ETHOS URBAN

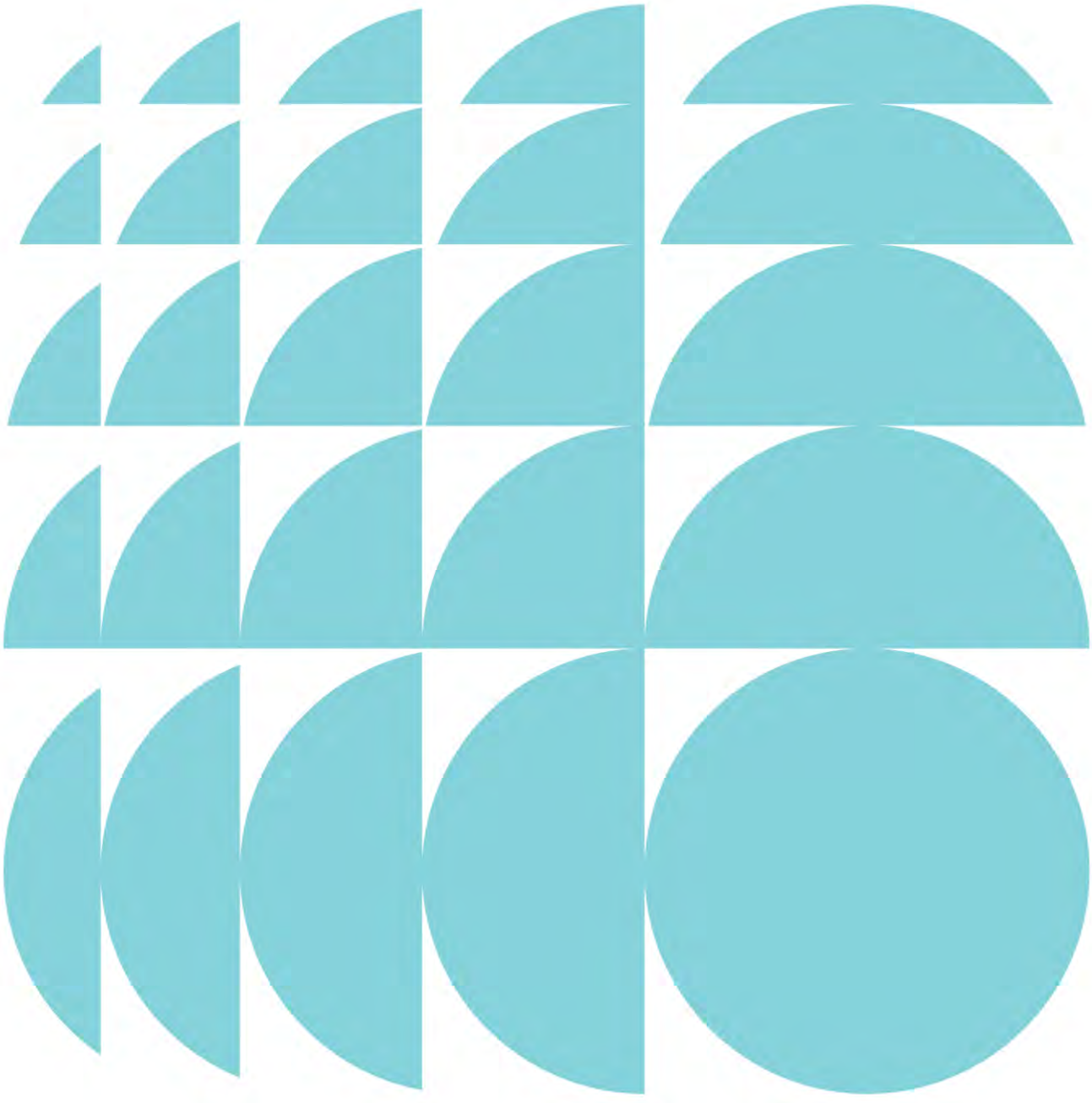
Visual Impact Assessment

Upgrades to Hastings Secondary College Port Macquarie Campus - 16 Owen Street, Port Macquarie

Submitted to Department of Planning, Industry and Environment

On behalf of NSW Department of Education

24 May 2021 | 2210095



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Glossary

Key term or abbreviation	Meaning	Source
Characteristics	Elements, or combinations of elements, which make a contribution to distinctive landscape character	GLVIA3
DA	Development application	EP&A Act
DCP	Development control plan	EP&A Act
Designated landscape	Areas of landscape identified as being of importance at international, national or local levels, either defined by statute or identified in development plans or other documents	GLVIA3
DPIE	NSW Department of Planning and Environment	N/a
EIS	Environmental Impact Statement	EP&A Act
Elements	Individual parts which make up the landscape, such as, for example, trees, hedges and buildings	GLVIA3
Enhancement	Proposals that seek to improve the landscape resource and the visual amenity of the proposed development site and its wider setting, over and above its baseline condition	GLVIA3
Feature	Particularly prominent or eye-catching elements in the landscape, such as tree clumps, church towers or wooded skylines OR a particular aspect of the project proposal	GLVIA3
Key characteristics	Those combinations of elements which are particularly important to the current character of the landscape and help to give an area its particularly distinctive sense of place	GLVIA3
Landform	The shape and form of the land surface which has resulted from combinations of geology, geomorphology, slope, elevation and physical processes	GLVIA3
Landscape	An area, as perceived by people, the character of which is the result of the action and interaction of natural and/or human factors	GLVIA3
Landscape character	A distinct, recognisable and consistent pattern of elements in the landscape that makes one landscape different from another, rather than better or worse	GLVIA3
Landscape character areas	These are single unique areas which are the discrete geographical areas of a particular landscape type	GLVIA3
Landscape character types	These are distinct types of landscape that are relatively homogeneous in character. They are generic in nature in that they may occur in different areas in different parts of the country, but wherever they occur they share broadly similar combinations of geology, topography, drainage patterns, vegetation and historical land use and settlement pattern, and perceptual and aesthetic attributes.	GLVIA3
Landscape quality	A measure of the physical state of the landscape. It may include the extent to which typical character is represented in individual areas, the intactness of the landscape and the condition of individual elements	GLVIA3
Landscape value	The relative value that is attached to different landscapes by society. A landscape may be valued by different stakeholders for a whole variety of reasons	GLVIA3

Key term or abbreviation	Meaning	Source
LEP	Local environmental plan	EP&A Act
LSPS	Local strategic planning statement	EP&A Act
Magnitude	A term that combines judgements about the size and scale of the effect, the extent of the area over which it occurs, whether it is reversible or irreversible and whether it is short or long term in duration	GLVIA3
Perception	Combines the sensory (that we receive through our senses) with the cognitive (our knowledge and understanding gained from many sources and experiences)	GLVIA3
Sensitivity	A term applied to specific receptors, combining judgements of the susceptibility of the receptor to the specific type of change or development proposed and the value related to that receptor	GLVIA3
Significance	A measure of the importance or gravity of the environmental effect, defined by significance criteria specific to the environmental topic	GLVIA3
Visual amenity	The overall pleasantness of the views people enjoy of their surroundings, which provides an attractive visual setting or backdrop for the enjoyment of activities of the people living, working, recreating, visiting or travelling through an area	GLVIA3
Visual impacts	Effects on specific views and on the general visual amenity experienced by people	GLVIA3
Visual receptor	Individuals and/or defined groups of people who have the potential to be affected by a proposal	GLVIA3
ZTV	A map, usually digitally produced, showing areas of land within which a development is theoretically visible	GLVIA3

1.0 Introduction

This visual impact assessment (VIA) assesses the visual impact of a proposal on the public domain by the NSW Department of Education to support the State Significant Development application (SSD-11920082) for upgrades to Hasting Secondary College- Port Macquarie Campus located at 16 Owen Street Port Macquarie. The proposed development includes:

- Demolition works to accommodate new works;
- Upgrade to school entry, including signage;
- Construction of a new two (2) storey Creative and Performing Arts (CAPA) building;
- Construction of a new Police Citizens Youth Club (PCYC);
- Partial refurbishment of Building L;
- Partial refurbishment and alteration to Building B;
- Removal of Building S and demountable buildings;
- New lift connections, covered outdoor learning area (COLA) and covered walkways;
- Associated earthworks, landscaping, stormwater works, service upgrades; and
- Tree removal/ tree safety works.

As part of the Secretary's Environmental Assessment Requirements (SEARs) issued by the Department of Planning, Industry and Environment (DPIE), the Environmental Impact Statement is required to provide:

> ***2. Built Form and Urban Design***
>
> *...a visual impact assessment that identifies any potential impacts on the surrounding built environment and landscape including views to and from the site and any adjoining heritage items.*
>
> ***4. Environmental Amenity***
>
> *Assess amenity impacts on the surrounding locality, including solar access, visual privacy, visual amenity, overshadowing, wind impacts and acoustic impacts. A high level of environmental amenity for any surrounding residential land uses must be demonstrated.*
>
> - Provide:
>
> *... a view analysis, where relevant, of the site from key vantage points and streetscape locations and public domain including photomontages or perspectives showing the proposed and likely future development.*

This VIA has been prepared to satisfy the relevant SEARs and has been structured as follows:

- **Part 1 – Introduction**: identifies the purpose and structure of this VIA
- **Part 2 – Methodology**: outlines the methodology used as the basis for this VIA
- **Part 3 – The site and its context**: provides an overview of the site and surrounding land
- **Part 4 – The proposal**: describes the proposal, including its key visual characteristics
- **Part 5 – The planning framework**: identifies relevant parts of the applicable framework against which the acceptability of visual impact is to be assessed
- **Part 6 – The visual catchment**: identifies the area from which the proposal is likely to be seen
- **Part 7 – Viewpoints**: identifies the viewpoints that form the basis of this VIA
- **Part 8 – Visual impact**: identifies the key visual impacts of the proposal through the use of photomontages
- **Part 9 – Visual impact assessment**: undertakes an assessment of visual impact against the factors of sensitivity to the nature of change proposed and the magnitude of the change to identify significant visual impacts
- **Part 10 – Assessment against the planning framework**: undertakes an assessment of visual impact against relevant parts of the applicable framework to determine its acceptability

- **Part 11 – Mitigation measures**: recommends any mitigation measures to
- **Part 12 – Conclusion**: identifies whether the proposal can be supported on visual impact grounds.

2.0 Methodology

The VIA has been prepared generally in accordance with the international standard Guidelines for Landscape and Visual Impact Assessment version 3 (GLVIA3) published by the Landscape Institute and the Institute of Environmental Management and Assessment in 2013. The GLVIA is widely referenced in Australian VIA (Australian Institute of Landscape Architects, 2018). A summary outline of this methodology is provided in **Figure 1**.

Consistent with the scope of the SEARS, the VIA considers overall and public domain impacts. It does not undertake private view loss assessment in accordance with Tenacity Consulting v Warringah [2004] NSWLEC 140 (Tenacity). While consideration of acceptability is mainly against the planning framework, regard is also given to other planning principles where relevant.

The basis for the VIA, which is surveying, photography and software based modelling, was undertaken in accordance with the Land and Environment Court photomontage policy.

Stage 1 Identify and describe the existing visual environment
Stage 2 Identify and describe potential visual impacts (for each viewpoint)
Stage 3 Determine significance of visual impact based on sensitivity and magnitude (for each viewpoint)
Stage 4 Assess appropriateness against the planning framework
Stage 5 Recommend mitigation measures
Stage 6 Draw conclusion

Figure 1 Summary outline of methodology

2.1 Assumptions, limitations and exclusions

The following limitations apply to this VIA:

- while photomontages provide an indication of likely future visual environment, they can only provide an approximation of the rich visual experience enabled by the human eye. As they are based on photographs, the same limitations that apply to photography, including optical distortion, apply.
- while consideration has been given to the likely impact on views obtained from the private domain, detailed assessment in accordance Tenacity Consulting v Warringah [2004] NSWLEC 140 based on photomontages has not been undertaken.

The following exclusions apply to this VIA:

- consideration of night-time impact, including lighting, is excluded; and
- consideration of impact on Aboriginal cultural heritage values associations is excluded. This is only appropriately undertaken by a member or qualified representative of the Aboriginal community.

3.0 The site and its context

3.1 The site

Hasting Secondary College (Port Macquarie Campus) is located at 16 Owen Street. The site is legally known as Lot 111 in DP 1270315. The site consists of a range of educational and ancillary buildings that include classrooms, administration and staff facilities, amenities, multipurpose hall and recreational facilities. The site's location is illustrated in **Figure 2** and **Figure 3**.

There is a 15m difference in topography from the highest point of the site in the south east corner. The site's vegetation is located near the pedestrian entry area along Owen Street. Additionally, no natural watercourses are mapped as traversing the site. Pedestrian access to the school gates is provided via Owen Street which contains 3 pedestrian refuges.

Buildings are clustered in the central part of the site. The northern and southern ends of the site are occupied by playing fields. In this central part, buildings extend across the width of the site. In this arrangement they present built edges to Owen Street and adjoining playing fields to the east. Typical of a school campus layout, the site comprises multiple separate buildings. Due to their siting close to the street, scale and absence of larger scale landscaping, the most visually prominent building is the multi-purpose building fronting Owen Street which has a large and distinct, steeply pitched roof. The school has a maximum building height of two levels and no onsite parking.

Figure 2 Site Location

Source: DFP

Figure 3 Aerial photography of the Site

Source: DFP & Nearmap

3.2 Surrounding Development

The site is approximately 1km south east of the Port Macquarie town centre and is in close proximity to Oxley Beach (250m) and Town Beach (350m). Adjacent on the eastern boundary of the site is Oxley Oval, to the north boundary is Port City Bowling Blub, Owen Street to the western boundary and Burrawan Street on the southern boundary. Within a 500m radius of the site consists of land uses involving retail, commercial, residential, and short-term rental accommodation (tourism).

The central built part of the site is surrounded by green open space. The most visually distinct of these spaces is Oxley Oval and a larger, elevated grassed park to the south-east of the site. In addition, bowling greens and tennis courts are located to the north. This provides for a clear recreation visual character. When viewed from most directions, in particular the east, the extent and nature of the open space provides for what is often referred to as “absorption capacity”. This is the ability of the surrounding environment to accommodate a proposed change without losing its inherent, existing character.

Figures of the surrounding development is provided throughout **Figures 4-8.** Illustrations of the surrounding road is included is included in **Figure 9** and **Figure 10**.

Figure 4 View from looking north/ north-west of the site

Source: DFP

Figure 5 View from looking west of the site

Source: DFP

Figure 6 View from looking north of the site

Source: DFP

Figure 7 Carpark east of the site (Oxley Park)

Source: DFP

Figure 8 View of Oxley Beach from Pacific Drive

Source: DFP

Figure 9 Intersection of Gordon Street and Owen Street (showing multi-purpose centre in background)

Source: DFP

Figure 10 Burrawan Street looking west from Owen Street Intersection (showing demountable buildings to the south)

Source: DFP

4.0 The proposal

The proposal is for upgrades to Hastings Secondary College (Port Macquarie Campus), previously known as Port Macquarie High School, including tree removal, construction of new Creative and Performing Arts (CAPA) building, construction of a new Police Citizens Youth Clubs (PCYC) building, internal refurbishments to existing buildings, upgrades to landscaping, core facilities and associated works.

As can be seen from **Figure 11**, the proposal does not involve comprehensive redevelopment of the site. Rather, change is focussed on the western perimeter of the site fronting Burrawan Street involving the CAPA and the PCYC building.

Table 1 provides a summary of key parameters of the project.

Table 1 Key development parameters

Component	Proposal
Floor space ratio (FSR)	The site has a FSR of 0.327:1.
Maximum height	• CAPA building – 11 metres (equivalent to 2 storeys). • PCYC building – 13.880 metres (equivalent to 2 storeys).

Refer to the EIS for further detail, including site plans.

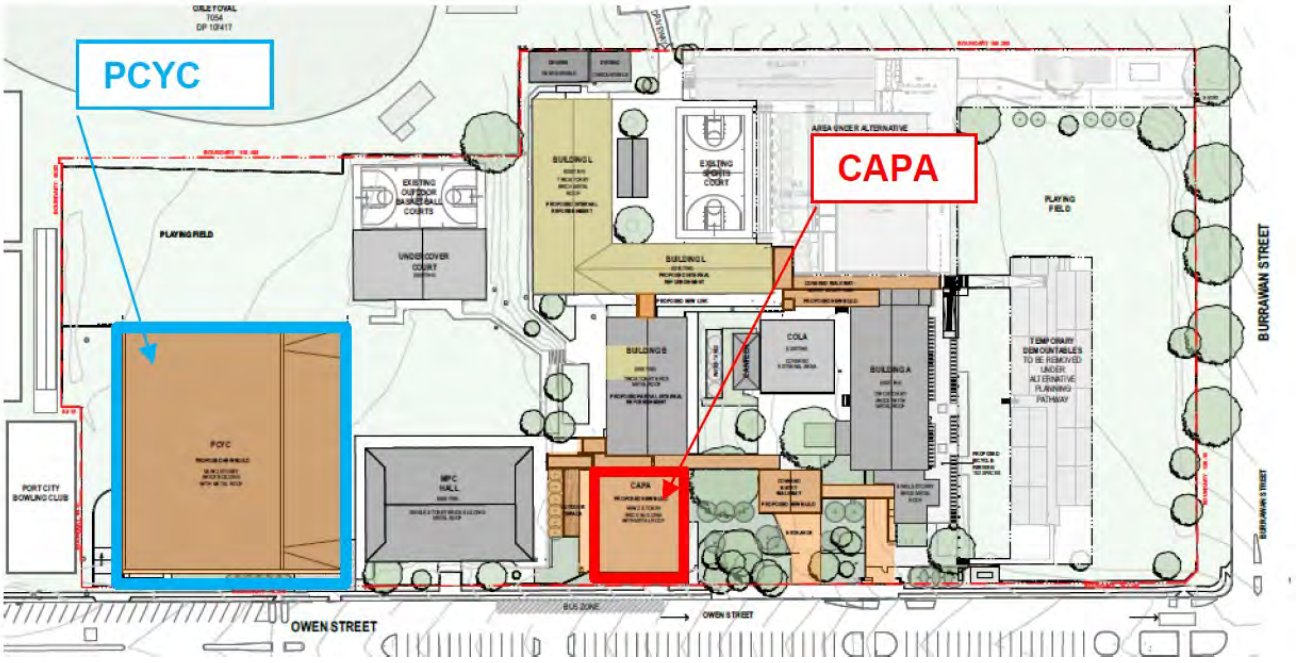


Figure 11 Site plan

Source: FJMT & DFP

Figure 12 Proposed western elevation PCYC

Source: FJMT

Figure 13 Proposed southern elevation CAPA

Source: FJMT

5.0 The planning framework

5.1 Strategic plans and local strategic planning statements

The following strategic plans and local strategic planning statements are applicable to the assessment of the proposal's visual impact:

1. North Coast Regional Plan 2036
2. Port Macquarie-Hastings Local Strategic Planning Statement.

5.2 Environmental planning instruments

The following environmental planning instruments are applicable to the assessment of the proposal's visual impact:

1. State Environmental Planning Policy (Infrastructure) 2007
2. State Environmental Planning Policy (Educational Establishments and Child Care Facilities) 2017
3. Port Macquarie Hastings Local Environment Plan 2011 (PMH LEP 2011).

5.2.1 Port Macquarie Hastings Local Environment Plan 2011

Under the (PMH LEP 2011) the site is subject to the following parameters:

- **Zone**: R3 Medium Density Residential
- **Floor space ratio**: 1.5:1
- **Maximum building height**: Part 26.5 metres (fronting Owen Street) and part 19 metres
- **Heritage**: There are no listed heritage items within, nor adjoining to, the site.

5.3 Development control plans

The following Development Control Plans are applicable to the assessment of the proposal's visual impact:

1. Port Macquarie Hastings Development Control Plan 2011.

5.4 Land and Environment Court planning principles

While noting the scope of their intended application, the following Land and Environment Court planning principles are broadly applicable to the assessment of the proposal's visual impact:

1. Tenacity Consulting v Warringah [2004] NSWLEC 140.
2. Rose Bay Marina Pty Limited v Woollahra Municipal Council & Anor [2013] NSWLEC 1046.

6.0 The visual catchment

6.1 The zone of theoretical visibility

The area in which the proposal may be visible, in totality or in part, is called the “Zone of Theoretical Visibility” (ZTV).

The ZTV is influenced by the interplay of a number of factors. These include physical factors such as landform, the alignment of streets, the nature of open space and vegetation (in particular that in parks or that is otherwise afforded some level of protection). It also includes other factors such as distance, direction and angle of view, and the siting and scale of the proposal

The area in which the proposal may theoretically be visible is localised and is contained generally to an area delineated by Port City Bowling Club to the north, Pacific Drive to the east, Burrawan Street to the south and land adjoining Owen Street to the west. Further analysis (desktop and field) of other elements such as the location and alignment of streets, the nature of open space, buildings, structures and vegetation showed that this ZTV is further limited to a relatively small area enclosed generally by Gordon Street to the west and Owen Street to the north up to William Street.

Due to matters such as proximity, slope and angle of view, land to the immediate west facing Owen Street is considered to have the greatest potential for visual exposure to the proposal. In addition, due to the relatively larger number of people which may be exposed to the proposal, Oxley Oval was considered to also be of particular interest as part of the VIA.

Figure 14 Surrounding area with contours

6.2 Visual receptors

People within the visual catchment who will be affected by the changes in views and visual amenity are referred to as "visual receptors". Based on the GLVIA3, there are a number of different types of visual receptor:

- residents at home
- communities where views contribute to the landscape setting enjoyed by residents in the area
- people, whether residents or visitors, who are engaged in outdoor recreation, including use of public footpaths, whose attention or interest is likely to be focused on the landscape and on particular views
- travellers on road, rail or other transport routes
- travellers on road, rail or other transport routes where travel involves recognised scenic routes
- visitors to heritage assets, or to other attractions, where views of the surroundings are an important contributor to the experience
- visitors to facilities or services (eg, shops, offices, cafes) that meet their day to day needs
- people engaged in outdoor sport or recreation which does not involve or depend upon appreciation of views of the landscape
- people at their place of work whose attention may be focused on their work or activity, not on their surroundings, and where the setting is not important to the quality of working life

The following table identifies visual receptors in the visual catchment.

Table 2 Visual receptors in the visual catchment

Direction	Place	Prevailing type of visual receptor	Relative numbers[1]
North	Port City Bowling Club	Members and visitors of recreation facility and users of pedestrian pathways	Medium
South	Burrawan Street	Residents at home and visitors of tourist accommodation	Medium
East	Pacific Drive and Oxley Oval	Travellers on road or other transport routes	High
		People engaged in outdoor sport or recreation	Medium
West	Owen Street	Residents at home and visitors of tourist accommodation	Medium

6.3 Pattern of viewing

Consideration of the visual characteristics and the nature of visual receptors in the visual catchment suggested that there are three key patterns of viewing:

1. in the short and medium range from recreational visual contexts
2. in the short and medium range from beach town contexts (dwellings and tourist accommodation)
3. in the medium range from key roads.

7.0 Viewpoints

Viewpoints selected for the assessment and for illustration of the visual effects fall broadly into three groups:

1. **representative viewpoints**, selected to represent the experience of different types of visual receptor, where larger numbers of viewpoints cannot all be included individually and where the significant effects are unlikely to differ
2. **specific viewpoints**, chosen because they are key and sometimes promoted viewpoints within the landscape, including for example specific local visitor attractions, viewpoints in areas of particularly noteworthy visual

[1] Relative number of people exposed to views of the proposal from the public domain

and/or recreational amenity such as landscapes with statutory landscape designations, or viewpoints with particular cultural landscape associations

3. **illustrative viewpoints**, chosen specifically to demonstrate a particular effect or specific issues, which might, for example, be the restricted visibility at certain locations.

Five viewpoints in the public domain were selected to represent this pattern of viewing. **Table 3** identifies their location and provides an outline of key, relevant attributes, **Figure 15** below shows the location of these viewpoints.

While it is acknowledged that there may be some local variance within the visual catchment, this number and spatial distribution, including the capture of viewpoints to the north, east, south and west of the precinct, is considered to provide an acceptable approximation of visual impact.

Table 3 Viewpoints

Ref.	Viewpoint	Pattern of viewing	Group	Accessibility
1	Owen Street adjacent to Port City Bowling Club looking south / south-east;	In the short and medium range from beach town contexts	Representative viewpoint	Public
2	Owen Street adjacent to Oxley Cove Apartments looking east / north-east;	In the short and medium range from beach town contexts	Representative viewpoint	Public
3	Burrawan Street looking north; and	In the medium range from beach town contexts	Representative viewpoint	Public
4	Pacific Drive looking south-east across Oxley Oval.	In the medium range from key road and recreational contexts	Representative viewpoint	Public
5	Owen Street adjacent to La Mer Apartments looking east;	In the short range from beach town contexts	Illustrative viewpoint	Public

Figure 15 Viewpoints

8.0 Visual impact

This section of the report provides photomontages that illustrate the likely visual impacts of the proposal by comparing existing views with and proposed views from the selected viewpoints (also refer to **Appendix A**).

Figure 16 Viewpoint 1 – Owen Street adjacent to Port City Bowling Club: existing view

Source: Virtual Ideas

Figure 17 Viewpoint 1 – Owen Street adjacent to Port City Bowling Club: existing view

Source: Virtual Ideas

Figure 18 Viewpoint 2 – Owen Street adjacent to Oxley Cove Apartments: existing view

Source: Virtual Ideas

Figure 19 Viewpoint 2 – Owen Street adjacent to Oxley Cove Apartments: proposed view

Source: Virtual Ideas

Figure 20 Viewpoint 3 – Burrawan Street: existing view

Source: Virtual Ideas

Figure 21 Viewpoint 3 – Burrawan Street: proposed view

Source: Virtual Ideas

Figure 22 Viewpoint 4 – Pacific Drive: existing view

Source: Virtual Ideas

Figure 23 Viewpoint 4 – Pacific Drive: proposed view

Source: Virtual Ideas

Figure 24 Viewpoint 5 – Owen Street adjacent to La Mer Apartments: existing view

Source: Virtual Ideas

Figure 25 Viewpoint 5 – Owen Street adjacent to La Mer Apartments: proposed view

Source: Virtual Ideas

9.0 Visual impact assessment

9.1 VIA Factors

This part of the VIA undertakes a visual impact assessment for each viewpoint. The evidence base is comprised of photomontages showing existing and likely future views. The analysis focusses on the factors of:

1. sensitivity
2. magnitude
3. significance.

9.1.1 Sensitivity assessment

Sensitivity involves consideration of

- the type of visual receptor (i.e., people) ordinarily exposed to the view
- the value of the view.

Type of visual receptor

While ultimately a personal matter and subject to variation, for the purposes of VIA each type of visual receptor identified in section 6.1.3 of this report can be considered to have a different level of overall sensitivity to change in their visual environment on a spectrum ranging from higher to lower (refer **Table 4**).

Table 4 Level of likely sensitivity to change

Level of likely sensitivity to change	Type of visual receptor
Higher	• Residents at home • People, whether residents or visitors, who are engaged in outdoor recreation, including use of public footpaths, whose attention or interest is likely to be focused on the landscape and on particular views • Travellers on road, rail or other transport routes where travel involves recognised scenic routes • Visitors to heritage assets, or to other attractions, where views of the surroundings are an important contributor to the experience • Communities where views contribute to the landscape setting enjoyed by residents in the area
Lower	• Travellers on road or other transport routes • Visitors to facilities or services (e.g., shops, offices, cafes) that meet their day to day needs • People engaged in outdoor sport or recreation which does not involve or depend upon appreciation of views of the landscape • People at their place of work whose attention may be focused on their work or activity, not on their surroundings, and where the setting is not important to the quality of working life

Value

The value of a view can be considered to involve consideration of its characteristics as determined by an interplay of:

- components (i.e., elements and features)
- composition
- other aspects.

As with visual receptors, value exists on a spectrum ranging from higher to lower as shown in **Table 5**. **Appendix B** provides further, relevant detail on the concept of value in VIA.

Table 5 Value

Value	Components	Composition	Oher aspects
Higher	• Natural • Water • Mountains and hills • Skyline features • Icons • Heritage and heritage conservation areas	• Clearly discernible mid ground and background • Focal points • Whole views	• Rare • Representative of a valued condition, intact and cohesive • Good condition • Recognition of the value attached to particular views
Lower	• Urban • Land • Level landform • No skyline features • No icons • No heritage or heritage conservation areas	• Lesser distinction between midground and background • No focal points • Partial views	• Common • Not representative of a valued condition, intact or cohesive • Poor condition • No recognition of the value attached to particular views

Table 6 provides an overview of the value of the views.

Table 6 Value of selected viewpoints

Ref	Viewpoint	Value
1.	Owen Street adjacent to Port City Bowling Club	View dominated by Owen Street in the foreground, with parts of the bowling greens and school visible in the mid ground. Pine trees are a distinct feature of the background.
2.	Owen Street adjacent to Oxley Cove Apartments	View is dominated by Burrawan Street in the foreground. The mid ground is occupied by a long, low line of demountable classrooms, punctuated and filtered by three large, spreading and well-established pine trees.
3.	Burrawan Street	View dominated by Owen Street in the foreground. The school is partly visible in the mid ground, with much of its screened by established trees
4.	Pacific Drive	Oxley Oval dominates the foreground and midground of this view. The school and parts of broader Port Macquarie, including La Mer Apartments, are visible in the background. Due to the dominance of well-maintained green open space, this view has considerable scenic qualities.
5.	Owen Street adjacent to La Mer Apartments	View dominated by Owen Street in the foreground. The midground and background is comprised of playing field, and provides for considerable visual depth.

9.1.2 Magnitude

Magnitude is a key measure of visual impact in the GLVIA3 and the “Guideline for landscape character and visual impact assessment” (TfNSW, 2020)

Magnitude is measured based on consideration of:

- size or scale
- geographical extent of the area influenced
- duration and reversibility.

It is important that magnitude is judged is a factor of deviation from the existing visual environment. This includes the current signage.

Size or scale

Size or scale involves consideration of:

- the scale of the change in the view with respect to the loss or addition of features in the view and changes in its composition, including the proportion of the view occupied by the proposed development
- the degree of contrast or integration of any new features or changes in the landscape with the existing or remaining landscape elements and characteristics in terms of form, scale and mass, line, height, colour and texture
- the nature of the view of the proposed development, in terms of the relative amount of time over which it will be experienced and whether views will be full, partial or glimpses.

In general, large-scale changes which introduce new, non-characteristic or discordant or intrusive elements into the view are more likely to be placed in the major category.

Geographical extent of the area influenced

Geographical extent of the area influenced involves consideration of:

- the angle of view in relation to the main activity of the receptor
- the distance of the viewpoint from the proposed development
- the extent of the area over which the changes would be visible.

Duration and reversibility

Duration and reversibility involve consideration of whether the proposal:

1. ongoing and irreversible
2. ongoing and capable of being reversed
3. limited life (5 – 10 years)
4. limited life (< 5 years).

It is important to noted that whether a proposal can be considered to be ongoing and irreversible or ongoing capable of being reversed is relative. The development of new education and community facilities at the Hastings Secondary School sites can be considered ongoing and capable of being reversed due to the land remaining under single ownership of the Department of Education and its ability consider reconfiguring the subject land over time as the operational needs of the college changes over time.

These considerations are then combined as shown in **Table 7** to provide a rating of magnitude based on a five point verbal scale:

1. major
2. moderate
3. minor
4. insignificant
5. imperceptible.

Table 7 Factors of magnitude

		Duration and / or reversibility			
		Ongoing and irreversible	**Ongoing capable of being reversed**	**Limited life (5 – 10 years)**	**Limited life (< 5 years)**
Scale of change and geographical extent of the area influenced	**Major change over wide area**	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area or Moderate change over wide area	Considerable	Considerable	Noticeable	Noticeable
	Moderate change over restricted area or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

9.1.3 Significance

Significance of visual impact is determined by combining judgements about sensitivity and magnitude (refer Table **8**).

The categories of significance are as follows:

1. major
2. high
3. moderate
4. low
5. negligible.

The GLVIA3 provides the following guidance for judgements about significance:

- "There are no hard and fast rules about what makes a significant effect, and there cannot be a standard approach since circumstances vary with the location and context and with the type of proposal. In making a judgement about the significance of visual effects the following points should be noted:
  - effects on people who are particularly sensitive to changes in views and visual amenity are more likely to be significant
  - effects on people at recognised and important viewpoints or from recognised scenic routes are more likely to be significant
  - large-scale changes which introduce new, non-characteristic or discordant or intrusive elements into the view are more likely to be significant than small changes or changes involving features already present within the view".

It should be noted that determination of significance does not automatically mean that the impact is unacceptable. Rather, subsequent consideration is required to be made of the reasonableness of the visual impact. Regard in this matter is to be given to the planning framework (refer to **Section 1.1**).

Table 8 Factors of significance

		Magnitude				
		Dominant	**Considerable**	**Noticeable**	**Perceptible**	**Imperceptible**
Sensitivity	**High**	Major	High	Moderate	Low	Negligible
	Medium	High	Moderate	Low	Low	Negligible
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible

The following tables provide an assessment of each of the viewpoints against the criteria or sensitivity and magnitude, and make a findings of significance of impact.

9.2 Viewpoint 1: Owen Street adjacent to Port City Bowling Club

9.2.1 Assessment of sensitivity

The sensitivity of this viewpoint to the nature of change proposed is judged as **Low**.

9.2.2 Assessment of magnitude

The following table (**Table 9**) provides an assessment of the magnitude of the likely visual impact.

Table 9 Viewpoint 1 – Owen Street adjacent to Port City Bowling Club – magnitude of visual impact

		Duration and / or reversibility			
		Ongoing and irreversible	**Ongoing capable of being reversed**	**Limited life (5 – 10 years)**	**Limited life (< 5 years)**
Scale of change	**Major change over wide area**	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	**Considerable**	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

9.2.3 Assessment of significance of visual impact

The following table (**Table 10**) provides an assessment of the significance of the likely visual impact.

Table 10 Viewpoint 1 – Owen Street adjacent to Port City Bowling Club – significance of visual impact

		Magnitude				
		Dominant	**Considerable**	**Noticeable**	**Perceptible**	**Imperceptible**
Sensitivity	**High**	Major	High	Moderate	Low	Negligible
	Medium	High	Moderate	Low	Low	Negligible
	Low	Moderate	**Low**	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible

9.3 Viewpoint 2: Owen Street adjacent to Oxley Cove

9.3.1 Assessment of sensitivity

The sensitivity of this viewpoint to the nature of change proposed is judged as **Medium.**

9.3.2 Assessment of magnitude

The following table (**Table 11**) provides an assessment of the magnitude of the likely visual impact.

Table 11 Viewpoint 2 – Owen Street adjacent to Oxley Cove Apartments – magnitude of visual impact

		Duration and / or reversibility			
		Ongoing and irreversible	**Ongoing capable of being reversed**	**Limited life (5 – 10 years)**	**Limited life (< 5 years)**
Scale of change	**Major change over wide area**	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	Considerable	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	**Noticeable**	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

9.3.3 Assessment of significance of visual impact

The following table (**Table 12**) provides an assessment of the significance of the likely visual impact.

Table 12 Viewpoint 2 – Owen Street adjacent to Oxley Cove Apartments – significance of visual impact

		Magnitude				
		Dominant	**Considerable**	**Noticeable**	**Perceptible**	**Imperceptible**
Sensitivity	**High**	Major	High	Moderate	Low	Negligible
	Medium	High	Moderate	**Low**	Low	Negligible
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible

9.4 Viewpoint 3: Burrawan Street

9.4.1 Assessment of sensitivity

The sensitivity of this viewpoint to the nature of change proposed is judged as **Medium.**

9.4.2 Assessment of magnitude

The following table (**Table 13**) provides an assessment of the magnitude of the likely visual impact.

Table 13 Viewpoint 3 – Burrawan Street looking north – magnitude of visual impact

		Duration and / or reversibility			
		Ongoing and irreversible	**Ongoing capable of being reversed**	**Limited life (5 – 10 years)**	**Limited life (< 5 years)**
Scale of change	**Major change over wide area**	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	Considerable	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	**Imperceptible**	Imperceptible	Imperceptible

9.4.3 Assessment of significance of visual impact

The following table (**Table 14**) provides an assessment of the significance of the likely visual impact.

Table 14 Viewpoint 3 – Burrawan Street looking north – significance of visual impact

		Magnitude				
		Dominant	**Considerable**	**Noticeable**	**Perceptible**	**Imperceptible**
Sensitivity	**High**	Major	High	Moderate	Low	Negligible
	Medium	High	Moderate	Low	Low	**Negligible**
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible

9.5 Viewpoint 4: Pacific Drive

9.5.1 Assessment of sensitivity

The sensitivity of this viewpoint to the nature of change proposed is judged as **Medium**.

9.5.2 Assessment of magnitude

The following table (**Table 15**) provides an assessment of the magnitude of the likely visual impact.

Table 15 Viewpoint 4 – Pacific Drive – magnitude of visual impact

		Duration and / or reversibility			
		Ongoing and irreversible	**Ongoing capable of being reversed**	**Limited life (5 – 10 years)**	**Limited life (< 5 years)**
Scale of change	**Major change over wide area**	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	Considerable	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	**Noticeable**	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

9.5.3 Assessment of significance of visual impact

The following table (**Table 16**) provides an assessment of the significance of the likely visual impact.

Table 16 Viewpoint 4 – Pacific Drive – significance of visual impact

		Magnitude				
		Dominant	**Considerable**	**Noticeable**	**Perceptible**	**Imperceptible**
Sensitivity	**High**	Major	High	Moderate	Low	Negligible
	Medium	High	Moderate	**Low**	Low	Negligible
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible

9.6 Viewpoint 5: Owen Street adjacent to La Mer Apartments

9.6.1 Assessment of sensitivity

The sensitivity of this viewpoint to the nature of change proposed is judged as **Medium**.

9.6.2 Assessment of magnitude

The following table (**Table 17**) provides an assessment of the magnitude of the likely visual impact.

Table 17 Viewpoint 5 – Owen Street adjacent to La Mer Apartments – magnitude of visual impact

		Duration and / or reversibility			
		Ongoing and irreversible	**Ongoing capable of being reversed**	**Limited life (5 – 10 years)**	**Limited life (< 5 years)**
Scale of change	**Major change over wide area**	Dominant	**Considerable**	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	Considerable	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

9.6.3 Assessment of significance of visual impact

The following table (**Table 18**) provides an assessment of the significance of the likely visual impact.

Table 18 Viewpoint 5 – Owen Street adjacent to La Mer Apartments – significance of visual impact

		Magnitude				
		Dominant	**Considerable**	**Noticeable**	**Perceptible**	**Imperceptible**
Sensitivity	**High**	Major	High	Moderate	Low	Negligible
	Medium	High	**Moderate**	Low	Low	Negligible
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible

9.7 Summary of visual impact assessment

Overall, the context is one of moderate sensitivity. While sensitivity is inherently increased with residential development, the value of views obtained from the western side of Owen Street are mitigated by its width and consequent dominance in the foreground. Of note, the view obtained from Owen Street from La Mer Apartments has value due to depth of visual field and the view from Pacific Drive has value due to the dominance of well-maintained green open space. However, in all circumstances the views do not contain attributes that give rise to a high sensitivity such as the extensive presence of the ocean or the ocean and land interface. By way of comparison, views obtained from the elevated, eastern end of Burrawan Street across parkland to the ocean can be considered to have high sensitivity.

Magnitude of visual impact ranges from imperceptible from Burawan Street to considerable in locations on Oxley Street.

The view from Owen Street adjacent to the Oxley Cove Apartments and the view from Owen Street opposite La Mer Apartments warrant further note.

Due to landscaping, the proposal and indeed much of the school in not highly visible from Owen Street adjacent to the Oxley Cove Apartments. This serves to illustrate that the CAPA building is capable of being effectively screened from most parts of Owen Street, ensuring that it is not a prominent part of the new streetscape. While the magnitude has been assessed as being noticeable, it can also be considered to be the lesser scale of “perceptible”.

In some aspects, the magnitude of the PCYC in the view from Owen Street opposite La Mer Apartments can be considered to be dominant. As the focus of the photomontages are on scale and form and as such should not include architectural detail, nonetheless reference to **Figure 12** shows that the careful application of detail in form, line, colour and texture, has the potential to mitigate the perception of magnitude. Key measures in this regard include the size, shape, recessive nature and transparency of the windows, and the combination of different yet cohesive materials. Magnitude can be further reduced through landscaping in the front setback to Owen Street. The significance of visual impact ranges from negligible to moderate. It is considered that visual impact on views obtained from Owen Street adjacent to Port City Bowling Club and Owen Street adjacent to La Mer Apartments are significant. A finding of significance does not mean that the visual impact is unacceptable. Rather, acceptability is determined with reference to the planning framework.

Table 19 provides an assessment of the sensitivity of the views.

Table 19 Sensitivity assessment

Ref	Viewpoint	Type of visual receptor	Value	Sensitivity
1.	Owen Street adjacent to Port City Bowling Club	Members and visitors of recreation facility and users of public footpath	Low	Low
2.	Owen Street adjacent to Oxley Cove Apartments	Residents at home and visitors of tourist accommodation and users of public footpath	Low	Medium
3.	Burrawan Street	Residents at home and visitors of tourist accommodation and users of public footpath	Low	Medium
4.	Pacific Drive	Travellers on road, rail or other transport routes or users of oval for active and passive recreation.	Medium	Medium
5.	Owen Street adjacent to La Mer Apartments	Residents at home and visitors of tourist accommodation and users of public footpath	Medium	Medium

Table 20 provides an assessment of the magnitude of visual impact.

Table 20 Magnitude assessment

Ref	Viewpoint	Size and scale	Duration and reversibility	Magnitude
1.	**Owen Street adjacent to Port City Bowling Club**	Major change over restricted area	Ongoing capable of being reversed	Considerable
2.	**Owen Street adjacent to Oxley Cove Apartments**	Moderate change over restricted area	Ongoing capable of being reversed	Noticeable
3.	**Burrawan Street**	Minor change over a restricted area	Ongoing capable of being reversed	Imperceptible
4.	**Pacific Drive**	Moderate change over restricted area	Ongoing capable of being reversed	Noticeable
5.	**Owen Street adjacent to La Mer Apartments**	Major change over wide area	Ongoing capable of being reversed	Considerable

Table 21 provides a summary of the assessment of the significance of visual impact.

Table 21 Significance assessment

Ref	Viewpoint	Sensitivity	Magnitude	Significance
1.	**Owen Street adjacent to Port City Bowling Club**	Low	Considerable	Low
2.	**Owen Street adjacent to Oxley Cove Apartments**	Medium	Noticeable	Low
3.	**Burrawan Street**	Medium	Imperceptible	Negligible
4.	**Pacific Drive**	Medium	Noticeable	Low
5.	**Owen Street adjacent to La Mer Apartments**	Medium	Considerable	Moderate

10.0 Assessment against the planning framework

10.1 Secretary's Environmental Assessment Requirements

Table 22 provides an assessment against the SEARs.

Table 22 Assessment against SEARs

SEAR	Where Addressed
2. Built Form and Urban Design • Provide: – a visual impact assessment that identifies any potential impacts on the surrounding built environment and landscape including views to and from the site and any adjoining heritage items.	This VIA fulfils this SEARs requirement. Through assessment, it shows that the proposal's layout and design addresses visual and view impacts in a number of ways, including: • providing connectivity with the public domain and a new street presence for the school and PCYC facilities • limiting its building height to a maximum 13.880 metres, despite the maximum building height on the site being up to 26.5 metres • the PCYC facade facing both Owen Street and Oxley Oval being broken into three clear parts, reducing the apparent scale of the building form of the PCYC, and signifies the functional use (the courts), the main circulation and the entrance • the scale of the brickwork facade is further broken down by the detailing - both the strong circular window which has contextual references to surrounding buildings and the original campus. A fine grain of texture will also be added with header courses.

10.2 Strategic Plans

Relevant strategic plans to the assessment of this proposal are:

- North Coast Regional Plan 2036
- Port Macquarie-Hastings Local Strategic Planning Statement.

The strategic intent of these plans is to promote the continued evolution of Port Macquarie as a regional city with a thriving cultural and civic centre. Specifically, the site is located within an urban renewal area which is recognised for its suitability to accommodate growth and infrastructure.

The project is consistent with North Coast Regional Plan and its regional priority to manage and support growth as it proposes upgrades and new facilities to continue to deliver important education and community services.

Planning Priority 13 of the LSPS also recognises the need to 'leverage and grow our anchor health and education sectors' in order to support Port Macquarie capacity as a regional city. The proposal assists in growing the education sector through the provision of upgraded and new facilities.

North Coast Regional Plan 2036

Table 23 provides an assessment of the proposal against visual considerations in North Coast Regional Plan 2036.

Table 23 Assessment against North Coast Regional Plan 2036

Consideration	Assessment
There is no specific consideration for visual impact or view protection in the North Coast Regional Plan 2036.	N/A

Port Macquarie Hastings Local Strategic Planning Statement

Table 24 provides an assessment of the proposal against visual considerations in the LSPS.

Table 24 Assessment against Port Macquarie Hastings Local Strategic Planning Statement

Consideration	Assessment
Planning priority 10 – Key principle: Enhance and protect views of scenic and cultural landscapes from public areas	The LSPS recognises that there are landscapes that are valued for their scenic quality, natural conservation values, cultural values and because they provide attractive vistas from public places. These include numerous sites of Aboriginal culture across the LGA and places that have unique and special-built, archaeological and landscape heritage significance. The proposal will not have a significant detrimental impact on the values of visually sensitive land along Port Macquarie's coastal landscape or any sites of cultural heritage significance.

10.3 Statutory plans

Port Macquarie Hastings Local Environmental Plan 2011

The PMH LEP 2011 contains a broad range of environmental planning aims. Consistent with the intent of strategic plans, in relation to Port Macquarie regional city, the plan seeks:

- *(f) to reinforce the role of the Port Macquarie-Hastings area's settlement hierarchy, centred on Port Macquarie and supported by its surrounding towns and villages,*

Under the LEP, the site is included in the R3 Medium Density Residential zone. The intent of the R3 zone, amongst other objectives, is 'to provide a mixture of compatible land uses'. The intent of the RE1 Public Recreation zone, amongst other objectives, is 'to enable other land uses that provide facilities or services to meet the day to day needs of residents'. The EIS supporting this SSDA addresses the LEP, including its aims and zone objectives, in detail.

However, parts of the LEP make specific reference to visual impact matters. These are:

- Height of buildings (clause 4.3)
- Heritage conservation (clause 5.10)

These are addressed in **Table 25.**

Table 25 Assessment against Port Macquarie Hastings LEP 2011

Consideration	Assessment
Height of buildings (clause 4.3)	
• (1) The objectives of this clause are as follows— – **(a) to ensure that buildings are compatible with the height, bulk and scale of the existing and desired future character of the locality,** – **(b) to minimise visual impact, disruption of views,** loss of privacy and loss of solar access to existing development, – (c) to minimise the adverse impact of development on heritage conservation areas and heritage items,	Expression of what Council considers desired future character is the maximum building height of 26.5m (fronting Owen Street) under the Port Macquarie Hastings LEP 2011. This is compared to the proposed maximum building height of 13.88m. Furthermore, proposed design measures such as the orientation, size, shape, recessive nature and transparency of the windows, and the combination of different yet cohesive materials further minimises the visual impact of the proposal. Importantly, the proposed building height of 13.880m is well below the maximum allowable height of 26.5m (fronting Owen

Consideration	Assessment
– (d) to nominate heights that will provide a transition in built form and land use intensity within the area covered by this Plan.	Street) under the Port Macquarie Hastings LEP 2011 further giving effect to the objective of minimising visual impact and disruption of views.
Heritage conservation (clause 5.10)	
• (1) Objectives The objectives of this clause are as follows— – (a) to conserve the environmental heritage of Port Macquarie-Hastings, – **(b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,** – (c) to conserve archaeological sites, – (d) to conserve Aboriginal objects and Aboriginal places of heritage significance.	The impacts of the proposal on heritage significance, including Aboriginal heritage, of the site and surrounds have been assessed through a Statement of Heritage Impact Report and an Aboriginal Cultural Heritage Assessment Report. The proposal retains the significant buildings within the site and will not obstruct any views to surrounding heritage items and conservation areas. The ACHAR found that it is unlikely that there will be items of Aboriginal Cultural heritage located on the school site due to past disturbance of the site for the school development however recommends that care is taken during excavation.

Port Macquarie Hastings Development Control Plan 2013

DCPs are not relevant matters in the assessment of development applications for SSD. Nonetheless, for specific matters such as visual impact it is best practice to give a consideration to relevant content.

The Port Macquarie Hastings Development Control Plan 2013 (DCP 2013) includes the following parts in relation to visual matters:

- D2.1 East Port Neighbourhood

This is addressed in **Table 26.**

Table 26 Assessment against Port Macquarie Hastings DCP 2013

Consideration	Assessment
D2.1 East Port Neighbourhood	
Objective: To reduce the visual impact of buildings on coastal views from the public domain *(213. Building Height & 214. Streetscape and Front Setbacks)*	The proposal will not impact on view corridors identified under the supporting Port Macquarie Hastings DCP 2013. While the proposal will have visual impact, its height complies with the Port Macquarie Hastings LEP 2011 and the relevant building height and streetscape and front setback controls of the DCP 2013.

Compatibility is a complex and often a highly subjective concept. The LEC has established a number of planning principles that assist in judging compatibility. In their judgement in Project Venture Developments v Pittwater Council [2005] NSWLEC 191. Roseth SC stated the following:

- *"22 There are many dictionary definitions of compatible. The most apposite meaning in an urban design context is capable of existing together in harmony. Compatibility is thus different from sameness. It is generally accepted that buildings can exist together in harmony without having the same density, scale or appearance, though as the difference in these attributes increases, harmony is harder to achieve".*

Roseth SC then went on to outline that a determination on compatibility can be guided by reference to building height, setbacks, landscaping and in special areas (eg conservation areas), architectural style and materials. Consistency of these elements in the exiting landscape is a key factor.

In his judgement in Veloshin v Randwick Council [2007] NSWLEC 428, Roseth SC further elaborated on compatibility through the lens of height and bulk:

- *"30 The debate about height and bulk can be meaningful only against the background of local planning controls, such as maximum height, floor space ratio, site coverage and setbacks. While these controls are usually also based on subjective judgment, they have been through a statutory process involving exhibition and the consideration of public comment. They therefore express the subjective preferences of a local community and should be given greater weight than the subjective preferences of individuals".*

Roseth SC stated that a key first question to consider is: *"Are the impacts consistent with impacts that may be reasonably expected under the controls? (For complying proposals this question relates to whether the massing has been distributed so as to reduce impacts, rather than to increase them. For non-complying proposals the question cannot be answered unless the difference between the impacts of a complying and a non-complying development is quantified.)".*

This link between compatibility and reasonableness is further supported in the landmark case on views, Tenacity Consulting v Waringah [2004] NSWLEC 140:

- *"29 The fourth step is to assess the reasonableness of the proposal that is causing the impact. A development that complies with all planning controls would be considered more reasonable than one that breaches them. Where an impact on views arises as a result of non-compliance with one or more planning controls, even a moderate impact may be considered unreasonable. With a complying proposal, the question should be asked whether a more skilful design could provide the applicant with the same development potential and amenity and reduce the impact on the views of neighbours. If the answer to that question is no, then the view impact of a complying development would probably be considered acceptable and the view sharing reasonable" (Roseth SC).*

As has been noted, the proposal is well under the maximum building height set for the site by council under the PMLEP. With reference to Veloshin v Randwick Council [2007] NSWLEC 428, this should be afforded significant weight. It is therefore considered that the proposal is compatible with council's desired character for the site and context. Furthermore, it is not considered that the visual catchment has a clear, distinct and consistent pattern of building height, setbacks, landscaping or architectural style and materials. On this basis there is not an overriding imperative to neatly "fit" with context as would be the case in a context dominated by single storey houses set in garden contexts.

The question then becomes about whether the proposal minimises visual impact and disruption of views. As this assessment has shown, the proposal is not considered to block or otherwise occlude any important views obtained from the public domain. The focus is therefore on the first part of the objective, which is "minimise visual impact". In this regard, as has been outlined already, the nature of the uses to be accommodated inherently requires a large, bulky building. On this basis, in accordance with Tenacity Consulting v Waringah [2004] NSWLEC 140, the test of reasonableness is on whether the proposal constitutes a skilful design.

In this regard, the proposal was subject to rigorous consideration of siting, placement and detail. Notably, alternative locations for the PCYC are limited on the school site and not considered feasible or appropriate due to the following:

- The approved works to the Hastings Secondary College Port Macquarie Campus are for upgrades rather than full-scale redevelopment. New build on the school site is limited to the new CAPA building and new PCYC. The buildings are required to be located within the existing built form structure of the school which is concentrated to the centre of the school site. The only undeveloped land on the school site is comprised of open space areas to the north and south.
- The PCYC requires a street frontage as it will be in use by the community. It is also sited next to the Multipurpose Centre which is also a shared use facility. Both can be easily separated through security fencing from the rest of the school while allowing access to the facilities for the public.

- The northern open space is area is closest to the Port Macquarie town centre and provides a more accessible location than the open space to the south.

On this basis, it is considered that proposal represents the optimal siting for the development.

The renderings provided by the architect also show careful attention to detail in form, line, colour and texture within the confines of what is permissible to accommodate the nature of the uses and aim to reduce the visual impacts of the PCYC building to Owen Street. Key measures in this regard include:

- the rotation of the PCYC building 90 degrees so that it is slimmer to the street and retains partial views across to Oxley Oval from Owen Street between the facility and the Bowling Club
- the size, shape, recessive nature and transparency of the window opening to reduce the bulk and scale
- the combination of different yet cohesive materials.

Furthermore, landscaping in the front setback to Owen Street can further respond to visual impact considerations.

On this basis, it is considered that the proposal represents a skilful design. Combined with its consistency with allowable height controls and the considering the constraints of accommodating the uses, it is considered that the proposal is both reasonable and consequently gives rise to reasonable visual impact.

10.4 Mitigation measures

There are three broad types of mitigation measures:

1. avoid
2. minimise
3. offset.

This is generally consistent with the principles for the management of environmental impacts in the GLVIA3 (part 3.37).

Under the GLVIA3 (part 4.21), there are a number of stages in the development process when mitigation measures should be considered. Of relevance to this proposal are the following:

- **primary measures**: considered as part of design development and refinement
- **secondary measures**: considered as part of conditioning a development consent.

As has been outlined in the associated EIS, the proposal has been the subject to a rigorous technical and engagement process that has include consideration of visual impact matters. This has resulted in the incorporation of a number of primary measures appropriate to a concept SSDA (eg, siting and massing / form measures) that seek to avoid and minimise any potential significant adverse visual impacts. These include:

- **siting measures**: such as the rotation of the PCYC building 90 degrees so that it is slimmer to the street and retains partial views across to Oxley Oval from Owen Street between the facility and the Bowling Club
- **massing / form measures**: such as the size, shape, recessive nature and transparency of the window opening to reduce the bulk and scale and the combination of different yet cohesive materials.

As has been determined by this VIA, the incorporation of these mitigation measures have been critical to the determination of acceptable visual impact. On this basis, it is not considered necessary to make further fundamental or otherwise large-scale amendments to the proposal in its current form to satisfactorily manage visual impact.

11.0 Conclusion

The main findings of this VIA include:

- alternative locations for the PCYC and CAPA buildings was explored however were not considered feasible or appropriate due to the following:
  - the need for the proposed buildings (PCYC and CAPA) to be located within the existing built form structure of the school. The only undeveloped land on the school site are located to the north and south.
  - the need for a street frontage as it will be in use by the community and co-location to the existing multi-purpose centre which is also a shared use facility
  - the northern portion of the site is closest to the Port Macquarie town centre and provides a more accessible location than any alternative (i.e. southern portion of the site)
- the primary visual catchment of the proposal is relatively limited, with the greater amount of exposure being from locations in the public domains to the immediate west and north of the site
- the number of people exposed to views of the proposal from the public domain is moderate
- most people will primarily be engaged in active recreational pursuits, in particular walking, sports activities, or accessing jobs, services and tourist destinations by car
- the number of people exposed to views of the proposal in the private domain is moderate and includes visitors of surrounding recreational facilities from the north, and tourist accommodation and residents of flat buildings to the west of the site
- the majority of viewpoints are of moderate sensitivity due to their exposure to residents and visitors located in tourist accommodation in the surrounding area and those involved in outdoor recreation and the value of existing pine trees as a considerable background feature for east-facing viewpoints
- of note, the view obtained from Owen Street from La Mer Apartments has value due to depth of visual field and the view from Pacific Drive has value due to the dominance of well-maintained green open space. However, in all circumstances the views do not contain attributes that give rise to a high sensitivity such as the extensive presence of the ocean or the ocean/land interface. By way of comparison, views obtained from the elevated, eastern end of Burrawan Street across parkland to the ocean can be considered to have high sensitivity
- magnitude of visual impact ranges from imperceptible from Burawan Street to considerable on Owen Street
- the significance of visual impact ranges from negligible to moderate. It is considered that visual impact on views obtained from Owen Street adjacent to Port City Bowling Club and Owen Street adjacent to La Mer Apartments are significant. A finding of significance does not mean that the visual impact is unacceptable. Rather, acceptability is determined with reference to the planning framework
- when considered against the planning framework, including its compliance with FSR and being significantly below the height allowable under the maximum building height controls in the LEP, its promotion of the overall intent of strategic plans of growing Port Macquarie as a regional city, visual impact as assessed at the selected viewpoints in the public domain are considered acceptable
- the proposal has been the subject to a rigorous technical and engagement process that has include consideration of visual impact matters. This has resulted in the incorporation of a number of primary measures appropriate to a concept SSDA (eg, siting and massing / form measures) that seek to avoid and minimise any potential significant adverse visual impacts. These include:
  - **siting measures**: such as the rotation of the PCYC building 90 degrees so that it is slimmer to the street and retains partial views across to Oxley Oval from Owen Street between the facility and the Bowling Club
  - **massing / form measures**: such as the size, shape, recessive nature and transparency of the window opening to reduce the bulk and scale and the combination of different yet cohesive materials
- as has been determined by this VIA, the incorporation of these mitigation measures have been critical to the determination of acceptable visual impact.

On this basis, it is not considered necessary to make further fundamental or otherwise large-scale amendments to the proposal in its current form to satisfactorily manage visual impact.

Appendix A. Visual impact evidence (Virtual Ideas)

Hastings Secondary College, Port Macquarie

Visual impact photomontage and methodology report

VIRTUAL IDEAS

1. INTRODUCTION

This document was prepared by Virtual Ideas to demonstrate the visual impact of the proposed development at Hastings Secondary College, Port Macquarie NSW with respect to the existing built form and site conditions.

2. VIRTUAL IDEAS EXPERTISE

Virtual Ideas is an architectural visualisation company that has over 15 years experience in preparing visual impact assessment content and reports on projects of major significance that meet the requirements for relevant local and state planning authorities.

Our reports have been submitted as evidence in proceedings in both the Land and Environment Court and the Supreme Court of NSW. Our director, Grant Kolln, has been an expert witness in the field of visual impact assessment in the Supreme Court of NSW.

Virtual Ideas' methodologies and outcomes have been inspected by various court appointed experts in relation to previous visual impact assessment submissions, and have always been found to be accurate and acceptable.

3. PHOTOMONTAGE METHODOLOGY

The following describes the process that we undertake to create the photomontage renderings that form the basis of this report.

3.1 DIGITAL 3D SCENE CREATION

The first step in our process is the creation of an accurate, real world scale digital 3D scene that is positioned at a common reference point using the MGA 56 co-ordinates system.

We have used a variety of data from various sources to create the 3D scene including a building 3D model and a site survey. A detailed description of the various data sources used in this report can be found in Appendix A.

All data has been imported into the 3D scene at real world scale and positioned to a common reference point. This common reference point is established by using the MGA-56 co-ordinates system.
When we receive data sources that are not positioned to MGA-56 co-ordinates, we use common points in the data sources that can be aligned to points in other data sources that are positioned at MGA-56. This can be data such as site boundaries and building outlines.

Descriptions of how we have aligned each data source can also be found in Section 3.4.

3.2 SITE PHOTOGRAPHY

The site photography was captured from locations that were nominated by Ethos Urban, School Infrastructure NSW and DFP Planning.

Camera lenses for each photograph were selected taking a variety of factors into consideration including the distance from the site and the size of the proposed development with respect to the existing built form and landscape.

In some cases, a specific lens requirement set by planning authorities may not produce a photomontage that is effective for visual impact assessment. In the cases where we are required to satisfy a specific lens stipulation and we consider that this is not effective for assessment of visual impact, we will outline the extent of the longer lens on the photomontage.

Full metadata of the photographs was recorded during the site photography. The critical data we extracted was date, time and lens width or field of view.

3.3 SITE AND PHOTOGRAPHY LOCATION SURVEY

To correctly adjust the digital cameras in our 3D scenes to match the positions of the site photography, we used the relevant information provided in the site survey drawing (at MGA 56 co-ordinates) and a 3D model was created from drawings provided from FJMT.

3.4 ALIGNMENT OF 3D SCENE TO PHOTOGRAPHY

To align the 3D scene to the photograph, we first imported the site and photography location survey data into the 3D scene.

We then loaded the photograph into the background of the corresponding 3D scene camera view, ensuring that the aspect ratio and lens setting match.

The 3D scene camera was moved to the correct position and rotated so that the surveyed feature locations match the same features in the photograph.

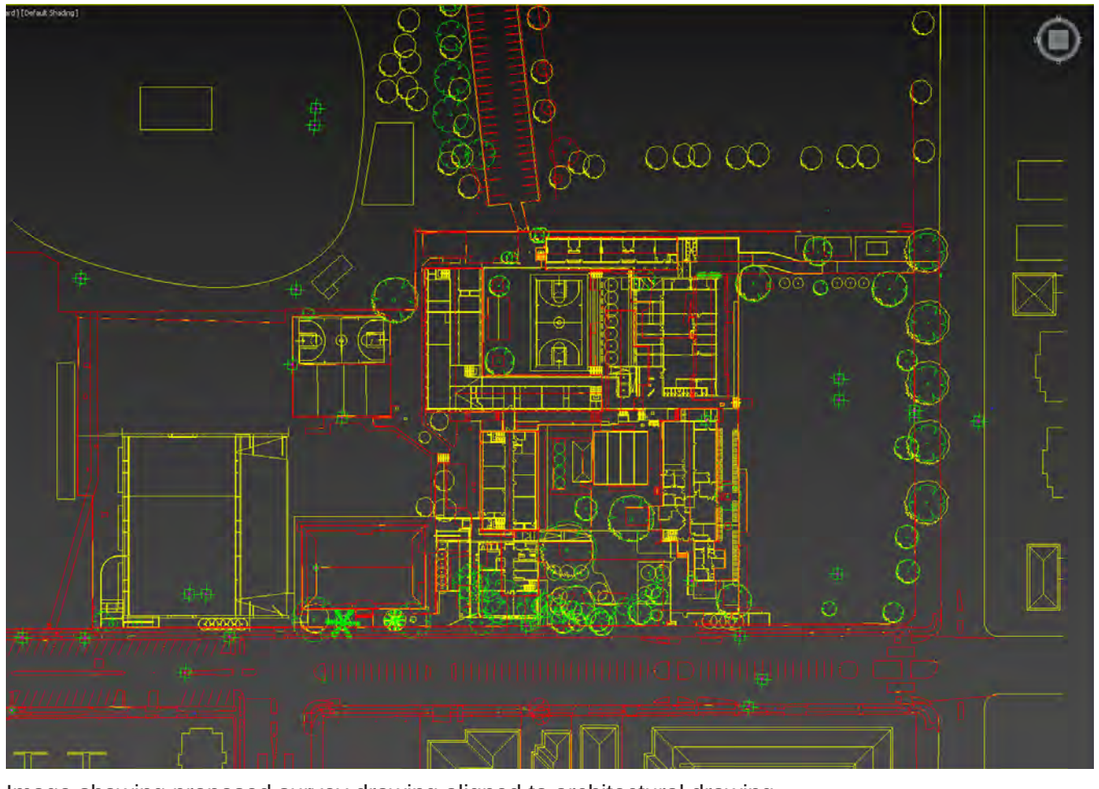


Image showing proposed survey drawing aligned to architectural drawing

3.5 RENDERING AND PHOTOMONTAGE CREATION

After the completing the camera alignment, we add lighting to the 3D scene.

A digital sunlight system was added in the 3D scene to match the lighting direction of the sun in the photograph. This was done using the software sunlight system that matches the angle of the sun using location data and time and date information. This data was extracted from the metadata of the site photographs.

For the photomontages, we were requested to apply a basic white material to the proposed development.

Trees being proposed for removal were also removed from the photography where this was achievable and trees easily identifiable. We referenced the supplied documentation included as Appendix E and F to ascertain the locations of such trees.

We also placed future proposed trees into the 3D model referring the proposed tree manangment plan included as Appendix G. Proposed trees are shown in the images as semi-transparent with a green overlay.

Images were then rendered from the software and layered over the photograph. Additional linework was added to show where built form occurs behind existing built form and landscape.

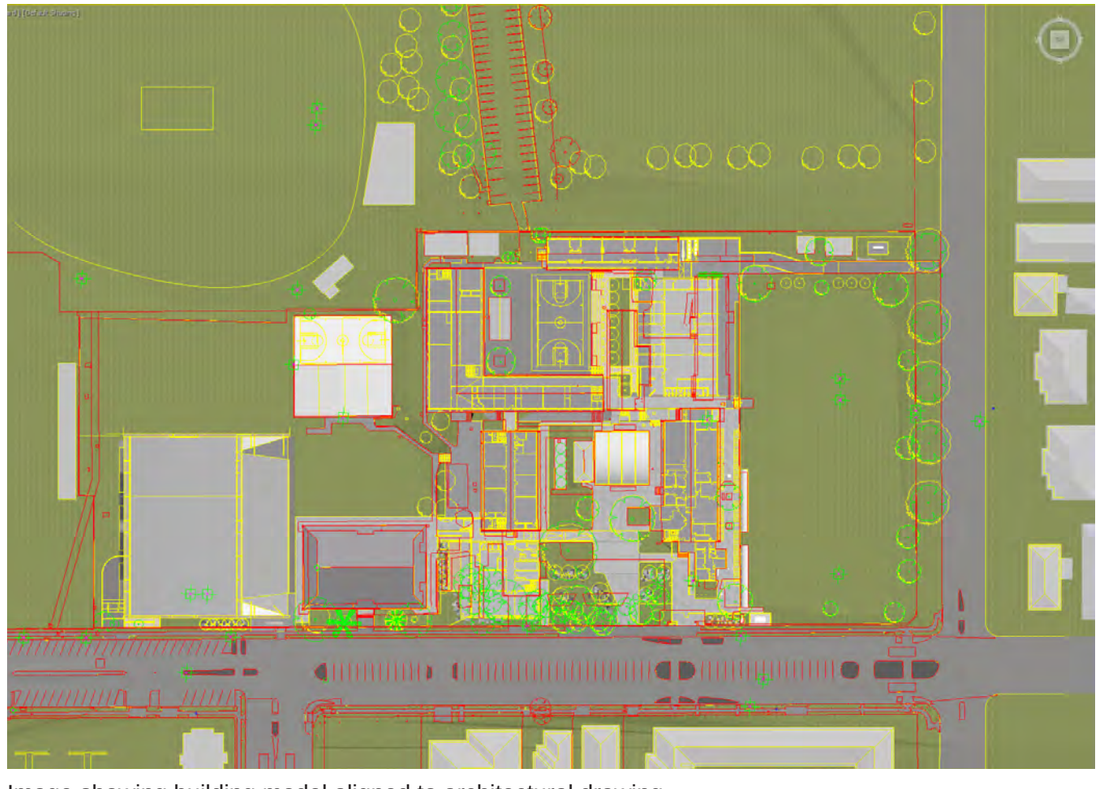


Image showing building model aligned to architectural drawing

4. MAP OF PHOTOGRAPHY LOCATIONS

PLAN ILLUSTRATING CAMERA LOCATIONS FOR VISUAL IMPACT PHOTOGRAPHY OF HASTING SECONDARY SCHOOL, PORT MACQUARIE NSW

5.1 CAMERA POSITION 01

ORIGINAL PHOTOGRAPH

PHOTOMONTAGE OF PROPOSED DEVELOPMENT

ALIGNMENT OF SURVEYED POINTS

PHOTOGRAPH DETAILS

Photo Date:	11th May 2021
Camera Used:	Canon EOS 5DS R
Camera Lens:	EF16-35mm f/4L IS USM
Focal length in 35mm Film:	24mm

5.1 CAMERA POSITION 01

ORIGINAL PHOTOGRAPH

5.1 CAMERA POSITION 01

PHOTOMONTAGE OF PROPOSED DEVELOPMENT

5.2 CAMERA POSITION 02

ORIGINAL PHOTOGRAPH

PHOTOMONTAGE OF PROPOSED DEVELOPMENT

ALIGNMENT OF SURVEYED POINTS

PHOTOGRAPH DETAILS

Photo Date:	11th May 2021
Camera Used:	Canon EOS 5DS R
Camera Lens:	EF16-35mm f/4L IS USM
Focal length in 35mm Film:	24mm

5.2 CAMERA POSITION 02

ORIGINAL PHOTOGRAPH

5.2 CAMERA POSITION 02

PHOTOMONTAGE OF PROPOSED DEVELOPMENT

5.3 CAMERA POSITION 03

ORIGINAL PHOTOGRAPH

PHOTOMONTAGE OF PROPOSED DEVELOPMENT

ALIGNMENT OF SURVEYED POINTS

PHOTOGRAPH DETAILS

Photo Date:	11th May 2021
Camera Used:	Canon EOS 5DS R
Camera Lens:	EF16-35mm f/4L IS USM
Focal length in 35mm Film:	24mm

5.3 CAMERA POSITION 03

ORIGINAL PHOTOGRAPH

5.3 CAMERA POSITION 03

PHOTOMONTAGE OF PROPOSED DEVELOPMENT

5.4 CAMERA POSITION 04

ORIGINAL PHOTOGRAPH

PHOTOMONTAGE OF PROPOSED DEVELOPMENT

ALIGNMENT OF SURVEYED POINTS

PHOTOGRAPH DETAILS

Photo Date:	11th May 2021
Camera Used:	Canon EOS 5DS R
Camera Lens:	EF16-35mm f/4L IS USM
Focal length in 35mm Film:	24mm

5.4 CAMERA POSITION 04

ORIGINAL PHOTOGRAPH

5.4 CAMERA POSITION 04

PHOTOMONTAGE OF PROPOSED DEVELOPMENT

5.5 CAMERA POSITION 05

ORIGINAL PHOTOGRAPH

PHOTOMONTAGE OF PROPOSED DEVELOPMENT

ALIGNMENT OF SURVEYED POINTS

PHOTOGRAPH DETAILS

Photo Date:	11th May 2021
Camera Used:	Canon EOS 5DS R
Camera Lens:	EF16-35mm f/4L IS USM
Focal length in 35mm Film:	24mm

5.5 CAMERA POSITION 05

ORIGINAL PHOTOGRAPH

5.5 CAMERA POSITION 05

PHOTOMONTAGE OF PROPOSED DEVELOPMENT

6.1 APPENDIX A: 3D SCENE DATA SOURCES

A.1 - 3D Model of the proposed development

File Name:	HSPM Hastings Schools Port Macquarie Model
Author:	FJMT
Format:	DIN3D
Scene Alignment:	MGA GDA2020

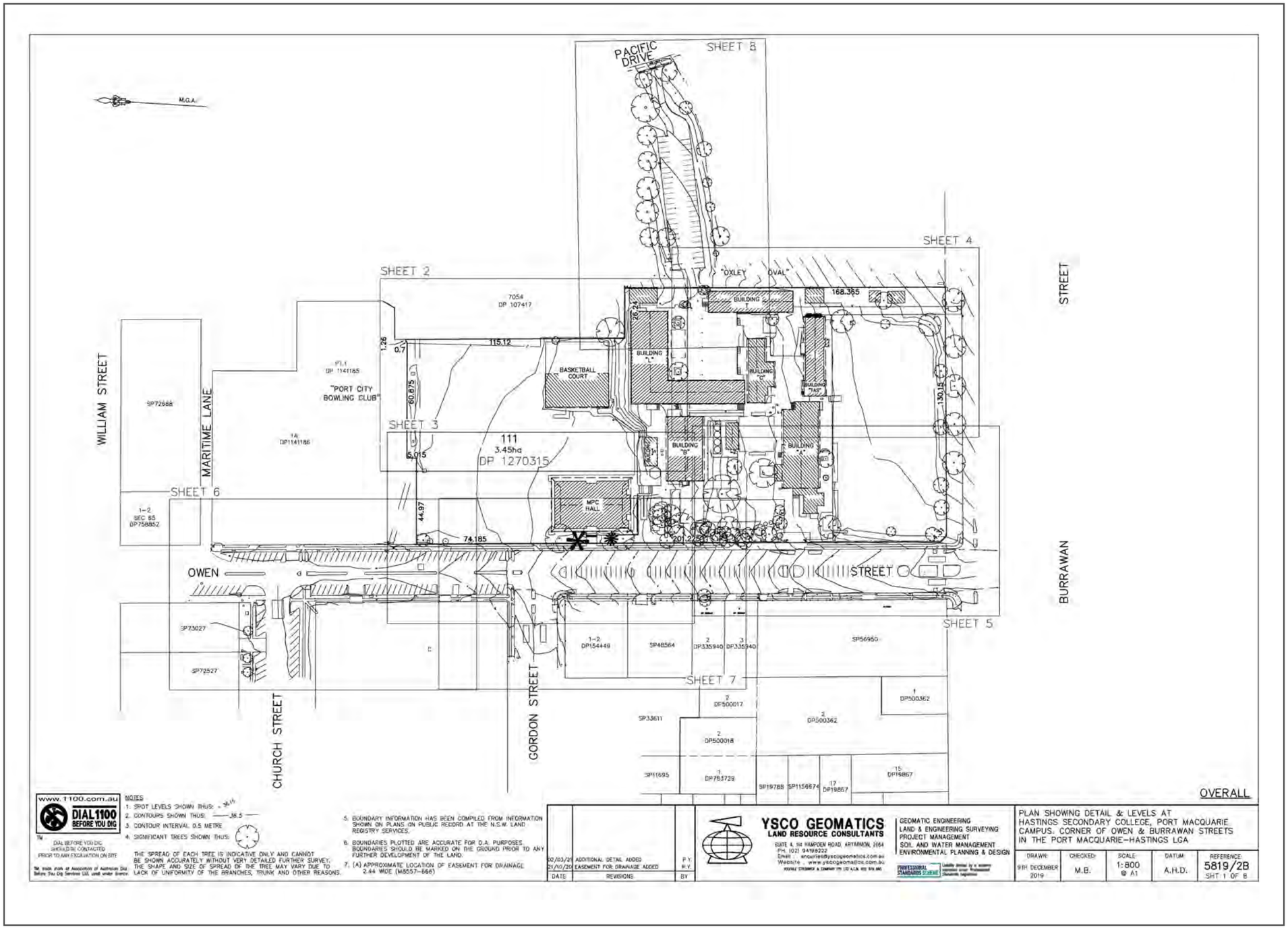
A.2 - Site Survey - refer to Appendix B for details

File Name:	55819-2B DETAIL.dwg
Author:	YSCO GEOMATICS
Format:	Autocad DWG
Alignment:	MGA GDA2020

A.2 - Survey of camera location and alignment positions - refer to Appendix C for details

File Name:	5819-2C.dwg
Author:	YSCO GEOMATICS
Format:	Autocad DWG
Alignment:	MGA GDA2020

6.2 APPENDIX B: SITE SURVEY SUPPLIED BY YSCO GEOMATICS



6.3 APPENDIX C: PHOTOGRAPHY SURVEY SUPPLIED BY YSCO GEOMATICS

Project: HASTINGS SECONDARY SCHOOL DEVELOPMENT
PORT MACQUARIE

Survey and Coordination of Photo Control Points
YSCO GEOMATICS Ref: 5819 Photo Points (amendment A)
Date of Survey: 13 MAY 2021

Notes:
- Points surveyed relate to the brief provided on 12 MAY 2021
- Coordinates have been shown in MGA2020 coordinates (ground coordinates related to PM11959)
- Reduced Levels (RL) are related to Australian Height Datum (AHD)
- Points surveyed using combination of GNSS and total station observations
-This table to be used in conjunction with the .dwg file provided, and the data contained in this hard copy table takes precedence over any co-ordinate interpolated from the CAD file or EXCEL spreadsheet

Point Number	Easting (MGA 2020 ground coordinates, origin PM11959)	Northing (MGA 2020 ground coordinates, origin PM11959)	REDUCED LEVEL AH.D.	Description
1	492358.20	6522536.09	9.22	**CAMERA VIEW 01**
101	492384.83	6522524.70	11.81	CORNER OF STREET SIGN
102	492386.02	6522503.61	18.64	TOP OF LIGHT POLE
103	492414.55	6522427.12	21.39	RIDGE POINT
104	492360.22	6522526.90	11.86	TOP OF STREET SIGN POST
2	492376.26	6522269.14	18.66	**CAMERA VIEW 02**
201	492386.12	6522274.18	18.89	REFLECTOR IN ROAD
202	492417.84	6522299.93	22.78	CORNER OF BUILDING GUTTER
203	492376.67	6522278.14	21.31	TOP OF STREET SIGN POST
204	492400.33	6522282.58	29.21	TOP OF POWER POLE
205	492399.27	6522354.91	18.28	CORNER OF GUTTER OF ENTRY BUILDING
3	492482.23	6522202.07	22.94	**CAMERA VIEW 03**
301	492477.65	6522206.44	22.83	JOINT IN CONCRETE KERB
302	492481.99	6522253.98	24.82	CORNER OF BUILDING GUTTER (MIDDLE)
303	492489.16	6522254.48	24.72	CORNER OF BUILDING GUTTER (EAST)
304	492472.38	6522298.45	26.20	CORNER OF BUILDING GUTTER (WEST)
305	492423.19	6522250.96	21.59	BOTTOM CORNER OF BUILDING
306	492477.59	6522228.14	24.75	TOP OF FENCE POST
307	492480.07	6522228.30	24.78	TOP OF FENCE POST
4	492615.32	6522533.37	12.03	**CAMERA VIEW 04**
401	492507.22	6522512.53	35.97	TOP OF RIGHT HAND LIGHT POLE
402	492507.89	6522439.55	36.50	TOP OF LEFT HAND LIGHT POLE
403	492569.54	6522436.67	14.85	CORNER GOAL POST (EAST)
404	492563.84	6522436.69	14.81	CORNER GOAL POST (WEST)
405	492482.60	6522439.21	19.03	CORNER GUTTER BASKETBALL STADIUM

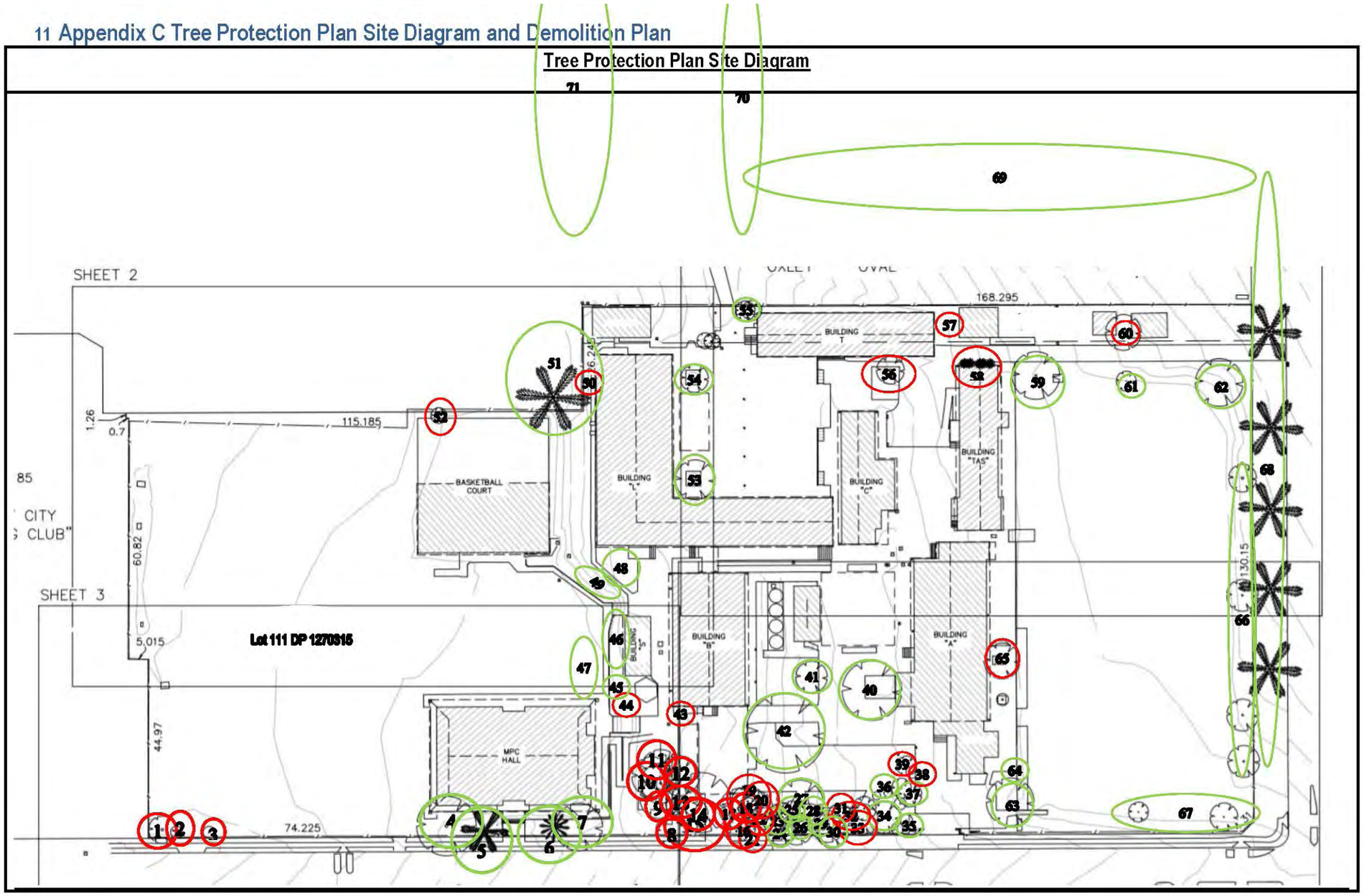
Point Number	Easting (MGA 2020 ground coordinates, origin PM11959)	Northing (MGA 2020 ground coordinates, origin PM11959)	REDUCED LEVEL AH.D.	Description
5	492362.91	6522464.91	10.36	**CAMERA VIEW 05**
501	492376.41	6522469.01	11.60	TOP OF SIGN IN MEDIAN
502	492403.03	6522469.27	16.70	TOP OF GOAL POST (NORTH)
503	492403.34	6522463.58	16.70	TOP OF GOAL POST (SOUTH)
504	492389.37	6522454.82	13.70	TOP OF PARKING SIGN
505	492465.73	6522421.41	20.98	RIDGE OF BASKETBALL STADIUM

6.4 APPENDIX D: ARCHITECTURAL PLANS SUPPLIED BY FJMT

6.4 APPENDIX E: TREE REMOVAL PLAN SUPPLIED BY FJMT

6.4 APPENDIX F: TREE REMOVAL PLAN CREATED BY THE TREE MD PTY LTD

11 Appendix C Tree Protection Plan Site Diagram and Demolition Plan



Geoffrey Ashton Hastings Secondary College Port Macquarie Campus
Created: 16th April 2021

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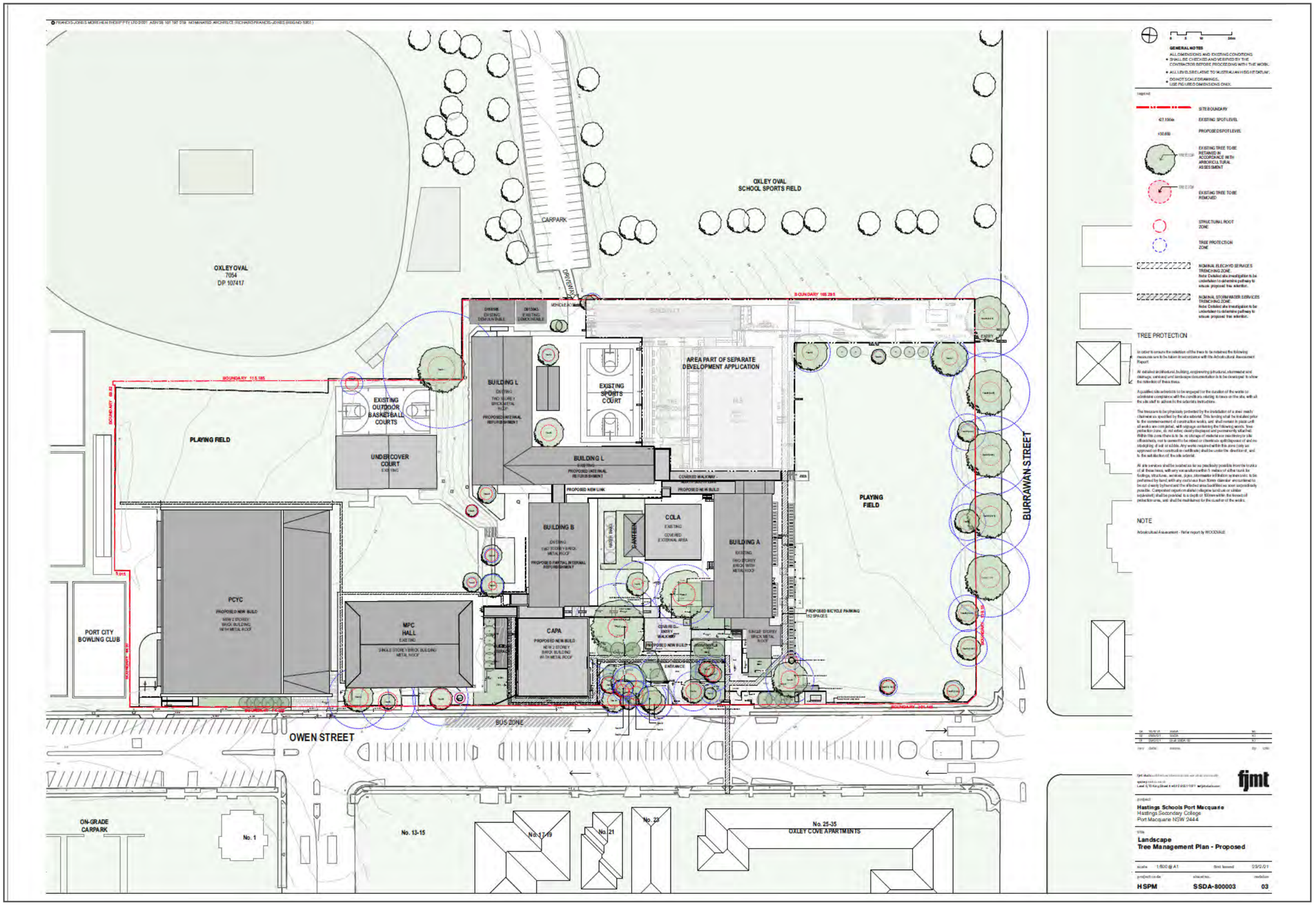
6.4 APPENDIX G: TREE MANAGEMENT PLAN - PROPOSED SUPPLIED BY FJMT



Appendix B. The concept of value in a VIA context

The value of a view is a complex concept. A variety of theories such as "prospect-refuge" inform a number of different approaches. These approaches range on a spectrum from those that say value is to be determined by the trained experts (the objectivist school) to those that suggest value can only be determined by an individual's perceptions. It is suggested that a balance between these two ends of the spectrum is most appropriate. In particular, due to the mechanics and limitations of planning policy, a bias is to be made to more objective, measurable and approaches that involve informed generalisations.

Under this approach, value is often influenced by components and composition when considered against aesthetic principles (e.g., features, edges or contrasts and composition) (Planisphere, 2016) and other aspects such as rarity, representativeness and condition (LI and IEMA, 2013) and iconic status (Planisphere, 2016) (NSW Land and Environment Court).

In terms of general human preferences, the following principles have been consistently found in scenic preference studies and community consultation (AILA, 2018):

- water and natural elements are preferred over urban scenes
- mountains and hills are preferred over flat land
- views are preferred which include both mid-ground elements (with some detail discernible) and a background
- views with skyline features and views which include focal points are preferred.

The GLVIA3 states that value should be informed by consideration of:

- recognition of the value attached to particular views, for example in relation to heritage assets, or through planning designations
- indicators of the value attached to views by visitors, for example through appearances in guidebooks or on tourist maps, provision of facilities for their enjoyment (such as parking places, sign boards and interpretive material) and references to them in literature or art.

In Tenacity, Roseth SC made specific reference to relative value, stating that in general:

- water views are valued more highly than land views
- iconic views (e.g. of the Opera House, the Harbour Bridge or North Head) are valued more highly than views without icons
- whole views are valued more highly than partial views, e.g. a water view in which the interface between land and water is visible is more valuable than one in which it is obscured.

Visual amenity is also a relevant consideration. Under the GLVIA3, visual amenity is defined as "the overall pleasantness of the views people enjoy of their surroundings, which provides an attractive visual setting or backdrop for the enjoyment of activities of the people living, working, recreating, visiting or travelling through an area". This is supported by the NSW Government, which states that "amenity is the pleasantness, attractiveness, desirability or utility of a place, facility, building or feature".

Based on this, it is considered that views that have the following parameters are capable of being considered to have a higher value:

- designated landscapes or the backdrop to a heritage item
- recognised and important viewpoints or from recognised scenic routes
- full views to iconic landscape elements such as the Sydney Opera House
- other specific designation in an environmental planning instrument.