ELEVATION

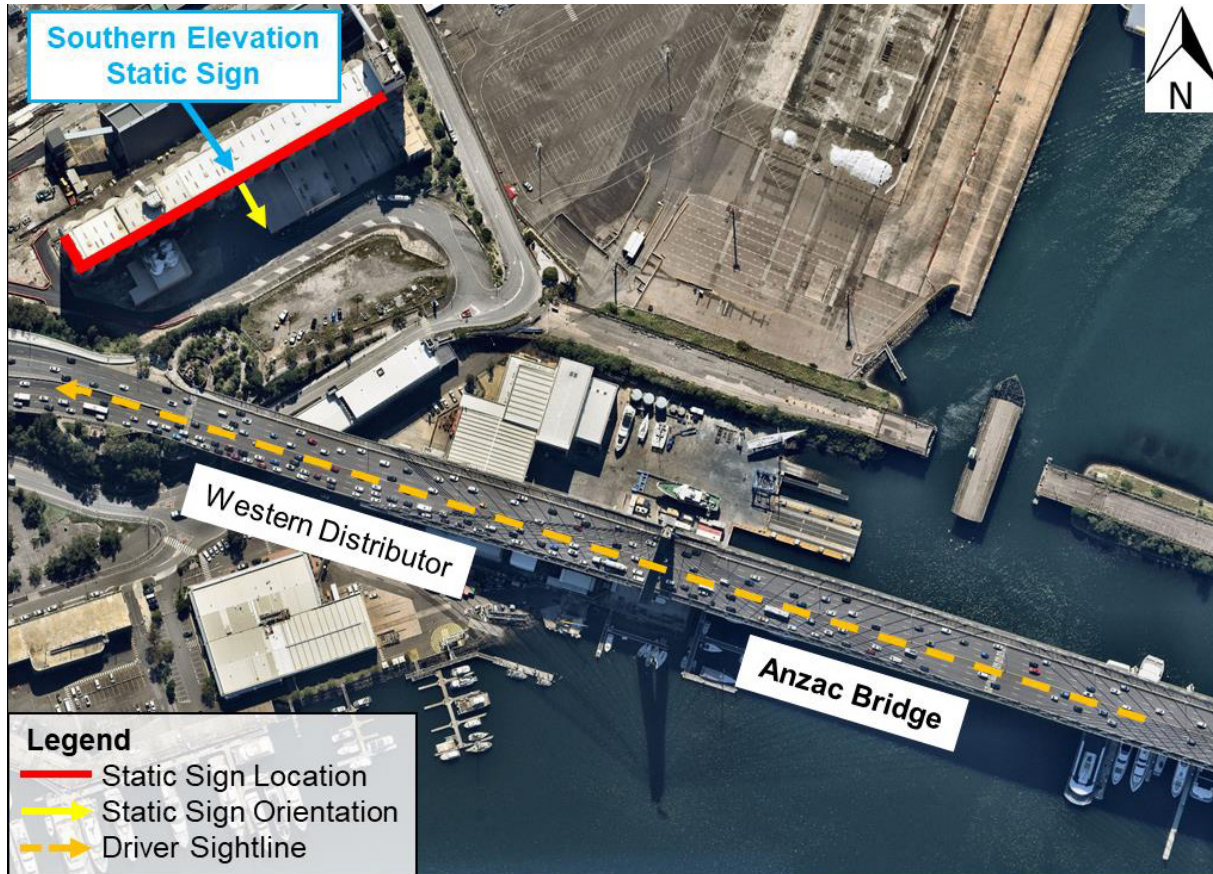


Source: Bitzios Consulting 2021



FIGURE 2.10

DRIVER SIGHTLINES TO SOUTHERN ELEVATION



Source: Bitzios Consulting 2021

2.3.4.1 DRIVER VIEWS

**THE CRESCENT EASTBOUND**

The western elevation sign as viewed eastbound from The Crescent during the day and night-time is shown in Figure 2.11 and Figure 2.12 respectively.

FIGURE 2.11

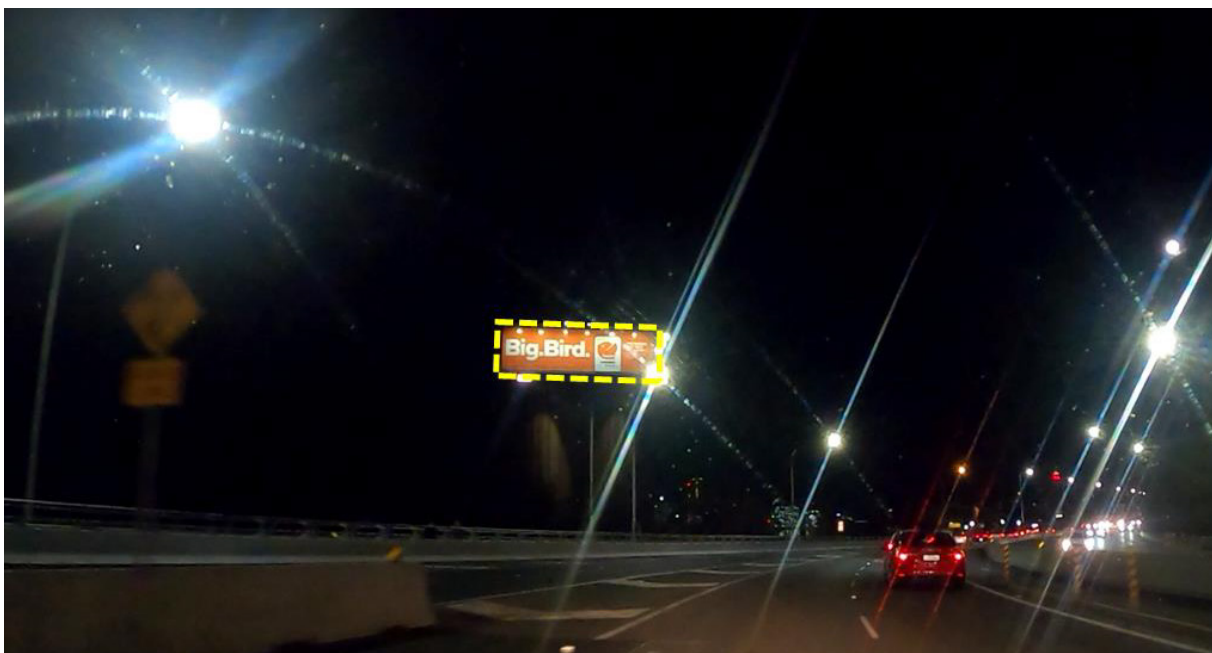
DAY TIME VIEW FROM THE CRESCENT EASTBOUND



Source: Bitzios Consulting 2021

FIGURE 2.12

NIGHT-TIME VIEW FROM THE CRESCENT EASTBOUND



Source: Bitzios Consulting 2021

## **VICTORIA ROAD EASTBOUND**

The western elevation sign as viewed eastbound from Victoria Road during the day and night-time is shown in Figure 2.13 and Figure 2.14 respectively.

**FIGURE 2.13**

**DAY TIME VIEW FROM VICTORIA ROAD EASTBOUND**



Source: Bitzios Consulting 2021



FIGURE 2.14  
NIGHT TIME VIEW FROM VICTORIA ROAD EASTBOUND



Source: Bitzios Consulting 2021

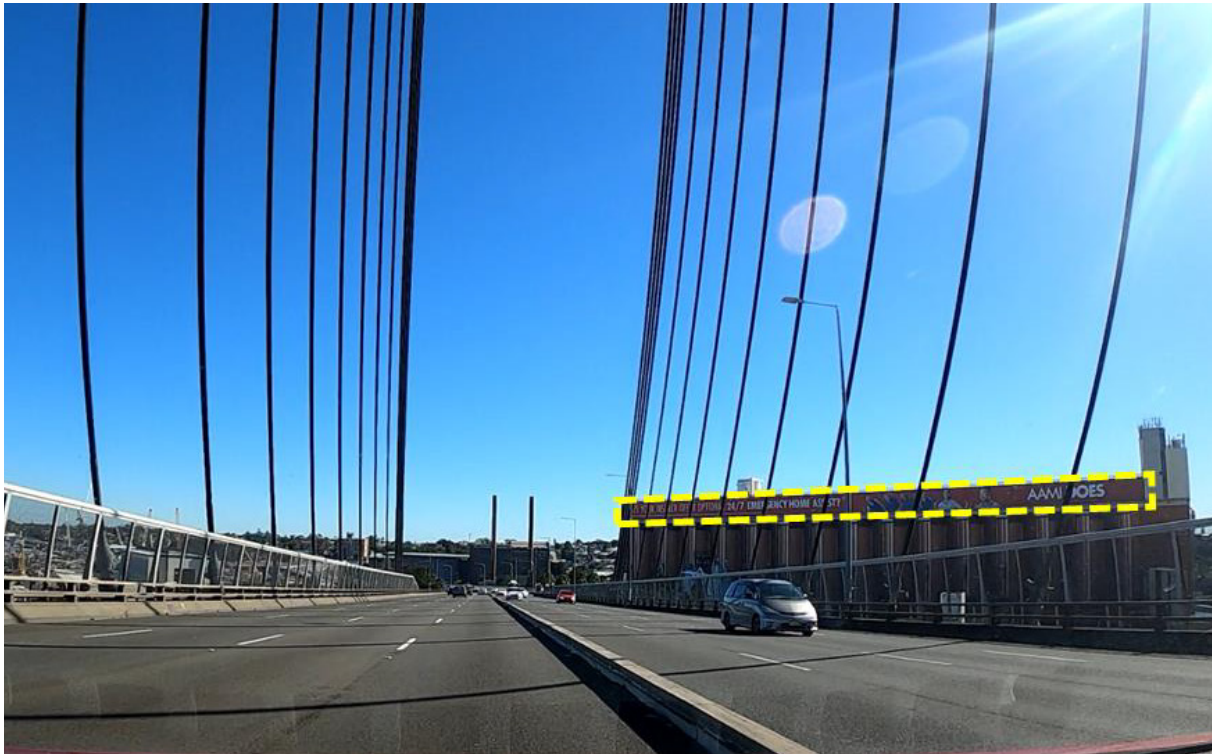


## **WESTERN DISTRIBUTOR WESTBOUND**

The southern elevation sign as viewed westbound from the Western Distributor during the day and night-time is shown in Figure 2.15 and Figure 2.16 respectively.

**FIGURE 2.15**

### **DAY TIME VIEW FROM WESTERN DISTRIBUTOR WESTBOUND**



Source: Bitzios Consulting 2021

FIGURE 2.16

NIGHT TIME VIEW WESTERN DISTRIBUTOR WESTBOUND



Source: Bitzios Consulting 2021

### 2.3.5. Strategic Transport Initiatives in the Locality

Bitzios Consulting has examined what the impact would be of extending the consent duration for the Glebe Island Silos signage display on the key transport initiatives occurring in the locality. These projects are:

- The M4-M5 Link and Rozelle interchange; and
- The Metro Station.

The relevant extracts from the Traffic Safety Assessment are reproduced below.

#### **M4-M5 LINK AND ROZELLE INTERCHANGE**

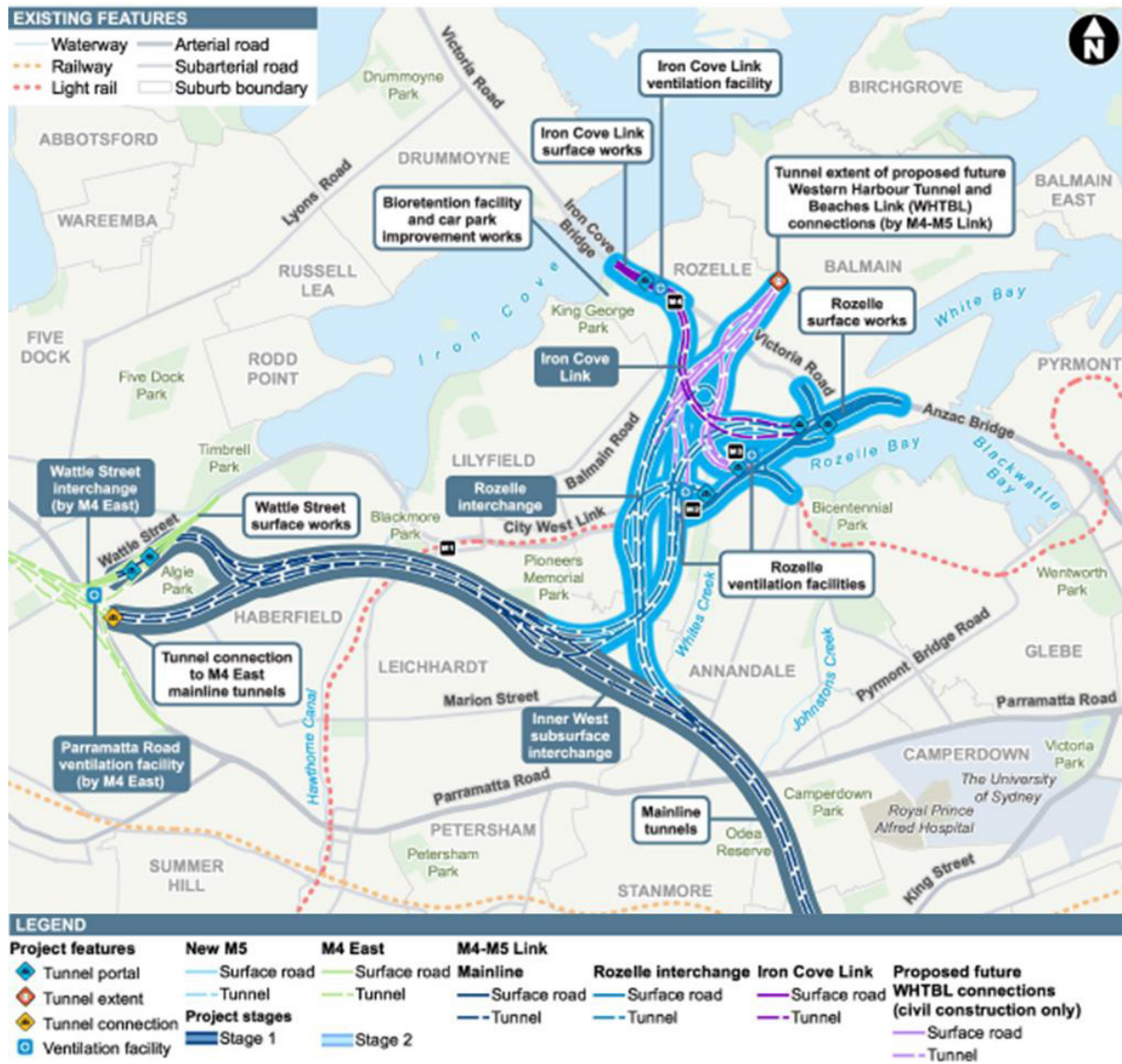
*Expected to open in 2023, the M4-M5 Link forms Stage 3 of the West Connex project and includes:*

- *Tunnels connecting to the M4 at Haberfeld and the M5 (known as the M8) at St Peters via Rozelle;*
- *An underground interchange at Rozelle west of Victoria Road with tunnels, ramps and related infrastructure for the future Western Harbour Tunnel;*
- *A tunnel connection from the Rozelle Interchange to the Iron Cove Bridge; and*
- *Upgrades to the surrounding road network.*

*An overview of the M4-M5 Link project is shown in Figure 2.17 and the eastern extent of the project near the Glebe Island Silos is shown in Figure 2.18. The M4-M5 Link project is not expected to have any impacts on the advertising signage on the Glebe Island Silos.*

FIGURE 2.17

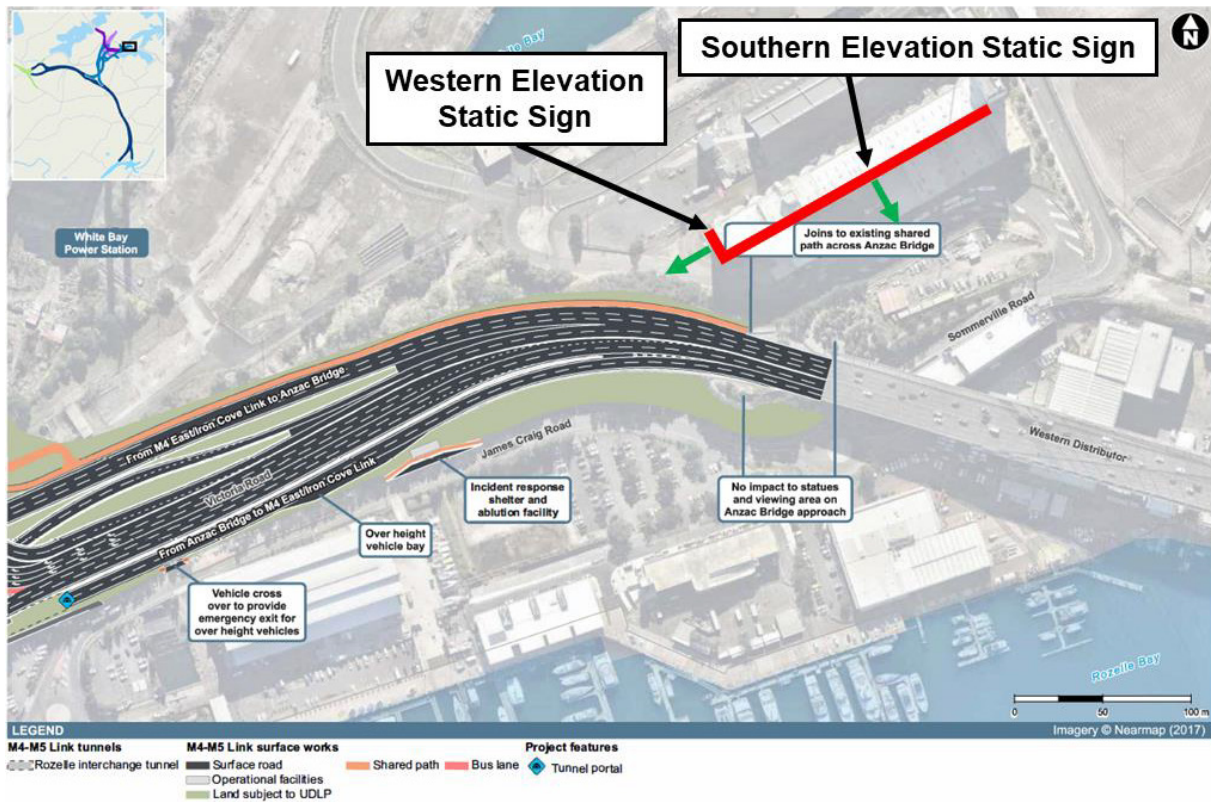
OVERVIEW OF THE M4-M5 LINK PROJECT



Source: Bitzios Consulting 2021



FIGURE 2.18  
 EASTERN EXTENT OF THE M4-M5 LINK PROJECT



Source: Bitzios Consulting 2021

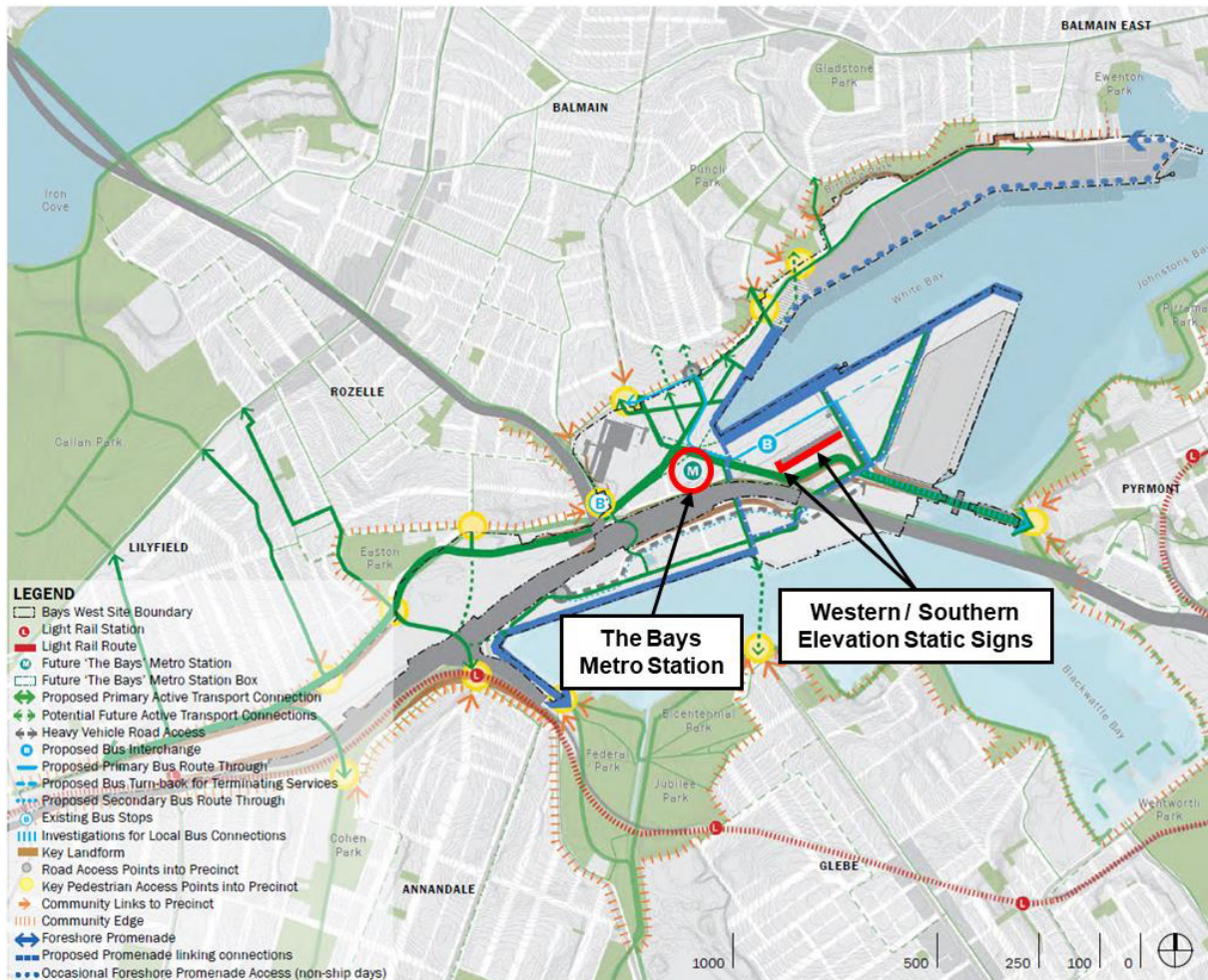
### THE BAYS METRO STATION

By around 2030, The Bays Metro Station will provide rail services to the area for the first time, providing connections between the Sydney and Parramatta CBDs on the Sydney Metro West Line. It will act as a catalyst for the long awaited renewal of the area. As shown in Figure 2.19, The Bays Metro Station will be located between Glebe Island and the White Bay Power Station with an entrance to the south of White Bay. It will provide direct access to the future Bays Waterfront Promenade, which would run north to south along White Bay.

Extending the consent duration of the advertising signage on the Glebe Island Silos is not expected to have any impacts on the Bays Metro Station.

FIGURE 2.19

DRAFT BAYS WEST STRATEGY STRUCTURE PLAN RESPONSE TO TRANSPORT AND MOVEMENT



Source: Bitzios Consulting 2021

## 2.4. Visual Character

### 2.4.1. Visual Catchment

Group GSA has undertaken a Visual Impact Assessment (VIA) to understand the Visual Catchment of the Silos and the expected level of visual impact the signage displays would have on that catchment. The VIA is reproduced in Appendix C. In undertaking the assessment, Group GSA employed a methodology that assessed the expectant level of visual impact that would result from the installation of the signage, that is they assumed a base line position that no signage currently exists on the Silos facade. The results of the VIA are discussed in Section 5 of this SEE.

The Visual Catchment of the Silos as determined by Group GSA is illustrated at Figure 2.20. It is important to recognise that the catchment has been mapped having regard to all four elevations of the Silos (north, south, east and west).

The Visual Catchment map shows in yellow the approximate extent to which the Glebe Island Silos signage is currently visible from the public domain. The public domain is defined as open space and park areas, footpaths



and roadways generally accessible to the public. The catchment map does not capture elevated views from private property such as upper floors of buildings as this cannot be reliably assessed without incursion onto private property. The catchment is primarily limited to Rozelle Bay and Blackwattle Bay and their foreshore areas, small residential pockets in Annandale, and Anzac Bridge and its approach roads.

The area on the catchment map shaded in blue (may appear green) shows the Visual Catchment area from which the full structure of the Glebe Island Silos is visible without signage. This area has been mapped in response to concerns raised from Inner West Council regarding the ability of the general public to appreciate the full composition of the Silos structure. This catchment demonstrates that the full structure is visible from the public domain in many locations throughout Rozelle and Balmain, which is in addition to a significant portion of the structure visible from the signage view shed shown in yellow.

**FIGURE 20**  
**VIEW CATCHMENT MAP**



Source: Visual Impact Assessment 2021 Group GSA

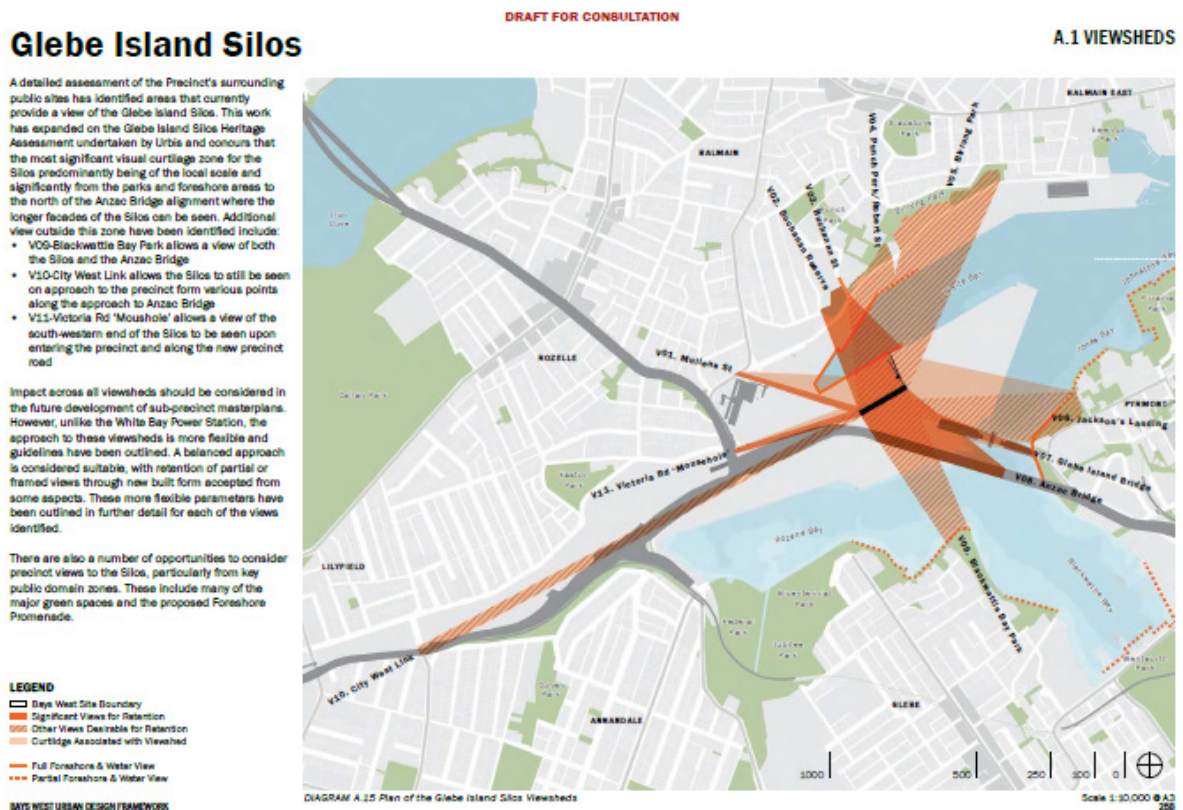
## 2.4.2. Draft Bays West Strategy View Sheds

The VIA has considered the view sheds and key views that have been identified in the draft Bays West Urban Design Framework for the three key site features; White Bay Power Station, Glebe Island Silos and the Anzac Bridge. The view sheds are illustrated on the map at Figure 2.21 and were mapped by Terroir on behalf of the NSW DPIE to 'preserve the history and character of the place'.

The views identified and how they have been captured in the Groups GSA VIA is detailed in Table 2.4.

FIGURE 2.21

### DRAFT BAYS WEST URBAN DESIGN FRAMEWORK VIEW SHEDS



Source: Visual Impact Assessment 2021 Group GSA

TABLE 2.4

DRAFT BAYS WEST URBAN DESIGN FRAMEWORK VIEWS

BAYS WEST VIEW	BAYS WEST DESCRIPTION	GLEBE ISLAND SILOS SIGNAGE VISIBILITY	GROUP GSA VIEW NUMBER
V01	Mullens Street	Partial visibility (angled view) to western sign	39
V02	Buchanan Reserve	Signage structure partially visible. Signage not visible	41
V03	Buchanan Street	Signage structure partially visible. Signage not visible	40
V04	Punch Park/Robert Street	Signage structure partially visible. Signage not visible	-
V05	Birrung Park	Signage structure partially visible. Signage not visible	42
V06	Jacksons Landing	Angled view to southern sign	3&6
V07	Glebe Island Bridge	View to southern sign	4
V08	Anzac Bridge	Filtered view to southern sign	30,31,32 & 33
V09	Blackwattle Park	Partial view to southern sign	11 & 12
V10	City West Link	Long distance view to southern sign	-
V11	Victoria Road 'Mousehole'	Not accessible	N/A*

\*Victoria Road 'Mousehole' has been subject to traffic changes and infrastructure development associated with West Connex. This view is no longer accessible to the public.

Source Group GSA VIA Compiled from information contained in the Draft Bay West Urban Design Framework 2021

### 2.4.3. The Impact of Vegetation and Built Form on the View Catchment

Group GSA advise that the Visual Catchment is limited significantly by existing built form and established vegetation with the screening effects often exacerbated by landform. It is for this reason that views from residential streets beyond the foreshore edge are generally blocked. The main exception to this is a group of streets near Rose Street, Annandale, whose axis align with the view to the Silos and allow filtered views through or between street trees.

Wentworth Park and the Glebe Foreshore Parks also have views limited by established rows of trees creating dense vegetative screens to park areas beyond the foreshore edge zone.

### 2.4.4. View Impact Locations

Group GSA has identified 47 viewpoints within the Visual Catchment to examine the visual impact of the signage. The viewpoints are identified on Figure 2.22 and are individually listed and described in Table 2.5. Pages 18-76 of the Group GSA VIA contains a detailed assessment of each view location. A summary of the VIA findings is detailed in this report in Section 5.



TABLE 2.5

VIEW LOCATION DESCRIPTIONS

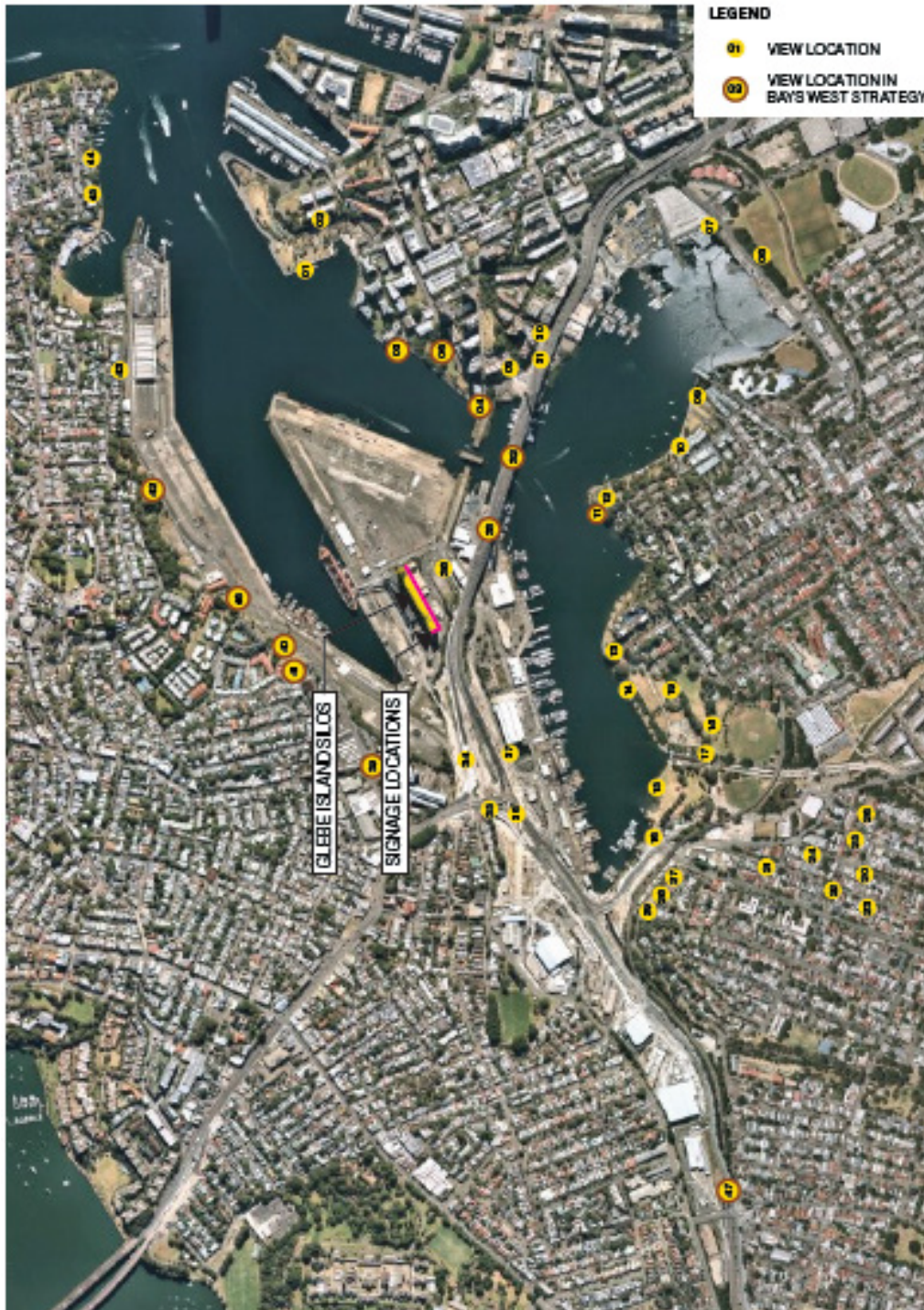
1. Pirrama Park, Pyrmont	24. Trafalgar Street outside 282 Trafalgar Street, Annandale
2. Pirrama Road Pyrmont	25. Roadway at corner of Rose Street and William Street, Annandale
3. Harbourside walkway at Cadi Wharf, near Refinery Drive, Pyrmont	26. Roadway at corner of Rose Street and Nelson Street, Annandale
4. Harbourside walkway adjacent to 2 Bowman Street Pyrmont and Glebe Island Bridge	27. Bayview Crescent outside 9 Bayview Crescent, Annandale
5. Pedestrian walkway above Bank St Pyrmont (adjacent to 1 Distillery Drive building)	28. Bayview Crescent outside 23 Bayview Crescent, Annandale
6. Waterfront Park, Pyrmont (off Bowman Street)	29. Walkway to side of 2-4 Pritchard Street, Annandale
7. Sydney Fish Market access, near Bridge Road, Blackwattle Bay, Pyrmont	30. Pedestrian & cycle ramp up to Anzac Bridge from Quarry Master Drive, Pyrmont
8. Wentworth Park, Blackwattle Bay, Glebe	31. Anzac Bridge near eastern pedestrian/cycle ramp entry/exit
9. Glebe foreshore walkway near The Boathouse on Blackwattle Bay and footpath continuation from Forsyth Street, Glebe	32. Anzac Bridge mid-point
10. Glebe foreshore walkway near 23 Griffin Place and 33 Cook Street, Glebe	33. Anzac Bridge near western pylon
11. Glebe foreshore walkway near 55-57 Leichhardt Street, Glebe	34. Western approach to Anzac Bridge, Rozelle
12. Corner of balcony at Bellevue historic house at 55-57 Leichhardt Street, Glebe	35. Path at intersection of Victoria Road & Anzac Bridge, Rozelle
13. Glebe foreshore walkway at end of Glebe Point Road, Glebe	36. James Craig Rd, Rozelle
14. Glebe foreshore walkway / Jubilee Park near Federal Road, Glebe	37. Shared path at Anzac Bridge & Victoria Road, Rozelle
15. Bicentennial Park, Glebe near Federal Park picnic shelter and mangrove restoration area	38. Sommerville Rd near entry to Ports Authority Land, Glebe Island
16. Glebe foreshore walkway near Chapman Rd, Glebe	39. Robert Street outside 32 Robert Street, Rozelle
17. Jubilee Park, Glebe near Johnstons Creek crossing	40. Robert Street at corner of Buchanan Street, Rozelle
18. Jubilee Park, Glebe near Hilda Booler Kindergarten	41. Public Park at corner of Mansfeld St and Batty St, Rozelle
19. Jubilee Park, Glebe near feature circular garden bed and Northcote Road	42. Birrung Park, near Donnelly St, Balmain
20. Trafalgar Street outside 264 Trafalgar Street, Annandale	43. Grafton Street at corner of Ewenton Street, Balmain
21. View Street outside 206 View Street, Annandale	44. Tom Uren walkway at end of Johnston Street, Balmain
22. Corner of View Street and Rose Street Annandale	45. Pedestrian stairs at end of Union Street, Balmain

23. View Street outside 134 View Street, Annandale	46. From Punch Park at Robert Street, Balmain
	47. From corner of City West Link and Catherine St, Lilyfield

Source: Group GSA VIA 2021 Page 18

FIGURE 22

GROUP GSA VIEW LOCATIONS MAP



Source: Group GSA VIA 2021 page 19

## 2.5. Heritage Significance

The Glebe Island Silos are listed as an item of local significance on the Sydney Regional Environmental Plan No 26 – City West, Schedule 4 Heritage items, Part 3 Items in the Bays Precinct. Given the heritage status of the Silos and its locational context adjacent to State Heritage listed sites, a Statement of Heritage Impact (SHI) is required to accompany this application. NBRIS Heritage Architecture (hereafter referred to as NBRIS) has undertaken the SHI which is reproduced in Appendix D of this report. The following sections have been reproduced from the NBRIS SHI and detail the heritage listings that apply to the site and its environs together with a statement that summarises their heritage significance.

### 2.5.1. Heritage Listings

NBRIS advise that the following heritage listings are of relevance to this application.

*The following statutory lists have been reviewed with respect to the following Local Government and State Agencies:*

- *Glebe Island Wheat Silos are listed as an item of local significance on the Sydney Regional Environmental Plan No 26 – City West (SREP 26), Schedule 4 Heritage items, Part 3 Items in the Bays Precinct, Buildings Structures, Item 1 - Glebe Island wheat Silos (components A, B and C as identified on Map 4). Glebe Island Silos have protection under SREP No 26;*
- *Glebe Island Silos are listed under Heritage Act - s.170 NSW State agency heritage register - Port Authority of NSW. Section 3. Listing on this register does not mean the Silos have been assessed as having 'State' significance;*
- *Glebe Island Silos are not listed as a heritage item on the Leichhardt Local Environmental Plan 2013 (LLEP 2013), Schedule 5 Environmental Heritage (see Figure 2.23); and*
- *Glebe Island Silos are not listed on the State Heritage Register (SHR) and do not have State heritage significance.*

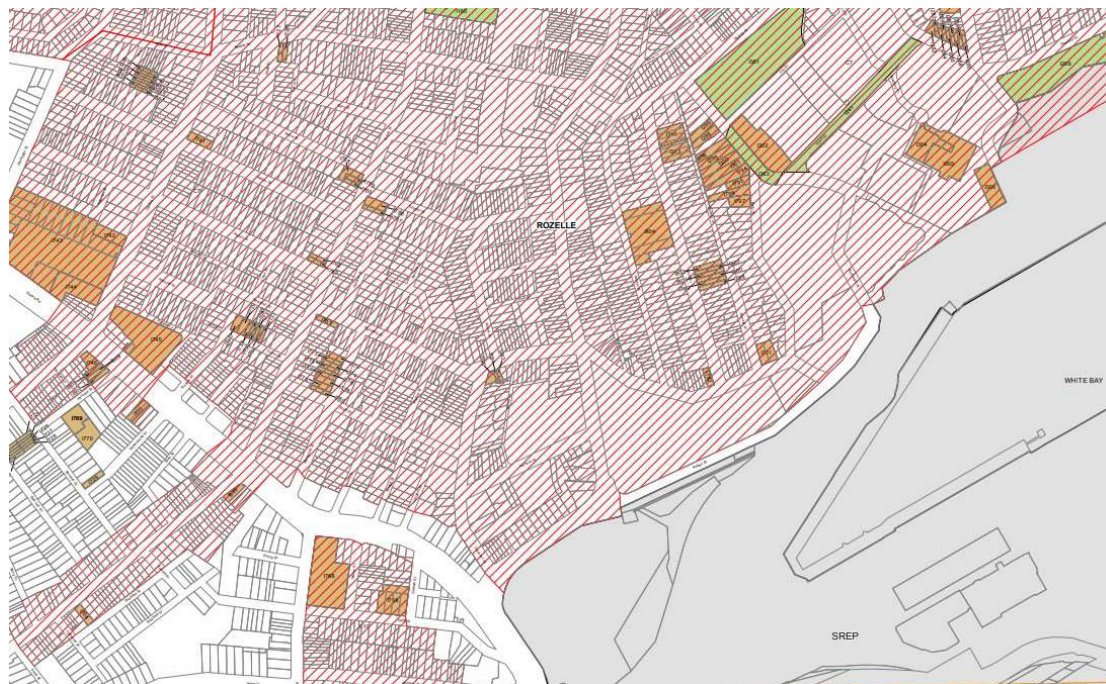
*The following heritage items of 'State' significance are listed on the State Heritage Register and located in close proximity to the subject site:*

- *White Bay Power Station, Victoria Road, Rozelle (SHR Listing No: 01015); and*
- *Glebe Island Bridge (RMS Bridge No. 61), Bank Street, Victoria Road, Pyrmont (SHR Listing No: 01914).*



FIGURE 2.23

LLEP 2013 HERITAGE MAP SHOWING THE GLEBE ISLAND SILOS CIRCLED IN RED



Source: LLEP 2013 as referenced in NBRIS HIA 2021

### 2.5.2. Sydney Regional Environmental Plan No 26 – City West (SREP 26), SREP 26

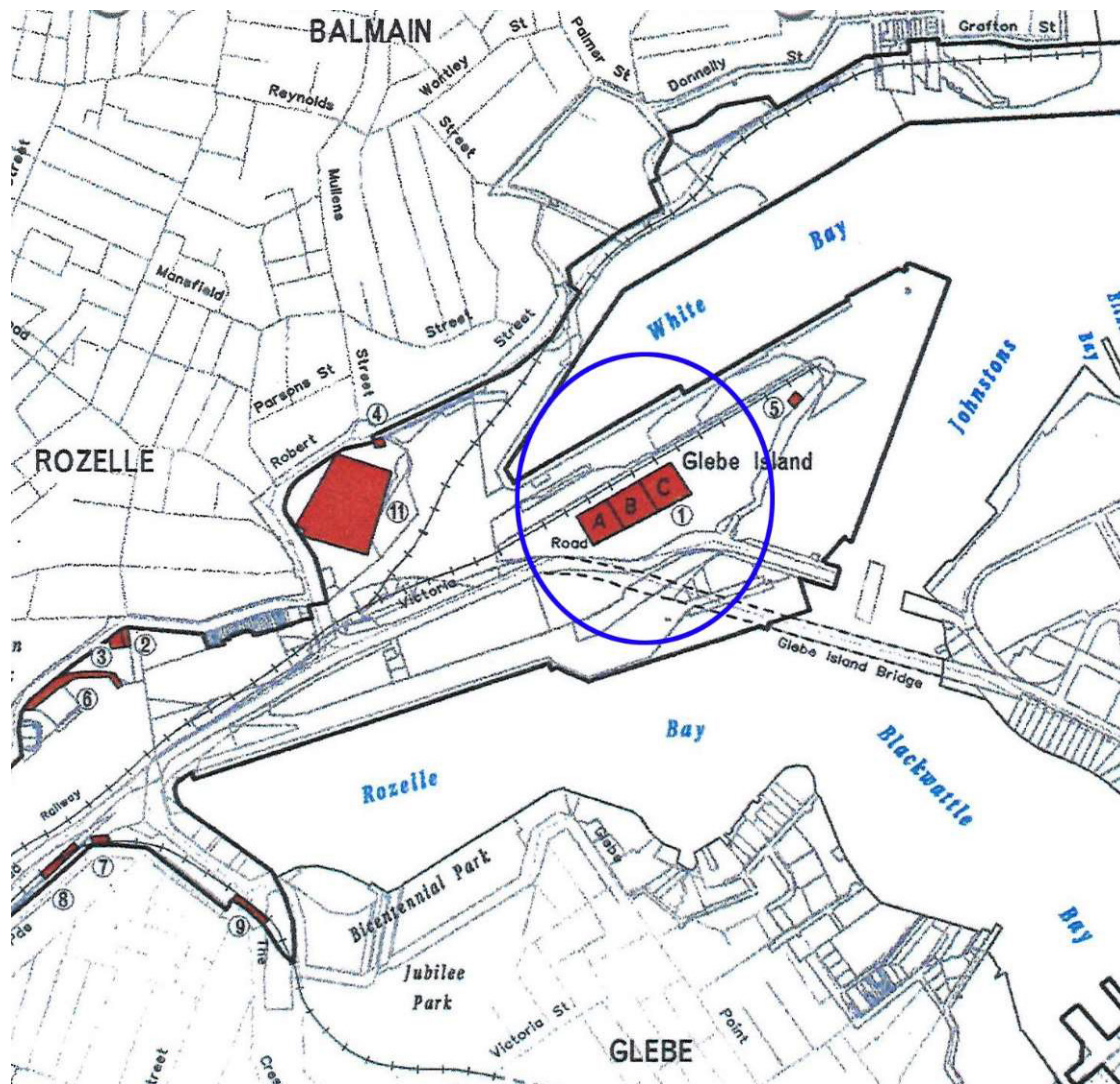
NBRIS advise that the following heritage items, are located in close proximity to the subject site, and are listed on the Sydney Regional Environmental Plan No 26 – City West (SREP 26), Schedule 4 Heritage items, Part 3 Items in the Bays Precinct Buildings/Structures:

- *Item 1 - Glebe Island wheat silos (components A, B and C as identified on Map 4);*
- *Item 4 - Sewerage pumping station, Roberts Street;*
- *Item 5 - Monument, Glebe Island;*
- *Item 9 - Railway Truss Bridge, Johnston Street; and*
- *Item 11 - White Bay Power Station complex (Refer Figure 2.24 for site boundaries).*

Refer Figure 2.24 for the location of the heritage items identified in SREP 26.

FIGURE 2.24

LOCATION OF THE HERITAGE ITEMS IDENTIFIED IN SREP 26



Source: NBRIS HIS 2021 SREP No 26, Map 4 Sheet 3 Heritage and Conservation

### 2.5.3. Heritage Significance

This section examines the heritage significance of the:

- Glebe Island Silos;
- White Bay Power Station; and
- Glebe Island Bridge.

The statements of significance have been reproduced from the NBRIS Statement of Heritage Impact in Appendix D of this report together with the extract of NBRIS's comments pertaining to each item.



## **GLEBE ISLAND SILOS**

The following statement of significance is taken from the database heritage inventory sheet for Glebe Island Silos, prepared by NSW Office of Environment & Heritage (Database No: 4560016):

*'Glebe Island Grain Terminal is a seminal site in the development of the bulk wheat storage and export industry in Australia. As such it has a pre-eminent position in the historical development of one of Australia's most important primary industries. It was the first and most important of the port terminals and encompassed technologies that were specific to the industry and influential in the development of that industry throughout the country. The first construction phase is particularly noteworthy because of the circumstances of its wholly imported design and technological expertise.*

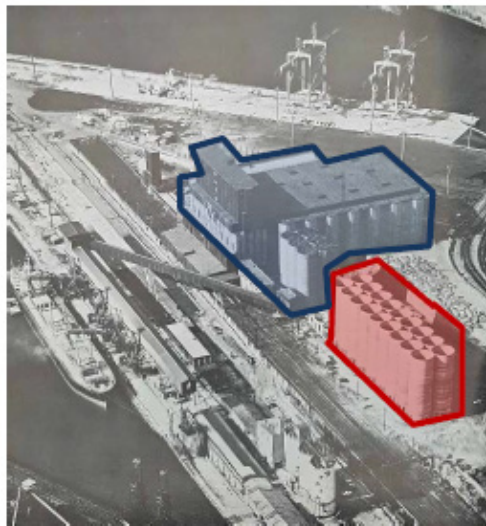
*The carefully planned and integrated system, by the 1930s, was considered to be one of the largest, most efficient and well-planned installations of its type. The fabric contained within the site, although compromised by alterations and missing elements is capable of demonstrating and recording the evolution of the industrial processes that evolved over several decades. The Silos, in particular, are the most visible and easily interpreted elements of that former use and form a powerful and well-known landmark. The site also has significance for its associations with, and demonstration of, Commonwealth and State government initiatives.'*

### **NBRS Comment**

*The existing Silos certainly do demonstrate the most visible and easily interpreted elements of the former Silo use that have been retained on the site; it should be noted that the retained fabric dates from the 1970's, with the original silo structures having been removed due to changes in use patterns on the site and their poor condition. Refer Figure 2.25.*

**FIGURE 2.25**

### **ORIGINAL SILOS STRUCTURE NOW DEMOLISHED AND EXISTING SILOS STRUCTURE UNDER CONSTRUCTION JULY 1972**



*Figure 30 – Sydney Terminal Elevator, Glebe Island. Aerial view showing the southern end of the new storage bins, shown red, under construction, July 1972. The yet to be demolished original silos are shown blue. (Source: 50 Years of Bulk Grain Handling in New South Wales)*

Source: NBRS Heritage Architects 2021



## **WHITE BAY POWER STATION**

*The following statement of significance is taken from the database heritage inventory sheet for White Bay Power Station, prepared by NSW Office of Environment & Heritage (SHR Listing No: 01015):*

*'White Bay Power Station was the longest serving Sydney power station and is the only one to retain a representative set of machinery and items associated with the generation of electricity in the early and mid-twentieth century. It retains within its fabric, and in the body of associated pictorial, written archives and reports and oral history recordings, evidence for the development of technology and work practices for the generation of electrical power from coal and water. This development of power generation at White Bay contributed to the expansion of the economy of Sydney and New South Wales.*

*As a result of its remarkably intact survival, it retains the unique ability to demonstrate, by its location, massing, design, machinery and associated archives, the influence and dominance that early power-generating technology exerted on the lives and urban fabric of inner cities in the first half of the 20th century. The extant items within the surviving operational systems are of an impressive scale and exhibit a high degree of creative and technical achievement in their design and configuration. They encompass all aspects of the generation of electrical power, and represent all phases from the inter-war period through to the more sophisticated technologies of the mid-20th century. They are of exceptional technical significance with research potential to yield information not available from any other source.*

*Aesthetically, White Bay Power Station contains internal and external spaces of exceptional significance. These spaces include raw industrial spaces of a scale, quality and configuration which is becoming increasingly rare and which inspire visitors and users alike.*

*Externally, it is a widely recognised and highly visible landmark, marking the head of White Bay and the southern entry to the Balmain Peninsula and its industrial waterfront. It retains a powerful physical presence and industrial aesthetic and is the most important surviving industrial building in the area White Bay Power Station has strong and special associations and meanings for the local community, for former power station workers and for others who have used the site, and is of high social significance. It is a potent symbol of the area's industrial origins and working traditions, aspects of community identity that are strongly valued today by both older and new residents. It is one of the few surviving features in the area that provide this symbolic connection.*

*It is the only coal based industrial structure, dependent on a waterside location to survive adjacent to the harbour in the Sydney Region. It also forms part of a closely related group of large scale industrial structures and spaces (White Bay Container Terminal, Glebe Island Silos, Container Terminal and Anzac Bridge) which along with the White Bay Hotel, define a major entry point to the city from the west.*

### **NBRS Comment**

*The existing Silos are visible in some views of the Power Station, however there is still a substantial space between the two structures. The signage does not alter any views of the Power Station, nor does it change the appreciation of the former industrial site.*

## **GLEBE ISLAND BRIDGE**

*The following statement of significance is taken from the database heritage inventory sheet for Glebe Island Bridge (constructed 1899-1903), prepared by NSW Office of Environment & Heritage (SHR Listing No: 01914):*

*The Glebe Island Bridge, across Johnston's Bay, is of state significance as it demonstrates one of the earliest examples of an electric-powered swing bridge in Australia. Technically, it is a complementary structure to the already acclaimed Pyrmont Swing Bridge, and has all the same significant features, including the electrically-driven swing span. Both bridges were designed by Percy Allan, a highly-regarded Australian bridge designer of the late 19th and early 20th century. Both represent the only examples of such types of bridges in New South Wales and are still operable.'*

### **NBRS Comment:**

*The signage at the nearby Silos do not alter any views of the Glebe Island Bridge, nor does it change the appreciation of the bridge and its components.*

### 3. DESCRIPTION OF PROPOSED WORKS

#### 3.1. Overview

This Development Application applies to the existing roof signs that are located on the southern and western elevations of the Glebe Island Silos illustrated by the Photographs at Figure 1.2 and 1.3 in this SEE . The existing signage is detailed on the Development Application plans prepared by Arcadis and reproduced at Appendix B. Table 3.1 summarises the development statistics that apply to the existing signage. The Development Application does not propose any change to the existing signage structure, its existing or intended operation or to its illumination.

The Development Application incorporates a public benefit offer to satisfy the Clause 13 requirements of State Environmental Planning Policy No. 64 Advertising and Signage (SEPP 64) and this is addressed in Section 3.4 and reproduced in Appendix G.

**TABLE 3.1**  
**SIGNAGE STATISTICS**

STATISTICS	WESTERN SIGN	SOUTHERN SIGN
Dimensions of Silos	Approximately 6.1 metres width x 180 metres length x 50 metres height	
Dimensions of signage	6.1 metres height x 22.1 metres in length	6.1 metres height x 170 metres
Height of signage to top of sign	Height to top of Sign RL 52.391 is 48.437 metres Height to Bottom of Sign RL 46.291 is 42.331 metres Ground RL 3.960	
Advertising display area	134.8 square metres	1037 square metres
Form of illumination	External – 6 cantilevered down lights	External - 43 cantilevered down lights
Hours of illumination	Curfewed Operation from dusk to 1am	
Signage categorisation	General Advertising Roof Sign	

Source: Compiled by Urban Concepts using data form Arcadis Plans

#### 3.2. Sign Operating Context

The existing signage is categorised as ‘general advertising’. Accordingly, both signs display content that is related to third party goods and services. The Glebe Island Silos signage is recognised as the Southern Hemisphere’s most iconic billboard, and attracts global attention and advertising spend into the Sydney economy from major advertisers and marketers. An advertising display of this scale is referred to by the out of home industry as a ‘Landmark’ location. Figure 3.1 details examples of the range of companies that have promoted their brand on the Silos structures while it has been under the management of Eye Drive Sydney.

The advertising copy that is generated for these companies is purpose designed for the Silos. This ensures that the content is of high quality and graphic interest. The copy is printed onto vinyl skins that are tensioned across the steel support structure. Advertising space on the Silos structure is sold in minimum twenty eight (28) day cycles. Both the western and southern signs can be sold separately or purchased by the same advertiser.

The signage structure is inspected on a monthly basis when the signage copy is rotated with maintenance being done as and when required using the steel gantry that is located along the rear of the sign. This application does not propose any change to the maintenance platforms.

FIGURE 3.1

EXAMPLES OF GLEBE ISLAND SILOS SIGNAGE DISPLAYS



Source: Eye Drive Sydney Pty Ltd acting through oOh!media

### 3.3. Illumination

The signage is illuminated using discrete top mounted floodlights that are aimed towards the signage face. This application proposes no change to the existing illumination of the signage structure. Electrolight Australia (Electrolight) has examined the operation of the sign having regard to the future land use scenario proposed for the White Bay Power Station and Metro Sub Precinct (Sub Precinct 1) identified in the draft Bays West Structure Plan. The development horizon for Sub Precinct 1 is 2030 which corresponds with the ten (10) year extension to the consent term that is being sort for the Glebe Island Silos signage display in this application. The NSW Government anticipates that Sub Precinct 1 will be the first locality to be delivered under the draft Bays West Structure Plan. No other Sub Precinct is identified for redevelopment up to 2030. Refer Figure 3.2A.

The following extract has been reproduced from the Electrolight Lighting Impact Assessment (LIA) detailed at Appendix E in the SEE. It presents the findings arising from the assessment and anticipates that Sub Precinct 1 is developed up to 2030 and includes high density residential apartments or hotel development on the land parcel to the south of the Silos. Refer Figure 3.2B.

#### 5. LUMINANCE ASSESSMENT

*The maximum permissible night time luminance of the signage is determined by the existing lighting environment of its surroundings. AS4282 outlines maximum average luminance's for different Environmental Zones as shown in Table 3.2 below:*

TABLE 3.2

MAXIMUM NIGHT TIME AVERAGE LUMINANCE

ENVIRONMENTAL ZONE	DESCRIPTION	MAX AVERAGE LUMINANCE (CD/M2)
A4	High District brightness towns and cities, commercial areas and residential areas abutting commercial areas.	350
A3	Medium District brightness e.g. suburban areas in towns and cities.	250
A2	Low District brightness e.g. sparsely inhabited rural and semi-rural areas.	150
A1	Dark e.g. relatively uninhabited rural areas. No road lighting.	0.1
A0	Intrinsically dark e.g. Major Optical observatories. No road lighting.	0.1

Source: Electrolight 2021

Based on an assessment of the surrounding environment, the proposed signage is located within Environmental Zone A4 under AS4282, therefore the maximum night time luminance is 350 cd/m2.

AS4282 does not include limits for daytime operation of externally illuminated signage. However, the SEPP 64 Transport Corridor Outdoor Advertising & Signage Guidelines 2017 outline maximum permissible luminance limits for various lighting conditions, including daytime. Under the Guidelines, the proposed signage is classified as being within Zone 3, which is described as an area with generally medium off-street ambient lighting, e.g. small to medium shopping/commercial centres. The maximum night time luminance of a signage within Zone 3 is 350 cd/m2.

The Draft Bays West Place Strategy outlines potential developments in proximity to the signage (Sub Precinct 1) that may be constructed over the next ten (10) years. Refer Figure 3.2B. Table 3.3 outlines the maximum luminance levels to comply with AS4282 and the SEPP 64 Transport Corridor Outdoor Advertising & Signage Guidelines for the various lighting conditions listed below should this development occur:

TABLE 3.3

LUMINANCE LEVELS FOR EXTERNALLY ILLUMINATED ADVERTISEMENTS

LIGHTING CONDITION	MAXIMUM PERMISSIBLE LUMINANCE (CD/M2) #	COMPLIANT
Daytime	Off	✓
Night time until 11pm* (pre-curfew)	58**	✓
Night time 11pm-6am* (post-curfew)	Off	✓

Source: Electrolight 2021

# The signage is to be dimmed to ensure the maximum luminance is not exceeded.

\*The current curfew of the existing signage is 1am. Once development occurs in order to comply with AS4282-2019 the curfew shall be adjusted to 11pm.

\*\* The maximum luminance under allowable under AS 4282 and the SEPP 64 Guidelines is 350cd/m2. The luminance level shown is the existing luminance of the signage which will remain unchanged.



It can be seen from Table 3.3 that should residential or hotel development occur within the immediate vicinity of the Glebe Island Silos site within the White Bay Power Station Precinct (Precinct 1 of the Draft Bays West Strategy) within the 10 year consent duration, then the existing luminance of the signage can remain unchanged but the curfew of the signage would need to be brought forward to 11pm at night (from 1am) to ensure compliance with the relevant requirements of AS4282. This could be achieved through a condition of consent that becomes triggered should this development occur.

It is our opinion that the illumination of the existing signage will be visually consistent with the current and future lighting context of the local area. A more detailed night time lighting assessment is provided in Section 6.0.

#### 6. AS4282 ASSESSMENT

The existing externally illuminated signage has been assessed against AS 4282-2019 Control of the Obtrusive Effects of Outdoor Lighting.

AS4282 provides limits for different obtrusive factors associated with dark hours (night time) operation of outdoor lighting systems. Two sets of limiting values for spill light are given based on whether the lighting is operating before a curfew (known as “pre-curfew” operation) or operating after a curfew (known as post-curfew or curfewed operation). Pre-curfew spill lighting limits are higher than post-curfew values, on the understanding that spill light is more obtrusive late at night when residents are trying to sleep. Under AS4282, the post-curfew period is taken to be between 11pm and 6am daily. As it is intended that the signage be illuminated during pre-curfew period only, the assessment will review the proposed signage under the pre-curfew limits.

#### Illuminance Assessment

The AS4282 assessment includes a review of nearby residential developments and calculation of the amount of illuminance (measured in Lux) that the properties are likely to receive from the signage during night time operation.

The acceptable level of illuminance will in part be determined by the night time lighting environment around the dwellings. AS4282 categorises the night time environment into different zones with maximum lighting limits as shown in Table 3.4 below:

TABLE 3.4

MAXIMUM VALUES OF LIGHT TECHNICAL PARAMETERS

ENVIRONMENTAL ZONE	MAXIMUM VERTICAL ILLUMINANCE (LX)		DESCRIPTION
	Pre Curfew	Post Curfew	
A0	0	0	Intrinsically dark e.g. Major Optical observatories. No road lighting.
A1	2	0.1	Dark e.g. relatively uninhabited rural areas. No road lighting.
A2	5	1	Low District brightness e.g. sparsely inhabited rural and semi-rural areas
A3	10	2	Medium District brightness e.g. suburban areas in towns and cities
A4	25	5	High District brightness towns and cities, commercial areas and residential areas abutting commercial areas.

Source: Electrolight 2021

A nearby future development site (“Zone 1”), that falls within the ten (10) year development plan outlined in the Draft Bays West Place Strategy (Refer Figure 3.2B) has been included for assessment, and as the nearest potential residential land use, will form the focus of the illuminance assessment.

FIGURE 3.2A

BAYS WEST STRUCTURE PLAN UP TO 2030

Staging

DRAFT BAYS WEST INITIAL STAGE STRUCTURE PLAN UP TO 2030

The Bays West Initial Stage Structure Plan shows the Bays West precinct when the Metro Station opens. The planning will influence future opportunities in adjacent sub-precincts, and therefore a holistic precinct-wide approach is required.

At the completion of Stage 1, it is anticipated the following will have been achieved:

- The Bays Station open and operational
- The White Bay Power Station (and Metro) sub-precinct is fully planned and under development
- the curtilage of the White Bay Power Station is integrated with the rest of the sub-precinct
- Active travel connections will have been investigated and implemented where feasible, with links through Bays West back into Balmain and surrounding areas
- Rozelle Parklands is constructed and open to the public.

- LEGEND**
- Bays West Site Boundary
  - Light Rail Station
  - Future 'The Bays' Metro Station
  - Future 'The Bays' Metro Station Box
  - ⇌ Proposed Active Transport Connection
  - - - Potential Future Active Transport Connection
  - Proposed Bus Interchange
  - Key Heritage Landmarks
  - Proposed Key Public Domain
  - Key Landmarks
  - Foreshore Promenade
  - Proposed Zone of Development
  - Proposed Future Building Cluster
  - Public Domain integrated into projects
  - Ports & Working Harbour Zone
  - Water Buffering Zone
  - Existing Buildings
  - ⋮ Future Development/Building



5.1 IMPLEMENTATION ACTIONS & STAGING

Source: draft Bays West Place Strategy NSW DPIE 2021

FIGURE 3.2B

FUTURE POTENTIAL MIXED USE & RESIDENTIAL DEVELOPMENT ZONE IN SUB PRECINCT 1 MODELED



Source: Electrolight LIA 2021

The existing externally illuminated signage (and surrounding environment) was modelled in lighting calculation program AGI32 to determine the effect (if any) of the light spill from the signage upon the proposed dwellings. Photometric data for the luminaries was provided by the manufacturer\*. The sign faces (South & West) were modelled as a 100% white surface with a reflectance of 80%, as outlined in AS4282.

During pre-curfew operation, it can be seen from the lighting model that the maximum illuminance is 11.3 lux to the Future Development Zone within Zone A4. This illuminance level complies with the maximum AS4282 limit of 25 lux for Zone A4 as outlined in Table 3.4.

Threshold Increment Assessment

The Threshold Increment was also calculated for the traffic on the M4 Western Distributor Freeway (inbound), and the M4 Western Distributor Freeway (inbound). The calculation grids were located at 1.5m above ground level, with an approach viewing distance 200 m from the sign. The calculation results show that the Threshold Increment does not exceed 1.34% for any traffic approach (the allowable maximum under the standard is 20%).

Luminous Intensity

AS4282 nominates luminous intensity limits where a light source can be directly viewed from a residential dwelling, shown in Table 3.5 below:

**TABLE 3.5**

**MAXIMUM LUMINOUS INTENSITIES PER LUMINAIRE FOR EXTERNALLY ILLUMINATED SIGNAGE**

ENVIRONMENTAL ZONE	NON-CURFEW L1 LUMINOUS INTENSITY (CD)	NON-CURFEW L2 LUMINOUS INTENSITY (CD)	CURFEW LUMINOUS INTENSITY (CD)
A0	As close to 0 as possible without impacting safety	As close to 0 as possible without impacting safety	0
A1	2500	5000	500
A2	7500	12500	1000
A3	12500	25000	2500
A4	25000	50000	2500

Source: Electrolight 2021

As the signage is being assessed during pre-curfew operation and is not being upgraded/modified, Non- Curfew L1 limits apply. It can be seen from the lighting model that the maximum luminous intensity is 8280 cd to future dwellings within Zone A4. This luminous intensity level complies with the maximum AS4282 limit of 25000 for Pre-curfew operation as outlined in Table 3.5.

It can therefore be seen that the proposed signage complies with all relevant requirements of AS 4282- 2019 Control of the Obtrusive Effects of Outdoor Lighting.

**7. SUMMARY**

When the proposed "Zone 1" Development site is completed and occupied (refer to Appendix D), the existing front lit signage installed at Glebe Island Silos, Sommerville Road, Rozelle, shall comply with the following operational lighting requirements:

TABLE 3.5

LUMINANCE LEVELS FOR EXTERNALLY ILLUMINATED ADVERTISEMENTS

LIGHTING CONDITION	MAXIMUM PERMISSIBLE LUMINANCE (CD/M2)	COMPLIANT
Daytime	NA (Off)	✓
Night time until 11pm (pre curfew)	58	✓
Night time 11pm until 6am (post curfew)	Off	✓

Source: Electrolight 2021

- *The signage has been found to comply with all relevant requirements of AS4282-2019 Control of the Obtrusive Effects of Outdoor Lighting.*
- *In complying with the above requirements, the signage should not result in unacceptable glare nor should it adversely impact the safety of pedestrians, residents or vehicular traffic. Additionally, the signage should not cause any reduction in visual amenity to nearby residences or accommodation.*

### 3.4. Public Benefit Arrangement

As required under Clause 13(2)(b) of SEPP 64, the Applicant has made a public benefit offer to Inner West Council as part of this application. The Letter of Offer is reproduced in Appendix G of the SEE. The Offer will provide a monetary contribution of \$127,000 per annum plus GST, increasing annually in accordance with CPI, for the duration of the consent (ie 10 years). The contribution is to be used for heritage conservation works in the Inner West Local Government Area. The Offer will replace the existing public benefit that was endorsed into for DA 01-09-2011 MOD 2 that will expire on 11th April 2022.



## 4. STATUTORY ASSESSMENT AND COMPLIANCE

### 4.1. Introduction

The relevant Environmental Planning Instruments (EPIs), and Development Control Plans (DCP's) and Policies that apply to this application are as follows:

- State Environmental Planning Policy (State Significant Precincts) 2005;
- Sydney Regional Environmental Plan No.26 – City West;
- Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005;
- State Environmental Planning Policy No.64 – Advertising and Signage;
- Glebe Island and White Bay Master Plan 2000;
- Glebe Island Silos Advertising Signage Development Control Plan 2004;
- Eastern City District Plan 2017; and
- Draft Bays West Place Strategy, Strategic Place Framework and Urban Design Framework.

This section examines the compliance of the proposal against the relevant provisions.

### 4.2. State Environmental Planning Policy State Significant Precincts 2005

The NSW Minister for Planning and Public Spaces is the Consent Authority for this application pursuant to Clause 4 (2) of Schedule 6 of State Environmental Planning Policy (State Significant Precincts SEPP) 2005 (SSP SEPP 2005) as it is development within the area identified as Glebe Island on the Sydney Harbour Port and Related Employment Lands Map (Refer Figure 4.1), has a capital investment value less than \$10 million and is being carried out by Eye Drive Sydney Pty Ltd;

*4 Port and related employment lands*

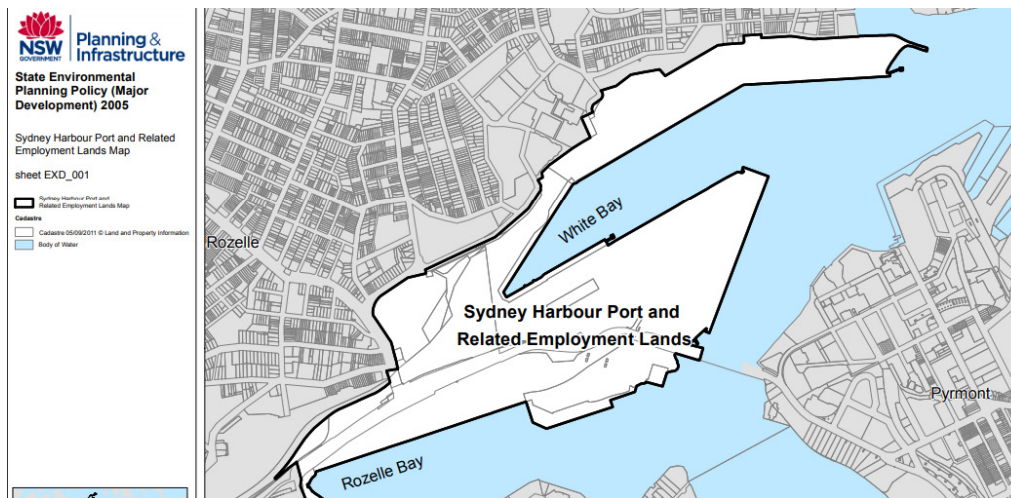
*(1) (Repealed)*

*(2) Sydney Harbour*

*Development within the area identified as Glebe Island, White Bay, Rozelle Bay and Blackwattle Bay on the Sydney Harbour Port and Related Employment Lands Map, being development with a capital investment value of not more than \$10 million that is carried out by a person other than a public authority.*

FIGURE 4.1

**SYDNEY HARBOUR PORT AND RELATED EMPLOYMENT LANDS**



Source: NSW Legislation Website

The Aims of the SSP SEPP 2005 are set out in Clause 2 which is reproduced below:.

**2 Aims of Policy**

*The aims of this Policy are as follows—*

*(a), (b) (Repealed)*

*(c) to facilitate the development, redevelopment or protection of important urban, coastal and regional sites of economic, environmental or social significance to the State so as to facilitate the orderly use, development or conservation of those State significant precincts for the benefit of the State,*

*(d) to facilitate service delivery outcomes for a range of public services and to provide for the development of major sites for a public purpose or redevelopment of major sites no longer appropriate or suitable for public purposes.*

*(e), (f) (Repealed)*

The proposal to extend the consent duration for the display of advertising on the Glebe Island Silos is consistent with the underlying aims of the SEPP. It represents the economic and orderly development of the site and facilitates the service delivery outcomes that the Port Authority of NSW must deliver as part of their modus operandi for the reasons set out below:

- The display of advertising on the Glebe Island Silos provides an important revenue stream that facilitates the continuation of commercial port operations, environmental programs and contributes to the value of the State's Port related assets.
- The NSW Government has endorsed the retention and expansion of Port facilities at Glebe Island to meet the needs of the construction industry in particular the materials for concrete production being sand, cement and aggregates. The ongoing display of the signage on the Silos does not raise any matters that are inconsistent with the retention of Port uses at Glebe Island over the next decade and beyond.
- The signage display being located on the parapet of the Silos does not impede the operation of Port activities or the storage function of the Silos.
- Independent and robust investigations into traffic safety, lighting, heritage and visual impact have confirmed that the ongoing display of the signage on the Glebe Island Silos can occur without adverse impact on the amenity of surrounding land uses.

- Extending the consent duration of the display for a further ten (10) year term will not impede the eventual redevelopment of the broader Bays West Precinct or Sub Precinct 3 in which the Glebe Island Silos are located (Refer Figure 1.5).

### 4.3. Sydney Regional Environmental Plan No.26 – City West

Of direct relevance to this application is SREP-26, which is the relevant environmental planning instrument for the land identified as 'City West', including the Bays Precinct. The current version dated February 2020 was originally gazetted in 1992 and deemed as a SEPP from July 2009. SREP 26 sets out planning principles, land use zoning and related objectives.

The site is zoned Port and Employment land under SREP No.26. Pursuant to Clause 20C of SREP No.26, only uses which are generally consistent with the Zone objectives are permissible in the Zone. The Zone objectives are reproduced in Table 4.1 together with a statement that addresses how the proposal complies with each objective. In our professional opinion the proposal to extend the consent duration of the existing signage display is consistent with the objectives and as such constitutes permissible development under the SREP.

TABLE 4.1

#### COMPLIANCE AND PERMISSIBILITY WITH PORT & EMPLOYMENT ZONE OBJECTIVES

OBJECTIVES	COMMENT	COMPLIANCE
<ul style="list-style-type: none"> <li>• To facilitate the continuation of commercial port uses, and</li> </ul>	<p>The display of advertising on the Silos occurs under a commercial agreement which returns to the Port Authority of NSW a revenue stream that is used to offset the cost of port operations, statutory functions and environmental programs.</p> <p>In 2004 the NSW DPIE formulated a Development Control Plan to provide a framework against which the ongoing display of signage on the Silos could be assessed. The display of advertising on the Silos has occurred continually over the last 29 years in accordance with a legal and valid consent.</p>	✓
<ul style="list-style-type: none"> <li>• To allow a range of commercial port facilities (such as buildings, structures, activities or operations and uses ancillary to these, associated with carrying goods from one port to another and associated with storage and handling and access to the port), and</li> </ul>	<p>The display of signage on the Silos does not impede their functionality. The Silos continue to be used for the storage of gypsum, sugar and sand under commercial lease agreements.</p>	✓
<ul style="list-style-type: none"> <li>• To encourage development on Glebe Island and land adjoining White Bay which requires close proximity to the port, and</li> </ul>	<p>The display of signage does not raise any matters that are inconsistent with this objective. The signage display is sky or roof signage and is elevated above the ground plane. It can be maintained without obstructing or impeding the functionality of the Silos or broader Port operations.</p> <p>The sign is displayed on a purpose built structure that complies in full with the dimensions and placement criteria established by the NSW DPIE for the display of signage on the Silos.</p>	✓

<ul style="list-style-type: none"> <li>To encourage a mix of land uses which generate employment opportunities, particularly in relation to port and maritime uses, and</li> </ul>	Commercial third party advertising is a characterisation of signage and is a land use that is recognised under the Environmental Planning and Assessment Act 1979. The display of signage on the Silos provides a revenue stream to the Port Authority of NSW which is used to offset the cost of Port operations, statutory functions and to help fund a range of environmental programs. Each of these activities generates employment opportunities.	✓
<ul style="list-style-type: none"> <li>To allow a mix of uses which generate employment opportunities in the White Bay Power Station site, and</li> </ul>	The White Bay Power Station site is the subject of an urban renewal plan in the draft Bays West Place Strategy (refer Sub Precinct 1). The urban renewal plan will be implemented up to 2030 and beyond. This application proposes a condition of consent to mitigate potential illumination impacts that could arise from the ongoing display of the signs on the Silos in the event Sub Precinct 1 is fully developed during the 10 year consent term. The condition is:  To amend the lighting curfew from 1am to 11pm.	✓
<ul style="list-style-type: none"> <li>To provide for the ongoing rail access to the port and related activities, and</li> </ul>	The proposal is not inconsistent with this objective as there are no longer any rail facilities to the port.	✓
<ul style="list-style-type: none"> <li>To provide pedestrian and cyclist links with surrounding public access networks, and</li> </ul>	The proposal is not inconsistent with this objective as it does not raise any matters that would obstruct pedestrian access and cyclist links.	✓
<ul style="list-style-type: none"> <li>To encourage port-related uses which optimise use of existing rail facilities, and</li> </ul>	The proposal is not inconsistent with this objective as it does not encourage or impede port-related uses. There are no longer any rail facilities to the port.	✓
<ul style="list-style-type: none"> <li>To provide road and rail access to port activities.</li> </ul>	The proposal is not inconsistent with this objective as it does not raise any transport safety matters that would impact road access.	✓

Source: Compiled by Urban Concepts 2021

Under Clause 31 of SREP 26, consent cannot be granted for development relating to a heritage item unless the consent authority has considered a Conservation Management Plan or a Heritage Impact Statement which includes an assessment of the impacts on the heritage item. A Heritage Impact Statement forms part of this Application and is reproduced in Appendix D of this report. An assessment of the heritage impact under Section 4.15 (1) is detailed in Section 5.2.7 of the SEE.

Clause 40 requires that a Master Plan be prepared for the Glebe Island / White Bay area and that it is taken into consideration by the Consent Authority. The Glebe Island and White Bay Master Plan was prepared in November 2000 which is assessed below in Section 4.2.6 of this report.

#### 4.4. Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005

The Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 (SREP SHC) aims to protect natural assets and ensure that the public good takes precedence over private interests. The plan applies to specified areas of the Harbour foreshores and waterways.

Glebe Island is located on land that is specified as foreshore lands on Sheet 2 of the SREP 2005 Foreshores and Waterways Area Map. Part 2 Clause 14 of the SREP details planning principles for land within the SREP SHC. Table 4.2 provides an assessment of the proposal against these principles.



Pursuant to the provision of Clause 29 of the SREP certain development is to be referred to the Foreshores and Waterways Planning and Development Advisory Committee for consideration and comment prior to determination. Schedule 2 clarifies that 'advertising' is a type of development which will be considered by the Committee and therefore this application may be referred by the NSW DPIE during the assessment period.

TABLE 4.2

SREP SHC 2005 FORESHORES AND WATERWAYS PLANNING PRINCIPLES

PLANNING PRINCIPLE	COMMENT	COMPLIANCE
(a) Development should protect, maintain and enhance the natural assets and unique environmental qualities of Sydney Harbour and its islands and foreshores,	Retention of the signage on the Silos for a further ten (10) year term will not impact on the environmental qualities of Sydney Harbour, its islands and foreshores. The signage has and can continue to coexist on the Silos structure without impeding the commercial operation of the Port.  The VIA has determined that the signage will not adversely impact the visual quality of the Harbour foreshore.	✓
(b) Public access to and along the foreshore should be increased, maintained and improved, while minimising its impact on watercourses, wetlands, riparian lands and remnant vegetation,	Retention of the signage on the Silos for a ten (10) year term will not impede access to the foreshore in its present state.  Public access to Glebe Island and White Bay is generally restricted and controlled, with some public access available in certain areas. There is no public access to the Glebe Island Silos, which are fully leased to commercial tenants.	✓
(c) Access to and from the waterways should be increased, maintained and improved for public recreational purposes (such as swimming, fishing and boating), while minimising its impact on watercourses, wetlands, riparian lands and remnant vegetation,	The location of the signage does not impede access to the waterway or any public recreational area.  Public access to Glebe Island and White Bay is generally restricted and controlled, with some public access available in certain areas. There is no public access to the Glebe Island Silos, which are fully leased to commercial tenants.	✓
(d) Development along the foreshore and waterways should maintain, protect and enhance the unique visual qualities of Sydney Harbour and its islands and foreshores,	The application is accompanied by a Visual Impact Assessment which is reproduced at Appendix C. The assessment has examined 47 view locations. During day time hours no views were recorded as having a high-moderate or high visual impact. During night time hours 5 views were identified as having a high-moderate impact and no views were rated as having a high impact. The majority of all day and night time views are ranked as negligible through to moderate.	✓
(e) Adequate provision should be made for the retention of foreshore land to meet existing and future demand for working Harbour uses.	The signage does not and will not affect the continued use of Glebe Island and White Bay as part of the working Harbour.	✓

PLANNING PRINCIPLE	COMMENT	COMPLIANCE
(f) Public access along foreshore land should be provided on land used for industrial or commercial maritime purposes where such access does not interfere with the use of the land for those purposes,	<p>The signage is located on the parapet of the Silos structure. The site is under the care and control of the Port Authority of NSW. Public access to Glebe Island is controlled by the Authority. The continued display of signage on the Silos does not of its own accord restrict public access to the site.</p> <p>Public access to Glebe Island and White Bay is generally restricted and controlled, with some public access available in certain areas. There is no public access to the Glebe Island Silos, which are fully leased to commercial tenants. .</p>	✓
(g) The use of foreshore land adjacent to land used for industrial or commercial maritime purposes should be compatible with those purposes,	The location and use of the signage does not adversely impact the commercial and industrial maritime use of Glebe Island and White Bay. The Silos are used commercially for the storage of sugar and cement.	✓
(h) Water-based public transport (such as ferries) should be encouraged to link with land-based public transport (such as buses and trains) at appropriate public spaces along the waterfront,	The retention of signage on the Silos does not raise any matters that would impact water based public transport provision.	✓
(i) The provision and use of public boating facilities along the waterfront should be encouraged.	The retention of signage on the Silos does not raise any matters that would impact on the use of or provision of recreational boating facilities.	✓

Source: Compiled by Urban Concepts 2021

## 4.5. State Environmental Planning Policy No.64 – Advertising and Signage

State Environmental Planning Policy No. 64 Advertising and Signage (SEPP 64) was gazetted on the 16th March 2001. The policy introduced a comprehensive range of provisions to ensure that advertising and signage is well located, compatible with the desired amenity of an area and is of a high quality and finish. The SEPP does not regulate the content of signs.

The SEPP applies to building and business identification signage, advertisements that advertise or promote any goods, services or events and any structure that is used for the display of signage that is permitted under another environmental planning instrument.

A major review was undertaken by the State Government in 2007 and again in 2017. This review led to the gazettal of Amendment No. 2 in August, 2007 and the preparation of Transport Corridor Advertising Signage Guidelines and Amendment No. 3 in December 2017. Both the 2007 and 2017 amendments to the SEPP recognise the suitability of transport corridor land for the display of advertising signage. The Transport Corridor Outdoor Advertising and Signage Guidelines 2017 (hereafter referred to as the SEPP 64 Guidelines 2017) apply to this application as the proposal is categorised as a roof advertisement. In this regard the luminance, road safety and public benefit provisions contained in the Guidelines apply to this proposal.

An assessment of the proposal against the relevant provisions of SEPP 64 and the Transport Corridor Guidelines 2017 follows:

- Section 4.5.1 An assessment of the proposal against the relevant provisions of SEPP 64 (Refer Table 4.3)
- Section 4.5.2 An assessment of the proposal against the SEPP 64 Schedule 1 Assessment Criteria (Refer Table 4.4)
- Section 4.5.3. An assessment of the proposal against the SEPP 64 Guidelines 2017 (Refer Table 4.5)

### 4.5.1. SEPP 64 Compliance

TABLE 4.3

SEPP 64 COMPLIANCE TABLE

SEPP 64 PROVISIONS	COMMENT	COMPLIANCE
PART 1 - PRELIMINARY		
1. Name of Policy		
This Policy is State Environmental Planning Policy No. 64 – Advertising and Signage	Noted.	✓
2. Commencement		
This Policy commences 16 March 2001	Noted.	✓

SEPP 64 PROVISIONS	COMMENT	COMPLIANCE
<b>3. Aims, objectives etc</b>		
<p>(1) This policy aims:</p> <p>(a) To ensure that signage (including advertising):</p> <ul style="list-style-type: none"> <li>(i) Is compatible with the desired amenity and visual character of an area, and</li> <li>(ii) Provides effective communication in suitable locations, and</li> <li>(iii) Is of high quality design and finish, and</li> </ul> <p>(b) To regulate signage (but not content) under Part 4 of the Act, and</p> <p>(c) To provide time-limited consents for the display of certain advertisements, and</p> <p>(d) To regulate the display of advertisements in transport corridors, and</p> <p>(e) To ensure that public benefits may be derived from advertising in and adjacent to transport corridors.</p> <p>This Policy does not regulate the content of signage and does not require consent for a change in the content of signage.</p>	<p>This application proposes no change to the physical form of the advertisements that are currently displayed on the Silos it seeks an extension to the consent duration of the signage as the existing consent will terminate on the 11<sup>th</sup> April 2022.</p> <p>The advertisements comply in full with the design guidelines that were established for the Silos under the Glebe Island Advertising DCP 2004. The DCP specifically states that it provides for the continued display of advertising on the Silos in a manner that is respectful of their heritage significance and the maritime industrial use of the Glebe Island.</p> <p>This application seeks a ten (10) year consent duration as ten (10) years is the maximum consent term for a roof advertisement prescribed under Clause 21 of SEPP 64. A ten (10) year consent duration is consistent with the urban renewal timeframe that has been identified for Sub Precinct 3 in which the Silos are located under the draft Bays West Place Strategy. Sub Precinct 3 will not be implemented until after 2030 being identified on the 2040 and beyond implementation plan. The Port inclusive of the Glebe Island Silos will continue to play a major role in supporting the storage and movement of construction materials over the next ten (10) years and beyond.</p> <p>A public benefit offer forms part of this application and comprises an annual monetary contribution to the Inner West Council to facilitate heritage conservation within the Local Government Area.</p>	<p>✓</p>
<b>4. Definitions</b>		
<p>(1) In this Policy:</p> <p><b>Advertisement</b> means signage to which Part 3 applies and includes any advertising structure for the advertisement.</p>	<p>The proposal is an advertisement as it displays third party content. Part 3 of SEPP 64 applies to the application.</p>	<p>✓</p>



SEPP 64 PROVISIONS	COMMENT	COMPLIANCE
<p><b>Advertising display Area</b> means, subject to subclause (2), the area of an advertisement or advertising structure used for signage, and includes any borders of, or surrounds to, the advertisement or advertising structure, but does not include safety devices, platforms or lighting devices associated with advertisements or advertising structures.</p>	<p>The advertising display areas do not change as a result of this application.</p>	<p>✓</p>
<p><b>Advertising Structure</b> means a structure or vessel that is principally designed for, or that is used for, the display of an advertisement.</p>	<p>This application proposes no changes to the existing advertising structure.</p>	<p>✓</p>
<p><b>Classified Road</b> means a road classified under Part 5 of the Roads Act 1993.</p>	<p>The Western Distributor is a Classified Road. The advertisements are located within 250 metres of a Classified Road.</p>	<p>✓</p>
<p><b>Consent Authority</b> means the consent authority determined in accordance with Clause 12.</p>	<p>The NSW Minister for Planning and Public Spaces is the Consent Authority for this Application</p>	<p>✓</p>
<p><b>Guidelines</b> means the provisions of the publication titled Transport Corridor Outdoor Advertising and Signage Guidelines approved by the Minister for the purposes of this Policy, as in force and as published in the Gazette on the date of publication in the Gazette of State Environmental Planning Policy No 64— Advertising and Signage (Amendment No 3).</p>	<p>Noted. An assessment of the signage against the relevant luminance and road safety provisions contained in the Guidelines is detailed in SEE.</p>	<p>✓</p>
<p><b>RMS</b> means the Roads and Maritime Services constructed under the Transport Administration Act 1988.</p>	<p>The advertisements are located within 250 metres of a classified road and as such the application will require referral to the NSW RMS.</p>	<p>✓</p>
<p><b>Signage</b> means all signs, notices, devices and representations and advertisements that advertise or promote any goods, services or events and any structure or vessel that is principally designed for, or that is used for, the display of signage and includes:</p> <ul style="list-style-type: none"> <li>• Building identification signs, and</li> <li>• Business identification signs, and</li> <li>• Advertisements to which Part 3 applies,</li> </ul> <p>but does not include traffic signs or traffic control facilities.</p>	<p>The existing signage constitutes an advertisement to which Part 3 applies.</p>	<p>✓</p>

SEPP 64 PROVISIONS	COMMENT	COMPLIANCE
<p><b>Roof advertisement</b> means an advertisement that is displayed on, or erected on or above, the parapet or eaves of a building.</p>	<p>The existing advertisements are roof advertisements as they are displayed on the parapet of the silos structure. Clause 21 will apply to this application.</p>	<p>✓</p>
<p>5. Area of application of this Policy</p>		
<p>1) This Policy applies to the whole of the State.</p> <p>(2) Without limiting subclause (1), this Policy applies to all land and structures within the State and all vessels on navigable waters.</p> <p>(3) Despite subclause (1), this Policy does not apply to the following land:</p> <p>Land to which State Environmental Planning Policy (Kosciuszko National Park—Alpine Resorts) 2007 applies</p> <p>Land to which State Environmental Planning Policy (Western Sydney Parklands) 2009</p>	<p>This policy applies to this application.</p>	<p>✓</p>
<p>6. Signage to which this Policy applies</p>		
<p>(1) This Policy applies to all signage:</p> <p>(a) that, under another environmental planning instrument that applies to the signage, can be displayed with or without Development Consent, and</p> <p>(b) is visible from any public place or public reserve, except as provided by this Policy.</p> <p>NOTE: Public place and public reserve are defined in section 4(1) of the Act to have the same meanings as in the Local Government Act 1993.</p> <p>(2) This Policy does not apply to signage that, or the display of which, is exempt development under an environmental planning instrument that applies to it or that is exempt development under this Policy.</p>	<p>The existing signage is visible from a public place as defined under the Local Government Act 1993.</p> <p>Advertisements are a use that is permissible on the site with Consent.</p>	<p>✓</p>

SEPP 64 PROVISIONS	COMMENT	COMPLIANCE
<b>7. Relationship with other environmental planning instruments</b>		
<p>In the event of an inconsistency between this Policy and another environmental planning instrument, whether made before or after this Policy, this Policy prevails to the extent of the inconsistency.</p>	<p>Noted. The Glebe Island Silos Advertising DCP 2004 limits Development Consent on the Silos to a three (3) year term. This is inconsistent with the provisions of Clause 21 of SEPP 64 which sets a maximum ten (10) year consent duration. This application seeks a new ten (10) year consent term.</p>	<p>✓</p>
<b>PART 2 - SIGNAGE GENERALLY</b>		
<b>8. Granting of consent to signage</b>		
<p>A consent authority must not grant Development Consent to an application to display signage unless the consent authority is satisfied:</p> <p>(a) that the signage is consistent with the objectives of this Policy as set out in Clause 3 (1) (a), and</p> <p>(b) that the signage the subject of the application satisfies the assessment criteria specified in Schedule 1.</p>	<p>It is our professional opinion based on our assessment of the proposal that it is consistent with the objectives of SEPP 64 and satisfies the Schedule 1 Assessment Criteria. Refer Table 4.4.</p>	<p>✓</p>
<b>PART 3 - ADVERTISEMENTS</b>		
<b>DIVISION 1 GENERAL</b>		
<b>9. Advertisements to which this Part applies</b>		
<p>This Part applies to all signage to which this Policy applies, other than the following:</p> <p>(a) business identification signs,</p> <p>(b) building identification signs,</p> <p>(c) signage that, or the display of which, is exempt development under an environmental planning instrument that applies to it,</p> <p>(d) signage on vehicles.</p>	<p>The existing signs on the Silos are defined as advertisements to which Part 3 applies.</p>	<p>✓</p>

SEPP 64 PROVISIONS	COMMENT	COMPLIANCE
<b>10. Prohibited advertisements</b>		
<p>(1) Despite the provisions of any other environmental planning instrument, the display of an advertisement is prohibited on land that, under an environmental planning instrument, is within any of the following zones or descriptions:</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</li> <li>• Waterway</li> <li>• Residential (but not including a mixed residential and business zone, or similar zones)</li> <li>• Scenic protection area</li> <li>• National park</li> <li>• Nature reserve</li> </ul>	<p>The Silos are identified in Schedule 4 of SREP 26 as being heritage items within the Bay Precinct. A statement of heritage impact accompanies this application and is contained in Appendix D.</p> <p>Advertising signage has been consistently displayed on the Silos since 1992. The current display is the subject of a legal and valid consent and the application benefits from existing use rights. A copy of the consent instrument is reproduced at Appendix A.</p>	✓
<b>DIVISION 2 - CONTROL OF ADVERTISEMENTS</b>		
<b>11. Requirement for consent</b>		
<p>A person must not display an advertisement, except with the consent of the consent authority or except as otherwise provided by this Policy.</p>	<p>Noted. This application seeks consent to display the existing advertising on the Silos for a ten (10) year term.</p>	✓



SEPP 64 PROVISIONS	COMMENT	COMPLIANCE
<b>12. Consent Authority</b>		
<p>For the purposes of this Policy, the Consent Authority is:</p> <p>(a) the Council of a Local Government area in the case of an advertisement displayed in the local government area (unless paragraph (c), (d) or (e) applies), or</p> <p>(b) the Maritime Authority of NSW in the case of an advertisement displayed on a vessel, or</p> <p>(c) the Minister for Planning in the case of an advertisement displayed by or on behalf of RailCorp on a railway corridor, or</p> <p>(d) the Minister for Planning in the case of an advertisement displayed by or on behalf of the RTA on:</p> <p>(i) a road that is a freeway or tollway (under the Roads Act 1993) or associated road use land that is adjacent to such a road, or</p> <p>(ii) a bridge constructed by or on behalf of the RTA on any road corridor, or</p> <p>(iii) land that is owned, occupied or managed by the RTA; or</p> <p>(e) the Minister for Planning in the case of an advertisement displayed on transport corridor land comprising a road known as the Sydney Harbour Tunnel, the Eastern Distributor, the M2 Motorway, the M4 Motorway, the M5 Motorway, the M7 Motorway, the Cross City Tunnel or the Lane Cove Tunnel, or associated road use land that is adjacent to such a road.</p>	<p>The NSW Minister for Planning and Public Spaces is the Consent Authority for this application pursuant to Schedule 6 Clause 4(2) of the SSP SEPP 2005.</p>	<p>✓</p>

SEPP 64 PROVISIONS	COMMENT	COMPLIANCE
13. Matters for consideration		
<p>(1) A consent authority (other than in a case to which subclause (2) applies) must not grant consent to an application to display an advertisement to which this Policy applies unless the advertisement or the advertising structure, as the case requires:</p> <p>(a) is consistent with the objectives of this Policy as set out in Clause 3 (1) (a), and</p> <p>(b) has been assessed by the consent authority in accordance with the assessment criteria in Schedule 1 and the Consent Authority is satisfied that the proposal is acceptable in terms of its impacts, and</p> <p>(c) satisfies any other relevant requirements of this Policy.</p> <p>(2) If the Minister for Planning is the Consent Authority or Clause 18 or 24 applies to the case, the Consent Authority must not grant consent to an application to display an advertisement to which this Policy applies unless the advertisement or the advertising structure, as the case requires:</p> <p>(a) is consistent with the objectives of this Policy as set out in Clause 3 (1) (a), and</p> <p>(b) has been assessed by the Consent Authority in accordance with the assessment criteria in Schedule 1 and in the Guidelines and the Consent Authority is satisfied that the proposal is acceptable in terms of:</p> <p>(c) design, and</p> <p>(d) road safety, and</p> <p>(e) the public benefits to be provided in connection with the display of the advertisement, satisfies any other relevant requirements of this Policy.</p> <p>(3) In addition, if Clause 18 or 24 applies to the case, the Consent Authority must not grant consent unless arrangements that are consistent with the Guidelines have been entered into for the provision of the public benefits to be provided in connection with the display of the advertisement.</p>	<p>The proposal is consistent with the objectives that are contained in Clause 3(1) (a).</p> <p>In our professional opinion, the proposal satisfies the Schedule 1 Assessment Criteria as detailed in Table 4.4.</p> <p>Independent and robust investigations have confirmed that the proposal satisfies the traffic safety and luminance provisions contained in the SEPP 64 Guidelines 2017.</p> <p>The proposal incorporates a public benefit offer to the Inner West Council in the form of an annual monetary contribution which is to be used to fund local heritage conservation in the Local Government Area.</p>	<p>✓</p>

SEPP 64 PROVISIONS	COMMENT	COMPLIANCE
<b>14. Duration of consents</b>		
<p>1) A consent granted under this Part ceases to be in force:</p> <p>(a) on the expiration of 15 years after the date on which the consent becomes effective and operates in accordance with Section 83 of the Act, or</p> <p>(b) if a lesser period is specified by the Consent Authority, on the expiration of the lesser period.</p> <p>(2) The Consent Authority may specify a period of less than 15 years only if:</p> <p>(a) before the commencement of this Part, the Consent Authority had adopted a policy of granting consents in relation to applications to display advertisements for a lesser period and the duration of the consent specified by the Consent Authority is consistent with that policy, or</p> <p>(b) the area in which the advertisement is to be displayed is undergoing change in accordance with an environmental planning instrument that aims to change the nature and character of development and, in the opinion of the Consent Authority, the proposed advertisement would be inconsistent with that change, or</p> <p>(c) the specification of a lesser period is required by another provision of this Policy.</p>	<p>Clause 21 specifies a maximum ten (10) year consent term for a roof or sky advertisement.</p> <p>Granting approval for the ongoing display of the signage for a further ten (10) year term is consistent with the ten (10) year maximum term specified under Clause 21 of the SEPP.</p>	<p>✓</p>
<b>DIVISION 3 - PARTICULAR ADVERTISEMENTS</b>		
<b>17. Advertisements with display area greater than 20 sqm or higher than 8 metres above ground</b>		
<p>(1) This Clause applies to an advertisement:</p> <p>(a) that has a display area greater than 20 square metres, or</p> <p>(b) that is higher than 8 metres above the ground.</p> <p>(2) The display of an advertisement to which this Clause applies is advertised development for the purposes of the Act.</p> <p>(3) The Consent Authority must not grant consent to an application to display an advertisement to which this Clause applies unless:</p>	<p>This Clause applies to the application as the existing advertisements have display areas greater than 20 square metres and are higher than 8 metres above ground.</p> <p>Table 4.4 provides an assessment of the proposal against the Schedule 1 Assessment Criteria.</p> <p>Clause 18 does not apply to this application as the NSW Minister for Planning and Public spaces is the consent authority for this application. Refer Clause 18(6).</p>	<p>✓</p>

SEPP 64 PROVISIONS	COMMENT	COMPLIANCE
<p>(a) the applicant has provided the Consent Authority with an impact statement that addresses the assessment criteria in Schedule 1 and the Consent Authority is satisfied that the proposal is acceptable in terms of its impacts, and</p> <p>(b) the application has been advertised in accordance with Section 79A of the Act, and</p> <p>(c) the Consent Authority gave a copy of the application to the RMS at the same time as the application was advertised in accordance with Section 79A of the Act if the application is an application for the display of an advertisement to which Clause 18 applies.</p>		
<p>18. Advertisements greater than 20 square metres &amp; within 250 metres of, &amp; visible from, a classified road</p>		
<p>(1) This Clause applies to the display of an advertisement which Clause 17 applies that is within 250 metres of a classified road, any part of which visible from the classified road.</p> <p>(2) The Consent Authority must not grant Development Consent to the display of an advertisement to which this Clause applies without the concurrence of the RMS.</p> <p>(3) In deciding whether or not concurrence should be granted, the RMS must take into consideration:             The impact of the display of the advertisement on traffic safety, and             The Guidelines.             (Repealed)</p> <p>(4) If the RTA has not informed the consent authority within 21 days after the copy of the application is given to it under Clause 17 (3) (c) (ii) that it has granted, or has declined to grant, its concurrence, the RTA is taken to have granted its concurrence.</p> <p>(5) Nothing in this Clause affects Clause 16.</p> <p>(6) This Clause does not apply when the Minister for Planning is the Consent Authority.</p>	<p>Noted. The NSW Minister for Planning and Public Spaces is the Consent Authority for this application pursuant to the provisions of Clause 4(2) of Schedule 6 of the SSP SEPP 2005.</p>	<p>✓</p>



SEPP 64 PROVISIONS	COMMENT	COMPLIANCE
<b>19. Advertising display area greater than 45 square metres</b>		
<p>The Consent Authority must not grant consent to the display of an advertisement with an advertising display area greater than 45 square metres unless:</p> <p>(a) a development control plan is in force that has been prepared on the basis of an advertising design analysis for the relevant area or Precinct, or</p> <p>(b) in the case of the display of an advertisement on transport corridor land, the consent authority is satisfied that the advertisement is consistent with the Guidelines.</p>	<p>The Glebe Island Silos Advertising Signage DCP 2004 was adopted in December 2004. The DCP has been made having regard to the provisions of SEPP 64.</p> <p>The signage that is currently displayed on the Silos complies with the signage dimensions and advertising display areas that are contained in the DCP.</p>	✓
<b>20. Location of certain names and logos</b>		
<p>(1) The name or logo of the person who owns or leases an advertisement or advertising structure may appear only within the advertising display area.</p> <p>(2) If the advertising display area has no border or surrounds, any such name or logo is to be located:</p> <p>(a) within the advertisement, or</p> <p>(b) within a strip below the advertisement that extends for the full width of the advertisement.</p> <p>(3) The area of any such name or logo must not be greater than 0.25 square metres.</p> <p>(4) The area of any such strip is to be included in calculating the size of the advertising display area.</p>	<p>Eye Drive Sydney Pty Ltd holds the commercial lease and their logo is displayed on the signage face of each elevation.</p>	✓
<b>21. Roof or Sky advertisements</b>		
<p>(1) The Consent Authority may grant consent to a roof or sky advertisement only if:</p> <p>(a) the Consent Authority is satisfied:</p> <p>(i) that the advertisement replaces one or more existing roof or sky advertisements and that the advertisement improves the visual amenity of the locality in which it is displayed, or</p> <p>(ii) that the advertisement improves the finish and appearance of the building and the streetscape, and</p>	<p>The proposal seeks a further ten (10) year consent term.</p> <p>The signage does not extend above the parapet of the Silos structure and the width of both the western and the southern signs is no wider than the Silos structure.</p> <p>The Glebe Island Silos Advertising DCP 2004 was adopted in December 2004 and is still in force.</p>	✓

SEPP 64 PROVISIONS	COMMENT	COMPLIANCE
<p>(b) the advertisement:</p> <p>(i) is no higher than the highest point of any part of the building that is above the building parapet (including that part of the building (if any) that houses any plant but excluding flag poles, aerials, masts and the like), and</p> <p>(ii) is no wider than any such part, and</p> <p>(c) a development control plan is in force that has been prepared on the basis of an advertising design analysis for the relevant area or Precinct and the display of the advertisement is consistent with the development control plan.</p> <p>(2) A consent granted under this clause ceases to be in force:</p> <p>(a) on the expiration of ten (10) years after the date on which the consent becomes effective and operates in accordance with section 83 of the Act, or</p> <p>(b) if a lesser period is specified by the Consent Authority, on the expiration of the lesser period.</p> <p>(3) The consent authority may specify a period of less than ten (10) years only if:</p> <p>(a) before the commencement of this Part, the Consent Authority had adopted a policy of granting consents in relation to applications to display advertisements for a lesser period and the duration of the consent specified by the Consent Authority is consistent with that policy, or</p> <p>(b) the area is undergoing change in accordance with an environmental planning instrument that aims to change the nature and character of development and, in the opinion of the Consent Authority, the proposed roof or sky advertisement would be inconsistent with that change.</p>	<p>While the Glebe Island Master Plan 2000 specifies a three (3) year consent term for the display of advertising on the Silos, it predated the introduction of SEPP 64 in March 2001. As such the provisions of Clause 21 recognise a maximum ten (10) year consent term. The existing signs have been displayed on the Silos for a ten (10) year term (approved under a series of Modification Applications) and the current consent will terminate on the 11<sup>th</sup> April 2022. It is not possible to extend the term of the existing consent and hence this application seeks consent for a new ten (10) year term.</p> <p>Pre application consultation with NSW DPIE has identified that the ongoing display of signage on the Silos will not adversely impact the planning and delivery timeframe for the draft Bays West Strategy as it applies to Sub Precinct 3 which is to be implemented in the 2040 and beyond timeframe having regard to the requirements for Glebe Island to support the strategic supply needs of the construction sector, in particular materials for concrete production being sand, cement and aggregates over the next decade and beyond.</p>	

#### 4.5.2. SEPP 64 Schedule 1 Assessment Criteria Compliance

TABLE 4.4

COMPLIANCE WITH SEPP 64 SCHEDULE 1 ASSESSMENT CRITERIA

SCHEDULE 1	COMMENT	COMPLIANCE
1. Character of the area		
<p>Is the proposal compatible with the existing or desired future character of the area or locality in which it is proposed to be located?</p>	<p>The strategic land use role that the Port is and will play over the coming decade and beyond supporting the State's construction activities through the storage and supply sand, cement and aggregates is resulting in the intensification of Port facilities. Recent approvals have been issued for a multi user facility adjacent to the eastern shipping berth and Hanson Construction Materials Pty Ltd has received a State Significant Development Approval for an aggregate handling facility and concrete batching plant adjacent to the Glebe Island Silos and Glebe Island Berth 1. The proposal to extend the duration of the signage display for another ten (10) year term will not impede the operation of these port facilities or detract from the character of Glebe Island as a working port.</p> <p>Robust lighting, traffic safety, heritage and visual impact assessments have determined that the design of the existing signage will remain appropriate for another ten (10) year term. The urban renewal opportunities presented by the draft Bays West Place Strategy for the Sub Precincts 2-10 are expected to progress after 2030.</p> <p>We understand that work will commence on the detailed master planning of Sub Precinct 1 which is the White Bay Power Station and Metro Sub Precinct. Sub Precinct 1 is identified for urban renewal in the period up to 2030. Lighting investigations have identified that should high density residential apartment or hotel land uses be developed through to occupation certificate it may be necessary to amend the night lighting curfew of the advertising signs from 1am to 11pm to achieve ongoing compliance with AS 4282-2019. The Applicant would be willing to accept a condition of consent to this effect. Additionally, should the development of Glebe Island be accelerated and render the ongoing display of signage on the Silos as inappropriate, the Applicant would accept a condition of consent requiring its removal. It is noted that a similar condition (B7) is included in the current consent instrument for the advertising signage display.</p> <p>With these mitigation measures in place, the proposal to extend the consent duration of the advertising signage raises no matters that would impede the future urban renewal of the Bays West Precinct.</p>	<p>✓</p>

SCHEDULE 1	COMMENT	COMPLIANCE
<p>Is the proposal consistent with a particular theme for outdoor advertising in the area or locality?</p>	<p>The Glebe Island Silos have consistently displayed large format advertising signage since 1992. The scale of the signage has made it an iconic third party offering that is sought after by advertisers who seek landmark exposure of their brand in the Sydney skyline. It is the largest third party sign of its kind in the southern hemisphere and as such it is a unique commercial asset for the Port Authority of NSW. Its scale and dimensions have been purposely designed to fit the unique shape and proportions of the Silos. Dimensions, location and orientation of the signage display are consistent with the development standards that were adopted in the Glebe Island Advertising DCP 2004.</p>	<p>✓</p>
<p>2. Special areas</p>		
<p>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?</p>	<p>The Silos are identified in Schedule 4 of SREP 26 as being heritage items within the Bays Precinct. A Statement of Heritage Impact accompanies this application and is contained in Appendix D. NBR Heritage Architecture advises that the scale of the advertising signage on the Silos is compatible with the heritage Silos and industrial maritime character of surrounding port structures and is read at the same scale and proportion as the former conveyor building across the top of the container structures.</p> <p>The signage display is confined to the roof parapet of the southern and western elevations only. This ensures that the northern and eastern elevations are retained in their original form and finish as an industrial concrete storage silo structure. This allows readily for the interpretation of the original structure. More importantly, the associated land uses in the immediate vicinity of the Silos is directly related to its current and ongoing use, namely as large-scale containers of cement and sugar.</p>	<p>✓</p>



SCHEDULE 1	COMMENT	COMPLIANCE
<b>3. Views and vistas</b>		
<p>Does the proposal obscure or compromise important views?</p> <p>Does the proposal dominate the skyline and reduce the quality of vistas?</p>	<p>Group GSA has undertaken a Visual Impact Assessment to identify the viewing catchment and the impact the signage has on the viewing locations. The VIA has examined 47 view locations including the view sheds identified in the draft Bays West Urban Design Framework. The VIA has concluded that:</p> <p><i>'No view points suffer from significant (high) visual impacts as a result of the advertising signage being retained. The sites with the highest visual magnitude are generally closer to the Silos and are from less sensitive view receivers such as public roadways.</i></p> <p><i>The following explanations were found to be key factors at a number of sites and consistently effected the magnitude ratings generated:</i></p> <ul style="list-style-type: none"> <li><i>Signage is at least partially screened by built form or established vegetation</i></li> <li><i>Viewpoint character and context is not sensitive to the view of the signage,</i></li> <li><i>Viewing distances are long and thus signage is difficult to distinguish or is viewed within a much larger overall context.</i></li> </ul> <p><i>The existing signage has been in place for many years, and it could be determined that this plays a part in further reducing the visual dominance of the signage for surrounding users.'</i></p>	✓
Does the proposal respect the viewing rights of other advertisers?	The signage sits within the Silos building envelope. It is an iconic land mark structure. It does not obscure or diminish the viewing rights of other signage and does not impede views past the structure.	✓
<b>4. Streetscape, setting or landscape</b>		
Is the scale, proportion and form of the proposal appropriate for the streetscape, setting or landscape?	The signage complies with the design principles that are embodied within the Glebe Island Advertising DCP 2004 and complies with the dimensions that are prescribed for the signage display in the DCP as illustrated at Figure 4.4 A-C.	✓
Does the proposal contribute to the visual interest of the streetscape, setting or landscape?	The Glebe Island Silos signage is recognised as the Southern Hemisphere's most iconic billboard, and attracts global attention and advertising spend into the Sydney economy from major advertisers and marketers. An advertising display of this scale is referred to by the out of home industry as a 'Landmark' location. The advertising copy that is generated for these companies is purpose designed for the Silos. This ensures that the content is of high quality and graphic interest.	✓

SCHEDULE 1	COMMENT	COMPLIANCE
Does the proposal reduce clutter by rationalising and simplifying existing advertising?	The proposal does not increase the number of signs being displayed on the Silos structure. The proposal seeks an extension of the consent duration. It proposes no physical change to the signage display or host structure.	✓
Does the proposal screen unsightliness?	The signs are located only on the western and southern parapets. This ensures that the northern and eastern elevations are retained in their original state and as a complete operating structure.	✓
Does the proposal protrude above buildings, structures or tree canopies in the area or locality?	The existing advertising displays are fully contained within the profile of the western and southern building envelop of the Silos structure. The signs do not extend above the parapet of the structure. This application proposes no change to the existing signage that would alter its physical presence in the skyline.	✓
Does the proposal require ongoing vegetation management?	The proposal raises no vegetation management concerns.	✓
<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 signage complies with the design principles that are embodied within the Glebe Island Advertising DCP 2004 and complies with the dimensions that are prescribed for the signage display in the DCP as illustrated at Figure 4.4 A-C.	✓
Does the proposal respect important features of the site or building, or both?	The display of advertising on the Silos respects the heritage significance of the Silos and has been undertaken in accordance with the principles for the adaptive reuse of heritage items. The signage display is confined to the roof parapet of the southern and western elevations only	✓
Does the proposal show innovation and imagination in its relationship to the site or building, or both?	<p>The existing structure is comprised of durable outdoor materials which are suited to the industrial context of Glebe Island as a working port. The advertising copy that is displayed is purpose designed for the Silos given its landmark dimensions. This ensures that the content is of high quality and graphic interest.</p> <p>No change is proposed to the advertising display by this application that would diminish the high graphic quality of the content that will be displayed on the structures over the next ten (10) year term.</p> <p>The proposal does incorporate a monetary contribution to satisfy the public benefit provisions of SEPP 64. This contribution will be paid to the Inner West Council to facilitate local heritage conservation.</p>	✓

SCHEDULE 1	COMMENT	COMPLIANCE
<b>6. Associated devices and logos with advertisements and advertising structures</b>		
<p>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?</p>	<p>The existing maintenance gantry walkways will be retained.</p>	<p>✓</p>
<b>7. Illumination</b>		
<p>Would illumination result in unacceptable glare?</p> <p>Would illumination affect safety for pedestrians, vehicles or aircraft?</p> <p>Would illumination detract from the amenity of any residence or other form of accommodation?</p> <p>Can the intensity of the illumination be adjusted, if necessary?</p> <p>Is the illumination subject to a curfew?</p>	<p>Electrolight Australia has undertaken a Lighting Impact Assessment to ascertain whether the existing illumination levels of the signage display comply with the relevant controls for its non-curfew operation both now and pending the redevelopment of Sub Precinct 1.</p> <p>At the current time with the existing surrounding port and maritime land uses the existing signage complies with all relevant requirements of the SEPP 64 Guidelines 2017 and AS 4282-1997 Control of the Obtrusive Effects of Outdoor Lighting. In complying with these requirements, the signage will not result in unacceptable glare nor will it adversely impact the safety of pedestrians, residents or vehicular traffic. The signage will also not cause any reduction in visual amenity to nearby residences or accommodation.</p> <p>Electrolight also considered the future land use scenario for surrounding lands under the draft Bays West Place Strategy with a focus on the redevelopment of Sub Precinct 1 being the White Bay Power Station and Metro Station. The 2030 Structure Plan identifies that Sub Precinct 1 will be the focus of redevelopment over the coming decade and identifies that it will include taller mixed use development (refer Figures 3.2A and 3 2B). If this development zone is developed for residential or hotel uses within the ten (10) year consent term. To maintain the compliance of the signage display with AS 4282-2019, the night time curfew would need to reduce from 1am to 11pm. Should this residential redevelopment occur within the ten (10) year consent term for the advertising display, the Applicant is willing to accept a condition of consent that requires a change to the night curfew.</p>	<p>✓</p>

SCHEDULE 1	COMMENT	COMPLIANCE
8. Safety		
<p>Would the proposal reduce the safety for any public road?</p> <p>Would the proposal reduce the safety for pedestrians or bicyclists?</p> <p>Would the proposal reduce the safety for pedestrians, particularly children, by obscuring sightlines from public areas?</p>	<p>Bitzios Consulting has undertaken a Traffic Safety Assessment which is reproduced at Appendix F. Based on the findings from this assessment Bitzios advises:</p> <ul style="list-style-type: none"> <li><i>'The proposal would not reduce the safety to the public road because there are no crash-related risks linked to the existing static signs apparent in the crash data.'</i></li> <li><i>'There are very few on-road cyclists in this area, and off road pedestrians and cyclists are protected by the kerb and barrier. In any event, the change in pedestrian and cyclist safety risk associated with retaining the signs is considered to be negligible.'</i></li> <li><i>'No sightlines for pedestrians and children are obscured by the proposal as the signs are elevated on the roadside.'</i></li> </ul>	✓

#### 4.5.3. Statutory Compliance SEPP 64 Transport Corridor Outdoor Advertising and Signage Guidelines 2017

The SEPP 64 Transport corridor Advertising and Signage Guidelines 2017 (SEPP 64 Guidelines 2017) incorporate specific criteria to ensure the safe and effective operation of advertising signs. The compliance of the proposal against the relevant traffic safety and illumination sections of the Guidelines is discussed below.

##### **TRAFFIC SAFETY**

Bitzios Consulting has undertaken a Traffic Safety Assessment of the signage to ascertain its compliance with the relevant criteria contained in the SEPP 64 Guidelines 2017. The results of this assessment are reproduced in Table 4.5. The assessment demonstrates that the existing signage display complies in full with the traffic safety criteria. The Traffic Safety Assessment Report is reproduced at Appendix F.



TABLE 4.5

SEPP 64 GUIDELINES 2017 TRAFFIC SAFETY PROVISIONS

CRITERIA REQUIREMENT	RESPONSE
<b>Road Clearance</b>	
<p><b>a.</b> The advertisement must not create a physical obstruction or hazard. For example:</p> <ul style="list-style-type: none"> <li>i. Does the sign obstruct the movement of pedestrians or bicycle riders? (e.g. telephone kiosks and other street furniture along roads and footpath areas)?</li> <li>ii. 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?</li> <li>iii. Does the sign protrude laterally into the transport corridor so it could be hit by trucks or wide vehicles?</li> </ul>	<p>The signs do not obstruct the movement of pedestrians or bicycle riders or protrude laterally into the transport corridor as they are on raised locations on a building off the road.</p>
<b>Line Of Sight</b>	
<p>To maximise visibility of the road and minimise the time a driver's attention is directed away from the road, the following criteria apply to all advertising signage:</p> <p><b>a.</b> An advertisement must not obstruct the driver's view of the road, particularly of other vehicles, bicycle riders or pedestrians at crossings.</p>	<p>The advertisements do not obstruct the driver's view of the road, other vehicles, bicycle riders or pedestrians at crossings given their raised locations.</p>
<p><b>b.</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:</p> <ul style="list-style-type: none"> <li>i. To a road hazard</li> <li>ii. To an intersection</li> <li>iii. To a traffic control device (such as traffic signals, stop or give way signs or warning signs)</li> <li>iv. To an emergency vehicle access point or Type 2 driveways (wider than 6–9 metres) or higher.</li> </ul>	<p>The signs are not placed where it could distract a driver at a critical time and there are no intersections or traffic control devices within the vicinity.</p>
<p><b>b.</b> An advertisement must not obstruct a pedestrian or cyclist's view of the road.</p>	<p>The advertisements do not obstruct a pedestrian or cyclist's view of the road given their raised locations.</p>
<p><b>c.</b> 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 photomontage should be used to assess this issue.</p>	<p>The advertisements are deemed not to be located in a position that has the potential to give incorrect information on the road alignment. Day and night-time photo montages showing key approaches to the advertising signs are provided in Appendix A of the Bitzios Report.</p>

CRITERIA REQUIREMENT	RESPONSE
<p><b>d.</b> The advertisement should not distract a driver's attention away from the road environment for an extended length of time. For example:</p> <ul style="list-style-type: none"> <li>i. Does the sign obstruct the movement of pedestrians or bicycle riders? (e.g. telephone kiosks and other street furniture along roads and footpath areas)?</li> <li>ii. 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.</li> </ul>	<p>The advertisements are located so that only glance appreciation is required, meaning drivers would not need to turn away from the road or traffic stream in order to view its display and/or message.</p>
<p><b>e.</b> 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.</p>	<p>The advertisements do not create headlight reflections in the driver's line of sight given their raised locations and as they do not tilt down from the Silos.</p>
<b>Proximity To Decision Making Points And Conflict Points</b>	
<p><b>a.</b> The sign should not be located:</p> <ul style="list-style-type: none"> <li>i. less than the safe sight distance from an intersection, merge point, exit ramp, traffic control signal or sharp curves.</li> <li>ii. 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.</li> <li>iii. so that it is visible from the stem of a T-intersection.</li> </ul>	<p>The western elevation sign is located at more than the safe sight distance from the Victoria Road eastbound merge point (approximately 400m).</p>
<p><b>b.</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:</p> <ul style="list-style-type: none"> <li>i. of a road hazard</li> <li>ii. to an intersection</li> <li>iii. to a prescribed traffic control device (such as traffic signals, stop or give way signs or warning signs)</li> <li>iv. to an emergency vehicle access point or Type 2 driveways (wider than 6-9m) or higher.</li> </ul>	<p>The signs are not placed where they could distract a driver at a critical time as there are no intersections, nor do they obstruct a driver's view of traffic control devices given their raised locations.</p>

CRITERIA REQUIREMENT	RESPONSE
<b>Advertising Signage and Traffic Control Devices</b>	
<p><b>a.</b> 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.</p>	<p>The advertisements do not distract a driver from or reduce the visibility and effectiveness of directional signs, traffic signals, other traffic control devices, regulatory signs or advisory signs or obscure information about the road alignment given their raised locations.</p>
<p><b>b.</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:</p> <p>i. Could the advertisement be construed as giving instructions to traffic such as 'Stop', 'Halt' or 'Give Way'?</p> <p>ii. Does the advertisement imitate a prescribed traffic control device?</p> <p>iii. 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?</p>	<p>Condition B1 of the existing Development Consent states that the approved signage must not have or use flashing lights or display resembling traffic signs or signals.</p> <p>A similar condition could be applied to a future consent instrument.</p>

Source: Bitzios Consulting 2021

## **ILLUMINATION**

This application proposes no change to the form or intensity of illumination. The sign is currently illuminated at night and operates on a curfew from 1am through to 6am when it is switched off. Electrolight undertook a Lighting Impact Assessment (LIA) in 2018 for the existing structure which confirmed that the signage complies with the relevant illumination controls contained in the SEPP 64 Guidelines 2017 and AS 4282. The results from this LIA are presented at Appendix E of the Electrolight Report which is reproduced at Appendix E of this SEE.

As part of this application Electrolight was commissioned to investigate the compliance of the signage assuming the surrounding lands were redeveloped in accordance with the draft Bays West Place Strategy over the next ten (10) years (being the term commensurate with the extension to the consent duration being sort under this application). The findings from this assessment are detailed in Section 3.3 of this report. In summary, should development proceed in accordance with the 2030 Structure Plan, Sub Precinct 1 of the draft Bays West Place Strategy (which relates to the White Bay Power Station and Metro Station) would be developed. If the high density residential development occurs within this Precinct as identified at Figures 3.2A and 3.2B, the night time curfew for the illumination of the signage would need to be adjusted back from 1am to 11pm to maintain compliance with AS 4282-2019 as required by the SEPP 64 Guidelines 2017. The Applicant would be willing to accept a condition of consent requiring the adjustment of the night time illumination curfew on the release of the occupation certificate for the residential development.

## **4.6. The Greater Sydney Eastern City District Plan**

The Greater Sydney Eastern City District Plan (hereafter referred to as the District Plan) applies to the site. The District Plan provides the strategic direction for the future development of the Eastern Sydney Region over the next twenty years. In respect to the future management and strategic direction of Glebe Island the District Plan states:

*'The Port Precinct at Glebe Island is critical to the bulk construction supply chain for concrete, the cruise industry and the provision of essential services to the harbour economy. It offers a land/ water interface, essential to current and*

*future industrial/heavy commercial uses, which could not be easily replaced within Sydney Harbour and for which there are few, if any, feasible and sustainable alternatives.*

*For the bulk construction materials supply chain, the Port provides the only sustainable marine logistics solution where the alternate transport option is often long haul truck movements coming from sources that are increasingly remote from Sydney.*

*The Port Precinct also provides essential services for Sydney Harbour including commercial vessel refuelling and the staging of harbour-based construction and events.'*

The District Plan identifies the need for a Strategy for the management of port and related land side activities as part of the masterplan for the Bays Precinct. The Port Authority of NSW has been working collaboratively with the NSW Government acting through the NSW Department of Planning, Industry and Environment on the draft Bays West Place Strategy.

The proposal to retain advertising on the Silos structures for a further ten (10) year term is consistent with the strategic direction that has been identified for Glebe Island in the District Plan that is to continue as a working port and construction materials supply chain for the next decade and beyond. Enabling the ongoing display of the signage on the Silos structure for a further ten (10) year term can occur without impeding or obstructing the existing and desired operation of the Glebe Island Port Precinct.

The District Plan also identifies planning principles to guide heritage conservation. These principles are also relevant to this application given the heritage significance of the Silos. In this regard the Plan recognises that:

*'Identifying, conserving, interpreting and celebrating Greater Sydney's heritage values leads to a better understanding of history and respect for the experiences of diverse communities. Heritage identification, management and interpretation are required so that heritage places and stories can be experienced by current and future generations.'*

NBRS in the Heritage Impact Statement that accompanies this application (refer Appendix D) has identified that the display of advertising signage on the Silos represents a sympathetic and adaptive reuse of the structure. NBRS advice indicates that the adaptive reuse of a heritage item requires that 50 percent of the original structure be retained in its natural or unchanged state. As the advertising displays are located on two of the four Silos parapets the existing advertising display supports this principle. As further detailed in the Group GSA VIA (which is reproduced at Appendix C), a significant component of the Silos view catchment has view lines to that part of the structure that is in its unaltered state.

Further, this application provides a public benefit in the form of an annual monetary contribution to the Inner West Council specifically for the purpose of facilitating heritage conservation within the local area. This initiative supports the planning regime identified in the District Plan for investment in local heritage conservation.

## 4.7. Draft Bays West Place Strategy

The draft Bays West Place Strategy builds on the work that was undertaken by the NSW Government in 2014 and 2015 with the Bays West Transformation Plan and is a long term strategy. This Plan describes Glebe Island as a strategic deep water port and notes that integrating port and maritime uses into the Bays Precinct is essential. As illustrated at Figure 1.4. Glebe Island is identified as a longer term priority destination under the Plan.

The Draft Bays West Place Strategy has been publicly exhibited (public exhibition ended 29<sup>th</sup> April 2021). The Strategy will see *'Bays West evolve over time into a mixed use precinct integrated with enhanced port and working Harbour activities...It will be supported by the adaptive reuse of the White Bay Power Station. The Government's decision to invest in the delivery of the Metro Station will be the first step to unlock the Precinct's potential...It provides a catalyst offering significant development opportunity and connectivity for its future residents, workers and visitors...'*

The draft Place Strategy creates a long-term vision for Bays West, and will be delivered in stages. The Strategy identifies ten (10) Sub Precincts. Refer Figure 1.5. Each Sub Precinct will undergo a master planning and



rezoning process. The Glebe Island Silos are located in Sub Precinct 3 and the balance of the working port activities are located in Sub Precincts 4 and 5 Glebe Island. The draft Bays West Strategy documents indicate that Precinct 3, 4 and 5 will be the subject of urban renewal plans in the longer term (2040 and beyond). Figures 1.6 and 1.7 detail the 2030 and the 2040 structure plans respectively.

Sub Precinct 1 which contains the White Bay Power Station and the Metro Station site is the focus of urban renewal up to 2030. As detailed in Section 1.4 of this SEE, the proposal to extend the consent duration of the advertising signage on the Silos is not inconsistent with the continuation of port and maritime uses at Glebe Island as provided for under Sub Precinct 3 and 5. As discussed in Section 1 of the SEE the ongoing display of the signage will not adversely impact urban renewal plans for Sub Precinct 1. The application does not propose any physical works to the Glebe Island Silos' and as such the intention to recognise the Silos' as an iconic heritage landmark within the Bays West Precinct will not be impeded by this application.

As a precautionary measure the Applicant will agree to the imposition of conditions:

1. Requiring the removal of the signage should the urban renewal of Glebe Island occurs within the consent duration timeframe and render its ongoing display inappropriate (Refer Condition B7 of the current consent); and
2. Requiring the night time illumination curfew to be reduced from 1am to 11pm to maintain compliance with AS 4282 -2019 should residential development occur within Zone 1 of Sub Precinct 1 as detailed at Figures 3.2A-3.2B in this SEE.

The draft Bays West Strategy Urban Design Framework does not propose any specific signage controls for the Precinct or specifically for the Glebe Island Silos. It could be expected that this level of design work would be undertaken at the completion of detailed Sub Precinct master planning.

## 4.8. Glebe Island and White Bay Master Plan 2000

SREP 26 provides that development consent for development in the Glebe Island and White Bay Port Area is subject to a Master Plan adopted by the former Minister for Urban Affairs and Planning. The Glebe Island and White Bay Master Plan (hereafter referred to as the Master Plan 2000) was adopted by the NSW Minister for Planning on the 23rd May 2000.

The Master Plan 2000 is a deemed Development Control Plan for the site and provides an overarching strategic direction to guide the development of the area over a twenty (20) year horizon. The White Bay and Glebe Island Master Plan Area (the Plan Area) is located on the south eastern side of the Balmain Peninsula (see Figure 4.2– Plan Area) has a total land area of about 40 hectares, forms a crescent around White Bay and incorporates an active port water frontage of 2,100m in length.

FIGURE 4.2

PLAN AREA



Source: Glebe Island Master Plan 2000

The Master Plan was formulated to provide for the future development of port facilities and recognised the importance of the port to Sydney both for its valuable economic role and the environmental character of the Harbour.

The Master Plan 2000 established a planning and urban design vision for Glebe Island and White Bay that followed the objectives that underpinned SREP 26. These are to:

- 'Upgrade existing infrastructure to allow for growth and to improve efficiency;
- Provide guidelines for all port development;
- Improve the public presentation of the port;
- Ensure new development is of a high standard of urban design;
- Improve management of noise, light spill and traffic;
- Provide a framework to resolve potential conflicts between Port operations and adjoining land uses; and,
- Improve ESD (Ecologically Sustainable Development) practices to minimise the impacts of current and proposed development and activities.'

The Master Plan 2000 contains provisions at Section 2.6 relating to the display of advertising on the Glebe Island and White Bay lands. The provisions that are relevant to this application are these are reproduced below.

## **'2.6 Advertising**

### Background

*There are two types of advertising in the port: leaseholder signage and commercial third party advertising. Currently advertising is located on the Glebe Island Silos and on the Victoria Road Bridge (over the rail line). The heritage Silos in particular are a dominant visual element in one of Central Sydney's major gateways, which is reinforced by the form of Anzac Bridge. Advertising is a sensitive design issue in such a prominent location.*

Principles:

- *Prepare signage and advertising guidelines with input from the following professional disciplines: architecture, advertising, landscape, graphics, heritage and traffic safety*
- *Signage and advertising is not to obstruct views to heritage items and to landmarks and is not to interfere with, or adversely impact on views to and from the Harbour and its foreshores;*
- *Signage and advertising is not to adversely affect the public domain, particularly with regard to lighting levels, visual impact and overshadowing;*
- *Signage and advertising is to be integrated with the architecture of the host /building /structure and must be contained within the existing profile of the host building / structure;*
- *Free standing, third party advertising structures are to be avoided in the plan area;*
- *Advertising and signage should be compatible with the design of the building / structure and the context of the site;*
- *Each sign and advertisement should be as simple in image as possible with few words; and,*
- *The guidelines should ensure that third party advertising is clearly differentiated from port and leaseholder signage.*

**2.6.2 Third Party Advertising**

Provisions:

- *DUAP or the Minister for Urban Affairs & Planning is the consent authority for advertising.*
- *Development Consent for advertising is limited to a period of 3 years*
- *Encourage simple advertisements, reduced to a logo or simple image with one or three word phrase*
- *Placement of advertising should consider existing signs on a building/structure or site so as to avoid physical and visual clutter.'*

In response to the Section 2.6 requirements the former NSW Department of Infrastructure, Planning and Natural Resources prepared the Glebe Island Silos Advertising Development Control Plan 2004. This document established the design guidelines that are referenced in Section 2.6.

As the Master Plan 2000 is a deemed DCP, pursuant to the provisions of Section 3.43(2) of the Environmental P&A Act 1979 only one DCP may apply in respect of the same parcel of land.

*'3.43 (2) Only one development control plan made by the same relevant planning authority may apply in respect of the same land. This subsection does not apply to—*

*(a) a plan prepared for the purposes of subsection (1)(d) or for any other purpose prescribed by the regulations, or*

*(b) a plan prepared for the purpose of amending an existing plan.*

*If this subsection is not complied with, all the development control plans concerned have no effect.'*

Accordingly, as the Glebe Island Silos Advertising Development Control Plan 2004 proceeded the Master Plan 2000, the advertising provisions that are contained in that DCP are the relevant controls that apply to the advertising signage on the Silos. An assessment of the compliance of the proposal against these provisions follows in Section 4.9.

## 4.9. Glebe Island Silos Advertising Signage Development Control Plan 2004

The DCP 2004 was prepared to support Sydney Regional Environmental Plan No. 26 (SREP 26) – City West and the provisions of the Glebe Master Plan 2000. The DCP document also states that it was-

*'Prepared in accordance with State Environmental Planning Policy No. 64 (SEPP 64) which requires a DCP to be in force before Development Consent can be granted for the erection of new roof signage.'*

The DCP contains design guidelines for advertisements on the Glebe Island Silos. The guidelines are based on an analysis of the existing character of the local area, key features of the area, desired future character of the area and the role of outdoor advertising. An assessment of the compliance of the proposal against these guidelines is detailed in Table 4.6.

The DCP 2004 specifically applies to the Glebe Island and White Bay Silos and was prepared following the expiration of the 1992 Consent that granted a ten (10) year consent for the display of Olympic advertising on the Silos structure. The DCP document specifically states:

*'The expiry of the Development Consent for the existing signage on the Glebe Island Silos has necessitated the preparation of this DCP and its formulation in accordance with SEPP 64 and the Glebe Island and White Bay Master Plan. Having a DCP in place will enable consideration of a Development Application for the upgrade of advertising signage and structures on the Silos.'*

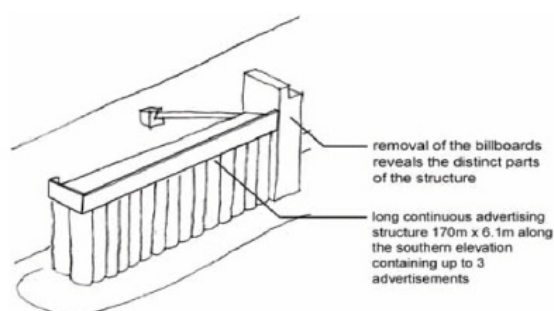
Clause 3 of the DCP sets out the Aims and Objectives of the DCP. These are:

- To provide design guidelines for advertising on top of the Silos.
- To encourage advertising signage that is compatible with the heritage silos and the industrial character of the surrounding port.

Figure 13 of the DCP 2004 (which is reproduced at Figure 4.3(A-C) details the design specifications for an advertising structure on the Silos. The existing advertisements that were approved under the current Development Application DA041-09-2011 (as modified) comply in full with these requirements. This application proposes no change to the physical dimension of the signage display or its support structure.

FIGURE 4.3A

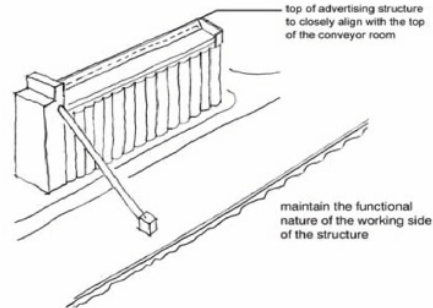
### FUTURE ADVERTISEMENTS SOUTHERN ELEVATION



Source: Glebe Island Silos DCP 2004

FIGURE 4.3B

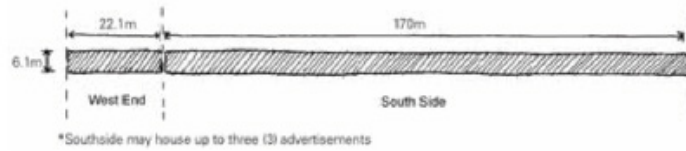
FUTURE ADVERTISEMENT WESTERN ELEVATION EASTERN &  
NORTHERN ELEVATIONAL TREATMENT



Source: Glebe Island Silos DCP 2004

FIGURE 4.3C

FUTURE ADVERTISEMENTS PLAN VIEW



Source: Glebe Island Silos DCP 2004



TABLE 4.6

GLEBE ISLAND ADVERTISING DCP 2004 COMPLIANCE

DCP PROVISION	COMMENT	COMPLIANCE
<p>11.0 Advertising Structure</p> <ul style="list-style-type: none"> <li>• Advertising is restricted to the southern and western sides where the decorative treatment relates to the busy, public nature of the main roads.</li> <li>• Advertising to be removed from the vertical Silos structure at the eastern end of the southern elevation.</li> </ul> <p>A continuous structure along the southern side (6.1m in height x 170m in length) and western side (6.1m in height and 22.1m in length) of the Silos parapet and up to four separate advertisements, three on the southern side and one on the western side.</p> <p>The signage system is to be a stretched skin with no extraneous structures or fixings in view, apart from the necessary lighting fixtures.</p> <p>All access to the advertising panels for installation shall be made easily and safely in accordance with Occupational Health and Safety Guidelines.</p> <p>The view of the rear of the signs from the Balmain peninsula is to be finished appropriately to screen the working face of the sign panels.</p>	<p>The existing advertising signage complies with the Clause 11 provisions. This application proposes no changes to the advertising structure.</p>	<p style="text-align: center;">✓</p>

DCP PROVISION	COMMENT	COMPLIANCE
<p>11.1 Life of Approval</p> <p>Development Consent for advertising is limited to a period of three (3) years, consistent with the provisions of SEPP 64 and the Glebe Island and White Bay Master Plan</p>	<p>This application seeks a ten (10) year consent term.</p> <p>Pursuant to the provisions of Section 3.43(5) of the Environmental Planning and Assessment Act 1979 'a provision of a development control plan (whenever made) has no effect to the extent it is:</p> <p>(a) the same or substantially the same as a provision of an environmental planning instrument applying to the same land, or</p> <p>(b) it is inconsistent or incompatible with a provision of any such instrument.</p> <p>The three (3) year term in the DCP is inconsistent with the ten (10) year maximum consent term for roof and sky advertisements permitted under Clause 21 of SEPP 64. The ten (10) year consent term raises no matters that are inconsistent with the existing and desired future character for Glebe Island as detailed in the draft Bays West Place Strategy. The draft Strategy does not indicate that any urban renewal works will be implemented at Glebe Island up to 2030 with works for Sub Precincts 3,4 and 5 (the Sub Precincts that relate to the Glebe Island) being mooted to occur up to 2040 and beyond.</p>	<p>✓</p>
<p>11.2 Display of Messages</p> <p>The advertising panels are to be continuously occupied by simple messaging or graphics. They should never appear vacant</p>	<p>The landmark and iconic status of the signage means that it is in constant demand by international and national companies that seek high level brand exposure. The content is rotated on a minimum 28 day lunar cycle. The proposal will not change the display status of the advertising structure.</p>	<p>✓</p>

DCP PROVISION	COMMENT	COMPLIANCE
<p>11.3 Lighting</p> <p>Lighting may be installed for night-time external illumination of advertising signs.</p> <p>Light structures are to be discrete and light spill is to be contained to the face of the signs.</p> <p>Animated or flashing lighting is not permitted.</p>	<p>The existing advertising structure is externally illuminated by top mounted down lights that are cantilevered in front of the signage face. The lights do not flash, flicker or dazzle. The signs are illuminated from dusk to 1am.</p> <p>Electrolight Australia has undertaken a Lighting Impact Assessment (LIA) to ascertain whether the existing illumination levels of the signage display comply with the relevant controls for its curfew operation having regard to the existing land use context of surrounding lands. The LIA is reproduced in Appendix E of this SEE.</p> <p>Electrolight has also considered the future land use scenario for surrounding lands under the draft Bays West Place Strategy with a focus on the redevelopment of Sub Precinct 1 being the White Bay Power Station and Metro Station. The 2030 Structure Plan identifies that Sub Precinct 1 could be redeveloped over the coming decade and identifies that it will include taller mixed use residential and hotel development (refer Figures 3.2A and 3 2B). If this development occurs within the ten (10) year consent term to maintain the compliance of the signage display with AS 4282-2019 the night time curfew would need to reduce from 1am to 11pm. Should residential redevelopment occur within the ten (10) year consent term for the advertising display, the Applicant is willing to accept a condition of consent that requires a change to the night curfew to 11pm.</p>	<p style="text-align: center;">✓</p>

DCP PROVISION	COMMENT	COMPLIANCE
<p>11.4 Materials and Finishes</p> <p>Materials to be used in the structure are to be durable and of high quality, ensuring the use of non-reflective surfaces suitable for an outdoor industrial location.</p> <p>Materials are to respect the heritage status of the Silos.</p>	<p>The display of advertising on the Silos has been undertaken in accordance with the principles for the adaptive reuse of heritage items. The signage display is confined to the roof parapet of the southern and western elevations only. This ensures that the northern and eastern elevations are retained in their original state and as a complete operating structure with distinguishable component parts such as the conveyor arm and eastern tower.</p> <p>The graphic content of the advertisements that are displayed on the Silos are of the highest quality given the iconic and landmark status of the structure. The advertisements are printed onto vinyl skins which are tensioned across the steel frame of the advertising structure. The content is changed on a minimum 28 day rotation which maintains visual interest in the advertising.</p> <p>The application proposes no change that would impact the appearance or quality of the existing advertising displays.</p>	<p style="text-align: center;">✓</p>
<p>11.5 Development Application Requirements</p> <p>Details of the sign structures dimensions, materials, finishes, servicing access and integration with the existing Silos structure are to be submitted in scaled architectural drawings.</p> <p>Details of illumination method and fixtures are to be provided with the Development Application.</p> <p>Illumination levels (lux levels) are to be provided with the Development Application.</p>	<p>This SEE and the accompanying supporting documentation complies with the application requirements specified by this Clause.</p>	<p style="text-align: center;">✓</p>

DCP PROVISION	COMMENT	COMPLIANCE
<p>12.0 Additional Treatments and Elements</p> <p>12.1 Mural</p> <p>Although this does not form part of the advertising signage, the maintenance and relevance of the mural remains part of the lease agreement between the lessee and Sydney Ports. It is recommended that the athlete panels on each column be repaired or removed in the first instance. Should the Silos be repainted, it is recommended that only the south and west faces be reviewed as the north and east working faces should reflect the raw, massive structure. The repainting of the mural should be in mute tones that allow for a clear perception of the form of the Silos. The Glebe Island and White Bay Master Plan contains a palette of colours for building forms and structures in the port area.</p>	<p>Eye Drive Sydney undertakes maintenance of the mural under the terms of the commercial lease with the Port Authority of NSW. Maintenance of the murals will be ongoing if consent is granted for a further ten(10) year term.</p>	<p style="text-align: center;">✓</p>

## 4.10. Conclusion

This section has examined the compliance of the proposal against the relevant environmental planning instruments and adopted policies. This assessment has demonstrated that the ongoing display of the existing signs on the western and southern elevations of the Silos for further ten (10) year period can be supported under the relevant planning provisions.



## 5. ENVIRONMENTAL ASSESSMENT

The proposal has been assessed having regard to the relevant Matters of Consideration under Section 4.15(1) of the Environmental Planning and Assessment Act 1979. The Heads of Consideration are:

### **‘4.15 Evaluation**

*(cf previous s 79C)*

*(1) Matters for consideration--general In determining a Development Application, a Consent Authority is to take into consideration such of the following matters as are of relevance to the development the subject of the Development Application:*

*(a) the provisions of:*

*(i) any environmental planning instrument, and*

*(ii) any proposed instrument that is or has been the subject of public consultation under this Act and that has been notified to the Consent Authority (unless the Planning Secretary has notified the Consent Authority that the making of the proposed instrument has been deferred indefinitely or has not been approved), and*

*(iii) any Development Control Plan, and*

*(iiia) any planning agreement that has been entered into under section 7.4, or any draft planning agreement that a developer has offered to enter into under section 7.4, and*

*(iv) the regulations (to the extent that they prescribe matters for the purposes of this paragraph), that apply to the land to which the Development Application relates,*

*(b) the likely impacts of that development, including environmental impacts on both the natural and built environments, and social and economic impacts in the locality,*

*(c) the suitability of the site for the development,*

*(d) any submissions made in accordance with this Act or the regulations,*

*(e) the public interest.’*

### **5.1. Section 4.15 (a) Environmental Planning Instruments, Proposed Instruments, DCPs, Planning Agreements and the Regulations**

A thorough assessment of the statutory compliance of the proposal has been provided in Section 4 of this SEE. The assessment has had regard to the existing and future land use context of the Glebe Island Silos. The assessment has addressed matters pertaining to permissibility, visual impact, traffic safety, heritage conservation, public benefit and it has demonstrated that the proposal to extend the consent term of the Glebe Island advertising signage for a further ten (10) years is consistent with and complies with the planning provisions of:

- Sydney Regional Environmental Plan No.26- City West;
- State Environmental Planning Policy (State Significant Precincts) 2005;
- Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005;
- State Environmental Planning Policy No.64 – Advertising and Signage and the associated SEPP 64 Transport Corridor Advertising and Signage Guidelines 2017;

- Eastern City District Plan 2017;
- Draft Bays West Place Strategy, Strategic Place Framework and Urban Design Framework.
- Glebe Island and White Bay Master Plan 2000; and
- Glebe Island Silos Advertising Signage Development Control Plan 2004.

The Applicant is willing to accept the imposition of a condition that addresses the future change in land use anticipated for the White Bay Power Station site (Sub Precinct 1) up to 2030 as indicated in the draft Bays West Place Strategy. The condition would address a future non-compliance that could arise if high rise residential (or hotel) development occurs at the location identified in Figure 3.2A and 3.2B. To ensure ongoing compliance with AS 4282-2019 the condition would require the night time illumination of the signage to change from 1am to 11pm.

In addition, the existing consent instrument (DA 041-09-2011) incorporates a condition (Condition B7) that allows for the removal of the signage prior to the expiry of the consent in the event that Glebe Island is redeveloped as part of the urban renewal of the Bays Precinct. Condition B7 is reproduced below:

*B7. If Glebe Island is redeveloped as part of the urban renewal of the Bays Precinct prior to the expiry of the consent, the Applicant is to gain approval from the Secretary to continue the use of the existing advertising sign.*

The imposition of this condition on the existing consent was a precautionary measure. The Applicant would be willing for this condition to be imposed on any future consent.

In our professional opinion, the proposal can be supported under the existing strategic and statutory framework that applies to the proposal.

## 5.2. Section 4.15 (1) (b) Other Impacts of the Development

### 5.2.1. Amenity and the Surrounding Land Uses

The existing character of Glebe Island and White Bay is defined by its industrial and maritime uses. At the current time there is no residential development in the immediate vicinity of the site. Glebe Island under both the Bays Precinct Transformation Plan and the draft Bays West Place Strategy is identified as being retained for port and maritime uses and is to continue as a working port to service the needs of the construction supply chain over the next decade and beyond. This land use is reinforced by recent applications and approvals for new works at Glebe Island which include the multi user facility being advanced by the Port Authority of NSW at Berth 1 and the State Significant Development Application Approval for a new concrete batching plant by Hanson Construction Materials Pty Ltd adjacent to Berth 1 and the Glebe Island Silos. The ongoing display of the advertising signage on the Silos raises no issues that would impede the existing land use context of the Port and its ongoing operations over the next ten (10) years. As the application proposes no change to the physical structure on the Silos no amenity issues are raised concerning its ongoing display within the context of Port maritime uses.

The recently released and publicly exhibited draft Bays West Place Strategy has provided greater insight into the next evolution of planning for the Bays West Precinct through to 2040. As illustrated at Figure 1.5, the Strategy identifies ten Sub Precincts within the Bays West urban renewal area and has established a new each land use character and development vision for each Sub Precinct. The Glebe Island Silos fall within Sub Precincts 3 and the broader Port uses fall within Sub Precincts 4 and 5. A description of the land use intent for each Sub Precinct has been examined in Section 2 of this SEE.

The draft Bays West Place Strategy identifies that the urban renewal of each Sub Precinct will occur through a staged implementation. Implementation up to 2030 will focus on the urban renewal of Sub Precinct 1 which contains the White Bay Power Station and the new Metro Station. The next wave of development will concentrate on Sub Precincts 2-10 will be implemented up to 2040 and beyond. This staging is graphically represented in the draft Bays West Structure Plans that are reproduced at Figures 1.6 and 1.7.

The specialist lighting, visual impact, heritage and traffic safety investigations commissioned for this application have considered both the existing and future land use context of Glebe Island and its surroundings envisaged under the draft Bays West Place Strategy over the next ten (10) years as this is the period of time that would be commensurate with the consent duration being sought under the application.

The findings from these investigations (which are examined in this section) have not identified any matters that would render the proposal undesirable for surrounding land uses. As indicated in Section 5.1, there is a potential non-compliance that could arise should high density residential apartments or hotels be developed at the location identified in Figure 3.2A and 3.2B during the ten (10) year consent term. The non-compliance can be addressed through a change to the night time illumination curfew which would need to be reduced from 1am to 11pm. The Applicant is willing to accept a condition of consent requiring this change should the need arise.

### **5.2.2. Socio and Economic Factors**

The Glebe Island Silos advertising structure is recognised as a landmark out of home advertising asset. It is an iconic site and is in constant demand by national and international entities who seek high level brand exposure. Its unique dimensions and landmark location has seen the structure being used to anchor the major advertising promotions of companies such as Commonwealth Bank, Foxtel, Google, NIKE, Suncorp, Pepsi, Samsung, Johnson and Johnson and the like.

To satisfy the public benefit provisions of SEPP 64, this application includes a Public Benefit Offer in the form of a monetary contribution that will be paid annually by Eye Drive Sydney Pty Ltd to the Inner West Council and which will be used to fund local heritage conservation. The Offer is a continuation of the public benefit arrangement that accompanied the former Modification Application and which will expire at the same time as the existing consent on the 11<sup>th</sup> April 2022.

Landmark billboards like the Glebe Island Silos allow Out of Home publishers to drive interest and develop wider ranging out of home asset networks crucial to public interest messaging. Out of Home advertising also promotes consumer spending with local and larger businesses which provides economic benefits to the broader community. These networks are relied upon by both the private and public sector for public interest campaigns. Without significant investment in landmark advertising assets such as the Silos, the development of out of home assets across the broader metropolitan area by companies such as Eye Drive Sydney Pty Ltd would not be possible. Accordingly, the ability to realise a further ten (10) years of advertising revenue from the Silos advertising structure will have a positive socio economic impact on the out of home industry as it will provide a revenue stream that can be used by Eye Drive Sydney to fund the development of future out of home assets and smart city technological investment within NSW.

At the same time, the commercial lease agreement between Eye Drive Sydney Pty Ltd and the Port Authority of NSW provides an important revenue stream that assists the Authority to fund a range of activities, these include environmental programs and many community focused events that occur around the Sydney Harbour waterfront.

It is our professional opinion that extending the consent duration for the Glebe Island Silos advertising signage for a further ten (10) year term will deliver a range of socio economic benefits for both State and Local Government and the local community.

### **5.2.3. Illumination and Lighting Impact**

A Lighting Impact Assessment undertaken by Electrolight Australia Pty Ltd has identified that the site is located in a Zone 3 area under the SEPP 64 Transport Corridor Outdoor Advertising Guidelines 2017. Maximum dimming and luminance levels are prescribed under the SEPP 64 Guidelines 2017 and the Australian Standard AS 4282-2019 for the Control of the Obtrusive Effects of Outdoor Lighting. The Lighting Impact Assessment is detailed in Appendix E.

The Assessment concludes that the existing front lit signage installed at Glebe Island Silos, having regard to its existing port and maritime land use context and night time curfew operation to 1am, complies with the

following criteria, guidelines and standards:

- State Environmental Planning Policy No. 64 – Advertising & Signage SEPP 64
- Glebe Island Silos Advertising Signage Development Control Plan – Section 11.3 Lighting
- Transport Corridor Outdoor Advertising and Signage Guidelines (2017) – Section 3.3.3
- Relevant Sections of AS 4282-2019 Control of the Obtrusive Effects of Outdoor Lighting

As part of this application Electrolight was also commissioned to investigate the compliance of the signage assuming the surrounding lands were redeveloped in accordance with the draft Bays West Place Strategy over the next ten (10) years (being the term commensurate with the extension to the consent duration being sort under this application). The findings from this assessment are detailed in Section 3.3 of this report.

In summary, should development proceed in accordance with the 2030 Structure Plan, Sub Precinct 1 of the draft Bays West Place Strategy (which relates to the White Bay Power Station and Metro Station) would be redeveloped for high density residential apartments (or hotel related uses) at the locations identified at Figures 3.2A and 3.2B. If this development proceeded within the ten (10) year consent duration, the existing luminance of the signage could remain unchanged but the night curfew for the illumination of the signage would need to be adjusted from 1am to 11pm to comply with AS 4282-2019.

As a precautionary measure, the Applicant would be willing to accept a condition of consent requiring the adjustment of the night time illumination curfew to 11pm on the release of the occupation certificate for the residential or hotel development. On this basis it is our professional opinion that the consent duration for the advertising signage could be extended for a further ten (10) year term without any adverse lighting impact to the amenity of existing or future residents.

#### **5.2.4. Landscape and Vegetation Management**

The proposal does not involve any landscaping works.

#### **5.2.5. Utility Services**

The proposal does not raise any concerns regarding the provision of utility services as electricity is available to the site.

#### **5.2.6. Visual Impact**

Group GSA has undertaken an Visual Impact Assessment (VIA) of the potential visual exposure of the advertising signage, the potential effect of extending the consent duration on the emerging desired future character of the immediate and wider locality having regard to the future land use character identified for the Precinct in the draft Bays West Place Strategy and the potential effects on existing views to the Silos from the public domain (roads, infrastructure and reserves), including the Glebe Foreshore Walkway, Jubilee and Federal Park and residential streets in Annandale. The VIA has also considered the significant views of the Glebe Island Silos identified in the draft Bays West Urban Design Framework. The Group GSA VIA Report is reproduced in Appendix C of this SEE.

Group GSA has examined a total of 47 view locations across the visual catchment. Each view location was given a visual impact rating, a sensitivity rating and a magnitude rating.

The visual impact ratings that were used by Group GSA are explained below:

- High- the visual impact on these viewers is significant and would typically require amelioration at the site planning stage.
- Moderate- the visual impact on these viewers is at a localised scale and can be mitigated or already has some existing screening or an existing setback which minimises visual impact.
- Low- the visual impact on these viewers is considered low and no or very little amelioration is required.

Sensitivity was determined by assessing the context or landscape character of the location. Magnitude was assessed by determining the overall significance of the Silos within each view.

Based on this analysis, Group GSA has reached the following conclusions.

#### 5.2.6.1 DAY AND NIGHT TIME VISUAL IMPACT

The visual impact of the existing advertising signage during the day and at night was assessed. The view sensitivity ranges from negligible to moderate. A summary of the assessed view sensitivity is provided below in Table 5.1-5.4. Tables 5.2 and 5.4 assess the views to the Glebe Island Silos that were identified in draft Bays West Urban Design Framework.

**TABLE 5.1**

#### ALL DAY VIEWS

SENSITIVITY RATING	DAY VIEWS	
	Number	%
Visual Impact Rating		
Negligible	10	21%
Low	2	4%
Moderate-Low	15	32%
Moderate	20	43%
High-Moderate	0	0
High	0	0
Total	47	100%

Source: Group GSA 2021

**TABLE 5.2**

#### DRAFT BAYS WEST URBAN DESIGN FRAMEWORK VIEWS TO THE GLEBE ISLAND SILO

SENSITIVITY RATING	DAY VIEWS	
	Number	%
Visual Impact Rating		
Negligible	3	27.3%
Low	1	9%
Moderate-Low	3	27.3%
Moderate	4	36.4%
High-Moderate	0	0%
High	0	0%
Total	11	100%

Source: Group GSA 2021



**TABLE 5.3**

**NIGHT VIEWS**

<b>SENSITIVITY RATING</b>	<b>NIGHT VIEWS</b>	
Visual Impact Rating	Number	%
Negligible	4	27%
Low	1	7%
Moderate-Low	0	0%
Moderate	5	33%
High-Moderate	5	33%
High	0	0%
Total	15	100%

Source: Group GSA 2021

**TABLE 5.4**

**DRAFT BAYS WEST URBAN DESIGN FRAMEWORK VIEWS TO THE GLEBE ISLAND SILOS**

<b>SENSITIVITY RATING</b>	<b>NIGHT VIEWS</b>	
Visual Impact Rating	Number	%
Negligible	3	33.3%
Low	1	11%
Moderate-Low	0	0%
Moderate	2	22.2%
High- Moderate	3	33.3%
High	0	0%
Total	9	100%

Source: Group GSA 2021

The three draft Bays West Strategy night time views that were assessed as being High to Moderate are illustrated at Figures 5.1- 5.3.

**FIGURE 5.1**

**GROUP GSA VIEW 3 BEING BAYS WEST VIEW 6**

**(FROM HARBOURSIDE WALK AT CADI WHARF, NEAR REFINERY DRIVE, PYRMONT)**

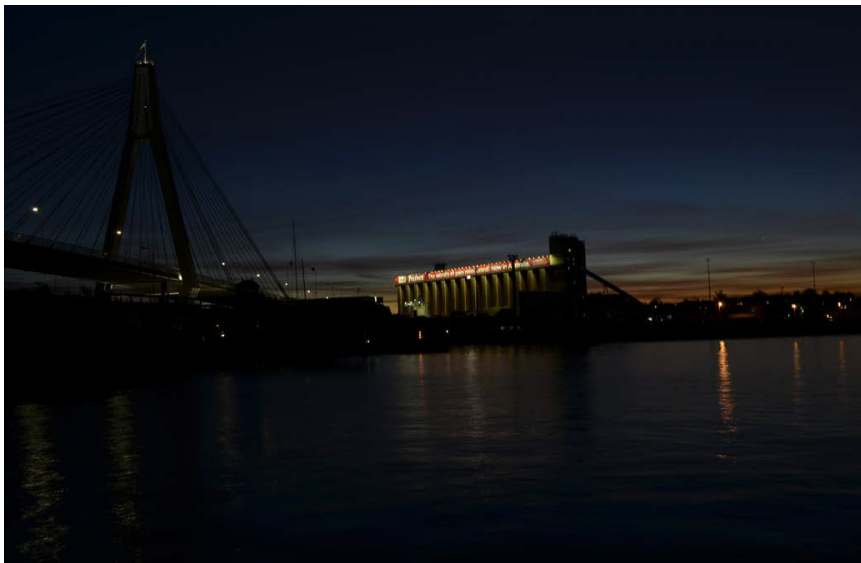


*Source: Group GSA VIA 2021 Page 79*

**FIGURE 5.2**

**GROUP GSA VIEW 4 BEING BAYS WEST VIEW 7**

**(FROM HARBOURSIDE WALKWAY ADJACENT TO BOWMAN STREET, PYRMONT)**



*Source: Group GSA VIA 2021 Page 81*

FIGURE 5.3

GROUP GSA VIEW 6 BEING BAYS WEST VIEW 6

(FROM WATERFRONT PARK, PYRMONT)



Source: Group GSA VIA 2021 Page 83

### 5.2.6.2 CONCLUSIONS

The conclusion reached by Group GSA concerning visual impact is reproduced below.

*'No viewpoints were identified to suffer from significant (high) visual impacts as a result of the existing advertising signage to the Glebe Island Silos being retained. It was generally noted that the sites with the highest visual magnitude were generally closer to the Silos and were from less sensitive receivers such as public roadways.*

*The following explanations were found to be factors at a number of sites and consistently effected the magnitude ratings generated:*

- *Signage is at least partially screened by built form or established vegetation.*
- *Viewpoint character and context is not sensitive to the view of the signage.*
- *Viewing distances are long and thus signage is difficult to distinguish or is viewed within a much larger overall context.*

*The existing signage has been in place for many years, and it could be determined that this plays a part in further reducing the visual dominance of the signage for surrounding users.'*

*A number of key views were reassessed at night to determine the effects of the lighting of the signage on views from surrounding areas. It should be noted that the lighting is applied to both the signage as well as the overall Silos structure, allowing viewers to appreciate the Silos structure at night. The lighting is only applied to the sides of the structure that feature the signage. There is no lighting to the northern and eastern facades.*

*In general the visual impact is higher at night than during the day due to the comparative effects of the lit signage against a dark back drop. It should be noted however that recent investigations conducted by Electrolight Australia have confirmed that the lighting complies with all relevant criteria and standards. Should residential development occur within the immediate vicinity of the Silos within the White Bay Power Station Sub Precinct within the ten (10) year consent duration, then the existing luminance of the signage can remain unchanged but the curfew would need to be brought forward to 11pm at night (from 1am) to ensure compliance with AS4282-2019.*

### 5.2.6.3 MITIGATION

Group GSA advise that the visual impact of the advertising signage on both day and night time views does not warrant any mitigation works being undertaken to support a further ten (10) year extension of the consent duration:

*'Given that the signage is existing on the site and the day time visual impact is negligible to high moderate, it is not deemed that any specific mitigation works are required to extend the consent duration for a further ten year period.'*

*The signage exists only on two sides of the Silos and covers a relatively small portion (approximately 20%) of the overall facade on the relevant southern and western facades. The northern and eastern facades are free of signage and present significant opportunity to view the overall Silos structure, including the lid which is concealed on two sides.'*

### 5.2.6.4 DRAFT BAYS WEST PLACE STRATEGY- FUTURE CHANGES

Group GSA as part of this commission was asked to consider the visual impact of the Glebe Island Silos advertising signage having regard to the draft Bays West Place Strategy and Urban Design Framework. The conclusion reached by Group GSA is reproduced below.

*'The existing character of the immediate surrounds of the Glebe Island Silos is predominantly industrial and maritime, with no residential land use in close proximity. Although portions of the Glebe Island site are planned to be retained for port and maritime uses in the long term, it is planned that future residential development will occur in areas closer to the Silos than currently exists.'*

*The structure plan to 2030 limits development to the portion of Glebe Island to the west and north-west of the Silos, around the new metro station. The delivery time-frame on residential uses is not 100% clear within the current draft Bays West strategy documents but if it falls within the consent period, it is likely to be towards the end of the current application for a ten (10) year consent.'*

*Consideration could be made for consent conditions which limit the operation of the signage at night prior to occupation certificates being granted for any residential development.'*

The Applicant is willing to accept the imposition of a condition that addresses the future change in land use anticipated for the White Bay Power Station site (Sub Precinct 1) up to 2030 as indicated in the draft Bays West Place Strategy. The condition would address a future non-compliance that could arise if high rise residential development occurs in proximity to the Metro Station site at the location identified in Figure 3.2A and 3.2B. To ensure ongoing compliance with AS 4282-2019 the condition would require the night time illumination of the signage to change from 1am to 11pm.

Further, the existing consent instrument (DA 041-09-2011 (MOD 2)) incorporates a condition (Condition B7) that allows for the removal of the signage prior to the expiry of the consent in the event that Glebe Island is redeveloped as part of the urban renewal of the Bays Precinct. The Applicant would be willing for this condition to be imposed on any future consent. On this basis it is our professional opinion that the ongoing display of the signage for a further ten (10) years will not have detrimental amenity impact to existing and future adjacent land users in the locality.

### 5.2.7. HERITAGE OR SPECIAL AREA CHARACTERISTICS

A Statement of Heritage Impact has been undertaken by NBR Architects and is reproduced in Appendix D. The relevant extracts from that Report are reproduced below in this section.

#### 5.2.7.1. EVALUATION OF HERITAGE CONTROLS

The NBR Report includes an assessment of the compliance of the proposal against the relevant heritage provisions that are contained in the following environmental planning instruments and policies:

- Sydney Regional Environmental Plan No 26;
- State Environmental Planning Policy No.64;
- Glebe Island Silos Advertising and Signage DCP 2004; and
- Draft Bays West Place Strategy Documents.

An assessment of the compliance follows.

- **COMPLIANCE WITH SYDNEY REGIONAL ENVIRONMENTAL PLAN NO 26 (SREP 26)**

*Schedule 4 of the SREP identifies Heritage Items. The Glebe Island Wheat Silos are listed as a heritage Item (Item 1) on the schedule. In addition the following items in the general vicinity of the Silos are also listed as Heritage items:*

*Item 4 - Sewerage pumping station, Roberts Street;*

*Item 5 - Monument, Glebe Island;*

*Item 7 - Railway Bridge, Railway Parade;*

*Item 9 - Railway truss bridge, Johnston Street; and*

*Item 11 - White Bay Power Station complex*

*SREP 26 has heritage specific clauses that need to be addressed as part of development to, or in the vicinity of heritage items. These are detailed in Table 5.5.*



TABLE 5.5

SREP26 HERITAGE PROVISIONS

SREP 26 PROVISION	NBRS COMMENT
<p>SREP 26, Division 6 Heritage conservation, Clause 29            General considerations</p> <p>Development of or including a heritage item, in the vicinity of a heritage item, or within a conservation area, must be compatible with the conservation of the heritage significance of the item or the character of the conservation area.</p>	<p><i>The subject site, Glebe Island Wheat Silos (Item 1), is listed as a heritage item in SREP 26, Schedule 4 Heritage Items and is located in the vicinity of Items 4,5,7,9 and 11.</i></p> <p><i>The retention of the existing signage as proposed by this application for a further ten (10) year term does not alter the appreciation, setting or views of these items.</i></p>
<p>SREP 26, Division 6 Heritage conservation, Clause 30 Duty of Consent Authority            Before granting consent to any such development, the consent authority must consider:</p> <ul style="list-style-type: none"> <li>• The heritage significance of the heritage item or conservation area, and</li> <li>• The impact that the proposed development will have on the heritage, and</li> <li>• Significance of the heritage item and its setting or the conservation area, and</li> <li>• The measures proposed to conserve the heritage significance of the heritage item and its setting or the conservation area, and</li> <li>• Whether any archaeological site or potential archaeological site would be adversely affected.</li> </ul>	<p><i>The proposed development of a heritage item and within the vicinity of other heritage items, must be in keeping with the heritage significance and character of the respective heritage items.</i></p> <p><i>As the advertising signage is well above ground, the development will not impact the significance of the heritage item itself, nor other heritage items in the vicinity.</i></p> <p><i>No aspects of the proposal involve sub surface investigations.</i></p>
<p>SREP 26, Clause 31 Conservation Management Plans and Heritage Impact Statements</p> <p>The consent authority must decline to grant consent for development relating to a heritage item or conservation area unless it has taken into consideration a Conservation Management Plan or Heritage Impact Statement which includes an assessment of the matters listed in Clause 30.</p>	<p><i>This Statement of Heritage Impact (SHI) has been prepared in accordance Clause 31, to determine the positive and negative heritage impacts associated with providing a ten (10) year consent for the existing signage mounted on the upper structure of the glebe Island Silos.</i></p>

Source: NBRS Heritage Architecture 2021

• **COMPLIANCE WITH THE STATE ENVIRONMENTAL PLANNING POLICY 64**

Clause 21 establishes the specific criteria that relate to the display of roof signs. Clause 21(1) seeks to ensure that the display of a roof sign will not have an adverse visual impact or diminish the appearance of the building. NBRS has considered the heritage impact as it addresses this Clause in Table 5.6.

**TABLE 5.6**

**SEPP 64 CLAUSE 21 PROVISIONS**

SEPP 64 PROVISION	NBRS COMMENT ABOUT HOW THE PROPOSAL RELATES TO SEPP 64
<p>Clause 21 Roof or Sky Signs</p> <p>(1) The Consent Authority may grant consent to a roof or sky advertisement only if:</p> <p>(a) the Consent Authority is satisfied:</p> <p style="padding-left: 40px;">(i) that the advertisement replaces one or more existing roof or sky advertisements and that the advertisement improves the visual amenity of the locality in which it is displayed, or</p> <p style="padding-left: 40px;">(ii) that the advertisement improves the finish and appearance of the building and the streetscape, and</p> <p>(b) the advertisement:</p> <p style="padding-left: 40px;">(i) is no higher than the highest point of any part of the building that is above the building parapet (including that part of the building (if any) that houses any plant but excluding flag poles, aerials, masts and the like), and</p> <p style="padding-left: 40px;">(ii) is no wider than any such part.</p>	<p><i>The Glebe Island Grain Silos, constructed in 1972, are structures with landmark qualities due to their size and distinctive form.</i></p> <p><i>The murals on the South and West Elevations of the former grain Silos, although not linked in any way to the significance of the Silos themselves, add to their landmark quality and are well maintained.</i></p> <p><i>The subject signage is located on the upper portion of the structures on the South and West Elevations and are limited to the dimensions of the former conveyor room, which runs across the top of the silo containers.</i></p> <p><i>The signage, together with the structural signage system are designed in a manner that is sympathetic to the character of the former grain Silos (currently sugar and cement Silos) and the industrial and seaport character of the Port Authority of NSW land at Glebe Island and White Bay.</i></p>

Source: NBRS Heritage Architecture 2021

The Schedule 1 Assessment Criteria seek to ensure that an advertisement does not detract from a heritage area or conservation area. Refer Table 5.7.

TABLE 5.7

SEPP 64 SCHEDULE 1 HERITAGE CRITERIA

SEPP 64 PROVISION	NBRS COMMENT ABOUT HOW THE PROPOSAL RELATES TO SEPP 64
<p>SEPP 64, Schedule 1 Assessment Criteria 2 Special areas</p> <p>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?</p>	<p><i>The scale of the advertising signage on the Glebe Island Silos is compatible with the heritage Silos and industrial character of the surrounding port structures and is read as the same scale and proportion of the former conveyor building across the top of the container structures.</i></p> <p><i>Half of the Glebe Island Silos structure, the north and east Elevations, has retained the original form and finish of the industrial concrete storage Silos structure. This allows readily for the interpretation of the original storage structure. More importantly, the associated activity in the immediate vicinity of the Silos is directly related to its current and ongoing use, namely as large-scale containers of cement and sugar.</i></p> <p><i>This activity, including shipping and truck movements delivering and distributing these products, is a function of the Silos use and most clearly interprets the historic and ongoing significance of the structures.</i></p>

Source: NBRS Heritage Architecture 2021

• **COMPLIANCE WITH GLEBE ISLAND SILOS ADVERTISING AND SIGNAGE DCP 2004**

The aims and objectives of the Glebe Island Silos Advertising and Signage DCP 2004 (Glebe Island Silos DCP) are:

- To provide design guidelines for advertising on top of the existing Glebe Island Silos.
- To encourage advertising signage that is compatible with the heritage Silos and the industrial character of the surrounding port.

Table 5.8 assess the compliance of the proposal against the relevant provisions of the DCP having regard to heritage considerations.

**TABLE 5.8**

**GLEBE ISLAND SILOS ADVERTISING AND SIGNAGE DCP 2004**

DCP CONTROL	NBR'S COMMENT ABOUT HOW THE PROPOSAL RELATES TO THE DCP
<p>8.2 Heritage</p> <p>The Silos are identified as a heritage item under the Bays Precinct provisions of SREP 26. The Bays Precinct was incorporated into SREP 26 in November 1997.</p> <p>The heritage listing of the Silos occurred some five (5) years after temporary consent (10 years) has been issued in 1992 for the erection of advertising signs as part of the Olympic Bid.</p> <p>Under Clause 31 of the SREP 26, consent cannot be granted for development relating to heritage items unless the Consent Authority has considered a Conservation Management Plan or a Heritage Impact Statement which includes an assessment of the impacts on the heritage item.</p>	<p><i>The retained structure of the Glebe Island Silos was gazetted as a heritage item in 1997, five (5) years after advertising signage was erected on the structure.</i></p> <p><i>This Statement of Heritage Impact has been prepared to accompany a Development Application for the ongoing display of the advertising signage on the Signage Zone of the Glebe Island Silos for a period of ten (10) years from 11<sup>th</sup> April 2022.</i></p> <p><i>No physical changes are proposed to the Glebe Island Silos. The approval only relates to an extension of the consent duration.</i></p>

DCP CONTROL	NBRS COMMENT ABOUT HOW THE PROPOSAL RELATES TO THE DCP
<p>9.0 Desired Future Character</p> <p>9.1 Continuation of the Port</p> <p>The scale of the Silos and the advertising structures are compatible with the oversized machinery, cargo ships and warehouse buildings located in the port area.</p> <p>The advertising on the top of the Silos adds a point of visual interest and enhances the Silos role as a landmark and reference point in the city. This is especially the case at night when the signs are illuminated.</p>	<p><i>The Development Application is for the consent for advertising signage on the Signage Zone of the Glebe Island Silos for a period of ten (10) years from 11 April 2022.</i></p> <p><i>The development will be substantially the same as the existing and will utilise the existing structure and external lighting.</i></p> <p><i>The structure would be reversible without impacting on the Silos fabric.</i></p> <p><i>It is proposed to maintain the existing mural and to conserve the fabric of the structure.</i></p> <p><i>The existing working Harbour setting and potentially the use of the Glebe Island Silos is expected to alter with the implementation of The Bays Precinct suite of strategies. The character of the signage structure is in keeping with existing character of the working Harbour, up until such time as the potential redevelopment of the Silos is undertaken. This is highly unlikely to occur within the next ten (10) years.</i></p>
<p>11.0 Advertising Structure</p> <ul style="list-style-type: none"> <li>• Advertising is to be restricted to the southern and western sides where the decorative treatment relates to the busy, public nature of the main roads.</li> <li>• The signage system is to be a stretched skin with no extraneous structures or fixings in view, apart from the necessary lighting fixtures.</li> <li>• All access to the advertising panels for installation shall be made easily and in accordance with Occupational Health and Safety Guidelines.</li> <li>• The view of the rear of the signs from the Balmain peninsula is to be finished appropriately to screen the working face of the sign panels.</li> </ul>	<p><i>Advertising will be restricted to the southern and western sides of the Silos, in line with the current arrangement, and will utilise the existing structure and external down-lighting fixtures and limiting the advertising to the Signage Zone designated in the Glebe Island Silos DCP (the southern and western facades).</i></p> <p><i>Existing controls around illumination levels and hours of operation will be retained.</i></p> <p><i>The existing signage complies with the Glebe Island Silos DCP by having safe access to the advertising panels in accordance with WH&amp;S Act 2011.</i></p> <p><i>In addition, the existing signage structure is designed so as to screen the working face of the sign panels from the Balmain peninsula.</i></p>
<p>11.5 Materials and Finishes</p> <p>Materials to be used in the structure are to be durable and of high quality, ensuring the use of non-reflective surfaces suitable for an outdoor industrial location.</p> <p>Materials are to respect the heritage status of the building.</p>	<p><i>The existing materials and finishes (including static vinyl signs) are in accordance with the Glebe Island Silos DCP and respect the heritage significance of the structure and the heritage items in close proximity. The application proposes no changes to the materials and finishes. The signage is consistent with the scale and character of the heritage item and its current maritime, working Harbour setting</i></p>



DCP CONTROL	NBRS COMMENT ABOUT HOW THE PROPOSAL RELATES TO THE DCP
<p>12.1 Mural</p> <p>Although this does not form part of the advertising signage, the maintenance and relevance of the mural remains part of the lease agreement between the lessee and the Sydney Ports.</p>	<p><i>It is the lessee, oOh!media, who maintains the Olympic Bid murals located on the southern and western facades of the Glebe Island Silos. The murals, completed in 1992, have become an integral part of the structure and recognised as a local landmark appreciated by those who cross the Anzac Bridge and reside in the local area.</i></p> <p><i>This is in accordance with the Glebe Island Silos DCP and consistent with the existing approvals condition. The development will be substantially the same development as the existing approval.</i></p>

Source: NBRS Heritage Architecture 2021

• **COMPLIANCE WITH THE BAYS WEST PLACE STRATEGY**

The vision for the Bays West Precinct is contained in the Bays West (Draft) planning documents, which include:-

*Bays West Connecting with Country Framework, prepared by bangawarra*

- *Bays West Strategic Place Framework, prepared by Terroir*
- *Bays West Sustainability Framework, prepared by Atelier ten and Integral Group*
- *Bays West Urban Design Framework, prepared by Terroir, and*
- *Bays West Place Strategy, prepared by NSW DPIE.*

*This suite of documents has a stated intention to protect and adapt the heritage aspects on the site in a way that ensure a supportable future and use well into the future:*

*'Heritage and culture*

*That recognise the importance of the past and how understanding history and culture is critical to creating a place with meaning.*

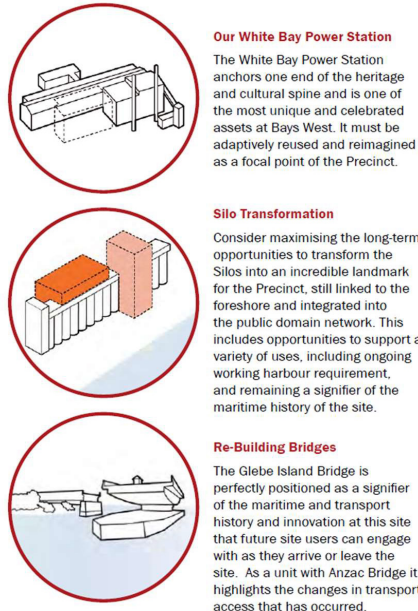
*Direction 11 Bring new life to existing diverse assets and uses, integrating rich layers of creativity, heritage and culture across the precinct.*

*Direction 12 Ensure that future developments recognise, embrace and create opportunities for deeper understanding of our culture and stories.' (Bays West Place Strategy, NSW DPIE 2021)*

*Illustrated within The Bays West Urban Design Framework is the intention to provide for future development of the heritage structures on the site. The goal is to put in place a framework which will assist establishing a future use for the industrial structures alongside the redevelopment across the Precinct for a new, less industrially focused use, integrating urban redevelopment with a growing and evolving port. Refer Figure 5.4.*

FIGURE 5.4

## BAYS WEST INITIATIVES CONTEMPLATE MAJOR CHANGES TO THE WAY THE SILOS WILL BE USED AND PERCEIVED



Source: draft Bays West Strategy Urban Design Framework 2021

The Development Application for the continued operation of the advertising signage atop the Glebe Island Silos for a period of ten (10) years does not impact the intention of the potential Silos Transformation concept identified in The Bays West documents. The suite of documents is currently still in its draft form. The timeframes around the implementation of the Precinct development is considered to be around forty years; and specifically no development of the Silos is considered likely in the next ten (10) years.

For this reason, the ten (10) year consent requested is acceptable in terms of future planning for the structures. It should also be noted that a condition of consent is being proposed as part of the application which addresses the issue of development of the Silos or the wider Glebe Island Precinct being brought forward and offers the imposition of a condition of consent that requires the removal of the signs prior to the expiration of the ten (10) year consent term.

### 5.2.7.2 HERITAGE IMPACT ASSESSMENT

#### **INTRODUCTION**

The following assessment of this application is based on the guidelines set out by the NSW Heritage Office (now Heritage Division of the Office of Environment & Heritage) publication 'Statements of Heritage Impact', 2002. The standard format has been adapted to suit the circumstances of this application.

The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:

- An approval for the advertising signage atop the Glebe Island Silos does not diminish the significance or appreciation of the distinctive cylindrical form and large scale of the structures as it does not obscure nor damage the distinctive Silos.
- The size and proportion of the existing signage is determined by the length and height of the conveyor building that runs across the top of the Silos. In this way, the original form and scale of the Silos structures is retained.

- *There will be no change to the physical and visual relationship between the Anzac Bridge, the Glebe Island Bridge and the White Bay Power Station. All these historic items are contained within the area designated The Bays Precinct and will continue to contribute to the future character of the area.*
- *Whilst the illuminated signage is clearly a non-historic element of the wider views of the area, it sits alongside other lighting features that allow the illumination of the Anzac Bridge, the roadways and foreshore generally. Currently the Power Station building is unoccupied, and so is not lit as either a feature or as an occupied building.*
- *The Glebe Island Silos Olympic Mural is not linked in any way to the significance of the Silos themselves. However, in its own right it is considered to have historic, social and associational significance, and some rarity value. There are no physical or visual changes to the mural.*
- *The existing illumination levels and hours of operation will be maintained.*

*The following aspects of the proposal could detrimentally impact on heritage significance. The reasons are explained as well as the measures to be taken to minimise impacts:*

- *The consent for advertising signage atop the existing Glebe Island Silos would not diminish the appreciation or understanding of the silo structures.*

#### **NEW SIGNAGE (CONTINUATION OF AN EXISTING USE)**

*How has the impact of the new signage on the heritage significance of the item been minimised?*

- *In 1917, grain Silos were first constructed at Glebe Island. The Grain Silos complex was extended over the years with numerous phases of alteration and modification, including demolition of earlier Silos. The Silos were decommissioned for grain storage in 1984. The use of the Silos changed in 1994, when the silos were converted to cement and sugar storage. This would have required to alteration to the design of the Silos.*
- *The existing Glebe Island Silos date to the 1975 phase of development which comprised a multi-million-dollar extension to the system. The works included 30 cylindrical concrete Silos 38.4 m high, each having a capacity of 2,400 tonnes.*
- *The physical fabric of the existing Glebe Island Silos is not significant as early fabric, nor are they the same scale, size and overall form as the original complex – the advertising signs do not cover or negatively / detrimentally impact on the fabric of the Silos. The machinery tower on the upper section of the north and east elevations of the Silos complex remains visible as signage is not located on these facades. This allows continued public appreciation and interpretation of the structures.*
- *The primary significance of the Glebe Island Grain Silos are their historic associations with the Primary Industry and grain production. Over the next three (3) year period, the proposed Development Application is unlikely to have little impact on the historic significance of the Glebe Island Silos and its setting.*
- *The development of The Bays West Precinct contemplates significant changes to the setting of the Silos, and the other heritage items in the precinct. For this reason, a consent to maintain the existing situation is acceptable.*

*Have alternative signage forms been considered (e.g. free standing or shingle signs). Why were they rejected?*

- *The proposed signage is in accordance with the Glebe Island Silos DCP 2004. The historical significance of the Silos is legible as a complete operating structure with distinguishable component parts such as the conveyor arm and eastern tower, with the advertising signage located around the parapet but leaving the eastern tower exposed.*
- *The form and proportions of the signage is based on the scale of the conveyor room structure and was an acceptable negotiated outcome with the consent authority for the earlier approval.*

Is the signage in accordance with Section 6, 'Areas of Heritage Significance', in Outdoor Advertising: An Urban Design-Based Approach? How?

The signage structure, external lighting system and operating hours are consistent with the heritage significance of the place. Both physically and legally, the signage will be substantially the same development as currently exists. The development for signage is consistent with the Glebe Island DCP and The Bays West Urban Design Framework (Draft). It should be noted that the development of The Bays Precinct is a long-term project with no significant change to its current land use envisaged in the next ten (10) years which would render the continued display of signage on the Silos as unsuitable.

Will the signage visually dominate the heritage item/heritage conservation area or heritage streetscape?

The Silos are visible from residential areas of Balmain, Glebe, Annandale and Pyrmont. The Silos are emblematic of the working harbour – a reminder of the working harbour and trading port. The signage is located at the upper section of the structure within the location identified in the Glebe Island Silos DCP. The signage is limited to the southern and western sides of the Silo structure facing busy public roadways. The elevations of the Silos that retain the “undecorated” industrial character, generally face onto the residential areas of the Balmain peninsula which lie in close proximity to the subject heritage item, heritage conservation areas of Balmain and White Bay Power Station, a State-listed heritage item.

Can the sign be remotely illuminated rather than internally illuminated?

The signage lighting will continue to be an external illumination type in accordance with the current operating approval. The lighting provides time restricted night time illumination using discrete structures with light spill only to the face of the signs. The lighting currently complies in full with the relevant requirements of SEPP64 and AS4282.

### **5.2.7.3 CONCLUSION**

The retention of the advertising signage for a period of ten (10) years will have no adverse effect on the identified heritage significance of the Glebe Island Silos and its maritime and industrial setting.

Well over half of the Glebe Island Silos (the northern and eastern elevations) remain in original visual condition, that is “undecorated” and are not impacted by signage or artwork on the structure. Together with the ongoing activity associated with the place, namely shipping and truck movements associated with cement and sugar delivery and distribution, the general public can easily interpret the original and ongoing use of the Silos for dry bulk product arriving by ship.

The existing signage structure is a minor addition to the original fabric and is readily reversible. This is in accordance with heritage best practice principles set out in the Australia ICOMOS Burra Charter.

The potential future adaptive re-use of the silo structures is contemplated in draft The Bays West planning framework documents which envisage these purpose-built structures will make an ongoing contribution to the landscape, in a way other than envisaged by their original function. A ten (10) year consent for the advertising signage will not affect the future plans for the Silos.

Based on the analysis contained in the NBRIS Report, it is our professional opinion the proposed extension of the signage display can be supported on heritage grounds.

### **5.2.8. Access and Parking**

The proposed works will not necessitate any change to the current access and parking arrangements. As the Glebe Island Silos is a secured site under the Customs Act 1901, Eye Drive Sydney contractors are granted authorised access for undertaking maintenance to the advertising structure, the mural displays and the changing of the advertising skins.

### 5.2.9. Traffic, Cyclist and Pedestrian Safety

Bitzios Consulting has undertaken a Traffic Safety Impact Assessment to ascertain whether the existing signage and its continued display over a four (4) year term poses a threat to driver, cyclist and pedestrian safety. The assessment can be found in the report at Appendix F. The key conclusions from the traffic safety assessment are reproduced below:

- *The signs are externally illuminated and will not change in terms of their existing sizes, locations and orientation.*
- *The signs do not obstruct or interfere with the view of or restrict sight distances to any intersections, traffic control devices, vehicles, pedestrians or cyclists given their raised locations on the roadside*
- *There is no evidence that the signs have in the past reduced the safety of any vehicles, pedestrians or cyclist movements given their locations. It is unlikely that they would previously, or in the future, because they are located within a driver's ordinary field of view when approaching eastbound and westbound and only require glance appreciation with a small vertical deviation angle from vehicles ahead*
- *The draft Bays West Place Strategy and The Bays Metro Station do not propose any major road works within the vicinity of the subject site that would influence the signs, or that the signs would influence*
- *Traffic using the M4-M5 Link project is not expected to be impacted by the advertising signage because existing traffic on Anzac Bridge is not impacted*
- *A review of available five years of crash data within 650m of the site was undertaken as part of the traffic safety assessment. The crash data showed a low crash rate compared the traffic volumes carried and does not identify an unusually or inherently high crash rate location on approach to the signs. The casualty crash rate calculated for the relevant section of road is approximately 3.20 per 100M VKT, which is less than both comparable average NSW urban road crash rates and is therefore appropriate. Furthermore, the crashes reported in the vicinity of the signs could not be reasonably attributed, even in part, to them.*
- *The signs comply with the criteria set out in the SEPP 64, Transport for NSW Advertising Sign Safety Assessment Matrix and Signage Guidelines.*

Based on the findings of the Bitzios Consulting Assessment it is our professional opinion that there are no matters that would give rise to an adverse traffic, cyclist or pedestrian safety condition arising from the continued display of the existing signage on the western and southern elevations for a further ten (10) year term.

### 5.3. Section 4.15 (1) (c) Suitability of the Site for the Development

The subject signage is located on the upper portion of the structures on the southern and western elevations of the Glebe Island Silos. The signage, together with the structural signage system are designed in a manner that is sympathetic to the character of the former grain silos and the industrial and maritime character of the Port. The display of signage on the Silos occurs without any reduction to the functionality of the Silos and Glebe Island.

The signage complies in full with the development standards that are contained in the Glebe Island Silos DCP 2004. The DCP was prepared and adopted specifically to provide for the erection of a landmark general advertising display on the parapet of the Silos. The advertising structure and advertising is lower than the highest part of the Silos structure and no wider than any part of the structure.

The murals on the southern and western elevations of the Silos add to their landmark quality. The maintenance of the murals is provided for under the terms of the commercial lease agreement that is held between the Port Authority and Eye Drive Sydney Pty Ltd.

The impact of the signage on the heritage significance of the Silos has been assessed by NBRS and it has been determined that the display represents as successful adaptive reuse of the heritage item. More than 50% of the



Glebe Island Silos (the northern and eastern elevations) remain in original visual condition, that is “undecorated” and are not impacted by signage on the structure. This enables the general public to interpret the original use of the Silos, which was for the storage of grain and cement. It is in line with heritage practice to maintain at least 50% of a heritage item in its original condition. The existing signage structure is a minor addition to the original fabric and is readily reversible. This is in accordance with heritage best practice principles.

The proposal will not impact the desired future character of the Bays Precinct. The draft Bays West Place strategy documents have been reviewed by all specialist consultants and it has been determined that a further ten (10) year consent term can be accommodated. Further, as a precautionary measure, the Applicant is proposing two conditions of consent that they would be willing to accept relating to the night time lighting curfew and the removal of the sign should the redevelopment plans for Glebe Island be brought forward.

It is our professional opinion, that the display of roof signage on the southern and western elevations of the Silos for a further ten (10) year term represents a suitable use of the site in this instance.

## 5.4. Section 4.15 (e) Public Interest

After fully considering all aspects of the proposal it is our professional opinion that extending the duration of the consent for an additional ten (10) years is in the public interest for the following reasons:

- It will not result in any adverse significant impact. This has been confirmed by the robust independent investigations into visual impact, heritage impact, traffic safety and illumination.
- It can be supported on Statutory Planning and Policy grounds and raises no matters of non-compliance.
- It will not impede the working of the Port in its servicing of the NSW construction materials supply chain.
- The review of the draft Bays West Place Strategy and its supporting documents has confirmed that a ten (10) year extension will not impact the planning and development timeline for the Bays Precinct. The urban renewal of Sub Precinct 3, 4 and 5 which encompass Glebe Island is not identified for urban renewal in the first stage of development up to 2030.
- The proposal incorporates a public benefit in the form of a monetary contribution that is to be paid annually by Eye Drive Sydney Pty Ltd to the Inner West Council to invest in local heritage conservation projects.
- The Applicant is willing to accept the imposition of a condition that addresses the future change in land use anticipated for the White Bay Power Station site (Sub Precinct 1) up to 2030 as indicated in the Draft Bays West Place Strategy. The condition would address a future non-compliance that could arise if high rise residential development occurs at the location identified in Figure 3.2A and 3.2B. To ensure ongoing compliance with AS 4282-2019 the condition would require the night time illumination of the signage to change from 1am to 11pm.
- The existing consent instrument (DA 041-09-2011) incorporates a condition (Condition B7) that allows for the removal of the signage prior to the expiry of the consent in the event that Glebe Island is redeveloped as part of the urban renewal of the Bays Precinct. The Applicant would be willing for this condition to be imposed on any future consent.

## 6. CONCLUSION AND RECOMMENDATION

The Glebe Island Silos have proven to be a highly successful landmark advertising location for the past twenty nine (29) years. The proposal to extend the consent duration for a further ten (10) years is considered appropriate and acceptable for the following reasons:

- The appearance of the advertising structure will not change as a result of this application. The Development Application proposes no physical works or change to the night time hours of illumination at the present time. The 1am curfew will stay in place until such time as Sub Precinct 1 (White Bay Power Station and Metro Station) is redeveloped. It is anticipated that high density residential apartments will be developed in proximity to the Silos in this Sub Precinct as indicated at Figures 3.2A and 3.2B. Should this development occur prior to the expiration of the ten (10) year consent term, the curfew will change from 1am to 11pm so that compliance with AS 4282-2019 is maintained. The Applicant will accept a condition of consent requiring this change.
- Independent and robust investigations into traffic safety and visual impact have confirmed that there are no adverse safety or amenity impacts arising from the display of the signage for an additional ten (10) years.
- The impact of the signage on the heritage significance of the Silos has been assessed by NBR Heritage Architecture and it has been determined that the display of signage represents a successful adaptive reuse of the heritage item and will not obstruct the achievement of the overall development vision for the Glebe Island Silos detailed in the draft Bays West Structure Plan for Sub Precinct 3.
- Based on the implementation plan identified in the draft Bays West Structure Plan, the development of Sub Precinct 3 and the balance of Glebe Island (Sub Precincts 4 and 5) is not anticipated to occur during the ten (10) year consent term as they are longer term aspirational urban renewal initiatives. In the event that the urban renewal of Glebe Island occurs within the consent term, the Applicant would be willing to accept a condition of consent similar to Condition B7 in the existing consent instrument that would require the Applicant is to gain approval from the Secretary to continue the use of the existing advertising sign.
- The proposal incorporates a Public Benefit Offer that will deliver to the Inner West Council an annual monetary contribution that the Council can invest in local heritage conservation.
- The continued display of the signage is supported on statutory planning and policy grounds and raises no matters of non-compliance. The ongoing display of the signage for a further ten (10) year term is provided for under Clause 21 of SEPP 64 which recognises a ten (10) year period as the maximum consent term for a roof or sky sign
- The signage has existed on the parapet of the Silos for twenty nine (29) years and it can satisfactorily coexist on the structure without impeding the workings of the Glebe Island Port or the commercial operation of the Silos for the storage of sugar and cement.
- The signage reinforces the landmark quality of the Silos structure and will prolong its role as an iconic out of home advertising asset that is sort after by global entities seeking premium brand promotion which brings revenue into the local Sydney economy. The iconic landmark status of the Silos is recognised under the draft Bays West Strategy.
- Effective outdoor advertising requires a site that provides a high daily exposure to motorists and commuters. The Silos are located adjacent to a significant arterial road network that incorporates the Anzac Bridge.

The proposal to extend the advertising signage display on the Silos for a further ten (10) years is a well-considered and desirable outdoor advertising and asset management outcome that is consistent with both the existing and desired future character of Glebe Island and the broader Bays West Precinct. The existing consent will expire on the 11<sup>th</sup> April 2022, the progression of this application will facilitate its ongoing display in accordance with the commercial lease agreement held between the Port Authority of NSW and Eye Drive Sydney Pty Ltd. It is our professional opinion that the proposal to extend the consent duration of the roof advertisements displayed on the southern and western elevations of the Glebe Island Silos for a further ten (10) year term should be favourably considered and recommended for approval as submitted.

Yours faithfully,



Belinda Barnett  
Managing Director, Urban Concepts