

27 January 2022

2210750

Ms Kiersten Fishburn  
Secretary  
Department of Planning, Industry and Environment  
4 Parramatta Square, 12 Darcy Street  
Parramatta NSW 2150

*Attention: Rodger Roppolo (Senior Planning Officer, Key Sites Assessments)*

Dear Rodger,

## **VIEW AND VISUAL IMPACT ASSESSMENT SUMMARY STATEMENT 1A, 1B and 1C Bridge Road, Glebe**

This View and Visual Impact Assessment (VVIA) Summary Statement has been prepared in support of SSD-8925 MOD 6 for the use of part of the existing Sydney Secondary College (SSC) car park as temporary site accommodation (site sheds and amenities) for a period of approximately two years to facilitate construction of the new Sydney Fish Markets. The proposed modification also involves the extension of the site boundary to include the portion of the school car park wherein the temporary site accommodation will be included.

Specifically, the applicant seeks approval for the construction of a steel gantry above the SSC car park. This includes a two-story shed complex on the gantry deck and a walkway bridge for direct access to the remainder of the site. The proposed walkway bridge will connect the site accommodation at SSC to future site accommodation within the existing site parameters, which will be constructed pursuant to State Environmental Planning Policy (Exempt and Complying Development Codes) 2008.

The purpose of this VVIA is to identify, describe, analyse and assess the acceptability of the likely visual impact of the proposed modification. This VVIA has been prepared by Ethos Urban on behalf of Multiplex (the applicant), as requested by the Department of Planning, Industry and Environment (Department), and should be read in conjunction with the existing View and Visual Impact Assessment prepared by Clouston Associates, dated 11 February 2020.

## **1.0 Site description**

### **1.1 Site location**

The site is located at 1A, 1B and 1C Bridge Road, at the head of Blackwattle Bay between the Pyrmont and Glebe peninsulas. It is situated less than 2km west of the Sydney CBD and is within the City of Sydney local government area (LGA). The site is bounded by Bridge Road to the south, Sydney Secondary College Blackwattle Bay Campus to the west, Blackwattle Bay to the north, and the existing Sydney Fish Market to the east.

An aerial image of the site is provided at **Figure 1** below. Notably, for the purposes of this modification application, the site boundary has been expanded to include the portion of the Sydney Secondary College Blackwattle Bay Campus that relates to the application, as illustrated in **Figure 1**.



**Figure 1 Site aerial**

Source: Nearmap and Ethos Urban

## 1.2 Surrounding context

The surrounding area comprises developments that vary in land use and architectural design and form. The surrounding development context is summarised below.

### North

To the immediate north, the site adjoins Blackwattle Bay. Further north of the site is the ANZAC Bridge and Glebe Island. To the north west of the site is the Glebe Rowing Club.

### East

Immediately east of the site is the existing Sydney Fish Market development. To the south east of the site are a number of residential flat building developments, located on Pyrmont Bridge Road, Wattle Street and Wattle Crescent.

### South

To the south of the site, on the opposite side of Bridge Road, are two residential apartment buildings comprising ground floor retail premises, the Kauri Foreshore Hotel, and Wentworth Park. Further south beyond the light rail line are the more established residential areas of Glebe.

### West

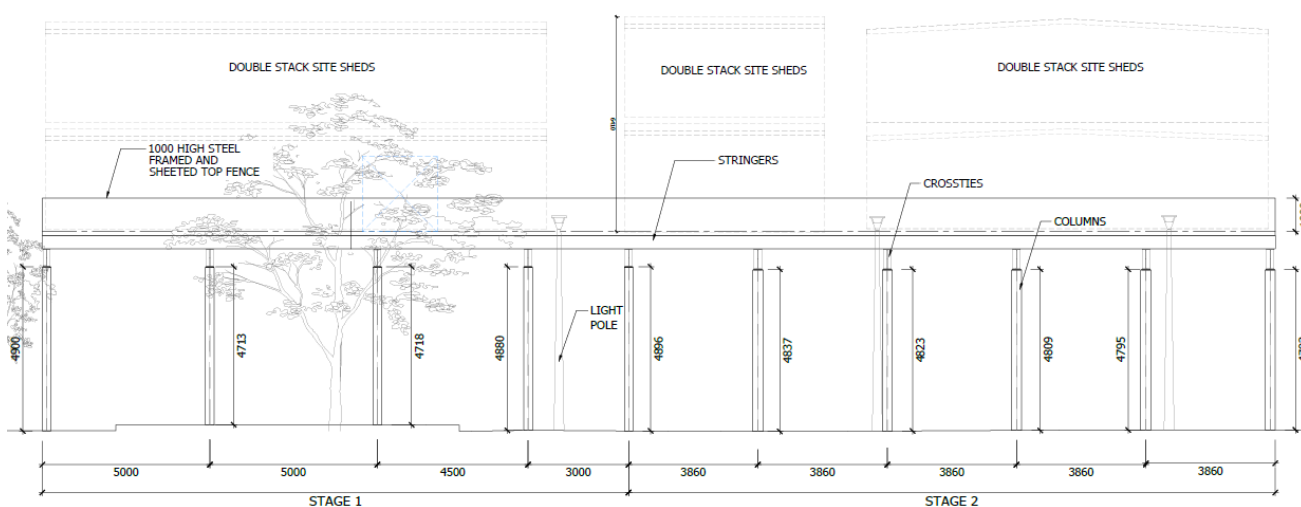
The immediate west of the site comprises the Sydney Secondary College Blackwattle Bay Campus. Further to the west are residential areas along the hillslopes of Glebe.

## 2.0 The proposal

The proposed modification involves:

- Temporarily extend the subject site to also compromise Part of Lot 3 DP 1018801 at the SSC car park.
- Seeks approval for the construction of a steel gantry above the SSC car park. This includes a two-story shed complex on the gantry deck and a walkway bridge for direct access to the remainder of the site. The proposed walkway bridge will connect the site accommodation at SSC to future site accommodation within the existing site parameters, which will be constructed pursuant to State Environmental Planning Policy (Exempt and Complying Development Codes) 2008.

An illustration of the proposed temporary site accommodation structure is shown in **Figure 2** below.



**Figure 2 Proposed temporary site accommodation structure**

Source: Alessi Consulting

### 3.0 Review of existing Visual and View Impact Assessment

The Visual and View Impact Assessment prepared by Clouston Associates to support the new Sydney Fish Market as part of SSD-8925 included an assessment of the development from 26 viewpoints. Following the public exhibition of this SSD, additional viewpoints were considered in the amended Visual and View Impact Assessment, in response to public submissions which raised concerns with the impact of the proposal on private views, therefore resulting in a total of 28 viewpoints. These viewpoints were selected based on the following:

- visual assessment policy guidance, namely the NSW Land and Environment Court planning principles;
- desktop mapping;
- in field evaluation undertaken;
- the SEARs for SSD-8925;
- State heritage register; and
- submissions received in relation to SSD-8925.

The existing Visual and View Impact Assessment included views that were selected included, in order of priority:

- views from the public domain (principally streets, parks and waterways)
- views of pedestrians and cyclists
- close and direct views
- views from transport (private and public)
- distant and filtered views.

It is noted that the view impacts associated with SSD-8925 were found to be acceptable by the Department. Specifically, in relation to visual and view impacts, the Department noted:

*‘Visual impacts, both public views and private views, are mitigated as the siting of the building is well considered and the eastern and western plaza areas provide vistas past the site to the harbour at key entry nodes. The Department also considers public views, visual impacts and the proposal’s relationship with the harbour is significantly improved compared to existing site conditions’.*

## 4.0 Methodology

Central to the assessment of visual impact undertaken in this VVIA Summary Statement are two main criteria, being sensitivity and magnitude. This VVIA Summary Statement adopts the meaning and method of sensitivity and change from the RMS Guideline for Landscape Character and Visual Impact Assessment Environment Impact Assessment Practice Note EIA – NO04. The following specific definitions have been used to determine the level of impact created by the proposed modified development, when compared to the existing approved setting:

- **Sensitivity:** refers to how sensitive the existing character of the setting is to the proposed nature of change.
- **Magnitude:** refers to the physical scale of the proposed modification, how distant it is and the contrast it presents to the existing condition.

### Sensitivity

Sensitivity is influenced by a number of factors. It is often important to identify not only what is happening at the viewpoint (e.g. use) but also what is being seen. Common influences of sensitivity include (refer to **Table 1**):

- distance from viewpoint (close, medium or long range);
- relative viewing level (level, below or above);
- number of viewers (few, moderate or many);
- use at the viewpoint (residential, business, recreation, industry, special use);
- purpose of being at the viewpoint (passing through such as a commuter or dwelling such as resident or a tourist);
- viewing period (short or long);
- dominant elements in the view (value and dominance of the valued feature); and
- view composition type (obstructed, general, focal or panoramic).

In particular, we give particular consideration to the value of the features in the view or the overall setting or context

In the case of Sydney, highly valued views are those of iconic landmarks that are representative of Sydney, including the Harbour and other major natural waterbodies, the Sydney Opera House and the Sydney Harbour Bridge. Based on the findings of scenic amenity studies, other values features include water, parks, other natural features, and visually interesting skylines such as that of the Sydney CBD, Parramatta or Chatswood.

**Table 1**      **Sensitivity**

Rating	Common influences
<b>High</b>	Close range, below, many viewers, residential or recreation, dwelling, long period, highly valued and dominant, focal or panoramic
<b>Moderate</b>	Medium range, level, moderate viewers, business or special use, passing through, short period, highly valued and not dominant, valued, general, focal or panoramic
<b>Low</b>	Long range, above, few viewers, industry, passing through, short period, valued and not dominant, not-valued, obstructed or general
<b>Negligible</b>	The proposal cannot be seen

### Magnitude

Considerations for magnitude include (refer to **Table 2**):

- the amount of new fabric visible compared to the existing situation, which may include a loss or addition;
- changes to the composition of the view;

- the prominence of the new fabric, or the extent to which its type, role, size, colour, materials and other elements are compatible with the existing view; and
- the ability of the view to absorb the change. For example, introduction of a new vertical element such as a tower into a context that is dominated by horizontal elements may limit the ability of the view to accommodate change. Conversely, background vegetation may significantly increase the ability of the view to accommodate change.

Visual impact assessment is highly subjective. The rating tools in this report only suggest a value. It is important to note that each assessment requires a balanced consideration of each factor and their interrelationship with each other.

**Table 2 Magnitude**

Rating	Common influences
<b>High</b>	Large amount of fabric added or lost, high change to view composition in particular with regard to focus of view, highly prominent in the field of view
<b>Moderate</b>	Moderate amount of fabric added or lost, moderate change to view composition, visible in the field of view but not prominent
<b>Low</b>	Limited amount of fabric added or lost, low change to view composition, visible in the field of view but not noticeable to the casual observer
<b>Negligible</b>	The proposal cannot be seen

### Visual impact matrix

Consistent with the judgement handed down in *Tenacity Consulting v Warringah* [2004] NSWLEC 140, the judgement handed down in *Rose Bay Marina Pty Limited v Woollahra Municipal Council and Anor* [2013] NSWLEC 1046 notes the importance of context specific, qualitative assessment:

- 'First, we observe that the analytic stage we propose does not mandate derivation of any formal assessment matrix. Consistency of evaluation of the acceptability of impacts on a public domain view is not a process of mathematical precision requiring an inevitable conclusion based on some fit in a matrix. However, some may find their preparation of a graduated matrix of assistance to them in undertaking an impact analysis'.

However, while acknowledging that context specific, qualitative assessment is key, the visual impact matrix shown in **Table 3** has been used to guide a more objective assessment and finding for this visual analysis.

**Table 3 Visual impact matrix**

		Magnitude			
		High	Moderate	Low	Negligible
Sensitivity	High	High	High – Moderate	Moderate	Negligible
	Moderate	High – Moderate	Moderate	Moderate – Low	Negligible
	Low	Moderate	Moderate – Low	Low	Negligible
	Negligible	Negligible	Negligible	Negligible	Negligible

### Viewpoints

The viewpoints utilised for the purpose of this VVIA Summary Statement are informed by:

- the 26 viewpoints included in the Visual and View Impact Statement prepared by Clouston Associates that supported SSD-8925;
- the additional two viewpoints that were considered following the public exhibition of the original application;
- the additional viewpoint that was requested by the Department in its request for information, dated 20 December 2021, relating to the subject modification application.

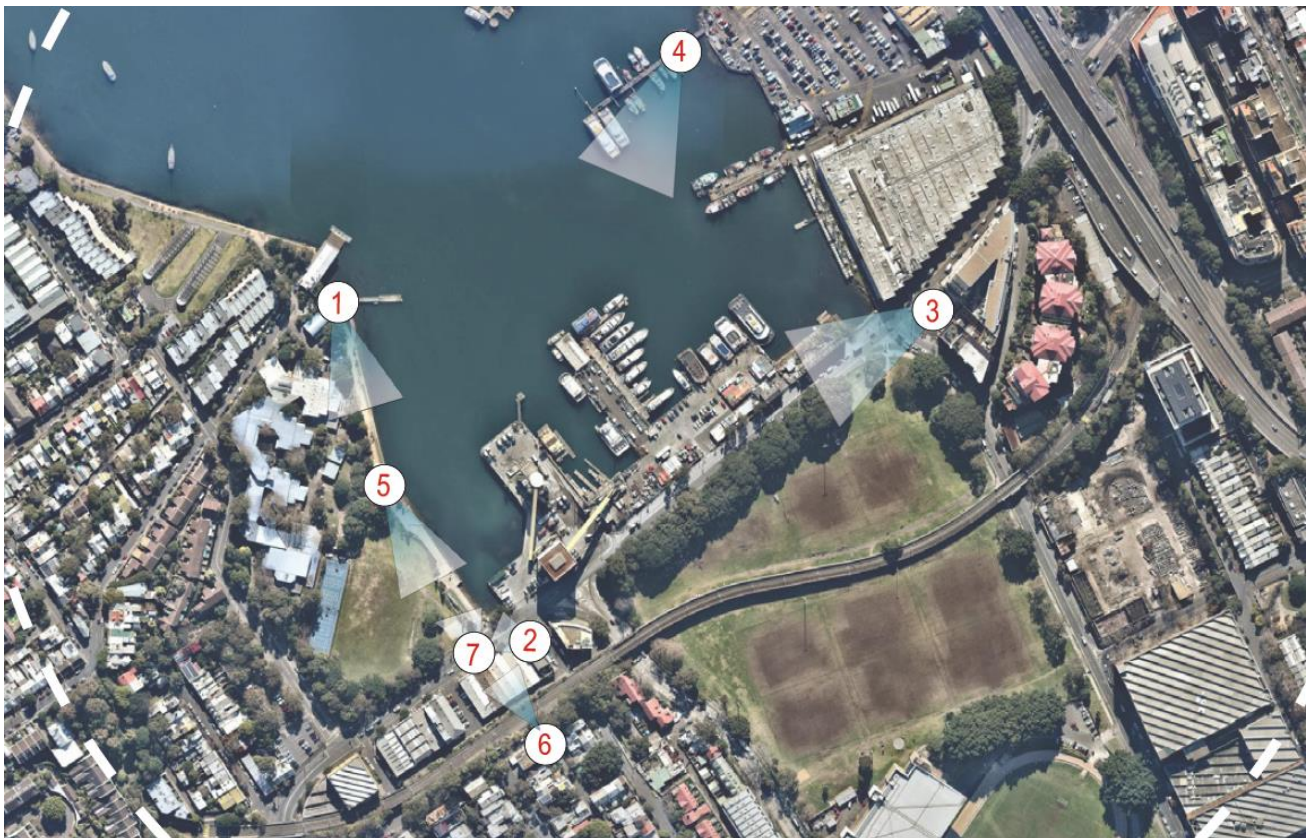


Of the 28 viewpoints considered for SSD-8925, only 6 (viewpoints 27 and 28 are considered as one viewpoint) are deemed to be relevant for the purposes of this modification, with these assessed in **Section 5.0** below. The remaining 21 viewpoints are unaffected by the minor scale of the proposed modification and its location to the west of the Sydney Fish Markets project. The original viewpoints that have been used include viewpoints 1, 2, 3, 4, 6 and 27/28. It is noted that these viewpoints have been slightly reorientated to face the proposed modified development. As noted above, an additional viewpoint has been requested to be included in the VVIA Summary Statement by the Department and is included as viewpoint 7.

Accordingly, the viewpoints are as follows:

- **Viewpoint 1:** Blackwattle Bay opposite Glebe Rowing Club, looking south.
- **Viewpoint 2:** Intersection of Bridge Road and Bellevue Street, looking north west.
- **Viewpoint 3:** Intersection of Bridge Road and Wattle Street, looking south west.
- **Viewpoint 4:** Fish Market car park, looking south west.
- **Viewpoint 5:** Blackwattle Bay Park, opposite Sydney Secondary College, looking south.
- **Viewpoint 6:** Living room balcony of apartment at 83 Darghan Street.
- **Viewpoint 7:** Bridge Road, opposite Sydney Secondary College car park, looking north.

**Figure 3** below identifies the location of all the abovementioned viewpoints.



**Figure 3** Location of viewpoints

Source: Clouston Associates edited by Ethos Urban

## 5.0 Visual impact assessment

This part of the VVIA identifies and describes the likely visual impacts and assesses these impacts against sensitivity and magnitude to determine their significance.

### 5.1 Viewpoint 1: Blackwattle Bay opposite Glebe Rowing Club



**Figure 4 Viewpoint 1**

Source: Google Street View

#### Sensitivity

Characteristic	Proposed Development Comment
Distance from site	Medium range (approximately 250m)
Relative viewing level	1.5m above ground level (approx.)
Number of viewers	Moderate
Use at the viewpoint	Public open space
Purpose of being at viewpoint	Walking or running along the foreshore
Viewing period	Short
Dominant elements	The view is a public open space area which includes some trees and a residential apartment building in the background to the proposed site accommodation.
View composition type	General
Overall rating	Low

#### Magnitude

Characteristic	Proposed Development Comment
Amount of fabric change	Low



Characteristic	Proposed Development Comment
<b>View composition change</b>	Low. The temporary site accommodation structures will sit in front of other existing buildings and structures already located in the background of this view. The proposal will not impact the sky that is visible from this viewpoint.
<b>Prominence</b>	Low. The temporary site accommodation will be noticeable, however it will not be prominent as it will sit below the horizon and in front of other buildings. Additionally, the nature of the temporary site accommodation will be compatible with the construction site hoarding and other structures that will be apparent during the temporary period that the Sydney Fish Markets development is being constructed.
<b>Overall rating</b>	Low

### Discussion

The magnitude of the proposed development is low. This is because the site accommodation will sit within an existing visual profile comprised of other existing buildings. Further, the structures will be temporary to help expedite the construction of the Sydney Fish Market development and therefore will conform with the adjacent construction site. As such, this minimises the magnitude of the view impact.

The sensitivity of this viewpoint is low given the use of this viewpoint and the users of the viewpoint. The overall visual impact of the proposal is considered to be low.

## 5.2 Viewpoint 2: Intersection of Bridge Road and Bellevue Street



**Figure 5** Viewpoint 2

Source: Virtual Ideas

### Sensitivity

Characteristic	Proposed Development Comment
Distance from site	Close range (approximately 40m)
Relative viewing level	1.5m above ground level (approx.)
Number of viewers	Moderate
Use at the viewpoint	Traffic/footpath
Purpose of being at viewpoint	Road users and pedestrians
Viewing period	Short
Dominant elements	The view is a fenced and hoarded area containing trees in the location of the development site and in the background
View composition type	General
Overall rating	Low

### Magnitude

Characteristic	Proposed Development Comment
Amount of fabric change	Low
View composition change	Moderate. The temporary site accommodation structures will temporarily obstruct views of some trees in the background of the development site. The proposal will slightly reduce the sky that is visible from this viewpoint.
Prominence	Low. The temporary site accommodation will be compatible with the construction site hoarding and other structures that will be apparent during the temporary period that the Sydney Fish Markets development is being constructed.
Overall rating	Low

### Discussion

The magnitude of the proposed development is low. This is due to the proposed site accommodation structures obstructing the view of trees that are currently visible from this viewpoint, as well as some sky. However, the view will only be impacted temporarily, and the nature of the temporary site accommodation structures is consistent with the hoarding and other structures that will be visible at the Sydney Fish Markets construction site, during the temporary period that the proposed site accommodation structures will be erected.

The sensitivity of this viewpoint is low given the use of this viewpoint and the users of the viewpoint. The overall visual impact of the proposal is considered to be low.

### 5.3 Viewpoint 3: Intersection of Bridge Road and Wattle Street



**Figure 6 Viewpoint 3**

Source: Virtual Ideas

#### Sensitivity

Characteristic	Proposed Development Comment
Distance from site	Long range (approximately 370m)
Relative viewing level	1.5m above ground level (approx.)
Number of viewers	Moderate
Use at the viewpoint	Traffic/footpath
Purpose of being at viewpoint	Road users and pedestrians
Viewing period	Short
Dominant elements	The view is a fenced and hoarded area that is barely visible considering the distance from the proposed temporary site accommodation location
View composition type	General
Overall rating	Low

#### Magnitude

Characteristic	Proposed Development Comment
Amount of fabric change	Low
View composition change	Low. The temporary site accommodation structures will temporarily obstruct some of the trees in the background of the development site, however this will be a minor impact considering the distance from this viewpoint to the site.



Characteristic	Proposed Development Comment
<b>Prominence</b>	Low. The temporary site accommodation will be compatible with the construction site hoarding and other structures that will be apparent during the temporary period that the Sydney Fish Markets development is being constructed.
<b>Overall rating</b>	Low

### Discussion

The magnitude of the proposed development is low. This is due to the distance of the viewpoint from the proposed site accommodation location. Further, the view will only be impacted temporarily, and the nature of the temporary site accommodation structures is consistent with the hoarding and other structures that will be visible at the Sydney Fish Markets construction site, during the temporary period that the proposed site accommodation structures will be erected.

The sensitivity of this viewpoint is low given the use of this viewpoint and the users of the viewpoint. The overall visual impact of the proposal is considered to be low.

## 5.4 Viewpoint 4: Fish Market car park



**Figure 7 Viewpoint 4**

Source: Google Street View

### Sensitivity

Characteristic	Proposed Development Comment
<b>Distance from site</b>	Long range (approximately 450m)
<b>Relative viewing level</b>	1.5m above ground level (approx.)
<b>Number of viewers</b>	Moderate
<b>Use at the viewpoint</b>	Car park
<b>Purpose of being at viewpoint</b>	Staff/patrons at the existing Sydney Fish Market development using the car park
<b>Viewing period</b>	Short
<b>Dominant elements</b>	The view includes cars parked in the car park. More notably it comprises boats and the harbour, which are the dominant elements
<b>View composition type</b>	Obstructed
<b>Overall rating</b>	Low



## Magnitude

Characteristic	Proposed Development Comment
Amount of fabric change	Low
View composition change	Low. The temporary site accommodation structures will be seen in the background and will not obstruct any key elements seen from this viewpoint.
Prominence	Low. The temporary site accommodation will be compatible with the construction site hoarding and other structures that will be apparent during the temporary period that the Sydney Fish Markets development is being constructed
Overall rating	Low

## Discussion

The magnitude of the proposed development is low. This is due to the distance of the viewpoint from the proposed site accommodation location. Further, the view will only be impacted temporarily, and the nature of the temporary site accommodation structures is consistent with the hoarding and other structures that will be visible at the Sydney Fish Markets construction site, during the temporary period that the proposed site accommodation structures will be erected.

The sensitivity of this viewpoint is low given the use of this viewpoint and the users of the viewpoint. The overall visual impact of the proposal is considered to be low.

### 5.5 Viewpoint 5: Blackwattle Bay Park, opposite Sydney Secondary College



**Figure 8** Viewpoint 5

Source: Virtual Ideas

### Sensitivity

Characteristic	Proposed Development Comment
Distance from site	Medium range (approximately 100m)
Relative viewing level	1.5m above ground level (approx.)
Number of viewers	Moderate
Use at the viewpoint	Public open space
Purpose of being at viewpoint	Walking or running along the foreshore
Viewing period	Short
Dominant elements	The view is dominated by the open space area constituting part of the Sydney Secondary College Blackwattle Bay Campus and other landscaped features including a number of trees. In the background of the site is a residential apartment building, on the opposite side of Bridge Road.
View composition type	General
Overall rating	Low

### Magnitude

Characteristic	Proposed Development Comment
Amount of fabric change	Low
View composition change	Moderate. The temporary site accommodation structures will temporarily obstruct some of the trees visible from this viewpoint. The proposal will also obstruct the view towards existing building in the background, albeit this is not a significant element of the view composition.
Prominence	Low. The temporary site accommodation will be compatible with the construction site hoarding and other structures that will be apparent during the temporary period that the Sydney Fish Markets development is being constructed
Overall rating	Low

### Discussion

The magnitude of the proposed development is low-moderate. This is due to the proposed site accommodation structures obstructing the view of trees that are currently visible from this viewpoint. However, the view will only be impacted temporarily, and the nature of the temporary site accommodation structures is consistent with the hoarding and other structures that will be visible at the Sydney Fish Markets site during the temporary period that the proposed site accommodation structures will be erected.

The sensitivity of this viewpoint is low given the use of this viewpoint and the users of the viewpoint. The overall visual impact of the proposal is considered to be low.

## 5.6 Viewpoint 6: Living room balcony of apartment at 83 Darghan Street



**Figure 9 Viewpoint 6**

Source: Virtual Ideas

### Sensitivity

Characteristic	Proposed Development Comment
Distance from site	Medium range (approximately 90m)
Relative viewing level	16.5m above ground level (approx.)
Number of viewers	Few
Use at the viewpoint	Residential apartment dwelling
Purpose of being at viewpoint	Private residence
Viewing period	Long
Dominant elements	The view contains the roofs of the developments lining the southern side of Bridge Road, trees, a green open space area, the harbour, the ANZAC Bridge, and a view of a large expanse of sky.
View composition type	General
Overall rating	Moderate

### Magnitude

Characteristic	Proposed Development Comment
Amount of fabric change	Low
View composition change	Low. The temporary site accommodation structures will temporarily obstruct some of the trees and green open space visible from the viewpoint. However, the remaining key elements comprising views of Blackwattle Bay, largely unobstructed



Characteristic	Proposed Development Comment
	views to the Anzac Bridge and Pyrmont will remain visible. The change will occur in the context of wider construction activity already occurring and approved as part of the development of the new Sydney Fish Market.
<b>Prominence</b>	Moderate. The temporary site accommodation will temporarily and partially obstruct the view to some of the public open space, however the main and most important elements of the view will remain visible and unobstructed. The temporary site accommodation will be compatible with the construction site hoarding and other structures that will be apparent during the temporary period that the Sydney Fish Markets development is being constructed
<b>Overall rating</b>	Low-Moderate

### Discussion

The magnitude of the proposed development is low-moderate. This is due to the proposed site accommodation only obstructing the view of some trees and green open space, with the other key elements remaining visible from this viewpoint. Additionally, the view will only be impacted temporarily, and the nature of the temporary site accommodation structures is consistent with the hoarding and other structures that will be visible at the Sydney Fish Markets Site during the temporary period that the proposed site accommodation structures will be erected.

The sensitivity of this viewpoint is moderate given the use of this viewpoint and the users of the viewpoint. The overall visual impact of the proposal is considered to be low.

### 5.7 Viewpoint 7: Bridge Road, opposite Sydney Secondary College car park, looking north



**Figure 10 Viewpoint 7**

Source: Virtual Ideas



### Sensitivity

Characteristic	Proposed Development Comment
Distance from site	Close range (approximately 20m)
Relative viewing level	1.5m above ground level (approx.)
Number of viewers	Moderate
Use at the viewpoint	Traffic/footpath
Purpose of being at viewpoint	Road users and pedestrians
Viewing period	Short
Dominant elements	The view contains trees, green open space, the boardwalk, the harbour, the ANZAC Bridge, and a view of a large expanse of sky.
View composition type	General
Overall rating	Moderate

### Magnitude

Characteristic	Proposed Development Comment
Amount of fabric change	Low
View composition change	Low. The temporary site accommodation structures will temporarily obstruct some of the trees, green open space and the boardwalk visible from the viewpoint. However, the remaining key elements comprising views of Blackwattle Bay, largely unobstructed views to the Anzac Bridge and Pyrmont will remain visible. The change will occur in the context of wider construction activity already occurring and approved as part of the development of the new Sydney Fish Market.
Prominence	Moderate. The temporary site accommodation will temporarily and partially obstruct the view to some of the public open space, however the main and most important elements of the view will remain largely visible and unobstructed. The temporary site accommodation will be compatible with the construction site hoarding and other structures that will be apparent during the temporary period that the Sydney Fish Markets development is being constructed.
Overall rating	Low-Moderate

### Discussion

The magnitude of the proposed development is low-moderate. This is due to the proposed site accommodation only obstructing the view of some trees and green open space, with the other key elements remaining visible from this viewpoint. Additionally, the view will only be impacted temporarily, and the nature of the temporary site accommodation structures is consistent with the hoarding and other structures that will be visible at the Sydney Fish Markets Site during the temporary period that the proposed site accommodation structures will be erected.

The sensitivity of this viewpoint is moderate given the use of this viewpoint and the users of the viewpoint. The overall visual impact of the proposal is considered to be low.

## 6.0 Conclusion

While the development of the proposed temporary site accommodation structures will result in some temporary visual and view impacts from key viewpoints, these are generally deemed to be low impacts. Further, the temporary nature of the proposed modification, and its compatibility with the adjacent construction site, renders the proposed view impact negligible. On this basis, it is considered that the proposed modification has an acceptable visual impact and as such can be supported on visual grounds.

Yours sincerely,



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