

Appendix N

Visual Impact Assessment



ETHOS URBAN

Visual Impact Assessment

500 Harris Street, Ultimo
Powerhouse Ultimo Renewal

Submitted to NSW Department of Planning
and Environment

On behalf of Department of Enterprise,
Investment and Trade (Create NSW)

06 May 2022 | 2220062



Ethos Urban acknowledges the Traditional Custodians of Country throughout Australia and recognises their continuing connection to land, waters and culture.

We acknowledge the Gadigal people, of the Eora Nation, the Traditional Custodians of the land where this document was prepared, and all peoples and nations from lands affected.

We pay our respects to their Elders past, present and emerging.

CONTACT

Chris Bain Director – Strategic Planning cbain@ethosurban.com (02) 9956 6962

Reproduction of this document or any part thereof is not permitted without prior written permission of Ethos Urban Pty Ltd.

This document has been prepared by:



Chris Bain 5 May 2022

This document has been reviewed by:



Michael Oliver 5 May 2022

Reproduction of this document or any part thereof is not permitted without written permission of Ethos Urban Pty Ltd. Ethos Urban operates under a Quality Management System. This report has been prepared and reviewed in accordance with that system. If the report is not signed, it is a preliminary draft.

VERSION NO.	STATUS	DATE OF ISSUE	ISSUE TO	REVISION BY	APPROVED BY
1.0	Preliminary draft	14 April 2022	Client, EU	CB	CB
2.0	Final draft	27 April 2022	Client	AN	CB
3.0	Final for TOA	6 May 2022	Client	AN	CB

Ethos Urban Pty Ltd
ABN 13 615 087 931.
www.ethosurban.com
173 Sussex Street, Sydney
NSW 2000 t 61 2 9956 6952

Contents

Executive summary	6
Glossary	10
1.0	Introduction 12
1.1	Purpose 12
1.2	Structure 12
2.0	The site and its context 14
2.1	The site 14
2.2	Site context 19
3.0	The planning framework 22
3.1	Strategic planning context 22
3.2	Statutory planning context 24
4.0	The proposal 25
5.0	Methodology 28
5.1	Public and private views 28
5.2	Public views 28
5.3	Private views 29
5.4	Assumptions, limitations and exclusions 30
6.0	Visual analysis 32
6.1	Public views 32
6.2	Private views 36
7.0	Visual impact assessment – public views 41
7.1	View 1: Harris Street and William Henry Street 41
7.2	View 2: Pier Street 45
7.3	View 3: The Goods Line and Macarthur Street 49
7.4	View 4: The Goods Line 53
7.5	View 5: Harris Street and Macarthur Street 57
7.6	View 6: Harris Street 61
7.7	Summary 65
7.8	Discussion 65
8.0	Visual impact assessment – private views 67
8.1	View 7: 537 Harris Street 67
8.2	View 8: 355 Bulwara Street, Level 7 68
8.3	View 9: 355 Bulwara Street, Level 5 69
8.4	View 10: 355 Bulwara Street, Level 3 71
8.5	View 11: 333 Bulwara Street, Level 4 72
8.6	View 12: 333 Bulwara Street, Level 3 73
8.7	View 13: 333 Bulwara Street, Level 2 74
8.8	Tenacity assessment 75

Contents

9.0	Assessment against the planning framework	77
9.1	Sydney Local Environmental Plan 2012	77
9.2	Sydney Development Control Plan 2012	79
10.0	Conclusion	82
Appendices		83

Figures

Figure 1	Site location	14
Figure 2	Site location	15
Figure 3	Aerial view of the Powerhouse Ultimo	18
Figure 4	Harris Street Forecourt	18
Figure 5	The site and its context	20
Figure 6	Surrounding development	21
Figure 7	The proposal – maximum planning envelope	26
Figure 8	Showing potential, alternative, locations for new buildings possible in the proposed maximum building envelope	26
Figure 9	Indicative new building as the ‘reference scheme’	27
Figure 10	Outline of analysis process	29
Figure 11	Visual catchment (approximate)	32
Figure 12	Public viewpoints	36
Figure 13	Harris Street terraces	37
Figure 14	349 – 355 Bulwara Street (Trieste Sydney)	38
Figure 15	333 Bulwara Street (Casa Mia Apartments)	39
Figure 16	Public viewpoints	39
Figure 17	View 1: Harris Street and William Henry Street – existing view	41
Figure 18	View 1: Harris Street and William Henry Street – proposed view	42
Figure 19	View 2: Pier Street – existing view	45
Figure 20	View 2: Pier Street – proposed view	46
Figure 21	View 3: The Goods Line and Macarthur Street – existing view	49
Figure 22	View 3: The Goods Line and Macarthur Street – proposed view	50
Figure 23	View 4: The Goods Line – existing view	53
Figure 24	View 4: The Goods Line – proposed view	54
Figure 25	View 5: Harris Street and Macarthur Street – existing view	57
Figure 26	View 5: Harris Street and Macarthur Street – proposed view	58
Figure 27	View 6: Harris Street – existing view	61
Figure 28	View 6: Harris Street – proposed view	62
Figure 29	View 7: 537 Harris Street – existing view	67
Figure 30	View 7: 537 Harris Street – proposed view	68

Contents

Figure 31	View 8: 355 Bulwara Street, Level 7 – existing view	68
Figure 32	View 8: 355 Bulwara Street, Level 7 – proposed view	69
Figure 33	View 9: 355 Bulwara Street, Level 5 – existing view	70
Figure 34	View 9: 355 Bulwara Street, Level 5 – proposed view	70
Figure 35	View 10: 355 Bulwara Street, Level 3 – existing view	71
Figure 36	View 10: 355 Bulwara Street, Level 3 – proposed view	71
Figure 37	View 11: 333 Bulwara Street, Level 4 – existing view	72
Figure 38	View 11: 333 Bulwara Street, Level 4 – proposed view	72
Figure 39	View 12: 333 Bulwara Street, Level 3 – existing view	73
Figure 40	View 12: 333 Bulwara Street, Level 3 – proposed view	73
Figure 41	View 13: 333 Bulwara Street, Level 2 – existing view	74
Figure 42	View 13: 333 Bulwara Street, Level 2 – proposed view	75

Tables

Table 1	Relevant Planning Secretary's Environmental Assessment Requirements	12
Table 2	Site description	14
Table 3	Visual receptors	33
Table 4	Viewpoints – public domain	35
Table 5	Viewpoints – private views	39
Table 6	View 1: sensitivity of the view	43
Table 7	View 1: magnitude of visual impact – Harris Street Forecourt New Build	43
Table 8	View 1: magnitude of visual impact – planning envelope	44
Table 9	View 1: significance of visual impact – Harris Street Forecourt New Build	44
Table 10	View 1: significance of visual impact – planning envelope	45
Table 11	View 2: sensitivity of the view	47
Table 12	View 2: magnitude of visual impact – Harris Street Forecourt New Build	47
Table 13	View 2: magnitude of visual impact – planning envelope	48
Table 14	View 2: significance of visual impact – Harris Street Forecourt New Build	48

Contents

Table 15	View 2: significance of visual impact – planning envelope	48
Table 16	View 3: sensitivity of the view	51
Table 17	View 3: magnitude of visual impact – forecourt building	51
Table 18	View 3: magnitude of visual impact – planning envelope	52
Table 19	View 3: significance of visual impact – Harris Street Forecourt New Build	52
Table 20	View 3: significance of visual impact – planning envelope	52
Table 21	View 4: sensitivity of the view	55
Table 22	View 4: magnitude of visual impact	55
Table 23	View 4: magnitude of visual impact	56
Table 24	View 4: significance of visual impact – Harris Street Forecourt New Build	56
Table 25	View 4: significance of visual impact – planning envelope	56
Table 26	View 5: sensitivity of the view	59
Table 27	View 5: magnitude of visual impact – Harris Street Forecourt New Build	59
Table 28	View 5: magnitude of visual impact – planning envelope	60
Table 29	View 5: significance of visual impact – Harris Street Forecourt New Build	60
Table 30	View 5: significance of visual impact – planning envelope	61
Table 31	View 6: sensitivity of the view	63
Table 32	View 6: magnitude of visual impact – Harris Street Forecourt New Build	63
Table 33	View 6: magnitude of visual impact – planning envelope	64
Table 34	View 6: significance of visual impact – Harris Street Forecourt New Build	64
Table 35	View 6: significance of visual impact – planning envelope	64
Table 36	Sensitivity, magnitude and significance – Harris Street Forecourt New Build	65
Table 37	Sensitivity, magnitude and significance – planning envelope	65
Table 38	Tenacity Steps 1-3	75
Table 39	Assessment against the Sydney Local Environmental Plan 2012	77
Table 40	Assessment against the Sydney Development Control Plan 2012	79

Appendices

- A** Visual impact evidence
Virtual Ideas

Contents

B	Detailed methodology
	<i>Ethos Urban</i>

Executive summary

The proposal

This report has been prepared on behalf of the Department of Enterprise, Investment and Trade (Create NSW) to support a State Significant Development (SSD) Development Application (DA) for alterations and additions to Powerhouse Ultimo at 500 Harris Street, Ultimo.

The Powerhouse Ultimo Renewal project comprises a transformative \$480-\$500 million investment by the NSW Government to create a new Creative Industries Precinct that is integrated into the operations of the existing Powerhouse Ultimo. The retention and renewal of Powerhouse Ultimo will deliver an international standard museum with new and refurbished spaces for museum operations, exhibitions, programs and associated industry and creative uses that will activate and engage audiences. It will deliver a programming focus on design and fashion, presenting exhibitions that showcase the Powerhouse Collection, international exclusive exhibitions and programs that support the design and fashion industries.

Overview of Proposed Development

The Concept SSDA sets the vision for the renewal of Powerhouse Ultimo and the creation of the Powerhouse Creative Industries Precinct, with the detailed design, construction, and operation of the project to be sought at a separate and future stage (Stage 2).

Concept approval is sought for the following:

- A maximum building envelope for any new buildings and alterations and additions to existing buildings retained on the site.
- Use of the new spaces and built form as an 'information and education facility' including exhibition, education, and back of house spaces, and a range of related and ancillary uses to contribute to the operation of Powerhouse Ultimo.
- Endorsement of Urban Design Guidelines and a Design Excellence Strategy to guide the detailed design of the future building, internal spaces, and public domain areas that will be the subject of a competitive design process and a separate and future DA (Stage 2).
- An updated Conservation Management Plan to ensure that future development occurs in a manner that is compatible with, and facilitates the conservation of, the heritage values of the site.
- General functional parameters for the future design, construction, and operation of buildings and uses on the site including the principles and strategies for the management of transport and access, flooding, sustainability, heritage and the like.

Visual impact assessment

The Department of Planning and Environment (DPE) has issued Secretary's Environmental Assessment Requirements (SEARs) to the Applicant for the preparation of an Environmental Impact Statement (EIS) for the proposed development. This report has been prepared having regard to the SEARs as follows:

"5. Environmental Amenity

- *Assess amenity impacts on the surrounding locality, including lighting impacts, reflectivity, solar access, visual privacy, visual amenity, view loss and view sharing, overshadowing and wind impacts. A high level of environmental amenity for any surrounding residential or other sensitive land uses must be demonstrated.*

6. Visual Impact

- *Provide a visual analysis of the development from key viewpoints, including photomontages or perspectives showing the proposed and likely future development.*
- *Where the visual analysis has identified potential for significant visual impact, provide a visual impact assessment that assesses and justifies the impacts of the development on the existing catchment."*

On behalf of Create NSW, Ethos Urban in partnership with Virtual Ideas and CMS Surveyors has prepared this visual impact assessment (VIA) to address these SEARS.

Purpose, scope and method

The overall purpose of this VIA is to identify whether the proposal results in acceptable visual impact. While considering related matters such as urban design, architecture and heritage, ultimately conclusions on these matters are deferred to the relevant subject matter experts as articulated in other reports supporting the Concept SSDA.

The VIA has been undertaken generally in accordance with the international best practice 'Guidelines for Landscape and Visual Impact Assessment (third edition)' (GLVIA3), adjusted to better suit urban and NSW planning context including consideration of relevant NSW Land and Environment Court (LEC) planning principles. This has included preparation of photomontages and simulated 3D views to indicate potential visual impact.

It is further noted that the assessment and visualisations prepared in this assessment identify both the maximum building envelope (for which consent is sought) as well as the reference scheme that is provided for information only and is not for consent. The reference scheme (referred to as the 'Harris Street Forecourt New Build' in this assessment) shows one possible solution for how a new building might be delivered on the site in compliance with the proposed building envelope. The purpose of the reference scheme is to demonstrate a design adheres to the building envelope and design guidelines proposed in the DA, and that can achieve the functional requirements of the project with acceptable environmental impacts. The reference scheme assists key stakeholders to understand the type of intended outcomes for the project during this initial conceptual stage.

Visual analysis

The site is located in Ultimo at the confluence of the Pyrmont / Ultimo and Darling Harbour localities. Consistent with much of inner Sydney, the visual context is complex and layered, with different periods, styles and scales of development readily apparent.

Similar to this context, the site is also complex and layered. It is dominated by large scale, Federation Warehouse style buildings massed to the centre and north-east of the site and protruding as a wing to the south (the Switch House), and also comprises the finer grain former Ultimo Post Office at the north-west corner of the site, and the newer (1988) Wran Building that dominates the site's Harris Street frontage and publicly accessible civic space and entrance at the site's south-west corner. Like its surrounding visual context, this creates a complex and layered visual quality. Further, while detail such as architectural styles, materiality and colours are diverse, there is a general compatibility of scale and form.

As an island site, it is surrounded by streets and transport infrastructure. Features in the surrounding landscape include the heavily trafficked Harris Street to the west, The Goods Line to the south, the L1 Dulwich Hill Line to the east, the Pier Street viaduct to the north-east and the two building, high-rise Urbanest to the east. Of note, there is a clear elevation change between the site and the adjoining part of Darling Harbour to the east.

Due to the interplay of factors such as landform, streets and buildings, the proposal will be most visible from a small, localised area and in particular adjoining streets.

Visual impact

Assessment has shown that the key public domain visual impacts include:

- **Planning envelope:** potential for infill of existing open spaces between buildings with new built form; greater potential bulk and scale, albeit mitigated by the scale of most existing buildings and potential for a more balanced distribution of massing through the site, as opposed to a focussing in the centre and towards the north-east of the site.

- **Reference scheme:** infill of the civic space and entrance space with new built form, creating a positive space with stronger definition of the north-east corner of the Harris Street and Macarthur Street intersection and obscuring visibility of the Switch House from the Harris Street.

Visual impact assessment – public views

The presence of State heritage items, being the Former Post Office (the post office) and the Ultimo Power House, increases the inherent sensitivity of the site to any form of change. However, inherent sensitivity is reduced by a number of factors, including the robustness and distinctness of the main heritage buildings and it being seen in a complex and layered visual context. Sensitivity is reduced as the nature of change is for uses that are the same or similar to what already exists within the site and the scale of change is comparable to that which already exists within the site. Furthermore, sensitivity is informed by how the view is seen. The sensitivity of certain viewpoints such as Pier Street is reduced by the low level of interest or attention in the view by the prevailing type of viewer. Conversely, the sensitivity of other views such as from The Goods Line is increased due to a much greater level of interest or attention in the view. Overall, the sensitivity of views based on VIA parameters is moderate.

The magnitude of visual impact of the Harris Street Forecourt New Build ranges from imperceptible at Pier Street to considerable at the intersection of Harris Street and Macarthur Street. In this location, it will be visible as a major change occurring over a wide area. While blocking visibility of the former Switch House, the nature and scale of the change is compatible with current visual characteristics. The magnitude of visual impact of the planning envelope ranges from noticeable at The Goods Line to considerable in a number of locations, in particular the Harris Street and William Henry Street intersection and The Goods Line and Macarthur Street intersection. In these locations, it will appear as a major change occurring over a wide area. However, it is noted that the intent is to retain the State heritage listed buildings, including their fabric, which will significantly decrease the magnitude of such change. Development on the site will also be in alignment with the draft Conservation Management Plan and presents the opportunity to create a new address for the Powerhouse site. It is also noted that consistent with contemporary public works for non-residential buildings, in all instances subject to appropriate siting and design, the proposal is able to be reversed.

Considering sensitivity and magnitude, the significance of visual impact is largely moderate, with significance of visual impact being low from the Pier Street viewpoint.

Visual impact assessment – private views

The private VIA has shown that view loss is contained to the lower parts of buildings in the background Sydney CBD skyline. The viewer will retain the ability to see and perceive the skyline, and no loss of visibility to highly valuable or iconic features will occur. On this basis it is qualitatively assessed as minor on the Tenacity scale. Furthermore, due to the need to accommodate programming outcomes there is less opportunity for a more 'skilful design' that shapes massing to provide the applicant with the same development potential and amenity and reduce the impact on the views of neighbours. On this basis, the extent of view loss is considered reasonable.

Assessment against the planning framework

The proposal is consistent with the endorsed strategic planning vision to grow Ultimo / Pyrmont as 'an innovative, creative and cultural precinct' and more detailed strategy and actions that seek to renew the Powerhouse. While the proposal exceeds the existing SLEP 2012 height limit owing to the existing basement levels on the site, this exceedance is considered acceptable given the scale of existing built form and the proposal's compliance with existing the FSR control. In addition, the proposal is consistent with SDCP 2012 requirements for maximum height of street walls.

In terms of massing, the reference scheme demonstrates that a new built form can be carefully sited on a part of the site that is not sensitive to change, avoiding all existing built heritage fabric. It is also consistent with the intent of the SDCP 2012 for the Ultimo locality which seeks streets and public spaces to 'feature strong linear edges', with 'development to be aligned with streets'. While the reference scheme utilises an existing open space, a renewed open space would be provided at The Goods Line in this scenario, and the Pyrmont Peninsula Place Strategy notes the challenges associated with poorly defined semi-public spaces

such as the existing civic space and entrance space that has a poor relationship with adjoining streets due to its difference in elevation and lack of activation.

Mitigation measures

Noting the concept nature of the proposal, detailed treatment can be addressed in the site-specific design guide and resolved through the subsequent competitive design process and Stage 2 DA. Recommended considerations for these future stages include ensuring that the heritage buildings on site can continued to be seen and appreciated from The Goods Line through measures such as siting, setbacks and design, ensuring development has form, line, materiality and colour that is compatible with the heritage values of the site, undertaking engagement with stakeholders and the community to ensure visual impact matters are heard and considered and ensuring responsiveness to the recommendations of Create NSW's expert design and heritage advisors.

Conclusion

Overall, on the balance of relevant visual impact considerations, the proposal has an acceptable visual impact and can be supported on the visual impact grounds.

Glossary

Abbreviations

Term	Meaning
CMP	Conservation management plan
CoS	City of Sydney
DCP	Development control plan
DPE	NSW Department of Planning and Environment
EIS	Environmental impact statement
EP&A Act	Environmental Planning and Assessment Act 1979
GFA	Gross floor area
GLVIA3	Guidelines for Landscape and Visual Impact Assessment (third edition)
LCA	Landscape character area
LEC	NSW Land and Environment Court
LEP	Local environmental plan
Rose Bay	Rose Bay Marina Pty Limited v Woollahra Municipal Council and Anor [2013] NSWLEC 1046
SDCP 2012	Sydney Development Control Plan 2012
SEAR	Planning Secretary's Environmental Assessment Requirements
SLEP 2012	Sydney Local Environmental Plan 2012
SSDA	State significant development application
Tenacity	Tenacity Consulting v Warringah [2004] NSWLEC 140
VIA	Visual impact assessment

Key terms

Term	Meaning	Source
Characteristics	means elements, or combinations of elements, which make a contribution to distinctive landscape character	GLVIA3
Element	means individual parts which make up the landscape, such as, for example, trees, hedges and buildings	GLVIA3
Feature	means 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
Iconic landscape feature	in the Greater Sydney context, means the Sydney Opera House, Sydney Harbour Bridge, North Head or other, singular features	Ethos Urban
Impact on views overall	means balanced consideration of all views. In some cases, weighting may be considered. For example, while impact on most views may be considered acceptable, a significant, unacceptable visual impact on a particularly important view may be grounds for refusal. However, it is expected that this will occur very rarely.	Ethos Urban
Landscape	means 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

Term	Meaning	Source
Landscape character	means 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 area	means a single unique area which is the discrete geographical areas of a particular landscape type	GLVIA3
Landscape character type	means 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
Magnitude	means 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
Sensitivity	means 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
Significant	means at least a considerable magnitude of change occurring to an at least high sensitivity view	GLVIA3
Townscape	means the character and composition of the built environment including the buildings and the relationships between them, the different types of urban open space, including green spaces, and the relationship between buildings and open spaces	GLVIA3
Unacceptable	means an outcome that satisfies all three of the following conditions: <ol style="list-style-type: none"> 1. inconsistent with the intent of a planning provision, considering aims, objective or similar qualitative statement of a desired outcome 2. where there is insufficient environmental planning ground to justify that inconsistency, having regard to relevant matters such as the public interest, environmental outcomes, social outcomes and economic outcomes 3. where reasonable and relevant conditions of consent are unlikely to satisfactorily mitigate this impact 	Ethos Urban (informed by DPE)
Visual amenity	means 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 impact	means impact on specific views and on the general visual amenity experienced by people	GLVIA3
Visual receptors	means individuals and/or defined groups of people who have the potential to be affected by a proposal	GLVIA3

1.0 Introduction

This section identifies the purpose, scope, and structure of this VIA.

This visual impact assessment (VIA) has been prepared by Ethos Urban in collaboration with Virtual Ideas and CMS Surveyors and on behalf of the Department of Enterprise, Investment and Trade (Create NSW) (the proponent) to support a Concept SSDA for alterations and additions to Powerhouse Ultimo at 500 Harris Street, Ultimo. The Concept SSDA seeks to revitalise Powerhouse Ultimo as a world-class museum with a programming focus on design and fashion and to establish a Creative Industries Precinct.

This VIA is to be read in conjunction with the Environmental Impact Statement (EIS) prepared as part of the SSDA. This includes supporting documents, and in particular those prepared by Create NSW's expert design and heritage advisors.

1.1 Purpose

The overall purpose of this VIA is to identify whether the proposal results in acceptable visual impact. Acceptable visual impact is inferred by the absence of unacceptable visual impact (refer **Glossary**), considering impact on views overall.

To achieve this purpose, the scope of the VIA is to address the Planning Secretary's Environmental Assessment Requirements (SEARS) issued by the NSW Department of Planning and Environment (DPE) on 18 January 2022. These SEARS are identified in **Table 1**, as well as where they have been addressed in this report.

Table 1 Relevant Planning Secretary's Environmental Assessment Requirements

Matter	SEAR ¹	Deliverable	Section of this report
5: Environmental amenity	Assess amenity impacts on the surrounding locality, including visual amenity, view loss and view sharing	Visual analysis	Part 8
6: Visual impact	Provide a visual analysis of the development from key viewpoints, including photomontages or perspectives showing the proposed and likely future development. Where the visual analysis has identified potential for significant visual impact, provide a visual impact assessment that assesses and justifies the impacts of the development on the existing catchment	Visual analysis Visual impact assessment	Part 7 and Part 8

1.2 Structure

The structure of this VIA is as follows:

- **Section 1 - Introduction:** identifies the purpose, scope and structure of this VIA
- **Section 2 - The site and its context:** provides an overview of the site and its adjoining and wider context
- **Section 3 - The planning framework:** identifies the parts of the planning framework against which visual impact is to be assessed
- **Section 4 - The proposal:** describes the proposal
- **Section 5 - Methodology:** outlines the methodology used, including assumptions, limitations and exclusions

¹ These are abridged from the SEARS to remove other, non-VIA related aspects that do not change the meaning of the requirement

- **Section 6 – Visual analysis:** identifies and describes the area from which the proposal is likely to be seen and identifies the viewpoints that form the basis of this VIA
- **Section 7 - Visual impact assessment – public views:** identifies and assesses the key visual impacts of the proposal on the public domain
- **Section 8 - Visual impact assessment – private views:** identifies and assesses the key visual impacts of the proposal on the private domain
- **Section 9 - Assessment against the planning framework:** considers visual impact against the planning framework
- **Section 10 - Mitigation measures:** recommends mitigation measures to address visual impact
- **Section 11 - Discussion of key issues:** outlines the key findings of this VIA
- **Section 12 - Conclusion:** identifies whether the proposal can be supported on overall visual impact grounds.

Key points

- Create NSW is proposing to renew the Powerhouse
- A Concept SSDA has been submitted seeking alterations and additions and establishment of a design guide for subsequent DA processes
- SEARS have been issued for this SSDA that require the address of visual impact
- In response, Ethos Urban has prepared a VIA
- The overall purpose of this VIA is to identify whether the proposal results in acceptable visual impact

2.0 The site and its context

This section provides an overview of the site and its adjoining and wider context

2.1 The site

The site is located at 500 Harris Street, Ultimo and is legally described as follows (refer **Figure 1**).

Table 2 Site description

Lot/DP	Description	Owner
Lot 1 DP 631345	Ultimo Power House, Harris Street civic space and entrance, café and southern carpark	The Trustees of the Museum of Applied Arts and Sciences
Lot 1 DP 781732	Wran Building	The Trustees of the Museum of Applied Arts and Sciences
Lot 3 DP 631345	Harris Street civic space and entrance	The Trustees of the Museum of Applied Arts and Sciences
Lot 37 DP 82234	Harris Street civic space and entrance	The Trustees of the Museum of Applied Arts and Sciences
Lot 1 DP 770031	Former Ultimo Post Office	The Trustees of the Museum of Applied Arts and Sciences

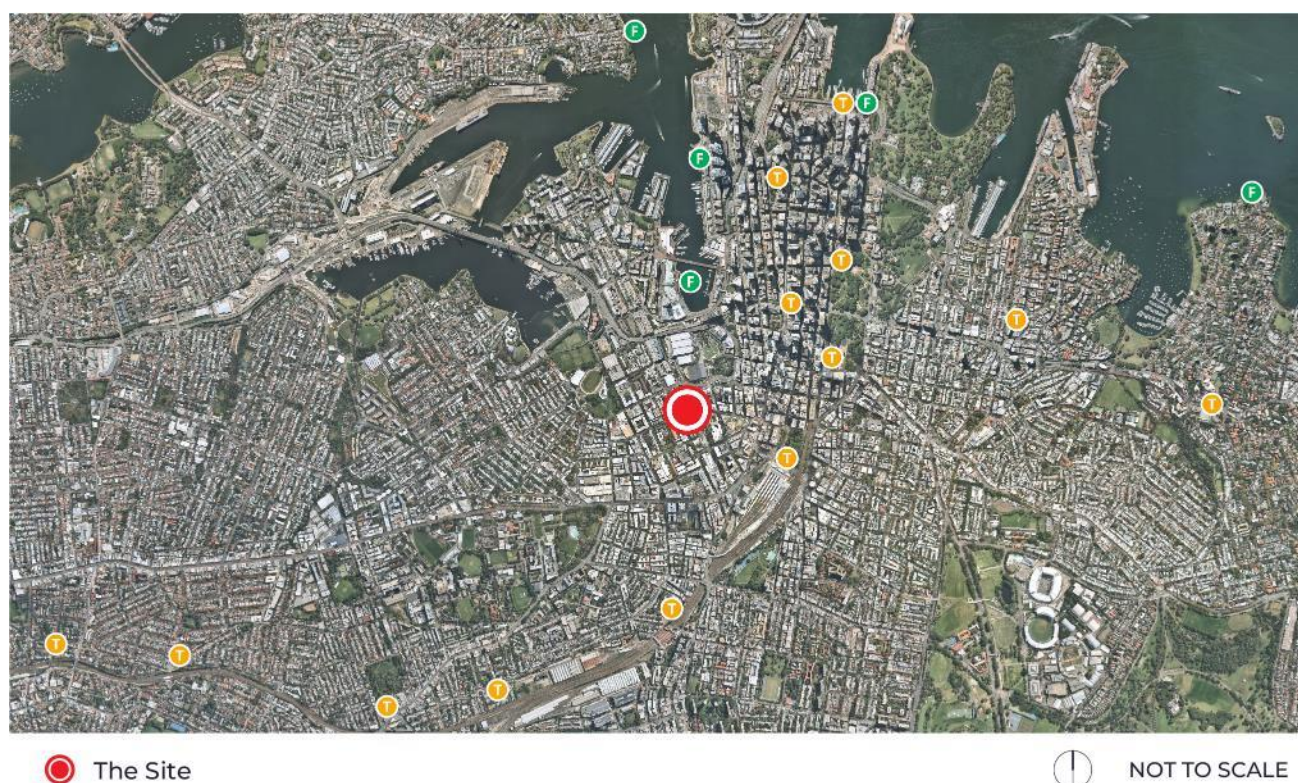


Figure 1 Site location

Source: Nearmap and Ethos Urban

The site has an area of approximately 2.4 hectares of land. It is rectangular in shape, having frontage to William Henry Drive to the north, The Goods Line and the L1 Dulwich Hill Line to the east, Macarthur Street to the south and Harris Street to the west (refer to **Figure 2**). The site is currently occupied by the Powerhouse Ultimo, which comprises a series of existing buildings as detailed further in **Figure 3**.



Figure 2 Site location and context

Source: Nearmap and Ethos Urban



Figure 3 Further identification of buildings within the site

Source: Curior Projects

While dominated by large scale, Federation Warehouse style buildings massed to the centre and north-east of the site and including a wing protruding to the south (the Switch House), the site also comprises the finer grain former Ultimo Post Office at the north-west corner of the site, and the newer (1988) Wran Building that dominates the site's Harris Street frontage and publicly accessible civic space and museum entrance at the site's south-west corner (refer to **Figure 4** and **5**). Like its surrounding visual context, this creates a complex and layered visual quality. While detail such as architectural styles, materiality and colours are diverse, there is a general compatibility of scale and form.

The State heritage listing provides further, more detailed commentary on the site's visual character:

- **composition of different buildings:** 'the remains of the Ultimo Power House principally comprise four interconnected buildings which were the Engine Room and Turbine Hall, the (2nd) Boiler House, and the Switch House'
- **context and landmark:** 'the power station buildings are a landmark group of buildings which relate closely to the visual and architectural industrial context of the area. The Boiler House building was, in its day, one of the largest brickwork structures in the state and the chimneys were significant Sydney landmarks for seventy years'

- **visibility of historic purpose:** 'the historical purpose and function of the former Power House is readable today through the building fabric, structure, in-situ engineering structures, gantry cranes and chimney bases'
- **adaptive reuse and innovation:** 'it is of museological and architectural significance as a landmark early example of the adaptive reuse of a large-scale industrial heritage site, which was then a radical and exhilarating new approach to museum making for NSW'
- **value:** 'it's fabric, form and uses is held in demonstrable public esteem by engineers, architects, museum associates and the wider public'.

Commentary is also provided on the visual attributes of individual buildings (see **Figure 3** above):

- **the 'North Annex':** 'the North Annex has a frontage to William Henry Street, located between the remains of the former Pump House in the east and Boiler House to the southeast, immediately adjacent to the north of the Engine House, and the east of the Post Office. The northern elevation of the North Annex is largely obscured by the widening and raising of the William Henry Street Bridge along this elevation... the North Annex (Office Building) is the most elaborate, built in a simplified Italian Renaissance Classical style.'
- **the 'Engine House':** 'the Engine House abuts the North Annex to the north, the Boiler House to the East, the Turbine Hall to the South and the Wran Building to the west. Unlike many of the buildings on site, the Engine House never had a street frontage and was always located behind buildings on Harris Street.'
- **the 'Turbine Hall':** 'the Turbine Hall is bordered to the north by the Engine House, along the east by the Boiler House, southeast by the Level 1 museum courtyard, south by the Switch House, and west by the Wran Building. As is the case for the Engine House, the Turbine Hall never had a street frontage....and is a very simple, very strong expression of the utilitarian architecture of the early 20th century and one of the prime large examples of Edwardian industrial architecture in Sydney.'
- **the 'Boiler House':** 'the Boiler House northern facade faces the William Henry Street bridge, bounded to the north by the remains of the former Pump House, to the east by the Light Rail line, in the south by the 'Level 1' courtyard, and by the Engine House and Turbine Hall to the west... the Boiler House is the largest of the former Ultimo Power House buildings... is largely utilitarian in style.'
- **the 'Switch House':** 'the northern elevation of the Switch House adjoins the southern wall of the Turbine, while the eastern façade remains open to the Level 1 courtyard to the east. The southern facade faces Macarthur Street and the Level 3 forecourt and Harris Street are to the west.'
- **the 'Pump House':** 'located at the northern end of the Powerhouse Ultimo site, bounded by William Henry Street (and bridge) to the North, the light rail line to the east, the Boiler House to the South and the North Annex to the west. Very little remains of the former Pump House structure.'
- **'the 'Ultimo Post Office':** 'The former Post Office is located on the south-eastern corner of William Henry and Harris Streets, bounded to the east by the North Annex, and to the south by the Wran Building. The humble scale of the single storey brick Federation Post Office building, located on a prominent intersection.'



Figure 4 Aerial view of the Powerhouse Ultimo

Source: Powerhouse



Figure 5 Harris Street civic space and museum entrance (forecourt)

Source: City Hub

2.2 Site context

2.2.1 Adjoining land

The site is an island site adjoined by road and other transport infrastructure as follows:

- **North:** William Henry Street and Pier Street
- **South:** The Goods Line and L1 Dulwich Hill Line
- **East:** Macarthur Street
- **West:** Harris Street

William Henry Street and Pier Street

William Henry Street and Pier Street form part of an east-west road corridor that also comprises Goulburn Street and connects Bridge Road at Glebe in the west and Elizabeth Street, Surry Hills in the east. To navigate the level change between Ultimo and Darling Harbour and not interrupt the L1 Dulwich Hill Line, Pier Street is in the form of an elevated viaduct. This viaduct is a prominent visual feature of the locality, and blocks or occludes views from the north-east.

The Goods Line

The Goods Line is a former rail line that is now a linear park and shared walking and cycling path that connects the Powerhouse with the University of Technology Sydney (UTS) and Railway Square to the south.

L1 Dulwich Hill Line

The L1 Dulwich Hill Line adjoins the Powerhouse to the east. While at grade, it runs in a narrow, linear space between the Powerhouse and Urbanest buildings to the east that appears similar to a typical railway cutting through landform. The Exhibition Centre light rail stop is located to the north-east of the Powerhouse. Due to the level change level change between Ultimo and Darling Harbour and the Pier Street viaduct, views of the Powerhouse are occluded from this station.

Macarthur Street

Macarthur Street is a local, low traffic volume street that borders the southern side of the Powerhouse. Where it intersects with The Goods Line, it forms a pedestrian space.

Harris Street

Harris Street is a major street in Ultimo and Pyrmont. Together with Wattle Street, it provides a couplet that forms part of a broader north-south link between the CBD and North Shore via the Western Distributor and Harbour Bridge and Redfern and suburbs further to the south.

2.2.2 Surrounding land

The site is located in Ultimo at the confluence of the Pyrmont / Ultimo and Darling Harbour localities.

This part of Pyrmont / Ultimo is an established residential, office, retail and cultural uses community featuring a mix of older terrace housing and larger scale warehouse buildings and newer infill buildings largely built to the street edge. Streets are narrow, tree lined and form a grid pattern. There is a general absence of public green space. **Figure 6** provides an aerial image of the site and its immediate surrounds.

To the east, Darling Harbour has undergone comprehensive renewal, and comprises a mix of uses including high-rise residential buildings in the Darling Square redevelopment as well as the Sydney International Convention Exhibition and Entertainment Precinct (SICEEP). Of note, the Urbanest development is located across the L1 Dulwich Hill Line from the site. It comprises two long, narrow high rise buildings and forms a visually prominent backdrop to views of the Powerhouse in locations to the west, and obscures most views of the Powerhouse from Darling Harbour and other locations to the east.

Consistent with much of inner Sydney, the visual context is complex and layered, with different periods, styles and scales of development readily apparent.

Figure 7 provides images of this context.



Figure 6 The site and its context

Source: Real Commercial





Figure 7 Surrounding development

Sources: multiple in the public domain, including Real Estate.com and Darling Square

Key points

- The site is located in Ultimo at the confluence of the Pyrmont / Ultimo and Darling Harbour localities
- Consistent with much of inner Sydney, the visual context is complex and layered, with different periods, styles and scales of development readily apparent
- Like its surrounding visual context, the site has a complex and layered visual quality. While detail such as architectural styles, materiality and colours are diverse, there is a general compatibility of scale and form
- As an island site, it is surrounded by streets and transport infrastructure
- Features in the surrounding landscape include the heavily trafficked Harris Street to the west, The Goods Line to the south, the L1 Dulwich Hill Line to the east, the Pier Street viaduct to the north-east and the two building, high-rise Urbanest to the east. Of note, there is a noticeable elevation change between the site and the adjoining part of Darling Harbour to the east

3.0 The planning framework

This section identifies the parts of the planning framework against which visual impact is to be assessed.

3.1 Strategic planning context

The site is subject to the following strategic plans:

- The Greater Sydney Region Plan - A Metropolis of Three Cities
- The Eastern City District Plan
- City Plan 2036: Local strategic planning statement
- The Pyrmont Peninsula Place Strategy (the Place Strategy)
- Draft Pyrmont Peninsula Sub-Precinct Master Plan

The Pyrmont Peninsula Place Strategy is of most relevance to the future of the site, adjoining and surrounding area.

The Place Strategy recognises the Pyrmont Peninsula's desirability as place for business, noting its status as 'one of the fastest growing jobs hubs in Greater Sydney', with a particular focus on 'innovation in media, arts and culture'. It also acknowledges its history of industry and renewal, including through 'innovative buildings' such as the Powerhouse.

The strategy promotes the further evolution of the peninsula, 'shaped by the NSW Government building upon organic growth in the area as a key jobs hub and cultural entertainment precinct for Greater Sydney and the decision to invest in a Sydney Metro Station in Pyrmont'. New growth is intended to 'provide additional capacity for new jobs while improving and enhancing the very character that makes it an attractive and successful place'.

The strategy's vision for the future of the Peninsula includes its role as a 'renowned and treasured cultural and entertainment precinct', with its consolidating its role as 'a cultural and creative destination with the Powerhouse Ultimo, the Maritime Museum, the Lyric Theatre, and other cultural and creative uses extending the cultural ribbon along one of the world's most treasured harbours'.

Supporting this vision, direction 6 'Creativity, culture and heritage' encourages:

- 'Celebrating Pyrmont Peninsula's culture, heritage and connections to Country Pyrmont Peninsula's arts, culture, creativity and heritage brings the area to life. Destinations like the Powerhouse Ultimo, the Maritime Museum and the Lyric Theatre attract global performances and exhibitions to Sydney'.

To achieve this direction, the Place Strategy response is for 'an integrated plan for the Ultimo creative precinct, including improved presence of, and access to, heritage buildings, enhanced open spaces and new pedestrian connections'. This includes the Powerhouse Ultimo.

Big move 2 'A vibrant 24-hour cultural and entertainment destination' notes that 'the Pyrmont Peninsula has all the right ingredients to cement its position as a world-class cultural and entertainment destination, a globally connected place and a jewel on Sydney Harbour within walking distance of the CBD. It is part of the cultural ribbon, the uniquely Sydney foreshore link between the Royal Botanic Gardens and Opera House, the Museum of Contemporary Art, the Rocks, Barangaroo Headland and the new Walsh Bay arts and cultural precinct around to Pyrmont and the Powerhouse Ultimo, Australian National Maritime Museum, the ICC and Lyric Theatre'.

Supporting this, action 6 seeks to 'enable a diversity of night-time experiences in line with the City of Sydney's 'An Open and Creative City' and the NSW Government's 24-Hour Economy Strategy'.

More locally, the Powerhouse is located in the Ultimo precinct. The intent for this precinct is 'a place of integration, education, creativity and culture'.

Consistent with the intent for the broader peninsula, the strategy also encourages the further growth and evolution of Ultimo:

- 'Ultimo's land ownership pattern, its location at the southern end of the Harbour CBD, proximity to Central Station, and the continued evolution of major educational and cultural institutions makes it a place of significant change'
- 'Ultimo will evolve into a bustling place of learning and creativity at the edge of Central Station, a prosperous creative jobs hub. Ultimo will blend education, cultural, tourism, transport and employment hubs – the ingredients of an Innovation District. Innovation and entrepreneurship will be taught, tested and applied'
- 'The Ultimo Creative Industries Precinct will be anchored by the Powerhouse Ultimo and a vibrant 24-hour precinct that integrates cultural, creative and commercial uses. It will be a place that provides rich cultural experiences, facilitates collaboration and partnership with industry and supports Sydney's diverse creative industries community'

The strategy identifies particular opportunities for the future, including:

- support new knowledge-based jobs, particularly in education, creative and cultural industries.
- close proximity to Central Station transport links and knowledge-based jobs hub at the future Tech Central.
- leverage the Powerhouse Ultimo and expand cultural uses.
- redevelop sites for education, culture, creativity and innovation, as well as student housing.
- adaptive reuse of heritage buildings.

Place priorities include:

- 'Support knowledge-based jobs growth in Ultimo anchored by the Powerhouse Ultimo, TAFE NSW Ultimo Campus, UTS and ABC'
- 'Rejuvenate Harris Street as the historic urban spine of the Peninsula: improve the streetscape and activation, enhancing heritage buildings and increasing tree cover'
- 'Establish planning controls for renewal sites to encourage design excellence, better walking and cycling connections and precinct-wide infrastructure'.

The strategy notes the role that the Powerhouse can have in catalysing growth:

- 'A new wave of investment is now likely to transform the Peninsula, building on its unique character and appeal. This includes NSW Government decisions and private sector investment proposals including the retention of the Powerhouse Ultimo at Ultimo'.

'This vision for Pyrmont embraces its potential as a key cultural and entertainment precinct within walking distance of the city, leveraging its cultural and creative assets – visitors can see local and global music at the ICC, the latest Broadway theatre or Australian musicals at the Lyric Theatre, take in historical marvels at the Maritime or Powerhouse Ultimo or delight at Frank Gehry's building from The Goods Line'.

The strategy promotes the growth of the Powerhouse, including an intent to have it 'grow as a key cultural asset and anchor for the education and creative industries in the area'.

The Draft Pyrmont Peninsula Sub-Precinct Master Plan was exhibited in early 2022 to support the outcomes of the Place Strategy, and has not been finalised or adopted at this time. Both the Powerhouse Ultimo and Goods Line North character areas fall within the Powerhouse Ultimo Renewal site under the Draft Master Plan.

The proposed objectives associated with the Powerhouse Ultimo character area encourage future planning and development, which builds on the industrial heritage of the site, improves connectivity with the Goods line and explores opportunities to improve community access and connectivity to open spaces and public transport.

Primary view corridors affecting the site are identified in the Draft Master Plan and include existing views north and south along Harris Street, along The Goods Line, and south of the site in Mary Ann Street. Objectives around primary views include creating new views and maintaining existing views along streets and between buildings to support legibility and wayfinding, enhance existing character and visually connect people to the natural setting of the Peninsula.

3.2 Statutory planning context

The site is subject to the following legislation:

- Environmental Planning and Assessment Act 1979
- Heritage Act 1977.

The site is subject to the following statutory plans of relevance to VIA:

- Sydney Local Environmental Plan 2012 (SLEP2012)
- Sydney Development Control Plan 2012 (SDCP2012).

Relevant provisions to consideration of visual impact are:

SLEP2012

- Section 2.3 'Zone objectives and Land Use Table' (B4 Mixed Use zone)
- Section 4.3: 'Height of buildings' (between 6m and 28m max)
- Section 4.4: 'Floor space ratio' (4:1 max)
- Section 5.10 'Heritage conservation' (State Heritage Items - Ultimo Power House and Ultimo Post Office; local heritage item: I2031 - Powerhouse Ultimo, and in the vicinity of the Harris St Ultimo Conservation Area)
- Section 6.21D 'Competitive design process' (up to 10% additional height permitted where undertaking a competitive design process)

SDCP2012

- Locality and site identification (Ultimo)
- Sydney Airport OLS Height Restriction (Part 156m AHD, part 150 to 156m AHD)
- Building height in storeys (5 storeys)
- Building street frontage height in storeys (6 storeys).

Key points

- The Place Strategy encourages renewal of the site
- The SLEP2012 allows for a considerable scale of development, with a maximum building height of 28m +10% and a FSR of 4:1
- The SDCP2012 provides clear guidance on context responsive outcomes, with development required to address the Ultimo locality statement

4.0 The proposal

This section describes the proposal.

The purpose of the proposal is to establish a world-class museum with a programming focus on design and fashion, presenting exhibitions that showcase the Powerhouse Collection, international exclusive exhibitions and programs that support the design and fashion industries. Alongside the renewal a Creative Industries Precinct will be created that will integrated into the operations of the Powerhouse Ultimo.

The preliminary objectives of the development are to:

- Deliver an international standard museum that is complimentary to Powerhouse Parramatta, Powerhouse Castle Hill and Sydney Observatory.
- Provide new and refurbished international standard spaces for museum operations, exhibitions, programs and associated industry and creative uses that will activate and engage audiences.
- Facilitate a design excellence process that encourages a wide range of creative and innovative architectural responses to the site and functional brief.
- Integrate a vibrant creative industries precinct, that connects with its surrounds, responds to the changed urban environment and provides concurrent original and distinctive contemporary cultural experiences.
- Enable and support the development of the NSW creative industries and improve productivity through sustainable, flexible and affordable infrastructure that supports colocation and collaboration.
- Deliver a highly operational precinct that contributes to the NSW visitor and night time economies.
- Ensure effective and efficient coordination with other government initiatives and represent value for money.
- Provide a connected and integrated interface with surrounding precinct developments, including the Ultimo Goods Line, Harwood Building, Darling Square and Tech Central.

To achieve this purpose, concept development consent is being sought for:

1. A maximum building envelope for any new buildings and alterations or additions to existing buildings retained on the site (refer **Figure 8**).
2. Use of the site as an 'information and education facility' including museum exhibition and education spaces that are supported by a range of ancillary and related uses contributing to the operation of Powerhouse Ultimo.
3. A Design Excellence Strategy and Urban Design Guidelines to guide the next stages of the project.
4. Updated Conservation Management Plan to ensure that future development occurs in a manner that is compatible with, and facilitates the conservation of, the heritage values of the site.
5. General functional parameters for the future design and operation of the site including principles and strategies for the management of heritage, transport and access, noise and vibration, utilities and services, and the like.

A reference scheme has also been prepared for the site, which is not for approval, and considers a new building at the Harris Street frontage of the site (the Harris Street Forecourt New Build) (refer **Figure 9** and **10**). The location and detailed design of any new buildings within the proposed building envelope will be the subject of the separate and future competitive design process and Stage 2 DA. It is expected that these phases will also include works to the heritage listed items to facilitate their ongoing adaptive reuse for the Powerhouse Ultimo in accordance with the Conservation Management Plan.

No substantive works or changes in use are proposed to the Harwood Building located between Macarthur Street and Mary Ann Street.

No physical works are proposed at this stage, noting that impact on existing heritage fabric is not envisaged and in any event would be subject to the provisions of the Heritage Act 1977 and relevant provisions of the SLEP2012 including addressing the Conservation Management Plan (CMP).

The proposal also seeks to establish a site specific design guide to lead the design development of the proposal and inform the future competitive design process and Stage 2 DA.

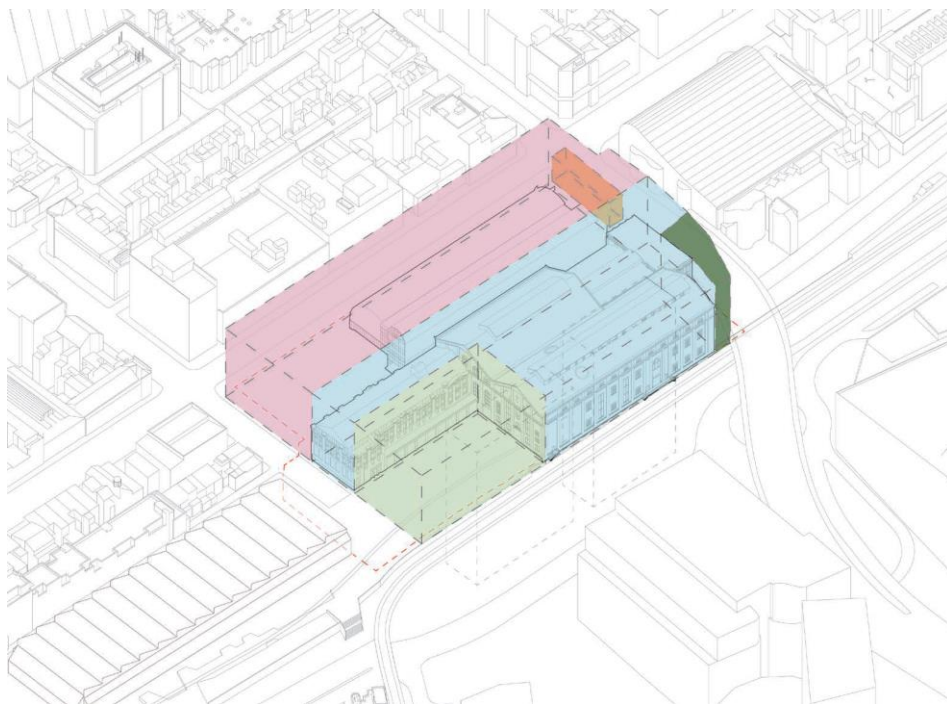


Figure 8 The proposal – maximum planning envelope

Source: JWA

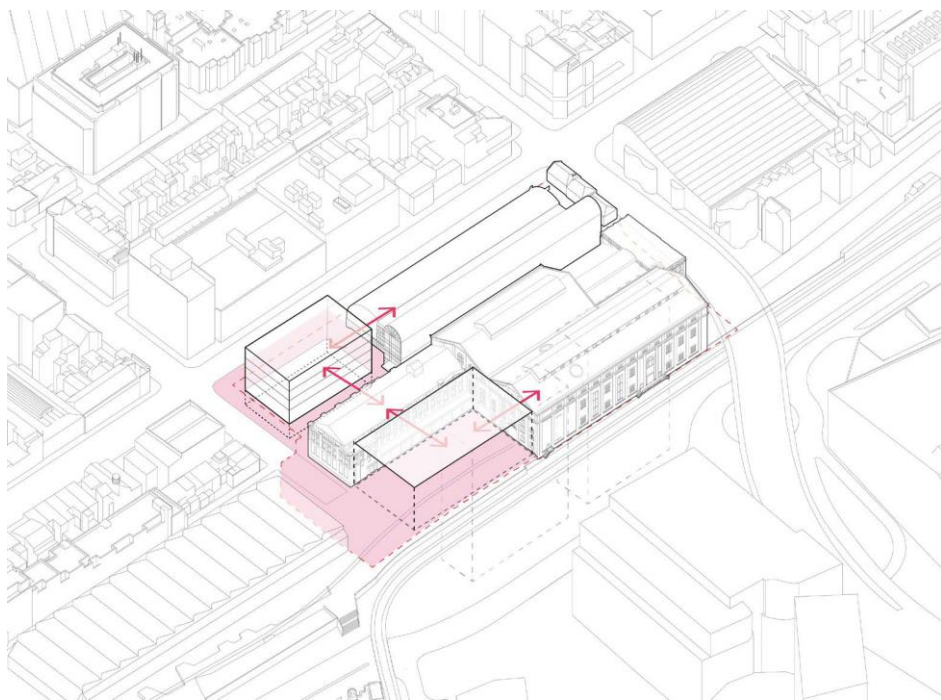


Figure 9 Showing potential, alternative, locations for new built form possible in the proposed maximum building envelope

Source: JWA

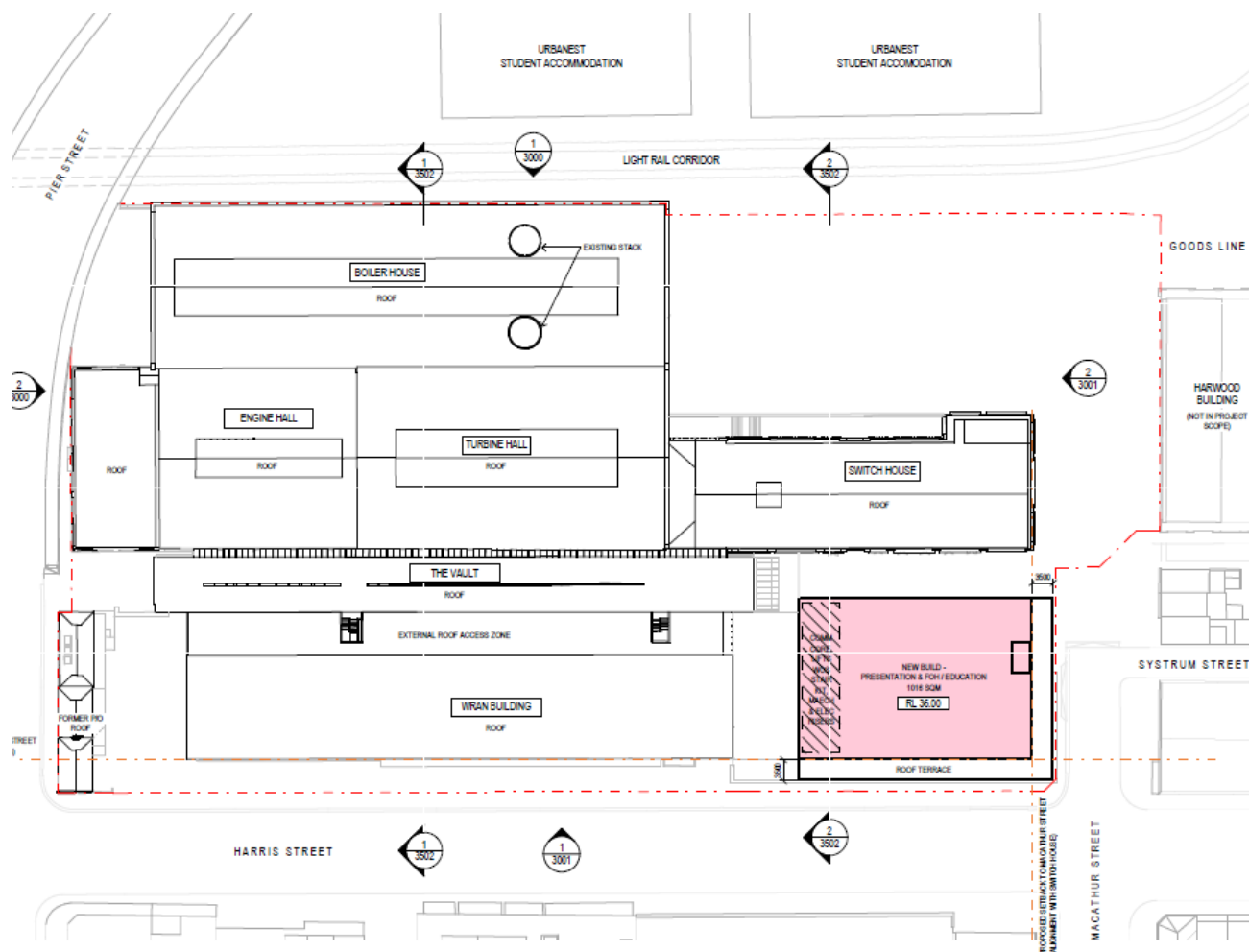


Figure 10 Indicative new building as the 'reference scheme'

Source: JWA

Key points

- Concept development consent is being sought for a maximum building envelope with consideration of SLEP2012. This envelope provides flexibility for a range of design responses and opportunities at the competitive design process phase.
- A reference scheme has been developed for the site showing one possible outcome for the site, comprising a new building at the Harris Street frontage of the site.
- Future works to be confirmed at Stage 2 would also likely include works to the heritage listed items to facilitate their ongoing adaptive reuse for the Powerhouse Ultimo.
- No substantive works or changes in use are proposed to the Harwood Building located between Macarthur Street and Mary Ann Street.
- The proposal also seeks to establish a site-specific design guide.

5.0 Methodology

This section outlines the methodology used, including assumptions, limitations, and exclusions.

5.1 Public and private views

Consideration of visual impact is inherently subjective, and involves professional value judgements. As noted by the Land and Environment Court of New South Wales (the LEC) in *Rose Bay Marina Pty Limited v Woollahra Municipal Council and Anor* [2013] NSWLEC 1046 (Rose Bay), the key to addressing this challenge is to adopt a rigorous methodology.

Accordingly, this VIA has adopted a four stage process:

1. visual analysis
2. visual impact
3. visual impact assessment
4. assessment against the planning framework.

Visual analysis

The purpose of this stage is to identify and describe the area (the visual catchment) from which the proposal is likely to be seen and identify the viewpoints that form the basis of this VIA.

Visual impact

The purpose of this stage is to identify the extent and nature of visual impact on the selected viewpoints based on an evidence base of visualisations.

For public views, visualisations are in the form of photomontages. This has involved insertion of a 3D model of the proposal into surveyed photographs consistent with the NSW Land and Environment Court (LEC) photomontage policy.

For private views, visualisations are in the form of software based modelling. This has involved insertion of a 3D model of the proposal into a surveyed AAM city model. While photomontages are preferred, due to current COVID challenges it is unreasonable to seek access to private property to undertake surveying and photography.

Appendix A provides further detail on the process used. Of note, frames of view approximating either a 17mm or 24mm camera lens were selected for public views to both see the extent of the proposal and accommodate necessary context. For private views, frames of view approximating a 24mm camera lens were selected and to see the as it is considered to represent the most appropriate balance between the wide field able to be appreciated by the human eye (e.g. equivalent to a 17mm camera lens) and the focus also enabled by the human eye (e.g. equivalent to a 50mm camera lens).

Visual impact assessment

The purpose of this stage is to assess visual impact in accordance with widely accepted, established methodologies.

Assessment against the planning framework

The purpose of this stage is to further reduce the inherently subjective nature of VIA by assessing visual impact against relevant matters in the planning framework.

5.2 Public views

The methodology used by this VIA is derived from the international standard 'Guidelines for Landscape and Visual Impact Assessment' version 3 (GLVIA3), the NSW Land and Environment Court (LEC) planning principle for 'impact on public domain views' established in *Rose Bay Marina Pty Limited v Woollahra*

Municipal Council and anor [2013] NSWLEC 1046 (Rose Bay) and for 'Views - general principles' established in Tenacity Consulting v Waringah [2004] NSWLEC 140.

Assessment is undertaken against three (3) main considerations:

1. **sensitivity:** of the view to the nature of change proposed
2. **magnitude:** of the nature of change proposed
3. **significance:** of the nature of change proposed factoring in sensitivity and magnitude.

Each of these considerations includes address of a number of sub-matters.

Figure 11 shows this process. **Appendix B** provides further detail on methodology.

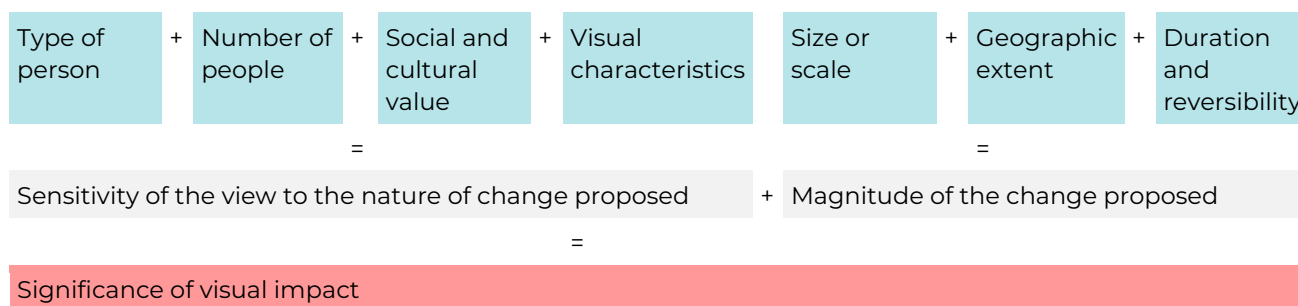


Figure 11 Outline of analysis process

5.3 Private views

It is a long established legal principle in Australia that no one has the right to a view from the private domain. However, the legal system has acknowledged that views from a person's home can have considerable value (Lindsay Taylor Lawyers, 2015).

To encourage a consistent approach to the address of the impact on private views through development, in 2004 the NSW Land and Environment Court established a planning principle in *Tenacity Consulting v Waringah* [2004] NSWLEC 140 (Tenacity). While this principle was formulated in particular response to a clause in the relevant LEP (the Warringah Local Environmental Plan 2000) requiring reasonable sharing of views, this principle has been widely adopted by consent authorities even in the absence of such statements due to the public interest test of the EP&A Act. On this basis, Tenacity has been adopted as the relevant test in this case.

In *Tenacity*, Roseth SC noted that the LEP did not "state what is view sharing or when view sharing is reasonable".

To provide guidance, Roseth SC stated that "The notion of view sharing is invoked when a property enjoys existing views and a proposed development would share that view by taking some of it away for its own enjoyment. (Taking it all away cannot be called view sharing, although it may, in some circumstances, be quite reasonable)". To determine whether view sharing is reasonable in the circumstances, Tenacity specifies a four step process:

- '26 The first step is the assessment of views to be affected. 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, eg a water view in which the interface between land and water is visible is more valuable than one in which it is obscured.
- 27 The second step is to consider from what part of the property the views are obtained. For example the protection of views across side boundaries is more difficult than the protection of views from front and rear boundaries. In addition, whether the view is enjoyed from a standing or sitting position may also be relevant. Sitting views are more difficult to protect than standing views. The expectation to retain side views and sitting views is often unrealistic.

- 28 The third step is to assess the extent of the impact. This should be done for the whole of the property, not just for the view that is affected. The impact on views from living areas is more significant than from bedrooms or service areas (though views from kitchens are highly valued because people spend so much time in them). The impact may be assessed quantitatively, but in many cases this can be meaningless. For example, it is unhelpful to say that the view loss is 20% if it includes one of the sails of the Opera House. It is usually more useful to assess the view loss qualitatively as negligible, minor, moderate, severe or devastating.
- 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'.

It is noted that while guidance on relevant considerations is provided, as has been noted judgement on the extent of impact is inherently subjective. In our experience, to be considered devastating under the Tenacity scale, the nature of impact would need to involve:

- blocking of views to a valuable and prominent feature, and / or
- blocking of part of views to a valuable and prominent feature with the effect of significantly reducing the ability to understand and appreciate the feature, and / or
- complete blocking of views from the property, and in particular truncating views to the foreground to leave only outlook remaining.

5.4 Assumptions, limitations and exclusions

This methodology is subject to the following assumptions, limitations and exclusions:

Assumptions

- the proposal is for a concept DA only, and seeks to establish maximum bulk and scale parameters and a design guide for future, more detailed DA processes
- these more detailed DA process will include a competitive design process with a requirement to achieve design excellence, including responsiveness to heritage values and significance and matters of design detail such as form, materiality and colours
- it is not envisaged that significant impact on existing State heritage built form fabric will occur, and any proposition to impact such fabric will be undertaken in accordance with relevant legislation and documentation

Limitations

- while photomontages provide an indication of the potential 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

Exclusions

- consideration of night-time impact (including lighting)
- consideration of Aboriginal cultural heritage impact, including connecting with Country. This is only appropriately undertaken by a member or qualified representative of the Aboriginal community. Reference is made to the Aboriginal Cultural Heritage Assessment Report that accompanies the EIS.
- detailed consideration of design merit. Refer to the separate Urban Design Report for address of this matter

- detailed consideration of heritage impact. Refer to the separate Heritage Impact Assessment for address of this matter.

Key points

- The methodology adopted by this VIA is comprehensive and based on relevant guidance
- An evidence base of visualisations has been prepared to inform consideration of visual impact
- A number of assumptions, imitations and exclusions apply to this VIA, in particular an understanding that further detailed design work will be undertaken, and opinion on matters of design merit and heritage impact is deferred to relevant experts

6.0 Visual analysis

This section identifies and describes the area from which the proposal is likely to be seen and identifies the viewpoints that form the basis of this VIA.

6.1 Public views

Visual catchment

The area in which the proposal may be visible, in totality or in part, is called the visual catchment.

The visual catchment is shaped 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 be most visible is small and is generally contained to an area delineated by William Henry Drive to the north, The Goods Line, L1 Dulwich Hill Line and Urbanest to the east, Macarthur Street to the south and Harris Street to the west. **Figure 12** provides approximate boundaries of this visual catchment.

Beyond this, due to its alignment the proposal may be visible from parts of Hay Street. However, it will appear in the longer range, and will be occluded by the Urbanest south building.

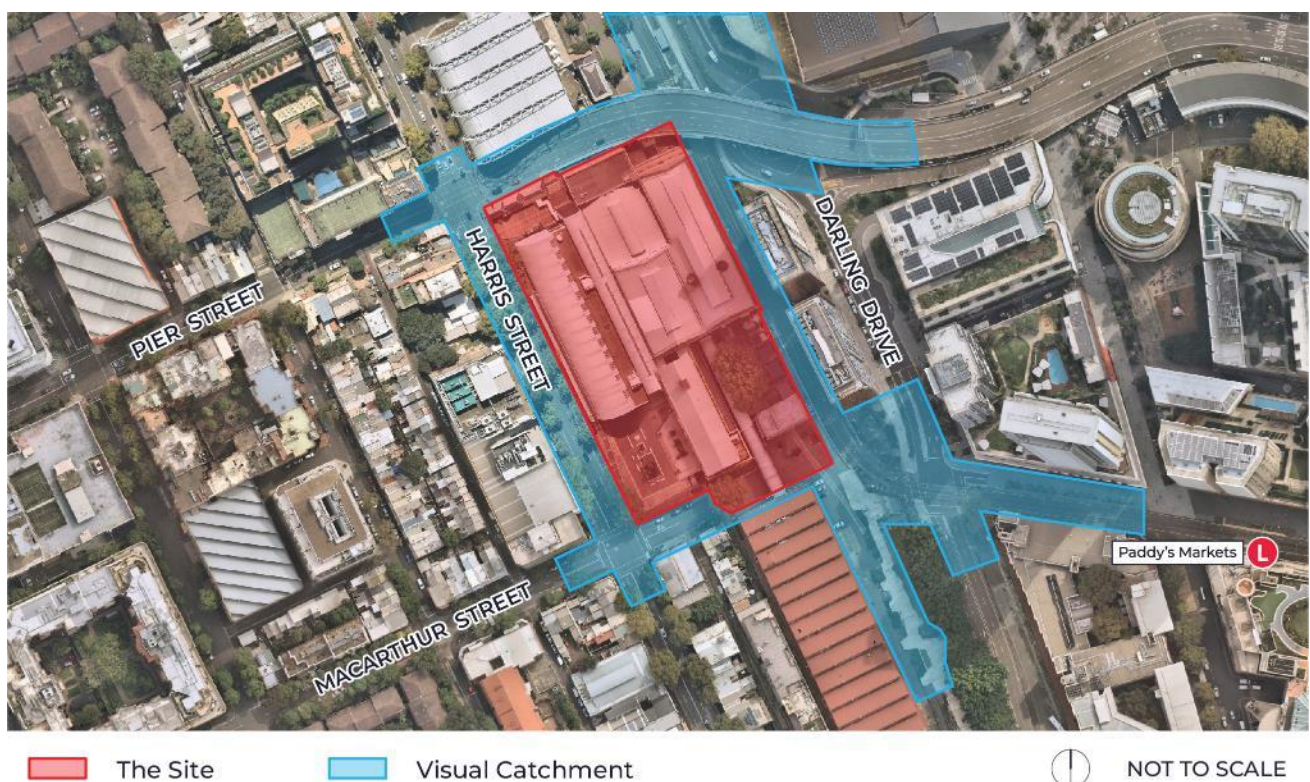


Figure 12 Visual catchment (approximate)

Source: Nearmap and Ethos Urban

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 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 3 Visual receptors

Direction	Place	Prevailing type of visual receptor	Relative numbers ²
North	William Henry Drive	Travellers on road, rail or other transport routes; visitors to facilities or services that meet their day to day needs (Ian Thorpe Aquatic Centre) and the Ultimo Community Centre	Medium
South	Macarthur Street	Travellers on road, rail or other transport routes	Low
East	The Goods Line, L1 Dulwich Hill Line	Travellers on road, rail or other transport routes; 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 (The Goods Line)	Medium
West	Harris Street	Travellers on road, rail or other transport routes	High

² Relative number of people exposed to views of the proposal from the public domain

Pattern of viewing

Consideration of the visual catchment and visual receptors in the visual catchment suggests that the predominant pattern of viewing in the public domain will be by travellers on road, rail or other transport routes in the close range from surrounding streets.

Viewpoints

The GLVIA3 notes that viewpoints selected for VIA fall broadly into three (3) groups:

- **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
- **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 and/or recreational amenity such as landscapes with statutory landscape designations, or viewpoints with particular cultural landscape associations
- **illustrative viewpoints:** chosen specifically to demonstrate a particular effect or specific issues, which might, for example, be the restricted visibility at certain locations.

The selection of the final viewpoints used for assessment should take account of a range of factors, including:

- the accessibility to the public
- the potential number and sensitivity of viewers who may be affected
- the viewing direction, distance (i.e. short-, medium- and long-distance views) and elevation
- the nature of the viewing experience (for example static views, views from settlements and views from sequential points along routes)
- the view type (for example panoramas, vistas and glimpses)
- the potential for cumulative views of the proposed development in conjunction with other developments.

The GLVIA3 notes that it is not possible to give specific guidance on the appropriate number of viewpoints since this depends on the context, the nature of the proposal and the range and location of visual receptors. It further states that the viewpoints need to cover as wide a range of situations as is possible, reasonable and necessary to cover the likely significant effects, and that the emphasis must always be on proportionality in relation to the scale and nature of the development proposal and its likely significant effects.

While a view may have value, this does not mean that it is intrinsically worth protecting under the planning framework. As with other similar matters such as heritage, it is often helpful to consider significance. Planisphere has developed a set of matters to consider when assessing the place and people factors of a view to determine significance. These are:

- **exemplary:** how representative or illustrative is this view? Is it 'the best' of its type? Is it exemplary within the local, regional or State context?
- **iconic:** is the view instantly recognisable? Is it symbolic for its visual qualities? Has it been represented in art, photography, literature etc.? Is it iconic within the local, regional or state context?
- **scarce:** how uncommon or rare is the view? Is the view a 'one off' that is not available nearby or elsewhere in the area? Is it scarce within the local, regional or state context?

A view is either significant, or not significant. Views that are not significant do not generally warrant protection under local planning policy. Where significant, the following levels apply:

- **moderate:** local or district significance
- **high:** regional significance
- **exceptional:** State, national or international significance.

Six (6) viewpoints in the public domain were selected to represent this pattern of viewing. **Table 4** identifies their location and provides an outline of key, relevant attributes. **Figure 13** below shows the location of these viewpoints.

Table 4 Viewpoints – public domain

Number	Viewpoint	Distance	Type	Significance
1.	Harris Street and William Henry Street	Close range	Streetscape	Not significant
2.	Pier Street	Close range	Streetscape	Not significant
3.	The Goods Line and Macarthur Street	Close range	Streetscape	Not significant
4.	The Goods Line	Close range	Streetscape	Not significant
5.	Harris Street and Macarthur Street	Close range	Streetscape	Not significant
6.	Harris Street	Close range	Streetscape	Not significant



The Site

View 1: Harris Street and William Henry Street

View 3: The Goods Line and Macarthur Street

View 5: Harris Street and Macarthur Street



NOT TO SCALE

View 2: Pier Street

View 4: The Goods Line

View 6: Harris Street

Figure 13 Public viewpoints

Source: Nearmap and Ethos Urban

6.2 Private views

The most likely private properties to have their views impacted by the proposal are:

- terraces (x8) located between 531 – 547 Harris Street (the Harris Street terraces)
- 349 – 355 Bulwara Street (Trieste Sydney)
- 333 Bulwara Street (Casa Mia Apartments).

Views from the Urbanest are also likely to be affected. However, Urbanest is considered commercial, short term residential accommodation and as such not regarded as having the same level of sensitivity as these other properties. In any event, the scale and nature of the proposal is likely to be similar to existing development on the site. While all views are important, it is further considered that unlike properties to the west of the Powerhouse, views obtained from this elevation of the Urbanest are more likely to be district level and not include valued landscape features such as the Sydney CBD skyline or include iconic landscape features such as the Opera House or Harbour Bridge.

The Harris Street terraces

The Harris Street terraces are located on Harris Street directly opposite the northern end of the site. As with most 19th century Sydney terraces, they have a long, linear layout running perpendicular to Harris Street. Narrow first floor balconies provide opportunities for views to Harris Street. Due to the presence of established, spreading street trees, views to the Powerhouse are heavily occluded. Likely due to the heavily trafficked nature of Harris Street, properties that have been renovated appear to have their living spaces oriented to courtyards at the back of the properties.

Figure 14 provides images of the terraces and internal spaces.





Figure 14 Harris Street terraces

Source: Multiple in the public domain

349 – 355 Bulwara Street (Trieste Sydney)

Trieste Sydney is a recently constructed eight storey apartment building comprising 127 studio, 1, 2 and 3 bedroom dwellings located approximately 100m to the south-west of the central part of the site. Upper level north and east facing apartments have views across to the Sydney CBD skyline in the background. The proposal will likely be visible from east facing dwellings. Due to the orientation of the building and the relative location of the CBD skyline, the highest value views are towards a north-east direction.

Figure 15 provides images of the building and its dwellings.





Figure 15 349 – 355 Bulwara Street (Trieste Sydney)

Source: Multiple in the public domain

333 Bulwara Street (Casa Mia Apartments)

Casa Mia Apartments is an older, six storey apartment complex located approximately 100m to the south-west of the northern part of the site. Occupying an entire street block, the complex has a perimeter block form, with a central courtyard open space. As with Trieste Sydney, upper level north and east facing apartments have views across to the Sydney CBD skyline in the background. The proposal will likely be visible from east facing dwellings. Similarly as with Trieste, due to the orientation of the building and the relative location of the CBD skyline, the highest value views are towards a north-east direction.

Figure 16 provides images of the building and its dwellings.



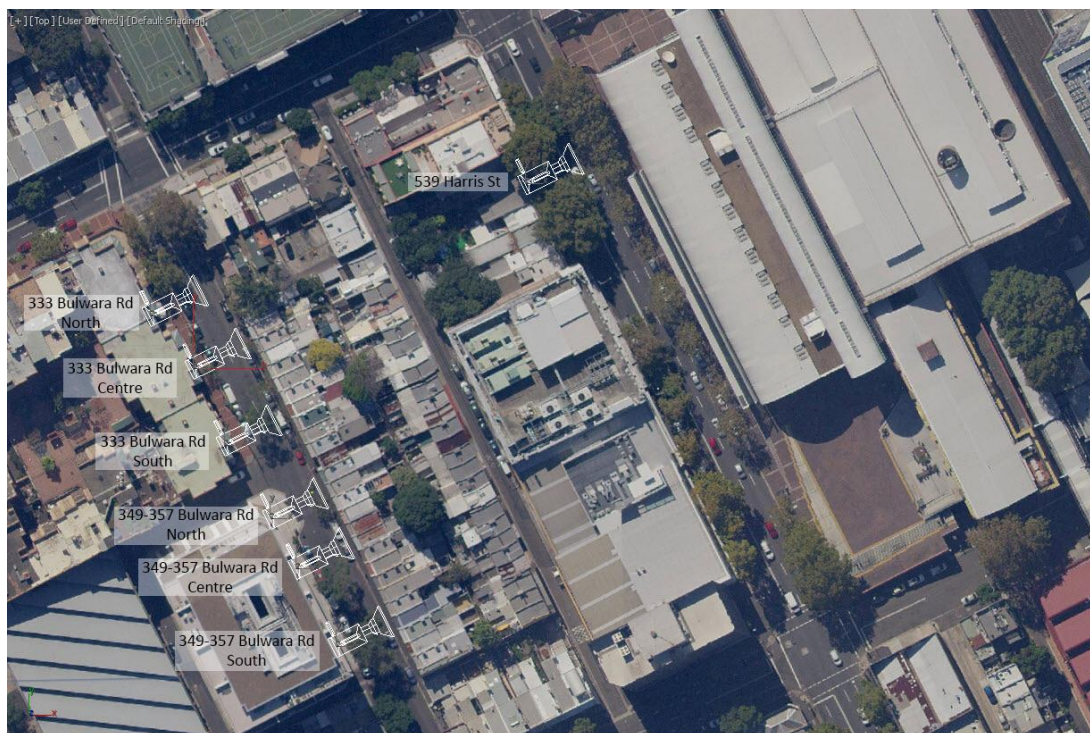
Figure 16 333 Bulwara Street (Casa Mia Apartments)

Source: Multiple in the public domain

7 viewpoints in the private domain were selected to represent the pattern of viewing available from these properties. **Table 5** identifies their location and provides an outline of key, relevant attributes. **Figure 17** shows the location of these viewpoints.

Table 5 Viewpoints – private views

Number	Viewpoint	Distance	Type
Harris Street terraces			
7.	537 Harris Street	Medium range	Streetscape
349 – 355 Bulwara Street (Trieste Sydney)			
8.	355 Bulwara Street, Level 7	Medium range	Townscape
9.	355 Bulwara Street, Level 5	Medium range	Townscape
10.	355 Bulwara Street, Level 3	Medium range	Townscape
333 Bulwara Street (Casa Mia Apartments)			
11.	333 Bulwara Street, Level 4	Medium range	Townscape
12.	333 Bulwara Street, Level 3	Medium range	Streetscape
13.	333 Bulwara Street, Level 2	Medium range	Streetscape

**Figure 17 Public viewpoints**

Source: Virtual Ideas

Key points

- The proposal will be most visible in the public domain from a small, localised area and in particular adjoining streets
- The predominant pattern of viewing in the public domain will be by travellers on road, rail or other transport routes in the close range from surrounding streets
- Views from three private properties (including multiple apartments) to the south west are likely to be most impact by the proposal
- 13 views were selected for assessment to understand potential visual impact

7.0 Visual impact assessment – public views

This section identifies and assesses the key visual impacts of the proposal on the public domain.

7.1 View 1: Harris Street and William Henry Street

Element	Description
View type	General
Viewing range	Close
Viewing distance	30m
Viewing direction	North-west
Viewing angle	Oblique
Viewing elevation	Level / slightly above



Figure 18 View 1: Harris Street and William Henry Street – existing view

Source: Virtual Ideas



Figure 19 View 1: Harris Street and William Henry Street – proposed view

Source: Virtual Ideas

7.1.1 What is in this view

While built and natural elements are visible in this view, built aspects dominate. Specific visible elements include streets, buildings, structures (poles, signs), vehicles and trees. The foreground and midground is comprised of streets. The mid-ground (L to R) is comprised of the former Ultimo Post Office, Harris Street (including established, spreading street trees) and the Glasgow Arms Hotel. The background is comprised of part of 'North Annex' part of the Powerhouse, the Wran Building and Harris Street (including its street trees). The tops of Darling Square, including the Urbanest, and the Peak Apartments are visible in the backdrop along with the sky.

Consistent with much of inner Sydney, this view is complex and layered, with physical evidence of different time periods.

The following are notable formal aesthetic factors:

- the small, finely detailed and sandstone external elevations of the former post office built to the intersection in the centre of the midground
- the large-scale Wran Building with its distinct, curved roof forms, white external colouring and strong, linear street edge to Harris Street
- the juxtaposition of the larger scale Wran Building and the smaller scale former post office
- strong lines associated with Harris Street focussing and directing the eye to a point in the background to right hand side of the view
- the presence of the 'corner pub' built form typology associated with much of inner Sydney.

In terms of notable perceptual aspects, the view evokes scale, with a strong presence of substantial built form in this view.

7.1.2 How sensitive is it to change

As it is obtained from Harris Street, a large number of people will see the view. However, as their purpose will be for travelling, their level of interest or attention in the view is expected to be low. It is unlikely that a large number of pedestrians will see the view. While the adjoining Ultimo Community Centre and the nearby Ian Thorpe Aquatic Centre will attract a number of people, again their level of interest or attention in the view is expected to be low.

Due to the visibility of heritage, in particular the former post office, the view has social and cultural value.

The following table shows the sensitivity of the view to the nature of change proposed.

Table 6 View 1: sensitivity of the view

Matter	Rating			
	Negligible	Low	Medium	High
Visual characteristics			☒	
Number of people				☒
Type of people		☒		
Social and cultural value			☒	
Overall sensitivity			☒	

7.1.3 How will the proposal impact the view

The following tables shows the magnitude of visual impact.

Table 7 View 1: magnitude of visual impact – Harris Street Forecourt New Build

		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	Perceptible	Perceptible	Perceptible	Imperceptible

		Duration and / or reversibility			
	Insignificant change				
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

Table 8 View 1: magnitude of visual impact – planning envelope

		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

7.1.4 Is this impact significant

The following tables shows the significance of visual impact.

Table 9 View 1: significance of visual impact – Harris Street Forecourt New Build

		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

Table 10 View 1: significance of visual impact – planning envelope

		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

7.2 View 2: Pier Street

Element	Description
View type	Feature
Viewing range	Close
Viewing distance	30m
Viewing direction	South-west
Viewing angle	Oblique
Viewing elevation	Level

**Figure 20 View 2: Pier Street – existing view**

Source: Virtual Ideas

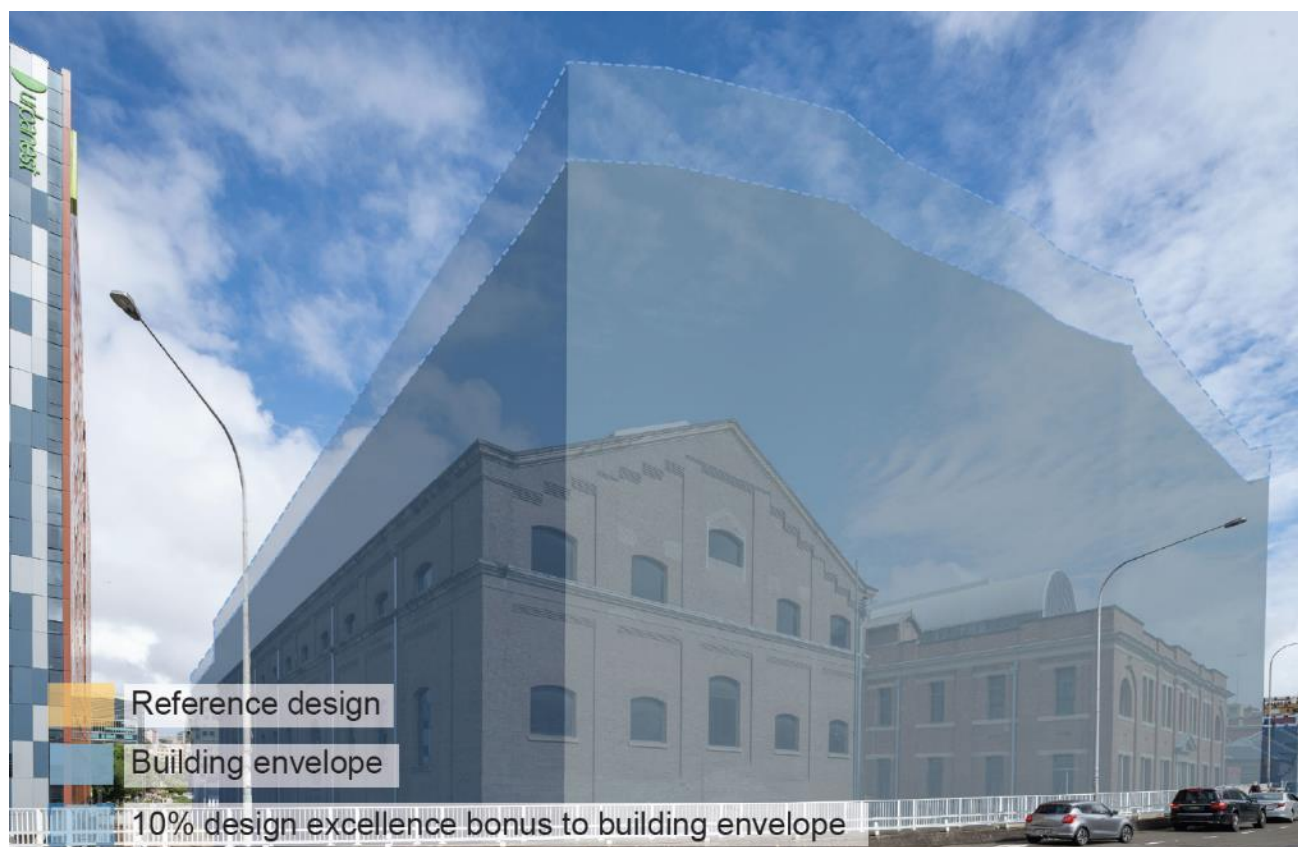


Figure 21 View 2: Pier Street – proposed view

Source: Virtual Ideas

7.2.1 What is in this view

Built elements dominate this view. Specific visible elements include streets, buildings, structures (poles, signs) and vehicles. Only a small glimpse of trees in the background is available. The foreground and midground is comprised of the elevated William Henry Street viaduct. The mid-ground (L to R) is comprised of the northern Urbanest building and the Boiler House and North Annex. The background is comprised of the Wran Building and other buildings in Ultimo, including a glimpse of part of the Dr Chau Chak Wing Building in the left background, and the sky.

Unlike most of inner Sydney, this view relatively simple. There is physical evidence of different time periods.

The following are notable formal aesthetic and perceptual factors:

- the visual dominance of the Powerhouse Ultimo in the view, including the presence of large parts of both the Boiler House and Engine House in the one view, with the viewer being able to see and appreciate their key visual characteristics largely unaffected by more contemporary additions
- the almost monumental, large bulk and scale of the Powerhouse (including Boiler House, North Annex and Wran Building behind)
- a coherent pattern of simple lines, brick materiality and brown colouring
- the presence of the Urbanest which provides for similar, large scale in a distinctly different, more vertical and slender and contemporary design
- the distracting nature of the elevated road viaduct in the foreground and midground.

7.2.2 How sensitive is it to change

As it is obtained from Pier Street, a moderate number of people will see the view. However, as their purpose will be for travelling, their level of interest or attention in the view is expected to be low. Due to the relatively poor pedestrian environment, the lack of direct, short connections between two attractors and the availability of the more appealing Macarthur Street east-west route, it is unlikely that a large number of pedestrians will see the view.

Due to the visibility of heritage the view has social and cultural value.

The following table shows the sensitivity of the view to the nature of change proposed.

Table 11 View 2: sensitivity of the view

Matter	Rating			
	Negligible	Low	Medium	High
Visual characteristics				☒
Number of people			☒	
Type of people		☒		
Social and cultural value			☒	
Overall sensitivity			☒	

7.2.3 How will the proposal impact the view

The following tables show the magnitude of visual impact.

Table 12 View 2: magnitude of visual impact – Harris Street Forecourt New Build

		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

Table 13 View 2: magnitude of visual impact – planning envelope

		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

7.2.4 Is this impact significant

The following tables shows the significance of visual impact.

Table 14 View 2: significance of visual impact – Harris Street Forecourt New Build

		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

Table 15 View 2: significance of visual impact – planning envelope

		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

7.3 View 3: The Goods Line and Macarthur Street

Element	Description
View type	General
Viewing range	Close
Viewing distance	25m
Viewing direction	North-west
Viewing angle	Oblique
Viewing elevation	Level



Figure 22 View 3: The Goods Line and Macarthur Street – existing view

Source: Virtual Ideas

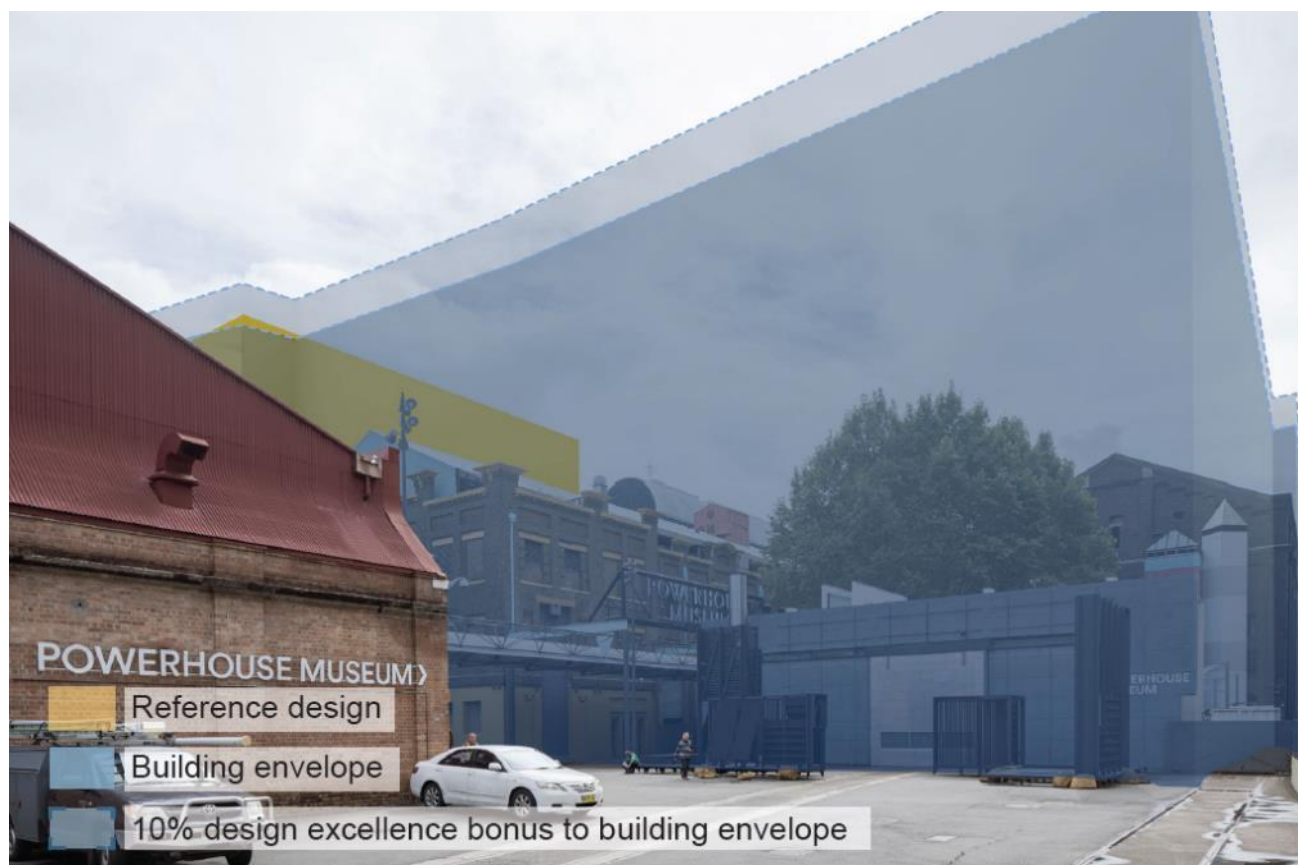


Figure 23 View 3: The Goods Line and Macarthur Street – proposed view

Source: Virtual Ideas

7.3.1 What is in this view

While built and natural elements are visible in this view, built aspects dominate. Specific visible elements include streets, buildings, structures (signs), vehicles and trees. The foreground (L to R) is comprised of the Harwood Building and the intersection of The Goods Line and Macarthur Street. The mid-ground (L to R) is comprised of the Switch House, a covered walkway and signage and a more contemporary, lower rise addition occupied by the Junction Café. The background (L to R) is comprised of glimpses of the upper part of the Wran Building, an established spreading tree, part of the Boiler House and the sky.

Consistent with much of inner Sydney, this view is complex and layered, with physical evidence of different time periods.

The following are notable formal aesthetic and perceptual factors:

- the presence of the Harwood Building in the foreground
- the different scale, materiality and colour of the Junction Café addition
- the overall composition creating a courtyard arrangement
- strong horizontal lines perpendicular to each other, with the visually dominant lines of the Harwood Building and the Switch House running in a general north-south direction away from the viewer from left to right and the visually dominant lines of the Junction Café and the North Annex running in a general east to west direction away from the viewer from right to left
- visual clutter associated with the covered walkway and signage
- most of the Powerhouse appearing in the background.

7.3.2 How sensitive is it to change

As it is obtained from The Goods Line, a medium number of people will see the view. As most people will either be walking or cycling along The Goods Line for recreation purposes, and a small number for tourism purposes, their level of interest or attention in the view is expected to be medium.

Due to the visibility of heritage, in particular the former post office, the view has social and cultural value.

The following table shows the sensitivity of the view to the nature of change proposed

Table 16 View 3: sensitivity of the view

Matter	Rating			
	Negligible	Low	Medium	High
Visual characteristics			☒	
Number of people			☒	
Type of people			☒	
Social and cultural value			☒	
Overall sensitivity			☒	

7.3.3 How will the proposal impact the view

The following tables show the magnitude of visual impact.

Table 17 View 3: magnitude of visual impact – Harris Street Forecourt New Build

		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

Table 18 View 3: magnitude of visual impact – planning envelope

		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

7.3.4 Is this impact significant

The following table shows the significance of visual impact.

Table 19 View 3: significance of visual impact – Harris Street Forecourt New Build

		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

Table 20 View 3: significance of visual impact – planning envelope

		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

7.4 View 4: The Goods Line

Element	Description
View type	Feature
Viewing range	Close
Viewing distance	70m
Viewing direction	North-west
Viewing angle	Oblique
Viewing elevation	Level



Figure 24 View 4: The Goods Line – existing view

Source: Virtual Ideas

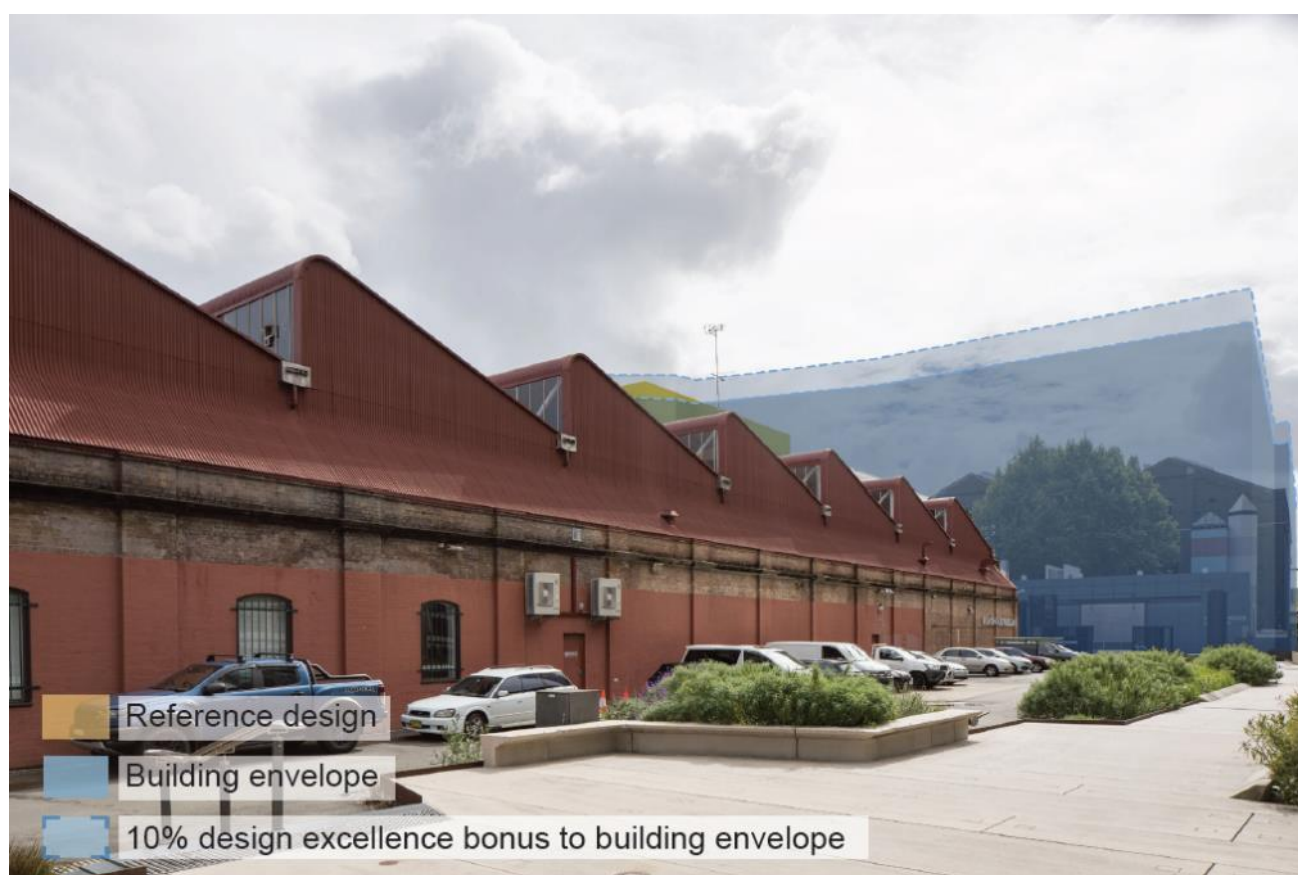


Figure 25 View 4: The Goods Line – proposed view

Source: Virtual Ideas

While built and natural elements are visible in this view, built aspects dominate. In particular, the Harwood Building is visually prominent, running the entire length of the view from left to right and across the foreground, midground and background. Specific visible elements include streets, buildings, structures, vehicles and trees. The foreground and midground is comprised of the Harwood Building, a single row of parking associated with the Powerhouse and The Goods Line. The background (L to R) is comprised of the Junction Café, an established, spreading tree, part of the Turbine Hall, Boiler House and the sky.

This view is generally simple in component and composition, and is dominated by older built fabric.

The following are notable formal aesthetic and perceptual factors:

- a clear and strong historic, industrial / warehouse typology
- the considerable level of intactness of built form in the foreground and midground associated with the Harwood Building
- the distinct form of the Harwood Building, in particular its saw tooth roof form, materiality (i.e., brick) and colour (i.e., mod brown)
- the low, linear form of the Harwood Building leading the eye to the right hand background of the image
- the presence of The Goods Line, provide a high visual quality foreground
- the juxtaposition of the Powerhouse in the background.

7.4.1 How sensitive is it to change

As it is obtained from The Goods Line, a medium number of people will see the view. As most people will either be walking or cycling along The Goods Line for recreation purposes, and a small number for tourism purposes, their level of interest or attention in the view is expected to be medium.

Due to the visibility of heritage, in particular the former post office, the view has social and cultural value.

The following table shows the sensitivity of the view to the nature of change proposed.

Table 21 View 4: sensitivity of the view

Matter	Rating			
	Negligible	Low	Medium	High
Visual characteristics				☒
Number of people			☒	
Type of people			☒	
Social and cultural value			☒	
Overall sensitivity			Medium	

7.4.2 How will the proposal impact the view

The following tables shows the magnitude of visual impact.

Table 22 View 4: 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

Table 23 View 4: 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

7.4.3 Is this impact significant

The following table shows the significance of visual impact.

Table 24 View 4: significance of visual impact – Harris Street Forecourt New Build

		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

Table 25 View 4: significance of visual impact – planning envelope

		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

7.5 View 5: Harris Street and Macarthur Street

Element	Description
View type	General
Viewing range	Short
Viewing distance	30m
Viewing direction	North-east
Viewing angle	Oblique
Viewing elevation	Level



Figure 26 View 5: Harris Street and Macarthur Street – existing view

Source: Virtual Ideas

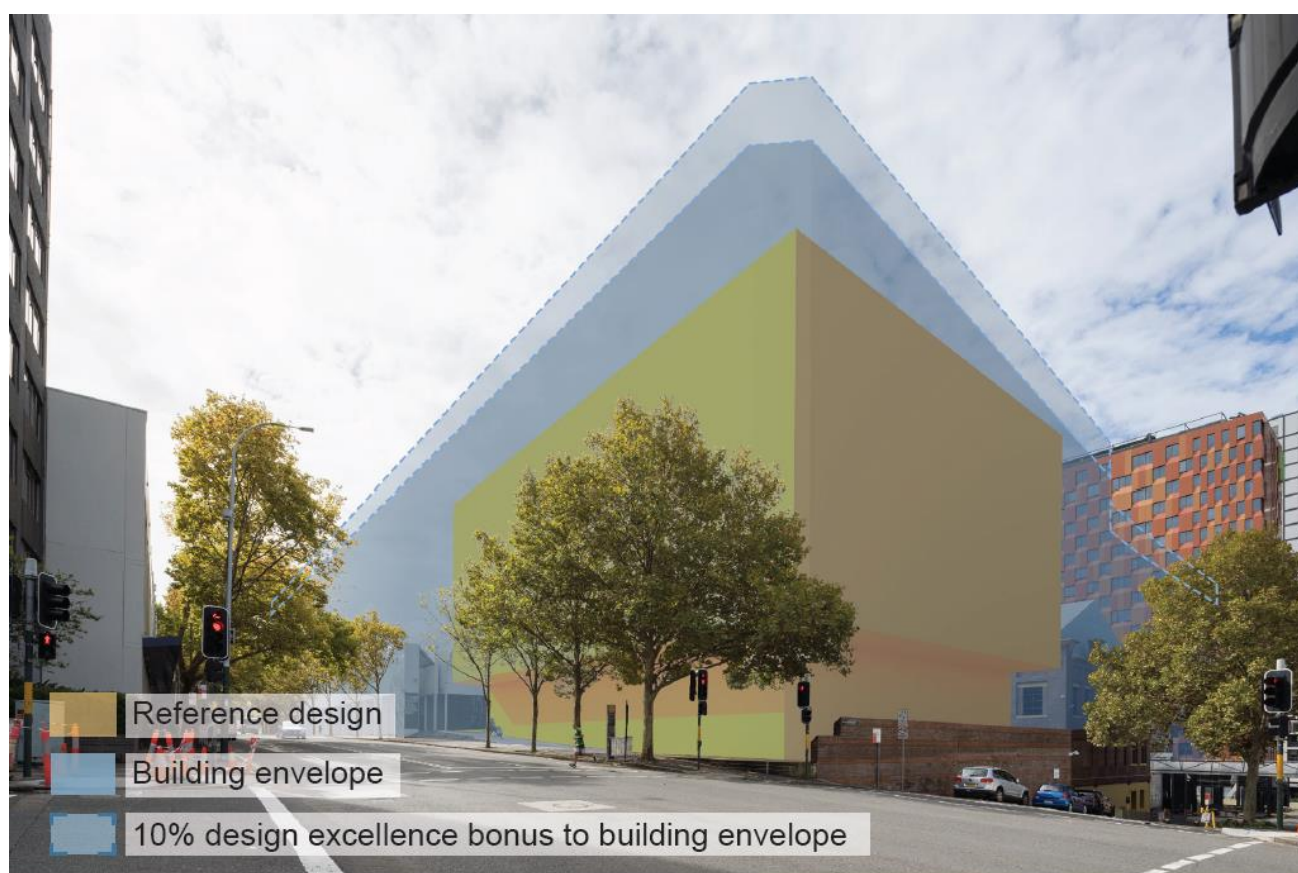


Figure 27 View 5: Harris Street and Macarthur Street – proposed view

Source: Virtual Ideas

While built and natural elements are visible in this view, built aspects dominate. The foreground is comprised of the Macarthur Street roadway. The midground (L to R) is comprised of the eight storey 579 Harris Street, the projecting edge of the adjoining 561 Harris Street (the JMC Academy), Harris Street (including its street trees), the forecourt and its high brick wall to Macarthur Street and the Switch House. The background is comprised of Harris Street (including its street trees), the Wran Building and the two Urbanest buildings.

Consistent with much of inner Sydney, this view is complex and layered, with physical evidence of different time periods.

The following are notable formal aesthetic and perceptual factors:

- an understanding of this being an urban landscape character area, with the presence of taller buildings (e.g. 579 Harris Street and Darling Square)
- the relatively small amount of Powerhouse heritage fabric visible in this view
- the juxtaposition of the Wran Building and the Switch House
- the open space of the forecourt, and its breaking down of the strong, liner Harris Street wall established by the Wran Building and other nearby buildings
- the detachment of the forecourt from its adjoining streets, including by the almost pyramidal nature of the stairs from Harris Street
- the high brick wall along Macarthur Street that visually links to the Switch House
- the prominence of the two tall, long Urbanest buildings in the background, made more noticeable by their colouring

- the street tree canopy of Harris Street occluding and softening views of built form.

7.5.1 How sensitive is it to change

As it is obtained from Harris Street, a large number of people will see the view (albeit it is noted that the view obtained from the opposite direction of vehicle travel). However, as their purpose will be for travelling, their level of interest or attention in the view is expected to be low.

Due to the visibility of heritage, in particular the former post office, the view has social and cultural value. While the forecourt has value due to its location in an area not well provided with open space, it reads as a semi-private space that is poorly integrated with its surrounding streets and does not necessarily reflect current best practice in urban or landscape design.

The following table shows the sensitivity of the view to the nature of change proposed.

Table 26 View 5: sensitivity of the view

Matter	Rating			
	Negligible	Low	Medium	High
Visual characteristics			☒	
Number of people				☒
Type of people		☒		
Social and cultural value			☒	
Overall sensitivity			☒	

7.5.2 How will the proposal impact the view

The following tables shows the magnitude of visual impact.

Table 27 View 5: magnitude of visual impact – Harris Street Forecourt New Build

		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	Perceptible	Perceptible	Perceptible	Imperceptible

		Duration and / or reversibility			
	Insignificant change				
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

Table 28 View 5: magnitude of visual impact – planning envelope

		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

7.5.3 Is this impact significant

The following table shows the significance of visual impact.

Table 29 View 5: significance of visual impact – Harris Street Forecourt New Build

		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

Table 30 View 5: significance of visual impact – planning envelope

		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

7.6 View 6: Harris Street

Element	Description
View type	General
Viewing range	Close
Viewing distance	30m
Viewing direction	South-east
Viewing angle	Oblique
Viewing elevation	Level

**Figure 28 View 6: Harris Street – existing view**

Source: Virtual Ideas

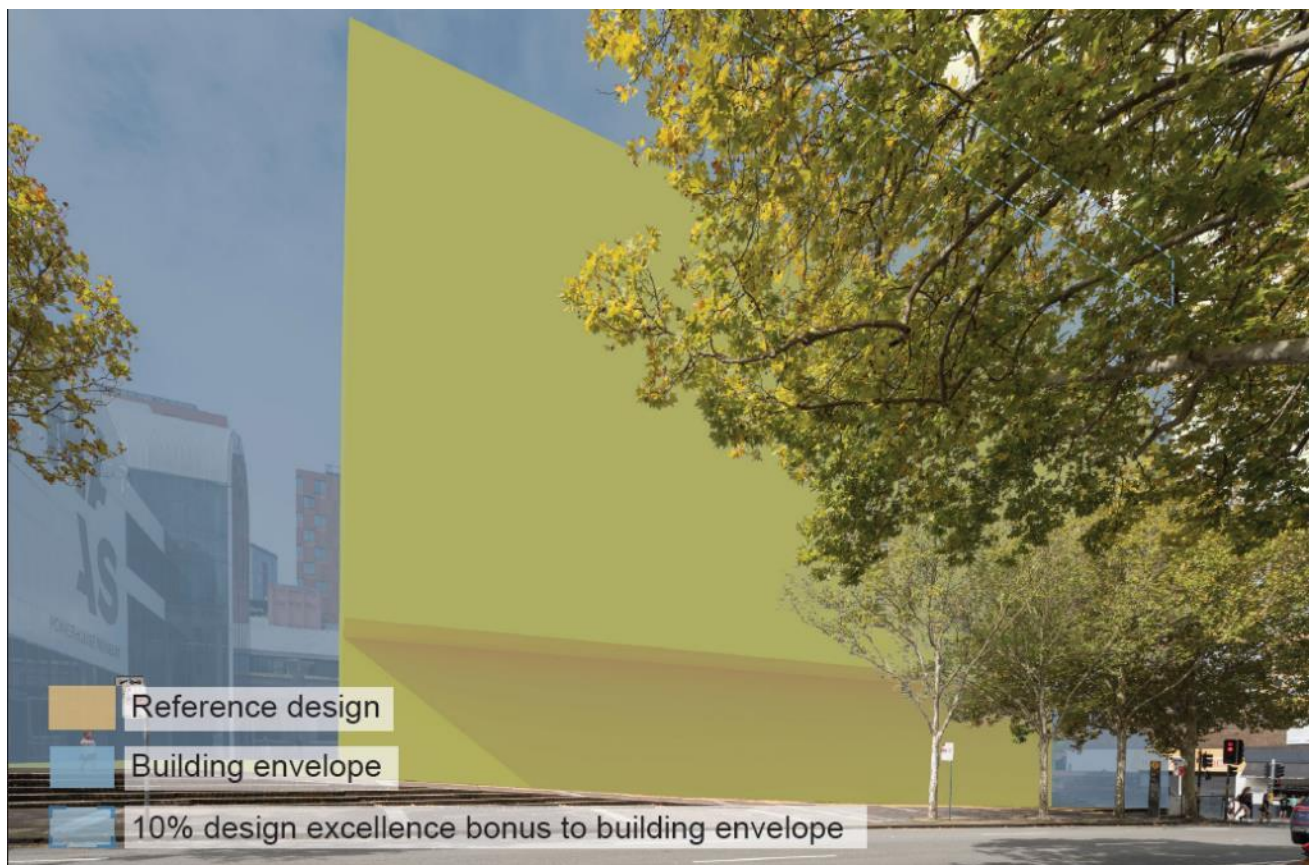


Figure 29 View 6: Harris Street – proposed view

Source: Virtual Ideas

7.6.1 What is in this view

While built and natural elements are visible in this view, built aspects dominate. The foreground is comprised of the Harris Street roadway. The midground (L to R) is comprised of the Wran Building, the forecourt and the Switch House. The background is comprised of the southern Urbanest building, Darling Square, the Peak Apartments and a space between these latter two elements associated with Hay Street.

Consistent with much of inner Sydney, this view is complex and layered, with physical evidence of different time periods.

The following are notable formal aesthetic and perceptual factors:

- an understanding of this being an urban landscape character area, with the presence of taller buildings in the background
- the hard paved, urban open space of the forecourt that creates a depth to the view, while breaking down the strong, linear Harris Street wall established by the Wran Building and other nearby buildings
- the delineation of the northern and eastern edges of the forecourt by the Wran Building and the Switch House
- the juxtaposition of the different form, period, style, materiality and colour of the Wran Building and the Switch House being, with this contrast being heightened by their perpendicular siting
- the prominence of the southern Urbanest building in the background, made more noticeable by their colouring, as well as Darling Square
- the street tree canopy of Harris Street occluding and softening views of built form.

The following table shows the sensitivity of the view to the nature of change proposed.

Table 31 View 6: sensitivity of the view

Matter	Rating			
	Negligible	Low	Medium	High
Visual characteristics			☒	
Number of people				☒
Type of people		☒		
Social and cultural value			☒	
Overall sensitivity			☒	

7.6.2 How will the proposal impact the view

The following tables show the magnitude of visual impact.

Table 32 View 6: magnitude of visual impact – Harris Street Forecourt New Build

		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

Table 33 View 6: magnitude of visual impact – planning envelope

		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

7.6.3 Is this impact significant

The following tables show the significance of visual impact.

Table 34 View 6: significance of visual impact – Harris Street Forecourt New Build

		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

Table 35 View 6: significance of visual impact – planning envelope

		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

7.7 Summary

The following tables provides a summary of sensitivity, magnitude and significance of the proposal's potential visual impact on the public domain.

Table 36 Sensitivity, magnitude and significance – Harris Street Forecourt New Build

Ref	View	Sensitivity	Magnitude	Significance
1.	Harris Street and William Henry Street	Medium	Perceptible	Low
2.	Pier Street	Medium	Imperceptible	Negligible
3.	The Goods Line and Macarthur Street	Medium	Perceptible	Low
4.	The Goods Line	Medium	Perceptible	Low
5.	Harris Street and Macarthur Street	Medium	Considerable	Moderate
6.	Harris Street	Medium	Considerable	Moderate

Table 37 Sensitivity, magnitude and significance – planning envelope

Ref	View	Sensitivity	Magnitude	Significance
1.	Harris Street and William Henry Street	Medium	Considerable	Moderate
2.	Pier Street	Medium	Perceptible	Low
3.	The Goods Line and Macarthur Street	Medium	Considerable	Moderate
4.	The Goods Line	Medium	Noticeable	Moderate
5.	Harris Street and Macarthur Street	Medium	Considerable	Moderate
6.	Harris Street	Medium	Considerable	Moderate

7.8 Discussion

Visual impact

Assessment has shown that the key public domain visual impacts include:

- **Harris Street Forecourt New Build:** infill of the forecourt with new built form, creating a positive space with stronger definition of the north-east corner of the Harris Street and Macarthur Street intersection and obscuring visibility of the Switch House from the Harris Street
- **Planning envelope:** potential for infill of existing open spaces between buildings with new built form; greater potential bulk and scale, albeit mitigated by the scale of most existing buildings and potential for a more balanced distribution of massing through the site, as opposed to a focussing in the centre and towards the north-east of the site.

Visual impact assessment – public views

The presence of State heritage items, being the Powerhouse and the former Ultimo Post Office (the post office) increases the inherent sensitivity of the site to any form of change. However, inherent sensitivity is reduced by a number of factors, including the site having been modified from its original form, its varied built form, the considerable scale, robustness and distinctness of the main heritage buildings and it being seen in a complex and layered visual context. In addition, VIA places greater emphasis on relative sensitivity,

which is expressed as sensitivity to the nature of change proposed and involves consideration of compatibility. In this regard, sensitivity is reduced as the nature of change is for uses that are the same or similar to what already exists within the site and the scale of change is comparable to that which already exists within the site. Overall, the sensitivity of the site to the nature of change proposed is moderate.

Furthermore, the sensitivity of the selected views to the nature of change is based not only on what is in the view, but also how the view is seen. While the view from Pier Street is considered to be the most sensitive based on what is in the view, being an ability to see and appreciate key visual characteristics of the State heritage items largely unaffected by more contemporary additions, the quality of the view is reduced by the presence of the elevated road viaduct in the foreground and midground, the viewing location being of poor quality and viewers mainly being travellers in vehicles who will not have a high level of interest or attention in the view. Conversely, views from The Goods Line are highly sensitive to change due to it being a highly valued, well used major public domain element used for walking and cycling, and having a strong visual and historic connection to the Powerhouse. However, from most parts of The Goods Line with the exception of its intersection with Macarthur Street, the Harwood Building dominates views. As such, any proposal on the site will only be seen behind or to the side of this building.

The magnitude of visual impact ranges between negligible to considerable. The greatest magnitude of change resulting from the Harris Street Forecourt New Build will be to the Harris Street and Macarthur Street intersection, where it will be visible as a major change occurring over a wide area. While blocking visibility of the former Switch House, the nature and scale of the change is compatible with current visual characteristics. The greatest magnitude of change resulting from the planning envelope will be to the Harris Street and William Henry Street intersection and The Goods Line and Macarthur Street intersection, where it will also appear as a major change occurring over a wide area. However, it is noted that the intent is to retain the State heritage listed buildings, including their fabric, which will significantly decrease the magnitude of such change. It is also noted that consistent with contemporary public works for non-residential buildings, in all instances while it is ongoing, subject to appropriate siting and design, the proposal is able to be reversed.

Considering sensitivity and magnitude, the significance of visual impact is largely moderate, with significance of visual impact being low from the Pier Street viewpoint.

Key points

- Overall, the sensitivity of the site to the nature of change proposed is moderate
- The magnitude of visual impact ranges between negligible to considerable
- The greatest magnitude of change resulting from the Harris Street Forecourt New Build will be to the Harris Street and Macarthur Street intersection
- The greatest magnitude of change resulting from the planning envelope will be to the Harris Street and William Henry Street intersection and The Goods Line and Macarthur Street intersection
- Considering sensitivity and magnitude, the significance of visual impact ranges between low to moderate

8.0 Visual impact assessment – private views

This section identifies and assesses the key visual impacts of the proposal on the private domain.

8.1 View 7: 537 Harris Street

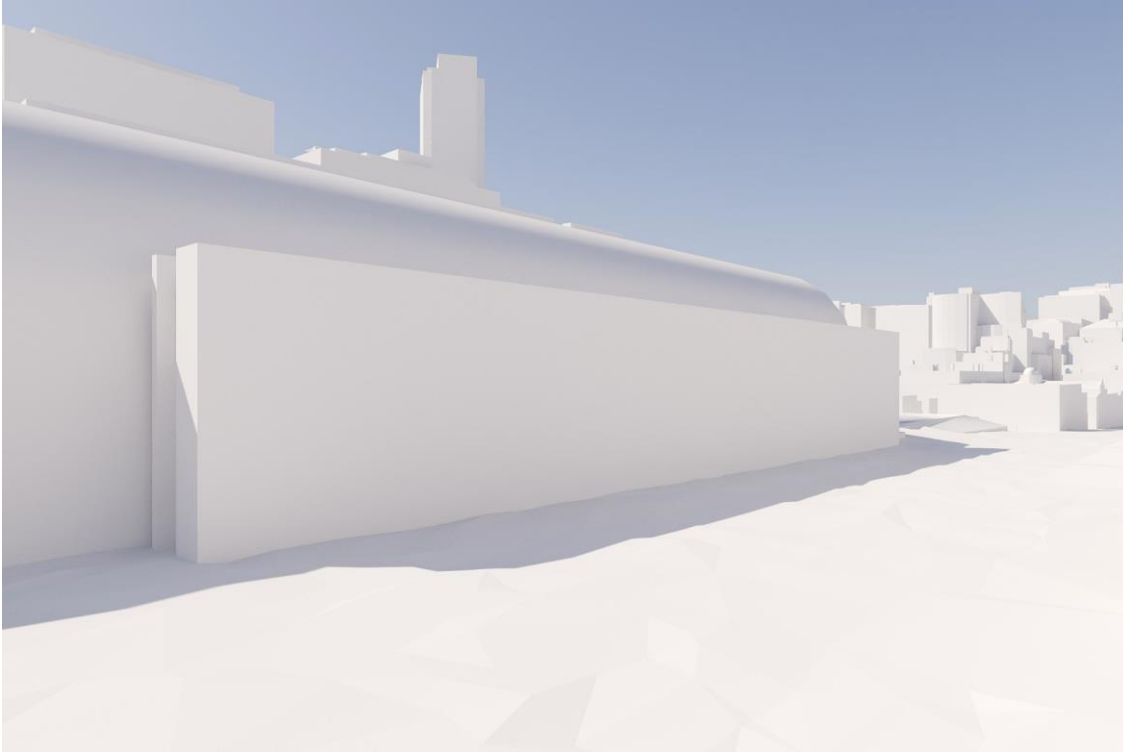


Figure 30 View 7: 537 Harris Street – existing view

Source: Virtual Ideas

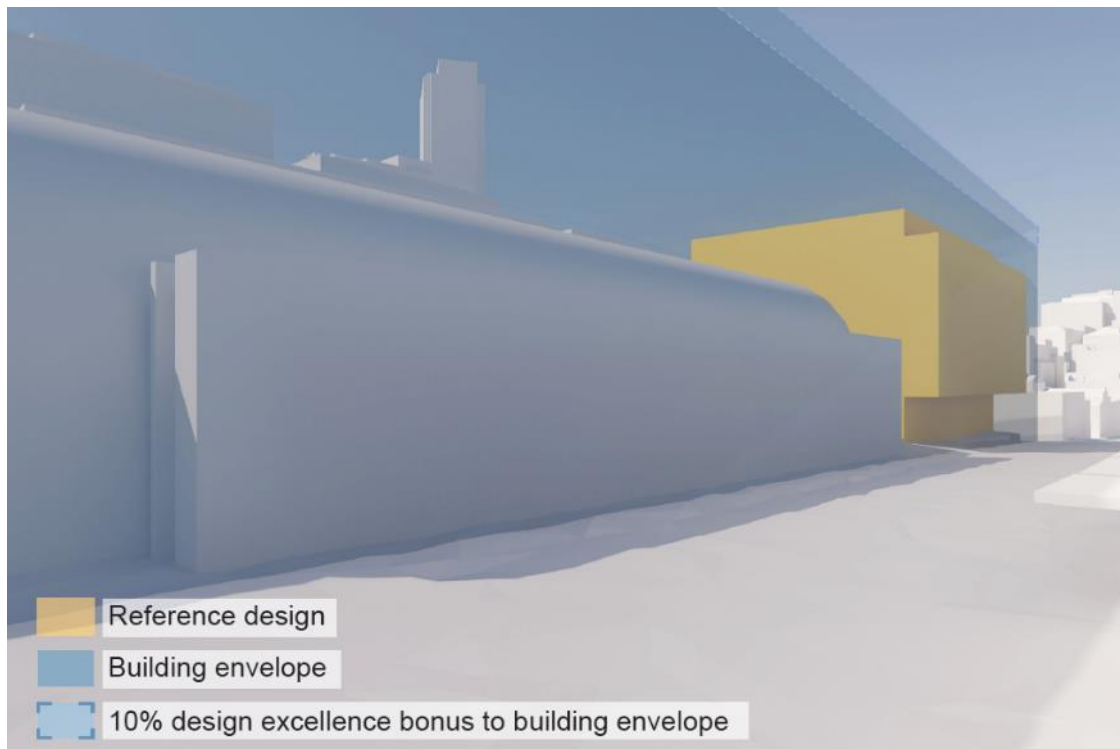


Figure 31 View 7: 537 Harris Street – proposed view

Source: Virtual Ideas

8.2 View 8: 355 Bulwara Street, Level 7

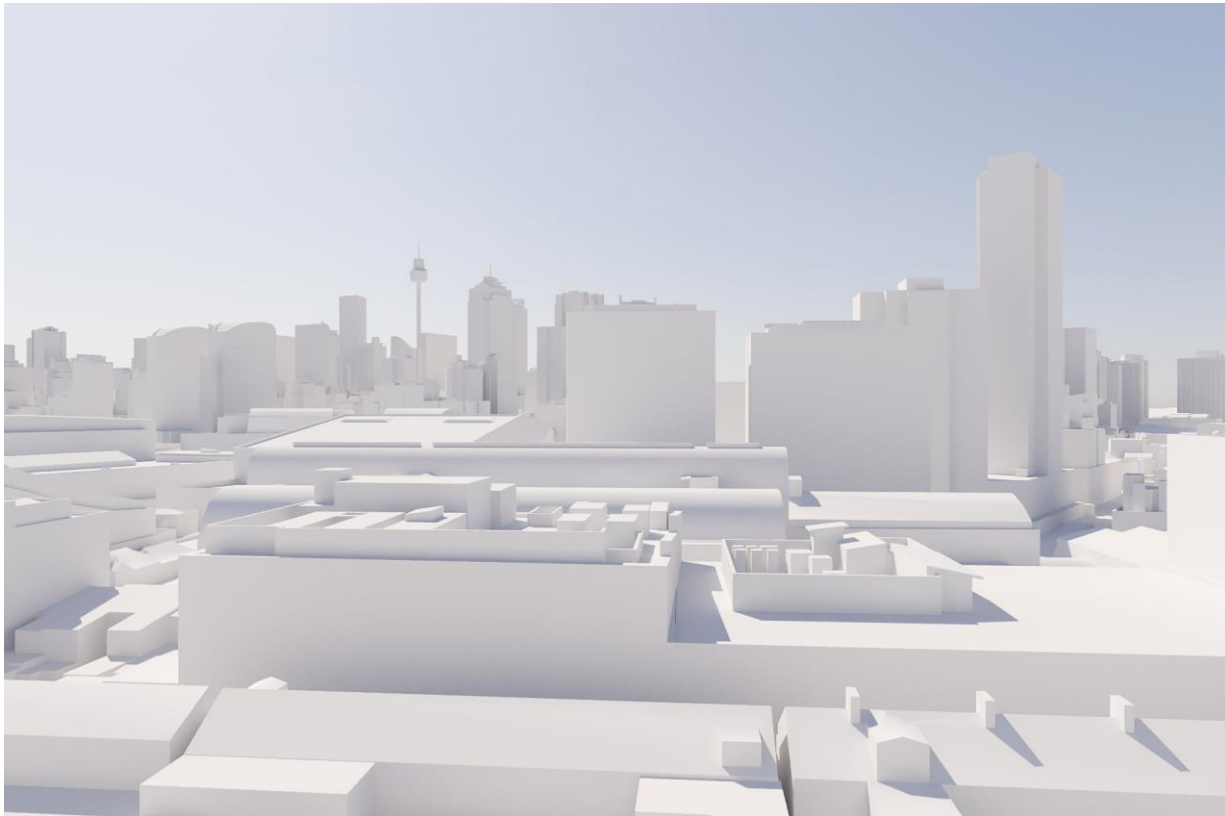


Figure 32 View 8: 355 Bulwara Street, Level 7 – existing view

Source: Virtual Ideas

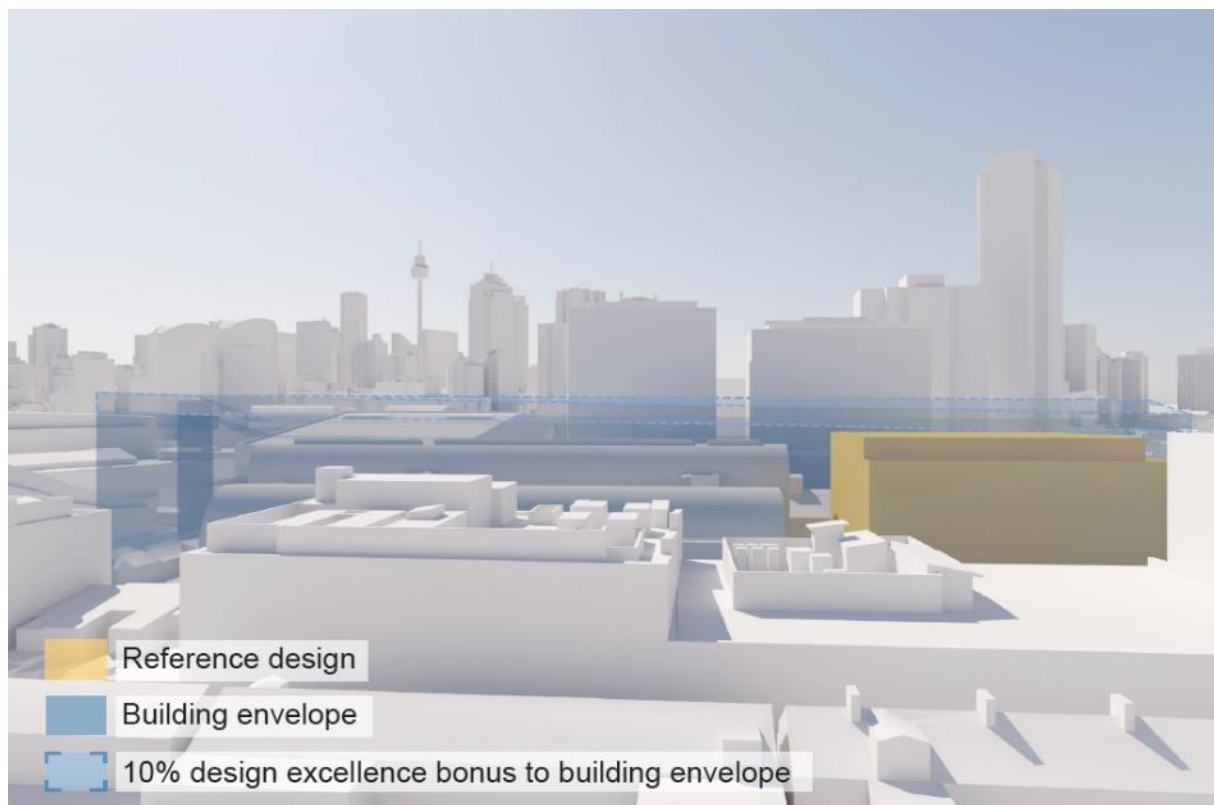


Figure 33 View 8: 355 Bulwara Street, Level 7 – proposed view

Source: Virtual Ideas

8.3 View 9: 355 Bulwara Street, Level 5

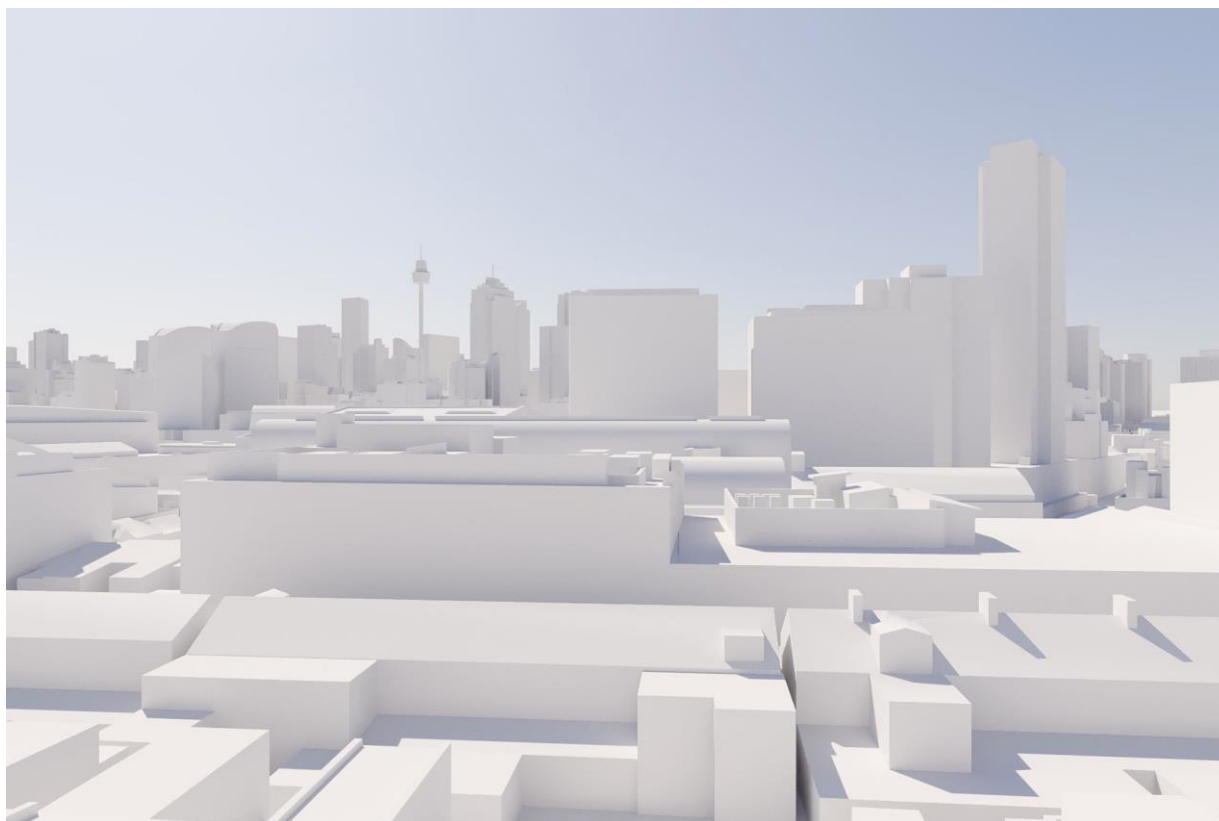


Figure 34 View 9: 355 Bulwara Street, Level 5 – existing view

Source: Virtual Ideas

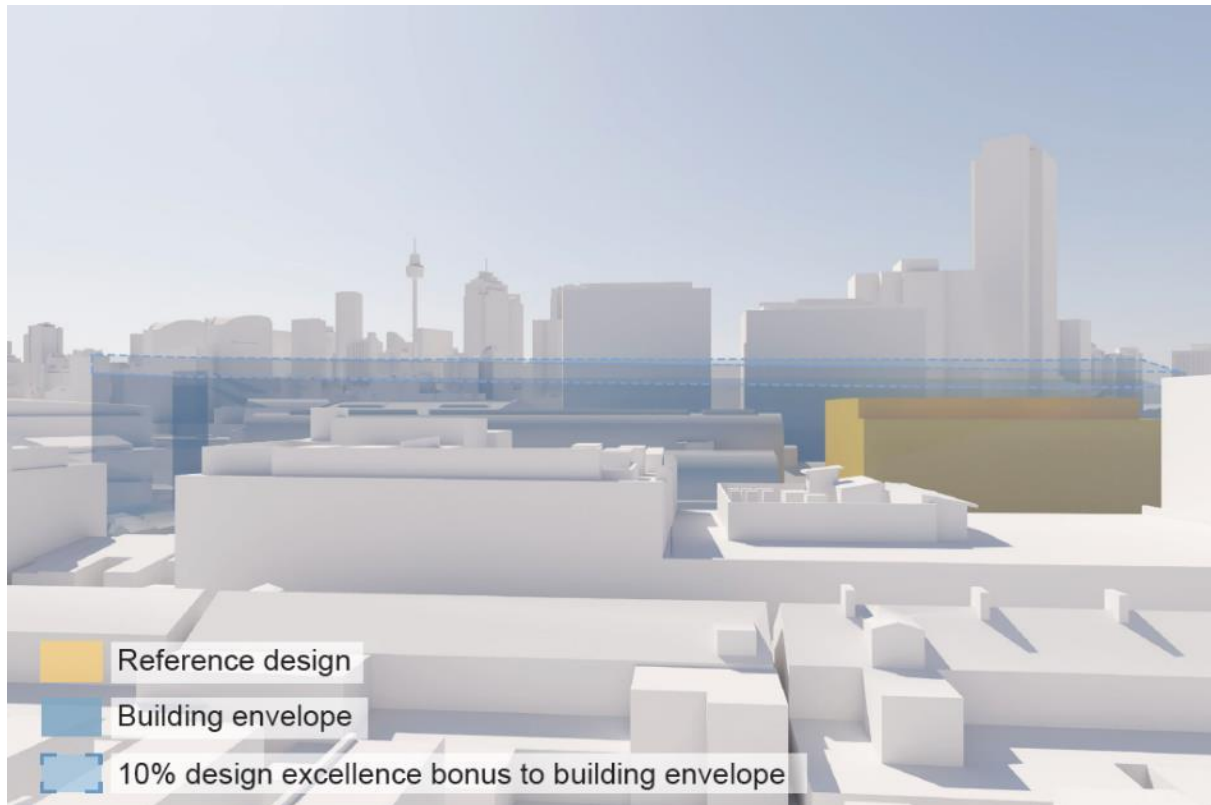


Figure 35 View 9: 355 Bulwara Street, Level 5 – proposed view

Source: Virtual Ideas

8.4 View 10: 355 Bulwara Street, Level 3

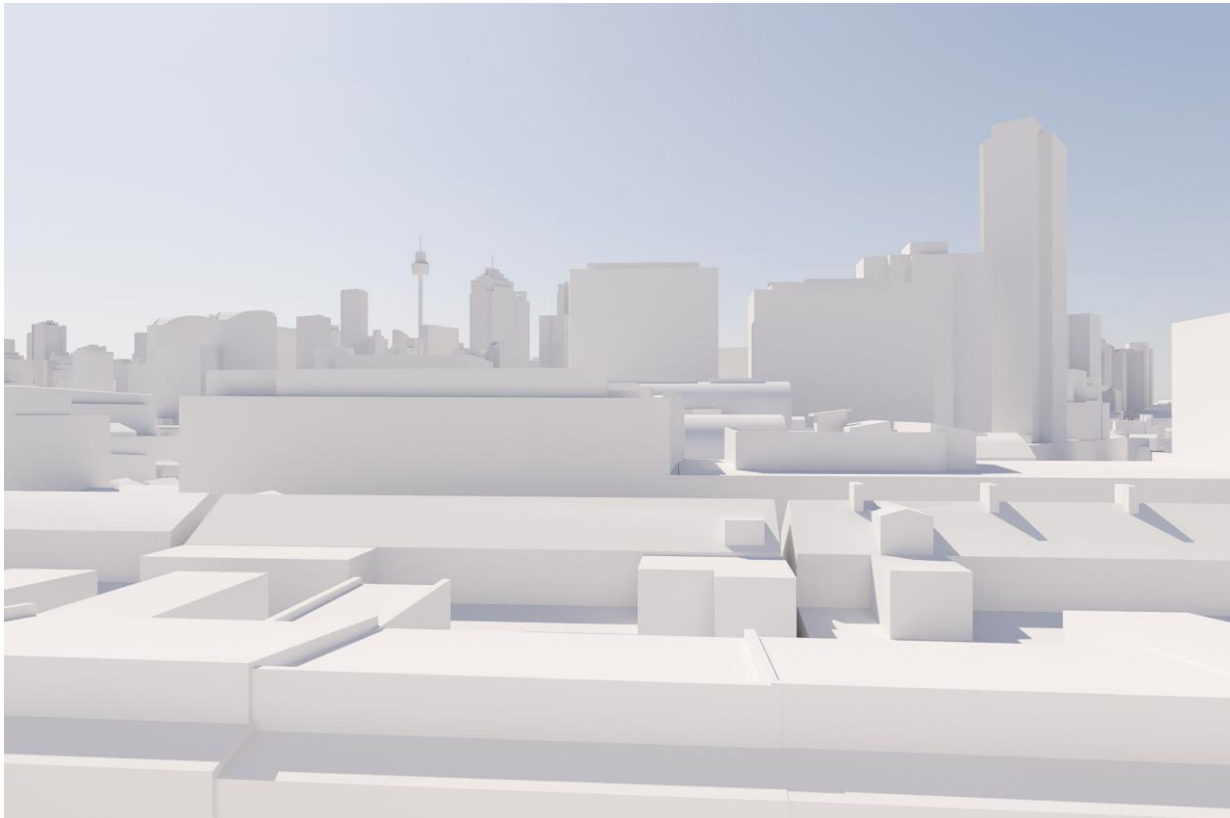


Figure 36 View 10: 355 Bulwara Street, Level 3 – existing view

Source: Virtual Ideas

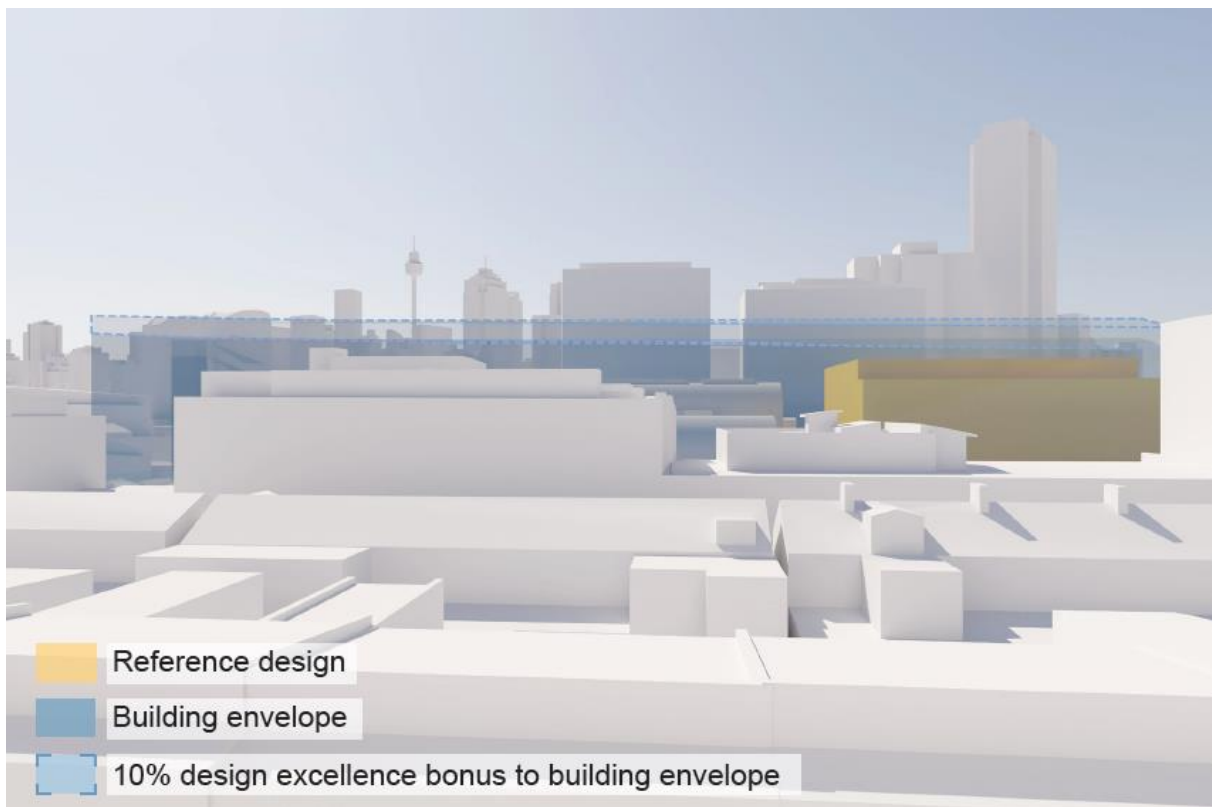


Figure 37 View 10: 355 Bulwara Street, Level 3 – proposed view

Source: Virtual Ideas

8.5 View 11: 333 Bulwara Street, Level 4

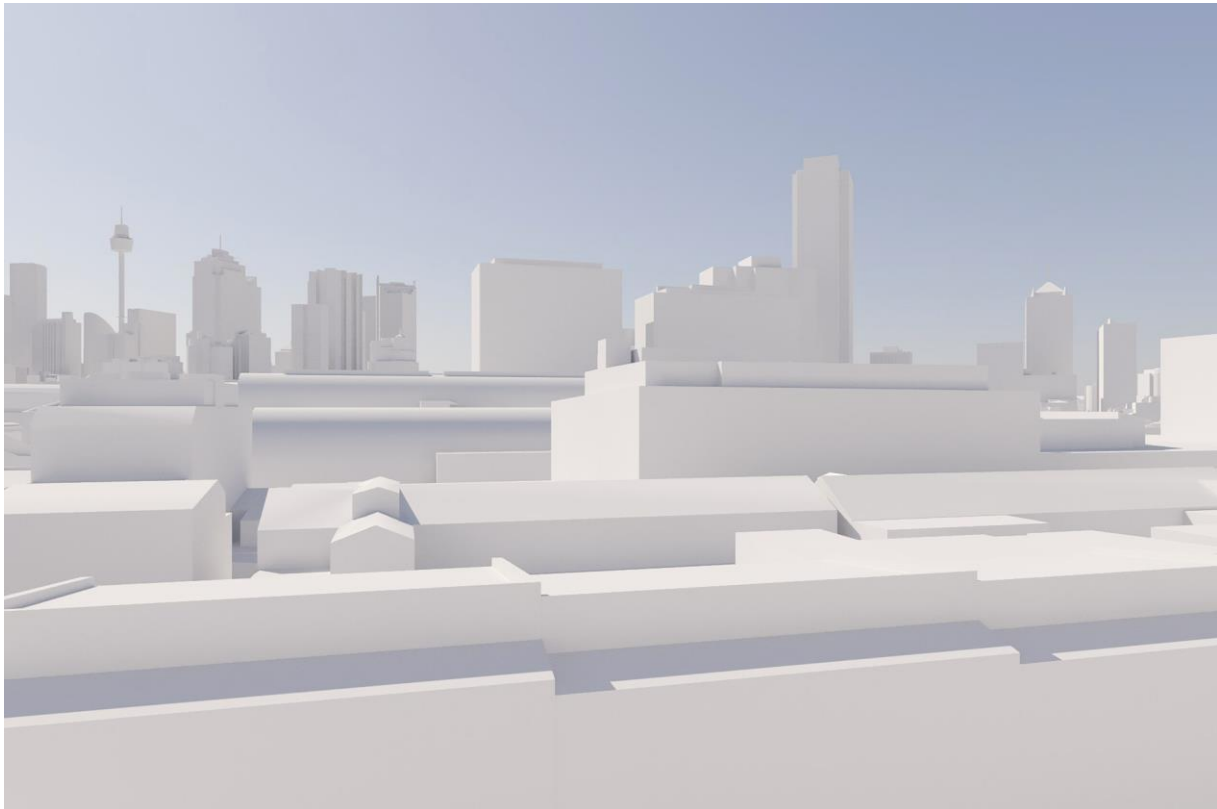


Figure 38 View 11: 333 Bulwara Street, Level 4 – existing view

Source: Virtual Ideas

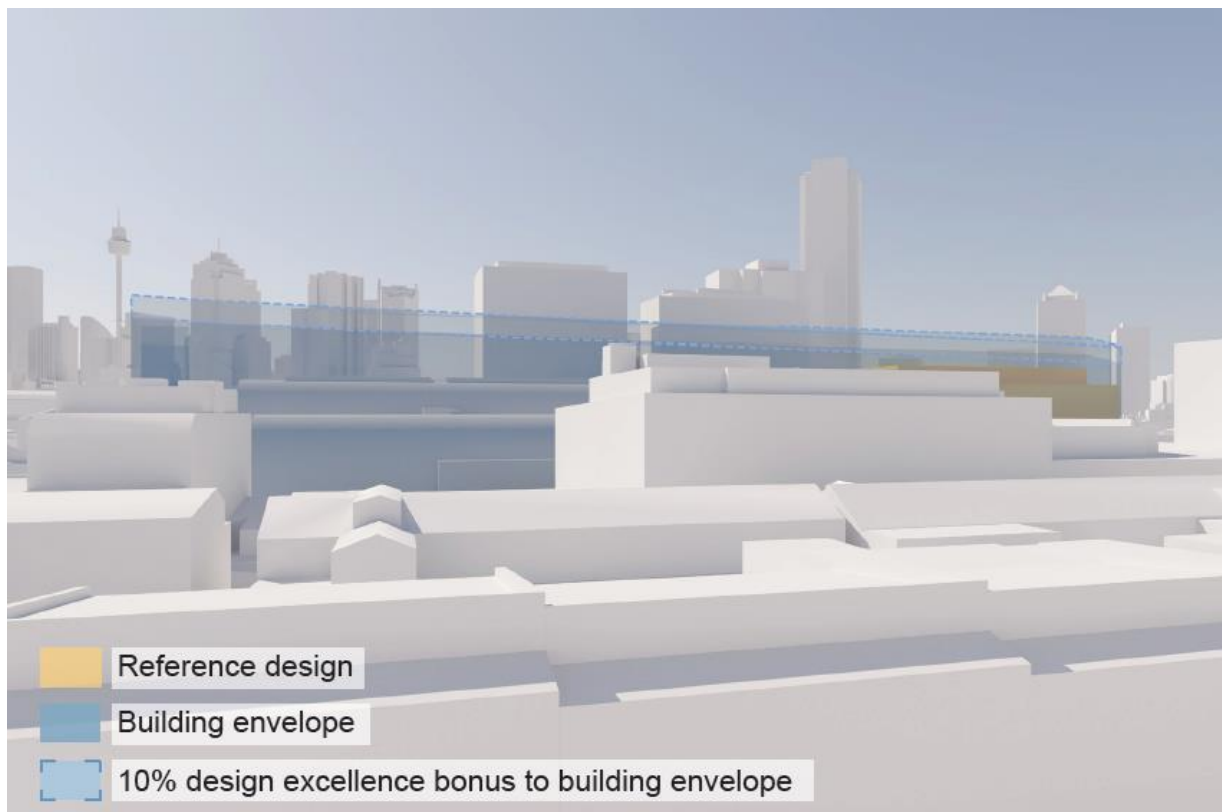


Figure 39 View 11: 333 Bulwara Street, Level 4 – proposed view

Source: Virtual Ideas

8.6 View 12: 333 Bulwara Street, Level 3

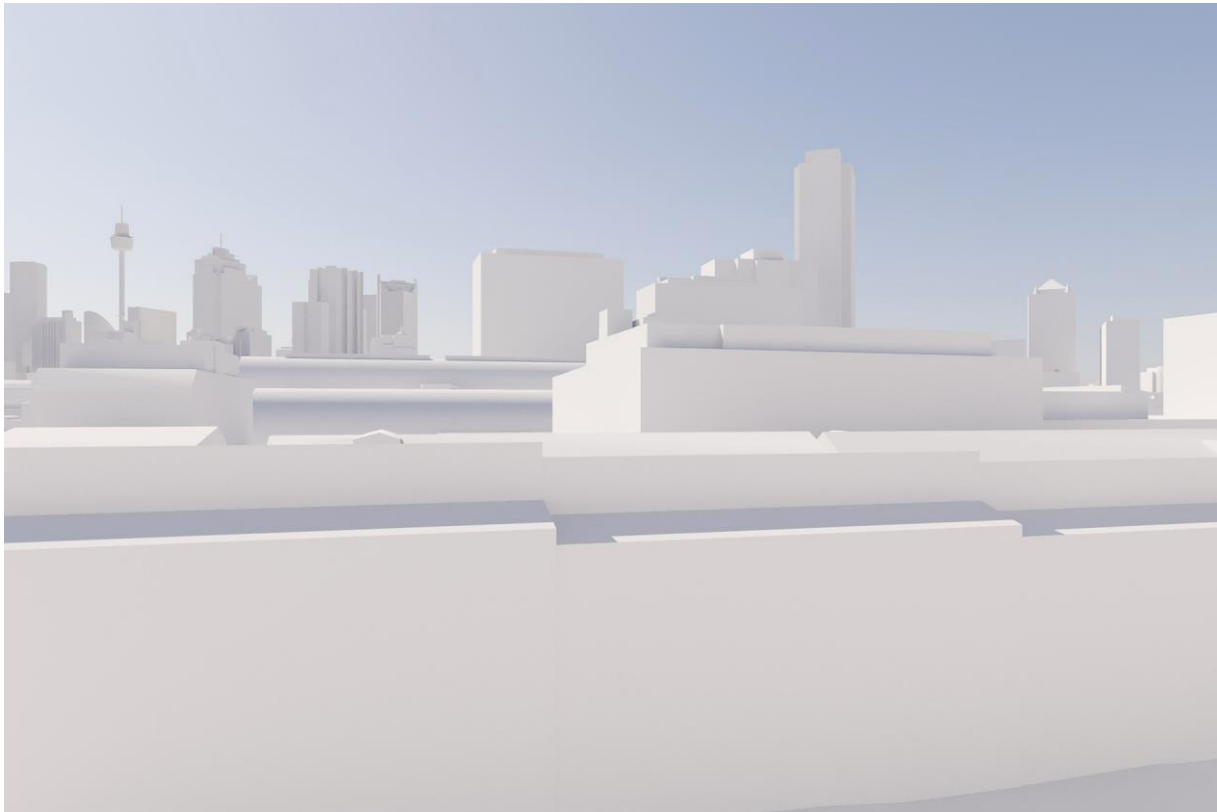


Figure 40 View 12: 333 Bulwara Street, Level 3 – existing view

Source: Virtual Ideas

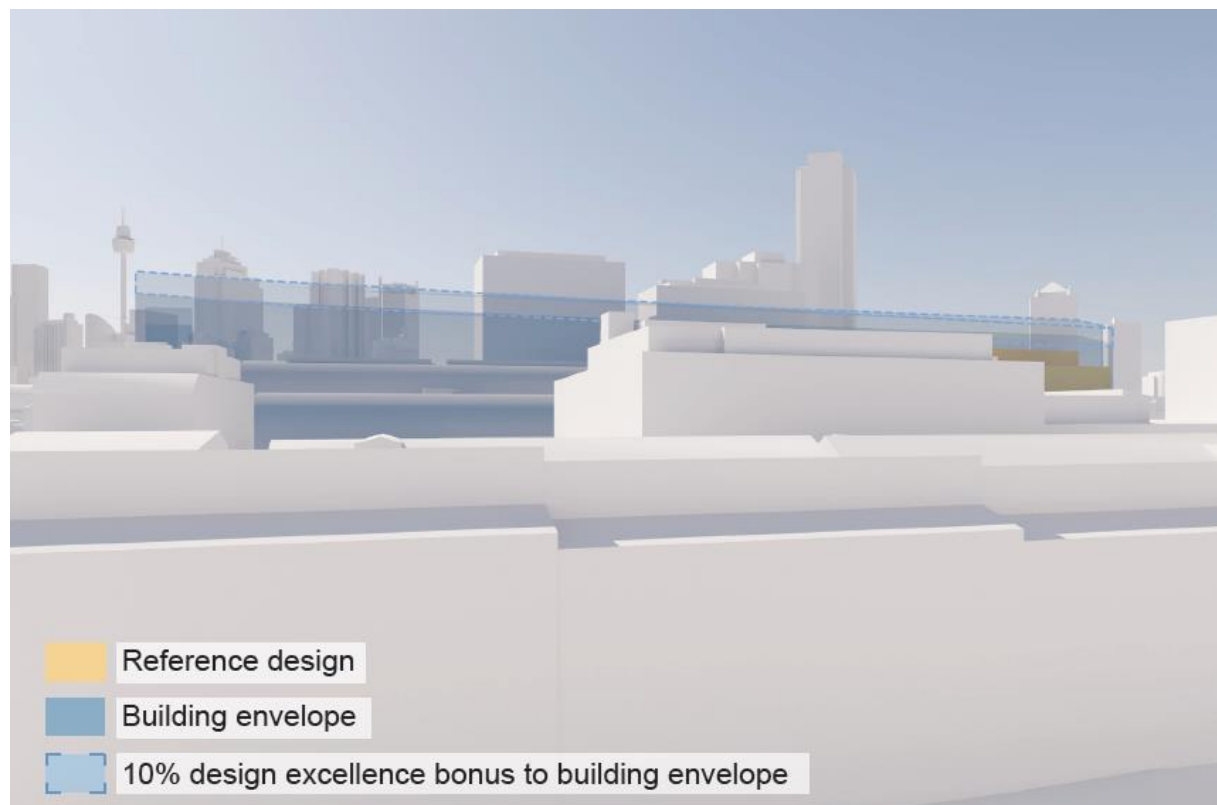


Figure 41 View 12: 333 Bulwara Street, Level 3 – proposed view

Source: Virtual Ideas

8.7 View 13: 333 Bulwara Street, Level 2

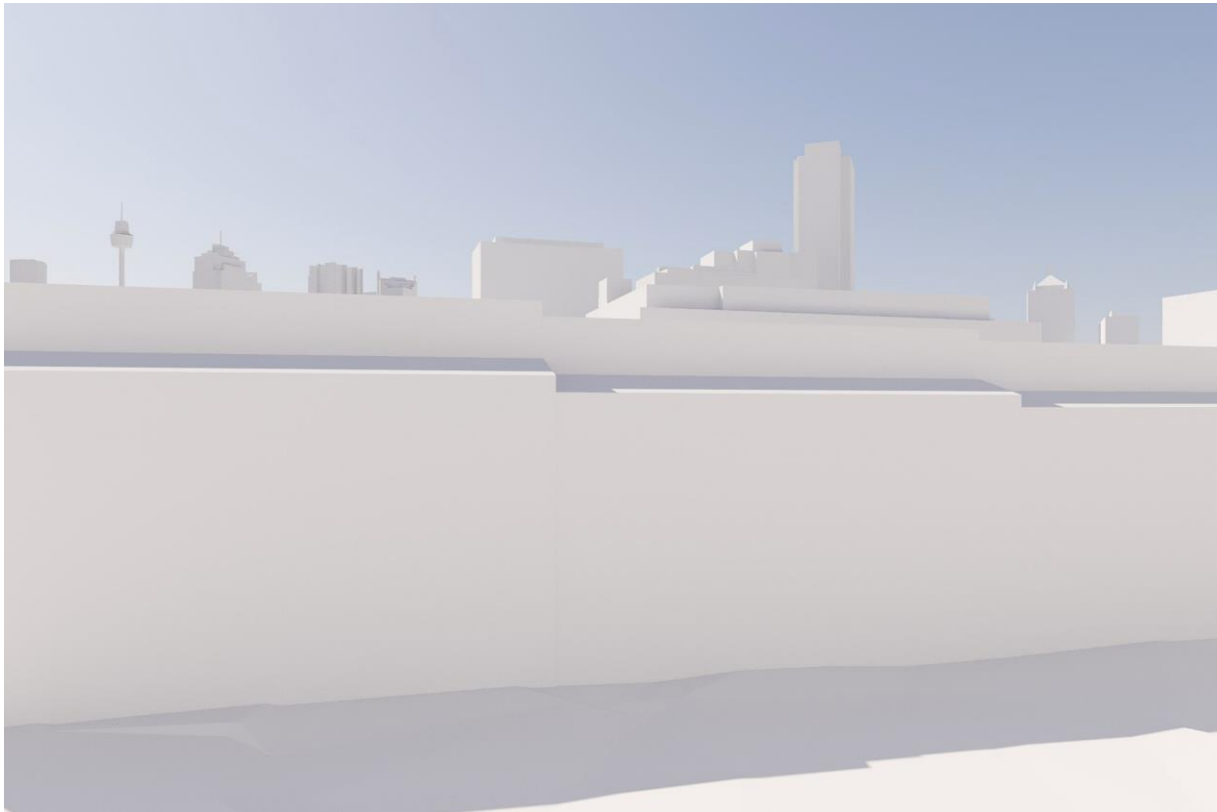


Figure 42 View 13: 333 Bulwara Street, Level 2 – existing view

Source: Virtual Ideas

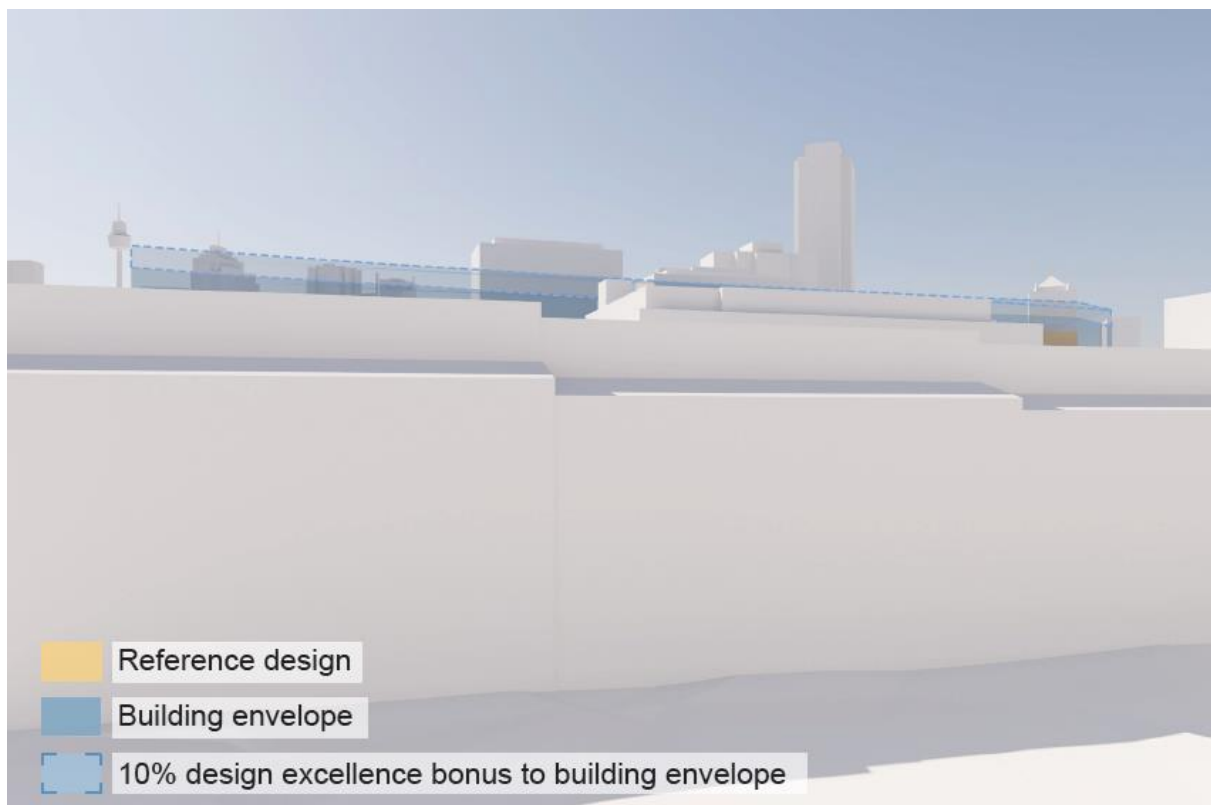


Figure 43 View 13: 333 Bulwara Street, Level 2 – proposed view*Source: Virtual Ideas***8.8 Tenacity assessment****8.8.1 Step 1: views to be affected**

The views are of an urban setting looking over Pyrmont in the foreground and midground to the Sydney CBD skyline in the background. Development of scale is evident, and from upper-level views the Powerhouse is noticeable.

Views do not contain water, land and water interface or iconic elements or features.

8.8.2 Tenacity step 2: what part of the property the views are obtained

The views are obtained from a standing position on balconies that look over the front boundary of the units. While floor plans have not been obtained for the dwellings, based on review of information in the public domain, it is understood that most balconies adjoin living rooms.

8.8.3 Tenacity step 3: extent of the impact

In all views, the proposal blocks part of the sky and / or lower parts of buildings in the background Sydney CBD skyline. The viewer will retain the ability to see and perceive the skyline, and no loss of visibility to highly valuable or iconic features will occur. It does not fundamentally alter the components or composition of the view. It does not introduce a new element that is uncharacteristic or discordant in the view.

Subject to appropriate architectural treatment, including materials, colours and lighting, the proposal is not expected to naturally draw the eye in views.

On this basis it is qualitatively assessed as negligible to minor on the Tenacity scale (refer **Table 38**).

Table 38 Tenacity Steps 1-3

Ref.	What part of the property the views are obtained	Assessment of view to be affected	Extent of the impact
333 Bulwara Street			
CAM01	Balcony, 2nd storey	The objective value of the view is moderate	Visual impact is qualitatively assessed as being negligible
349 - 355 Bulwara Street (Trieste Sydney)			
CAM01	Balcony, 7 th storey	The objective value of the view is moderate	Visual impact is qualitatively assessed as being minor
CAM02	Balcony, 5 th storey	The objective value of the view is moderate	Visual impact is qualitatively assessed as being minor
CAM03	Balcony, 3 rd storey	The objective value of the view is moderate	Visual impact is qualitatively assessed as being negligible
333 Bulwara Street (Casa Mia Apartments)			
CAM05	Balcony, 4 th storey	The objective value of the view is moderate	Visual impact is qualitatively assessed as being minor
CAM06	Balcony, 3 th storey	The objective value of the view is moderate	Visual impact is qualitatively assessed as being minor
CAM06	Balcony, 2 nd storey	The objective value of the view is moderate	Visual impact is qualitatively assessed as being minor

8.8.4 Tenacity step 4 – reasonableness

The proposal is consistent with the intent, strategies and actions of the Place Strategy to grow Pyrmont Peninsula as 'an innovative, creative and cultural precinct', with particular support for strengthening the role of the Powerhouse.

The proposal substantially complies with the SLEP2012 height and FSR controls. Non-compliance is minor, and is for a publicly accessible use that will bring considerable community benefit to the local area, Sydney and NSW more broadly. Non-compliance is needed due to the programming requirements of the Powerhouse Ultimo, which means that there is considerably less flexibility to consider an alternative 'more skilful' design that provides the Powerhouse with the same development potential and amenity and reduce the impact on private views.

Furthermore, due to the need to accommodate programming outcomes, there is less opportunity for a more 'skilful design' that shapes massing to provide the applicant with the same development potential and amenity and reduce the impact on the views of neighbours.

On this basis, the extent of view loss is considered reasonable.

Key points

- View loss is qualitatively as minor, with no loss of visibility of highly valuable elements
- It is the result of a proposal that promotes the achievement of the Pyrmont Peninsula Place Strategy and substantially complies with existing SLEP2012 height and FSR controls
- Non-compliance with the height control is minor, is for a publicly accessible use that will bring considerable community benefit and is needed due to the programming requirements of the Powerhouse Ultimo, which means that there is considerably less flexibility to consider an alternative 'more skilful' design
- On this basis, view loss is considered reasonable having regard to Tenacity

9.0 Assessment against the planning framework

This section considers visual impact against the planning framework.

9.1 Sydney Local Environmental Plan 2012

The following table assesses the proposal's compliance with the SLEP2012.

Table 39 Assessment against the Sydney Local Environmental Plan 2012

Part	Provision	Assessment	Compliance
4.3 (2) Height of buildings	Maximum building height is 6m-28m +10%	<ul style="list-style-type: none"> The maximum building envelope has been designed to respond to the existing site levels and natural fall of the site and is compliant with the LEP in that sense. However, there are various depths of basement areas in specific footprints beneath the existing buildings and public domain areas on the site which mean that if the building envelope were measured from these levels its height would range from 0.05m in the south-east corner of the site to 12.11m in the south-west corner of the site above the LEP height. The maximum height of the reference scheme building (Harris Street Forecourt New Build) is RL 40.0 AHD (approximately 29m above ground level) and complies with the proposed building envelope 	No – merit assessment required
4.4 (2) Floor space ratio	Maximum floor space ratio is 4:1	<ul style="list-style-type: none"> The GFA of the reference design (Harris Street Forecourt New Build) is approximately 6,400sqm This will bring the total GFA within the site to approximately 34,000sqm. This is less than the maximum allowed under the SLEP2012 Any future development in the maximum building envelope will need to comply with the maximum permissible FSR 	Yes

As the proposal does not comply with the height control for the site, merit assessment against the objectives is required. This assessment is intended to focus on visual impact, and supplement the EIS including any Section 4.6 variation request.

Objective 4.3 (a): to ensure the height of development is appropriate to the condition of the site and its context

Located at the confluence of the Ultimo and Darling Harbour localities, the site's surrounding visual context is complex and layered. It includes larger, warehouse buildings and newer towers such as the Urbanest adjacent to the site to the east, 375 Harris Street adjacent to the site to the west and taller towers in Darling Park and Haymarket (e.g., The Peak Apartments) further to the east and south-east. On this basis, development of scale is commonplace in its context

While also complex and layered, the site is dominated by development of considerable bulk and scale. This in particular includes the large scale, Federation Warehouse style buildings massed to the centre and north-east of the site. This scale provides for a robustness of character which is more readily able to accommodate new development of scale without compromising its ability to be seen and appreciated as distinct built elements.

In addition, the site and its context has been identified by the Place Strategy for further growth focussed around cultural uses such as that proposed. While acknowledging it constitutes a change to existing visual conditions, this contributes to the existing and planned future character of the site in these strategic documents. Further, the maximum building envelope and reference scheme will protect the significant view corridors identified in the Draft Master Plan.

The extent of variation to the existing SLEP2012 height controls is variable, and should be considered in the context of the substantial scale of built form already present on the site. Furthermore, it is the intent to not occupy the totality of this envelope, with future built form being required to comply with heritage legislation and environmental planning instruments and demonstrate design excellence through the design competition process.

It is noted that the reference development in the forecourt demonstrates that future development can produce a site layout that is more into line with the intent expressed for Ultimo and Harris Street in the Place Strategy and the SDGP2012, in particular continuing and strengthening the street wall established by the Wran Building and prevalent in the local area.

Objective 4.3 (b) to ensure appropriate height transitions between new development and heritage items and buildings in heritage conservation areas or special character areas

As can be seen with the existing juxtaposition of the Wran Building with the Powerhouse buildings, the site can successfully accommodate development of considerable scale while maintaining a fundamental compatibility between new development and heritage items.

The reference scheme Harris Street Forecourt New Build is located away from the smaller scale, more sensitive former Ultimo Post Office, and is not prominent in views featuring the Harwood Building in the foreground.

Subject to appropriate measures in the design guide and subsequent more detailed DA process, development can be sited and designed to establish a respectful relationship with the heritage buildings on the site noting that future design will be required to have consideration of the Conservation Management Plan developed for this site.

The planning envelope will enable development of greater scale on the site. However, this is mitigated by the existing substantial scale on the site and adjoining the site in the form of the Urbanest. It is recommended that a focus be given to the more detailed design of any future building in the south-east corner of the site adjacent to The Goods Line and Macarthur Street intersection as it has the potential to be visible at distance from The Goods Line (subject to occluding vegetation) and will be seen to the right of the Harwood Building. It is however noted that the scale and height of development enabled under the planning envelope in this location is not considered unacceptable.

The site is not surrounded or visually connected to any other heritage items of particular visual sensitivity.

Objective 4.3 (c) to promote the sharing of views outside Central Sydney

As has been identified in section 8.8.4 of this VIA, noncompliance with the SLEP2012 height control is considered reasonable as it

- is consistent with the intent, strategies and actions of the Place Strategy to grow Pyrmont Peninsula as 'an innovative, creative and cultural precinct', with particular support for strengthening the role of the Powerhouse
- is for a publicly accessible use that will bring considerable community benefit to the local area, Sydney and NSW more broadly
- is needed due to the programming requirements of the Powerhouse Ultimo, which means that there is considerably less flexibility to consider an alternative 'more skilful' design that provides the Powerhouse with the same development potential and amenity and reduce the impact on private views.

9.2 Sydney Development Control Plan 2012

The following table assesses the proposal's compliance with the SDCP2012, however, noting that as this DA is classified as SSD, the DCP does not apply.

Table 40 Assessment against the Sydney Development Control Plan 2012

Part	Provision	Assessment	Consistency
Part 4 of the DCP – development types			
No controls apply to information and education facilities	Building height in storeys is mapped as up to 5 storeys (and 1 storey for the Former Post Office)	The reference scheme is up to 7 storeys in height, compliant with the building envelope.	No
No controls apply to information and education facilities	Building street frontage height is mapped as up to 6 storeys to Pier/Henry Street, Harris Street and Macarthur Street (noting this mapping indicates a discrepancy with the above control)	The reference scheme adopts a negative podium above 2 storeys, for 4 storeys, and as such materially complies with the street frontage height.	Yes
Character statement and principles			
2.12.3 Ultimo (a)	Development must achieve and satisfy the outcomes expressed in the character statement and supporting principles	Refer to below for assessment against the character statement	Yes
2.12.3 Ultimo (b)	Development is to respond to and complement heritage items and contributory buildings within heritage conservation areas, including streetscapes and lanes	While the separate Heritage Report addresses this in detail, visually the scale and form of the proposal compliments that of the existing site. It will not represent a significant departure from the scale and form of existing development presenting to the Glasgow Arms Hotel or the terraces along Harris Street. Based on the VIA, it can be inferred that it will not be visually dominant from the HCA to the west of the site focussed around Hackett Street.	Yes
2.12.3 Ultimo (c)	Encourage street legibility and orientation by retaining street vistas and district views from the public domain	The proposed Harris Street Forecourt New Build with strengthen the Harris Street streetwall, extending the strong, linear street wall established by the Wran Building. This will serve to better focus axial views down Harris Street. Due to the elevated nature of the forecourt area relative to Macarthur Street and the location of The Goods Line and Macarthur Street intersection, subject to detailed design, district views to Hay Street may be obtained from publicly accessible locations of the site under a renewal scenario	Yes

Part	Provision	Assessment	Consistency
2.12.3 Ultimo (d)	The height of buildings are to respect and complement existing buildings that contribute to the areas character in terms of scale, elevation detail and proportions and materials	As has been noted in the earlier table, the scale and form of the proposal is considered to respect that of the site and its context. Detailed design measures, including architectural treatment addressing these matters, can be addressed as part of the subsequent, separate DA process guided by the design guide and including design competition/s	Yes
2.12.3 Ultimo (e)	Development is to address the street and have easily identifiable building entries and create a high quality public domain including awnings in locations shown on the Active street frontages map	As has been noted, the proposed Harris Street Forecourt New Build has the potential to improve engagement between the site and Harris Street but resolving the current semi-private nature of the existing forecourt. The planning envelope also provides scope for a better relationship between the Powerhouse and The Goods Line and Macarthur Street intersection	Yes
2.12.3 Ultimo (f)	Encourage café and restaurants to offer street dining where footpath width permits	N/a	N/a
2.12.3 Ultimo (g)	Adaptively re-use historical buildings providing a mix of land uses in the distinctive built forms	The proposal will facilitate the better utilisation of the Powerhouse buildings for cultural and creative uses	Yes
2.12.3 Ultimo (h)	Improve pedestrian and bike connections through sites between Darling Harbour, the proposed extension of the Ultimo Pedestrian Network, Central Sydney, Wentworth Park and Blackwattle Bay	N/a	N/a

This locality is bounded by Mary Ann Street, Harris Street and Ultimo Road to the south, Darling Drive, William Henry Street and Harris Street to the east, Fig Street to the north and Wattle Street to the west.

Ultimo is to continue its existing mixed-use character comprising residential, cultural, retail and commercial uses. The historic low scale housing and large scale historical and industrial buildings are to be protected. Changes to the built form are to respect the scale and character in the vicinity including street scale, proportions and rhythms of existing buildings and materials. Streets and public spaces will feature strong linear edges.

New development is to provide street legibility and improved pedestrian amenity by aligning buildings with the street, entries that address the footway and awnings where required. Ground floor uses that create a lively streetscape and street surveillance are to be provided in locations shown on the Active street frontages map. Sites are to provide improved pedestrian and bike links

Key points

- The proposal complies with the floor space ratio controls of the SLEP2012 and is compliant with the objectives of the SLEP2012 height of building controls
- The proposal is consistent with the SDCP2012, in particular providing the opportunity to reshape the current negative space at the north-east corner of the Harris Street and Macarthur Street intersection as a strong linear edge, aligning development and better addressing the street

Mitigation measures

This section recommends mitigation measures to address visual impact

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 the Concept SSDA
- **secondary measures:** considered as part of subsequent competitive design process and Stage 2 DA

As has been outlined in the associated EIS, the proposal has been the subject to a rigorous design and technical process that has included consideration of visual impact matters. This has resulted in a number of primary measures, including:

- not proposing substantial new built form in or around the more intact, cohesive, lower rise and more sensitive Harwood Building to the south of Macarthur Street
- the proposed new building being located on that part of the site where it will have the least impact on heritage fabric and create a stronger, more linear relationship to Harris Street and Macarthur Street
- the potential maximum planning envelope being substantially compliant with the SLEP2012 height and FSR controls.

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.

Recommended secondary considerations include:

- ensure a level of visibility to heritage buildings from the Harris Street and Macarthur Street intersection through siting and design measures
- ensure heritage buildings can continued to be seen and appreciated as separate item from The Goods Line through measures such as siting, setbacks, and design
- ensure development has form, line, materiality and colour that is compatible with the heritage values of the site
- explore opportunities to maintain the existing brick wall to Macarthur Street as it provides connectivity of prevailing materiality with the Switch House
- undertake engagement with stakeholders and the community to ensure visual impact matters are heard and considered
- ensure responsiveness to the recommendations of Create NSW's expert design and heritage advisors.

Key points

- The proposal has included a number of primary mitigation measures, including siting, height and floor space, that are critical to a determination of appropriate visual impact
- In particular, the proposed new building is located in a less sensitive part of the site, and the proposed maximum planning envelope substantially complies with SLEP2012 height and FSR controls
- Secondary measures can be included in the design guide and considered as part of the subsequent detailed DA process, including as part of the competitive design process
- This includes ensuring development has form, line, materiality, and colour that is compatible with the heritage values of the site

10.0 Conclusion

This section identifies whether the proposal can be supported on overall visual impact grounds

Overall, on the balance of relevant visual impact considerations, the proposal has an acceptable visual impact and can be supported on the visual impact grounds.

Appendices

Appendix A. Visual impact evidence

Appendix B. Detailed methodology

Sensitivity

Sensitivity is measured based on consideration of:

1. **number of people:** how many people are ordinarily exposed to the view
2. **type of people:** the predominant type/s of people, such as workers, visitors and travellers, ordinarily exposed to the view
3. **social and cultural value:** whether and if so, how, the view is recognised in any planning instrument
4. **visual characteristics:** elements and features seen in composition (ie, foreground, midground, background and backdrop).

These factors are then combined together to provide a ranking of sensitivity based on a five (5) point verbal scale:

1. Negligible
2. Low
3. Medium
4. High
5. Exceptional.

The following table shows this ranking.

	Description		
Sensitivity ranking	Number and type	Social and cultural	Visual
Negligible	Number: Low Type: level of interest in the view	Low social or cultural value	No discernible, valuable visual characteristics
Low	Number: Low, medium or high Type: Low level of interest in the view	Low social or cultural value	Low level of discernible, valuable visual characteristics
Medium	Number: Medium level of interest in the view Type: Low level of interest in the view	Medium social or cultural value	Medium level of discernible, valuable visual characteristics
High	Number: High Type: High level of interest in the view	High social or cultural value	High level of discernible, valuable visual characteristics
Exceptional	As per high sensitivity	As per high sensitivity	As per high sensitivity, with the addition of where the view does not contain visible

	Description		
Sensitivity ranking	Number and type	Social and cultural	Visual
			development of the nature proposed

Number of people

The following table provides a general overview of how the ranking for number of people is determined.

Sensitivity ranking	Description	Number (based on City of Sydney walking counts)
Negligible and low	Low number of people	<ul style="list-style-type: none"> Less than 5,000 per day on average
Medium	Medium number of people	<ul style="list-style-type: none"> 5,000 – less than 15,000 per day on average
High	High number of people	<ul style="list-style-type: none"> 15,000 or greater per day on average

Type of people

The following table provides a general overview of how the ranking for type of people is determined.

Sensitivity ranking	Description	Predominant type of person
Negligible and low	Low level of interest in the view	<ul style="list-style-type: none"> People at their place of work People engaged in active outdoor sport or recreation Visitors to facilities or services (e.g., shops, offices) for convenience or day to day reasons Travellers on road, rail or other transport routes
Medium	Medium level of interest in the view	<ul style="list-style-type: none"> Visitors to facilities or services (e.g., cafes) for lifestyle reasons Travellers on road, rail or other transport routes where passing through an area of noteworthy scenic amenity
High	High level of interest in the view	<ul style="list-style-type: none"> Communities where views contribute to the landscape setting enjoyed by residents in the area (GLVIA3) People, whether residents or visitors, who are engaged in active or passive outdoor recreation whose attention or interest is likely to be focused on the landscape and on particular views (GVIA3) Visitors to heritage assets, or to other attractions, where views of the surroundings are an important contributor to the experience (GLVIA3) Travellers on a designated scenic road, rail or other transport route

Social and cultural value

The following table provides a general overview of how the ranking for social and cultural value is determined.

Sensitivity ranking	Description	Detail
Negligible and low	Low social or cultural value	<ul style="list-style-type: none"> No heritage or iconic feature
Medium	Medium social or cultural value	<ul style="list-style-type: none"> Local heritage item or heritage conservation area
High	High social or cultural value	<ul style="list-style-type: none"> State, national or world heritage item or heritage conservation area, iconic built or natural landscape feature

Visual characteristics

The following table provides a general overview of how the ranking for visual characteristics is determined.

Sensitivity ranking	Description	Detail
Negligible and low	No discernible, valuable visual characteristics	<ul style="list-style-type: none"> Absence of valuable features Poorly defined foreground, midground and background Indistinct or unattractive formal aesthetic composition or perceptual aspects
Medium	Medium discernible, valuable visual characteristics	<ul style="list-style-type: none"> Restricted visibility of features identified as having high sensitivity, either through distance or occlusion by intervening element between the viewer and feature Presence of other valuable features such as a land / water interface or CBD skyline, or a rare, representative, intact and attractive built or natural landscape feature (e.g., streetscape) Well defined foreground, midground and background Distinct and attractive formal aesthetic composition or perceptual aspects
High	High discernible, valuable visual characteristics	<ul style="list-style-type: none"> A dominance and unrestricted visibility of features identified as having high sensitivity, often in the form of a panorama or focal view Valuable features centred in field of view Well defined foreground, midground and background Distinct and attractive formal aesthetic composition or perceptual aspects

Magnitude

Magnitude is measured based on consideration of:

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

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 (GLVIA3).

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 note 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 factors are then combined together to provide a ranking of magnitude based on a five (5) point verbal scale:

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

The following table shows how these factors derive this ranking.

Duration and / or reversibility			
Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)

		Duration and / or reversibility			
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

Significance

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

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 relevant parts of the applicable planning framework.

The following table shows 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