



# **HOARDINGS POLICY**

**Adopted**

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# HOARDINGS POLICY

## 1. TITLE

This Policy (“the Policy”) is called the Hoardings Policy.

## 2. PURPOSE

Penrith is a vibrant and dynamic city, with distinctive landscapes and public spaces. It is an engaging retail and cultural centre with a host of unique and appealing attributes.

It is an imperative for council to ensure that temporary structures erected in our public spaces have the least possible impact on the movement of people and allow for a safe and convenient pedestrian passage past worksites.

As Penrith undergoes continual changes through the construction of new buildings and alterations to existing building, it is important that temporary structures erected in the public spaces are designed and installed to improve amenity and experience for the community.

Temporary structures placed on Council land therefore need to:

- a) Limit pedestrian and cycleway obstructions and inconvenience;
- b) Maintain safe access and high amenity including safe walking surfaces past worksites;
- c) Maximise positive visual impact on the amenity and local environment; and
- d) Integrate public art with temporary structures in our centres to mitigate the visual impacts and to enrich and temporarily renew the public space to give added creativity, interest, vibrancy and history.

This policy prescribes the minimum performance objectives and specific design criteria (deemed-to-comply provisions) while allowing proponents of development, contractors and building owners to undertake required works and to meet their legislative work health and safety responsibilities and other requirements.

## 3. OBJECTIVES

The Policy aims to:

- (a) Minimise obstructions and inconvenience resulting from the placement of temporary structures in a public space;
- (b) Maintain safe access and high amenity;
- (c) Screen and secure work areas from the public space;
- (d) Provide effective lighting under hoardings for public safety and to illuminate graphics on site fences;
- (e) Minimise adverse impacts on street trees, gardens and furniture;
- (f) Provide practical controls for the design, approval, maintenance and regulation of temporary structures erected on or over Council land;
- (g) Provide minimum designs requirements for temporary structures that are erected over Council’s property; and

- (h) Ensure that temporary structures contribute towards a vibrant, creative, accessible and safe public space through the inclusion of creative public art works in the Penrith City Centre, St Marys Town Centre and Kingswood Traders Area.

#### 4. DEFINITIONS

**Authorised person:** An appropriately delegated employee of the Penrith City Council.

**Centres:** Penrith City Centre, St Marys Town Centre and Kingswood Traders Area.

**Council:** means Penrith City Council.

**Hoarding:** a temporary structure placed on Council land that separates a workplace from the public place and may also provide an overhead protective barrier to protect the public place from objects that may fall from a work area.

**Penrith:** means the Penrith City Local Government Area.

**Public Space:** Spaces that are generally open and accessible to people. Including the pavement, public squares, parks and open spaces.

**Temporary Structures:** work area protective structures (hoardings), perimeter scaffolding systems and cantilevered scaffolding are often a necessary part of development and maintenance activity.

#### 5. LEGAL STATUS

The Hoardings Policy (“the Policy”) is a local approvals Policy under S158 of the *Local Government Act 1993*. The Policy is aimed at the development and construction sectors where approval is sought to erect temporary structures on or over a public road (an activity under category E(2) of the table in S68 of the Act) in association with development sites or buildings undergoing maintenance.

#### 6. COMMENCEMENT DATE

The Policy was adopted by Council on XX 2019 and will come into operation on XX 2019.

#### 7. SCOPE

- (a) This Policy applies throughout the Penrith Local Government Area. With specific requirements applying to the Penrith City Centre, St Marys Town Centre and Kingswood Traders Area as defined by the location maps in Appendix 3.
- (b) The Policy does not apply to the operation of equipment to hoist or swing material or equipment over a public space or road. A separate approval must be obtained for these activities.

#### 8. ENFORCEMENT OF THE POLICY

Unless specifically varied by a condition of approval or a direction of an authorised person, the relevant provisions set out in the Appendix 1 and Appendix 2 must be satisfied when placing a temporary structure on or above a public land or road.

## 9. IMPLICATIONS OF NON-COMPLIANCE WITH THE POLICY

An authorised person of Council may issue penalty notices, give orders, initiate Court action for non-compliance with the Policy and a determination (an approval) and for associated breaches of applicable legislation.

A person who is guilty of an offence under the various Acts administered by Council may be liable, on conviction, for a maximum penalty as prescribed by the applicable legislation.

Parties not acting in accordance with this Policy and an approval to place a temporary structure on or above public land or road may be given notice in writing to comply before an infringement is issued. Council, at all times, reserves the right to issue an immediate infringement notice depending on the seriousness of the circumstance and at the discretion of the authorised person and consideration of Council's Compliance and Enforcement Policy.

## 10. GRANTING AN APPROVAL

An approval (Permit) for the placement of a temporary structure on or over a public road is granted under S94 of the *Local Government Act 1993* and S139 of the *Roads Act 1993*. Where required, an approval under S115 of the *Roads Act* may also be granted.

An approval is issued subject to conditions imposed through S94 of the *Local Government Act* and S139(1)(d) of the *Roads Act*. An approval is granted to allow a temporary structure to be installed and used in a specified way as prescribed in Part A and as set out in the conditions forming part of an approval (Permit).

## 11. EXEMPT AND PROHIBITED FROM APPROVAL

There are no exempt activities available to allow the placement of temporary structures on or above a public land or a road without the approval of Council.

The approval for the erection and placement of a temporary structure does not include permission for the use of equipment to swing or lift material across any part of the public land or a road. There is a separate approval required for this.

## 12. AMENDING AN APPROVAL

A person to whom an approval is granted may apply to amend an approval (Permit) under S87 of the *Local Government Act* if the amendments are minor only. The assessment for an amendment to an approval will include, but will not be limited to, the following matters:

- (a) whether the proposed amendment is substantially the same as that originally approved; and
- (b) whether any prejudice will be caused to any person who made a submission concerning the original proposal; and
- (c) whether consultation with another authority is required; and
- (d) an amended determination replaces the original approval from the date endorsed on the notice of determination (Permit).

### 13. EXTENDING AN APPROVAL

Council may determine to extend an approval under S107 of the *Local Government Act* if it is satisfied there is good cause for doing so. An approval may not be extended where a temporary structure:

- (a) is structurally unsound;
- (b) is not being satisfactorily maintained in accordance with the Policy;
- (c) is non-compliant with an approval;
- (d) a public liability insurance policy for a structure/ approval is not current or has been withdrawn by the insurer; and
- (e) any other circumstance as determined by Council.

An approval to extend a determination (Permit) must be obtained before the lapsing date (as specified in an approval).

### 14. REVOKING AN APPROVAL

Council may revoke an approval under S108 of the *Local Government Act* for any circumstance set out in S109. An approval may also be revoked, for any reason, under S140 of the *Roads Act*. Council may exercise its powers under these Acts where any of the following apply:

- (a) the person holding an approval (Permit) fails to act on directions to rectify a temporary structure particularly matters relating to inadequate structural adequacy or other public safety risk;
- (b) an approval has lapsed and an application has not been lodged to extend an approval;
- (c) a public liability insurance policy for a structure/ approval is not current or has been withdrawn by the insurer; or
- (d) any other circumstance as determined by Council.

In circumstances where an approval has been revoked, Council reserves the right to take action to have the unauthorised structure/s removed and recover all associated costs.

# APPENDIX 1: COUNCIL APPROVAL REQUIREMENTS AND CONDITIONS

Council must consider the criteria as outlined in this Policy when determining applications for Hoardings approvals within the Penrith Local Government Area (LGA).

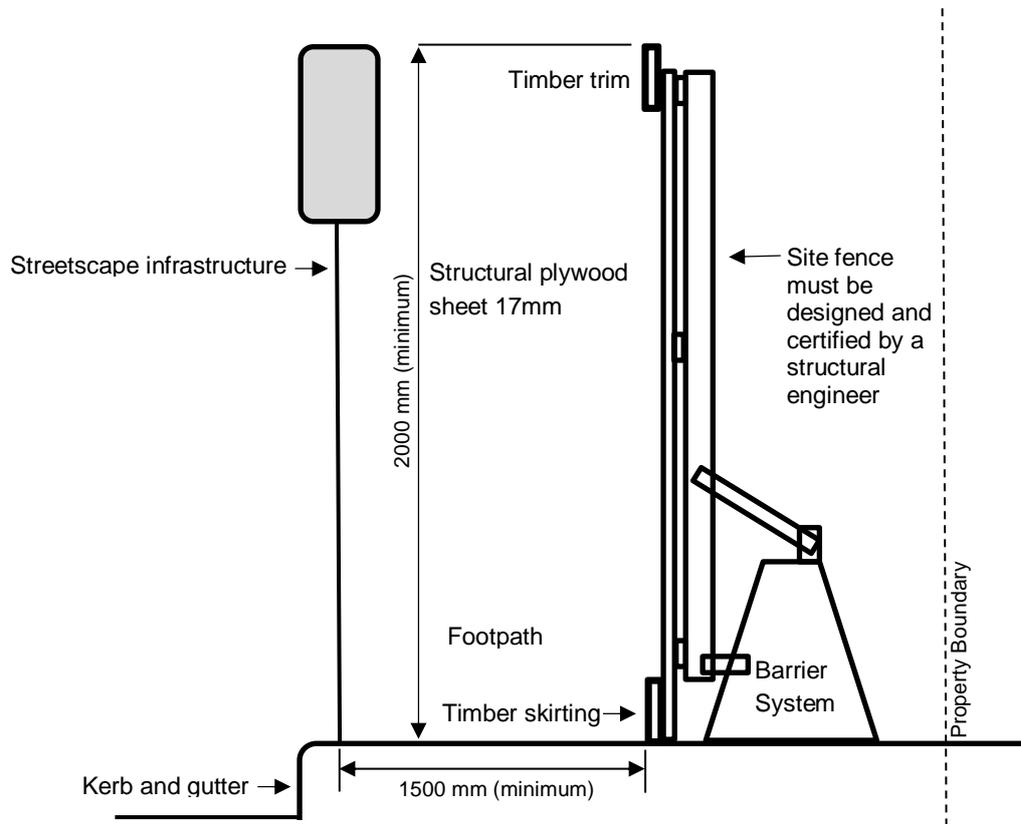
## 1. TYPES OF TEMPORARY STRUCTURES

### a) Type A hoardings (Figure 1)

A Type A hoarding is a fence consisting of a structural frame of timber or steel, clad with structural plywood sheet and having a minimum height of 2 metres that separates the worksite from the road. The following requirements apply to Type A hoardings:

- Hoardings may encroach upon a public footpath up to a maximum distance of 1.5m from the building/property alignment, however a lesser distance from the building/property alignment may be required at the discretion of Council's City Assets Manager in order to ensure adequate footpath for pedestrians.
- Where the need for construction purposes to intrude on the footpath exceeds 1.5 metres from the building/property alignment, it must be fully justified in the application and must include details on how pedestrian safety, movement and amenity will be maintained.
- Particularly in the centres where there is high pedestrian activity the site fence must be located as close as possible to the building/property boundary alignment.
- The site fence must be neatly finished at the top and bottom and finished with a trimming board and skirting. These must be painted the same colour as the fence and must not be less than 90mm.
- The site fencing must be constructed of solid durable material and comply with AS/NZS 2269-2012. The sheets must be butt-jointed and a minimum thickness of 17mm. The fences should be well constructed, smooth, plumb and the plywood sheets finished flush.
- The site fence sheeting must be securely fixed to a structurally sound and adequate frame using fasteners that do not protrude past the fence surface.
- Access doors and gate in site fence must be installed to swing inwards only or slide internally to the hoarding fence.
- Utility service pits must not be obstructed. Where the site fence cannot be positioned to avoid the utility service pits the fence must be designed to enable easy access. Signage may also be required. In this situations the service providers must be consulted, particularly if a utility service pit is located behind a fence.

Figure 1



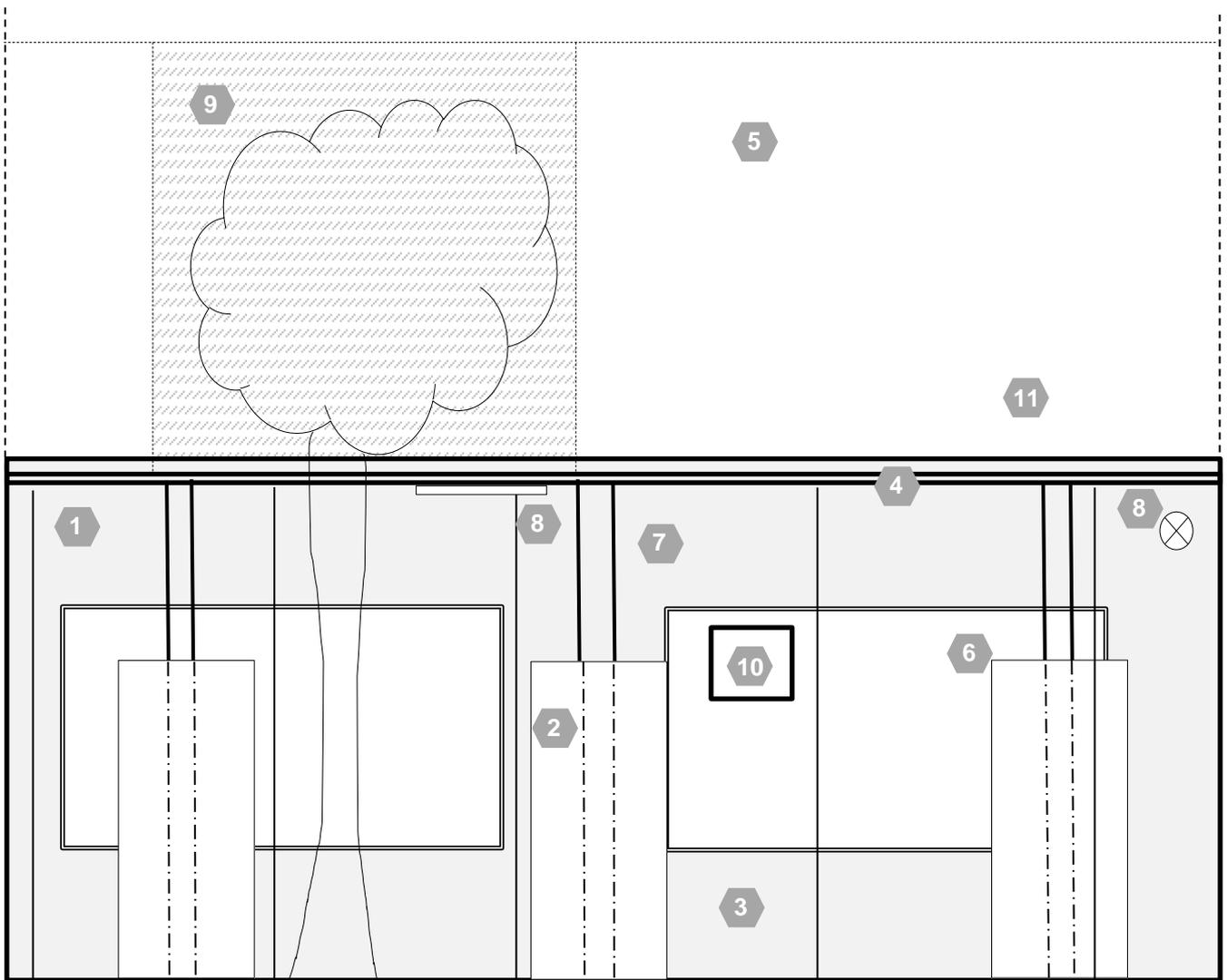
b) Type B hoardings (Figure 2)

A prefabricated modular gantry design of steel framed overhead protective structure that forms an integrated overhead protective structure allowing pedestrians and bicycle riders to pass beneath. A full structural type B hoarding may include a site fence or structural plywood.

The following requirements apply:

- The minimum height clearance to underneath the deck should be 3 metres.
- The site fence must comply with Type A hoardings requirements.
- The columns and or counterweight units must:
  - Be located with a minimum spacing of 3 metres along the footpath
  - They must not be located on or near service pits
  - Where possible they must be located at equal spacing's unless they conflict with the street trees, street furniture, service pits or other site limitations
- Uprights must be tenoned into soleplates, not inserted into the roadway or footpath surface.
- The hoarding must span the full width of the footpath. Where the footpath is wider and it is not feasible to span the full width, the applicant should assess any risks posed to pedestrians from falling objects. Where this is required it must be detailed in the application.
- In some locations it may be necessary to set the hoarding back more than 300mm from the kerbside. Consideration must be given to the possible impacts on pedestrians. Where this is required it must be detailed in the application.
- When a hoarding is required to span over a roadway, a minimum clearance of 4.5 metres is required.
- Where footpath infrastructure such as a bus shelter is required to be temporarily removed or relocated to erect a hoarding or to allow safe pedestrian movement, a separate approval must be obtained. All costs with this process will be at the applicants' expense.
- Access and egress from buildings, access to fire hydrants, other services and utilities must not be obstructed.
- The line-of sight to traffic signals and signs must not be obstructed. Where it is required to have control signals relocated or mounted on the hoarding to maintain visibility, approval from the NSW Roads and Maritime Services must be sought.
- The design of the structure must accommodate all existing street trees.
- A fascia must be provided to fully screen approved site sheds being placed on hoarding decks. The fascia should extend to the top of the sheds. The fascia must be constructed from a durable material that can accommodate graphics where required. The panels must be joined neatly with minimal openings and gaps. The fascia and associated bracing must be designed to withstand the imposed loads including wind activity.

Figure 2



**Requirements**

1. Structure
2. Counterweight
3. Public art site fence
4. Deck
5. Fascia to screen site shed
6. Site information and displays
7. Colour painted surface or public art where required
8. Lighting
9. Fascia setback to accommodate street tree canopy
10. Copy of hoarding permit
11. Property address

## 2. COMPONENT ELEMENTS OF HOARDINGS

The construction and finishing of hoardings are formed by a range of distinct elements. Typically, the key elements are as follows:

- a) Structure
- b) Column bases, counterweights, pedestrian and traffic barriers
- c) Site fence
- d) Deck
- e) Artwork and signage
- f) Colour
- g) Access
- h) Lighting
- i) Street tree protection

## 3. ARTWORK

The display of artwork and images on temporary structures is strongly encouraged across Penrith and mandatory in Penrith City Centre, St Marys Town Centre and Kingswood Traders Area. See Appendix 1 for the site maps.

The display of artwork and image, works to support Council's aim of minimising the adverse impacts of hoarding and adds value to the public space by increasing visual interest. As temporary structures are placed on land owned by the Council, we reserve the right to require an applicant to display approved artwork. The applicant will be required to maintain the graphic for the full duration of the required placement or for the full duration of the hoarding approval.

### Mandatory artwork and images on hoardings in our centres

To enhance the appearance of hoardings, particularly when installed in highly visible locations for extended periods the installation of artwork and images must be set out as per the table below. At least 70% of the surface area of the site fence including end panels, large access points (2m and greater) and fascias must be covered by an artwork. The remaining surface should be painted flat back or an another approved colour to match the artwork.

Where required by the table below or as a condition of development consent temporary structures must, with the exception of structures associated with heritage items incorporate one of the following:

- a graphic from the Council's commissioned works. Information of the artwork and files are available on Council's website; or
- an approved site specific high quality artwork commissioned by the developer or builder or as required by Council. Applicants must discuss the proposal with Council prior to commencing and commissioning the artwork; or
- When the works are associated with a heritage building or site, historic images of the building or local streetscape from Council. Historic images are available through Council's Library research services.

Type of Structure	Location	When required, including installation period
A	City Centres	4 weeks +
	Adjoining major roads outside of the city centres as determined by the Council	10 weeks +
	All other areas	16 weeks +
B	City Centres	4 weeks +
	Adjoining major roads outside of the city centres as determined by the Council	12 weeks +
	All other areas	20 weeks +

#### Printing and installation

Council must give approval to a proposed artwork and reserves the right to specify the particular type of display.

The system of installation and attachment of the artwork must consider the long-term durability, appearance and maintenance requirements to guarantee an adequate appearance is maintained at all times. The material that artwork is printed on must comply with the Australian Standard for scaffolding and applicable Codes of Practice and Work Health and Safety standards.

Council licensed four artworks to be used on construction site hoardings around the city. The design files for these artwork are available free of charge to have printed and installed on the site hoarding. When your application is approved, Council will supply you with the two most suitable design files. In approving the graphics, Penrith City Council accepts no copyright responsibilities that any applicants may be required to meet.

#### 4. SIGNAGE

Signage associated with the project is permitted as long as it meets the following controls. All signage must be sympathetic with the artwork, where applicable.

This policy does not regulate advertising signage. Separate development consent is required for all proposed advertising signage unless it can be determined to be exempt development.

Signage type	Size limitations	Location limitations	Other controls
Builder, principal contractor or design consultant identification	No more than 5% of the combined surface area of the hoarding on each street frontage; or  5 square metres  whichever is lesser.	Maximum of one sign per frontage	Names of the subcontractors and suppliers must not be displayed on the temporary structure

<b>Signage type</b>	<b>Size limitations</b>	<b>Location limitations</b>	<b>Other controls</b>
Developer or corporate identification	No more than 5% of the combined surface area of the hoarding on each street frontage; or  5 square metres  whichever is lesser.	Maximum of one sign per frontage	Name and logo can be displayed.  No Product images displayed.  Only one web address can be displayed.  No names or logos of other entities to be displayed.  Minor text with the logo may be permitted.
Safety and statutory signage	No more than 10% of the combined surface area of the hoarding on each street frontage; or  10 square metres  whichever is lesser.	As required by legislation	
Details about the development	No more than 15% of the combined surface area of the hoarding on each street frontage; or  10 square metres,  whichever is lesser.	Maximum of one sign per frontage	The space allocated for the information about the development must contain an image of the proposed development, at least 50% of the display's area.
Bill Posters will be Prosecuted	No more than 5% of the combined surface area of the hoarding on each street frontage; or  5 square metres  whichever is lesser.	Maximum of one sign per frontage	

## 5. HOARDINGS COLOURS

Council is committed to establish a standard of colours that provide a consistent colour scheme to be used across Penrith. The colour scheme is designed to minimise the visual impacts of hoardings and to enhance the public spaces.

The standard colour to be used for hoardings not required to display an artwork is Dulux 'Flooded Gum' for the site fence, fascia, the steel frame and counter weights. The underside of the Type B hoardings should be painted white.



For hoardings requiring a public artwork all parts of the hoarding should be painted black, except for the underside of the deck for Type B hoardings should be white.

## 6. LIGHTING

The intention of providing lighting to Type B hoardings is to provide effective and adequate illumination to a footpath to maintain the safety and amenity of pedestrians. The lighting levels beneath a hoarding must:

- Achieve an average of 30 lux underneath the hoarding at night.
- Luminaries must be mounted on the underside of the hoarding deck along the centre line to maximise the illumination of the footway.
- Luminaries must be a fluorescent or LED light.
- The lighting system must be designed to ensure the maximum illumination levels are achieved.
- Cabling must be securely and neatly fixed to the structure.
- Lighting systems should be checked frequently to ensure they are operational.

## 7. STREET TREES AND GARDEN PROTECTION

Hoardings must be designed and installed to prevent the injury to trees by accommodating tree canopies, trunks and root zones as part of the structure design. Where a street tree adjoins a development or is required to be retained and protected by the approval, the applicant must:

- Identify the species, height canopy dimensions and tree condition in the application form. Obtain an arborist's report if necessary. A Preliminary Arboriculture report must be submitted.
- Footpath garden beds must also be detailed in the application to ensure all measures to alleviate any damage is considered.
- For street trees with large trunks and canopies it may be necessary to notch the Type B hoarding structure.
- If pruning is required, this must be specified in the application and nominate who will undertake the pruning. Pruning must be undertaken by an AQF3 Arborist under the supervision of an AQF 5 Arborist.
- Street trees will not be permitted to be removed to allow for the installation of a hoarding. Where poor condition or health can be demonstrated Council may consider the removal if the applicant agrees to replace and maintain a suitable species and size of tree for the agreed prescribed period after the hoarding is removed. All costs associated with the removal, replacement and maintenance must be covered by the applicant. Should a replacement tree be required, they must be maintained by a suitably qualified and experienced landscape contractor

for a minimum 12 month period. At the end of the maintenance period formal notice must be given to Council requesting handover. Following the assessment of the trees to be found as satisfactory, the performance bond will be returned.

- Trunk and major limb protection must be undertaken prior to the installation of the hoardings. The protection systems must be installed by qualified arborist and as agreed by Council.
- A minimum clearance of 250mm must be maintained between the structure and the tree trunk and canopy at all times.
- Trunk and major branch protection are to remain in place whilst the hoarding are in place and must be removed upon project completion.
- Should any damage occur to the street trees or gardens as a result of the hoardings installation, this must be immediately reported to Council to determine the appropriate action for ensuring the health, structural integrity and the public safety.
- Trees and garden beds must be maintained free of litter/debris and watered to ensure vigour.
- Tree Protection Works must be in accordance with AS 4970-2009 Protection of trees on development sites.

## 8. MAINTENANCE OF PUBLIC SPACES

Section 142 of the Roads Act requires a person who has benefit of temporary structure on or over public land or road to maintain the structure in a satisfactory state of repair and condition.

The effective ongoing maintenance and appearance of hoardings is important to maximise public safety and minimise adverse visual impacts. Temporary structures must therefore be maintained in a clean, tidy and safe condition at all times. It is expected that the general condition of the public spaces surrounding the worksite is kept tidy and clean of overgrown vegetation, dust, debris and litter. If temporary structures and the surrounding areas are not adequately maintained, Council will direct the applicant to rectify the defects.

Hoarding site fences must be kept free of graffiti and bill posters and the structural frame of Type B hoardings must be kept clean, tidy and in a good condition as determined by Council. Graffiti and bill posters must be removed within 24 hours of being placed on hoarding site fence and, where the surface has been damaged, the site fence is repaired and repainted. General wear and tear on site fences and the hoarding structure will require periodic repair and/or re-painting throughout the duration of the project.

## 9. FEES

Application fees and bond fees are outlined in the Schedule of Fees and Charges Document on Council's website <https://www.penrithcity.nsw.gov.au/>.

Performance bonds also apply that may be used to recover costs incurred by Council should the applicant fail to meet any condition of approval.

## 10. LEGISLATIVE REQUIREMENTS

The provisions of the Roads Act 1993 and Roads Regulation 2008 relating to the placement of temporary structures on or above public land or road will be considered in the assessment and determination of application seeking approval to erect temporary structures in Penrith.

The approval of the erection and placement of temporary structures on or above public land or road does not automatically permit the use of equipment to lift or swing material across or over any part of the public road. A separate approval is required under s68 and s94 of the Local Government Act 1993 and s139 of the Roads Act 1993.

## 11. PUBLIC LIABILITY AND INDEMNITY

Council must be indemnified for the entire duration of erecting, placing and dismantling temporary structures. The indemnification is against any claims for injury to persons, damage to adjoining properties and/or public places, and any excess on the insurance policy arising out of any claim.

A current public liability policy must be provided with a minimum amount of \$20,000,000. The policy must be held in the name of the person holding the approval.

Indemnity insurance must be held for the entire duration that the temporary structure is in place. Where the insurance policy does not cover the entire duration, the approval will only be provided for the insured period.

The applicant holding an approval must, in the case of the transfer of the project to another individual or company, advise the new entity to supply the new certificate of currency for public liability insurance and indemnity insurance.

The applicant is responsible for any damage or accident that occurs on account of the roadway or footpath being occupied by the hoardings. The applicant is also responsible to pay for the reinstatement of any portion of the footpath or roadway disturbed or damaged by building work, remove all building material, and leave the premises in a good order and condition, to the satisfaction of Council.

## 12. WORK HEALTH AND SAFETY OBLIGATIONS

There are a number of statutory responsibilities under the NSW Work Health and Safety Act and Regulation that need to be met to protect and isolate the public space from the worksite. Whilst Council will permit the placement of temporary structures on or above public land or road subject to meeting minimum prescribed objectives relating to the design, installation and maintenance of temporary structures to ensure that:

- a) Safe and convenient pedestrian, cycling movement and vehicular access is maintained past and around worksites.
- b) Adverse visual impacts to the streetscape are reduced.
- c) Impact on pedestrian movement and amenity is minimised.

There are several provisions relating to worksites, hoardings and scaffolding under the Act and Regulation that the person conducting a business or undertaking must satisfy. Please refer directly to these for more details.

# APPENDIX 2: APPLICATIONS

Applications must be completed on the provided application form and the requirements of documentation must be met as outlined below.

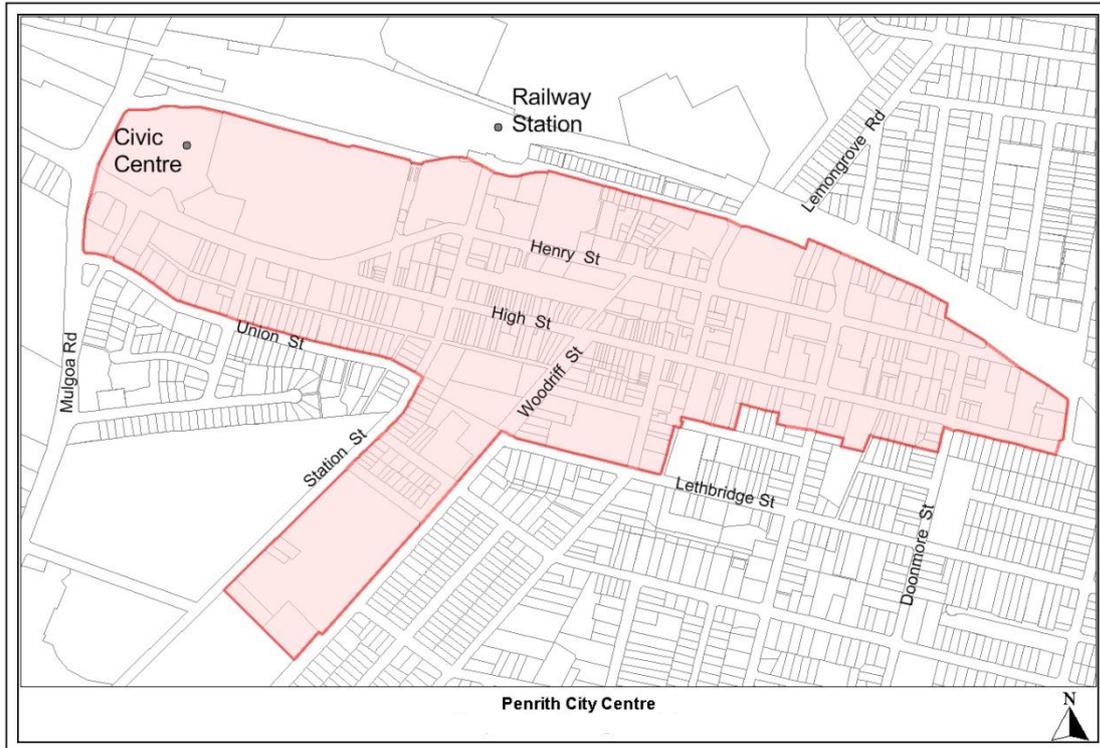
To allow sufficient time to assess proposals, applications must be lodged at least three weeks prior to the proposed installation date. Please note that additional time may be required for more complex proposals.

The following must be provided with an application on USB:

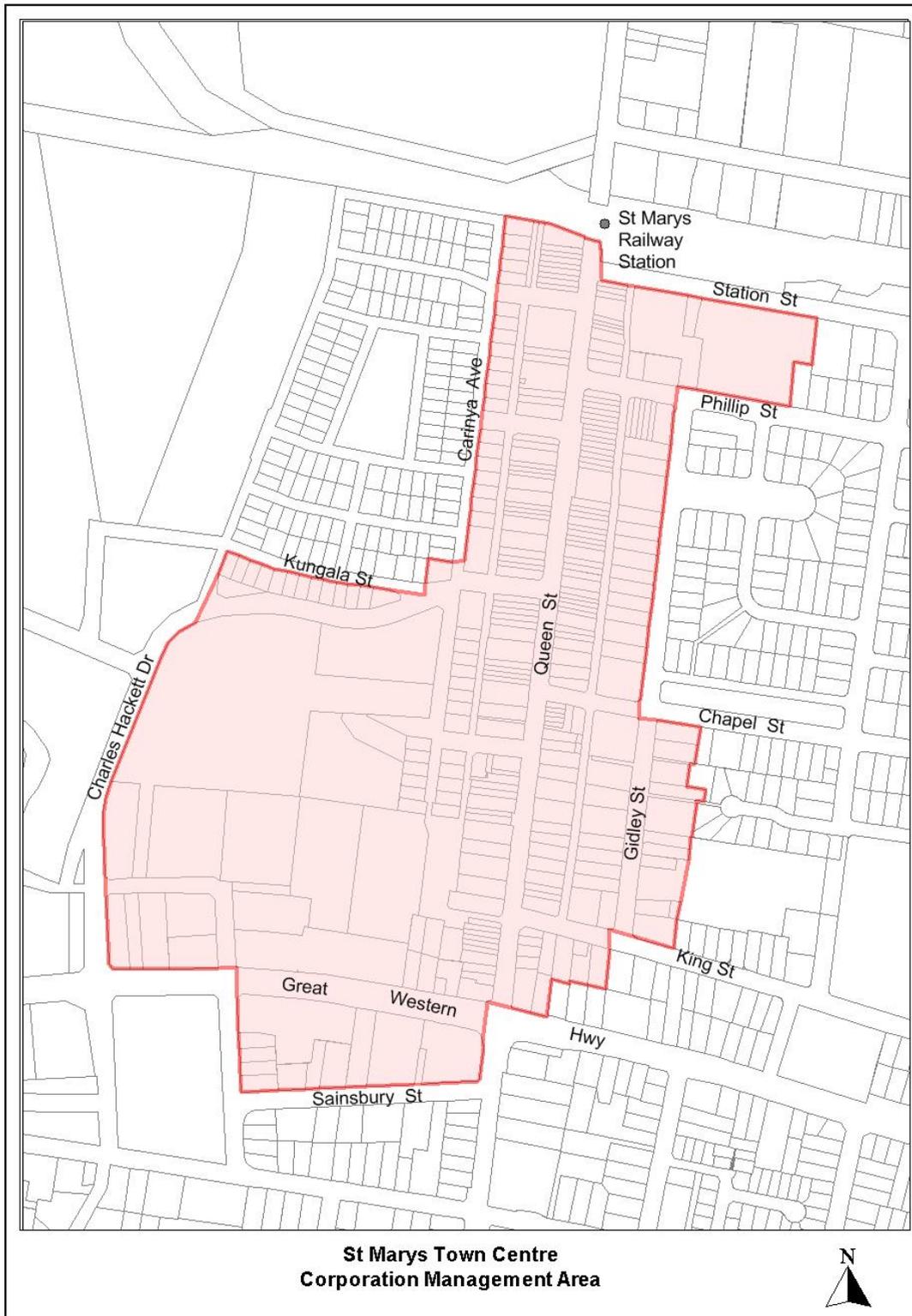
- Complete Council application form
- A of architectural type drawing to a minimum scale of 1:100 showing:
  - The footpath width including the accurate location of the hoarding and identifying any utility pits in the footpath and other infrastructure, such as light poles, street signage etc.
  - The site fence and scaffolding to scale including an elevation drawing of the extent of the proposed hoarding.
  - Position of site sheds for Type B hoardings.
  - Proposed or approved works zone on the roadway.
  - Street trees to include show in a plan the location including specifying the height and canopy volume diameter.
  - Street furniture and other infrastructure pictured clearly and accurately on site drawings.
  - Detailed section and elevations clearly showing the hoarding heights, the proposed encroachment onto the footway and accompanying detailed justification for any site fence encroachment on the footpath.
  - The location of artwork or graphics proposed to be installed on the hoarding.
  - The lighting system for Type B hoardings.
  - Details of any required temporary pedestrian paths or changes to street parking of traffic control signage that may be impacted by the proposed hoarding.
- A fully detailed structural drawing that include:
  - The location of the proposed hoarding.
  - Section sizes, details of the connections/ties including site fence, vehicle and worker access gates, and elevations for any required bracing and hoarding fascia's
- Structural certification for the design.
- Where CCTV cameras sightlines from Council operated cameras are liked to be impacted by the hoarding or if the location is in a high-risk and/or high pedestrian area, Council may require the camera to be relocated or an additional camera to be installed for the duration the hoarding is in place. All costs associated with this will be to the applicant.

# APPENDIX 3: SITE LOCATIONS

## 1. PENRITH CITY CENTRE



## 2. ST MARYS TOWN CENTRE



### 3. KINGSWOOD TRADERS AREA

