

Visual Impact Assessment

Redfern Place

600-660 Elizabeth Street, Redfern

Bridge Housing



'Gura Bulga'

Liz Belanjee Cameron

'Gura Bulga' – translates to Warm Green Country. Representing New South Wales.



'Dagura Buumarri'

Liz Belanjee Cameron

'Dagura Buumarri' – translates to Cold Brown Country. Representing Victoria.



'Gadalung Djarri'

Liz Belanjee Cameron

'Gadalung Djarri' – translates to Hot Red Country. Representing Queensland.

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

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

In supporting the Uluru Statement from the Heart, we walk with Aboriginal and Torres Strait Islander people in a movement of the Australian people for a better future.

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Executive Summary

The Proposal

Bridge Housing (the proponent) is seeking approval for the detailed design, construction and operation of a mixed use development comprising four new buildings that provide social and affordable housing, a community facility and ground level retail and commercial uses at 600-660 Elizabeth Street, Redfern.

Planning Secretary's environmental assessment requirements

In fulfilment of the Planning Secretary's environmental assessment requirements (SEARS) issued for the SSDA, Ethos Urban in collaboration with Virtual Ideas has prepared a visual impact assessment (VIA) of the proposal.

Methodology

The methodology adopted by this VIA is derived from the international standard 'Guidelines for Landscape and Visual Impact Assessment' version 3 (GLVIA3) adjusted to better suit urban and NSW contexts and align with 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).

The site and its context

The site is largely unoccupied, with the northern portion of the site representing the vacancy and amounting to approximately 70% of the total site area. Surrounding land is generally established low – high density residential dwellings and apartments including Redfern Estate and Poet's Corner. Further, the heritage item, Redfern Park and Oval is located to the west of the site.

Planning Framework

The site and its context are subject to the provisions of the Sydney Local Environmental Plan 2012 (SLEP2012). As the proposal is an a SSDA, the provisions of the Sydney Development Control Plan 2012 (SDCP2012) do not apply, however the SDCP2012 has been given consideration in the assessment.

Visual Catchment

The greatest visual exposure to the site is from Redfern Park and Oval and the immediate surrounding streets including Kettle Street, Walker Street, Phillip Street and Elizabeth Street – particularly for motorists driving north/south along Elizabeth Street. Additionally, the proposal can be seen from a further distance to the west due to the open space at Redfern Oval. A lesser extent of the proposal can be viewed from land to the east due to the rise in topography in that direction.

Pattern of Viewing

The predominant pattern of viewing can be considered from an established medium density residential and public open space context in the medium range.

Visual Impact Assessment

To represent the predominant pattern of viewing, VIA was undertaken from 8 locations in the adjoining established medium density residential area and adjoining roads.

Key findings

Sensitivity

The proposal will be seen by a medium number of people. The prevailing type of people seeing the proposal will be residents, visitors to Redfern Park and Oval and travellers (especially on Elizabeth Street). While a PCYC community facility already exists on the site, the proposal is of a much larger scale than existing development.

The visual characteristics of the Phillip, Kettle and Walker Street streetscapes are conventional, established medium to high density residential areas. Additionally, the Elizabeth Street streetscape is also a busy main road with a low level of visual amenity. The views from heritage listed Redfern Park and Oval have a high level of visual amenity due to the heritage and solar protections.

On this basis, sensitivity of the visual catchment to the nature of change proposed is assessed as being medium.

Magnitude

It is noted that the proposal is of a significant height and scale than the existing development on the site. However, the proposal has been developed through a thorough design excellence process and Planning Proposal process which developed an appropriate bulk and scale for the development based on its context. This process considered the site's surrounding and potential visual impacts. On this basis, the magnitude of the visual impact has been assessed as low to high. Magnitude is reduced through the implementation of height transitions to Phillip Street and Redfern Park, along with landscaping and public domain features such as the through site links.

Significance

The proposal will have a significant visual impact. The overall ranking of significance is assessed as being medium. While magnitude is low, the absence of significant view corridors, heritage items (noting the presence of Redfern Park and Oval), conservation areas and other elements of social and cultural value combined with the ability to reverse development works to reduce sensitivity and therefore overall significance.

Consistency with the planning framework

While it will change the character of the surrounding area due to greater scale of development, the proposal is consistent with the objectives in the R1 General Residential zone. It also incorporates a number of fundamental design measures that respond to the planning envelope and framework.

Discussion of key issues

It is acknowledged that the proposal has a significant visual impact by introducing a greater scale of development than what generally exists in the visual catchment. However, the detailed proposal is considered to represent an outcome appropriate to an affordable housing building. Furthermore, it incorporates a number of key design measures to mitigate visual impact compared to other possible configurations, in particular through considered height transitions and setbacks.

Mitigation measures

The proposal has incorporated a number of primary measures appropriate to the surroundings of the site to mitigate visual impact. Consideration has been given in the form of detailing the design in modulation and articulation to improve the externally visible elements of the building, such as landscaping and height transitions.

Conclusion

On the balance of considerations relevant to visual impact and subject to the recommendations in this VIA, the proposal is assessed as having an acceptable visual impact and can be supported in-principle on visual impact grounds.

Glossary

Abbreviations

Term	Meaning
Council	City of Sydney Council
DCP	Development control plan
DPE	NSW Department of Planning and Environment
EIS	Environmental impact statement
EP&A Act	Environmental Planning and Assessment Act 1979
FSR	Floor space ratio
GFA	Gross floor area
GLVIA3	Guidelines for Landscape and Visual Impact Assessment (third edition)
HINSW	Health Infrastructure NSW
LCA	Landscape character area
LEC	NSW Land and Environment Court
LEP	Local environmental plan
Proponent, the	Bridge Housing
Proposal, the	Mixed use development comprising four new buildings that provide social and affordable housing, a community facility and ground level retail and commercial uses
SDCP2012	Sydney Development Control Plan 2012
RL	Reduced level
SLEP2012	Sydney Local Environmental Plan 2014
Rose Bay	Rose Bay Marina Pty Limited v Woollahra Municipal Council and anor [2013] NSWLEC 1046
SDRP	State design review panel
SEAR	Planning Secretary's Environmental Assessment Requirements
Site, the	600 - 660 Elizabeth Street, Redfern
SSDA	State significant development application
Tenacity	Tenacity Consulting v Waringah [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
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
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
Unacceptable	means an outcome that satisfies all three of the following conditions: inconsistent with the intent of a planning provision, considering aims, objective or similar qualitative statement of a desired outcome 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 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 of the VIA outlines the purpose, structure and scope of this document.

1.1 Purpose and Scope

This report accompanies a detailed State Significant Development Application that seeks approval for a mixed-use development at 600-660 Elizabeth Street, Redfern (Redfern Place). The development proposes four buildings comprising community facilities, commercial/office, affordable/social/specialist disability housing apartments and new public links and landscaping.

The purpose of the VIA is to address the Secretary's Environmental Assessment Requirements (SEARS) issued by the Department of Planning and Environment (DPE) relating to visual impact. These SEARS are identified in **Table 1**. Note that consistent with best practice, the visual analysis and VIA are undertaken concurrently.

Table 1 SEARS relating to visual impact on the public domain

Issue	Assessment requirement	Documentation	Where address in this report
1: Statutory context	- Address all relevant legislation, environmental planning instruments (EPIs) (including drafts), plans, policies and guidelines. - Identify compliance with applicable development standards and provide a detailed justification for any non-compliances.	Visual Impact Assessment	Part 5: The planning framework and Part 7: Assessment against the planning framework
5: Environmental amenity	Assess amenity impacts on the surrounding locality, including...visual amenity, view loss and view sharing.	View Analysis	Part 6: Visual impact assessment
6: Visual Impact	- Provide a visual analysis of the concept development envelopes 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 addresses the impacts of the concept development on the existing catchment.	Visual Analysis Visual Impact Assessment	Part 6: Visual impact assessment

1.2 Structure

The structure of the VIA is as follows:

- Section 1 - Introduction:** identifies the purpose, structure, assumptions and limitations of this VIA.
- Section 2 - Methodology:** outlines the methodology used in this VIA.
- Section 3 - The site and its context:** provides an overview of the site, its adjoining and wider context and its planning history.
- Section 4 - The proposal:** describes the proposal.
- Section 5 - The Planning Framework:** identifies the parts of the planning framework against which visual impact is to be assessed.
- Section 6 - Visual impact assessment:** This section undertakes a VIA of the proposal, including identification of the visual catchment, visual receptors, pattern of viewing, viewpoints and assessment of the significance of visual impact based on sensitivity to the nature of change proposed and the magnitude of the nature of change proposed.
- Section 7 - Assessment against relevant planning matters:** considers visual impact against the planning framework and discusses the findings in the context of the key planning matters.
- Section 8 - Mitigation measures:** recommends mitigation measures to address visual impact.
- Section 9 - Conclusion:** identifies whether the proposal can be supported on overall visual impact grounds.

2.0 Methodology

This section outlines the methodology used in this VIA.

2.1 The purpose of VIA

The purpose of VIA is to identify whether the proposal results in a significant, unacceptable visual impact, considering impact on views overall.

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.

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.

2.2 Three key stages

Under this methodology, VIA is undertaken in three (3) main stages:

1. preparation of the evidence base
2. identification, description and assessment of visual impact
3. assessment of visual impact against relevant matters in the planning framework.

2.2.1 Preparation of the evidence base

The evidence base is undertaken in accordance with the LEC photomontage policy. This involves surveying, photography and software based modelling.

Consistent with this policy, the evidence base comprises:

- a photograph of the existing view from the viewpoint
- a photomontage illustrating the potential future view from the viewpoint should the proposal be approved, which may include any appropriate reference points such as an approved planning envelope.

2.2.2 Analysis of the evidence base

The evidence base is analysed 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 1 shows this process.

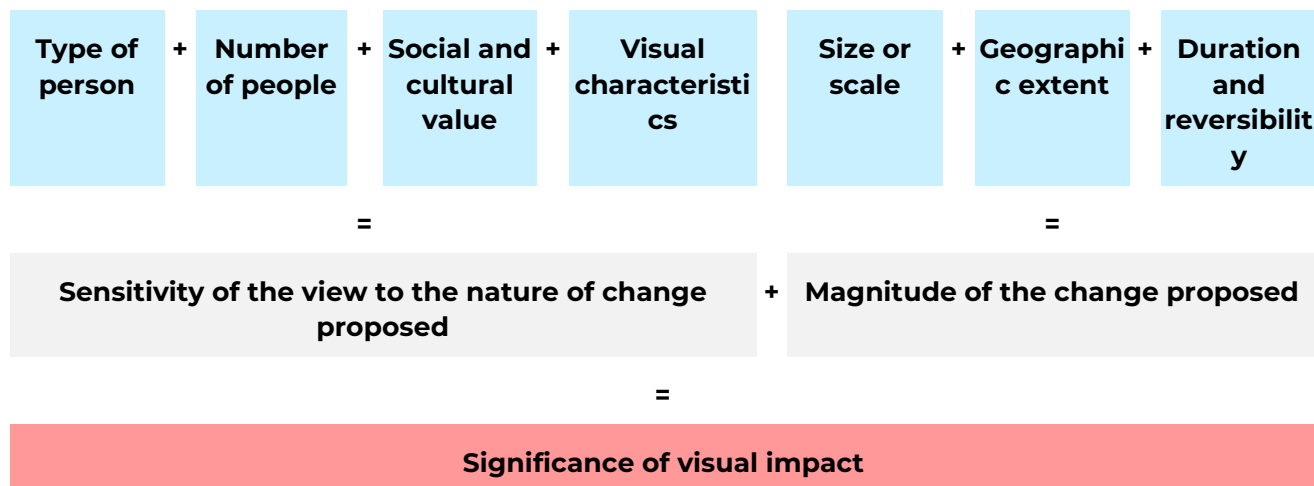


Figure 1 Outline of analysis process

Source/Notes: Ethos Urban

2.2.3 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.

Table 2 shows how these factors derive this ranking.

Table 2 Sensitivity

Sensitivity ranking	Description			
	Number and type of people		Social and cultural culture	Visual characteristics
Negligible	Number:	Low	Low social or cultural value	No discernible, valuable visual characteristics
	Type:	level of interest in the view		
Low	Number:	Low, medium or high	Low social or cultural value	Low level of discernible, valuable visual characteristics
	Type:	Low level of interest in the view		
Medium	Number:	Medium level of interest in the view	Medium social or cultural value	Medium level of discernible, valuable visual characteristics

Description			
	Type:	Low level of interest in the view	
High	Number:	High	High social or cultural value
	Type:	High level of interest in the view	
Exceptional	As per high sensitivity		As per high sensitivity, with the addition of where the view does not contain visible development of the nature proposed

2.2.4 Number of people

Table 3 provides a general overview of how the ranking for number of people is determined.

Table 3 *Number of people*

Sensitivity ranking	Description	Number
Negligible and low	Low number of people	Less than 5,000 per day on average
Medium	Medium number of people	5,000 – less than 15,000 per day on average
High	High number of people	15,000 or greater per day on average

2.2.5 Type of people

Table 4 provides a general overview of how the ranking for type of people is determined.

Table 4 *Type of people*

Sensitivity ranking	Description	Predominant type of person
Negligible and low	Low level of interest in the view	People at their place of work People engaged in active outdoor sport or recreation Visitors to facilities or services (eg, 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	Visitors to facilities or services (eg, 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	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

2.2.6 Social and cultural value

Table 5 provides a general overview of how the ranking for social and cultural value is determined.

Table 5 *Social and Cultural Value*

Sensitivity ranking	Description	Detail
Negligible and low	Low social or cultural value	No heritage or iconic feature
Medium	Medium social or cultural value	Local heritage item or heritage conservation area
High	High social or cultural value	State, national or world heritage item or heritage conservation area, iconic built or natural landscape feature

2.2.7 Visual characteristics

Table 6 provides a general overview of how the ranking for visual characteristics is determined.

Table 6 *Visual Characteristics*

Sensitivity ranking	Description	Detail
Negligible and low	No discernible, valuable visual characteristics	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	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 (eg, streetscape) Well defined foreground, midground and background Distinct and attractive formal aesthetic composition or perceptual aspects
High	High discernible, valuable visual characteristics	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

2.2.8 Magnitude

Magnitude is measured based on consideration of:

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

2.2.9 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).

2.2.10 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.

2.2.11 Duration and reversibility

Duration and reversibility involve consideration of whether the proposal:

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

It is important to noted that whether a proposal can be considered to be ongoing and irreversible or ongoing capable of being reversed is relative. The proposed development 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.

Table 7 shows how these factors derive this ranking.

Table 7 Factors of Magnitude

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

2.2.12 Significance

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

The categories of significance are as follows:

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

The GLVIA3 provides the following guidance for judgements about significance:

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

It should be noted that determination of significance does not automatically mean that the impact is unacceptable. Rather, subsequent consideration is required to be made of relevant parts of the applicable planning framework.

Table 8 Factors of Significance

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

2.3 Assessment of visual impact against relevant matters in the planning framework

To reduce its inherently subjective nature, assessment of visual impact is made only against relevant matters in the planning framework. In particular, this includes applicable environmental planning instruments.

Key points

The purpose of VIA is to identify whether the proposal results in a significant, unacceptable visual impact, considering impact on views overall.

It is a highly complex area that involves professional value judgement.

To address this, The LEC has noted that robustness of methodology is critical.

The methodology adopted by this VIA has been derived from the international standard GLVIA3, adjusted to better reflect NSW and urban contexts and LEC planning principles.

Critical to this methodology is the determination of significance of visual impact based on the factors of sensitivity and magnitude, and the assessment of visual impact against relevant parts of the planning framework.

Sensitivity is shaped by both people and place factors. People and their level of interest or attention in the view is critical when making judgements about sensitivity. While a view may have social and cultural value, if the level of level of interest or attention of the prevailing type of people who see the view is likely to be generally low (eg, commuting), then the view will be less sensitive. Sensitivity is also not inherent, but rather to the nature of the proposal. On this basis, it is highly influenced by what is and what is not already in the view.

Magnitude is how the proposal will be perceived by most people, and for how long it is likely to last. It is based on scale, geographic extent and duration and reversibility.

Significance combines both factors. A ranking of high or above correlates with a significant visual impact, and a ranking of moderate requires consideration.

A finding of significant visual impact is not equivalent to an unacceptable visual impact. Rather, assessment is made against the planning framework and consideration given to subsequent processes, such as design excellence, DAs and the ability to apply relevant and reasonable conditions of development consent.

3.0 The site and its context

This section of the VIA identifies and describes the site and its context.

3.1 Location

The site is located at 600-660 Elizabeth Street, Redfern and is legally described as Lot 1 DP1249145. **Figure 2** shows the site. It is located in the City of Sydney Local Government Area (LGA).

3.2 Description

The site has an area of approximately 10,834.13m² and is rectangular in shape, having a frontage of approximately 145m to Elizabeth Street to the west, 75m to Phillip Street to the south, 145m to Walker Street to the east and 75m to Kettle Street to the north.



 The Site

 NOT TO SCALE

Figure 2 Site Aerial Map

Source: Nearmap and Ethos Urban

3.3 Land use and built form

The site is largely unoccupied, with the northern portion of the site representing the vacancy and amounting to approximately 70% of the total site area. The northern site portion was previously utilised for 18 social housing dwellings which have been demolished in 2013 and is currently not publicly accessible. The southern portion of the site is comprised of three single storied brick buildings that is currently leased by the South Sydney Police Citizens Youth Club (PCYC), which is utilised as a community facility for recreational purposes. The PCYC facility is accompanied by an outdoor basketball court, a children's playground, and a hard standing car park area.

Photos of existing development on the site is provided in **Figure 3 – Figure 6** on the following page.

3.4 Access

The site is accessible from its southern portion associated with PCYC. Vehicle access to PCYC is on Phillip Street along the southern boundary with less than 10 informal at-grade spaces available for use by approved users, including for the PCYC minibus.

The vacant land at the site's northern portion is secured with fencing and is currently not open for public access.



Figure 3 Existing PCYC Building

Source: Ethos Urban



Figure 4 PCYC Associated Parking Lot

Source: Ethos Urban



Figure 5 PCYC Basketball Court

Source: Ethos Urban



Figure 6 Vacant Northern Portion of the Site

Source: Ethos Urban

3.5 Adjoining and surrounding land

The surrounding development is as follows:

North: bordered by Kettle Street to the north, with land comprising medium density residential apartments associated with the Redfern Estate (see **Figure 7**).

East: bordered by Walker Street to the east, with land comprising a mix of medium and high density residential apartments associated with the Redfern Estate (see **Figure 8**).

South: bordered by Phillip Street to the south, with land predominantly utilised for residential and retail purposes, and populated by a mix of one (1) and two (2) storey Victorian terrace houses and shop top housing (see **Figure 9**).

West: the site is bordered by Elizabeth Street. Beyond this, Redfern Park and Redfern Oval is located directly west of the site (see **Figure 10**).



Figure 7 Residential flat buildings to the north of Kettle Street

Source: Ethos Urban



Figure 8 Townhouses located east of the site on Walker Street

Source: Ethos Urban



Figure 9 Elizabeth Street south of the Site South

Source: Ethos Urban



Figure 10 Redfern Park west of the Site

Source: Ethos Urban

Wider setting

Notable places in the wider setting include:

- Redfern Station located 900m to the west of the site
- A range of public open spaces, entertainment centres and recreational centres located 1-2km to the east of the site including centennial park, Moore Park Golf Course, Centennial Parklands Sports Centre, Allianz Stadium, Sydney Cricket Ground, The Entertainment Quarter and Hordern Pavilion.
- Prince Alfred Park located 850m to the north of the site.

Key points

The site has a large area and frontage to four (4) streets. Its existing development comprises the PCYC community facility, vegetation and fencing. The heritage listed Redfern Park and Oval is located to the west of the site.

Surrounding land is generally established low to medium density residential in character, with some high density residential developments such as at Redfern Estate and Poet's Corner, along with commercial uses on Redfern Street.

4.0 The proposal

This section of the VIA identifies and describes the proposal. The State Significant Development Application that seeks approval for a mixed-use development at 600-660 Elizabeth Street, Redfern (Redfern Place). The development proposes four buildings comprising community facilities, commercial/office, affordable/social/specialist disability housing apartments and new public links and landscaping.

The project site comprises Lot 1 in DP 1249145. It has an area of approximately 10,834m². Part of the site currently accommodates the existing Police Citizens Youth Club (PCYC) (to be demolished and replaced). The remaining portion of the site is vacant with remnant vegetation.

The SSDA seeks approval for redevelopment of the site, including:

- Demolition of existing buildings.
- Tree removal.
- Bulk earthworks including excavation.
- Construction of a community facility building known as Building S1.
- Construction of two residential flat buildings (known as Buildings S2 and S3) up to 14 and 10 storeys respectively, for social and affordable housing.
- Construction of a five-storey mixed use building (known as Building S4) comprising commercial uses on the ground level and social and specialist disability housing above.
- Construction of one basement level below Buildings S2, S3 and part of S4 with vehicle access from Kettle Street.
- Site-wide landscaping and public domain works including north-south and east-west pedestrian through-site link.

For a detailed project description refer to the Environmental Impact Statement prepared by Ethos Urban.

A photomontage of the proposed development is provided below in **Figure 11**.



Figure 11 Photomontage of Proposed Development – Overall Site

Source: Hayball

5.0 The planning framework

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

Relevant parts of the planning framework for visual impact are identified in the SEARS. They comprise:

- legislation and regulations;
- environmental planning instruments;
- development control plans;
- Land and Environment Court planning principles;
- Legislation and regulations;
- Environmental Planning and Assessment Act 1979.

Relevant to VIA, object (g) of the EP&A Act is 'to promote good design and amenity of the built environment'. This requires address of amenity. DPHI defines amenity as 'the pleasantness, attractiveness, desirability or utility of a place, facility, building or feature' (DPE, 2022).

Visual amenity is a sub-set of amenity. The GLVIA3 defines visual amenity as 'the overall pleasantness of the views people enjoy of their surroundings, which provides an attractive visual setting or backdrop for the enjoyment of activities of the people living, working, recreating, visiting or travelling through an area'.

Under clause 4.15 (1) of the EP&A Act, the following matters must be taken into consideration where relevant when determining a development application:

- (b) the likely impacts of that development, including environmental impacts on both the natural and built environments, and social and economic impacts in the locality
- (e) the public interest.

Interpretations of the public interest as part of planning decisions have in the past been very broad. However, it can generally be considered to comprise environmental outcomes, such as protection of a heritage, economic outcomes such as more jobs and social outcomes such as a greater amount and choice of housing.

5.1 Sydney Local Environmental Plan 2012

Under the Sydney Local Environmental Plan 2012 (SLEP 2012), the following provisions are relevant:

- Section 1.2 'Aims of the Plan'
- Section 2.3 'Zone objectives and Land Use Table – R1 General Residential'
- section 4.3 'Height of buildings'
- section 4.4 'Floor space ratio'
- section 5.10 'Heritage conservation'.
- section 6.13 'Design excellence'

Section 1.2 'Aims of the Plan'

While noting that they are primarily design related, section 1.2 'Aims of the Plan' includes the following objective that is to a degree relevant to VIA:

- objective (j): to achieve a high quality urban form by ensuring that new development exhibits design excellence and reflects the existing or desired future character of particular localities,
- objective (k): to conserve the environmental heritage of the City of Sydney,
- objective (l): to protect, and to enhance the enjoyment of, the natural environment of the City of Sydney, its harbour setting and its recreation areas.

Section 4.3 'Height of buildings'

The following height objectives that are to a degree relevant to the VIA are:

- objective (a): to ensure the height of development is appropriate to the condition of the site and its context
- objective (c): to promote the sharing of views outside Central Sydney

Section 4.4 'Floor space ratio'

The following FSR objectives that are to a degree relevant to the VIA are:

- objective (c): to provide for an intensity of development that is commensurate with the capacity of existing and planned infrastructure
- objective (d): to ensure that new development reflects the desired character of the locality in which it is located and minimises adverse impacts on the amenity of that locality

Section 5.10 'Heritage conservation'

The following heritage conservation objectives that are to a degree relevant to the VIA are:

- objective (b): to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views

Section 6.21C 'Design excellence'

The following design excellence objectives that are to a degree relevant to the VIA, and clause (2) which is of high level of relevance to VIA:

- (b) whether the form and external appearance of the proposed development will improve the quality and amenity of the public domain
- (c) whether the proposed development detrimentally impacts on view corridors
- (d) how the proposed development addresses the following matters –
 - (iii) any heritage issues and streetscape constraints
 - (iv) the location of any tower proposed, having regard to the need to achieve an acceptable relationship with other towers, existing or proposed, on the same site or on neighbouring sites in terms of separation, setbacks, amenity and urban form
 - (v) the bulk, massing and modulation of buildings
 - (vi) street frontage heights
 - (vii) environmental impacts, such as sustainable design, overshadowing and solar access, visual and acoustic privacy, noise, wind and reflectivity
- (x) the impact on, and any proposed improvements to, the public domain,

Land and Environment Court planning principles

Impact on public views

The NSW Land and Environment Court established a planning principle for impact on public views in *Rose Bay Marina Pty Limited v Woollahra Municipal Council and anor* [2013] NSWLEC 1046 (Rose Bay).

Under Rose Bay, key considerations include:

- nature and scope of the existing views from the public domain
- intensity of public use of those locations
- aesthetic and other elements of the view
- value of the view.

The methodology adopted by this VIA incorporates these key considerations.

Impact on private views

The NSW Land and Environment Court established a planning principle for impact on private views in *Tenacity Consulting v Waringah* [2004] NSWLEC 140 (Tenacity).

Under Tenacity, the extent of impact is determined as being on a five (5) point qualitative verbal scale of negligible, minor, moderate, severe or devastating.

Key points

The main part of the planning framework relevant is the SLEP2012, in particular land zoning, envelope controls and heritage conservation. While important for broader planning and other specialist topics such as heritage assessment, land zoning and heritage conservation are peripheral to VIA.

As detailed within the EIS, the development complies with the relevant controls as part of the SLEP2012, or where it does not the objectives of the plan area achieved. Notwithstanding, consideration has been given to relevant objectives in this VIA. Consideration has also been given where relevant to design excellence (noting this is primarily the remit of the separate design work).

On this basis, matters for consideration include:

- view corridors (in the context of design excellence)
- bulk, massing and modulation (eg, 'provide effective control over the bulk of future development')
- streetscape (eg, 'street frontages of development are in proportion with and in keeping with the character of nearby development')
- character (eg, 'generally compatible with or improves the appearance of the area')
- amenity (eg, 'minimise the impact of development on the amenity of surrounding properties').

The methodology adopted by this VIA incorporates key considerations under Rose Bay.

Further, it is unlikely that any significant view corridors from the private domain will be impacted by the proposal. Therefore, assessment against Tenacity is not considered necessary.

6.0 Visual impact assessment

This section undertakes a VIA of the proposal, including identification of the visual catchment, visual receptors, pattern of viewing, viewpoints, and assessment of the significance of visual impact based on sensitivity to the nature of change proposed and the magnitude of the nature of change proposed.

6.1 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.

6.2 Visual receptors

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

- residents
- workers
- visitors
- recreation (people engaged in)
- travellers.

Within these main categories there are further sub-categories. For example, recreation includes people engaged in either passive (eg, siting, picnics) or active recreation (eg, jogging, cycling).

Critically, each category of visual receptor will have a general level of interest or attention in views. This is key to determining sensitivity to the nature of change proposed.

The following table identifies the prevailing type of visual receptors and their relative number.

Table 9 Prevailing Type and relative number of visual receptors

Direction	Prevailing type of visual receptor	Relative numbers ¹
North	Residents at home	Medium
	Travellers in vehicles	Low
East	Residents at home	Medium
	Travellers in vehicles	Low
South	Residents at home	Medium
	Travellers in vehicles	Medium
West	Visitors to Redfern Park and Oval (recreation)	Medium
	Travellers in vehicles	High

¹

6.3 Pattern of viewing

Consideration of the visual catchment and visual receptors suggests that the predominant pattern of viewing can be considered to have the following parameters:

- prevailing type: residents, visitors, workers and travellers
- prevailing number: varied, ranging from low to high
- visual context: established low density residential
- range: close range.

6.4 Viewpoints

To represent the predominant pattern of viewing, VIA was undertaken from 5 locations.

Table 10 identifies their location and provides an outline of key, relevant attributes. **Figure 12** on the following page shows the location of these viewpoints.

Table 10 Viewpoints

Number	Viewpoint	Distance	Visual context	Key matter
1	Redfern Park	Far range	Open space	Impact of new larger scale-built form and the open space.
2	Redfern Oval	Close range	Open space	Impact of new larger scale-built form and the open space.
3	Elizabeth and Kettle Street	Close range	Established low density residential	Impact of new larger scale-built form.
4	Phillip and Elizabeth Street	Close range	Established low density residential, community facilities and open space.	Impact of new larger scale-built form.
5	Elizabeth Street	Close range	Established low density residential.	Impact of new larger scale-built form.
6	Phillip and Chalmers Street	Far range	Established low density residential and open space.	Impact of new larger scale-built form.
7	Kettle and Morehead Street	Close range	Established low density residential.	Impact of new larger scale-built form.
8	Phillip and Walker Street	Close range	Established low to medium density residential and community facilities.	Impact of new larger scale-built form.



- 01. Redfern Park
- 02. Redfern Oval
- 03. Elizabeth and Kettle Street
- 04. Phillip and Elizabeth Street
- 05. Elizabeth Street
- 06. Phillip and Chalmers Street
- 07. Kettle and Morehead Street
- 08. Phillip and Walker Street

Figure 12 Aerial Map Showing Viewpoints

Source: Virtual ideas

6.5 View 1: Redfern Park

Matter	Description
View type	Filtered and restricted
Viewing range	Far range
Viewing distance (approx.)	155m
Viewing direction	Southeast
Viewing angle	Oblique
Viewing elevation	Level

Existing view



Figure 13 View 1: Redfern Park – existing view

Source: Virtual Ideas

Assessment of sensitivity of the view to the nature of change proposed

Number and type of people

Due to the view being located in a park, which provides access to the Oval, Redfern and Elizabeth Street along with the nearby train station, the relative number of people exposed to the view is high.

The prevailing type of visual receptors are likely to be:

- pedestrians
- visitors to Redfern Oval, PCYC and nearby community facilities
- workers
- residents from surrounding dwellings.

Their level of interest or attention in the view is likely to be medium.

Social and cultural value

The view is important for the amenity of the park and forms part of its backdrop. It is noted the park itself is an item of local heritage significance.

Visual characteristics

This view may broadly be described as a view from an established park towards Redfern’s residential developments. The fountain, open space and significant tree planting within and beyond the park are the predominant visual element in the foreground and midground of the view.

The sky is the predominant visual element in the backdrop of the view.

Overall sensitivity

The overall sensitivity of the view to the nature of change proposed is low (refer **Table 11**).

Table 11 *View 1 - Redfern Park: sensitivity of the view to the nature of change proposed*

Matter	Rating			
	Negligible	Low	Medium	High
Number and type of visual receptors			Medium	
Social and cultural value			Medium	
Visual characteristics		Low		
Overall sensitivity			Medium	

Proposed View



Figure 14 *View 1: Redfern Park – proposed view*

Source: Virtual Ideas

Assessment of magnitude of visual impact

Size or scale

Due to the introduction of a new, multi-level building in a view in which none currently exists, the proposal represents a major change. However, this is significantly mitigated by the existing landscaping and mature trees and the distance of the view from the centre of the park.

Geographic extent

The change occurs over a small area in this view.

Duration and reversibility

The change is ongoing and capable of being reversed.

Overall magnitude

As can be seen in the following table, the proposal is considered to have a considerable magnitude of visual impact.

Table 12 View 1 - Redfern Park: 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

Assessment of significance of visual impact

The following table provides an assessment of the significance of likely visual impact.

Table 13 View 1 - Redfern Park: significance of likely visual impact

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

6.6 View 2: Redfern Oval

Matter	Description
View type	Filtered
Viewing range	Far range
Viewing distance (approx.)	150m
Viewing direction	East
Viewing angle	Perpendicular
Viewing elevation	Level

Existing View



Figure 15 View 2: Redfern Oval – existing view

Source: Virtual Ideas

Assessment of sensitivity of the view to the nature of change proposed

Number and type of people

Due to the view being located in a park used for recreation, the relative number of people exposed to the view is high.

The prevailing type of visual receptors are likely to be:

- people exercising.
- spectators.
- pedestrians.
- visitors to Redfern Oval.
- residents from surrounding dwellings.

Their level of interest or attention in the view is likely to be medium.

Social and cultural value

The view is important for the viewing amenity for spectators of the park. The park itself is listed as an item of local heritage significance, and the development forms part of the backdrop to this item.

Visual characteristics

This view may broadly be described as a view from an established park towards Redfern’s residential developments. The sports field is the predominant visual element in the foreground and midground of the view.

The sky is the predominant visual element in the backdrop of the view.

Overall sensitivity

The overall sensitivity of the view to the nature of change proposed is high (refer **Table 14**).

Table 14 *View 2 – Redfern Oval: sensitivity of the view to the nature of change proposed*

Matter	Rating			
	Negligible	Low	Medium	High
Number and type of visual receptors				High
Social and cultural value				High
Visual characteristics			Medium	
Overall sensitivity				High

Proposed View



Figure 16 *View 2: Redfern Oval – proposed view*

Source: Virtual Ideas

Assessment of magnitude of visual impact

Size or scale

Due to the introduction of new, multi-level buildings in a view, the proposal represents a moderate to major change, considering there is currently existing tall residential buildings in the view however the development is in front of these.

Geographic extent

The change occurs over a restricted area in this view.

Duration and reversibility

The change is ongoing and capable of being reversed.

Overall magnitude

As can be seen in the following table, the proposal is considered to have a considerable magnitude of visual impact.

Table 15 View 1 - Redfern oval: 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

Assessment of significance of visual impact

The following table provides an assessment of the significance of likely visual impact.

Table 16 View 1 - Redfern Oval: significance of likely visual impact

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

6.7 View 3: Elizabeth and Kettle Street

Matter	Description
View type	Filtered
Viewing range	Close range
Viewing distance (approx.)	20m
Viewing direction	East
Viewing angle	Perpendicular
Viewing elevation	Level

Existing View



Figure 17 View 3: Elizabeth and kettle Street

Source: Virtual Ideas

Assessment of sensitivity of the view to the nature of change proposed

Number and type of people

Due to the view being located in at a pedestrian crossing on a moderately busy road, the relative number of people exposed to the view is medium.

The prevailing type of visual receptors are likely to be:

- pedestrians
- drivers
- residents from surrounding dwellings.

Their level of interest or attention in the view is likely to be low – medium.

Social and cultural value

The view does not contain elements or features of high social and cultural value.

Visual characteristics

This view may broadly be described as a view from a pedestrian cross at Elizabeth Street towards Redfern’s residential developments and Kettle Street.

The road is the predominant visual element in the foreground with landscaping in the midground of the view.

The sky and Kettle Street is the predominant visual element in the backdrop of the view.

Overall sensitivity

The overall sensitivity of the view to the nature of change proposed is low (refer Table 17).

Table 17 View 3 – Elizabeth and Kettle Street: sensitivity of the view to the nature of change proposed

Matter	Rating			
	Negligible	Low	Medium	High
Number and type of visual receptors			Medium	
Social and cultural value		Low		
Visual characteristics		Low		
Overall sensitivity		Low		

Proposed View



Figure 18 View 3: Elizabeth and Kettle Street – proposed view

Source: Virtual Ideas

Assessment of magnitude of visual impact

Size or scale

Due to the introduction of a new, multi-level building in a view, the proposal represents a large change, considering there is not currently existing tall residential buildings in the view.

Geographic extent

The change occurs over a large area in this view.

Duration and reversibility

The change is ongoing and capable of being reversed.

Overall magnitude

As can be seen in the following table, the proposal is considered to have a considerable magnitude of visual impact.

Table 18 View 3 – Elizabeth and Kettle Street: 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

Assessment of significance of visual impact

The following table provides an assessment of the significance of likely visual impact.

Table 19 View 3 – Elizabeth and Kettle Street: significance of likely visual impact

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

6.8 View 4: Phillip and Elizabeth Street

Matter	Description
View type	Focal
Viewing range	Medium range
Viewing distance (approx.)	40m
Viewing direction	Northeast
Viewing angle	Oblique
Viewing elevation	Level

Existing View



Figure 19 View 4: Phillip and Elizabeth Street – existing view

Source: Virtual Ideas

Assessment of sensitivity of the view to the nature of change proposed

Number and type of people

Due to the view being located at a pedestrian crossing on a busy main road, the relative number of people exposed to the view is high.

The prevailing type of visual receptors are likely to be:

- pedestrians
- drivers
- residents from surrounding dwellings.

Their level of interest or attention in the view is likely to be medium.

Social and cultural value

The view does not contain elements or features of high social and cultural value.

Visual characteristics

This view may broadly be described as a view from a pedestrian crossing at the Elizabeth and Phillip Street intersection towards Redfern’s residential developments and the PCYC building.

The road is the predominant visual element in the foreground with the PCYC building in the midground of the view.

The sky is the predominant visual element in the backdrop of the view.

Overall sensitivity

The overall sensitivity of the view to the nature of change proposed is low (refer **Table 20**).

Table 20 View 4 – Phillip and Elizabeth Street: sensitivity of the view to the nature of change proposed

Matter	Rating			
	Negligible	Low	Medium	High
Number and type of visual receptors			Medium	
Social and cultural value		Low		
Visual characteristics			Medium	
Overall sensitivity			Medium	

Proposed View



Figure 20 View 4: Phillip and Elizabeth Street – proposed view

Source: Virtual Ideas

Assessment of magnitude of visual impact

Size or scale

Due to the introduction of a new, multi-level building in a view, the proposal represents a small change, considering there is currently an existing building in the foreground of the view.

Geographic extent

The change occurs over a large area in this view.

Duration and reversibility

The change is ongoing and capable of being reversed.

Overall magnitude

As can be seen in the following table, the proposal is considered to have a dominant magnitude of visual impact.

Table 21 View 4 - Phillip and Elizabeth Street: 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

Assessment of significance of visual impact

The following table provides an assessment of the significance of likely visual impact.

Table 22 View 4 – Phillip and Elizabeth Street: significance of likely visual impact

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

6.9 View 5: Elizabeth Street

Matter	Description
View type	Filtered
Viewing range	Medium range
Viewing distance (approx.)	50m
Viewing direction	Northeast
Viewing angle	Oblique
Viewing elevation	Level

Existing View



Figure 21 View 5: Elizabeth Street – existing view

Source: Virtual Ideas

Assessment of sensitivity of the view to the nature of change proposed

Number and type of people

Due to the view being located at a pedestrian crossing on a busy main road, the relative number of people exposed to the view is high.

The prevailing type of visual receptors are likely to be:

- pedestrians
- drivers
- residents from surrounding dwellings.

Their level of interest or attention in the view is likely to be low – medium.

Social and cultural value

The view does not contain elements or features of high social and cultural value.

Visual characteristics

This view may broadly be described as a view from the pedestrian pathway along Elizabeth Street.

The road is the predominant visual element in the foreground with the landscaping and low scale residential developments in the midground of the view.

The sky is the predominant visual element in the backdrop of the view.

Overall sensitivity

The overall sensitivity of the view to the nature of change proposed is low (refer **Table 23**).

Table 23 View 5 – Elizabeth Street: sensitivity of the view to the nature of change proposed

Matter	Rating			
	Negligible	Low	Medium	High
Number and type of visual receptors			Medium	
Social and cultural value		Low		
Visual characteristics		Low		
Overall sensitivity		Low		

Proposed View



Figure 22 View 5: Elizabeth Street – proposed view

Source: Virtual Ideas

Assessment of magnitude of visual impact

Size or scale

Due to the introduction of several new, multi-level buildings in the view, the proposal represents a large change, considering there is not currently existing tall residential buildings in the view.

Geographic extent

The change occurs over a large area in this view.

Duration and reversibility

The change is ongoing and capable of being reversed.

Overall magnitude

As can be seen in the following table, the proposal is considered to have a considerable magnitude of visual impact.

Table 24 View 5 – Elizabeth Street: 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

Assessment of significance of visual impact

The following table provides an assessment of the significance of likely visual impact.

Table 25 View 5 – Elizabeth Street: significance of likely visual impact

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

6.10 View 6: Phillip and Chalmers Street

Matter	Description
View type	Restricted and filtered
Viewing range	Far range
Viewing distance (approx.)	200m
Viewing direction	Northeast
Viewing angle	Perpendicular
Viewing elevation	Level

Existing View



Figure 23 View 6: Phillip and Chalmers Street – Existing View

Source: Virtual Ideas

Assessment of sensitivity of the view to the nature of change proposed

Number and type of people

Due to the view being located at a pedestrian crossing on a busy main road, the relative number of people exposed to the view is high.

The prevailing type of visual receptors are likely to be:

- users of the Redfern Oval
- pedestrians
- drivers
- residents from surrounding dwellings.

Their level of interest or attention in the view is likely to be low – medium.

Social and cultural value

The view contains Redfern Oval, which is part of a local heritage listing. The proposed development would sit behind the oval and be highly filtered and restricted.

Visual characteristics

This view may broadly be described as a view from the Chalmers Street intersection towards Redfern’s residential developments and the Redfern Oval.

The road is the predominant visual element in the foreground with Redfern Park in the midground of the view.

The sky is the predominant visual element in the backdrop of the view.

Overall sensitivity

The overall sensitivity of the view to the nature of change proposed is low (refer **Table 26**).

Table 26 *View 6 – Phillip and Chalmers Street: sensitivity of the view to the nature of change proposed*

Matter	Rating			
	Negligible	Low	Medium	High
Number and type of visual receptors		Low		
Social and cultural value			Medium	
Visual characteristics		Low		
Overall sensitivity		Low		

Proposed View



Figure 24 *View 6: Phillip and Chalmers Street – proposed view*

Source: Virtual Ideas

Assessment of magnitude of visual impact

Size or scale

Due to the introduction of a new, multi-level building in a view, the proposal represents a small change, considering there is currently existing tall residential buildings in the view and the distance to the development is far-range.

Geographic extent

The change occurs over a small area in this view.

Duration and reversibility

The change is ongoing and capable of being reversed.

Overall magnitude

As can be seen in the following table, the proposal is considered to have a perceptible magnitude of visual impact.

Table 27 View 6 - Phillip and Chalmers Street: 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

Assessment of significance of visual impact

The following table provides an assessment of the significance of likely visual impact.

Table 28 View 6 - Phillip and Chalmers Street: significance of likely visual impact

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

6.11 View 7: Kettle and Morehead Street

Matter	Description
View type	Restricted and filtered
Viewing range	Close range
Viewing distance (approx.)	90m
Viewing direction	West
Viewing angle	Perpendicular
Viewing elevation	Level

Existing View



Figure 25 View 7: Kettle and Morehead Street – Existing View

Source: Virtual Ideas

Assessment of sensitivity of the view to the nature of change proposed

Number and type of people

Due to the view being located at a quiet road in a residential area, the relative number of people exposed to the view is low.

The prevailing type of visual receptors are likely to be:

- pedestrians
- drivers
- residents at home.

Their level of interest or attention in the view is likely to be low – medium.

Social and cultural value

The view does not contain elements or features of high social and cultural value.

Visual characteristics

This view may broadly be described as a view from the Kettle and Morehead Street intersection towards Redfern residential developments.

The low density residential development on the left of the view is the predominant visual element in the foreground with landscaping in the midground of the view. The topography slopes downwards towards the proposal so the proposal would be obscured by the slope of the land.

The sky is the predominant visual element in the backdrop of the view.

Overall sensitivity

The overall sensitivity of the view to the nature of change proposed is low (refer **Table 29**).

Table 29 View 7 – Kettle and Morehead Street: sensitivity of the view to the nature of change proposed

Matter	Rating			
	Negligible	Low	Medium	High
Number and type of visual receptors		Low		
Social and cultural value		Low		
Visual characteristics		Low		
Overall sensitivity		Low		

Proposed View



Figure 26 View 7: Kettle and Morehead Street – proposed view

Source: Virtual Ideas

Assessment of magnitude of visual impact

Size or scale

Due to the introduction of a new, multi-level building in a view, the proposal represents a large change, however this is mitigated by the existing residential buildings in the foreground of the view.

Geographic extent

The change occurs over a medium area in this view.

Duration and reversibility

The change is ongoing and capable of being reversed.

Overall magnitude

As can be seen in the following table, the proposal is considered to have a noticeable magnitude of visual impact.

Table 30 View 7 – Kettle and Morehead Street: 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

Assessment of significance of visual impact

The following table provides an assessment of the significance of likely visual impact.

Table 31 View 7 – Kettle and Morehead Street: significance of likely visual impact

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

6.12 View 8: Phillip and Walker Street

Matter	Description
View type	Filtered
Viewing range	Close range
Viewing distance (approx.)	20m
Viewing direction	Northwest
Viewing angle	Oblique
Viewing elevation	Level

Existing View



Figure 27 View 8: Phillip and Walker Street – Existing View

Source: Virtual Ideas

Assessment of sensitivity of the view to the nature of change proposed

Number and type of people

Due to the view being located at a local road, the relative number of people exposed to the view is low.

The prevailing type of visual receptors are likely to be:

- pedestrians
- drivers
- residents at home.

Their level of interest or attention in the view is likely to be low – medium.

Social and cultural value

The view does not contain elements or features of high social and cultural value.

Visual characteristics

This view may broadly be described as a view from the Phillip and Walker Street intersection towards the existing PCYC building.

The road is the predominant visual element in the foreground with the PCYC facilities and landscaping in the midground of the view.

Mature trees are the predominant visual element in the backdrop of the view.

Overall sensitivity

The overall sensitivity of the view to the nature of change proposed is low (refer **Table 32**).

Table 32 View 8 – Phillip and Walker Street: sensitivity of the view to the nature of change proposed

Matter	Rating			
	Negligible	Low	Medium	High
Number and type of visual receptors		Low		
Social and cultural value		Low		
Visual characteristics		Low		
Overall sensitivity		Low		

Proposed View



Figure 28 View 8: Phillip and Walker Street – proposed view

Source: Virtual Ideas

Assessment of magnitude of visual impact

Size or scale

Due to the introduction of a new, multi-level building in a view, the proposal represents a small change, considering there is currently existing landscaping and mature trees in the view.

Geographic extent

The change occurs over a small area in this view.

Duration and reversibility

The change is ongoing and capable of being reversed.

Overall magnitude

As can be seen in the following table, the proposal is considered to have a considerable magnitude of visual impact.

Table 33 View 8 – Phillip and Walker Street: 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

Assessment of significance of visual impact

The following table provides an assessment of the significance of likely visual impact.

Table 34 View 8 – Phillip and Walker Street: significance of likely visual impact

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

6.13 Key findings

As can be seen from the following table, the key findings of the VIA are:

- All views have a low to high level of sensitivity to the nature of change proposed.
- The proposal has a perceptible to considerable dominant of visual impact.
- The significance of visual impact is low to high.

Table 35 *Results of Visual Impact Assessment*

Viewpoint	Sensitivity	Magnitude	Significance
Redfern Park	Medium	Considerable	Low
Redfern Oval	High	Considerable	High
Elizabeth and Kettle Street	Low	Considerable	Low
Phillip and Elizabeth Street	Medium	Dominant	High
Elizabeth Street	Low	Considerable	Low
Phillip and Chalmers Street	Low	Perceptible	Low
Kettle and Morehead Street	Low	Considerable	Low
Phillip and Walker Street	Low	Noticeable	Low

6.14 Key visual impacts

The proposal does not result in the blocking or obstruction of any identified significant views corridors.

However, it does have a considerable impact on the visual characteristics of the setting. While the site is surrounded by residential buildings of a similar bulk and scale, the proposal represents considerable height and bulk close to open space at Redfern Park and Oval.

Specifically, the development is significant when viewed from Redfern Oval as well as having a considerable presence along Elizabeth Street. The impact is tempered from Redfern Park and the surrounding streets by the landscaping and setbacks.

Despite the abovementioned impacts, it is considered that the proposed development aligns with the desired future character envisioned for the site through the Planning Proposal process, given it is generally consistent with the Design Guide building heights and layout. Throughout this process, the proposal has undergone a rigorous design excellence development which has resulted in a proposal of high-quality visual amenity. Further, the development provides a positive impact to the streetscape through the provision of high quality buildings that define the street corner and contribute to the liveliness and community of Redfern.

7.0 Assessment against the planning framework

This section considers visual impact against the planning framework.

7.1 SEARS

The following table provides assessment against relevant SEARS.

Table 36 *Assessment Against SEARS*

Issue	Assessment requirement	Assessment
1: Statutory Context	- Address all relevant legislation, environmental planning instruments (EPIs) (including drafts), plans, policies and guidelines. - Identify compliance with applicable development standards and provide a detailed justification for any non-compliances.	Section 7.0 addresses this SEAR as it relates to the VIA
5: Environmental amenity	Assess amenity impacts on the surrounding locality, including...visual amenity, view loss and view sharing.	This VIA addresses this SEAR
6: Visual impact	- Provide a visual analysis of the concept development envelopes 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 addresses the impacts of the concept development on the existing catchment.	This VIA addresses this SEAR

7.2 Sydney Local Environmental Plan 2012

The following table provides assessment against relevant provisions of the Sydney Local Environmental Plan 2012.

Table 37 *Assessment against the Sydney Local Environmental Plan 2012*

Section	Clause and provision	Assessment	Consistency
Section 2.3 Zone objectives and Land Use Table for Zone - R1 General Residential	- To provide for the housing needs of the community. - To provide for a variety of housing types and densities. - To enable other land uses that provide facilities or services to meet the day to day needs of residents. - To maintain the existing land use pattern of predominantly residential uses.	The overall development has undergone a thorough design and Planning Proposal process and delivers housing needs for the low-income earners. The development provides a variety of housing types including social and affordable, social and specialist disability housing along with community and retail facilities.	Yes
Section 1.2 'Aims of Plan'	objective (j): to achieve a high quality urban form by ensuring that new development exhibits	The proposed overall development achieves a high quality of urban form for the site as it has been subject to a thorough Planning Proposal process and	Yes

Section	Clause and provision	Assessment	Consistency
	design excellence and reflects the existing or desired future character of particular localities	design excellence process. The Planning Proposal found that the built character surrounding the site is diverse and therefore the built form envisaged by the Proposal which comprised a contemporary four (4) to 16 storey built form (maximum of 14 storeys proposed), was found to be consistent with the surrounding context.	
	objective (k): to conserve the environmental heritage of the City of Sydney	The proposed design and site layout carefully responds to the surrounding Waterloo HCA and heritage-listed Redfern Park and Oval, with significant views to and from the HCA and heritage items to be retained and no additional overshadowing resulted by the Proposal.	Yes
	objective (l): to protect, and to enhance the enjoyment of, the natural environment of the City of Sydney, its harbour setting and its recreation areas	The proposed development has an appropriate impact on the natural environment and the nearby recreational areas. Further, the apartments have been designed to maximise views to the north (to the Sydney CBD) and to the east (across Redfern Park), as well as maximising natural light and ventilation.	Yes
Section 4.3 'Height of buildings'	objective (a): to ensure the height of development is appropriate to the condition of the site and its context	Throughout the design process, it can be concluded that the overall development responds to the existing and future character of the area and fits within the site's surrounding context.	Yes
	objective (c): to promote the sharing of views outside Central Sydney	The proposed development has a minimal impact on views and has also been designed using height transitions.	Yes
Section 4.4 'Floor space ratio'	objective (c): to provide for an intensity of development that is commensurate with the capacity of existing and planned infrastructure	The proposed intensity of development was developed through a thorough design excellence and planning proposal process. The Planning Proposal was supported by a Community Infrastructure Study that outlined the existing social infrastructure available to service the development, and any demand for additional infrastructure generated by the development. The Study concluded that the proposal would be appropriately supported by the existing and future infrastructure in the area.	Yes
	objective (d): to ensure that new development reflects the desired character of the locality in which it is located and minimises adverse impacts on the amenity of that locality	The proposed overall development aligns with the 'Design Guide – 600-660 Elizabeth Street, Redfern' (The Guide) that provides detailed provisions to guide development at the site. Additionally, the development includes height transitions towards Phillip Street and does not overshadow Redfern Park and Oval.	Yes
Section 5.10 'Heritage conservation'	objective (b): to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views	The proposed development has an acceptable impact on the heritage items in the vicinity of the site. Further, the design and layout of the development sympathetically respond to the Redfern Park and Oval and the Waterloo HCA.	Yes

Section	Clause and provision	Assessment	Consistency
Section 6.21C 'Design excellence'	(b) whether the form and external appearance of the proposed development will improve the quality and amenity of the public domain	Design excellence will be addressed in detail as part of a detailed DA. However, key concepts such as the preservation of solar access to the Redfern Park and Oval has been retained for this outcome to be achieved.	Yes
	(c) whether the proposed development detrimentally impacts on view corridors	The proposal does not affect any identified significant view corridors	Yes
	(f) how the development addresses the following matters:	-	-
	(iii) any heritage issues and streetscape constraints	The proposed development does not trigger any significant heritage issues.	Yes
	(iv) the location of any tower proposed, having regard to the need to achieve an acceptable relationship with other towers, existing or proposed, on the same site or on neighbouring sites in terms of separation, setbacks, amenity and urban form	As can be seen in the urban design documentation, the proposal provides for adequate separation distances to retained buildings within the site and on adjoining sites and is of a sufficiently distinct form to be read as a separate entity. This mitigates the appearance of cumulative built bulk and scale compared to an alternative having lesser distances.	
	(v) the bulk, massing and modulation of buildings	The layout of the proposal provides greater opportunity to both accommodate the functional needs of a large community facility and affordable housing with reducing apparent bulk and scale compared to a more regular shaped footprint. In addition, the height transitions towards Phillip Street reduces further reduces the appearance of bulk and scale.	Yes
	(vi) street frontage heights	The proposal is setback from street frontages to the effect that it cannot be considered to have a street wall.	Yes
	(vii) environmental impacts, such as sustainable design, overshadowing and solar access, visual and acoustic privacy, noise, wind and reflectivity	The proposal has been designed to achieve a minimum 5 Star Green Star rating for each building, NABERS Energy 5.5 Star and NABERS Water 4.5 Star rating for commercial office space. The proposal does not create additional overshadowing to Redfern Park and Oval or the Walker Street Solar Compliance Plane between 9am and 3pm. It is also discussed in the EIS that the proposal has a negligible impact on visual and acoustic privacy, noise, wind and reflectivity.	Yes
	(x) the impact on, and any proposed improvements to, the public domain,	The proposed development includes site-wide landscaping and public domain works including: north-south and east-west pedestrian through-site link.	Yes

Section	Clause and provision	Assessment	Consistency
		• A gathering space located at the intersection of the two through-site link axes. • corner of Building S1 will provide for an informal gathering space. • Two (2) internalised courtyards are positioned within the insets of Buildings S2 and S3. • Communal open spaces located on the rooftops of Buildings S2, S3 and S4.	

7.3 Design Guide – 600-660 Elizabeth Street, Redfern

The Design Guide – 600-660 Elizabeth Street, Redfern applies to development at the site and is a matter for consideration for the consent authority under the SLEP2012.

While the Design Guide does not contain specific objectives or design criteria relating to visual impacts, the following are relevant to the VIA:

- Future character statement part (i):

a built form that responds to the lower scale of the buildings to the south, by stepping down in height towards Phillip Street

- Section 3.4 Height of Buildings, Objective (a):

Minimise the impact of height on the character of the surrounding areas

The proposed development, while having a considerable visual impact when viewed from certain vantagepoints within the site's visual catchment, is considered consistent with the above intended future character statement and objectives of the height of buildings guidance. In particular, the proposed built form steps down in height towards Phillip Street and Elizabeth Street, includes landscaping to soften the new buildings when viewed from the street, and is of a high-quality design subject to design excellence processes which will result in high visual amenity.

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

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

The incorporation of these mitigation measures has 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.

The following key features of the proposal that contribute to acceptable visual impacts include:

- Implementation of landscaping to soften the built form as proposed.
- Implementation of height transitions towards Phillip Street as proposed.
- Modulation and articulation of externally visible building elevations, potentially including delineation of each storey to reduce perception of height as proposed.

No mitigation measures are considered necessary to result in an acceptable visual impact for the proposal.

9.0 Conclusion

The proposal will have a considerable visual impact on the character of the existing visual environment. Nonetheless, visual impact is considered reasonable considering the needs of affordable housing, the proposal incorporates primary measures appropriate to a SSDA such that it seeks to avoid and minimise any potential significant adverse visual impacts and there is considerable opportunity to further develop and refine the proposal, in particular through the provision of height transitions towards Phillip Street and the Redfern Park and Oval, as part of the subsequent SSDA process to further mitigate visual impact.

The design of the proposed development has been subject to a design excellence process and will result in high viewing amenity. Further, the proposed development is consistent with the bulk, scale and density envisaged for the site in early strategic planning studies, namely the Planning Proposal relating to the site.

On this basis, and subject to the implementation of the features of the proposal that contribute to acceptable impacts outlined in this VIA, the proposal is assessed as having acceptable visual impact.

Appendix: Visual Impact Evidence