



Glebe Island Silos Signage

Development Application Assessment
(DA 21/13182)

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Cover image: View of existing signage on the southern elevation of the Glebe Island Silos (Source: Applicant EIS; Eye Drive Sydney Pty Ltd)

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Glossary

Abbreviation	Definition
Applicant	Eye Drive Sydney Pty Ltd (a subsidiary company of oOh!media)
Application	DA 21/13182
Consent	Development consent
Council	Inner West Council
CoS	City of Sydney Council
DA	Development Application
DCP	Development Control Plan
Department	Department of Planning and Environment
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2020
EPI	Environmental Planning Instrument
ESD	Ecologically Sustainable Development
GISAS DCP	Glebe Island Silos Advertising Signage Development Control Plan
GIWB Master Plan	Glebe Island and White Bay Master Plan 2000
Guidelines	Transport Corridor Outdoor Advertising and Signage Guidelines 2017
GSRP	Greater Sydney Region Plan
IESEPP	State Environmental Planning Policy (Industry and Employment) 2021
LEP	Local Environmental Plan
LGA	Local Government Area
LIA	Lighting Impact Assessment
Minister	Minister for Planning
Place Strategy	Bays West Place Strategy
Planning Secretary	Secretary of the Department of Planning and Environment
RtS	Response to Submissions
SHFA	Sydney Harbour Foreshore Authority
SEE	Statement of Environment Effects
SEPP	State Environmental Planning Policy
SSA	Signage Safety Assessment
TfNSW	Transport for NSW
VIA	Visual Impact Assessment
VPA	Voluntary Planning Agreement

Executive Summary

Introduction

This report provides an assessment of a Development Application (DA 21/13182) lodged by Eye Drive Sydney Pty Ltd (a subsidiary of oOh! media) (the Applicant) under Part 4 of the *Environmental Planning and Assessment Act 1979* (EP&A Act). The application seeks approval for the ongoing use of two existing advertising signs on the Glebe Island Silos for 10 years.

The signs are located on the top of the southern and western elevations of the Silos. The southern sign is the larger of the two signs, with a total advertising display area of 1,037 m². The western sign has an advertising display area of 134.8 m².

No physical works are proposed as part of the application. The application seeks to continue to use the existing signage structures.

Engagement

The Department publicly exhibited the application for 28 days from 30 September 2021 to 27 October 2021. During the exhibition period, the Department received advice from 2 government agencies making comments, a submission from Inner West Council (being the LGA the proposal is located within) making comments, an objection from City of Sydney Council (CoS) and 84 public submissions, of which 80 objected.

Inner West Council (Council) does not object to the proposal, however initially provided comments relating to the 10-year consent sought and the compatibility of the signs with the future development envisaged under the Bays West Initial Stage Structure Plan. Council also raised concern with the impact of the advertising signage on the heritage significance of the Glebe Island Silos. Council's subsequent submission supported a shorter eight-year consent, and recommended conditions including the Applicant entering into a Public Benefit Offer for heritage conservation and improvements to community services and an increased lighting curfew.

CoS objected to the proposal on the grounds of inconsistencies with the intent of the original application, heritage impacts, the proposed duration of consent and the lack of public benefit. CoS considers any consent should be restricted to three years in line with the White Bay and Glebe Island Master Plan 2000 and the Glebe Island Silos Advertising Signage Development Control Plan 2004.

Key planning issues raised in public submissions include visual, lighting (including recommendations to reduce the curfew) and heritage impacts. Concerns were also raised about the potential impacts of the signs on wildlife and inadequate information.

The Applicant provided a response to Council, CoS and public submissions and additional information in its Response to Submissions (RtS) and Addendum RtS. The RtS amended the proposal by increasing the lighting curfew by two hours from 11 pm to 6 am (currently 1 am to 6 am). The Addendum RtS also provided justification for the 10 year consent sought however also noted that a lesser consent period of three years would be accepted.

Assessment

The Department has assessed the proposal against the requirements of State Environmental Planning Policy (Industry and Employment) 2021 (IESEPP) and the Transport Corridor Outdoor Advertising and Signage Guidelines 2017 (Guidelines) and has carefully considered the issues raised in submissions. The Department considers the proposal, as amended by the RtS, is acceptable as:

- it is permissible with consent, is consistent with the Guidelines and would not have any impact on the future redevelopment potential of the site and broader precinct
- the current lighting curfew would be increased by two additional hours with all lighting ceasing at 11 pm rather than 1 am thus reducing light spill and lighting impacts on surrounding residences
- illumination levels comply with the requirements in the Guidelines and relevant Australian Standards
- no physical works are proposed, and the continued display of existing signage would not result in additional visual or heritage impacts
- it would not result in road safety impacts
- it would provide a public benefit to the local Inner West community through the provision of an annual cash contribution towards heritage conservation and local community services including traffic safety, public transport services, school safety infrastructure and improved public amenity.

The Department has also recommended conditions to ensure the residual impacts associated with the proposal are appropriately mitigated and managed to an acceptable level, including:

- the consent will lapse three years after the date of consent (circa 2025)
- within three months of the consent lapsing, the Applicant must ensure the sign is removed and the site is restored and reinstated as per the requirements of the Port Authority NSW
- illuminating the signage is not permitted between the hours of 11 pm and 6 am, Monday to Sunday, and its luminance must be in accordance with the Guidelines and relevant Australian Standards
- the Applicant enter into an agreement with Inner West Council for a public benefit contribution within three months after the granting of consent.

Conclusion

The Department's assessment concludes that the proposal is in the public interest and is approvable subject to the recommended conditions.

The application is referred to the Independent Planning Commission for determination as the Department has received over 50 unique public submissions objecting to the proposal.

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1 Introduction

1.1 Background

- 1.1.1 This report provides an assessment of a Development Application (DA 21/13182) lodged by Eye Drive Sydney Pty Ltd (a subsidiary of oOh! media) (the Applicant) under Part 4 of the Environmental Planning and Assessment Act 1979 (EP&A Act).
- 1.1.2 The Applicant seeks consent for the ongoing display of existing advertising signage on the Glebe Island Silos for 10 years.

1.2 Site Context

- 1.2.1 The subject site is located on Glebe Island, which is a reclaimed peninsular located to the south of Balmain. The site sits within the Inner West Local Government Area (LGA) and is surrounded by water to the north, south and east (as shown in **Figure 1**). The Anzac Bridge and the City West Link carriageway are situated to the south-east and south (respectively) of Glebe Island. Glebe Island supports a range of industrial and port related uses.



Figure 1 | Location Plan (Source: NearMap)

- 1.2.2 Glebe Island has historically been used as a shipping container terminal, for grain and car imports and the transportation of bulk construction materials, such as cement and gypsum. It is one of the last remaining port facilities in close proximity to the Sydney CBD and is one of the few deep-water wharves west of the Sydney Harbour Bridge. Glebe Island is currently used for common user berths, dry bulk imports and approval has been granted for a multi-user facility and a concrete batching plant and aggregate handling facility (physical works for which are yet to commence).

1.3 The Site

- 1.3.1 The site subject to the DA is occupied by a silo structure that comprises two parallel rows of 15 silos located in the southern portion of Glebe Island. The Silos are used for the storage of cement and sugar. The Silos are approximately 22 m wide, 180 m long and 50 m high.
- 1.3.2 Advertising signage is located along a parapet on the southern and western elevations of the silo structure.
- 1.3.3 The signage on the southern elevation faces westbound traffic travelling over the Anzac Bridge and measures 6.1 m x 170 m with a total advertising display area of 1037 m² (**Figure 2**).
- 1.3.4 The signage on the western elevation faces eastbound traffic travelling along the City West Link and measures 6.1 m x 22.1 m with a total advertising area of 134.8 m² (**Figure 3**).
- 1.3.5 The signage panels are vinyl skins that are illuminated externally using top mount down lights (**Figure 4**).



Figure 2 | Southern elevation of silos with existing signage (Source: Applicant)



Figure 3 | Western elevation of silos with existing signage (Source: Applicant)



Figure 4 | View of the signs at night (source: Applicant RtS)

1.4 Approval History

1.4.1 The Glebe Island Silos have been subject to various development consents, including:

- On 21 May 1992, the then 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 10-year period.
- On 14 October 1992, the consent was modified (R92/00081/001) by way of the deletion of a condition relating to the submission of advertisement details and specifications for the approval of the Director.
- Between 2002 and 2005, the advertising structures remained on the Silos while Eye Corp Pty Ltd consulted with the Department regarding a Development Control Plan (DCP) which would allow the consideration of rooftop advertising signage on the Glebe Island Silos. The Glebe Island Silos Advertising Signage DCP (GISAS DCP) was adopted in December 2004, which provides design guidelines for advertisements on the signage.
- On 30 August 2005, the Sydney Harbour Foreshore Authority (SHFA) granted development consent to retain the previously approved signage (DA 108-05-05). The consent was limited to a three-year period in line with the GISAS DCP 2004.
- On 17 October 2008, SHFA granted a further consent to retain the signage (DA 138-09-08) for three years.
- On 11 April 2012, the Department approved a development application for the existing signage for three years (DA 041-09-2011).

- On 12 February 2016, the Planning Assessment Commission approved a section 4.55(2) modification application (DA 041-09-2011 MOD 1) to extend the display of advertising signage by an additional three years.
- On 21 September 2018, the Department approved a section 4.55(2) modification application (DA 041-09-2011 MOD 2) to extend the display of advertising signage by four years, which lapsed on 11 April 2022. Conditions imposed included 1 am curfew for the illumination of the signage at night and a public benefit offer to Inner West Council implemented under a Planning Agreement. This agreement delivers to the Council an annual monetary contribution of \$125,000.

This modification brought the total display period of the original consent to a 10 year term, being the maximum consent duration possible under State Environmental Planning Policy No. 64 Advertising and Signage ((SEPP 64) now IESEPP).

2 Project

2.1 Description of proposal

- 2.1.1 The development application seeks approval for the ongoing use of two existing advertising signs on the Glebe Island Silos for an additional 10 years.
- 2.1.2 No physical works are proposed as part of the application. The key components of the application are outlined in **Table 1** below.

Table 1 | Main components of signage (note: same as existing)

Aspect	Southern	Western
Location	The parapet on the top of the silo structure on the southern and western elevations	
Height of signage to top of sign	RL 52.391 (48.437 m)	
Signage display	Vinyl skins printed with the advertising copy and tensioned across the steel support frame	
Signage dimensions	6.1 m height x 170 m in length	6.1 m height x 22.1 m in length
Advertising display area	1037 m ²	134.8 m ²
Lighting	43 x cantilevered down lights	6 x cantilevered down lights
Average level Illumination	665 LUX	640 LUX

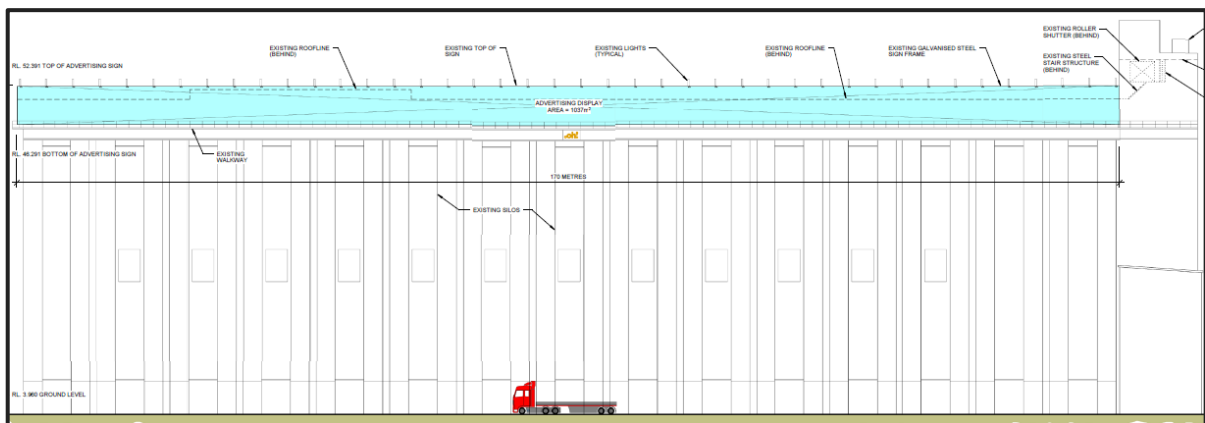


Figure 5 | Southern Elevation (Source: Applicant)

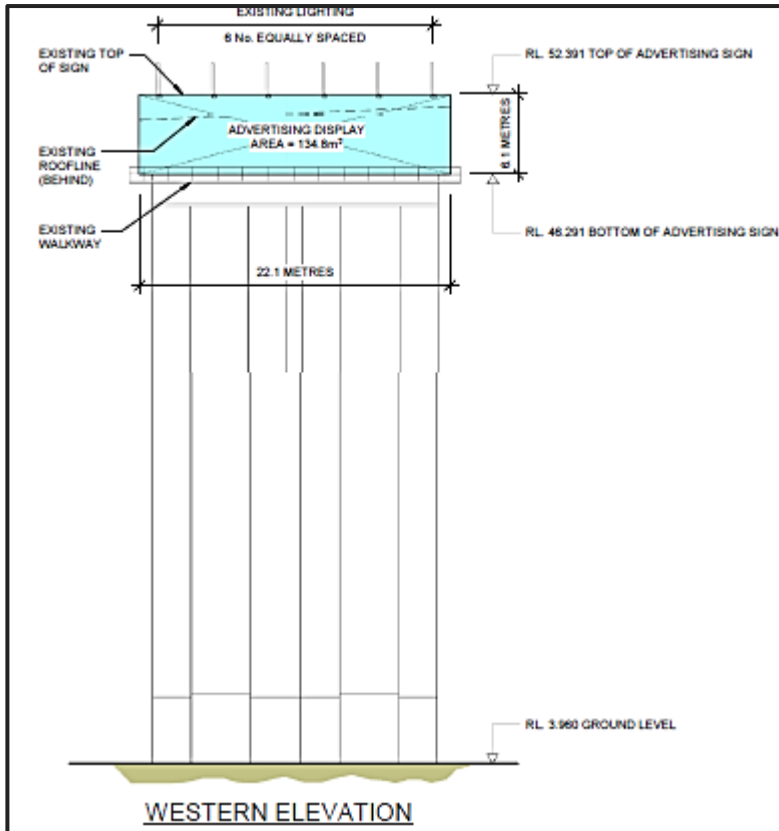


Figure 6 | Western Elevation (Source: Applicant)

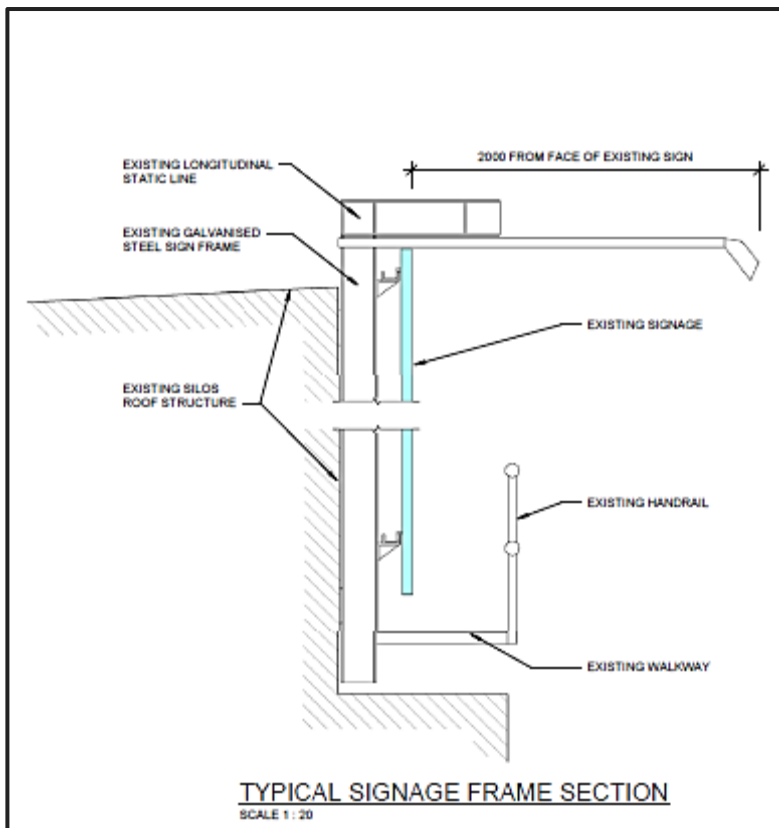


Figure 7 | Typical Signage Section (Source: Applicant)

3 Statutory Context

3.1 Consent authority

- 3.1.1 The application has been lodged by Eye Drive Sydney Pty Ltd (a subsidiary of oOh! media) and relates to development within the area identified as Glebe Island with a capital investment value less than \$10 million.
- 3.1.2 The Minister for Planning is the consent authority for the application in accordance with Clause 2.8(4) of the State Environmental Planning Policy (Precincts – Eastern Harbour City) 2021 (Eastern Harbour City SEPP).
- 3.1.3 However, the Minister has delegated the decision-making powers to the IPC as the application has received more than 50 unique submissions by way of objection during the exhibition period.

3.2 Permissibility

- 3.2.1 The site is zoned Port and Employment under the Eastern Harbour City SEPP. Pursuant to clause 4.21 of Eastern Harbour City SEPP, only uses which are generally consistent with the zone objectives are permissible in the zone.
- 3.2.2 The Department is satisfied that the proposal is generally consistent with the objectives of the Port and Employment Zone and permissible with consent as it would:
- not impede the continuation of commercial port uses or the functionality of the Silos
 - contribute towards the mix of land uses on Glebe Island
 - provide a revenue stream to the Port Authority of NSW to offset the cost of port operations and statutory functions

3.3 Mandatory Matters for Consideration

- 3.3.1 The following are the relevant mandatory matters for consideration:
- the matters in section 4.15(1) of the EP&A Act
 - relevant environmental planning instruments (EPIs)
 - objects of the EP&A Act
 - Ecological Sustainable Development
 - Environmental Planning and Assessment Regulation 2021 (EP&A Regulation).
- 3.3.2 The Department has considered all of these matters in its assessment of the proposal. The Department has also given consideration to the relevant matters in **Section 5** and **Appendix C**.

4 Engagement

4.1 Department's engagement

- 4.1.1 In accordance with Schedule 1 of the EP&A Act, the Department publicly exhibited the application from Thursday 30 September 2021 to Wednesday 27 October 2021 (28 days).
- 4.1.2 The application was made publicly available on the NSW Planning Portal. The Department notified adjoining landholders, Inner West Council and City of Sydney Council and relevant government agencies in writing.
- 4.1.3 The Department has considered the comments raised in submissions in the assessment of the application (**Section 5** and **Appendix B**) and in the recommended conditions of consent at **Appendix D**.

4.2 Summary of submissions

- 4.2.1 The Department received advice from two government agencies (Transport for NSW and Heritage NSW) and 86 submissions, comprising:
- a submission making comments from Inner West Council (the relevant LGA council)
 - a submission by way of objection from City of Sydney Council
 - 84 public submissions, including 80 objections and 4 in support.

4.3 Key issues – Government agency

- 4.3.1 The key issues raised in advice from government agencies is summarised in **Table 2**.

Table 2 | Government agency advice

Transport for NSW
TfNSW did not object to the proposal and recommended a condition be imposed requiring the sign design, luminance, and sign operation levels are in accordance with the Transport Corridor Outdoor Advertising and Signage Guidelines 2017 and relevant Australian Standards.
Heritage NSW
Heritage NSW did not object to the proposal and advised that the retention of advertising signage on the Glebe Island Silos for an extended period of 10 years would not result in any additional impacts to the heritage values of the Silos or the adjacent State heritage listed White Bay Power Station and Glebe Island Bridge.

4.4 Key issues – Council and Community

Council Key Issues

- 4.4.1 Inner West Council (Council), being the LGA the proposal is located within, did not object to the proposal and provided the comments as summarised in **Table 3**.

Table 3 | Summary of Inner West Council submission

Inner West Council	
Application	<p>Council did not object to the proposal and provided the following comments:</p> <ul style="list-style-type: none"> • A 10 year consent term would extend beyond the 2030 timeframe for the operation of the Metro Station and development of the White Bay Power Station sub-precinct anticipated by the Bays West Initial Stage Structure Plan. • Amending the hours of illumination from dusk to 11 pm for the full term of the consent is supported and recommended this be included as a condition. • A condition requiring approval to continue the use of the signage if Glebe Island is redeveloped prior to the expiry of the consent is supported. • The signage should be amended to allow for interpretation of the horizontal conveyor room from one of the Anzac Bridge approaches. • A formal agreement in accordance with the terms included in the Public Benefit Offer would be considered. A condition is recommended requiring an agreement be entered into within three months of the consent being granted, or 11 April 2022, whichever is the later.
RtS	<p>Inner West Council provided the following comments on the RtS:</p> <ul style="list-style-type: none"> • A lighting curfew change from 1 am to 11 pm is supported. • A condition requiring the removal of signage if the Bays West Precinct is developed prior to end of the term of consent is supported. • A reduced consent term of eight years to align with the Bays West Structure Plan is supported. • The installation of a Heritage Interpretation Sign at Monument Lookout to provide historical information about the Glebe Island Silos is supported. • The draft Contributions Deed would need to be consistent with the <i>Interim Policy for the Assessment of Proposals for Outdoor Advertising and Structures in Transport Corridors</i>. However, the draft Contributions Deed would not be consistent with the Public Benefit Offer, which states it will be for the purpose of local heritage conservation works. • A condition is recommended requiring an agreement be entered into within three months of the consent being granted.

4.4.2 City of Sydney Council (CoS) objected to the proposal as summarised in **Table 4**.

Table 4 | Summary of City of Sydney Council submission

City of Sydney Council	
EIS	<p>CoS object to the proposal for the following reasons:</p> <ul style="list-style-type: none"> • Allowing the signage to continue indefinitely goes against the original intent of the signage and sets a negative precedent for temporary arrangements. • The short-term heritage impact of the signage has been distorted by ongoing extensions. • The advertising display is visually unappealing and detracts from the Silos heritage significance. • If the consent is granted the duration should be restricted to a maximum of three years in accordance with the GISAS DCP. • The signage does not satisfy the Assessment Criteria in Schedule 1 of SEPP 64 (note now IESEPP) when considered in the wider area from which it can be viewed, including the residential areas of Pyrmont and Glebe • The signage is incompatible with the Bays West Place Strategy (Place Strategy) intent and would compromise the future residential amenity of the precinct • A greater public benefit would be offered by removing the signs and incorporate heritage interpretation and public art.
RtS	<p>CoS restated its objection for the following reasons:</p> <ul style="list-style-type: none"> • Any extension to the display of third-party advertising is not in the public interest and must end. • The Applicant’s proposal to reduce the consent duration to eight years contradicts it’s own legal advice (regarding the maximum consent duration) and is an acceptance that the Minister has a discretion to grant consent for a period less than 10 years. • Clause 3.19(3)(a) of IESEPP requires the consent authority to adopt a policy. The GISAS DCP is a policy adopted by the Minister in 2004 and requires consideration. • Clause 3.19(3)(a) refers to a policy adopted prior to the commencement of the part, which refers to the commencement of the part in the IESEPP, not the part in SEPP 64. The GISAS DCP was adopted prior to the commencement of Part 3 of the IESEPP; therefore, the Minister has the discretion under Clause 3.19(3)(a) to grant development consent for a period less than 10 years.

Community Key Issues

4.4.4 A total of 84 public submissions were received in response to the exhibition, with 80 objecting and 4 supporting the proposal.

4.4.5 Of the 80 objections, 71 (84.52%) were from people located within 5 km of the site, six (7.14%) were from people located between 5-10 km from the site and three (3.57%) were from people living more than 10 km from the site. Two objections were received from special interest groups, being the Glebe Society and Save Our Bay.

4.4.6 The key issues raised in the public objections are summarised in **Table 5**.

Table 5 | Summary of key issues raised in objections to the proposal from public and community groups

Issue	Proportion of submissions
Visual and character impacts	70% (56)
Lighting impacts	62.50% (50)
Heritage impacts	52.50% (42)
Impacts to Fauna	36.25% (29)
Use as advertisement signage	23.75% (19)
Alternative use (including public art or community messaging)	18.75% (15)
1am curfew is excessive / recommendation curfew be reduced	18.75% (15)
Application documentation inadequate or distorted	16.25% (13)
Temporary use should cease	13.75% (11)
Lack of public benefit	11.25% (9)
Inconsistencies with planning controls	11.25% (9)
Impact mitigation measures needed	8.75% (7)
10-year extension is excessive	7.50% (6)
Limitation to future developments	6.25% (5)
Traffic impact	5.00% (4)
Energy usage and pollution	5.00% (4)
Size of signage	5.00% (4)
Impacts to the Glebe Point Heritage Conservation Area	3.75% (3)
Lack of consultation with Councils other than Inner West Council	3.75% (3)
Cumulative impact with other developments on Glebe Island	1.25% (1)

4.4.7 Four public submissions supported the proposal. Of these, three were received from people located within 5 km of the site, and one from a person located over 10 km from the site. The submissions made the following key comments:

- Positive revenue generation
- Part of the character of the area
- Lighting effects are acceptable / provides additional lighting for safety
- The signage should be environmentally sensitive.

4.5 Response to submissions

4.5.1 On 18 March 2022, the Applicant submitted a Response to Submission (RtS) which addressed the issues raised in submissions and provided additional information requested by the Department. The RtS proposed the following amendments to the application:

- reduced consent duration from 10 to eight years to coincide with the 2030 completion date of the Bays Metro Station.
- increase night lighting curfew by two hours from 1 am to 6 am to 11 pm to 6 am.

4.5.2 The RtS also contained legal advice, an Ecology Report, an amended Visual Impact Assessment, lighting consultant advice and further heritage advice.

4.5.3 On 19 May 2022, the Applicant submitted a final addendum RtS, which:

- Removed the reference to the previously proposed eight year consent duration.
- Provided further justification for a 10 year consent duration under Clause 3.19 of the IESEPP. However, advised it would support a three year consent duration.
- Amended the purpose of the public benefit offer to fund improvements in local community services.

4.5.4 On 21 June 2022, the Department received an amended Public Benefit Offer which included improvements to local community services.

5 Assessment

5.1 Key assessment issues

5.1.1 The Department has considered the proposal, the issues raised in submissions, and the Applicant's RtS and addendum RtS in its assessment of the application. The Department considers the key issues associated with the proposal are:

- compatibility with future development
- the advertising signage display period
- visual impact
- illumination
- road safety
- heritage
- public benefit.

5.1.2 Each of these issues are discussed in the following sections of this report. The Department's consideration of other issues relating to the application are addressed in **Section 5.8** of this report.

5.2 Compatibility with future development

5.2.1 The site is located within the Bays Precinct, which comprises Glebe Island, Blackwattle Bay, Wentworth Park, Rozelle Bay (including the rail yards) and White Bay. This precinct has historically been utilised for maritime, light industrial and working harbour purposes.

5.2.2 The Place Strategy, adopted on 15 November 2021, creates a long-term vision for the renewal of the Bays West precinct to create new employment, housing and recreation uses serviced by a new Metro station (**Figure 8**). The site is within Sub Precinct 3 (**Figure 9**).

5.2.3 A key direction of the Place Strategy is to retain, manage and allow the essential strategic port and maritime industry uses to grow and evolve, to ensure they continue to support the NSW economy.

5.2.4 The Place Strategy further states that the Port Authority of NSW will work with stakeholders to consider how the future port and maritime functions can evolve and innovate to complement the other future land uses within the Bays West area.

5.2.5 The Place Strategy anticipates that by 2030 the Metro Station will be open and be operational and Sub Precinct 1 (White Bay Power Station and Metro) would be fully planned and under development as a mixed-use precinct.

5.2.6 The Place Strategy further anticipates the broader renewal of Bays West, including the Glebe Island Silos within Sub Precinct 3, from 2040 and beyond. The Place Strategy recognises Glebe Island Silos as an iconic element which reinforces the distinctive industrial maritime character of Bays West. The Silos will be retained and opportunities exist for continuation of existing uses and/or introduction of new uses.

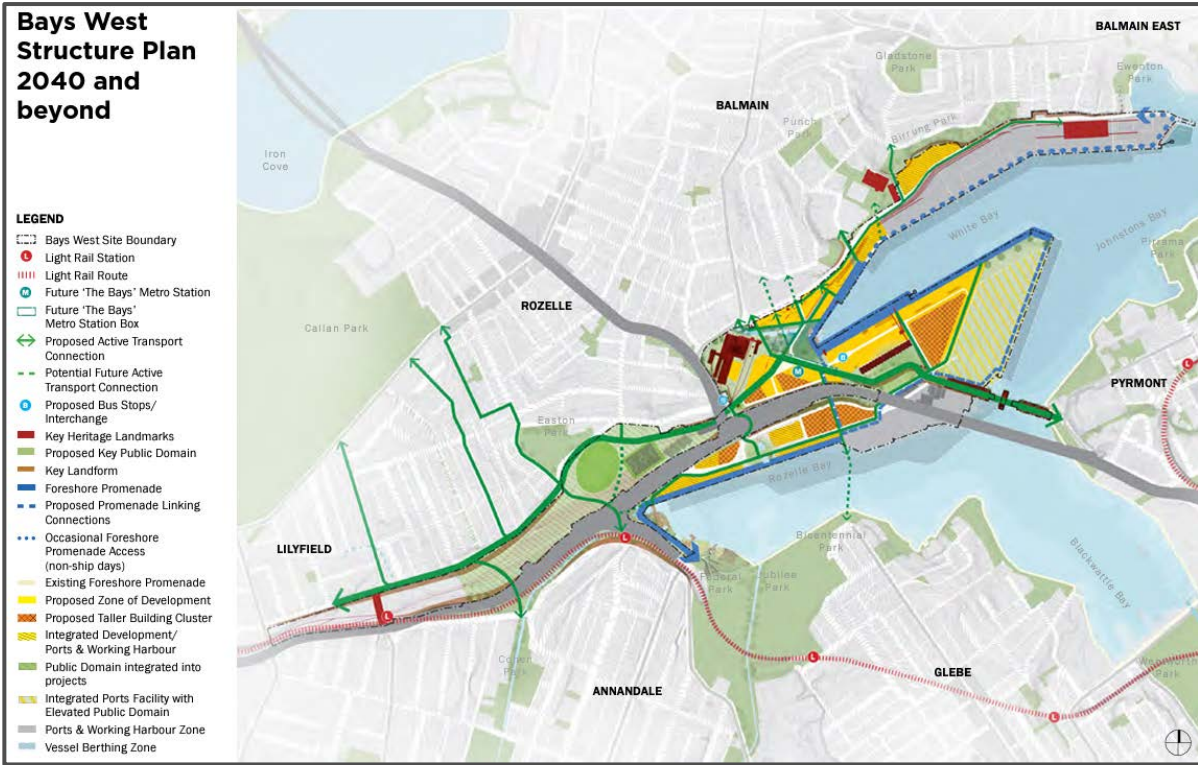


Figure 8 | Bays West Structure Plan 2040 (Source: Bays West Place Strategy)

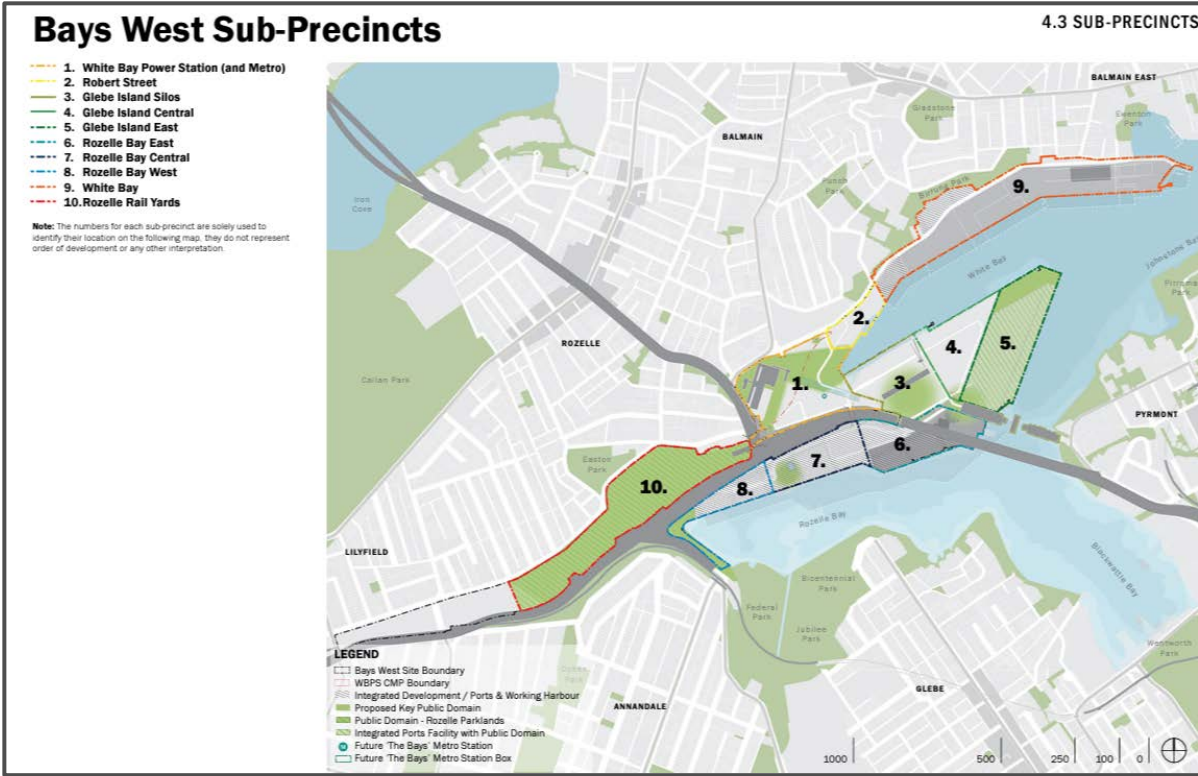


Figure 9 | Bays West Sub-Precincts (Source: Bays West Place Framework)

5.2.7 The Department acknowledges that the Glebe Island Silos have been used for advertising for 30 years and the signage forms part of the existing skyline of Glebe Island and character of the working industrial port area.

- 5.2.8 The Department notes that Bays West will continue to accommodate port and maritime uses and that the Glebe Island Silos will be retained into the future, however the precinct will be renewed with additional employment, housing and recreation uses from 2030 and beyond.
- 5.2.9 The Department is satisfied that the on-going use of the existing advertising signage remains consistent with the existing character; however, to ensure the proposal does not compromise the long-term vision for Bays West within the Place Strategy, the Department recommends a proposed limit on the operation for three years (to 2025) in line with the Glebe Island and White Bay Master Plan (GIWB Master Plan) (**Section 5.3**).

5.3 Advertising signage display period

- 5.3.1 The IESEPP allows consent for roof or sky advertisements for up to 10 years, or a lesser period in the case where there is a policy for advertisements which specifies a lesser period or an EPI which aims to change the nature and character of the area, and the signage would be inconsistent with that change.
- 5.3.2 The GIWB Master Plan and the GISAS DCP specifies that development consent for advertising signage is limited to three years, to ensure signage is appropriate as the character of the area evolves.
- 5.3.3 The proposal seeks to continue the display of advertising signage on the Glebe Island Silos for 10 years. The Applicant did reduce the period for eight years, in its RtS, to align with the anticipated opening of the Metro Station and development within Sub Precinct 1, but subsequently advised it continues to seek consent for 10 years.
- 5.3.4 Public submissions raised concern about the proposed 10 year consent period, stating it would be excessive and the temporary use should cease.
- 5.3.5 Council noted the 10 year consent term would extend beyond the 2030 timeframe for the operation of the Metro Station and the development of the White Bay Power Station sub-precinct, anticipated by the Bays West Initial Stage Structure Plan. It supported the reduced eight year period.
- 5.3.6 CoS oppose the proposed extension noting the original signage was approved on a temporary basis to assist the State Government in achieving a successful outcome in Sydney's bid for the 2000 Olympics, rather than the continual display of commercial advertising. CoS also consider past approvals have set a highly undesirable precedent and have undermined the application of time-limited consents. CoS notes the Minister has discretion to grant a period less than 10 year and recommends the duration be restricted to a maximum of three years in accordance with the GISAS DCP.
- 5.3.7 The Department has carefully considered the statutory planning framework applying to advertising at the site, the comments provided by Council and CoS and the Applicant's response and justification for the proposed 10 year operation of signage on the site.
- 5.3.8 While the Department acknowledges the IESEPP permits the display of advertising for a period of 10 years, clause 3.19(a) of the IESEPP enables a period of less than 10 years where the consent authority has adopted a policy of granting consents for a lesser period before the commencement of this Part, and the duration of the consent specified by the consent authority is consistent with that policy.
- 5.3.1 In this case the Department notes that the GIWB Master Plan, which applies to third party advertising signage on the Glebe Island Silos, limits the consent duration of third party advertising for a period of three years.

- 5.3.2 The Department also notes that following the adoption of the Place Strategy in November 2021, an EPI is being prepared to rezone the first stages of Bays West and will be exhibited in late 2022. The Department considers this a relevant consideration in limiting the duration of the consent to prevent continued advertising signage at the site from being incompatible with the future range of employment, residential and recreational uses within Bay West.
- 5.3.3 The Department therefore considers that any consent should be limited to three years. This will ensure:
- the signs do not result in any potential conflicts with the future redevelopment of the precinct as the consent would cease to operate in circa 2025 which is much earlier than the anticipated 2030 completion date for the Bays Metro Station and the adjacent development within Sub Precinct 1
 - the time limit is in line with the GIWB Master Plan and GISAS DCP to ensure signage is compatible with the transitioning character of Bays West.
- 5.3.4 While the Department appreciates the concerns raised by CoS about the signs initially being approved for the purpose of sponsor advertising for the Olympic Games, and the extensions of consent previously granted, the Department accepts this is a new development application for the continued display of advertising, the proposal is permissible with consent, and as such the Department has assessed the application in accordance with the Section 4.15(1) of the EP&A Act and considers it to be acceptable on merit for the reasons outlined in this report.
- 5.3.5 The Department concludes the ongoing use of the existing advertising signage is acceptable, subject to the recommended condition limiting the display of advertising to three years.

5.4 Visual impact

- 5.4.1 The signage is located on the top of the southern and western elevations of the Silos (as shown in **Figure 5** and **Figure 6**). The southern sign is the larger of the two signs at 6.1 m in height and 170 m in length with a total advertising display area of 1037 m². While the western sign is 6.1 m in height and 22.1 m in length with an advertising display area of 134.8 m².
- 5.4.2 CoS and public submissions raised concerns about the visual impact of the signage.
- 5.4.3 The application was accompanied by a Visual Impact Assessment (VIA) prepared by Group GSA, which was updated as part of the Applicant's RtS. The amended VIA concluded the visual impacts of the signage and associated lighting is minor on the basis that the signage does not dominate wider views, no changes to the existing signs are proposed, and the nighttime visual impact would be mitigated by a proposed increase to the night lighting curfew by two hours, from 1 am – 6 am to 11 pm – 6 am.
- 5.4.4 The Department has reviewed the proposal and the issues raised in submissions and on balance considers the visual impacts of the proposal are acceptable as:
- it would not generate any additional visual impacts as no physical changes to the existing signs are proposed
 - the signs have been part of the skyline for 30 years and they are located within a working industrial port area
 - the scale of the signage is compatible with the context of the silos and expansive foreground
 - it would not result in any significant visual impacts to existing residential properties given the separation distance (approximately 500 m and 800 m from the site)

- the impacts on night views will be improved by a two-hour increased night curfew (**Section 5.5**)
- the proposed lighting complies with the requirements in the IESEPP, the Guidelines and the Australian Standard 4282-2019 Control of the Obtrusive Effects of Outdoor Lighting (AS 4282-2019)
- the signage would be limited to three years, to ensure it does not conflict or cause any adverse visual impacts to the future development within Bays West.

5.4.5 The Department's assessment therefore concludes the visual impacts of the proposal are acceptable.

5.5 Illumination

5.5.1 The existing signage is externally illuminated with cantilevered down lights (43 x on the southern sign and 6 x on the western sign). The lighting currently operates from dusk to 1 am, Monday to Sunday (**Figure 4**)

5.5.2 The previous consent (DA 041-09-2011 MOD 2) imposed a lighting curfew between 1 am - 6 am. The application does not seek to increase or intensify the illumination of the existing signage.

5.5.3 Notwithstanding, public submissions raised concerns with lighting impacts and the existing curfew, including recommendations the curfew be increased.

5.5.4 The application was accompanied by the following Lighting Impact Assessments (LIA):

- LIA (dated 23 June 2021 (LIA 2021)) to consider the impact of the signage on the potential high density residential apartments or hotel related uses development anticipated in Sub Precinct 1 of the Place Strategy;
- LIA (dated 30 November 2017 (LIA 2017)) which was submitted with the previous modification (DA 041-09-2011 MOD 2) to assess the illumination impacts within the greater existing context; and,
- Light Measurement Report (dated 16 March 2022) submitted with the RtS to assess the vertical illuminance measurements from locations identified by the visual impact consultant.

5.5.5 The Applicant's LIA (2017 and 2021) assessed the luminance of the sign against the Guidelines and AS 4282-2019.

5.5.6 The Guidelines categorise sign locations and set luminance levels based on land use and ambient lighting levels from Zone 1 (highly lit areas) down to Zone 4 (low lit residential areas). AS 4282-2019 also sets maximum luminance levels for different environmental zones from Zone A4 (high district brightness) down to A0 (naturally dark areas).

5.5.7 The LIA categorised the location as 'Environmental zone A4' under AS 4282-2019 (high district brightness) and 'Zone 3' under the Guidelines (medium-level off-street ambient lighting). The proposed night time luminance levels and illuminance levels at the nearest residential properties are shown in **Table 6**.

Table 6 | Maximum luminance (cd/m³) and illuminance (lux) levels for signage

Lighting Conditions	The Guidelines Zone 3 Maximum Luminance Levels	AS 4282- 2019 Environmental Zone A4 Maximum Luminance and Illuminance Levels	Proposed Luminance and Illuminance Levels
Night-time	350 cd/m ²	350 cd/m ²	58 cd/m ²
		25 lux	<1 lux to the nearest existing residential property.

5.5.8 The Applicant’s Light Measurement Report provided vertical illuminance measurements from five different locations, as shown in **Figure 10**. The results determined that even where the advertisement was entirely white, the vertical illumination to these locations would still be close to zero lux and comply with the AS 4282-2019.

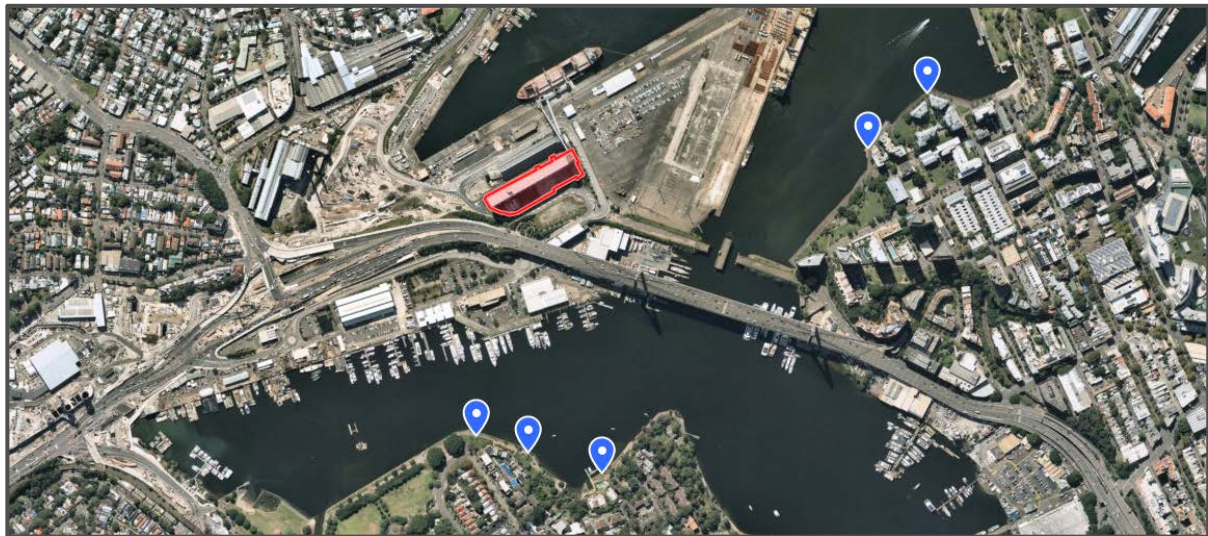


Figure 10 | Vertical illuminance measurement locations (source: Light Measurement Report)

5.5.9 The Department has assessed the Applicant’s lighting assessments against the requirements of the Guidelines and AS 4282-2019 and the issues raised in public submissions and on balance is satisfied the illumination impacts associated with the proposal to be acceptable as:

- it would be located in an existing urbanised setting that is subject to a high level of existing illumination from port uses and surrounding sites.
- it would comply with the requirements in the Guidelines and AS 4282-2019
- the current lighting curfew would be increased by two additional hours from 1 am to 6 am to 11 pm to 6 am thus reducing light spill and lighting impacts on surrounding residences
- light spill to existing residential properties (approximately 500 m and 800 m from the site) would be below 1 lux, which is less than 4% of the maximum allowable illuminance limit under AS 4282-2019
- it would not impact the development of Sub Precinct 1 of the Place Strategy as consent is recommended for a maximum period of three years.

5.5.10 The Department therefore concludes the illumination impacts of the proposal are acceptable, subject to a condition prohibiting the illumination of the signage between 11 pm and 6 am, Monday to Sunday.

5.6 Heritage

- 5.6.1 The Glebe Island Silos are identified as a local heritage item in Schedule 4 of the Eastern Harbour City SEPP and are also identified as a heritage item on the Port Authority of NSW Section 170 register. The Silos are also within proximity to White Bay Power Station (SHR Listing No: 01015) and Glebe Island Bridge (SHR Listing No: 01914).
- 5.6.2 The application was accompanied by a Heritage Impact Statement (HIS), which concluded the proposed signage would have no adverse impact on the identified heritage significance of the Glebe Island Silos and its maritime and industrial setting.
- 5.6.3 The HIA advised that while the signage obstructs the horizontal conveyor room on the southern and western elevations, the signage dimensions enable the continued interpretation of this element. Additionally, the HIS noted the structure was a minor addition to the original fabric and would be readily reversible.
- 5.6.4 Public submissions raised concern about the heritage impacts of the signage on the Silos and the potential impacts on the Glebe Point Heritage Conservation Area.
- 5.6.5 Heritage NSW raised no concerns about the proposal and considers it would not result in any additional impacts to the heritage values of the Silos or the nearby State heritage listed White Bay Power Station and the Glebe Island Bridge.
- 5.6.6 Council recommend plans for the Glebe Island Silos Signage be reconsidered to allow for greater interpretation of the horizontal conveyor room from Anzac Bridge.
- 5.6.7 CoS advised the temporary heritage impacts originally considered have been distorted by modifications to extend the duration of consent and that the continuation of the signage detracts from the heritage significance of the Silos. CoS considered a better outcome would be to incorporate heritage interpretation and public art.
- 5.6.8 In response to Council, CoS and public submissions, the Applicant provided additional heritage advice which:
- reiterated that while the signage obscures views of the conveyor room from the southern and western elevations, this component remains visible from the northern elevation (as shown in **Figure 11**). All other components of the Silos remain visible. The heritage advice letter noted the dimensions of the existing signage was previously agreed to interpret the conveyor room across the top of the Silos' structure.
 - concluded the proposal is compatible with the Glebe Point Heritage Conservation Area as the site is located beyond the boundaries of the conservation area and the signage would not impact any appreciation of the scale or character of the conservation area.
- 5.6.9 The Applicant also provided an amended Public Benefit Offer, which comprises an annual monetary contribution to the Inner West Council to be applied towards heritage conservation in the Inner West LGA and improvements in local community services. Further consideration of the Public Benefit Offer is provided in **Section 5.7**.



Figure 11 | Northern elevation of Silos (source: addendum Heritage Report)

5.6.10 The Department considers the proposed heritage impacts are acceptable as:

- the development would not result in any additional heritage impacts to the Silos as no additional physical works are proposed and the proposed signs are temporary and capable of being removed
- it would not detract from the heritage significance of the Silos as all primary components of the Silos would remain visible and while the signage obscures views of the conveyor room from the southern and western elevations, this component remains visible from the northern elevation
- the location and dimensions of the signage maintains the ability to interpret the conveyor room across the top of the Silos
- the terms of the Public Benefit Offer would provide a monetary contribution to the Inner West Council to facilitate heritage conservation in the Inner West LGA among other local community services.

5.6.11 In response to Council and CoS concerns relating to the ability to interpret the heritage items, the Department notes Port Authority NSW proposed the installation of a Heritage Interpretation Sign at Monument Lookout to provide historical information about the Glebe Island Silos and other items within the vicinity on the Port Authority's s170 register.

5.6.12 The Department concludes the heritage impacts of the proposal are acceptable, subject to a condition requiring the signs to be removed and the site be restored within three months of the consent lapsing.

5.7 Public Benefit

5.7.1 Clause 3.11 of IESEPP directs the consent authority to assess the proposal in accordance with the assessment criteria in Schedule 5 and in the Guidelines and be satisfied the proposal provides for a public benefit in connection with the display of the advertisement.

5.7.2 The Department notes the proposal is not an advertising signage type listed in Section 4 of the Guidelines and as such, the Guidelines do not provide a formal requirement for public benefits. However, in 2019 Council adopted an *Interim Policy for the Assessment of Proposals for Outdoor Advertising and*

Structures in Transport Corridors (Interim Policy) which requires monetary contributions be linked to nominated local community services.

- 5.7.3 To satisfy Clause 3.11 of IESEPP and Council's Interim Policy, the Applicant provided a Public Benefit Offer dated 25 May 2021 which includes payment of a monetary contribution by oOh! media annually to Inner West Council for the duration of the consent, to fund:
- Heritage conservation in the Inner West LGA
 - Improvements in local community services, including:
 - improved traffic safety (road, rail, bicycle and pedestrian)
 - improved public transport services
 - improved public amenity within, or adjacent to, the transport corridor
 - support school safety infrastructure and programs
 - other appropriate community benefits such as free advertising time to promote a service, tourism in the locality, community information, or emergency message.
- 5.7.4 This offer is a continuation of the planning agreement that formed part of the previous modification application (DA 041-09-2011 MOD 2), which expired on the 11 April 2022 (being when the consent expired).
- 5.7.5 Council supports the Applicant's Public Benefit Offer and advised a Deed of Contribution has been prepared which is consistent with the Public Benefit Offer. Council recommends the inclusion of a condition of consent requiring the Applicant enter into an agreement with Council in accordance with the terms of the offer in the Letter of Public Benefit within three months of the consent being granted.
- 5.7.6 CoS acknowledged the Public Benefit Offer must be to the satisfaction of Council but considered a greater public benefit could be offered by removing the signs. Public submissions also raised concern about the lack of public benefit associated with the proposal.
- 5.7.7 The Department considers the proposal would provide clear and tangible benefits to the local community through revenue to fund heritage conservation and improvements to local community services listed in the Council's Interim Policy and would meet clause 3.11(2)(b)(iii) of IESEPP.
- 5.7.8 The Department recommends a condition that requires the Applicant enter into an agreement with Inner West Council for a public benefit contribution in accordance with the Public Benefit Offer dated 25 May 2021 from oOh! media within three months from the granting of the consent.
- 5.7.9 On this basis, the Department concludes the proposal would result in sufficient public benefits as it would generate funding for heritage conservation and the improvement of local community services.

5.8 Other issues

The Department's consideration of other issues is provided at **Table 7**.

Table 7 | Department's assessment of other issues

Issue	Findings	Recommendations
Road safety	<ul style="list-style-type: none"> • The Applicant submitted a Signage Safety Assessment (SSA) that assessed the proposal against the Guidelines and IESEPP. • The SSA advised the signs comply with the criteria set out in SEPP 64 (now IESEPP), Transport for NSW Advertising Sign Safety Assessment Matrix and Signage Guidelines. • The SSA concluded that due to the signs elevated location, they would not obstruct, interfere with, or restrict sight distances to any intersections, traffic control devices, vehicles, pedestrians or cyclists. Additionally, there was no evidence the signs have previously reduced the safety of any vehicles, pedestrians or cyclist movements. • TfNSW raised no concerns about potential traffic safety impacts and recommended a condition be included requiring the design, luminance, and operation of the signs be in accordance with the Guidelines and relevant Australian Standards. • The Department has considered the issues raised in submissions and is satisfied the proposal would not result in any adverse traffic safety impacts based on the findings of the SSA. The Department also notes neither TfNSW nor Council raised concerns about potential traffic impacts. • In addition, the Department recommends conditions to ensure the sign complies with the requirements of the IESEPP and the Guidelines, including that the signage does not contain or use any method of illumination that distracts or dazzles drivers. • Subject to the recommended conditions, the Department is satisfied the proposal complies with the Guidelines and concludes it would not have a negative impact on road safety. 	<p>The Department recommends the following conditions:</p> <ul style="list-style-type: none"> • the sign design, luminance, and sign operation levels shall be in accordance with the Transport Corridor Outdoor Advertising and Signage Guidelines 2017 and relevant Australian Standards. • Advertisements displayed on the signage must not be capable of being mistaken for a traffic control device • Advertisements displayed on the signage must not contain or use any method of illumination that distracts or dazzles drivers.
Ecology impacts	<ul style="list-style-type: none"> • Public submissions raised concern about the potential ecological impacts of the proposal on local wildlife. • As part of the RtS, the Applicant submitted an ecological assessment, which included a Fauna Impact Assessment for threatened fauna species potentially impacted by the project. • The assessment recorded a total of nine species of birds and 22 species of bats (including three 	<p>The Department recommends the following condition:</p> <ul style="list-style-type: none"> • illumination of the signage is not permitted between the hours of 11 pm until 6 am, Monday to Sunday

and eight threatened species respectively) within the locality of the site.

- The report concluded the proposal would not have a significant impact on local wildlife, including nocturnal birds and bats.
- The Department has considered the potential ecological impacts of the proposal and is satisfied it would not result in any additional impacts given:
 - the hours of illumination would reduce by two hours
 - the light intensity would not change
 - the lighting levels would be below the maximum permissible night time luminance in the Guidelines and AS 4282-2019 (**Section 5.5**).

Public art opportunity

- Public submissions suggested the Silos would be suited for an alternative use such as a public art display or community messaging.
- As part of the RtS, the Applicant advised the maintenance of the Olympic Bid murals is the Applicant's responsibility under the lease agreement with the Port Authority. Any change to the public art mural would need to consider the commercial lease obligations in place for the Silos and their ongoing industrial use.
- The Department notes the mural does not form part of the proposed signage application. The GISAS DCP advises the maintenance and relevance of the mural remains part of the lease agreement between the lessee and Sydney Ports.
- The Department has assessed the proposal on its merits and is satisfied that the on-going use of the advertising signage for three years is appropriate, as outlined in **Section 5.2** and **5.3** and would result in public benefits for the local community as outlined in **Section 5.7**.

No conditions required.

6 Evaluation

6.1.1 The Department has assessed the merits of the development, taking into consideration advice from government agencies and comments made by Council and CoS. Issues raised in public submissions have also been carefully considered as a part of the Department's assessment.

6.1.2 The Department considers the proposal is acceptable for the following reasons:

- it is permissible with consent, consistent with the Port and Employment zone objectives and would not impede commercial port operations
- the duration of the display of signage would be limited to three years consistent with the IESEPP
- it would not impede the proposed redevelopment of the site or area consistent with the Place Strategy
- existing illumination would be reduced by two hours, with all night time lighting ceasing at 11 pm rather than 1 am
- no physical works are proposed, and the continued display of existing signage would not result in additional visual or heritage impacts
- it would not result in road safety impacts
- It would provide sufficient public benefits to the local community including heritage conservation and improvements to local community services.

6.1.3 The Department considers the proposal is approvable, subject to the conditions of consent outlined within this report. This assessment report is hereby presented to the Commission for determination.

Recommended by:



Amy Watson
A/Director
Key Sites Assessments

Recommended by:



Anthea Sargeant
Executive Director
Key Sites and Regional Assessments

Recommended by:



David Gainsford
Deputy Secretary
Development Assessment

Appendices

Appendix A – List of referenced documents

The following supporting documents and supporting information to this assessment report can be found on the NSW Planning Portal as follows:

Application and RtS Report

<https://pp.planningportal.nsw.gov.au/daex/under-consideration/glebe-island-silos-signage>

Appendix B – Summary of the Department’s consideration of public submissions

Issue	Consideration
<p><i>Public and CoS Issue:</i> Visual and character impacts, including:</p> <ul style="list-style-type: none"> • Size of signage 	<p><i>Assessment</i></p> <ul style="list-style-type: none"> • The signage is located on the parapet on top of the silo structure on the southern and western elevations. • Most public and private domain locations with views to the site are within a medium distance range (500 m to 1000 m). None are within close distance range (>100 m). • Due to the expansive foreground, the signage only occupies a small section of the wider view available. • The size of the signage is compatible in the context of the Silos and the oversized machinery, cargo ships and warehouse buildings located in the working port area. • The dimensions of the signage were previously designed to maintain the ability to interpret the conveyor room across the top of the Silos and are in accordance with the GISAS DCP. • The proposal will increase the night lighting curfew from 1 am (existing) to 11 pm until 6 am to reduce the night-time visual impacts to existing residential receivers. • These matters are further discussed in Section 5 of the Department’s assessment report. <p><i>Recommended Conditions/Response</i></p> <ul style="list-style-type: none"> • illumination of the signage is not permitted between the hours of 11 pm and 6 am, Monday to Sunday.
<p><i>Public and CoS Issue:</i> Lighting impacts, including:</p> <ul style="list-style-type: none"> • 1am curfew is excessive / recommendation curfew be reduced • Impact mitigation measures needed • Cumulative impact of lighting with the Hanson concrete plant and other developments on Glebe Island 	<p><i>Assessment</i></p> <ul style="list-style-type: none"> • The proposal does not increase or intensify the illuminance of the signage and following the RtS, proposed to increase the night lighting curfew by two hours from 1 am until 6 am to 11 pm until 6 am. • The proposal complies with the requirements in the IESEPP, the Guidelines and relevant Australian Standards. • The Department notes TfNSW did not raise concerns with lighting impacts on road safety and Council supported the proposal to increase the curfew. • The signage is located within an operational port and as such the immediate vicinity has existing floodlights and is within a well-lit context with existing floodlights installed on adjoining sites, including the ANZAC Bridge. • Lighting impacts are further discussed in Section 5 of the Department’s assessment report. <p><i>Recommended Conditions/Response</i></p> <ul style="list-style-type: none"> • illumination of the signage is not permitted between the hours of 11 pm until 6 am, Monday to Sunday.
<p><i>Public, Council and CoS Issue:</i> Heritage impacts, including:</p> <ul style="list-style-type: none"> • Impacts to the Glebe Point Heritage Conservation Area 	<p><i>Assessment</i></p> <ul style="list-style-type: none"> • The Glebe Island Silos are identified as a local heritage item in Schedule 4 of the Eastern Harbour City SEPP and are also identified as a heritage item on the Port Authority of NSW Section 170 register. The Silos are not listed on the State Heritage Register. • The signage obscures views of the conveyor room from the southern and western elevations; however, this component remains visible from the northern elevation. • The development would not result in any additional heritage impacts to the Silos as no additional physical works are proposed and the existing structure is capable of being removed when the consent lapses. • The Department notes Heritage NSW did not raise concerns with the proposal.

- The Applicant’s Public Benefit Offer comprises an annual monetary contribution to the Inner West Council to be applied towards heritage conservation among other local community services.
- As the site is located beyond the boundaries of the conservation area, the signage is not anticipated to impact the appreciation of the scale or character of the conservation area.
- These matters are further discussed in **Section 5** of the Department’s assessment report.

Recommended Conditions/Response

- Within three months of the three years consent period ending, the Applicant must ensure the sign is removed and the site is restored and reinstated in accordance with the requirements of the Port Authority of NSW.

Public Issue:

Environmental Impacts

- Impacts to Fauna
- Energy usage and pollution

Assessment

- The Applicant submitted an ecological assessment, which concluded the proposal would reduce the impact to wildlife as it would not change the light intensity level and would reduce the hours of operation.
- The proposal is below the maximum permissible night-time luminance and illuminance levels under the Guidelines and relevant Australian Standard.
- The increased curfew will further reduce impacts to fauna and energy consumption.
- These matters are further discussed in **Section 5** of the Department’s assessment report.

Recommended Conditions/Response

- illumination of the signage is not permitted between the hours of 11 pm until 6 am, Monday to Sunday.

Public and CoS

Issue: Proposed use, including:

- Alternative use (including public art)
- Temporary use should cease
- 10-year extension is excessive
- Inconsistencies with planning controls (including Clause C7 of Leichhardt DCP Part C: Place)
- Limitation to future developments

Assessment

- The site is suitable for the proposal as it is existing port and employment zoned land, consistent with the industrial character of the area and would not impede the continuation of commercial port uses.
- the Olympic Bid murals remain on the Silos but does not form part of the subject application (as discussed in **Section 5**).
- The proposal is consistent with the desired objectives in the GISAS DCP and the GIWB Master Plan, including the three-year consent duration.
- It is noted Leichhardt DCP is not applicable to the subject site.
- The Department is satisfied the proposal to continue the duration of the signage would not impede the future development of the precinct, as the site is unlikely to be subject to any significant change in character during the three-year consent duration (as discussed in **Section 5**).

Recommended Conditions/Response

- The consent will cease to be in force three years after the date of consent
- Within three months of the permitted use period lapsing, the Applicant must ensure the sign is removed and the site is restored and reinstated in accordance with the requirements of the Port Authority of NSW.
- illumination of the signage is not permitted between the hours of 11 pm until 6 am, Monday to Sunday

Public Issue:

Application documentation, including:

- inadequate
- distorted

Assessment

- The Department has carefully considered the Applicant’s Statement of Environmental Effects, visual impact, traffic, heritage, lighting and ecological assessments, including the updated reports submitted as part of the application and the RtS.
- The Department is satisfied the documentation provided is adequate to inform the Department’s thorough assessment of the proposal in this assessment report.

- tokenistic
- Recommended Conditions/Response*
- No conditions are recommended.

Public and CoS
Issue: Public benefit

Assessment

- The Applicant has provided a Public Benefit Offer that comprises an annual monetary contribution to the Inner West Council to be applied towards heritage conservation in the Inner West LGA and improvements to local community services.
- Through this Public Benefit Offer, the proposal would provide clear and tangible benefits to the local community through revenue to fund heritage conservation and the local community services.
- These matters are further discussed in **Section 5** of the Department's assessment report.

Recommended Conditions/Response

- The Applicant enter into an agreement with Inner West Council for a public benefit contribution in accordance with the offer in the Letter of Public Benefit dated 25 May 2021 from oOh! media within three months from the granting of the consent.

Public Issue: Traffic
or road safety impact

Assessment

- The Applicant submitted a SSA, which concluded that due to their elevated location, the signs would not obstruct, interfere with, or restrict sight distances to any intersections, traffic control devices, vehicles, pedestrians or cyclists.
- The SSA also notes that there is no evidence to suggest the existing signs have caused any safety issues for vehicles, pedestrians or cyclist movements.
- Council did not raise concerns in relation to potential traffic or road safety impacts.
- TfNSW recommended a condition be included requiring sign design, luminance, and sign operation levels shall be in accordance with the Guidelines and relevant Australian Standards.
- These matters are further discussed in **Section 5** of the Department's assessment report. The Department is satisfied the proposal would not result in adverse road safety impacts.

Recommended Conditions/Response

- the sign design, luminance, and sign operation levels shall be in accordance with the Guidelines and relevant Australian Standards.
- advertisements displayed on the signage must not be capable of being mistaken for a traffic control device
- advertisements displayed on the signage must not contain or use any method of illumination that distracts or dazzles drivers.

Public Issue:
 • Lack of consultation with Councils other than Inner West Council

Assessment

- The Department considers that the Applicant has undertaken sufficient engagement and consultation on the proposal.
- The Department exhibited the application and notified surrounding landowners in writing as discussed in **Section 5**.

Recommended Conditions/Response

- No conditions are recommended.

Appendix C – Statutory Considerations

In line with the requirements of section 4.15 of the *Environmental Planning and Assessment Act 1979* (EP&A Act), the Department’s assessment of the proposal has included detailed consideration of a number of statutory requirements. These include:

- the objects found in section 1.3 of the EP&A Act; and
- the matters listed under section 4.15(1) of the EP&A Act, including applicable environmental planning instruments and regulations.

The Department has considered all of these matters in its assessment and has provided a summary in **Tables 1** and **2** below.

Table 1 | Consideration of the objects of the EP&A Act

Objects of section 1.3 of the EP&A Act	Department’s response
(a) to promote the social and economic welfare of the community and a better environment by the proper management, development and conservation of the State’s natural and other resources,	The proposed signage would not adversely impact on natural or other resources.
b) to facilitate ecologically sustainable development by integrating relevant economic, environmental and social considerations in decision-making about environmental planning and assessment,	The proposal is consistent with ESD principles (see below). The impacts of the proposal can be appropriately mitigated or conditioned (Section 5 and Appendix D).
c) to promote the orderly and economic use and development of land,	The proposal is generally consistent with the objectives of the Port and Employment Zone and is permissible with consent. The proposal would not impede the continuation of commercial port uses, would contribute towards the mix of uses on Glebe Island.
(d) to promote the delivery and maintenance of affordable housing,	Not applicable.
e) to protect the environment, including the conservation of threatened and other species of native animals and plants, ecological communities and their habitats,	The proposed development would not adversely impact on the natural environment.
(f) to promote the sustainable management of built and cultural heritage (including Aboriginal cultural heritage),	The proposed development would not adversely impact on any heritage items. The potential heritage impacts of the proposed signage on the Glebe Island Silos are discussed in Section 5 .
(g) to promote good design and amenity of the built environment,	The signage is consistent with the relevant signage design and illumination requirements (Section 5).
(h) to promote the proper construction and maintenance of buildings, including the protection of the health and safety of their occupants	Not applicable.

(i) to promote the sharing of the responsibility for environmental planning and assessment between the different levels of government in the State,	The Minister is the consent authority for this application. The Department has consulted with Council and relevant government agencies (Section 5).
(j) to provide increased opportunity for community participation in environmental planning and assessment.	Section 5 sets out the details of the Department's public exhibition of the DA.

Table 2 | Consideration of the matters listed under Section 4.15(1) of the EP&A Act

Section 4.15(1) Matters for consideration	The Department's assessment
(a)(i) any environmental planning instrument	The proposal complies with the relevant legislation as addressed in Section 4 and Appendix C .
(a)(ii) any proposed instrument	Consideration of proposed instruments is provided below.
(a)(iii) any development control plan	The proposal is consistent with the GIWB Master Plan and GISAS DCP (Table 6).
(a)(iiia) any planning agreement	Not applicable.
(a)(iv) the regulations	The application satisfactorily meets the relevant requirements of the EP&A Regulation, including the procedures relating to applications, the requirements for notification and fees.
(a)(v) any coastal zone management plan	Not applicable.
(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,	The Department has assessed the likely impacts of the development and considers they are acceptable and/or have been appropriately managed by recommended conditions (Section 5 and Appendix D).
(c) the suitability of the site for the development	The site is suitable for the development (Section 5).
(d) any submissions	Consideration has been given to the submissions received during the exhibition period (Sections 4, 5 and Appendix B)
(e) the public interest	The Department considers the proposal to be in the public interest (Section 5).

Environmental Planning Instruments

To satisfy the requirements of section 4.15(1) of the EP&A Act, the following EPIs, DCP and guidelines were considered as part of the assessment of this proposal:

- State Environmental Planning Policy (Precincts – Eastern Harbour City) 2021
- State Environmental Planning Policy (Biodiversity and Conservation) 2021)
- State Environmental Planning Policy (Industry and Employment) 2021
- Glebe Island and White Bay Master Plan 2000
- Glebe Island Silos Advertising Signage Development Control Plan 2004
- Place Strategy, Strategic Place Framework and Urban Design Framework.

State Environmental Planning Policy (Precincts – Eastern Harbour City) 2021

The State Environmental Planning Policy (Precincts – Eastern Harbour City) 2021 (Eastern Harbour City SEPP) seeks to facilitate the development, redevelopment or protection of important urban, coastal and regional sites of economic, environmental or social significance to the State (State Significant Precincts) for the benefit of the State.

Part 2.2, clause 2.8 of the Eastern Harbour City SEPP identifies the site is located within the Sydney Harbour Port and Employment Related Lands area. Any development in this area with a capital investment value (CIV) below \$10 million requires development consent from the Minister when the development is carried out by a person other than a public authority.

The CIV for this development is less than \$10 million and therefore the Minister for Planning is the consent authority under the Eastern Harbour City SEPP.

Chapter 4, Part 4.2 of the Eastern Harbour City SEPP provides planning principles for development within the area identified as City West. The site is located within the Bays Precinct part of the City West area, and the Department has considered the relevant provisions of the Eastern Harbour City SEPP in **Table 3**.

Table 3 | Chapter 4 – City West - Eastern Harbour City SEPP

Criteria	Department's Consideration
<p>Clause 4.1 Areas covered by this Chapter</p> <ul style="list-style-type: none"> This plan applies to the land shown on Map. This plan does not apply to land to which the Sydney Local Environmental Plan 2012 applies. 	<p>The site is located on land shown on Map 1 of the City West area.</p>
<p>Clause 4.2 Precincts</p> <p>The City West area incorporates four precincts</p>	<p>The site is located within the “Bays Precinct”.</p>
<p>Clause 4.3 Aims of this Chapter</p> <p>This plan aims to establish planning principles and controls and promote the orderly and economic use and development of land.</p>	<p>The proposal is consistent with the orderly and economic use of the land as the site is zoned for port and employment use and located within an existing working port.</p> <p>The display of signage on the Silos would contribute towards the mix of land uses on Glebe Island without impeding functionality of the Silos, which continue to be used for the storage of gypsum, sugar and sand.</p>
<p>Clause 4.8 Planning principles of regional significance for City West</p> <p>Provides a set of planning principles for land within City West.</p>	<p>The proposal provides a revenue stream to the Port Authority of NSW which will assist in supporting commercial port operations and meet the changing needs of Sydney Harbour as a commercial port.</p> <p>The development would have an acceptable impact on amenity (Section 5).</p> <p>The development would respect the character of heritage items and conservation areas (Section 5).</p>
<p>Clause 4.13 Planning principles of regional significance for Precincts</p> <p>Provides a set of planning principles for land within the Bays Precinct.</p>	<p>The proposal is consistent with the Bays Precinct planning principles as it:</p> <ul style="list-style-type: none"> would contribute towards the mix of land uses on Glebe Island

- would continue the reuse of the heritage structure without impeding the functionality of the Silos.
- is compatible with the scale of the Silos and the port context
- would not have adverse impacts on views from within the Precinct and to and across the Precinct from surrounding areas (**Section 5**).

Clause 4.14 How Land is zoned

The zoning of the land is shown on Map 2.

The site is located on land zoned Port and Employment as identified on Map 2.

Clause 4.21 Port and Employment Zone

Only uses which the consent authority is satisfied are generally consistent with one or more of the zone objectives are permissible.

The objectives of the 20C Port and Employment Zone are:

- to facilitate the continuation of commercial port uses, and
- 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
- to encourage development on Glebe Island and land adjoining White Bay which requires close proximity to the port, and
- to encourage a mix of land uses which generate employment opportunities, particularly in relation to port and maritime uses, and
- to allow a mix of uses which generate employment opportunities in the White Bay Power Station site, and
- to provide for the ongoing rail access to the port and related activities, and
- to provide pedestrian and cyclist links with surrounding public access networks, and
- to encourage port-related uses which optimise use of existing rail facilities, and
- to provide road and rail access to port activities.

The proposal is consistent with the relevant objectives and is therefore permissible within the zone, as it:

- would not impede the continuation of commercial port uses or the functionality of the Silos
- would contribute towards the mix of land uses on Glebe Island
- provide a revenue stream to the Port Authority of NSW to offset the cost of Port operations, statutory functions.

Clause 4.36 Heritage items and conservation areas

Heritage items are identified on Map 4 and described in Schedule 4.

The proposed signage is located on the Glebe Island Silos, which are shown on Map 4 and described in Schedule 4.

Clause 4.37 General considerations for heritage items

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

Clause 4.38 Duty of consent authority

Before granting consent to any such development, the consent authority must consider:

- the heritage significance of the heritage item or conservation area, and
- the impact that the proposed development will have on the heritage significance of the heritage item and its setting or the conservation area, and
- the measures proposed to conserve the heritage significance of the heritage item and its setting or the conservation area, and
- whether any archaeological site or potential archaeological site would be adversely affected.

The proposed sign is located on the Glebe Island Silos, which is listed as a heritage item in Schedule 7. The potential heritage impacts of the proposed signage on the Silos are discussed in **Section 5**.

The site is also located within the vicinity of heritage items. The signage would respect the character of these items (**Section 5**).

The proposal does not involve any physical works and would not involve sub-surface investigations.

Clause 4.39 Conservation management plans and heritage impact statements

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.

The application included a Statement of Heritage Impact prepared in accordance with clause 4.39.

Clause 4.41 Potential archaeological sites

Before determining an application for consent to development on land identified in an urban development plan as a potential archaeological site, the consent authority may request a report on the likely impact of the development on any archaeological material.

The proposal does not involve any physical works or sub-surface investigations and would not impact any archaeological site or potential archaeological site (**Section 5**).

Clause 4.48 Requirement for and use of Master Plans

The consent authority must consider the relevant Master Plan.

The proposal is generally consistent with the GIWB Master Plan.

State Environmental Planning Policy (Industry and Employment) 2021

Chapter 3 of the IESEPP applies to all signage that can be displayed with or without development consent and is visible from any public place or public reserve. The Department has assessed the proposed signage against the relevant requirements of IESEPP in **Table 4** and the specific assessment criteria of Schedule 5 of IESEPP in **Table 5**.

Table 4 | IESEPP Compliance Assessment

Clause	Criteria	Comments	Compliance
Part 3.2 Signage generally			
3.6 Granting of consent to signage	The signage is to be consistent with the objectives of this Policy.	The proposal is consistent with the objectives of IESEPP, including being compatible with the desired amenity and visual character of the area, and providing effective communication and public benefit.	Yes
	The signage is to satisfy the assessment criteria in Schedule 1.	See Table 5 .	Yes
Part 3.3 Advertisements			
3.10 Consent authority	<p>The consent authority is:</p> <ul style="list-style-type: none"> 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 b) TfNSW in the case of an advertisement displayed on a vessel, or c) the Minister for Planning in the case of an advertisement displayed by or on behalf of RailCorp, NSW Trains, Sydney Trains, Sydney Metro or TfNSW on a railway corridor, or d) the Minister for Planning in the case of an advertisement displayed by or on behalf of RMS on— <ul style="list-style-type: none"> (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 (ii) a bridge constructed by or on behalf of TfNSW on any road corridor, or (iii) land that is owned, occupied or managed by TfNSW, or 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 	<p>The Minister for Planning is the consent authority for the application in accordance with Clause 2.8(4) of the Precincts – Eastern Harbour City SEPP.</p> <p>However, the Minister has delegated the decision-making powers to the IPC as the application has received more than 50 objections during the exhibition period.</p>	N/A

Tunnel, or associated road use land that is adjacent to such a road.

3.11 Matters for consideration	<p>If the Minister for Planning is the consent authority, the consent authority must not grant consent to an application to display an advertisement to which this Chapter applies unless the advertisement or the advertising structure, as the case requires—</p> <ul style="list-style-type: none"> (a) is consistent with the objectives of this Chapter as set out in section 3.1(1)(a), and (b) has been assessed by the consent authority in accordance with the assessment criteria in Schedule 5 and in the Guidelines and the consent authority is satisfied that the proposal is acceptable in terms of— <ul style="list-style-type: none"> (i) design, and (ii) road safety, and (iii) the public benefits to be provided in connection with the display of the advertisement, and (c) satisfies any other relevant requirements of this Chapter. 	<p>The proposal has been assessed in accordance with the assessment criteria in Schedule 5 in Table 5 and the Guidelines in Table 6.</p> <p>The proposal would provide clear and tangible benefits to the local community through revenue to fund heritage conservation and the local community services (Section 5.7).</p> <p>All other relevant requirements are addressed in this table.</p>	Yes
	<p>In addition, if section 3.16 or 3.22 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>Section 3.16 or 3.22 do not apply to the proposal.</p>	N/A
3.12 Duration of consents	<p>A consent granted under this Part ceases to be in force:</p> <ul style="list-style-type: none"> i. 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 ii. if a lesser period is specified by the Consent Authority, on the expiration of the lesser period. <p>The Consent Authority may specify a period of less than 15 years only if:</p> <ul style="list-style-type: none"> i. 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 ii. 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 	<p>Clause 3.19 specifies a maximum ten (10) year consent term for a roof or sky advertisement.</p>	Yes

	<p>opinion of the Consent Authority, the proposed advertisement would be inconsistent with that change, or</p> <p>iii. the specification of a lesser period is required by another provision of this Policy.</p>		
3.15 Advertisements with display area greater than 20 square metres or higher than 8 metres above ground	<p>The Minister must not grant consent for an advertisement with a display area greater than 20 m² or higher than 8 m above the ground unless:</p> <p>i. the applicant has provided the consent authority with an impact statement that addresses the assessment criteria in Schedule 5 and the consent authority is satisfied that the proposal is acceptable in terms of its impacts, and</p> <p>ii. the consent authority gave a copy of the application to TfNSW before the application is exhibited if the application is an application for the display of an advertisement to which section 3.16 applies.</p>	<p>The proposal has an area greater than 20 m² and is higher than 8 m above ground.</p> <p>The Applicant's SEE addresses the assessment criteria in Schedule 5.</p> <p>The Department is satisfied that the proposal has acceptable impacts (Section 5).</p>	Yes
3.17 Advertising display area greater than 45 square metres	<p>The consent authority must not grant consent to the display of an advertisement with an advertising display area greater than 45 square meters unless:</p> <p>i. 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>ii. 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.</p> <p>The signage complies with the signage dimensions and advertising display areas that are contained in GISAS DCP.</p>	Yes
3.18 Location of certain names and logos	<p>The name or logo of the person who owns or leases an advertisement or advertising structure must appear only within the advertising display area.</p> <p>If the advertising display area has no border or surrounds, any such name or logo is to be located—</p> <p>i. within the advertisement, or</p> <p>ii. within a strip below the advertisement that extends for the full width of the advertisement.</p> <p>The area of any such name or logo must not be greater than 0.25 square metres.</p> <p>The area of any such strip is to be included in calculating the size of the advertising display area.</p>	<p>The logo of the advertisement operator is located on the signage face of each elevation.</p>	Yes

3.19 Roof or sky advertisements	<p>The consent authority may grant consent to a roof or sky advertisement only if:</p> <p>(a) the consent authority is satisfied:</p> <ul style="list-style-type: none"> 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 ii. that the advertisement improves the finish and appearance of the building and the streetscape, and <p>(b) the advertisement:</p> <ul style="list-style-type: none"> 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, aerals, masts, and the like), and ii. is no wider than any such part, and <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>The proposal would not increase the number of signs being displayed or result in any physical change to the existing signage display. The signage provides a point of visual interest and enhances the Silos as a landmark and reference point in the city.</p> <p>The proposal does not extend above the parapet or wider than the Silo structure.</p> <p>The Master Plan is still in force and the GISAS DCP was adopted in December 2004 and is still in force. The signage dimensions, location and orientation of the signage display is generally consistent with the GISAS DCP.</p>	Yes
	<p>A consent granted under this clause ceases to be in force:</p> <p>(a) on the expiration of 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>A lesser period is specified. See below.</p>	
	<p>The consent authority may specify a period of less than 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>A lesser period than 10 years may be specified as the Master Plan was adopted prior to the commencement of this Part and specifies a three-year consent duration for advertising.</p> <p>The Bays West precinct us undergoing change in accordance with the Place Strategy.</p> <p>The Department recommends conditions of consent that limit the consent duration to three years, consistent with the Master Plan and to ensure that the signage would not be inconsistent with the future development.</p>	Yes

Table 5 | IESEPP Schedule 5 Compliance Assessment

Assessment Criteria	Comments	Compliance
1 Character of the area		
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>The signage is compatible with the existing character of the port and employment area.</p> <p>The proposal, and recommended conditions of consent, would also not restrict the site's operation of port facilities or impede any change to the future character of the area as discussed in Section 5.</p> <p>The Department recommends the consent lapse after three years consistent with the Master Plan and to ensure the signage would not be inconsistent with the desired future character of the area.</p>	Yes
Is the proposal consistent with a particular theme for outdoor advertising in the area or locality?	The proposal is consistent with the existing advertisement theme of the area as advertising has been approved on site for 30 years.	Yes
2 Special areas		
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>The proposed signage would not 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 heritage impacts of the proposed signage are discussed in Section 5.</p>	Yes
3 Views and vistas		
<p>Does the proposal:</p> <ul style="list-style-type: none"> obscure or compromise important views? dominate the skyline and reduce the quality of vistas? respect the viewing rights of other advertisers? 	<p>The impact of the proposed signage on the skyline and quality of vistas are discussed in Section 5.</p> <p>The signage does not obscure the viewing rights of other signage or dominate the skyline and reduce vistas.</p>	Yes
4 Streetscape, setting or landscape		
Is the scale, proportion and form of the proposal appropriate for the streetscape, setting or landscape?	The signage dimensions, location and orientation of the signage display would remain as previously approved and are consistent with the GISAS DCP.	Yes
Does the proposal contribute to the visual interest of the streetscape, setting or landscape?	The proposed signage provides a point of visual interest and enhances the Silos as a landmark.	Yes
Does the proposal reduce clutter by rationalising and simplifying existing advertising?	The proposal would not increase the number of signs being displayed or result in any physical change to the existing signage display.	N/A
Does the proposal screen unsightliness?	The proposal will remain as previously approved, with the signs screening the rooftop space of the Silos which comprises of utilities and ancillary structures.	N/A

Does the proposal protrude above buildings, structures or tree canopies in the area or locality?	The signage will remain fully contained within the southern and western façades of the Silos and would not extend above the parapet.	Yes
Does the proposal require ongoing vegetation management?	No.	N/A
5 Site and building		
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 dimensions would remain as previously approved and is compatible with the scale of the Silos	Yes
Does the proposal respect important features of the site or building, or both?	The on-going use of the existing signage does not significantly detract from the heritage importance of the site. As discussed in Section 5).	Yes
Does the proposal show innovation and imagination in its relationship to the site or building, or both?	The signage shows innovation as the proportions of the signage allow the conveyor room to be interpreted and advertising displayed is designed for the Silos.	Yes
6 Associated devices and logos with advertisements and advertising structures		
Have any safety devices, platforms, lighting devices or logos been designed as an integral part of the signage or structure on which it is to be displayed?	No physical works are proposed. Devices and logos and lighting remains unchanged.	N/A
7 Illumination		
<ul style="list-style-type: none"> • Would illumination result in unacceptable glare? • Would illumination affect safety for pedestrians, vehicles or aircraft? • Would illumination detract from the amenity of any residence or other form of accommodation. • Can the intensity of the illumination be adjusted? • Is the illumination subject to a curfew? 	<p>The signage is illuminated using top mounted LED floodlights aimed towards the sign faces.</p> <p>The existing signage is subject to an existing night lighting curfew from 1 am to 6 am. The proposal will increase the night lighting curfew by two hours to 11 pm until 6 am.</p> <p>The proposal would not result in unacceptable glare, affect safety for pedestrians, vehicles or aircraft.</p> <p>Illumination and recommended conditions are further discussed in Section 5.</p>	Yes
8 Safety		
<p>Would the proposal reduce safety for:</p> <ul style="list-style-type: none"> • any public road? • pedestrian or bicyclists? • pedestrians, particularly children, by obscuring sightlines from public areas? 	A SSA was submitted with the application, which concluded that due to the elevated location, the signs would not obstruct, interfere with, or restrict sight distances to any intersections, traffic control devices, vehicles, pedestrians or cyclists.	Yes

Transport Corridor Outdoor Advertising and Signage Guidelines (the Guidelines)

The Guidelines outline best practice for the planning and design of outdoor advertisements in transport corridors. The Guidelines supplement the provisions of IESEPP by providing detailed information in relation to signage within transport corridors, including design criteria and road safety considerations. The proposal has been assessed against the Guidelines in **Table 6**.

Table 6 | Assessment of the Guidelines design criteria

Assessment Criteria	Comments	Compliance
Land Use Compatibility Criteria		
Outdoor advertising should not be inconsistent with the LEP land use objectives for the area.	The proposal is consistent with the objectives of the Port and Employment Zone.	Yes
Advertisements must not be placed on land where signage is visible from the following areas if it is likely to create significant amenity impacts: <ul style="list-style-type: none"> • Environmentally sensitive area • Heritage area • Natural or other conservation area • Open space • Waterway • Residential • Scenic protection area • National park or nature reserve. 	The proposal would not result in significant amenity impacts to any of these areas.	Yes
Advertising structures should not be located so as to dominate or protrude significantly above the skyline or to obscure or compromise significant views or views that add to the character of the area.	No changes are proposed to the advertising structure and it would not dominate or protrude significantly above the skyline or obscure significant views (Section 5).	Yes
Advertising structures should not be located to diminish the heritage values of items or areas of local, regional or state heritage significance.	The signage is not within a heritage area or an environmentally significant area. The proposal would not result in any additional heritage impacts to the Silos as no additional physical works are proposed and the existing advertising structure is capable of, and will require, removal when the consent lapses. The development would respect the character of the heritage item (Section 5).	Yes
Advertising structures should be placed within the context of other built structures in preference to non-built areas. Signage should be used to enhance the visual landscape.	The proposed signage is located the Glebe Island Silos and is consistent within the context of the port area and large-scale infrastructure.	Yes
2.5 Site-Specific and Structural Criteria		
2.5.1 General Criteria		
The advertising structure should demonstrate design excellence and show innovation in its relationship to the site, building or bridge structure.	The proposal is of a contemporary design standard that is suitable for the Glebe Island Silos structure.	Yes
The advertising structure should be compatible with the scale, proportion, and	The proposed signage is compatible with the Silo structure, it does not extend above the	Yes

other characteristics of the site, building or structure on which the proposed signage to be located.	parapet and complies with the dimensions and advertising display areas that are contained in the GISAS DCP.	
The advertising signage should be in keeping with important features of the site, building or bridge structure.	The proposal would be compatible with the Glebe Island Silos.	Yes
The placement of the advertising signage should not require the removal of significant trees or other native vegetation.	The proposal does not require the removal of any vegetation.	Yes
The advertisement proposal should incorporate landscaping that complements the advertising signage and is in keeping with the landscape and character of the transport corridor.	The proposal will not incorporate landscaping and would be consistent with the character of a working port.	Yes
Any safety devices, platforms, lighting devices or logos should be designed as an integral part of the signage or structure on which it is to be displayed.	The proposal contains lighting and logos as an integral part of the signage. A walkway forms part of the advertising structure and is used for maintaining the signage.	Yes
Illumination of advertisements must comply with the requirement in Section 3.3.3 in the Guidelines.	The illumination of the advertising signage does not result in unacceptable light spill (refer to Section 5 and assessment against Section 3.3.3 to follow).	Yes
Illumination of advertisements must not cause light spillage into nearby residential properties, national parks or nature reserves.		
2.5.3 Roof or sky advertisements		
The consent authority must be satisfied that: <ul style="list-style-type: none"> i. 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 ii. that the advertisement improves the finish and appearance of the building and the streetscape. 	The advertising structure would not protrude above the dominant skyline and would have acceptable visual impacts (Section 5).	Yes
The advertisement must be: <ul style="list-style-type: none"> i. 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) ii. no wider than any such part. 	The Department does not consider a landscape management plan is required as the proposal is located in a highly urban environment with no vegetation.	Yes
A DCP must be 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 must be consistent with the DCP. Consent for a roof or sky advertisement is limited to a maximum of 10 years.	The GISAS DCP was adopted in December 2004 and is still in force. The signage dimensions, location and orientation of the signage display is generally consistent with the GISAS DCP. The Department recommends conditions of consent that limit the consent duration to three years in accordance with the Master Plan.	

Road Safety Assessment Criteria
3.2.1 Road clearance

The advertisement must not create a physical obstruction or hazard.	The proposal would not result in any physical obstruction or hazard, as it is affixed to the Silos.	Yes
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Where the sign supports are not frangible (breakable), the sign must be placed outside the clear zone in an acceptable location in accordance with Austroads Guide to Road Design (and RMS supplements) or behind an RMS approved crash barrier.	The signage would be located outside of the clear zone.	N/A
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All signs that are permitted to hang over roads or footpaths should meet wind loading requirements as specified in AS 1170.1 and AS1170.2. All vertical clearances as specified above are regarded as being the height of the sign when under maximum vertical deflection	The signage does not hang over a road or footpath.	N/A
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3.2.2 Line of Sight

An advertisement must not obstruct the driver's view of the road particularly of other vehicles, bicycle riders or pedestrians at crossings.	The signage would be affixed to the top of the Silos and would not obstruct the driver's view of the road, other vehicles, cyclist or pedestrians.	Yes
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An advertisement must not obstruct a pedestrian or cyclist's view of the road.	The advertisement would not obstruct a pedestrian or cyclist's view of the road.	Yes
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The advertisement should not be located in a position that has the potential to give incorrect information on the alignment of the road.	The proposal would not give incorrect information on the road alignment.	Yes
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The advertisement should not distract a driver away from the road environment for an extended length of time.	The signage is positioned so that it would not require drivers to direct their attention away from the road. The advertisements are designed to require only a glance to view its display and/or message.	Yes
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3.2.3 Proximity to decision making points and conflict points

The sign should not be located: <ul style="list-style-type: none"> i. less than the safe sight distance from an intersection, merge point, exit ramp, traffic control signal or sharp curves 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 iii. so that it is visible from the stem of a T-intersection. 	The sign is elevated and would not interfere with any decision making and conflict points. The Department has considered the road safety impacts and considers the proposal to be supportable on road user safety grounds (Section 5).	Yes
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The placement of a sign should not distract a driver at a critical time, in particular, signs should not obstruct a driver's view: <ul style="list-style-type: none"> i. of a road hazard ii. to an intersection iii. to a traffic control device iv. to an emergency vehicle access point of driveways wider than 6 – 9 m or higher. 	The signage placement would not distract drivers at critical times or obstruct a driver's view of traffic control devices.	Yes
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3.3.1 Advertising signage and traffic control devices

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.	The proposal would not distract drivers or reduce the visibility and effectiveness of directional signs, traffic signals, traffic control devices, regulatory signs or advisory signs or obscure information about the road alignment.	Yes
The advertisement must not interfere with stopping sight distance for the road's design speed or the effectiveness of a traffic control device.	The signage would not interfere with the stopping sight distance for the road's design speed or the effectiveness of a traffic control device.	Yes
The image must not be capable of being mistaken for traffic signals or driving instructions.	The application does not provide specific detail for sign content. The advertising content of the signs will change. Furthermore, consent is not required for a change in the content of signage in accordance with IESEPP. Therefore, the Department recommends a condition of consent to ensure the sign content is not mistaken for traffic signals or driving instructions.	Yes
3.3.3 Illumination and reflectance		
Advertisements must comply with the luminance requirements in Table 5 .	The illumination of the proposed signage is discussed in Section 5 . The sign is only proposed to be lit up from dusk till 11pm and will not be illuminated during the day. The proposal has demonstrated it compliance with the requirements in the IESEPP, Guidelines and relevant Australian Standards.	Yes
For night time use, the sign (whether internally illuminated or lit from its exterior) must not cast a shadow on areas that were previously lit and that have a special lighting requirement, e.g. pedestrian crossings.	The proposed signage is within the Silos building envelope; and therefore, would not cast shadows on areas that were previously lit or have a special lighting requirement.	Yes
The light sources for illuminated signs must focus solely on the sign and: i. be shielded so that glare does not extend beyond the sign ii. with the exception of back lit neon signs, have no light source visible to passing motorists with a light output greater than that of a 15W fluorescent/LED bulb.	The light sources are directed at the signage and are shielded away from the road.	Yes
The level of reflectance of an advertisement, and its content, is not to exceed the 'Minimum coefficients of Luminous intensity per unit area for Class 2A Material', as set out in Australian Standard AS/NZS 1906.1:2007. Flashing illuminated advertisements will not be approved.	The Department recommends a condition of consent requiring the signage comply with the minimum coefficients of luminous intensity per unit area for Class 2A Material', as set out in AS/NZS 1906.1:2007 in accordance with 3.3.3(d) of the Transport Corridor Advertising and Signage Guidelines.	Yes
4.1 Public Benefit		
Certain outdoor advertisements along railway corridors, classified roads and on bridges must meet a public benefit test to ensure that	The proposal is not an advertising signage type listed in Section 4. However, clause 3.11 of IESEPP requires the consent authority be	N/A

the advertising will result in a positive gain or benefit for the community.

satisfied the proposal provides for a public benefit be provided in connection with the display of the advertisement.

To address this, the Applicant has provided Public Benefit Offer in the form of a monetary contribution paid by Eye Drive Sydney Pty Ltd annually for the duration of the consent to the Inner West Council a public benefit.

The Department considers the proposal would provide clear and tangible benefits to the local community through revenue to fund heritage conservation and the local community services listed in the Council's Interim Policy as required by Council and would meet clause 3.11(b)(iii) of IESEPP (Section 5).

Glebe Island and White Bay Master Plan 2000

The Glebe Island and White Bay Master Plan (Master Plan) provides principles, provisions and actions that aim to implement the requirements of SREP 26.

The Master Plan permits third party signage where it will not create visual clutter and be compatible with the design of the structure and the context of the site. The Master Plan requires consents be limited to a three-year period to reassess the signage as the surrounding locality transitions to determine whether the signage continues to be appropriate in the landscape.

The proposed signage would not create visual clutter and is compatible with the design of the Glebe Island Silos and the context of the site as a working port. Overall, the proposed signage would comply with the relevant provisions of the Master Plan.

Glebe Island Silos Advertising Signage DCP (GISAS DCP)

The GISAS DCP outlines design guidelines for advertisements on the Glebe Island Silos. The proposed signage is consistent with these desired objectives (refer to **Table 7**).

Table 7 | Assessment of compliance with GISAS DCP signage provisions

Objectives	Comments	Consistency
11.0 Advertising Structure		
<ul style="list-style-type: none"> Advertising is restricted to the southern and western sides where the decorative treatment relates to the busy, public nature of the main roads. Advertising to be removed from the vertical silo structure at the eastern end of the southern elevation. 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 silo parapet and up to four separate advertisements, three on the southern side and one on the western side. 	<p>The existing advertising signage complies with the Clause 11 provisions.</p> <p>No changes to the advertising structure are proposed as part of this application.</p>	Yes

- The signage system is to be a stretched skin with no extraneous structures or fixings in view, apart from the necessary lighting fixtures.
- All access to the advertising panels for installation shall be made easily and safely in accordance with Occupational Health and Safety Guidelines.
- 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>11.1 Life of Approval</p> <ul style="list-style-type: none"> • Development consent for advertising is limited to a period of three years, consistent with the provisions of SEPP 64 and the Glebe Island and White Bay Master Plan 	<p>The Department recommends conditions of consent that limit the consent duration to three years</p>	<p>Yes</p>
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<p>11.2 Display of Messages</p> <ul style="list-style-type: none"> • The advertising panels are to be continuously occupied by simple messaging or graphics. They should never appear vacant. 	<p>The advertising panels would never appear vacant.</p>	<p>Yes</p>
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<p>11.3 Lighting</p> <ul style="list-style-type: none"> • Lighting may be installed for night-time external illumination of advertising signs. • Light structures are to be discrete and light spill is to be contained to the face of the signs. • Animated or flashing lighting is not permitted. 	<p>The existing signage is illuminated using top mounted LED floodlights aimed towards the sign face. The lights do not flash or flicker.</p> <p>The application does not increase or intensify the illuminance of the signage.</p> <p>The proposal will light up from dusk to 11pm.</p> <p>The Department recommends conditions of consent that limit illumination of the signage between the hours of 11 pm and 6 am, Monday to Sunday.</p>	<p>Yes</p>
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<p>11.4 Materials and Finishes</p> <ul style="list-style-type: none"> • 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. • Materials are to respect the heritage status of the Silos. 	<p>The signage is limited to the southern and western elevations and retains the northern and eastern elevations in the original state.</p> <p>The advertisements are printed onto vinyl skins which are tensioned across the steel frame of the advertising structure and changed on a minimum 28-day rotation.</p> <p>No changes are proposed that would impact the quality of the existing signage as part of this application.</p>	<p>Yes</p>
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<p>11.5 Development Application Requirements</p> <ul style="list-style-type: none"> • 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. • Details of illumination method and fixtures are to be provided with the development application. • Illumination levels (lux levels) are to be provided with the development application 	<p>The proposal complies with this requirement.</p>	<p>Yes</p>
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12.0 Additional Treatments and Elements

12.1 Mural

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.

Maintenance of the murals will be ongoing as part of the terms of the commercial lease with the Port Authority of NSW.

Yes

Other Policies

Ecologically sustainable development

The EP&A Act adopts the definition of ecologically sustainable development (ESD) found in the *Protection of the Environment Administration Act 1991*. Section 6(2) of that Act states that ESD requires the effective integration of economic and environmental considerations in decision-making processes. The Department has considered the project in relation to ESD principles. The precautionary and inter-generational equity principles have been implemented throughout the decision-making process and assessment of the DA's environmental impacts are detailed in **Section 5**.

Environmental Planning and Assessment Regulation 2021 (EP&A Regulation)

Subject to any other references to compliance with the EP&A Regulation cited in this report, the requirements for notification (Part 6, Division 7) and fees (Part 15, Division 1) have been complied with.

Appendix D – Recommended Instrument of Consent

The recommended conditions of consent can be found on the NSW Planning Portal as follows:

<https://pp.planningportal.nsw.gov.au/daex/under-consideration/glebe-island-silos-signage>