

SYDNEY FOOTBALL STADIUM REDEVELOPMENT

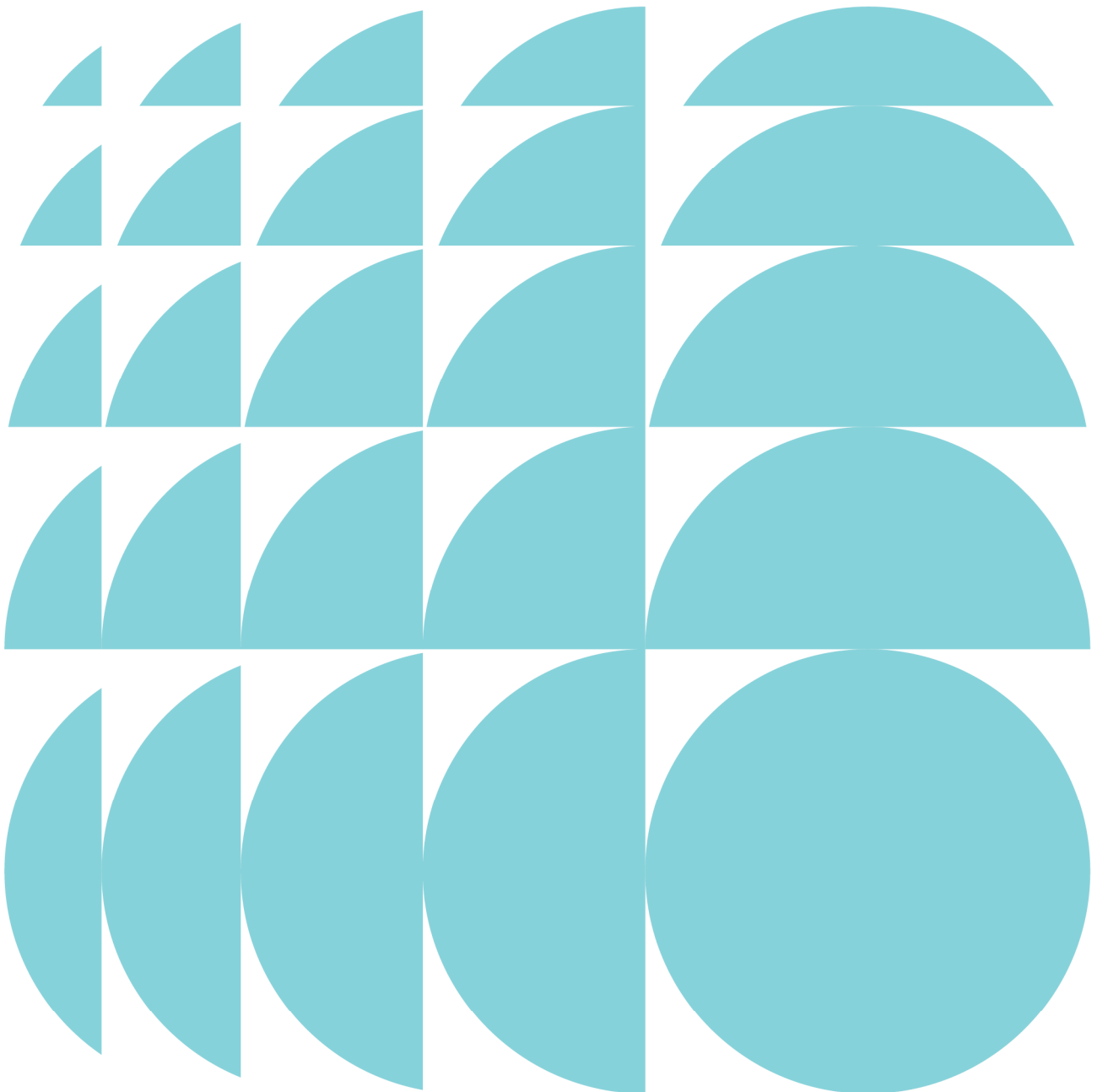
STATE SIGNIFICANT DEVELOPMENT APPLICATION

Concept Proposal and Stage 1 Demolition

SSDA 9249

APPENDIX H:

Visual Impact Assessment



CONTACT

Chris Bain	Associate Director	cbain@ethosurban.com	02 9956 6962
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This document has been prepared by:



Chris Bain June 2018

This document has been reviewed by:



Alexis Cella June 2018

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Final	June 2018	Chris Bain	Alexis Cella

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

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1.0 Executive Summary

This report is a visual impact assessment of the concept proposal for redevelopment of the Sydney Football Stadium (the proposal).

Together with the adjoining Sydney Cricket Ground, the Sydney Football Stadium is an integral part of the Moore Park sporting complex. Established in the 1880s, this complex has continually evolved to provide sporting venues first of metropolitan and then of international significance.

The last major evolution of the site in 1988 delivered the current stadium. Since this time, significant changes have occurred to the sporting landscape. To respond to these changes and to continue to deliver the economic and social benefits to the Sydney and NSW community from an internationally competitive stadium, comprehensive redevelopment is needed. Recognising the highly constrained and sensitive location, the proposal retains the same patron capacity however provides a different footprint and greater height. Recognising the potential for visual impact, the SEARS issued for the proposal require the preparation of this visual impact assessment.

Of particular note to this visual impact assessment are the limitations placed on design due to the outcomes a stadium of this nature must deliver, the stadium's role in delivering a public asset and its current status as a landmark within eastern Sydney. This provides a different frame of reference than more conventional visual impact assessments.

The site's visual catchment encompasses a large part of Sydney's inner eastern suburbs. The fundamental scenic character of this visual catchment is of an urban landscape within a natural setting. From some locations, this overall character is punctuated by views to iconic landscape features, in particular the Sydney CBD skyline. Mainly due to the complex interrelationship of topography, built form and landscape, the distance of the proposal from viewpoints where this character can best be appreciated and its emphasis on horizontality, this VIA has found that the proposal would have a low to medium visual effect on the existing visual catchment.

As the proposal is replacing an existing stadium, the focus of the assessment is on the scope of change being proposed. This involves the relocation of the stadium footprint further to the south and west and increased height.

It was found that the proposal does have an impact on close range views obtained from the SCG and a medium range view obtained from Oatley Road. However, this impact is considered acceptable considering the intent of planning instruments, the role and continual evolution of the Moore Park sporting complex for large scale, organised sporting events and the presence of mediating elements between the viewer and the proposal.

Of particular note, the most sensitive nearby public asset, which is Centennial Park, is not affected by the proposal. The proposal will also not visually detract from the broader Centennial Parklands pairing with the SCG to form a built backdrop floating above the crown of the existing Kippax Lake trees from highly utilised locations to the west.

On this basis, it is determined that overall, the proposal in its current form has an acceptable visual impact on a balance of relevant considerations.

2.0 Introduction

This report is a Visual Impact Assessment prepared to support a State Significant Development (SSD) Development Application (DA) for the redevelopment of the Sydney Football Stadium which is submitted to the Minister for Planning pursuant to Part 4 of the Environmental Planning and Assessment Act 1979 (EP&A Act). A staged approach to the planning applications is proposed which includes:

- Stage 1 – Concept Proposal for the stadium envelope and supporting retail and functional uses as well as development consent for the carrying out of early works, including demolition of the existing facility and associated structures.
- Stage 2 – detailed design, construction and operation of the stadium and supporting business, retail and functional uses.

This report relates to the Stage 1 Concept DA and detailed Early Works package.

Infrastructure NSW is the Proponent for the Stage 1 planning application.

3.0 Background

The Sydney Football Stadium (SFS) is a significant component of the sports facilities that comprise the Sydney Cricket and Sports Ground (SC&SG). Completed in 1988, the SFS has hosted numerous sporting events in its 30 years of operation for a number of sporting codes including football (soccer), rugby league and rugby union as well as occasional music concerts.

In 2012, the NSW Government announced the NSW Stadia Strategy 2012 which provided a vision for the future of stadia within NSW, prioritising investment to achieve the optimal mix of venues to meet community needs and to ensure a vibrant sports and event environment in NSW. A key component of the strategy included development of master plans for Tier 1 stadia and their precincts covering transport, integrated ticketing, spectator experience, facilities for players, media, corporate and restaurant and provision for entertainment. SFS is one of three Tier 1 stadia within NSW, the others being Stadium Australia (Olympic Park) and the Sydney Cricket Ground.

In order to qualify for Tier 1 status, a stadium is required to include:

- Seating capacity greater than 40,000;
- Regularly host international sporting events;
- Offer extensive corporate facilities, including suites, open-air corporate boxes and other function/dining facilities; and
- Be the home ground for sporting teams playing in national competitions.

Following release of the NSW Stadia Strategy, the Sydney Cricket and Sports Ground Trust (SCSGT) undertook master planning culminating in the 2015 Preliminary SCG Master Plan. This master plan defines the context for future redevelopment of the SCG, SFS and related sports infrastructure to ensure that the precinct continues to meet the needs and expectations of visitors and tenants into the future.

In a competitive national landscape, the existing Allianz Stadium (SFS) is now facing serious commercial and operational challenges to remain relevant and competitive. The SFS was constructed many years ago and therefore it fails to meet certain criteria for modern Tier 1 stadiums. The stadium has aged poorly and fails to meet expectations with regards to patron experience, crowd management, safety/security, accessibility, facilities for core tenants, operational efficiency, premium hospitality and food/beverage offerings and media requirements.

On 24 November 2017, the NSW Premier announced the redevelopment of the SFS into a world-class stadium with up to 45,000 seats. The redevelopment will include demolition of the existing facility and replacement with a modern, globally competitive stadium that achieves the requirements for a Tier 1 stadium to meet future requirements. Redevelopment of the SFS will assist in supporting the realisation of the Master Plan principles to:

- Create a flexible venue suitable for sports, e-sports and major events alike;
- Include technology for the future;
- Create a venue for the growth of men's and women's elite sport, as well as the ability to adapt to new sports and the rise of e-sports;
- Create a publicly accessible entertainment and recreational facility;
- Create a stadium integrated with its surrounds including Centennial and Moore Parks and the surrounding residential and business areas; and
- Create a sustainable future.

The SEARS issued by the Department of Planning and Environment require:

- "A view analysis to the site from key vantage points and streetscape locations (photomontages or perspectives should be provided showing the building envelope and likely future development),
- View Analysis / Photomontages, including from public vantage points:

This visual impact assessment addresses these requirements.

4.0 Site Description

The site is located at 40-44 Driver Avenue, Moore Park within the Sydney Cricket Ground Precinct. It is bound by Moore Park Road to the north, Paddington Lane to the east, the existing SCG stadium to the south and Driver Avenue to the west. The site is located within the City of Sydney local government area.

The site is legally described as Lots 1528 and 1530 in Deposited Plan 752011 and Lot 1 in Deposited Plan 205794. The site is Crown Land, with the SCSGT designated as the sole trustee under the Sydney Cricket and Sports Ground Act 1978. The site is wholly contained within designated land controlled by the Sydney SCSGT under Schedule 2A of the Sydney Cricket and Sports Ground Act 1978.

In a broader context, the site is largely surrounded by Centennial and Moore Parks, the Fox Studios and Entertainment Quarter precincts and the residential suburb of Paddington. Located approximately 3km from the Sydney CBD and approximately 2km from Central Station, the site is connected to Sydney's transport network through existing bus routes and will benefit from a dedicated stop on the soon to be completed Sydney CBD and South East Light Rail.

The locational context of the Site is shown in Figure 1, whilst the site boundaries and existing site features are shown in Figure 2.



Figure 1 Regional site context

Source: Infrastructure NSW

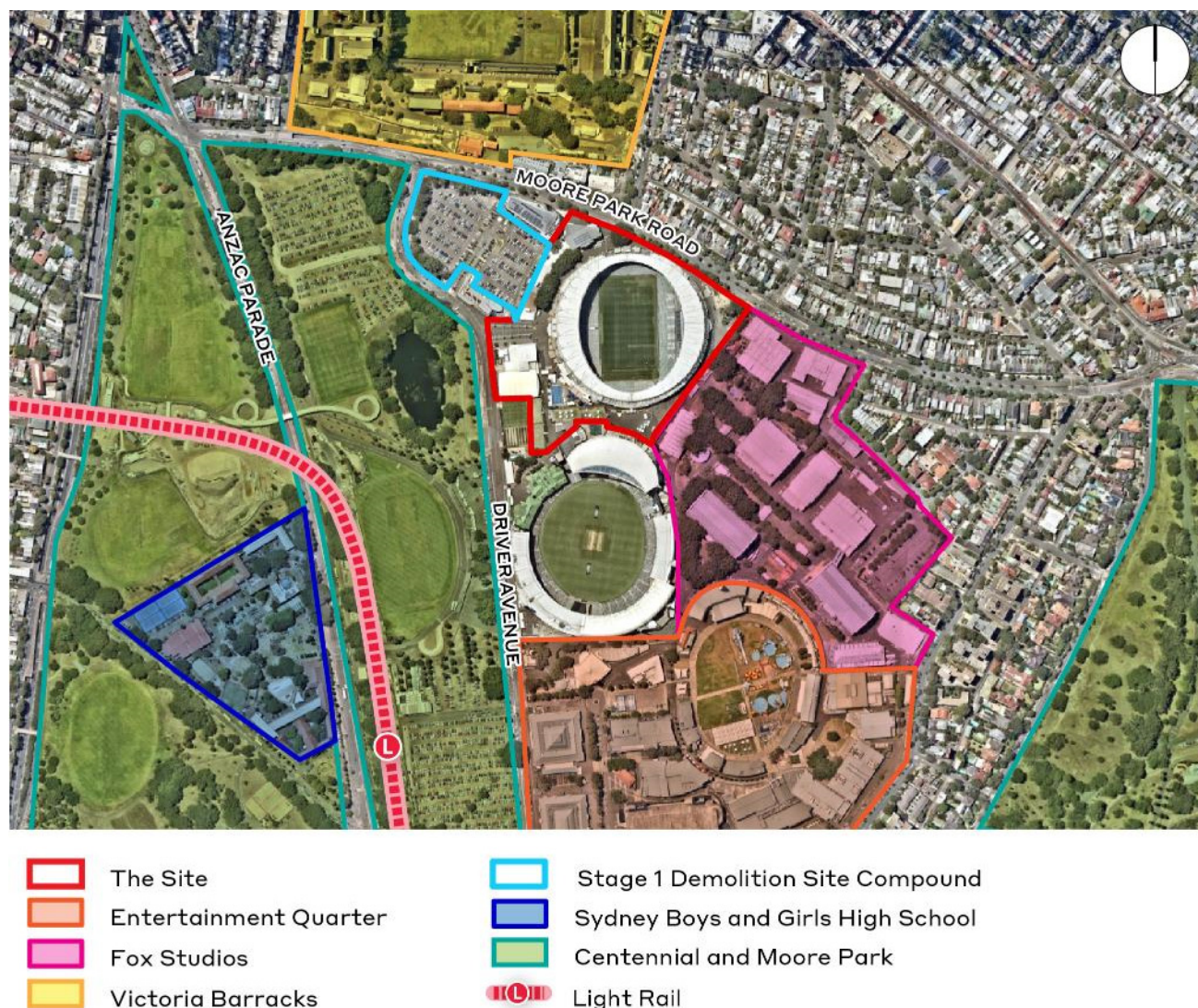


Figure 2 Site area and local context

Source: infrastructure NSW

5.0 Overview of Proposed Development

The SFS Redevelopment Stage 1 application includes a Concept Proposal and Early Works package.

The Concept Proposal comprises:

- A new stadium with up to 45,000 season the site of the existing stadium including:
 - – New facilities for general admission;
 - – New playing pitch;
 - – Hospitality facilities; and
 - – Ancillary food and beverage and entertainment facilities
- New basement with service vehicular access for servicing and bump-in/bump-out.
- New public domain works surrounding the stadium, building on the venue's unique parkland setting.
- Urban Design and Public Domain Guidelines.
- Signage strategy.

Indicative concept building envelope plans are included within the Environmental Impact Statement for the project. These plans outline the extent of the proposed stadium building envelope and surrounding public domain to be included in the Stage 1 planning application.

From a capacity, operational and mix-of-use perspective, the new stadium will be consistent with the existing Allianz Stadium.

The Stage 1 Early Works comprises:

- Site establishment, including erection of site protection fencing and temporary relocation of facilities;
- Decommissioning and demolition of the existing stadium and associated structures including the existing Sheridan, Roosters and Waratahs buildings and the administration building of Cricket NSW to ground level and 'make safe' of the site;
- Use of the existing Moore Park 1 (MP1) car park for construction staging; and
- Make good of the site suitable for construction of the new stadium (subject to separate Stage 2 application).

The SFS Redevelopment will create a new stadium with up to 45,000 seats through a range of seating styles and corporate facilities. The stadium will include state of the art technology with digital screens throughout to improve the fan experience. Sightlines will be improved and facilities including catering, amenities and accessibility will be designed to service future needs, creating a world-class customer experience befitting a global city such as Sydney.

6.0 Methodology

There is currently no universally agreed method of undertaking VIA in NSW. Therefore, the methodology used to inform this VIA is based on established NSW practices and national and international policy. These include:

Broad

- Visual Management System, United States Department of Agriculture Forest Service, 1974
- Guidance for Landscape and Visual Impact Assessment, United Kingdom Landscape Institute and the Institute of Environmental Management & Assessment, 2005

Specific

- Planning principles for Impact on public domain views set down by the Land and Environment Court in *Rose Bay Marina Pty Limited v Woollahra Municipal Council and Anor* [2013]
- Planning principles for views - general principles, in particular view sharing in the private domain, set down by the Land and Environment Court in *Tenacity Consulting v Warringah Council* [2004]
- Implementation Guideline No. 8: Identifying and protecting scenic amenity values, Queensland Government, 2008
- Planning Practice Note 43: Understanding Neighbourhood Character, Victorian Department of Environment, Land, Water and Planning, 2015.

The methodology has also been influenced by set of considerations typically required by the Department of Planning and Environment in setting SEARS for State Significant Development.

The methodology for the preparation of the photomontages has been prepared in accordance with the Land and Environment Court Policy on this matter (refer to **Appendix 1**).

The core methodology follows six key steps:

1. **visual character** – what is the character of proposals visual catchment

2. **planning framework** – identification of relevant planning instruments against which visual impact is to be assessed
3. **visual effect** – assessment of the nature and scale of the proposal on the existing visual catchment
4. **visual impact** – assessment of the impact of the visual effect following application of other, relevant considerations
5. **acceptability of visual impact** – assessment of the visual impact against the planning framework
6. **mitigation** – what measures are needed to ensure acceptability of impact
7. **recommendation** – can the proposal be supported in its current form based on a balance of considerations relevant to visual impact.

Based on the findings of this core methodology, a determination is then made as to whether the proposal can be supported in its current form from a visual impact perspective, and if so, whether any elements are critical to ensure its continued acceptability as it evolves from concept to detail design and development.

More specifically, the methodology comprises the following steps.

6.1 Visual Character Assessment

Visual character is formed by patterns created by the relationship of all elements within an area, including both the public and private domain. the combination of the public and private realms (Victorian Department of Environment, Land, Water and Planning, 2015). The visual character of the study area was identified through the background literature review, desktop analysis and ground-truthing on site.

Urban landscape analysis plans mapped the following component layers of the cityscape in the broader study area, and were analysed to determine the influence of each element on views within the study area:

- Geology, geomorphology and topography
- Land use
- Built form
- Transport network
- Vegetation cover
- Open space and recreational networks
- Historical and cultural features
- Community and tourist facilities.

The above mapping identified land that, theoretically, is susceptible to the visual effects of the proposal, described as the Primary Visual Catchment. A site survey was conducted on the 12th of April 2018 to ground-truth the extent of this mapping. Within the area of visibility, typical views that are afforded and influenced by the above factors were identified. Visual receptors were also identified within the primary visual catchment, representing clusters of people or places that will be visually affected by estimated changes. Visual receptors can include people who live or work in the area, people travelling through or by, people visiting promoted landscapes or attractions, and people engaged in recreation of various types.

Potential places of visual significance in terms of natural, cultural or scenic value were identified and described in terms of the nature and frequency of views from that location.

6.1.1 Viewpoint Selection

Viewpoints selected to be used in this assessment were informed by a combination of visual catchment analysis and desktop analysis of publicly accessible land including transport routes, recreational areas, sensitive residential interfaces, and popular vantage points. Fieldwork was conducted throughout the primary visual catchment and beyond to verify the potential viewpoint locations and visual character of the study area.

The viewpoints associated with each visual receptor were identified and categorised in terms of whether they are representative of a number of similar views (representative), specific viewpoints at key or promoted viewing locations (specific), or viewpoints that will demonstrate a particular effect or issue relating to the site or proposal (illustrative).

Each viewpoint was then assessed in terms of their sensitivity, with the following considered to identify the high, medium and low sensitivity receptors:

- Number of people likely to be affected
- Social and cultural value of receptor
- Visual characteristics of the existing views (nature of view, composition, foci and scale).

The viewpoints to be used in this assessment were selected to form a representative sample of the range of typical views (section 8.6) and visual receptors (section 8.7) with priority given to the more sensitive viewpoints.

7.0 Planning framework

The main planning instruments guiding consideration of visual impact relevant to the site and the proposal are as follows:

Strategic plans

- Regional Strategic Plan
 - a Metropolis of Three Cities - the Greater Sydney Region Plan
- District Strategic Plan
 - The Eastern District Plan

Environmental planning instruments

- – State Environmental Planning Policy
 - State Environmental Planning Policy No 47—Moore Park Showground
- Local Environmental Plan
 - Sydney Local Environmental Plan 2012

Other

- Development Control Plans
 - Sydney Development Control Plan 2012
- Centennial Park Master Plan 2040
- Moore Park Master Plan 2040
- Queens Park Master Plan
- Centennial Parklands Conservation Management Plan
- Centennial Parklands Tree Management Plan

Land and Environment Court material

- Land and Environment Court Planning Principles
- Land and Environment Policies.

Under clause 11 of State Environmental Planning Policy (State and Regional Development) 2011, development control plans do not apply to the proposal. However, in the interests of comprehensive planning assessment, due consideration has been given to the City of Sydney DCP 2012.

The relationship between environmental planning instruments is also of note. Reflecting the penultimate nature of SEPPs in the NSW planning assessment framework, under clause 4 of State Environmental Planning Policy No 47—Moore Park Showground, in the event of an inconsistency between this SEPP and another environmental planning instrument, this SEPP prevails to the extent of the inconsistency.

7.1 Strategic plans

7.1.1 A Metropolis of Three Cities - the Greater Sydney Region Plan

Visual considerations in urban areas is addressed in A Metropolis of Three Cities - the Greater Sydney Region Plan (the Region Plan) through Objective 28:

- Scenic and cultural landscapes are protected.

This objective is supported by two strategies:

- Strategy 28.1: Identify and protect scenic and cultural landscapes
- Strategy 28.2: Enhance and protect views of scenic and cultural landscapes from the public realm.

The Region Plan further elaborates as follows:

In the Eastern Harbour City enhanced views of Sydney Harbour will come with renewal projects such as The Bays Precinct. Renewal across the Eastern Harbour City can protect and maintain views to the scenic foreshore areas from public spaces and enhance the skylines of the Harbour CBD and strategic centres.

While the focus of this is on views achieved through renewal, it does identify views to Sydney Harbour, including foreshore areas, and the skylines of the Harbour CBD (Sydney CBD and North Sydney CBD) and strategic centres (eg Bondi Junction) as being important. The Centennial Parklands, comprising Centennial Park, Moore Park and Queens Park, are listed on the NSW State Heritage Register, with strong reference to it as a valuable cultural landscape.

7.1.2 The Eastern District Plan

The Eastern District Plan (the District Plan) contains the same objective and supporting strategies for visual considerations in urban areas as the Region Plan.

Key supporting parts of the plan provide further detail:

- The District's urban landscapes sit within this natural setting and contribute to the diversity of the District's scenic value. The unique built form of locations such as the Sydney Opera House, the Rocks and Sydney Harbour Bridge further add to this setting
- The Sydney City skyline (including the Sydney Opera House and the Sydney Harbour Bridge) is an iconic urban landscape and can be viewed from many areas of Greater Sydney.

7.2 Environmental planning instruments

7.2.1 State Environmental Planning Policy No 47—Moore Park Showground

The primary intent of State Environmental Planning Policy No 47—Moore Park Showground (the SEPP) as expressed through its aims is to facilitate redevelopment of the Moore Park Showground, which is located to the south of the site, for film, television, video and related development. Other matters include retaining community and equestrian uses and considering heritage. Given that the SEPP focusses on the Moore Park Showground, it is not of high relevance to the Sydney Football Stadium. Nonetheless, the SEPP does include the site within its

boundaries, and it therefore should be considered. The SEPP requires that consideration be given to a range of factors (to the extent the consent authority considers them relevant), including:

- (c) the height, scale and bulk of the development and whether the development maintains the original road layout and vistas
- (i) the impact of the development on the amenity of the adjoining residential areas
- (k) how the proposed development would affect the heritage significance of the site and any relic known or reasonably likely to be located at the site.

7.2.2 Sydney Local Environmental Plan 2012

The Sydney Local Environmental Plan 2012 (the LEP) addresses views in a number of parts. These are focussed on the design of development to address view sharing, view corridors and heritage. In order to properly construe the provisions, it should be noted that the LEP does not set a maximum height for the site. The relevant parts are as follows:

Clause 4.3 Height of buildings

- (1) The objectives of this clause are as follows:
 - (c) to promote the sharing of views

5.10 Heritage conservation

- (1) Objectives The objectives of this clause are as follows:
 - (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views

6.21 Design excellence

- (4) In considering whether development to which this clause applies exhibits design excellence, the consent authority must have regard to the following matters:
 - (c) whether the proposed development detrimentally impacts on view corridors

7.3 Other

7.3.1 Sydney Development Control Plan 2012

The Sydney Development Control Plan 2012 (the DCP) addressed views in both general and specific ways.

General view considerations are addressed in section 3 as follows:

- 3.2.1.2 Public views
 - (1) Buildings are not to impede views from the public domain to highly utilised public places, parks, Sydney Harbour, Alexandra Canal, heritage buildings and monuments including public statues, sculptures and art.
 - (2) Development is to improve public views to parks, Sydney Harbour, Alexandra Canal, heritage buildings and monuments by using buildings to frame views. Low level views of the sky along streets and from locations in parks are to be maintained.
- 3.9.6 Heritage conservation areas
 - (1) Development within a heritage conservation area is to be compatible with the surrounding built form and urban pattern by addressing the heritage conservation area statement of significance and responding sympathetically to:

- (a) topography and landscape
- (b) views to and from the site.

Specific view considerations are outlined in Section 5 Specific areas and section 2 Locality statements.

Section 5 Specific areas

- Views
 - (1) New development is to protect the views (refer to Figure 5.130 View Corridors from Sydney Park) to the following locations:
 - (a) the eastern and western knoll in Sydney Park to the City skyline
 - (b) the King Street ridgeline
 - (c) the saw tooth roofline of the Eveleigh Rail Sheds towards the railway
 - clock at Central Station; and
 - (d) district views towards the eastern suburbs.

Section 2 Locality statements

The site is located adjacent to two localities, being South Paddington and Selwyn Street, and is proximate to two others, being Centennial Park and Furber Road, that have development guidance in the DCP. The DCP contains guidance for development in the precincts only, and does not refer to external areas such as the site.

7.3.2 Centennial Park Master Plan 2040

Centennial Park is located to east of the site. It has a distinct character, is sensitive to change and is, highly used valued. The Centennial Park Master Plan 2040 (the Master Plan) provides a series of principles to guide the future use and management of the park. Principles 5.1.1 – a park that endures states that:

- By preserving the existing vistas and unique landscape precincts within the Park, the Master Plan will ensure the character of the Park remains unchanged, and its unique position as a peaceful oasis within the city endures.

The Master Plan also acknowledge panoramic views that can be obtained from the Reservoir Field at the northern Oxford Street perimeter of the park. These views are to the south across the southern suburbs to Botany Bay.

While relating to development within the park, due to the highly sensitive nature of the park, development such as that on the site that has the potential to affect the visual character of the park should have regard to these provisions.

7.3.3 Moore Park Master Plan 2040

Moore Park is located to the west of the site. The Moore Park Master Plan 2040 identifies panoramic views from Mt Steel towards the Sydney CBD skyline as being of importance.

7.3.4 Centennial Parklands Conservation Management Plan

Conserve the significance of the Parklands, including functional relationships, spaces, vistas and fabric.

The Centennial Parklands Conservation Management Plan (the Plan) identifies that the location and relatively low-lying topography of Centennial Parklands limits the potential for views. Nonetheless, it does note that a few elevated areas such as Mt Steele, the Queens Park cliffs and Reservoir No. 2 could incorporate key viewing areas to enhance significant visual links between Trust lands and Botany Bay, the Blue Mountains, the City and the surrounding heritage conservation areas.

7.3.5 Queens Park Master Plan

The Queens Park Master Plan identifies that views are a very important issue for residents and the character of the park. It notes that views can be obtained from locations along Darley Road and the intersection of Darley Road and Carrington Road, and that potentially trees may be removed and restriction placed on new plantings to retain views.

7.3.6 Centennial Parklands Tree Management Plan

Tree, spaces, vistas & edges analysis undertaken for the Centennial Parklands Tree Management Plan identifies views from Anzac Parade to the SCG as being an essential view / vista.

7.4 Land and Environment Court Planning Principles

7.4.1 Tenacity Consulting v Warringah Council [2004]

This case set principles for view sharing. While no one has the absolute right to a view from a private property in NSW, the layout and design of development should as far as be practicable and reasonable factor in existing views from other properties. This Planning Principle establishes a four-step assessment to assist in deciding whether view sharing is reasonable:

1. Step 1: assessment of views to be affected
2. Step 2: consider from what part of the property the views are obtained
3. Step 3: assess the extent of the impact
4. Step 4: assess the reasonableness of the proposal that is causing the impact.

Key considerations include:

Step 1: assessment of views to be affected

- A hierarchy of views are developed. Water views are valued more highly than land views. Iconic views (eg of the Opera House, the Harbour Bridge or North Head) are valued more highly than views without icons. Whole views are valued more highly than partial views, eg a water view in which the interface between land and water is visible is more valuable than one in which it is obscured.

Step 2: consider from what part of the property the views are obtained

- consideration from what part of the property the views are obtained. For example the protection of views across side boundaries is more difficult than the protection of views from front and rear boundaries. In addition, whether the view is enjoyed from a standing or sitting position may also be relevant. Sitting views are more difficult to protect than standing views. The expectation to retain side views and sitting views is often unrealistic.

Step 3: assess the extent of the impact Assessment of the extent of the impact

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

Step 4: assess the reasonableness of the proposal that is causing the impact.

- A development that complies with all planning controls would be considered more reasonable than one that breaches them. Where an impact on views arises as a result of non-compliance with one or more planning controls, even a moderate impact may be considered unreasonable. With a complying proposal, the question should be asked whether a more skilful design could provide the applicant with the same development potential and amenity and reduce the impact on the views of neighbours. If the answer to that question is no,

then the view impact of a complying development would probably be considered acceptable and the view sharing reasonable.

7.4.2 Rose Bay Marina Pty Limited v Woollahra Municipal Council and Anor [[2013]

The planning principle for public domain views adopted in Rose Bay Marina involves a two stage inquiry: the first factual, followed by a second, analytical.

Stage 1 – Investigation

The first stage involves several steps. Initially, the task is to identify the nature and scope of the existing views from the public domain, which should include considerations relating to:

- the nature and extent of any existing obstruction of the view;
- relevant elements of the view;
- what might not be in the view;
- whether the change permanent or temporary;
- what might be the curtilages of important elements within the view.

The second step is to identify the locations in the public domain from which the potentially interrupted view is enjoyed.

The third step is to identify the extent of the obstruction at each relevant location. In this regard, the Court said that the impact on appreciation of a public domain view should not be subject to any eye height constraint.

The fourth step is to identify the intensity of public use of those locations where that enjoyment will be obscured, in whole or in part, by the proposed private development.

The final step is to inquire whether or not there is any document that identifies the importance of the view to be assessed (such as heritage recognition) or where the applicable planning regime promotes or specifically requires the retention or protection of public domain views.

Stage 2 – Analysis

The Court said the analysis required of a particular development proposal's public domain view impact is both quantitative as well as qualitative, but 'this is not a process of mathematical precision requiring an inevitable conclusion based on some fit in a matrix'.

Planning controls or policies for the maintenance or protection of public domain views can create a presumption against the approval of a development with an adverse impact on a public domain view. This being so, the document must be properly considered and the legal status of the document is relevant in this regard.

In the absence of such planning controls or policies, the Court said 'the fundamental quantitative question is whether the view that will remain after the development (if permitted) is still sufficient to understand and appreciate the nature of and attractive or significant elements within the presently unobstructed or partially obstructed view.' Interestingly in this regard, the Court said that sometimes it may be essential to preserve partially obstructed views from further obstruction whereas in other cases this may be 'mere tokenism'.

The qualitative evaluation requires an assessment of the aesthetic and other elements of the view, and the outcome of this process 'will necessarily be subjective'. The framework for how the assessment is undertaken must be clearly articulated including clearly setting out the factors/considerations to be taken into account and the weight attached to them.

The relevant factors articulated by the Court included the following:

- a high value is to be placed on 'iconic views'

- a completely unobstructed view has value
- whether any significance attached to the view is likely to be altered, and if so, who or what organisation has attributed that significance and why they have done so
- whether the present view is regarded as desirable and whether the change makes it less so and why
- whether any change to whether the view is a static or dynamic one should be regarded as positive or negative and why
- if the view attracts the public to specific locations, why and how that attraction is likely to be impacted
- whether any present obstruction of the view is so extensive as to render preservation of the existing view merely tokenistic
- on the other hand, if the present obstruction of the view is extensive, whether the remainder warrants preservation
- does the insertion of some new element into the view by the proposed development alter the nature of the present view?

7.4.3 Land and Environment Photomontage Policy

The Land and Environment Court has established a policy that guides the preparation and use of photomontages. The key requirements are that the photomontage represent as closely as possible a view as seen from the human eye. To this effect, photomontages should be prepared with input from surveyors, use of wireframe lines and camera type and field of view of the lens. The photomontages prepared for this visual impact assessment comply with this policy.

7.5 Summary of relevant planning framework considerations

Table 1 summarises relevant planning framework considerations.

Table 1 Summary of planning framework considerations

Planning instrument	Requirement
Criteria 1: Scenic and cultural landscapes	
<ul style="list-style-type: none"> - A Metropolis of Three Cities - the Greater Sydney Region Plan - The Eastern District Plan 	Identify and protect scenic and cultural landscapes. The District Plan identifies that the Eastern Districts urban landscapes sit within a natural setting. While cultural landscapes are not specifically identified, due to its listing on the NSW State Heritage Register, the Centennial Parklands can be regarded as a cultural landscape to be protected
<ul style="list-style-type: none"> - A Metropolis of Three Cities - the Greater Sydney Region Plan - The Eastern District Plan 	Enhance and protect views of scenic and cultural landscapes from the public realm. For this project, this means retaining an urban landscape within a natural setting, and enhancing and protecting views of the Centennial Parklands and the Sydney CBD skyline
<ul style="list-style-type: none"> - Centennial Park Master Plan 2040 	The character of the Park remains unchanged by preserving the existing vistas and unique landscape precincts within the Park
Criteria 2: Height, scale and bulk	

Planning instrument	Requirement
State Environmental Planning Policy No 47—Moore Park Showground	As are in the consent authority's opinion of relevance to the development, consider height, scale and bulk of the development
Criteria 3: Heritage	
State Environmental Planning Policy No 47—Moore Park Showground	As are in the consent authority's opinion of relevance to the development, consider whether development maintains the original road layout and vistas
Sydney Local Environmental Plan 2012	To conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views
Sydney Development Control Plan 2012	Development within a heritage conservation area is to be compatible with the surrounding built form and urban pattern by addressing the heritage conservation area statement of significance and responding sympathetically to views to and from the site
Criteria 4: Amenity	
SEARS	Include a preliminary assessment demonstrating how the concept proposal and future design requirements will achieve a high level of environmental amenity for the locality including impacts of the proposal on the amenity of surrounding developments including measures to minimise potential overshadowing, privacy and view impacts
State Environmental Planning Policy No 47—Moore Park Showground	Consider the impact of the development on the amenity of the adjoining residential areas
Criteria 5: View sharing	
Sydney Local Environmental Plan 2012	Height of buildings promotes the sharing of views
Criteria 6: Significant views and view corridors	
Sydney Local Environmental Plan 2012	Whether the proposed development detrimentally impacts on view corridors
Sydney Development Control Plan 2012	Buildings are not to impede views from the public domain to highly utilised public places, parks, Sydney Harbour, Alexandra Canal, heritage buildings and monuments including public statues, sculptures and art
Sydney Development Control Plan 2012	Development is to improve public views to parks, Sydney Harbour, Alexandra Canal, heritage buildings and monuments by using buildings to frame views.
Sydney Development Control Plan 2012	Low level views of the sky along streets and from locations in parks are to be maintained
Sydney Development Control Plan 2012	New development is to protect the views (refer to Figure 5.130 View Corridors from Sydney Park) to the following locations: <ul style="list-style-type: none"> - the eastern and western knoll in Sydney Park to the City skyline - the King Street ridgeline - the saw tooth roofline of the Eveleigh Rail Sheds towards the railway - clock at Central Station; and district views towards the eastern suburbs
Moore Park Master Plan 2040	Consider panoramic views from Mt Steel towards the Sydney CBD skyline
Centennial Parklands Conservation Management Plan	Conserve the significance of the Parklands, including functional relationships, spaces, vistas and fabric
Centennial Parklands Conservation Management Plan	Enhance significant visual links between the Centennial Parklands and Botany Bay, the Blue Mountains, the City and the surrounding heritage conservation areas obtained from Mt Steele, the Queens Park cliffs and Reservoir No. 2
Queens Park Master Plan	Consider views currently obtained from Darley Road and the intersection of Darley Road and Carrington Road. Note that in the context of this master plan, this refers to the impact of vegetation
Centennial Parklands Tree Management Plan	Views from Anzac Parade to the SCG are an essential view / vista

Considering the applicability of planning instruments and the principles set down by the Land and Environment Court, the key visual considerations established by the planning framework are:

- Does the proposal detract from the Eastern Districts' fundamental scenic character of an urban landscape within a natural setting
- Does the proposal diminish views to iconic landscape features, in particular the Sydney CBD skyline
- Is the proposal sympathetic with the setting of the Centennial Parklands, in particular from highly utilised viewpoints that provide a comprehensive appreciation of the essential character of the park such as from Grand Drive

8.0 Visual Character

Visual character is formed by patterns created by the relationship of all elements within an area, including both the public and private domain. the combination of the public and private realms (Victorian Department of Environment, Land, Water and Planning, 2015). The following section considers the component elements of the landscape of the study area and discusses the influence of these elements on the pattern of viewing in the area.

8.1 Topography

Sydney is located in a coastal basin (the Sydney Basin) that is broadly bordered by the Blue Mountains to the west and the Pacific Ocean to the east. Within this basin is a series of flooded river valleys that form a submergent coastline. The Parramatta River is one such example of a deep river valley that has been flooded to create Sydney Harbour which is located north of the site. The geology within the Sydney Basin and around the metropolitan area is largely comprised of three geological formations, the early to mid-Triassic Hawkesbury Sandstone, the mid-Triassic Ashfield Shale, and Quaternary Sands. The Hawkesbury Sandstone is a feature of the northern side of Sydney Harbour, and also the eastern coastal edge south of the harbour, and consists of massive sheets of sand and gravel from the large river systems which once flowed to the northeast across the Basin. A change in river flow and direction to the southeast toward an inland shallow sea deposited the fine-grained sands and muds of the Ashfield Shale which extends west of Sydney Harbour and Botany Bay. The Quaternary Sands are more recent wind-blown deposits extending up to the site from Botany Bay.

The study area is located at the intersection of these three geological features, which largely defines the topography of the study area. The Hawkesbury Sandstone wraps around the north and eastern sides of the site to form a distinct ridgeline broadly following Oxford Street east of the Eastern Distributor to Bondi Junction, where it joins another ridgeline running roughly south from Bellevue Hill in an arc through Waverly to Randwick. These ridgelines enclose the site, and combine with the Ashfield Shale of the shallower ridge west of the site (running from the CBD south through Surry Hills) to form a semi-circular ridge enclosing the site from the west through north to the southeast. Within this enclosing ridge is the lower lying land of the Quaternary Sands around Moore and Centennial Parks, a low lying area henceforth dubbed the Centennial Park Basin for the purposes of this report. A small spur of Hawkesbury Sandstone extends south of the main northern ridgeline to the immediate east of the site, creating a secondary ridge that splits this basin into a west and east area, Moore Park and Centennial Park respectively.

This encircling ridge has the largest influence of the pattern of viewing in the area surrounding the site. It directs views from the outer slopes of the ridgeline away from the site, and on the inner slope concentrates views centrally. Longer range views are gained from elevated positions on the encircling ridge, and also from a few elevated positions within the Centennial Park Basin (such as Mount Steele). These views look across the basin to the limited horizon of the encircling ridge, or further across the open lower lying landscape to the southeast.

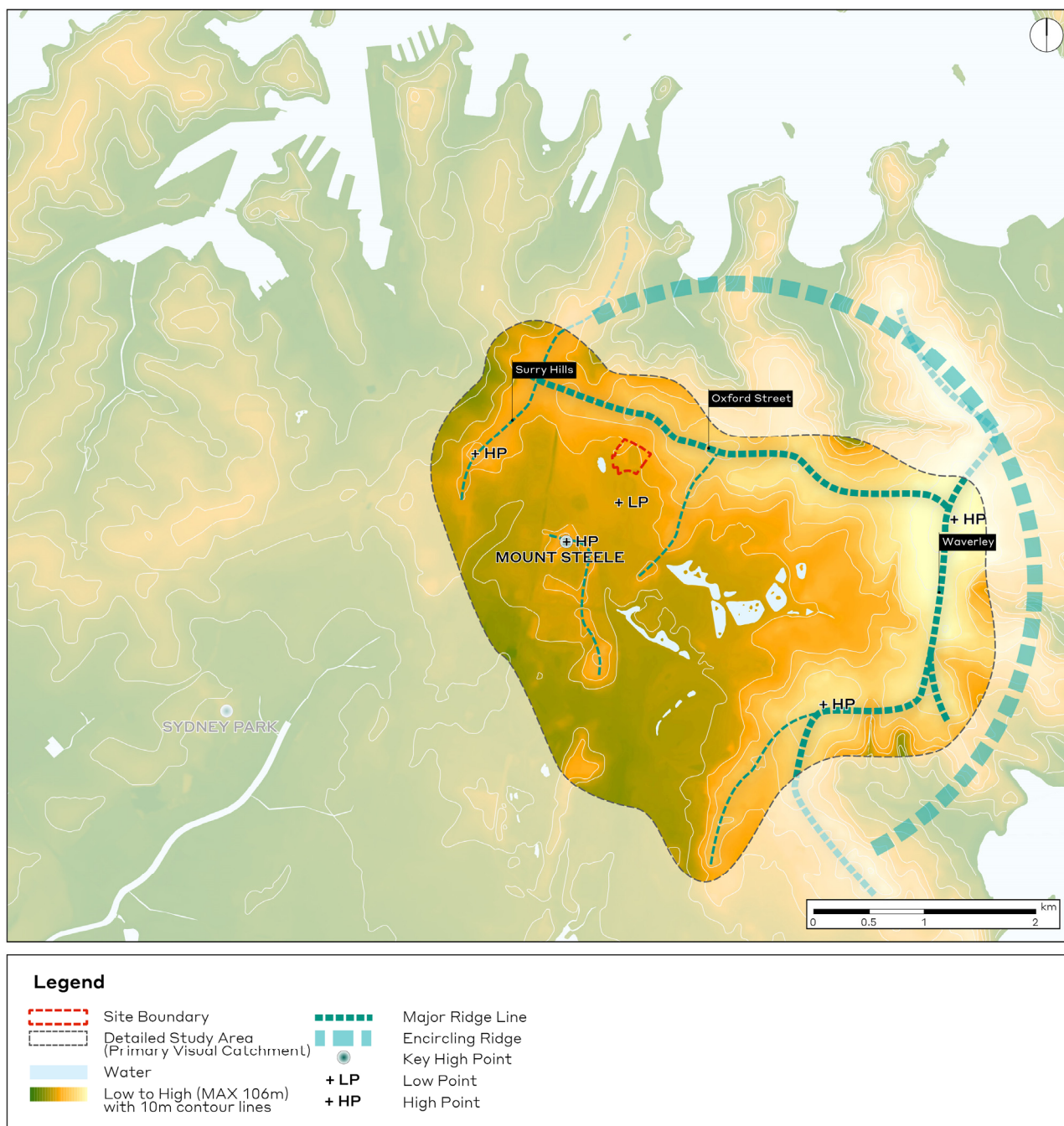


Figure 3 Topography of the Study Area

8.2 Land Use & Built Form

Site is zoned SP1 Special Activities as shown on Figure 4, which also extends to the land of Sydney Cricket Ground to the south and the car park to the west. Surrounding land uses include the parkland of Moore Park (RE1 Public Recreation) to the west, the unzoned Entertainment Quarter to the immediate east, and the terrace housing north of Moore Park Drive (R1 General Residential). As can be seen in Figure 4, the land use of the study area reflects the underlying geology and topography of the Centennial Park Basin and encircling ridgeline as discussed above. The lower lying land of the Quarternary Sands within the Centennial Basin is dominated by the RE1 Public Recreation zoned parklands of Moore Park, Centennial Park, and Queens Park, as well as the Royal Randwick Racecourse. Development is largely concentrated on the slopes and tops of the encircling ridgeline, and as can be seen in Figure 4, the intensity of development follows the tops of the encircling ridgeline with commercial and business zoning (zones B1-B4) following the Surry Hills ridgeline extending south of the CBD, and along the Oxford Street ridgeline to Kings Cross. Pockets of B1, B2, and B4 follow the Waverley ridgeline south of Kings Cross,

however this ridgeline is more clearly expressed through the extent of R3 Medium Density Residential zoning that broadly follows Carrington and Frenchman Streets. The Kensington Local Centre is another example of commercial and business land uses clustered along topographical ridgelines, located at the southern end of the ridgeline running south off of Mount Steele. This higher intensity form of development limits views across the ridgelines and further concentrates and directs views inwards within the Centennial Park Basin.

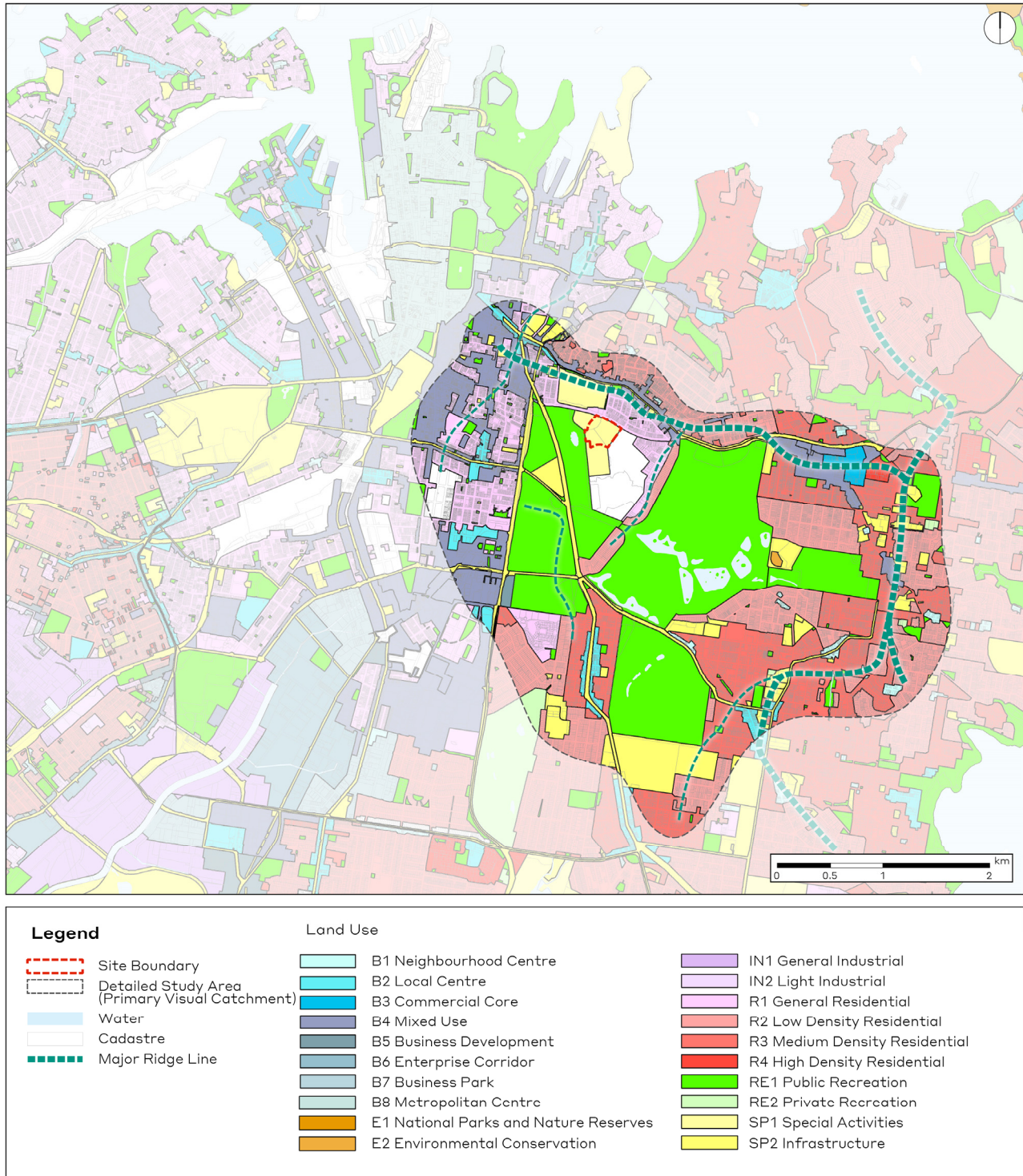


Figure 4 Zoning Map

Not only is the encircling ridgeline expressed in the clusters of commercial and business land uses, but three built form 'ridges' associated with the higher topographic areas and ridgelines are also prominent features in the views across and within the Centennial Park Basin. As shown on Figure 5, the CBD is defined by a ridge of higher

buildings extending south of Circular Quay, mirroring the Surry Hills ridgeline. Similarly, the Waterloo / Zetland 'ridge' of higher built form is located on the higher land associated with the Mount Steele ridge just to the east. The very prominent 'ridge' of Bondi Junction is located at the intersection of the Oxford Street and Waverley topographic ridges. Together these ridges act as landmarks and reference points, providing focal points to longer range views within the Centennial Park Basin area.

The cluster of built form features such as stadia and large event facilities within the site and its immediate surrounds represents an anomaly amongst the broader context of built form (in particular prominent built form) being located along the higher elevation ridgelines, and the lower lying areas being relatively free of built form.

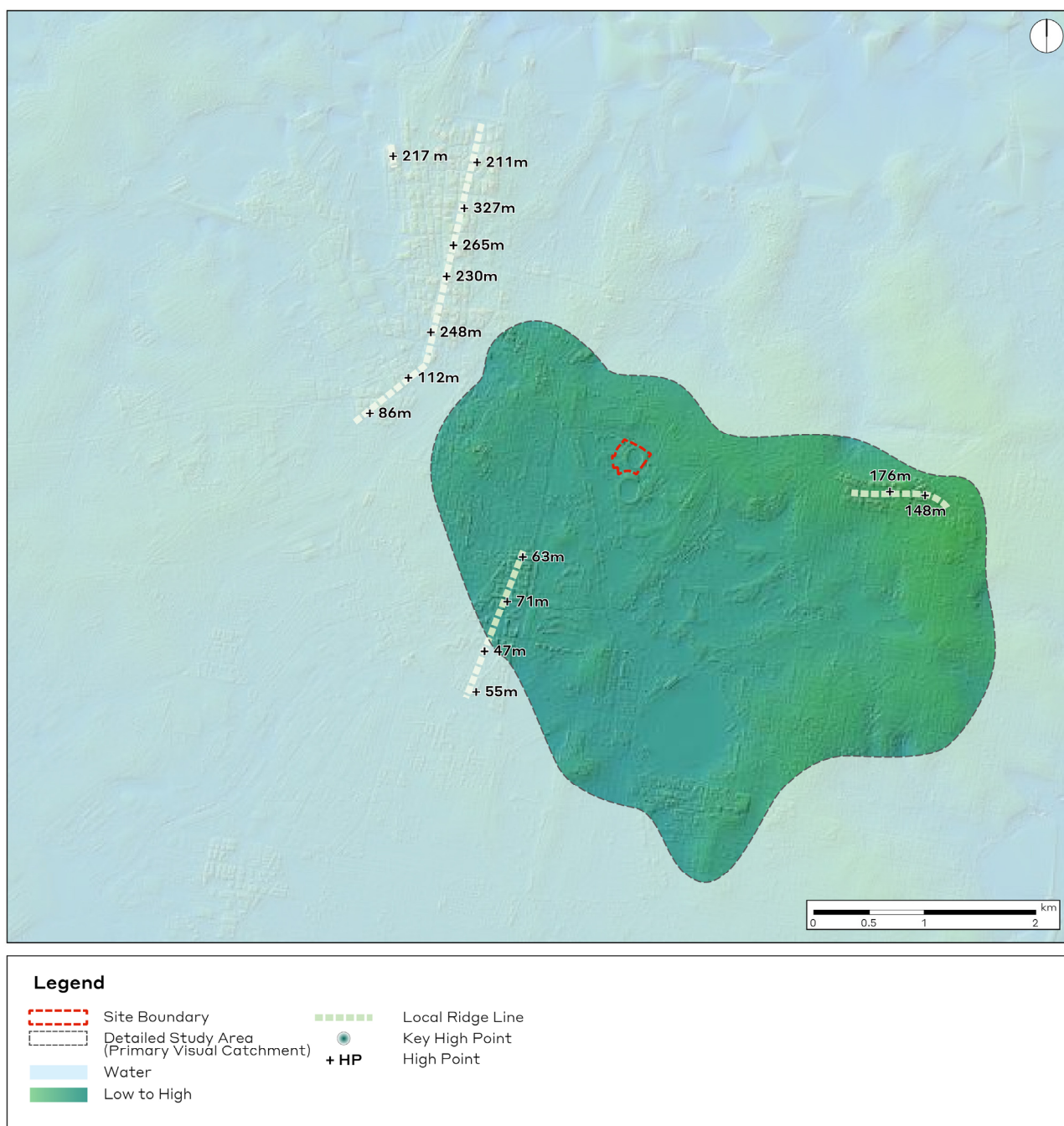


Figure 5 Built Form 'Ridges'

A number of key public facilities and meeting places are located surrounding the site within the Centennial Park Basin, including the Sydney Cricket Ground, Entertainment Quarter, and further afield the Royal Randwick Racecourse. These uses facilitate views to the site and existing stadium, although the stadium itself is not a focal point from these views as the nature of the uses and events that take place here are inwardly focused. The

parklands surrounding the site are also important regional public spaces, in particular Centennial Park located in low-lying area southeast of the site (see Figure 8). Community facilities and meeting points are clustered along the higher points of the ridgelines as shown on Figure 6, including numerous places of worship and a number of shopping centres (Surry Hills Shopping Village, Westfield Bondi Junction, and Eastgate Shopping Centre). These community and public uses are largely surrounded by built form and as such do not provide significant viewing locations.

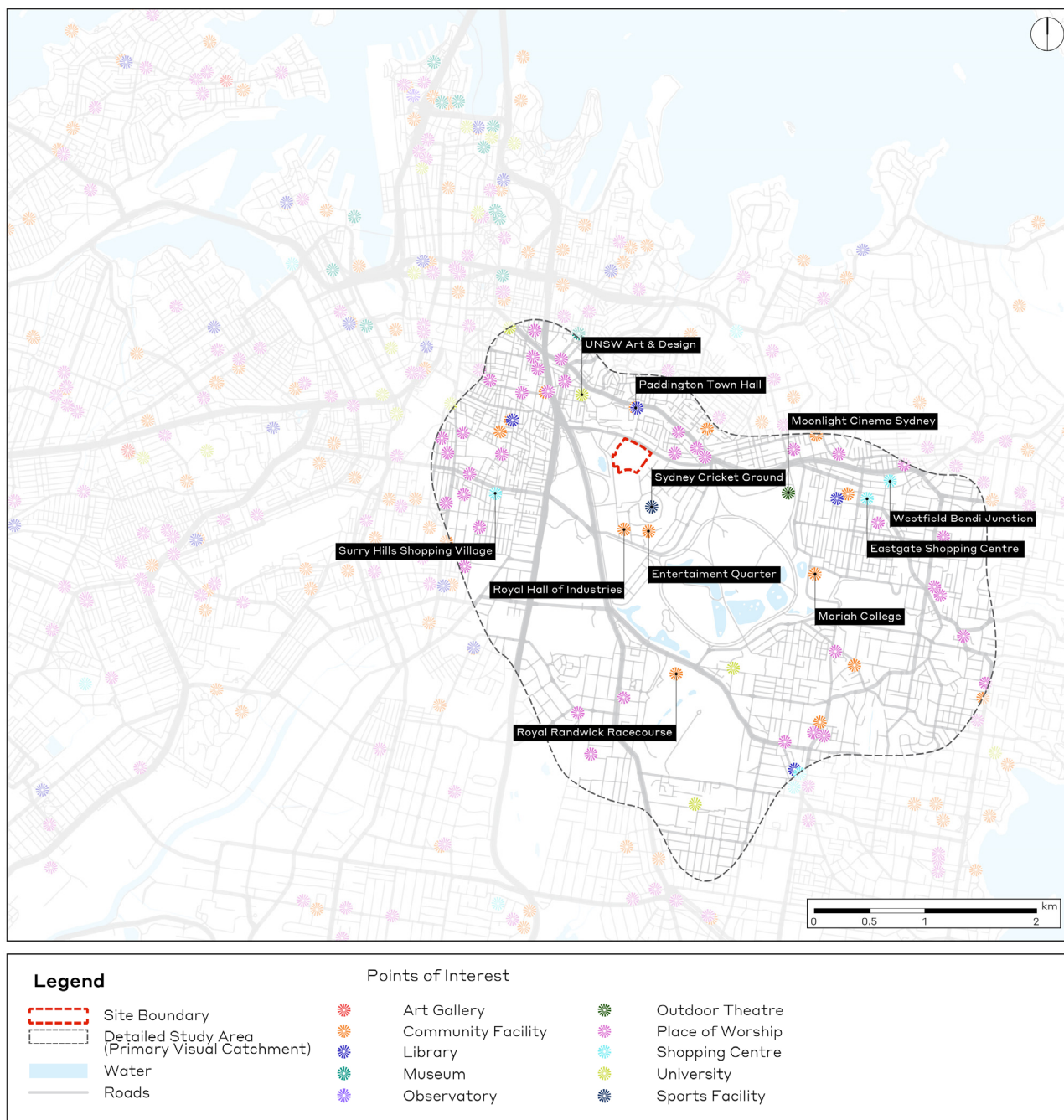


Figure 6 Community Facilities and Meeting Points

Closer to the site a row of townhouses faces the site on the opposite side of Moore Park Road. In between Moore Park Road and Oxford Street just further north is the heritage listed Victoria Barracks, which are highly significant for their intact example of nineteenth century military barracks planning, and fine example of colonial sandstone buildings in the Greek Revival style. The visual significance of the barracks is the architectural consistency of the buildings within the containing perimeter wall.

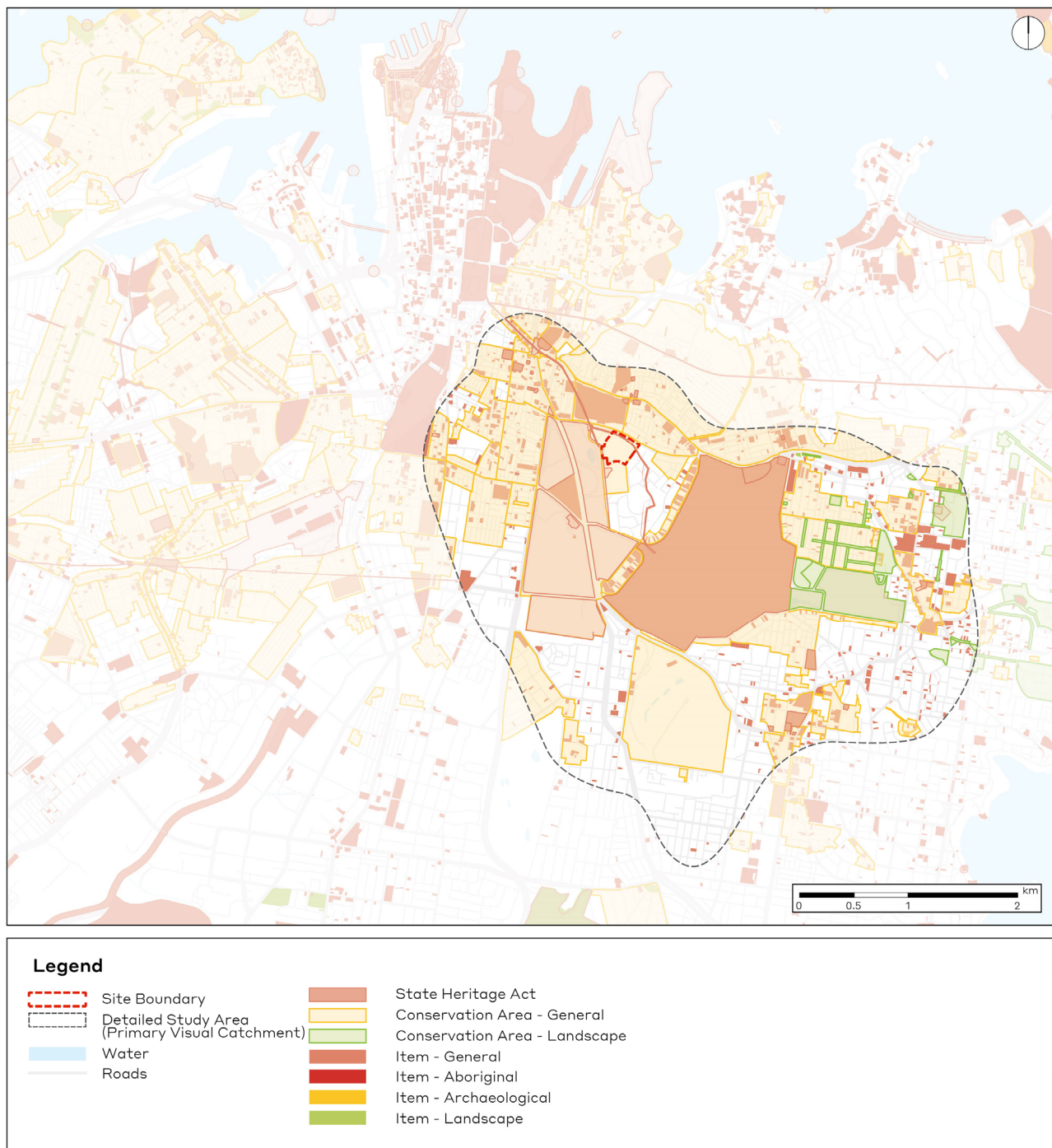


Figure 7 Surrounding Heritage Sites

8.3 Open Space & Vegetation

The lower lying area of the Centennial Park Basin is defined by a greater rate of vegetation and tree canopy than the surrounding built up areas, given the presence of several large open spaces and recreational areas.

Moore Park is located to the west of the site, and is a park defined by the active recreation with expansive playing fields and significantly scaled avenues of Moreton Bay and Hill's figs. The park consists mainly of open grassland accommodating numerous playing fields in the north and a golf course in the south, with formal linear avenues and belts of trees structurally delineating spaces together with the roads that run through the area. The strong linear avenues of fig trees along the length of Anzac Parade are the most visually dominant planted element of Moore Park, and are of historic importance as some of the earliest plantings of the three parklands (initially a single

parklands known as the Sydney Common). These avenues constrain views from east to west, and direct views from the Parade along its length to the north and south, other than filtered glimpses to the stadium provided through the lines of trees when immediately west of the site.

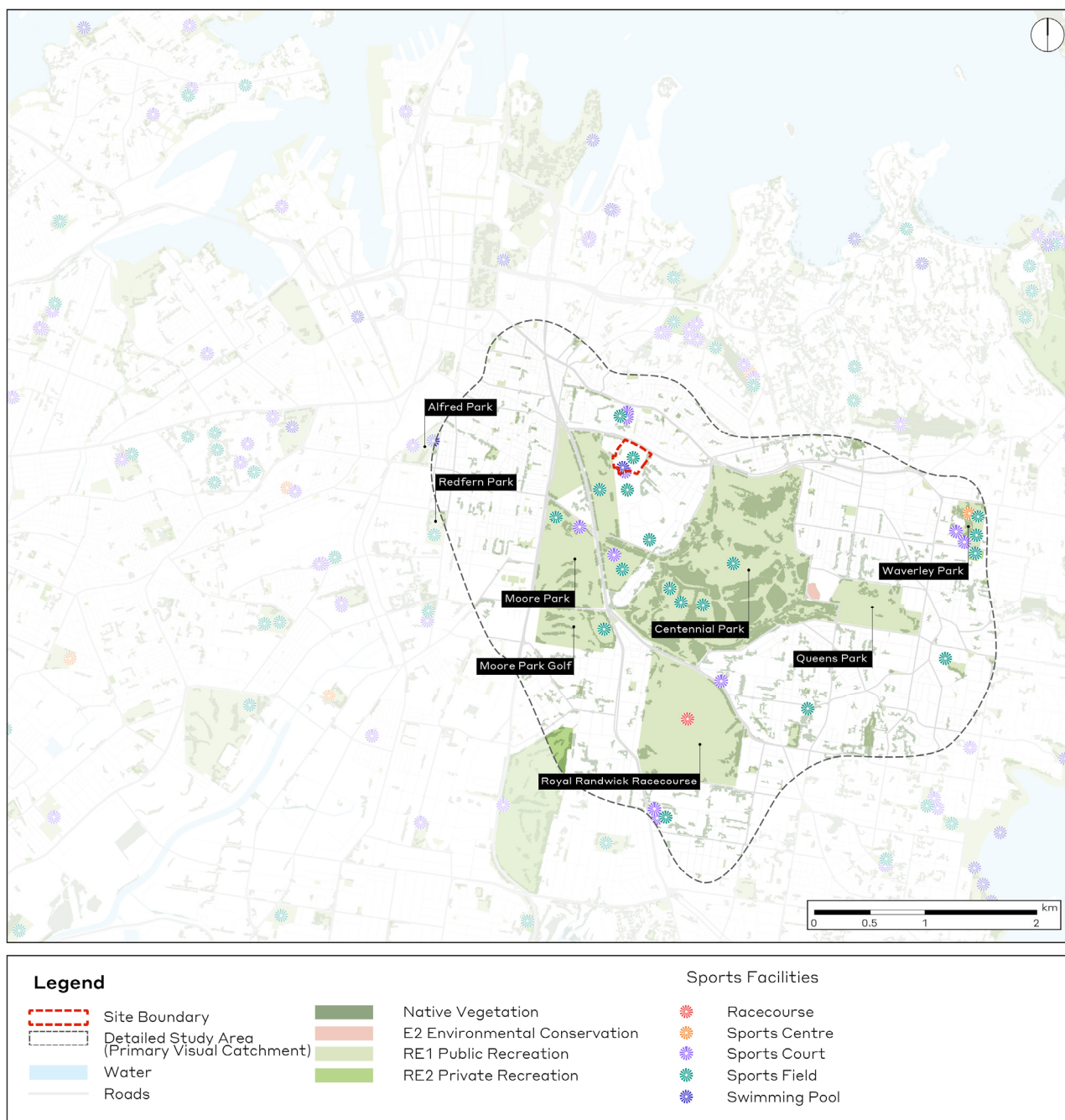


Figure 8 Open Space and Recreational Facilities

Centennial Park is a cultural landscape documenting the experimentation with Australian native trees in the Victorian Gardenesque tradition that assembled collections of plants and trees displayed to encourage individual study and appreciation. Hence the grand avenues of Port Jackson figs, Araucaria trees, Holm oaks and rows and groves of paperbark trees are key features both as subject of views and structural visual elements that constrain views to central open spaces. The low elevation of the park, coupled with structural planting regime combine to direct views inwards within the parklands, focusing on the open spaces fringed by significant stands of trees with glimpses of tall buildings juxtaposed above the naturalistic tree-line.

Queens Park is quieter and more residential in scale and design. Located on the western face of the Waverley ridgeline, the open recreational spaces are backed to the northeast by a sandstone outcrop overgrown with the locally indigenous Port Jackson figs, ferns and acacias, acting to direct views from up the ridge to the west across

the treed lowlands of the Centennial Park Basin to the prominent topographic and built form ridgelines limiting the horizon beyond.

8.4 Transport Routes

The main vehicular route in the study area is the Eastern Distributor Motorway, which travels in a north/south direction approximately 500m to the west of the site. However, this does not provide a view to the site owing to the higher topography of Mount Steele in the south, and the sinking of the motorway into a tunnel north of this.

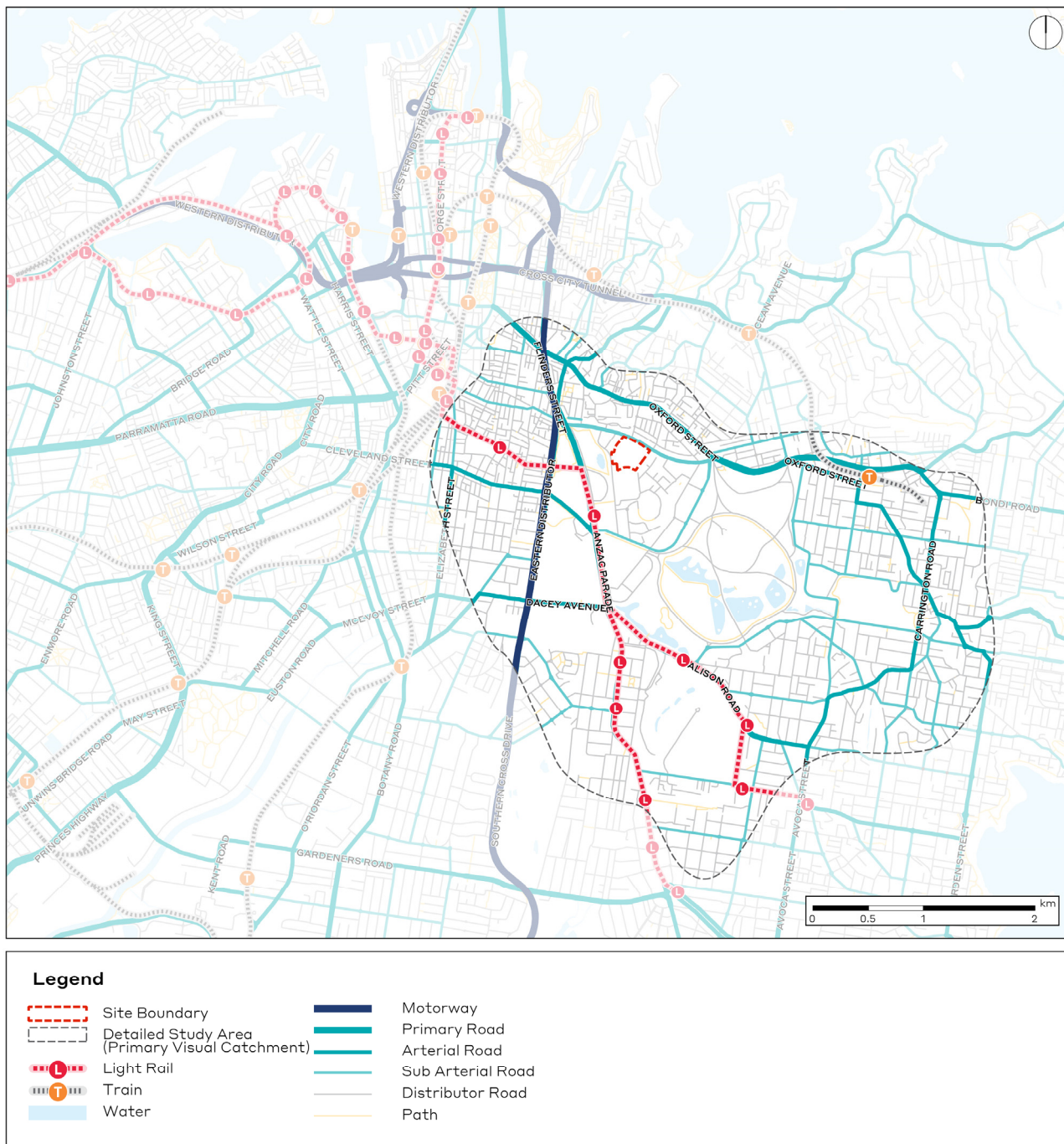


Figure 9: Local Transport Network

Oxford Street and Anzac Parade are primary roads that pass within approximately 300m of the site to the north and west respectively. A shared path / cycle path follows its alignment to the immediate east. Views south from Oxford Street are limited by the built form following this road, other than a momentary glimpse along Oatley Road from the intersection of these roads. As detailed in the preceding section, historic avenues of figs limit views from Anzac

Parade to perpendicular glimpses through the avenue of trees from immediately west of the stadium. A gap in the avenue at the intersection of Lang Road provides a view line toward the site, however the Sydney Cricket ground currently almost completely obscures the form of the stadium.

Whilst not part of the Anzac Parade vehicular route itself, the Albert Cotter Walkway bridge that crosses the Parade provides a point of elevation that provides a rare unimpeded view of the stadium from the west.

Moore Park Road is a sub-arterial road that flanks the site to the north, and provides the clearest and closest dynamic views of the existing stadium as it approaches the site from the east, with the curve of the road initially focusing on the stadium as it rounds the bend after Gordon Street / Cook Road. Moore Park Road is a rare example of a road that orients toward the site, with the street grid broadly deformed around the parkland of the Centennial Park Basin area. The one other example that includes the existing stadium as a focal point within its direct line of sight is Oatley Road, a local distributor road that descends a hill from Oxford Street to Moore Park Road immediately north of the site. Whilst this is not a highly trafficked road, the stadium is a prominent feature of the view along the road.

Another distributor that provides an unimpeded view of the site is Driver Avenue, which passes immediately to the west of the site, and also passes immediately to the west of the Sydney Cricket Ground, Horden Pavillion, and the Royal Hall of Industries.

No train lines pass within close proximity of the site, and are visually separated from the site by topography and built form. A light rail line is currently under construction that will approach the site from the west before turning south down the eastern side of Anzac Parade. This line will likely provide a relatively close view to the site across Tramway Oval before it descends underneath Anzac Parade heading north.

8.5 Visual Catchment

Based on the above component elements of the landscape of the study area a primary visual catchment has been identified as that mapped on the preceding figures. This area delineates the areas atop and within the encircling ridge and associated built form clusters that focus views internally toward the Centennial Park Basin, with a general alignment connecting the southernmost extensions of these ridges around the back of the Mount Steele ridgeline where distance and built form limits views to the site and existing stadium.

Views of the site and existing stadium are possible from outside the primary visual catchment, from specific elevated high points in the more distant southeast and south, and from the upper levels of surrounding tall buildings. Specific high-profile examples include from Sydney Park and from the Sydney Tower Eye. However, the primary visual catchment identifies the extent to which redevelopment of the stadium may be reasonably considered to potentially impact on the character of typical or significant views by altering the composition of significant features within those views.

8.6 Typical Views

Within the primary visual catchment, the following typical notable views have been identified:

1. Views from elevated locations and upper levels of buildings towards the city skyline
2. Views from elevated locations across the Centennial Park Basin towards the city skyline
3. Views from elevated locations across the Centennial Park Basin to the distant horizon in the south
4. Views from the northern slope of the Oxford Street ridgeline toward the harbour (not considered as part of this assessment)
5. Longer views from within Centennial Park with the city skyline above the tree-line
6. Close range views focusing on the Sydney Football Stadium or Sydney Cricket Ground.

8.7 Visual Receptors

People within the primary visual catchment that are potentially affected by changes to views and visual amenity are referred to as visual receptors. The following visual receptors have been identified:

7. Users of entertainment and sporting venues in immediate vicinity
 - a) Sydney Football Stadium
 - b) Sydney Cricket Ground
 - c) Entertainment Quarter
8. Active recreational participants in surrounding parks and open space
 - a) Moore Park
 - b) Centennial Park
 - c) Queens Park
9. Passive recreational participants in surrounding parks and open space
 - a) Moore Park
 - b) Centennial Park
 - c) Queens Park
10. Private properties within close proximity of site
 - a) Moore Park Road terraces
 - b) Cook Road residential towers
11. Users of local transport network
 - a) Anzac Parade, adjacent cycle path, future light rail alignment
 - b) Moore Park Road
 - c) Oatley Road
 - d) Driver Avenue.

9.0 Visual effect

9.1 Selected Viewpoints

Viewpoints selected to be used in the assessment of visual effect have been informed by a combination of visual catchment analysis and desktop analysis of publicly accessible land including transport routes, recreational areas, sensitive residential interfaces, and popular vantage points. Fieldwork was conducted throughout the primary visual catchment and beyond to verify the potential viewpoint locations and visual character of the study area.

The viewpoints associated with each visual receptor were identified and categorised in terms of whether they are representative of a number of similar views (representative), specific viewpoints at key or promoted viewing locations (specific), or viewpoints that will demonstrate a particular effect or issue relating to the site or proposal (illustrative).

Consideration was given to a number of factors, including view composition type, relative viewing level and viewing distance.

9.2 Viewpoint 1: Sydney Cricket Ground Gate A

This viewpoint is representative of the view towards the site upon entry to the Sydney Cricket Ground from one of the gates on Driver Avenue, Gate A, which accesses the historic Members and Ladies Pavilions. Typical views from this location are short range, directed to the historic pavilions in the immediate foreground upon entry, or the historic gate upon exit. The viewpoint is accessed by a high number of people on days of events, and is of high cultural and social value given the historic value of the gate and pavilions. Given this the sensitivity of Viewpoint 1 is High.

The selected view is directed toward the site and away from the typical view which is oriented toward the historic fabric of the pavilions in the foreground. Within this view the Members Pavilion remains the dominant element, and attracts the eye back to the right toward the remainder of the pavilions. Looking to the left a statue and stone gate pillars are secondary focal points, with the backdrop element of the trees following the sweeping curve of the path beneath and directing the view once again around to the right, behind the Members Pavilion. The site and existing SFS stadium is a minimal element, only just visible through gaps in the trees and where pole elements protrude above the tree-line.

The proposal would introduce a new, built form element into the current view. This would balance the dominance of the SCG members stand and vegetation, and reduce the amount of open sky visible.

Table 2 View location 1 assessment

Element	Category	Comment	Level of effect
Category of view	Semi-public	The view location is within the members entry forecourt of the SCG. While on private land, public access is available to the public for a fee when the SCG is in use	N/a
View composition type	Restricted	The SCG Members Pavilion in the foreground, and trees in the foreground and midground restrict views of the proposal	Medium
Relative viewing level	Level with the site	N/a	Low
Viewing period	Short, with opportunities for regularity	Most people using the forecourt would be passing through it from the entrance to the Members Pavilion and Stand and elsewhere within the SCG. It is possible that on occasion events or food / beverage / merchandise sellers may use the forecourt, in which case viewing periods may be extended	Medium
Viewing distance	Medium range	The view point would be located approximately 120m from the closest edge of the proposal	Medium
View loss or blocking	Nil	N/a	Low
Overall			Medium



Figure 10 View location 1: SCG members entrance forecourt, existing view



Figure 11 View location 1: SCG members entrance forecourt, proposed view

Source: SJB

9.3 Viewpoint 2: Albert 'Tibby' Cotter Bridge

Viewpoint 2 is from the apex of the Albert 'Tibby' Cotter Bridge which crosses Anzac Parade. From this elevated vantage point a 360 degree panorama is afforded, although limited by the fig trees immediately adjacent the bridge that form part of the historic avenue of planting along Anzac Parade. These trees effectively divide the panorama into four quadrants, the views directed north and south along Anzac Parade, the broad vista over the playing fields to the limited horizon of residential built form and canopy trees to the west, and the subject view toward the SFS and SCG to the east. This view to the east is the primary view from this viewpoint, directed toward the two twin landmarks in the sporting grounds.

The eastern view is composed in an aesthetically pleasing balance between the foreground of the sweeping curves of the bridge, the parkland greenery of the mid-ground, and the twin focal points of the SFS and SCG as a backdrop. The view is also well balanced between the left and right components, with the formal vertical linearity of the SCG light towers reflected in the palm trees in the midground and the direction of the upper level of the bridge directed straight at the SCG. By contrast the left-hand side of the view reflects the dynamic lines of the SFS roofline as it plunges into the tree-line beneath, with the rounded forms of figs more dominant and the sweep of the lower part of the bridge directing the view back up towards the stadia focal points.

The view is open to a high number of users, in particular on the day of events as a primary pedestrian access point to the sporting ground precinct. The view is of moderate social and cultural value given the orientation toward the significant community infrastructure of the sporting grounds and link to these facilities as a primary access route. As outlined above the view is also of moderate aesthetic value. On the balance of these considerations, the viewpoint is of Medium sensitivity.

Table 3 View location 2 assessment

Element	Category	Comment	Level of effect
Category of view	Public, main road	N/a	N/a
View composition type	Restricted	Trees in the mid ground restrict views of the proposal	Medium
Relative viewing level	Above the site	N/a	Low
Viewing period	Short, with opportunities for regularity	The Albert 'Tibby' Cotter Bridge forms a key part of central Sydney's cycling and pedestrian infrastructure, providing the only grade separated crossing of Anzac Parade. In this regard, it also functions as the main pedestrian and cyclist from the west to the SCG. People will travel through the viewpoint as cyclists or pedestrians for general recreational or commuting purposes, or for event specific access. There is opportunity for repeated viewing period events	Medium
Viewing distance	Medium range	The view point would be located approximately 270m from the closest edge of the proposal	Medium
View loss or blocking	Nil	N/a	Low
Overall			Medium