



Redevelopment of the Sydney Football Stadium Stage 2 Modification 3

State Significant Development Modification Assessment
(SSD-9835-Mod-3)

December 2020



Published by the NSW Department of Planning, Industry and Environment

dpie.nsw.gov.au

Title: Redevelopment of the Sydney Football Stadium Stage 2 (SSD-9835-Mod-3)

Subtitle: Modification to mezzanine level and signage

Cover image: Aerial view of the new stadium (Source: Cox Architecture, 2019)

© State of New South Wales through Department of Planning, Industry and Environment 2020 You may copy, distribute, display, download and otherwise freely deal with this publication for any purpose, provided that you attribute the Department of Planning, Industry and Environment as the owner. However, you must obtain permission if you wish to charge others for access to the publication (other than at cost); include the publication in advertising or a product for sale; modify the publication; or republish the publication on a website. You may freely link to the publication on a departmental website.

Disclaimer: The information contained in this publication is based on knowledge and understanding at the time of writing (December 2020) and may not be accurate, current or complete. The State of New South Wales (including the NSW Department of Planning, Industry and Environment), the author and the publisher take no responsibility, and will accept no liability, for the accuracy, currency, reliability or correctness of any information included in the document (including material provided by third parties). Readers should make their own inquiries and rely on their own advice when making decisions related to material contained in this publication.

Glossary

Abbreviation	Definition
CBD	Central Business District
CIV	Capital Investment Value
Council	City of Sydney Council
Department	Department of Planning, Industry and Environment
DIP	Design Integrity Panel
EESG	Environment, Energy and Science Group, DPIE
EIS	Environmental Impact Statement
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2000
Minister	Minister for Planning and Public Spaces
MP1	Moore Park Carpark 1
Planning Secretary	Secretary of the Department of Planning, Industry and Environment
SCG	Sydney Cricket Ground
SCSGT	Sydney Cricket and Sports Ground Trust
SEPP	State Environmental Planning Policy
SFS	Sydney Football Stadium
SRD SEPP	State Environmental Planning Policy (State and Regional Development) 2011
SSD	State Significant Development

Contents

1	Introduction	1
1.1	Background	1
1.2	Previous approvals and other relevant applications	3
2	Proposed modification	5
3	Strategic context	8
4	Statutory context	9
4.1	Scope of modifications	9
4.2	Consent authority	9
4.3	Mandatory matters for consideration	9
5	Engagement.....	11
5.1	Department's engagement.....	11
5.2	Summary of submissions	11
5.3	Response to submissions	11
6	Assessment	12
6.1	Built form	12
6.2	Façade changes.....	13
6.3	Signage	13
7	Evaluation.....	15
8	Recommendation.....	16
9	Determination.....	17
	Appendices	18
	Appendix A – List of referenced documents.....	18
	Appendix B – Modification Instrument	18
	Appendix C – Consolidated Consent.....	18
	Appendix D – Community views for draft notice of decision	19

1 Introduction

This report provides the NSW Department of Planning, Industry and Environment's (the Department) assessment of an application to modify the Stage 2 State significant development (SSD) consent for the redevelopment of Sydney Football Stadium (SFS) (SSD-9835). The application has been lodged by Infrastructure NSW (the Applicant) pursuant to section 4.55 (1A) of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

The approved Stage 2 of the redevelopment of the SFS comprises the detailed design, construction and operation of a new stadium within the building boundary and envelope approved by SSD-9249 Concept Proposal and Stage 1 development application.

The modification seeks to refine aspects of the mezzanine level, alter the south-western façade of the stadium and include an additional condition enabling the Planning Secretary to approve the content, materiality and illumination of stadium signs within the approved signage zones.

1.1 Background

The site comprises the northern half of the property at No. 40 – 44 Driver Avenue, Moore Park and is legally described as part Lots 1528 and 1530 DP 752011 and Lot 1 DP 205794. The site is located approximately 3 kilometres (km) south-east of the Sydney Central Business District as identified in **Figure 1**.

The site has an area of 8.7 hectares (ha) and is Crown land, with the Sydney Cricket and Sports Ground Trust (SCSGT) designated as the sole trustee under the *Sydney Cricket and Sports Ground Act 1978*. The former SFS was located in the northern corner of the site with frontages to Moore Park Road to the north, Paddington Lane to the east and Driver Avenue to the west.

The former SFS has now been demolished pursuant to Stage 1 of SSD-9249.

The land controlled by SCSGT also accommodates the following additional existing buildings, structures and facilities, which do not form a part of the proposal:

- The National Rugby League Central Building and Australian Rugby Development Centre located along the north and south of the Moore Park 1 (MP1) carpark respectively (see **Figure 2**).
- The Sydney Cricket Ground (SCG), comprising a mix of stands, buildings, paved and landscaped spaces, with a capacity for 48,000 spectators (see **Figure 2**).

The property forms part of a larger entertainment and recreation precinct shared with Centennial and Moore Parks, Fox Studios, and the Entertainment Quarter as identified in **Figure 2**.

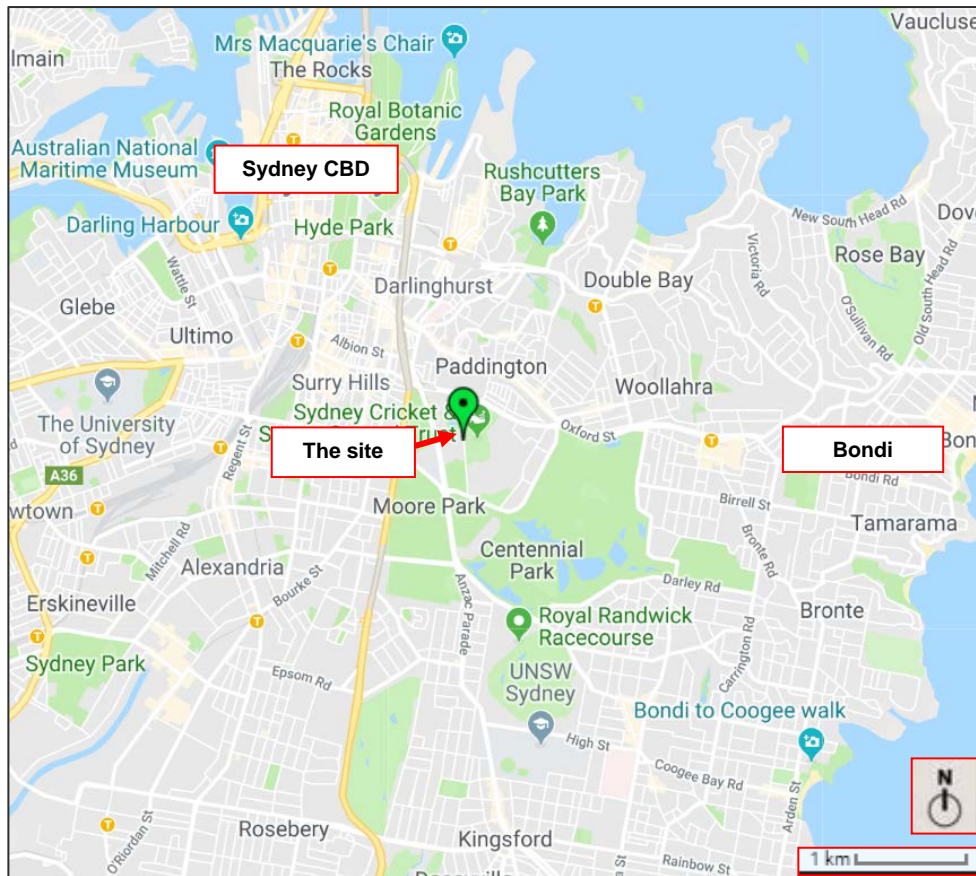


Figure 1 | Site location (Source: Google Maps 2020)

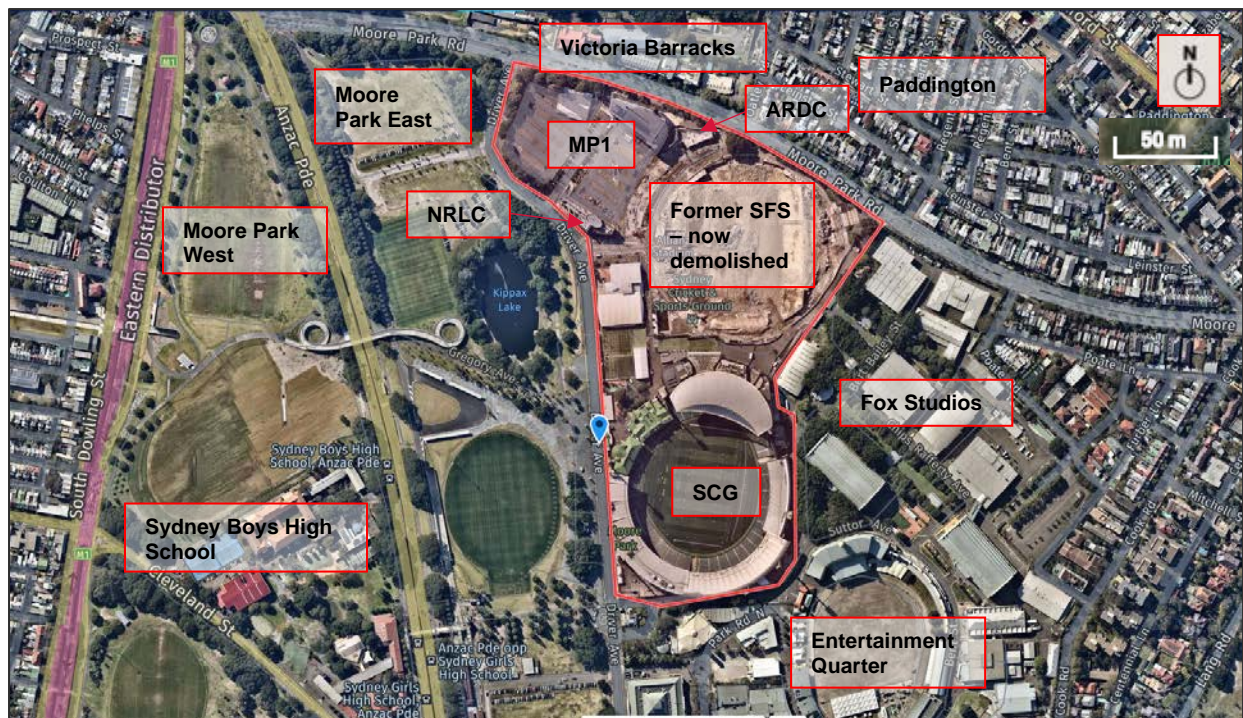


Figure 2 | Aerial view identifying the site features and adjoining buildings and features within and outside the land controlled by SCSGT (Source: Nearmap 2020)

1.2 Previous approvals and other relevant applications

On 6 December 2018, the then Minister for Planning granted consent for a concept development application (SSD-9249) for the redevelopment of the SFS comprising:

- a Concept Proposal for the maximum building envelope for a new stadium, operational parameters for a future stadium on the site, landscaping and public domain areas and identification of the existing MP1 as the demolition and construction compound.
- concurrent Stage 1 works involving demolition of the former SFS, the existing Sheridan, Roosters, Waratahs, Cricket NSW Administration Building and Indoor Wickets to ground level (existing slab level), removal of 26 trees and use of the existing MP1 as the demolition compound.

The development consent for SSD-9249 has been modified on five occasions. The modifications were for:

- minor adjustments to the site boundary (Mod 1).
- amendments to the scope of the Stage 1 works to allow ground disturbance, removing on-ground slab / existing piles up to a depth of RL 27.8, and diversion of existing stormwater infrastructure (Mod 2).
- minor amendments to the requirements regarding replaced vegetation on the site (Mod 3).
- amendments enabling an interim Site Audit Statement (SAS) in relation to Stage 1 works can be submitted in lieu of the final SAS, upon completion of the works (Mod 4).
- amendments to the project boundary and the addition of a secondary building envelope to facilitate the stadium members facilities (Mod 5).

The Department considers the proposed modifications to the fit-out of the administrative facilities, additional shell space and provision of a detailed signage condition, if approved, would maintain the design excellence of the development and would not be inconsistent with the Concept Proposal.

On 6 December 2019, the Minister for Planning and Public Spaces granted consent for Stage 2 of the redevelopment of the SFS (Stage 2 application) comprising the detailed design, construction and operation of the new SFS. The Stage 2 approval included:

- construction of the stadium, including:
 - 45,000 seats (additional 10,000 - person capacity on the playing field in concert mode) in four tiers including general admission areas, members seating and corporate/premium seating.
 - roof cover over all permanent seats and a rectangular playing pitch.
 - a mezzanine level with staff and operational areas.
 - internal pedestrian circulation zones, media facilities and other administration areas on the seating levels.
 - a basement level (at the level of the playing pitch) accommodating pedestrian and vehicular circulation zones, 50 car parking spaces, facilities for teams and officials, media and broadcasting areas, storage and internal loading areas.
 - food and drink kiosks, corporate and media facilities.
 - four signage zones.
- construction and establishment of the public domain within the site, including:

- hard and soft landscaping works.
- publicly accessible event and operational areas.
- public art.
- provision of pedestrian and cycling facilities.
- wayfinding signage and lighting design within the site.
- reinstatement of the existing Moore Park Carpark 1 (MP1) upon completion of construction works with 540 at-grade car parking spaces and vehicular connection to the new stadium basement level.
- operation and use of the new stadium and the public domain areas within the site for a range of sporting and entertainment events.
- extension and augmentation of utilities and infrastructure.

The development consent for the Stage 2 works has been modified on one occasion with one modification application currently under assessment, as summarised in **Table 1**.

Table 1 | Summary of Modification

Mod No.	Summary of Modifications	Approval Authority	Type	Approval Date
Mod 1	Amendment to conditions B14 and B15 to enable the condition to be satisfied in accordance with the <i>Contaminated Land Management Act 1997</i> .	Director	4.55(1A)	3 April 2020
Mod 2	Inclusion of members facilities	Director	4.55(2)	Under Assessment

2 Proposed modification

The Applicant is seeking to modify aspects of the mezzanine level and include an additional signage condition. The request seeks:

- relocation of the administration component of the mezzanine level towards the northern end of the western side of the stadium (see **Figure 3**).
- mezzanine slab refinements, including an additional 361 square metres (sqm) of slab to the mezzanine level (see **Figure 4**).
- alterations to the glazed façade at the south-western side of the stadium at the main entrance, including a simplification of the ribbon façade to reveal the glazed façade of the mezzanine (see **Figure 5** and **6**).
- inclusion of an additional signage condition relating to the content, materiality and illumination of signs within existing approved signage zones.

The mezzanine level as approved and as proposed are shown in **Figure 3**.

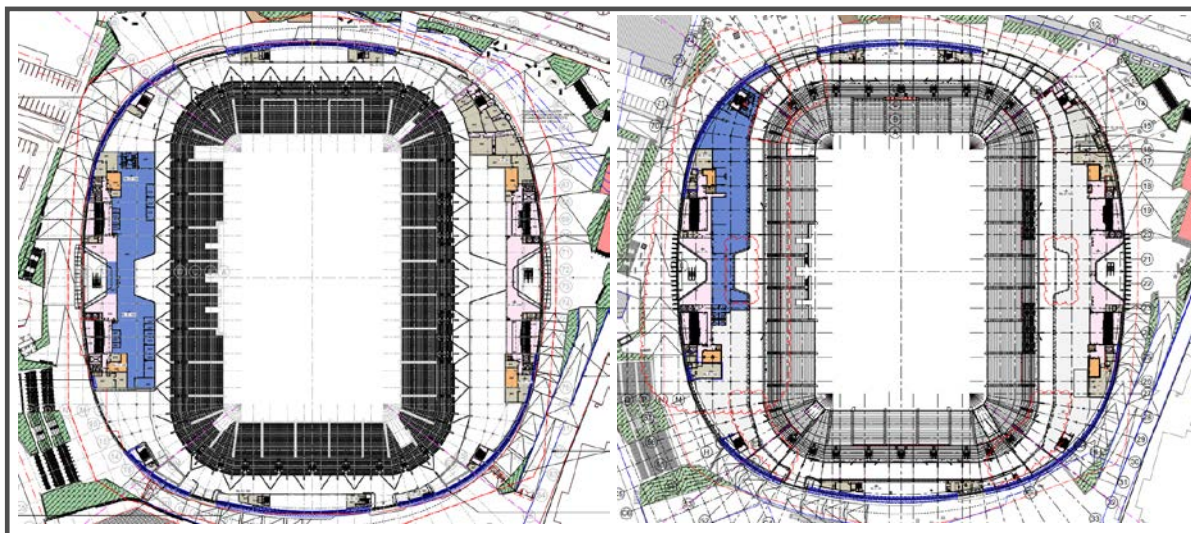


Figure 3 | Mezzanine level as approved (left) and proposed (right) (Source: Approved Plans (2019) and Applicant's Modification Application, 2020)

Blue shaded areas in **Figure 3** show the relocated administration area, including fit out, to the north of the western mezzanine level.

Areas of additional mezzanine are shown within **Figure 4**.

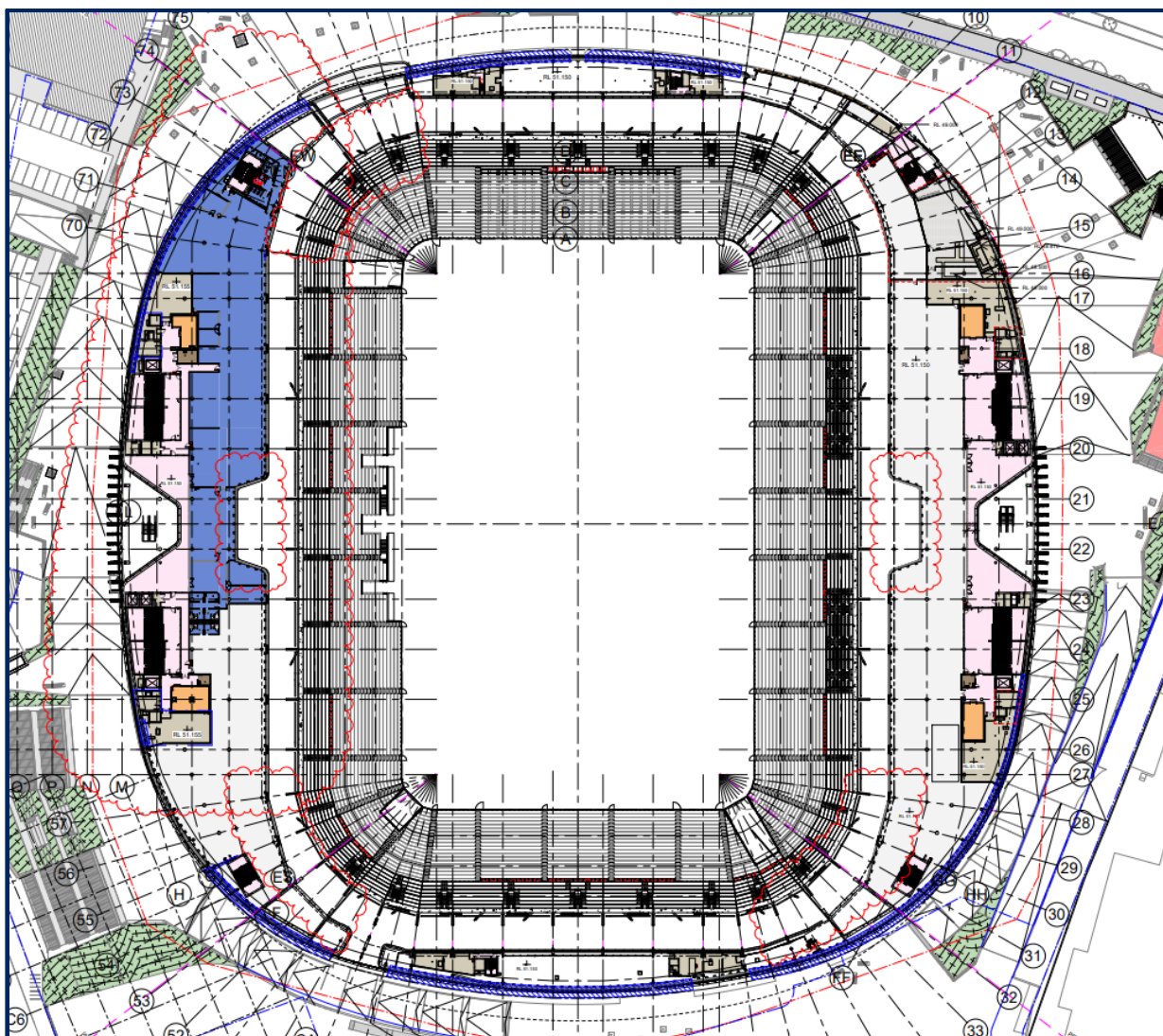


Figure 4 | Areas of additional mezzanine (shown in red bubbles) (Source: Applicant's Modification Report, 2020)

The approved façade and proposed façade at the main entry to the stadium are shown in **Figure 5** and **Figure 6**.



Figure 5 | Front façade at the main entry, as approved (Source: Applicant's Modification Report, 2020)



Figure 6 | Front façade at the main entry, as proposed (Source: Applicant's Modification Report, 2020)

The development consent includes the following conditions relevant to the application:

- Schedule 2, Part A, Condition A2 (e) detailing approved plans.
- Appendix 3 – Final Mitigation Measures D/O-BF3.

Appendix 3 of the development consent contains the final mitigation measures proposed by the Applicant as part of the Stage 2 application. Item D/O-BF3 states:

Details of the content, materiality, and illumination of signs within the stadium facade zones will be submitted to the Secretary for endorsement prior to the issue of the relevant Construction Certificate.

3 Strategic context

The development, as modified, continues to be consistent with the following strategic and policy documents as the proposed modifications would not alter the key components or outcomes of the proposal, as approved:

- the NSW Stadia Strategy 2012 and 2015 Preliminary Sydney Cricket Ground Master Plan.
- Greater Sydney Commission's (GSC) A Metropolis of Three Cities - The Greater Sydney Plan.
- the vision outlined in the GSC Eastern City District Plan.
- the State Infrastructure Strategy 2018 – 2038 Building the Momentum.
- the City of Sydney's Sustainable Sydney 2030.
- the NSW Future Transport Strategy 2056.
- the TfNSW Sydney's Cycling Future 2013.

The development, as modified, also continues to provide direct investment in the region of approximately \$674 million, which would support 600 jobs for Stage 2 construction works and up to 300 additional operational jobs upon completion.

The proposed modification would result in an additional \$2.5 million investment which would continue to support construction jobs.

4 Statutory context

4.1 Scope of modifications

The Department has reviewed the scope of the modification application and considers that the application can be characterised as a modification involving minimal environmental impacts as the proposal:

- would not significantly increase the environmental impacts of the project as approved.
- is substantially the same development as originally approved.
- would not involve any further disturbance outside the already approved disturbance areas for the project.

Therefore, the Department is satisfied the proposed modification is within the scope of section 4.55(1A) of the EP&A Act and does not constitute a new development application. Accordingly, the Department considers that the application should be assessed and determined under section 4.55(1A) of the EP&A Act rather than requiring a new development application to be lodged.

4.2 Consent authority

The Minister for Planning and Public Spaces (the Minister) is the consent authority for the application under section 4.5(a) of the EP&A Act. However, under the Minister's delegation dated 9 March 2020, the Director, Social and Infrastructure Assessments, may determine the application as:

- the relevant local council has not made an objection.
- a political disclosure statement has not been made.
- there were less than 10 public submissions by way of objection.

4.3 Mandatory matters for consideration

Section 4.15 of the EP&A Act requires the following matters to be assessed in respect of all applications which seek modifications to approvals, as identified in **Table 2**.

Table 2 | Section 4.15(1) considerations

Matter	Consideration
Whether the proposed modification is of minimal environmental impact	The proposed modification seeks refine and relocate part of the mezzanine level within the approved project boundary and building envelope and add a signage condition. These works would result in minimal changes to construction and operation of the development as approved. The Department has considered the Applicant's assessment of environmental impacts and considers proposed modification would result in minimal environmental impacts.

Matter	Consideration
Whether the development to which the consent as modified relates is substantially the same development	The proposed modification does not seek to significantly amend the development. The approved development, as proposed to be modified, would remain substantially the same.
Whether notification has occurred, and any submissions have been considered	<p>In accordance with the EP&A Act and the Environmental Planning and Assessment Regulation 2000 (EP&A Regulation), the modification was exhibited.</p> <p>The Department exhibited on the Department's website for 14 days and City of Sydney Council (Council), relevant agencies and previous submitters were consulted regarding the modification.</p> <p>The Council and three members of the community provided submissions, which have been considered in Sections 5 and 6.</p>
Any submission made concerning the proposed modification has been considered.	The Department's consideration of the submissions received is discussed in Section 5 and 6 of this report.
Any relevant provisions of section 4.15(1) of the EP&A Act	The relevant provisions of section 4.15(1) of the EP&A Act are considered in this section and Section 6 of this report. The modification would not alter the development's existing compliance with the relevant environmental planning instruments.
Consideration of the reasons for the granting of the consent that is sought to be modified	The Department has considered the findings and recommendations in the Department's Assessment Report for SSD-9835, including the key reasons for granting consent outlined in the Notice of Decision. The Department is satisfied that the key reasons for the granting of consent continue to be applicable to the development, as modified.

5 Engagement

5.1 Department's engagement

In accordance with clause 10 of Schedule 1 of the EP&A Act and clause 118 of the Environmental Planning and Assessment Regulation 2000 (EP&A Regulation), the Department exhibited the application for 14 days from Friday 13 November 2020 to Thursday 26 November 2020 on the Department's website. Previous submitters were notified of the modification application and invited to make a submission. The modification application was also referred to Council.

5.2 Summary of submissions

During the exhibition period, the Department received a total of four submissions on the proposal. Of the submissions received, one was from local council providing comments and three were from members, one in support (however noted government expenditure) and two provided comments in relation to changes to building signage.

A link to the full copy of the submissions is provided in **Appendix A**.

The submissions received were provided to the Applicant and published on the Department's website. Based on the comments received, the Department requested the Applicant provide a response to submissions.

5.3 Response to submissions

On 1 December 2020, the Applicant provided a Response to Submissions (RtS) document noting and addressing the matters raised in the four submissions received. The Applicant clarified the intent of the proposed changes indicating the modification would introduce a more appropriate mechanism for the specifics of the building identification signage (materiality, content and illumination) to be approved. The Applicant also emphasised that no changes to the purpose of the building identification signage, i.e. for the naming of the stadium, are proposed.

6 Assessment

6.1 Built form

The modification proposes the relocation of administration offices at the mezzanine level in addition to increasing the useable space at the mezzanine level by approximately 361sqm. The total floorspace on the mezzanine level would be approximately 1,961sqm. The proposed modifications would be entirely contained within the approved stadium building envelope as approved within SSD-9249 – the Concept Proposal and Stage 1 application for the stadium.

Based on refinements and an increased understanding of operational requirements, the Applicant is seeking to relocate the approved administration facilities of the SCSGT, located at the mezzanine level of the stadium. The facilities are proposed to move to the north-western corner of the stadium and would remain on the mezzanine level. The location of the administration facilities as currently approved, would remain vacant with no fit-out.

Furthermore, additional detailed design of the stadium has indicated that there are additional areas that could be utilised at the mezzanine level by extending the approved slab. The use of these areas is yet to be confirmed and no fit-out or use is proposed as part of this modification with the areas to remain vacant.

The Applicant considers the proposed changes to be a relocation and minor extension to works as approved and as such, would not result in any further environmental impacts to those assessed as part of the original assessment.

No comments were raised during the exhibition regarding the proposed modifications to built form.

The Department has considered the proposed amendments to the mezzanine level, including the relocation of the administration facilities and the increase in mezzanine slab. The Department considers that the relocation of the administration facilities would result in negligible change to environmental impacts as these works were considered as part of the original application, albeit at an altered location. Additionally, the increase to the mezzanine level is considered to be of minor environmental impact during construction as the works are a minor extension to works already approved. The construction requirements of the stadium as approved, including works at the mezzanine level, would continue to apply to the works associated with the mezzanine extension and it is considered that existing conditions of consent would enable the modifications to the mezzanine level to be undertaken with negligible environmental impacts.

The operation of the administration facilities formed part of the original assessment and aspects associated with the operation of these facilities were considered in the conditions of consent. As no changes to the operation of the administration facilities are proposed, no modifications to conditions of consent are required.

The Department is satisfied that the modifications at the mezzanine level can be undertaken with negligible environmental impacts in accordance with revised plans and the existing conditions of consent.

6.2 Façade changes

The modification application seeks to alter the south-western ribbon façade above the main entry stairs to reveal the façade of the mezzanine. The Applicant considers the design amendment would enhance the overall design of the stadium by providing a direct line of sight to stadium patrons at the concourse level, on the stairs and along Driver Avenue, of the glazed façade.

The proposed modifications to the main entry façade were reviewed by the Design Integrity Panel (DIP) established for the SFS project and were generally supported.

The Department has considered the request to alter the front entry façade of the stadium. The Department is supportive of the amendments that would result in further articulation of the overall façade of the stadium. Notwithstanding, the Department notes that the utilization of the full mezzanine level does not form part of this consent and that the visual impact of the use of the south-western area of the mezzanine will be considered as part of a subsequent application.

Overall, the Department concludes that the minor design modification to the front entry façade is acceptable and is supported.

6.3 Signage

The modification seeks to alter the approval requirements associated with the content, materiality and illumination of the four approved building identification signs, located on each façade of the stadium. The details are presently required to be submitted as part of a Wayfinding and Signage Strategy that is to be submitted and endorsed by the Coordinator General, Transport Coordination within Transport for NSW prior to the operation of the stadium.

As the requirements of the Wayfinding and Signage Strategy relate to movement, wayfinding and circulation of patrons, the Applicant considers the inclusion of the details of main stadium signage within this document is not suitable. As such, the Applicant is seeking to introduce a mechanism that enables the final details of the stadium identification signage to be approved by the Planning Secretary.

Two submissions were received from members of the community in relation to building signage. The submissions raised concerns in relation to increased illumination of signage and inclusion of advertising and materials other than the name of the building being displayed.

As discussed in **Section 5.3**, the Applicant's RtS clarified the intent of the proposed changes in relation to signage would not soften the approval requirements, but rather introduce a more appropriate mechanism for the specifics of the building identification signage (materiality, content and illumination) to be detailed and approved. The Applicant re-iterated that the proposed modification would not change the building identification zones as already approved nor the illumination hours as specified and would remain solely for the purpose of naming the building and not include advertising material.

The Department has considered the request and agrees with the Applicant that the Wayfinding and Signage Strategy is not the most appropriate document to contain specific details of the stadium signage relating to content, materiality and illumination. In considering the matters raised in community submissions, the Department notes that the locations of the signage and associated

impacts were considered as part of the original application and notes existing conditions require signage on stadium elevations not be illuminated between 11:30pm and 7am. Notwithstanding the existing requirement, the Department notes the modification does not seek to alter the types of information displayed on the building identification signs and is supportive of request. The Department has recommended a condition requiring signage details relating to content and materiality of building identification signage be provided to the Planning Secretary for approval. Any signage details would be required to be in accordance with Australian Standards and existing illumination requirements within the consent.

It is concluded that the additional condition is required and is supported.

7 Evaluation

The Department has reviewed the Applicant's Modification Report and assessed the merits of the modified proposal. The Department is satisfied that all environmental issues associated with the proposal have been thoroughly addressed.

The approved works would not significantly change the development as approved as a result of the modifications to the mezzanine level and the development would remain consistent with the Concept Proposal.

The overall development would not significantly change due to the proposed modification nor would the proposed modification impact upon the environmental amenity of the surrounding area.

The Department considers that the application is consistent with the objects of the EP&A Act and continues to be consistent with strategic directions for the State.

The Department concludes the impacts of the proposed modification are acceptable. Consequently, the Department considers the development is in the public interest and the modification application should be approved.

8 Recommendation

It is recommended that the Director, Social and Infrastructure Assessments, as delegate of the Minister for Planning and Public Spaces:

- **considers** the findings and recommendations of this report.
- **determines** that the application SSD-9835-Mod-3 falls within the scope of section 4.55(1A) of the EP&A Act.
- forms the opinion under section 7.17(2)(c) of the *Biodiversity Conservation Act 2016* that a biodiversity assessment report is not required to be submitted with this application as the modification will not increase the impact on biodiversity values of the site.
- **accepts and adopts** all of the findings and recommendations in this report as the reasons for making the decision to approve the modification.
- **modify** the consent SSD-9835.
- **signs** the attached approval of the modification (**Appendix C**).

Recommended by:



Rebecca Sommer
Principal Planning Officer
Social and Infrastructure Assessments

Recommended by:



David Gibson
Team Leader
Social Infrastructure

9 Determination

The recommendation is **adopted** by:

A handwritten signature in black ink, appearing to read 'KH', with a long horizontal line extending to the right.

Karen Harragon

Director

Social and Infrastructure Assessments

as delegate of the Minister for Planning and Public Spaces

Appendices

Appendices should follow this general layout but may be modified for specific reporting needs where necessary:

Appendix A – List of referenced documents

1. Department's assessment and consideration of the Concept Proposal and Stage 1 application
<https://www.planningportal.nsw.gov.au/major-projects/project/5336>
2. Department's assessment and consideration of the Stage 2 application
<https://www.planningportal.nsw.gov.au/major-projects/project/10736>
3. Modification Application
<https://www.planningportal.nsw.gov.au/major-projects/project/39726>
4. Submissions
<https://www.planningportal.nsw.gov.au/major-projects/project/39726>
5. Response to Submissions
<https://www.planningportal.nsw.gov.au/major-projects/project/39726>

Appendix B – Modification Instrument

<https://www.planningportal.nsw.gov.au/major-projects/project/39726>

Appendix C – Consolidated Consent

<https://www.planningportal.nsw.gov.au/major-projects/project/39726>

Appendix D – Community views for draft notice of decision

Issue	Consideration
General support	<p><i>Assessment</i></p> <p>The modification application has been considered by the Department and has been supported.</p> <p><i>Conditions include:</i></p> <p>Revisions to plans to reflect the altered mezzanine level and building identification signage.</p>
Signage Illumination and content	<p><i>Assessment</i></p> <ul style="list-style-type: none"> • The modification seeks to provide an alternate mechanism for the approval of content, materiality and illumination of the four approved building identification signs, located on each façade of the stadium. • In considering the matters raised in community submissions, the Department notes that the locations of the signage and associated impacts were considered as part of the original application and existing conditions require signage on stadium elevations not be illuminated between 11:30pm and 7am. • The modification did not seek to alter the information displayed on the building identification signage. • The Department has considered the request and agrees with the Applicant that the Wayfinding and Signage Strategy is not the most appropriate document to contain specific details of the stadium signage relating to content, materiality and illumination. <p><i>Conditions</i></p> <ul style="list-style-type: none"> • The Department has recommended a condition requiring signage details relating to content and materiality of building identification signage be provided to the Planning Secretary for approval.