

# View Impact Analysis Report Concept Plan Modification 4 and State Significant Site Amendment

Barangaroo

Submitted to  
Department of Planning  
On Behalf of Lend Lease (Millers Point) Pty Limited

August 2010 ■ 10051

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

JBA Urban Planning Consultants Pty Ltd operates under a Quality Management System. This report has been prepared and reviewed in accordance with that system. If the report is not signed below, it is a preliminary draft.

This report has been prepared by: Stephanie Ballango

Signature



Date 06/08/10

This report has been reviewed by:

Lesley Bull

Signature



Date 06/08/10

# Contents

<b>1.0</b>	<b>The Site</b>	<b>1</b>
1.1	Concept Plan Modification Area	2
1.2	Relationship to Concept Plan Documentation	3
1.3	Structure of this report	3
<b>2.0</b>	<b>Director-General's Requirements</b>	<b>5</b>
<b>3.0</b>	<b>Planning Principles for Views, View Sharing, and Outlook</b>	<b>6</b>
3.1	Existing planning principles	6
3.2	Existing important views and planning principles for Barangaroo	8
3.3	Consideration of public views in Concept Plan Modification No. 2	12
3.4	Consideration of private views in Concept Plan Modification No. 2	14
<b>4.0</b>	<b>Urban Design Principles</b>	<b>16</b>
4.1	Established Urban Design Principles	16
4.2	Proposed Urban Design Principles	17
<b>5.0</b>	<b>Response to the DGRs and View Impact Analysis</b>	<b>19</b>
5.1	Relevant EPIs, policies and guidelines	19
5.2	Consideration of issues relating to view corridors	21
5.3	View Impacts	22
5.4	View Analysis	36
<b>6.0</b>	<b>Conclusion</b>	<b>51</b>

## Figures

<b>1</b>	Figure 1 – Site Location Plan	<b>1</b>
<b>2</b>	Figure 2 – Barangaroo South	<b>2</b>
<b>3</b>	Figure 3 – Photo legend	<b>3</b>
<b>4</b>	Figure 4 - Central Sydney DCP 1996 – Figure 2-40	<b>7</b>
<b>5</b>	Figure 5 – Site Potential & Principles Diagram (Source: Darling Harbour Wharves Site Study)	<b>10</b>
<b>6</b>	Figure 6 – View Analysis Diagram (Source: Darling Harbour Wharves Site Study)	<b>11</b>
<b>7</b>	Figure 7 – Site characteristics diagram (Source: IBT)	<b>12</b>
<b>8</b>	Figure 9 – Views across the Southern Cove are opened to the sky	<b>25</b>
<b>9</b>	Figure 10 – Views from waterfront promenade to landmark building	<b>26</b>
<b>10</b>	Figure 11 – Globe Street view corridor is framed by a consistent street wall	<b>26</b>
<b>11</b>	Figure 12 – City Walk (at ground level) enjoys visual access to the foreshore	<b>27</b>
<b>12</b>	Figure 13 – Buildings do not dominate the public squares between tower forms	<b>27</b>
<b>13</b>	Figure 14 – Headland Park – framed street views to the water	<b>28</b>
<b>14</b>	Figure 15 - Concept Plan Figure 9.2 – Retention, enhancement and creation of significant views and vistas along streets	<b>30</b>

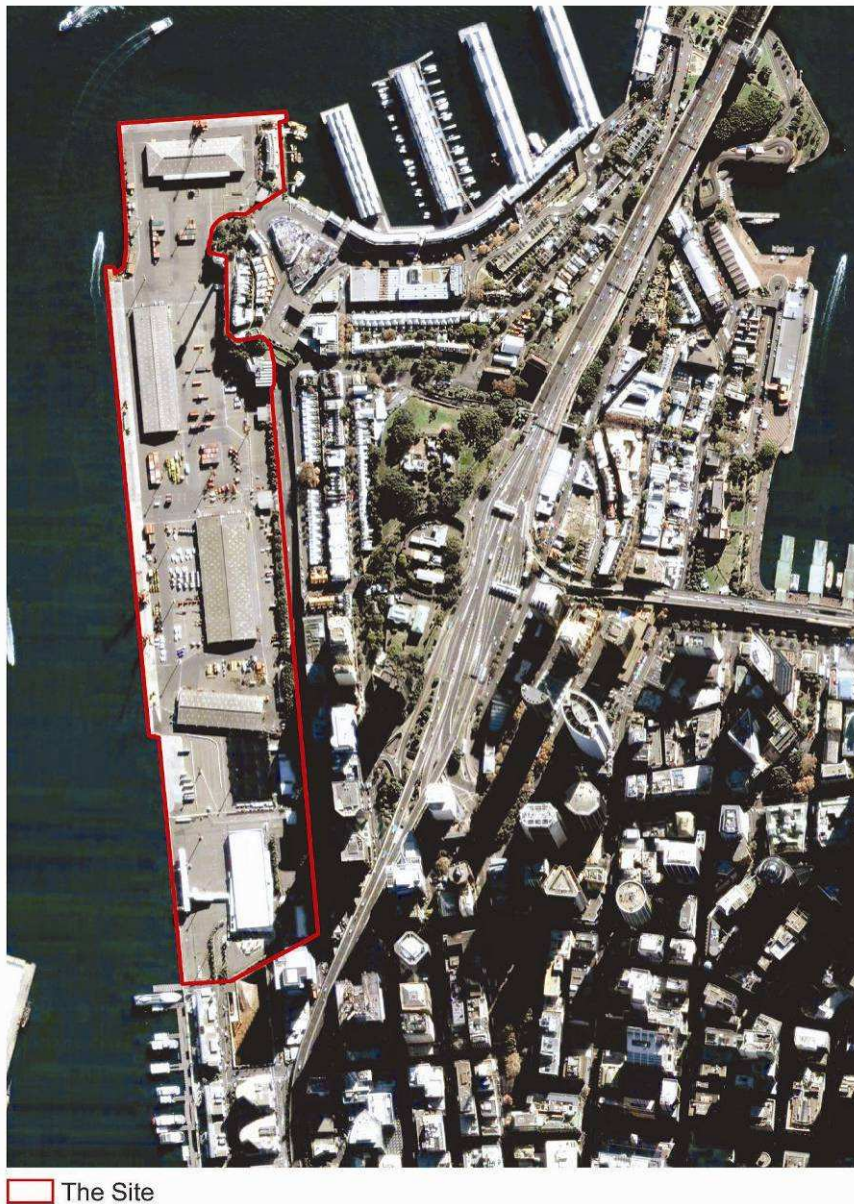
## Contents

<b>15</b>	Figure 16 – Physical and Visual Connectivity – Barangaroo South Concept Plan Modification	31
<b>16</b>	Figure 17 – Approved Concept Plan Figure 11.8 – Views and vistas along Munn Street, Little Clyde Street and Agar Street	32
<b>17</b>	Figure 18 – Approved Concept Plan Figure 11.11 – Views and vistas along Healy Street, Bull Street, Napoleon Street and Margaret Street West	33
<b>18</b>	Figure 19 – Views and Vistas – Barangaroo South Concept Plan Modification	35
<b>19</b>	Figure 20 - Hickson Road view corridor – approved Concept Plan (as modified) <b>Error! Bookmark not defined.</b>	
<b>20</b>	Figure 21 - Hickson Road view corridor - Concept Plan Modification	36
<b>21</b>	Figure 22 – Kent Street view (at Margaret Street) - Concept Plan Modification 4	38
<b>22</b>	Figure 23 – Shelley Street view corridor (from King Street Bridge) - Concept Plan Modification 4	41
<b>23</b>	Figure 24 – Lime Street view corridor - Concept Plan Modification 4	41
<b>24</b>	Figure 25 – Gas Lane views	43
<b>25</b>	Figure 26 – Jenkins Street views	45
<b>26</b>	Figure 27 – View from Pyrmont - Concept Plan Modification 4	46
<b>27</b>	Figure 28 - View from East Balmain – Original Concept Plan <b>Error! Bookmark not defined.</b>	
<b>28</b>	Figure 29 – View from East Balmain - Concept Plan Modification 4	47
<b>29</b>	Figure 30 – View from Pyrmont Bridge – Concept Plan Modification 4	48
<b>30</b>	Figure 31 – View from Blues Point – Concept Plan Modification 4	49
<b>31</b>	Figure 32 – Observatory Hill view – Concept Plan Modification 4	50

## 1.0 The Site

Barangaroo is located on the north-western edge of the Sydney Central Business District (CBD), bounded by Sydney Harbour to the west and north; the historic precinct of Millers Point along its north-eastern fringe, The Rocks and the Sydney Harbour Bridge approach to the east; and bounded to the south by a range of new CBD commercial developments in the King Street Wharf precinct.

The 22ha Barangaroo site is generally rectangular in shape and has a 1.4 kilometre harbour foreshore frontage, with an eastern street frontage to Hickson Road. The site location of Barangaroo is shown at **Figure 1**.



**Figure 1** – Site Location Plan



## 1.1 Concept Plan Modification Area

The Barangaroo site has been divided into three distinct redevelopment areas (from north to south) – the Headland Park, Barangaroo Central and Barangaroo South.

The area of land that is subject to this current Concept Plan Modification (Modification 4) is Barangaroo South and is shown in **Figure 2**. It comprises an open apron which is largely reclaimed over water and identified in the existing approved Concept Plan as Blocks 1 – 4 and the immediately adjacent public recreation area. Barangaroo South also extends beyond the western edge of the existing apron and includes a north-west oriented intrusion into the existing waters of Darling Harbour. This is the proposed location for the public pier and landmark building.



**Figure 2 – Barangaroo South**

## 1.2 Relationship to Concept Plan Documentation

This View Impact Analysis has been prepared by JBA Urban Planning to support the concurrent Concept Plan Modification and State Environmental Planning Policy (Major Development) 2005 (Major Development SEPP) amendment for Barangaroo South.

The View Impact Assessment has been prepared to respond to relevant matters raised by the Department of Planning in its amended Director-General's Requirements (DGRs) as issued on 2 July 2010. It also concurrently reconsiders earlier issues raised following Lend Lease's consultation strategy (as outlined in the Concept Plan EAR) and the public exhibition of the previous schemes for the site. The report must be read in conjunction with architectural plans and drawings at **Appendix A** of the package.

It should be noted that the exact methodology (including lense type, perspective, height and photo location) adopted for earlier view impact assessments in support of previous Concept Plan Modifications, could not be replicated for this report. Accordingly, a true visual comparison of images has not been provided.

For the purposes of photo locations, references should be made to **Figure 3**.

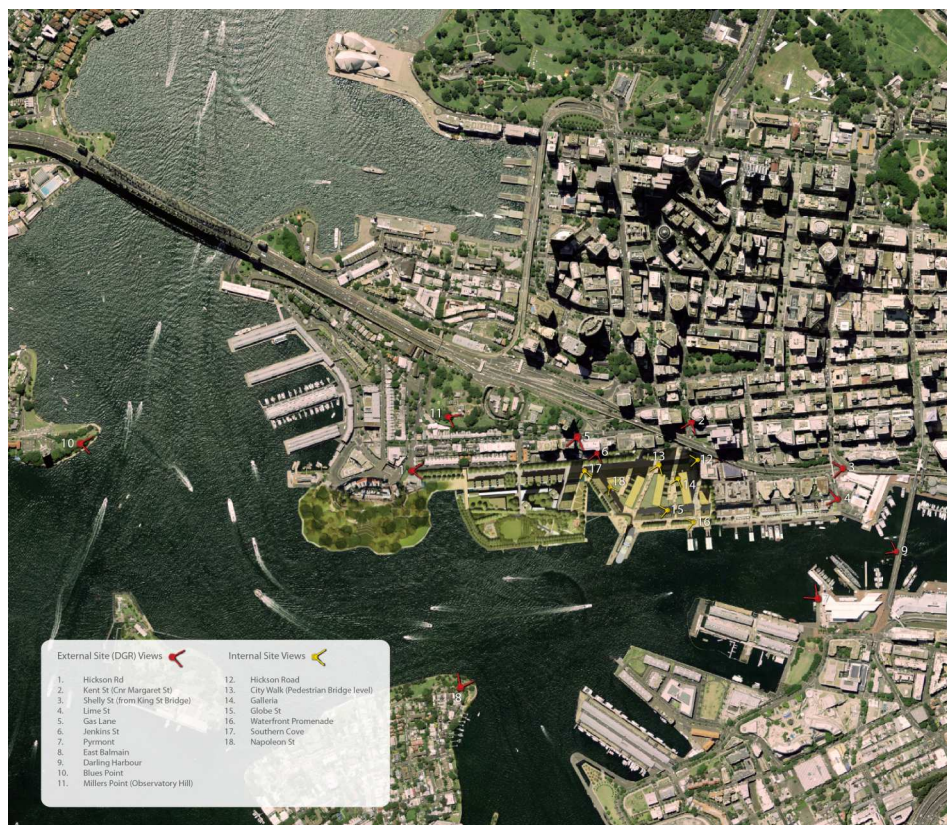


Figure 3 – Photo legend

## 1.3 Structure of this report

Section 2 of this report sets out the Department of Planning's Director-General's Requirements (DGRs) as relevant to view impacts.

Section 3 articulates the various relevant and pre-existing principles with respect to views, view sharing and outlook. This section is largely derived from the earlier view impact assessment undertaken by JBA Urban Planning for the approved Concept Plan scheme and contains relevant Land and Environment Court precedent and planning principles as well as the City of Sydney Council's aims and objectives for views, view impact and outlook under its current Development Control Plan for Central Sydney. Section 3 also sets out the existing and important views and planning principles for Barangaroo South as established by the approved Concept Plan.

Section 4 presents the fundamental planning principles for the site over time from the original competition-winning entry through to the current modification.

Section 5 is a detailed response to the DGRs, and considers both public and private views as well as views to, from, and within Barangaroo South from the various places and vantage points identified in the DGRs. This section also provides an analysis of impacts with respect to these views as a result of Modification 4.

Section 6 provides a conclusion to the report.



## 2.0 Director-General's Requirements

The Director-General's Requirements (DGRs) of 2 July 2010 for the Concept Plan Modification require, amongst other things, that the following be addressed with respect to views and visual impacts:

- *Relevant EPIs, policies and guidelines (including amongst others, Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 and its accompanying 'Sydney Harbour Foreshores and Waterways Area Development Control Plan 2005';*
- *Consideration of issues relating to and proposed development controls for ... view corridors, ...; and*
- *View Impacts, where the proponent is to:*
  - *Assess the visual impacts of the Landmark Building, office towers and any other proposed building height and/or density increases on Sydney Harbour and surrounding areas.*
  - *(Provide) a view analysis undertaken inclusive of photomontages and perspectives of:*
    - *Key elements and views of the development from key locations (including, but not limited to, from Hickson Road, Kent Street, Shelley Street, Lime Street, Gas Lane, Jenkins Street, Pyrmont, East Balmain, Darling Harbour, Blues Point, and Millers Point; and*
    - *Impacts on key views from within the Barangaroo site, including north-south view along the foreshore walk.*

These requirements are addressed on detail in Section 5 of this report.

## 3.0 Planning Principles for Views, View Sharing, and Outlook

### 3.1 Existing planning principles

It has been a long standing strategic position of the City of Sydney Council that views, and view sharing, is a matter of specific and particular importance with respect to the potential impact of development on key views and vistas that are available at the street level and generally from or within the public domain.

Section 2.8 of the Central Sydney Development Control Plan 1996 (DCP 1996) acknowledges that:

- it is important that views to Sydney Harbour and parks be maintained from as many points as possible at street level;
- in the redevelopment of some sites consideration should be given to opening up new significant views;
- views are regarded as significant when they terminate at Sydney Harbour, parklands, low level sky, or a publicly significant object;
- vistas are views along streets that are terminated by buildings, and can be emphasised with sensitive design of the visually prominent buildings that terminate them; and
- the siting and design of new buildings should maintain existing vistas along streets to places of architectural, landscape, or cultural significance.

The DCP objectives and provisions identify significant views in the Sydney CBD that are to be protected from encroachment and / or enhanced by building design. The provisions of the DCP also encourage the siting and design of new buildings that maintain and open up significant views from the public domain, to Sydney Harbour, parklands and significant objects as well as protecting silhouettes of the tops of major heritage buildings as seen against the sky.

It is noted that the Barangaroo site has not been identified as a contributory element to existing or desirable future significant public domain views (refer Figure 2-40 from the DCP reproduced at **Figure 4** below).

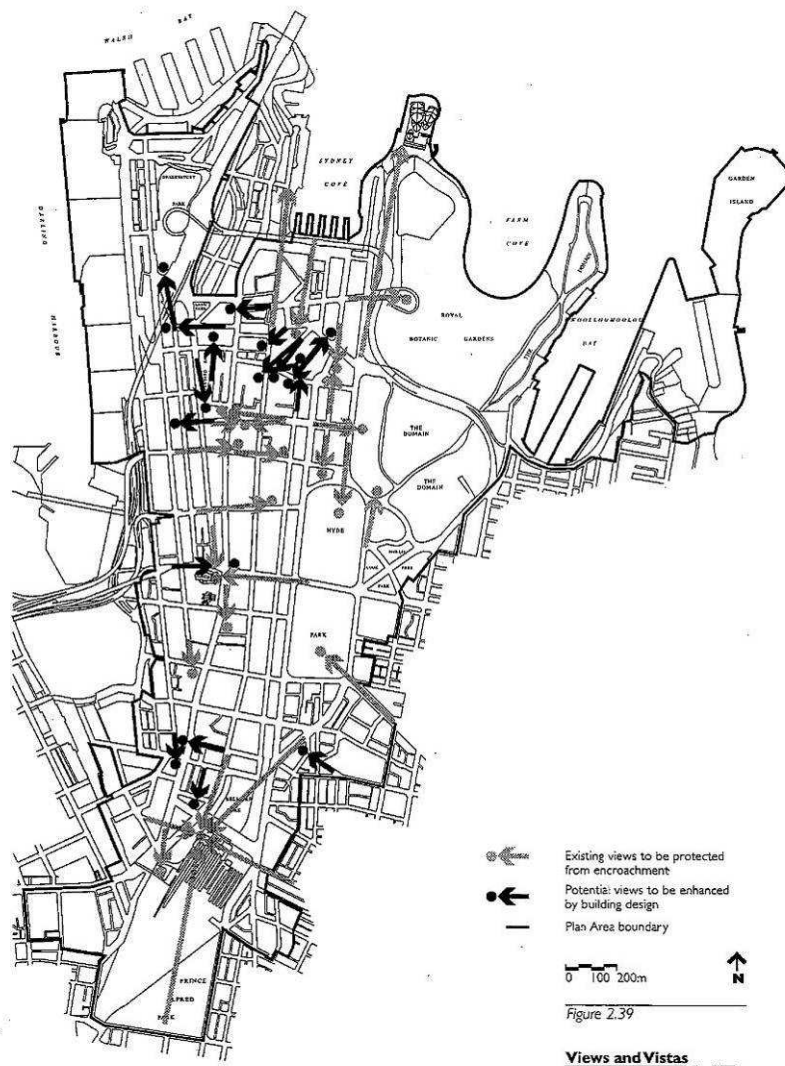


Figure 4 - Central Sydney DCP 1996 – Figure 2-40

The current planning objectives, strategies, principles and development controls for the Sydney CBD have also long recognised that 'outlook', as distinct from 'views' is the appropriate measure of residential amenity within a global CBD context.

Sections 6.1.11 and 6.1.12 of DCP 1996 clearly articulate the following with respect to outlook and views in relation to the impact of development on existing and future residential amenity:

*"6.1.11 The design of residential buildings and serviced apartments should ensure the **provision of outlook, as distinct from views**, from all dwelling units. **Outlook is considered to be a short range prospect**, such as building to building, while views are more extensive or long range to particular objects or geographic features.*

***6.1.12 There is no guarantee that views or outlooks from existing development will be maintained."** (our emphasis)*

It is considered entirely appropriate that the Barangaroo site be treated consistently with other development sites within the Sydney CBD in relation to this issue.

In addition to Central Sydney DCP 1996, Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 adopts the following principles for the purpose of achieving its aims for the Foreshores and Waterways Area:

*“(a) Sydney Harbour is to be recognised as a public resource, owned by the public, to be protected for the public good,  
 (b) **The public good has precedence over the private good whenever and whatever change is proposed for Sydney Harbour or its foreshores,**  
 (c) Protection of the natural assets of Sydney Harbour has precedence over all other interests.” (our emphasis)*

The principles of view sharing established by the NSW Land and Environment Court (Tenacity Consulting v Warringah Council (2004) NSWLEC 140) can be summarised as follows:

- the notion of view sharing is invoked when a property enjoys existing views and a proposed development would share that view by taking some of it away for its own enjoyment;
- taking a view away in its entirety cannot be called view sharing, although it may, in some circumstances, be quite reasonable;
- to decide whether or not view sharing is reasonable involves a 4 step assessment:
  - an assessment of the view that is to be affected;
  - consideration from what part of the property the views are obtained;
  - an assessment of the extent of the impact; and
  - an assessment of the reasonableness of the proposal that is causing the impact.

It is important to note that the NSW Land and Environment Court planning principle relating to view sharing in the above case was one derived from the consideration of an environmental planning instrument that required development to allow for the reasonable sharing of views.

These principles must be read in acknowledgement of the:

- clear statements contained within the existing planning controls that apply to Barangaroo South and to all immediately adjoining land as to how private domain views are to be treated in any environmental impact assessment, and in the context of the value placed on protection and enhancement of public domain views; and
- State Government’s strategic policy context for the urban renewal of Barangaroo as a new mixed use precinct with a significant public waterfront park on the western harbour’s edge of the Sydney CBD; and
- outcomes of the Stage 1 and Stage 2 international urban design competition for the site; and
- planning and urban design principles for redevelopment of the site that have been endorsed as part of that process.

### 3.2 Existing important views and planning principles for Barangaroo

In 2005, the Council of the City of Sydney engaged Hill Thalys Architecture + Urban Projects Pty Ltd to undertake a contextual analysis of the then East Darling Harbour (now Barangaroo) site, and to work with the Council to develop principles to guide its future redevelopment.



The *Darling Harbour Wharves Site Study* prepared by Hill Thalys Architecture + Urban Projects Pty Ltd on behalf of the Council identified significant local views to, within and across the Barangaroo site.

This analysis was undertaken independently of the involvement of Hill Thalys Architecture in the then East Darling Harbour Competition process. The analysis culminated in the derivation of a set of planning principles for redevelopment of the site, which were endorsed by the Council on 27 July 2005.

Copies of the Hill Thalys Architecture + Urban Projects contextual analysis relating to views, and the Council endorsed Site Potential and Principles diagram are reproduced at **Figures 5** and **6** below.

Of key importance to the consideration of appropriate planning and urban design principles for the site, the Study identifies that the **important views** are those local views available from the **public domain spaces** around the Barangaroo site, including from areas within Millers Point, Towns Place, Dalgety Road, Hickson Road, High Street, Munn Street, Argyle Street, Bettington Street and Napoleon Street.

The Study articulates the following planning principles relating to views and view sharing as being appropriate to guide the future redevelopment opportunities for the overall Barangaroo site, which are also applicable to Barangaroo South:

- retain significant views across the site to the waterfront;
- allow for public views across the Harbour from Millers Point (the northernmost part of the site) and Observatory Hill;
- consider the high visibility of the site from public places including the waterway, harbour edge parks, Sydney Harbour Bridge and Anzac Bridge;
- protect local views to the site and adjoining waterway from public domain areas in Millers Point and the western side of the city;
- place highest importance on axial views along streets to the waterfront; and
- allow views from the site and adjoining waterway to natural features including the High Street / Hickson Road cliff faces and retaining walls.

The original Concept Plan prepared by Hill Thalys Architecture + Urban Projects Pty Ltd (in conjunction with others) fundamentally reflected this analysis and delivers an urban form outcome for the wider Barangaroo site that translates the above planning principles into a specific urban design outcome.

The recognition of significant views is illustrated on the site characteristics diagram prepared by the Hill Thalys Architecture + Urban Projects, Paul Berkemeier Architect and Jane Irwin Landscape Architecture winning team (IBT) reproduced at **Figure 7** below and is dealt with in further detail in the following sections of this report.

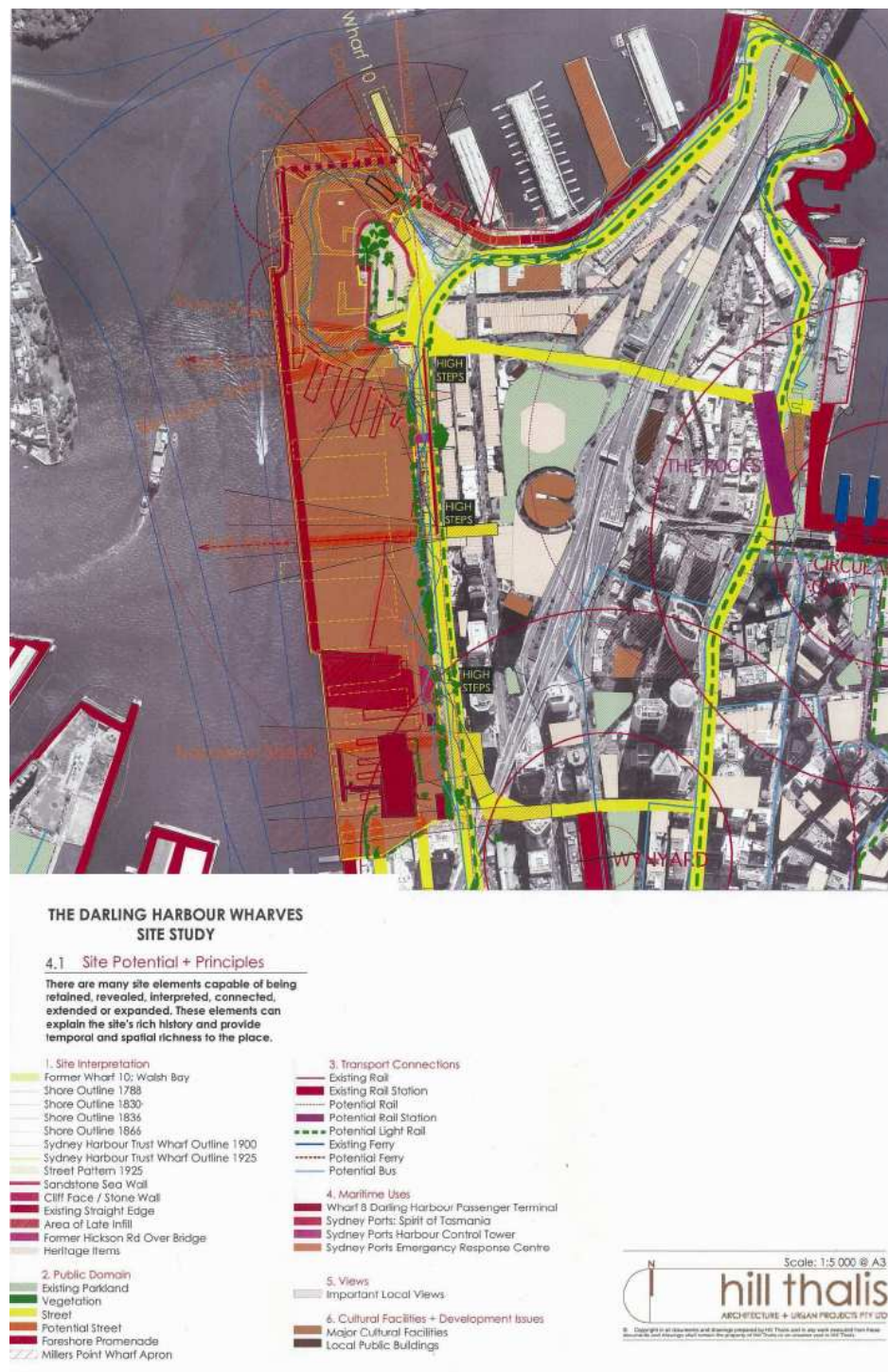
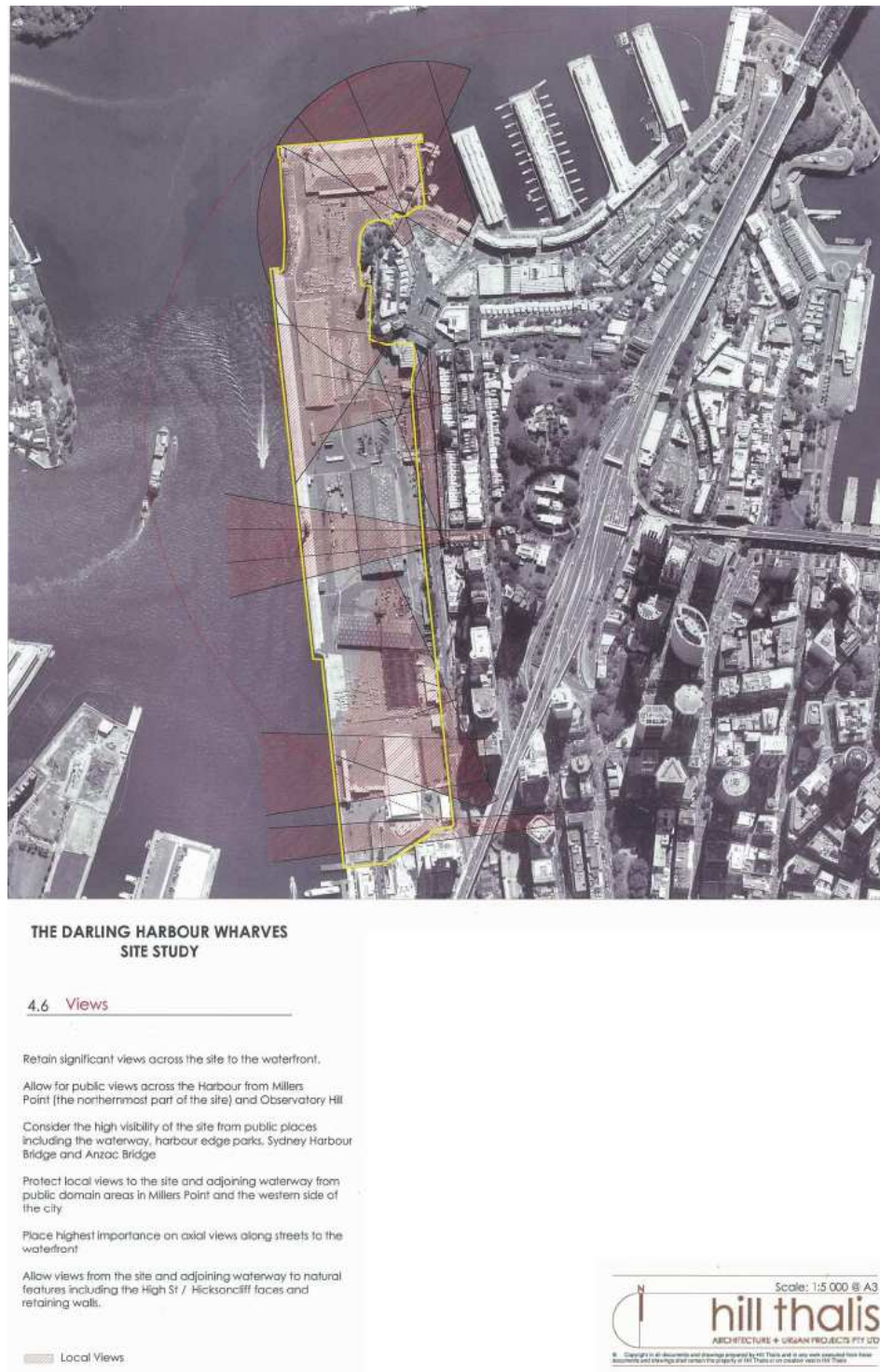


Figure 5 – Site Potential & Principles Diagram (Source: Darling Harbour Wharves Site Study)



**Figure 6 – View Analysis Diagram (Source: Darling Harbour Wharves Site Study)**



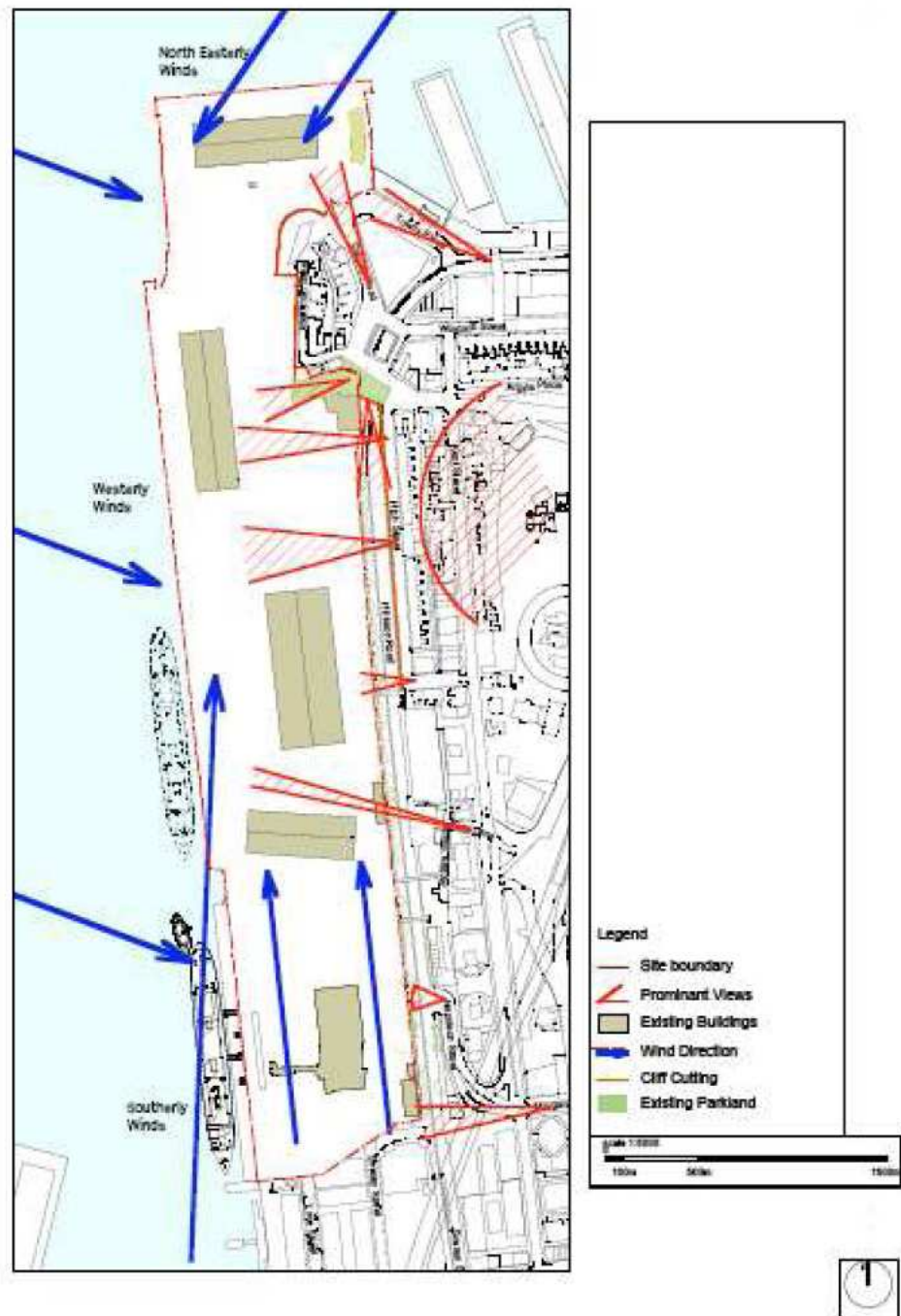


Figure 7 – Site characteristics diagram (Source: IBT)

### 3.3 Consideration of public views in Concept Plan Modification No. 2

The Barangaroo Concept Plan has been modified on three separate occasions. Modification 1 (approved 25 September 2007) sought to correct minor typographical errors in the Concept Plan Instrument of Approval as well as provide modification to design excellence requirements.

Modification 2 (approved 16 February 2009) secured an additional 120,000m<sup>2</sup> of commercial floorspace on the site distributed across Blocks 2, 3, 4 and 5, whilst



Modification 3 (approved 11 November 2009) provided for the amended design for the Headland Park and Northern Cove, removal of Block 8 and part Block 7, reduction of floorspace by 18,800m<sup>2</sup> and removal of the Sydney Ports Harbour Control tower.

Accordingly, Modification No. 2 is to date the only approved modification that has revisited and reassessed the impact of the proposal on views and visual impacts. The following is a synopsis of the key issues and conclusions drawn from that planning process including the report prepared by MG Planning (pages 67-72), and other supporting reports and studies with a reference to view impacts, for the Sydney Harbour Foreshore Authority in support of Modification No. 2.

### 3.3.1 Impact on Distant Views

Under the changes sought by Modification 2, the impact on eastern views towards the CBD were considered to generally be negligible as the Barangaroo development would largely sit in front of existing CBD buildings. In some cases the proposal would fill gaps between buildings but would not result in any major changes to the CBD skyline.

Despite a change in floorspace and floorplate configuration, when viewed from the south-west, west and north-west, the proposal would still remain a group of buildings providing a new western face to the CBD and would be seen within the context of the backdrop of the existing high-rise CBD profile. It was concluded that there were no significant adverse view impacts as a result of the increase in floor space.

### 3.3.2 Impact on Local Views

The impact of the proposal on local views was likely to remain similar to that under the originally approved Concept Plan as the Development Blocks were to be retained. There would be no change to views to and from Millers Point or Observatory Hill Park.

A slight narrowing of views (south of Block 5) from the east was anticipated to occur due to the creation of podiums for Blocks 3 to 5. However, proposed east-west oriented streets would remain ensuring important views to the harbour would be maintained or be made available.

The MG report also notes earlier commentary made by JBA Urban Planning for the originally-approved Concept Plan, including:

- many new views would be created due to the creation of new public access along the foreshore;
- improved views would be created due to the removal of structures along the foreshore, including new appreciation of the Millers Point sandstone cutting;
- improved views to and from Millers Point and Observatory Hill and the opposite harbour foreshores would be created as a result of no or low-rise development to the north of the site and new buildings predominantly to the south of the site; and
- new planned connections and extensions of the existing or lost road network allows for views and vistas would be retained, protected, and established through the future public domain.

All these important view elements were not expected to be impacted by the proposed increase in floorspace under Modification 2.

### 3.3.3 Impact on Heritage Views

Important heritage views to the site were established by City Plan Heritage in its report (March 2007) in support of the initially approved Concept Plan. These views included those to the Millers Point headland through the northern part of the Barangaroo site as well as the following:

- the panorama from Observatory Hill to the west and over the Barangaroo site;
- the view south along Hickson Road from Munn Street;
- a view west from the northern end of High Street over the Munn Street alignment;
- the view west from the centre of High Street; and
- the view from the southern end of High Street.

It was concluded that none of these views would be affected by Concept Plan Modification No. 2. Additionally, other views from around harbour foreshores to the Millers Point area would continue due to the proposed urban structure of the Barangaroo Concept Plan and Modification 2.

MG Planning noted that existing Statement of Commitments and Conditions of Approval with respect to view corridor impacts did not need to be reviewed or changed as a result of Modification 2.

### 3.3.4 Conclusions

The proposed indicative building envelopes and urban structure under Modification 2 would continue to maintain the principle of view sharing by maintaining the existing street corridors which provide for sharing of views across and through the site (to the harbour) from the east.

The approved urban structure, provides the establishment of Development blocks / envelopes, and indicative street locations and widths, provides for the protection of views through the site from the east by way of framed street views to the foreshore and beyond.

Distant views would not be altered by Modification 2, whilst local views and key principles underpinning the retention of existing, and creation of new, views would not be impacted adversely.

No heritage views would be affected and no change to the approval or the Statements of Commitment were warranted as a result of the proposal.

## 3.4 Consideration of private views in Concept Plan Modification No. 2

Conybeare Morrison (CM+) undertook an analysis of the view impacts upon a selection of residential apartment towers located along Kent Street and Hickson Road in support of Modification 2. The buildings considered were Highgate, Stamford Marquee, Stamford on Kent, and The Bond Apartments. The analysis undertaken focussed on a range of westerly views to and over the proposed urban form at the wider Barangaroo site, and included Barangaroo South.

Key considerations of the visual environment that were assessed were:

- proximity of the proposed commercial towers;
- the sky exposure plain; and
- views through to the water when looking west.

The conclusions that were drawn from the CM+ report were that the change in view impacts between the approved Concept Plan and Modification 2 were minor and highly dependent upon the future detailed design of the buildings on the site. Further assessment would be warranted at subsequent Project Application stage.

Additionally, views from NSW Housing accommodation from High and Kent Streets was deemed to be generally unaffected by the Modification 2 scheme given the unaltered protection of wider views to the west and north-west despite some changes to views to the south-west from these premises.

## 4.0 Urban Design Principles

### 4.1 Established Urban Design Principles

The Barangaroo project is a significant urban renewal project for Sydney. It is the Government's intention that the renewal will leverage and strengthen the Sydney CBD, and hence the State's economy, well into the 21st Century.

The urban form principles established for the site to date are based on the outcomes of the 2005/2006 Government staged international urban design competition, which examined multiple urban form options and urban design / architectural ideas and solutions to help underpin the Government's vision for the renewal of the site and the original Hill Thalys scheme. The urban pattern of that winning competition scheme, and specifically the built form and massing of development within the site, were unanimously endorsed by the Competition Jury.

There are a number of fundamental principles embodied within the winning competition scheme which direct the location, height, scale, bulk, massing and general configuration of the future floor space predominantly within Barangaroo South.

These fundamental urban design principles are:

- the urban design structure, which creates major new parklands on the harbour edge, and defines an eastern 'wedge' that is the mixed use or urban development precinct. The public domain is the clear unifying structure that acts as the framework for the development form and integrates the site into the fabric of the surrounding city;
- higher density development is to be focussed towards the southern end of the site, linking into existing higher density development at King Street Wharf and the western edge of the CBD. To continue a built form dialogue with the adjoining city, building heights across the site generally taper towards the north, with the highest forms concentrated in the block in front of Napoleon Street;
- the street layout is integral to the physical ordering principles of the site as a whole, integrating with existing streets within Walsh Bay, Millers Point, King Street Wharf and the western grid of the city. It provides a framework for the built form, and determines the configuration and massing of the future development; and
- to promote equitable access to views towards the harbour, built forms have been arranged to define the street corridors, and to allow view corridors from the existing private buildings to the east.

The redevelopment of Barangaroo in accordance with the above principles and in the manner proposed by the approved Concept Plan (as modified) will significantly alter existing views that are available to the west, north-west and south west from surrounding development, including from Westpac Place, King Street Wharf, Stamford on Kent, Highgate, and Observatory Tower. Currently, these existing residential and commercial developments experience largely unobstructed views to the Harbour and beyond due to the absence of built form within Barangaroo South.

The planning and urban design approach for the urban renewal of Barangaroo has been one that seeks, first and foremost, to ensure that future development retains, and creates significant views to and from the site from the public domain. This includes the protection and establishment of views, view corridors and vistas along streets and pedestrian connections, and from other existing public open



spaces. This approach is sound in terms of planning and urban design within a global CBD context.

## 4.2 Proposed Urban Design Principles

The urban design philosophy underpinning the current Concept Plan Modification is consistent with that articulated by the approved Concept Plan (as modified).

Overall the Concept Plan Modification seeks to:

- place-make and create a sense of place;
- establish communities;
- promote and emphasise connections to the water;
- implement sustainable design; and
- create a dynamic and vibrant waterfront precinct.

The design philosophy is supported by:

- completing the City frame to book-end the City's western edge;
- creating the 'fan' – a radial arrangement of buildings that optimises solar access and emphasises view corridors;
- creating gateways, markers and place-making by establishing gateway buildings and spaces at strategic locations throughout the CBD and its edges;
- extending the City's natural north-west oriented grid into the site to reinforce already established east-west linkages; and
- connecting and extending the existing CBD into the Barangaroo South site with landmark buildings and markers along the foreshore through a series of street characters, widths, and proportions.

The protection, emphasis and creation of views is predominantly achieved by the proposed urban structure at its ground plane. The Built Form Principles of the proposed Concept Plan Modification are as follows:

- City's new western façade – integrated new frontage to the CBD centre with slender buildings orientated to the waterfront to provide a defined open silhouette;
- Hickson Road as a boulevard – promote the scale of Hickson Road as a grand boulevard, with a consistent street wall and form to Hickson Road;
- Buildings to define streets – facades to be set to the street alignment;
- North-south pedestrian connection – provide greater pedestrian permeability through blocks which relate to pedestrian desire lines, which are not less than 4m wide and at least 50% open to the sky;
- Tapering built form – continuing the built form dialogue with the adjoining city (highest to the south in front of Napoleon Street);
- Open Space within Blocks – hollow blocks permeated with open space, walkways, gardens, courtyards;
- View Sharing – to promote equitable access to views towards the harbour, the built form is to be arranged to define the street corridors and to allow view corridors from the existing private buildings to the east; and
- Orientation of buildings – optimum orientation and transparency across the site to create a silhouette of slender towers to the waterfront and Globe Street. Long façades are oriented to the north and on and along Hickson Road, to the east.

Outlook from the private domain (eg from surrounding residential and commercial development) has been taken into consideration in the formulation of the public domain framework and built form controls for the future development blocks within the site. Consideration of maximising opportunities for view sharing from adjoining development will continue to be an influence as the detailed design phase of the project progresses, within the planning and urban design context established by the Concept Plan.

However, the planning outcomes that must take primary importance beyond the protection of local private domain views include:

- the creation of a public domain that is of significant amenity;
- the creation of a commercial precinct that integrates positively with the existing CBD; and
- the establishment of a vibrant new mixed use precinct with a critical mass that is capable of providing significant economic impetus to Sydney as Australia's trade gateway.

The CBD is characterised by a series of grids, high-rise towers along its spines and focused towards its core, and lower-rise development towards the edges with various landmark buildings and towers, often at the fringe. Barangaroo South offers an opportunity to complete and reinforce the grid and the City frame at its western edge as well as provide new locational markers.

The proposed fanning of the built form allows for optimal solar access and light penetration into public spaces, increased opportunity for more slender tower and built forms, and the development to open out towards the foreshore and the water. These openings will form the extension of existing east-west linkages towards the southern end of the site. From a view impact perspective the urban design philosophy provides not only reinforcement of existing view corridors along the extended grid, but new wider more generous views at and from existing and new vantage points.

The changes proposed by the Concept Plan Modification build on existing view corridors and connections from east to west, and new (or changed) south to north connections and views. The Development Blocks significantly retain the established and recognised views and vistas to, through and over the site. One of the proposal's key principles is to seek to adjust the distribution of floorspace through height and density adjustments within the parcels already approved as opposed to the creation of broader or wider built form and envelopes that will impact on view corridors. The principle of slender towers and buildings adjacent to public streets in order to frame their view corridors is therefore upheld and reinforced. The original design principles of equitable access to views towards the harbour, built forms to define street corridors, and view corridors from existing private buildings to the east are all maintained and reinforced. This is discussed in the context of the DGRs in Section 5.

## 5.0 Response to the DGRs and View Impact Analysis

### 5.1 Relevant EPIs, policies and guidelines

With respect to view impacts and preparation of a view impact analysis the only relevant EPIs, policies or guidelines of relevance are Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 – now a deemed SEPP, and its accompanying DCP, the Sydney Harbour Foreshores and Waterways Area Development Control Plan 2005. These two documents are addressed in detail below.

#### 5.1.1 Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005

The Barangaroo site sits within the Foreshores and Waterways Area as identified in Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 (the Sydney Harbour REP). The clauses relevant to consideration of visual or view impacts follow:

Clause 2(2)(b) – Aims of plan – the principle of precedence of public good over private good.

With respect to views, the Sydney Harbour REP articulates that amongst other things, the public good (such as public views) will have precedence over private good (private views) where change is proposed on the harbour or within its foreshores.

Whilst the genesis of this principle is largely rooted in ensuring continuous and unobstructed foreshore access to the public, the principle of views corridors tied to access to the foreshore is primary as compared to the secondary issues of private views. As articulated below, key public views from east to west are to be maintained and access tied to those views which allows or promotes passage to the foreshore will be maintained. Impacts on private views (being those that may not or do not align with existing or proposed public view corridors over streets will require further consideration when detailed building designs are resolved.

Clause 14(d) – Foreshores and Waterways Area.

This sub-clause seeks to ensure “development along the foreshore and waterways should maintain, protect and emphasise the unique visual qualities of Sydney Harbour and its islands and foreshores”.

The Concept Plan Modification generally retains the approved urban structure and is consistent with the principles employed to ensure unique visual qualities are not undermined, eroded or lost.

As established, by the approved Concept Plan (as modified), the view to the Barangaroo site will be one where the development will blend with its CBD backdrop and which will positively contribute a new layer with its own unique visual qualities.

Similarly, views to, through and over the site will not diminish the ability to enjoy the visual qualities of the harbour and its foreshores. This is particularly true of public views from open and/or elevated areas such as Observatory Hill Park.

### Clause 15(d) – Heritage Conservation

This sub-clause seeks to ensure heritage conservation protection of “the natural, scenic, environmental and cultural qualities of the Foreshores and Waterways Area”.

The boundary of the Foreshores and Waterways Area at and in the vicinity of Barangaroo South sits at the western edge of Hickson Road / Sussex Street. Under the Sydney Harbour REP there are no heritage items within the Foreshores and Waterways Area at Barangaroo.

Nonetheless, the impact on the scenic, environmental and cultural qualities of the area and its adjacent Millers Point Conservation Area and individual heritage items is not diminished by the proposal as the most significant heritage and conservation values are to be found towards the north of the Barangaroo site (ie outside of Barangaroo South). It is from this northern part of the site and from the Millers Point area and Observatory Hill that the most significant views to and of heritage and conservation areas are able to be enjoyed. The current proposal will largely preserve heritage views and views to heritage precincts.

### Division 2 – Matters for Consideration for development - Clause 25 – Foreshores and waterways scenic quality

This requires consideration in relation to the maintenance, protection and enhancement of the scenic quality of foreshores and waterways including the scale, form, design and siting of any building. This should be based on an analysis of:

- the land on which it is to be erected;
- the adjoining land; and
- the likely future character of the locality.

The pre-existing decisions taken on the redevelopment of the Barangaroo site and the general form and spatial structure of the development has continued to inform the process of refining the development options for the site. The redevelopment of now redundant maritime foreshore land and the site’s CBD context and backdrop has determined the scale and function of the development parcels and envelopes in the Concept Plan Modification.

Accordingly, the impact of the proposal on the scenic qualities of the Harbour and its foreshores must be seen in the balanced context of approvals already granted, the site’s CBD location, and the consistency of the proposed Concept Plan Modification when compare to the established planning framework.

### Division 2 – Matters for Consideration for development - Clause 26 – Maintenance, protection and enhancement of views

The matters to be taken into consideration in relation to the maintenance, protection of views include:

- development should maintain and protect views (including night views) to and from Sydney Harbour;
- development should minimise any adverse impacts on views and vistas to and from public places, landmarks and heritage items; and
- the cumulative impact of development on views should be minimised.

These matters are each individually addressed by this report in detail below.



### 5.1.2 Sydney Harbour Foreshores and Waterways Area Development Control Plan 2005

The Sydney Harbour Foreshores and Waterways Area Development Control Plan 2005 (DCP) was prepared as a revision to the earlier DCP that supported the Parramatta River REP (SREP No.22) and the Sydney and Middle Harbours REP (SREP No.23). The controls and provisions within the DCP are the same as those that were in place for both these SREPs in the 1990s with the exception of minor updates and cross-referencing to ensure consistency with the Sydney Harbour REP, which replaced both SREPs No.22 and No.23. The Introduction to the DCP indicates that “a fuller, more comprehensive revision of the DCP is proposed in the future”. To date this revision has not been drafted.

Accordingly, the DCP (unlike its parent REP which was drafted at the time of initial decision-making about the future of East Darling Harbour) does not contemplate the redevelopment of Barangaroo. The controls are largely reflective of consistency of planning and outcomes of Sydney Harbour’s foreshores away from the CBD context and are generally anachronistic in the context of planning for Barangaroo. The controls themselves are chiefly focussed on water-based and land-water interface developments, ensuring consideration of ecological and landscape attributes at the land/water interface. Design Guidelines of the DCP provide guidance for new development at the foreshore, but these are largely based on ensuring consistency in design and decision-making for smaller, more domestic, developments than those in or at the edge of the CBD.

The Barangaroo site falls within the area covered by Map 8 of the DCP, which indicates that there are no terrestrial or aquatic ecological communities or any foreshore landscape character areas that require further consideration of the DCPs provisions or requirements. The requirement for a Visual Impact Assessment (as opposed to consideration of visual impact in its generic sense) is only relevant to new or enlarged marina developments.

With respect to view impacts, Section 3 of the DCP requires consideration of the visual impact of the proposal from the waterway and the foreshores. Whilst the site is not subject to a Landscape Character Type under the DCP, this report addresses and fulfils the requirements of the DCP with respect to views and visual impacts, as far as relevant.

## 5.2 Consideration of issues relating to view corridors

The Concept Plan Modification relates to the allocation of increased GFA and building and envelope heights across Blocks 1 to 4 (A to C), as well as a redistribution of public domain and the creation of a landmark building at the foreshore (ie new Blocks X and Y).

The proposed amendment to the Development Blocks to accommodate additional GFA has resulted in additional height as opposed to a general “fattening” of envelopes. The result is one where originally conceived and supported principles relating to permeability, movement and connections can be maintained and emphasised.

In general, the proposed urban structure at the ground plane (emphasised by the radial fanning coupled with additional GFA in additional height), will not significantly or adversely impact upon the established view corridors. As the fanning is towards the water’s edge the ability to create wider opening views and visual transparency from within Barangaroo South and further east to the west is reinforced.

## 5.3 View Impacts

This section examines the various key view impacts and visual impacts of the proposed form as identified by the DGRs.

### 5.3.1 Visual Impacts of the Landmark Building

The visual impacts of the proposed landmark building vary dependent upon the direction of the view.

From east to west, the landmark building balances the need for a directional marker and landmark statement which attracts movement to the foreshore from the east while retaining an open vista and views. The proposed alignment of the footprint of the building is slightly within the established east-west view corridor that emerges from the Margaret and Napoleon Streets access to the foreshore. However, the design intent is to draw the eye to the marker and the foreshore at its base.

The landmark building is a key response to the approved Concept Plan's requirements to "celebrate the water theme" and is located to assist in a sense of arrival and to locate the approach to the destination. It is proposed that it will frame the main approach view at one edge without impeding the more significant views that open to the north-west and north upon arrival.

The building is a proposed slender form and envelope with its narrow edge generally to the east-west alignment along the southern edge of the east-west view corridor to allow continuous / unbroken views to the west and north-west. Its long-sided orientation facilitates and optimises ESD principles for the building in terms of solar access, and limits a large western façade from being exposed to the western sun.

It is deemed that the impact of the building upon the proposed City Walk link views will be minor, particularly given that this view is not available as the bridge does not presently exist. There are no other existing at-grade views to the west from Hickson Road or Margaret Street that will not be affected by the landmark building, in isolation.

From the north, west and south, the landmark building will not be out of context with its CBD setting and/or its backdrop of tall buildings, buildings climbing the CBD's western hill from the foreshore, taller towers along the CBD's spine and ridges, and various taller buildings and towers scattered throughout the southern half of the CBD, such as the Market City Tower in Haymarket or the UTS Broadway tower. The building will integrate with the silhouette of the CBD and its new / proposed Barangaroo context, particularly the north and the west where it will act to complete the built form of the western edge of the CBD which is presently vividly terminated by the wall of towers along Kent Street. Distant views (where it may be seen) through the CBD from the east are also not impacted. The visual impact of the building upon near and distant views (even at ground level) will generally be minor given its existing and future context.

From the south and north, the building's location will assist in creating the new edge of the new grid to the CBD that completes the CBD framework in this location. There will be key views past the building in both directions as a suitable separation will be achieved. There will be ample sky and view corridor space to allow visual access to other directional and place-markers in either direction along the foreshore and beyond. The proposed building will also be a place marker for south-north and east-west views as it sits at the intersection of these key connections and view corridors.

The impact of the landmark building on private views is further considered in Section 5.4 of this report.

### 5.3.2 Visual Impacts of office towers and other building height or density increases

As with the proposed landmark building, the proposed commercial towers (C3, C4, and C5) which will sit between Shelley Lane and Globe Street in Blocks 2 and 3, will largely form an extension to the CBD in both plan and in silhouette from the east and the west. Similarly, the residential towers (R3, R5, R7) located in Blocks 4A, 4B and 4C and Block X will also blend into the city skyline. The buildings will be viewed as a new addition to the existing CBD tower context and backdrop. As previously concluded in previous studies, there will be no significant change to the visual impacts of the CBD with the addition of these building envelopes.

The additional height proposed will still generally fall within the existing silhouette of the CBD when viewed from both the east and west. The buildings will be no taller than the tallest development in the CBD. The proposed built form over the entire Concept Plan site will generally read as a tapering of slender and taller towers (as an extension and part of the CBD context) to lower buildings and structures towards the foreshores (as an extension and part of the western CBD context). The commercial towers will accordingly visually connect with other commercial CBD towers. It is this layering of heights from the foreshore with those behind that sit on the slope leading to the ridge, as well as those buildings on the ridge itself, which will ameliorate the visual impacts.

Whilst there is the long-held principle (from at least the early 1970s as part of the City of Sydney Strategic Plan) of higher building heights upon ridges and elevated positions, and lower rise development towards the foreshore, this principle may be viewed as somewhat anachronistic given the scarcity of suitable CBD land for ongoing renewal of the northern CBD, and the relatively minor overshadowing impacts of the approved scheme and current proposal. The ability to emphasise the topography of the CBD will be maintained with other newer development within the core of the CBD, but this should not act as a priority over the ability to create new activity centres and new built form and character in their own right.

The proposed fanned form of these buildings provides more generous spaces than previously envisaged and articulates a contiguous CBD form from the west and other views.

It is noted that the proposed buildings are indicative only, and demonstrate how built form can be realised within the Development Blocks when considering the various setback, density and built form and modulation controls proposed by the Urban Design Statement (Appendix A).

The indicative layout will not create a new wall of development but rather a new edge with views through to other taller buildings within the CBD and accordingly is not expected to have significantly adverse view impacts beyond those already expected under the approved Concept Plan (as modified).

The impact of the office towers and other building height and density increases on private views is further considered in Section 5.4 of this report.

### 5.3.3 View impacts within the Barangaroo site

The view impacts of the proposal from within the Barangaroo site will be essentially the same. Blocks 1-4 (A – C), X and Y continue to coincide with the centre line of the proposed extensions of roads and public domain. Accordingly views through the site will be maintained, along the east-west and north-south street connections, at a minimum. Internal views are not expected to have

significantly adverse view impacts beyond those already expected under the approved Concept Plan (as modified).

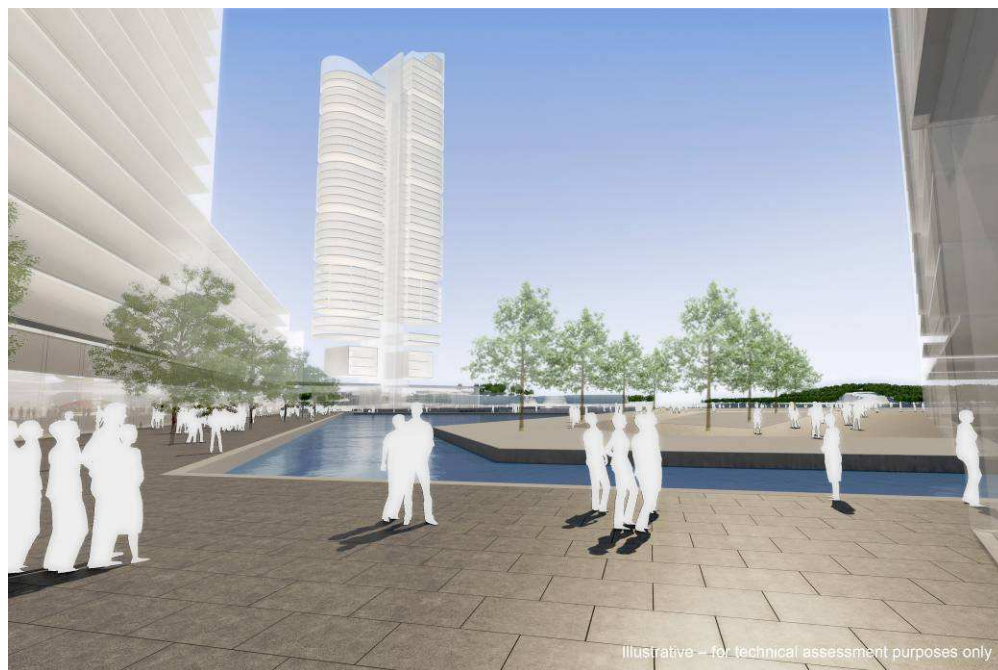
Views, view corridors, and vistas internal to the site as established by the approved Concept Plan (as modified) and the gazetted SEPP, will not be removed or compromised. Indeed, the proposed revised envelopes and potential built form will emphasise many views as shown in Figures 7 – 12, as a result of:

- more slender tower forms;
- inverted podium forms (particularly at the landmark building at and over the foreshore);
- views or vistas terminating at hubs and open spaces where other views and vistas open-up; and
- framing of view corridors.

It should be noted that **Figures 8 – 13** are illustrative and for technical assessment purposes only, and do not form part of the Concept Plan Modification for which approval is sought.



**Figure 8** – Hickson Road view corridor



**Figure 9** – Views across the Southern Cove are opened to the sky





**Figure 10** – Views from waterfront promenade to landmark building



**Figure 11** – Globe Street view corridor is framed by a consistent street wall





**Figure 12** – City Walk (at ground level) enjoys visual access to the foreshore



**Figure 13** – Buildings do not dominate the public squares between tower forms

## Public domain views across and within Barangaroo

In relation to the public domain specifically, the Concept Plan Modification:

- raise significantly adverse view impacts on the public domain beyond those already expected under the approved Concept Plan (as modified);
- does not impact the form and function of the Headland Park which will have a high point opposite Clyne Reserve and which will emphasise the green backdrop when viewed across the Harbour. Gathering spaces in this elevated area will allow distant vistas to other harbour foreshores and facilitate viewing of harbour events such as the New Year's fireworks. The design principles for the Headland Park establish elevated panorama views to the water from the park, and framed street views to the park and water as illustrated on original Concept Plan's Figure 11.6 – Design Principles – Headland Park, and superseded by Concept Plan Modification No. 3 reproduced at **Figure 14** below. This position is unaltered by the current Modification proposal;

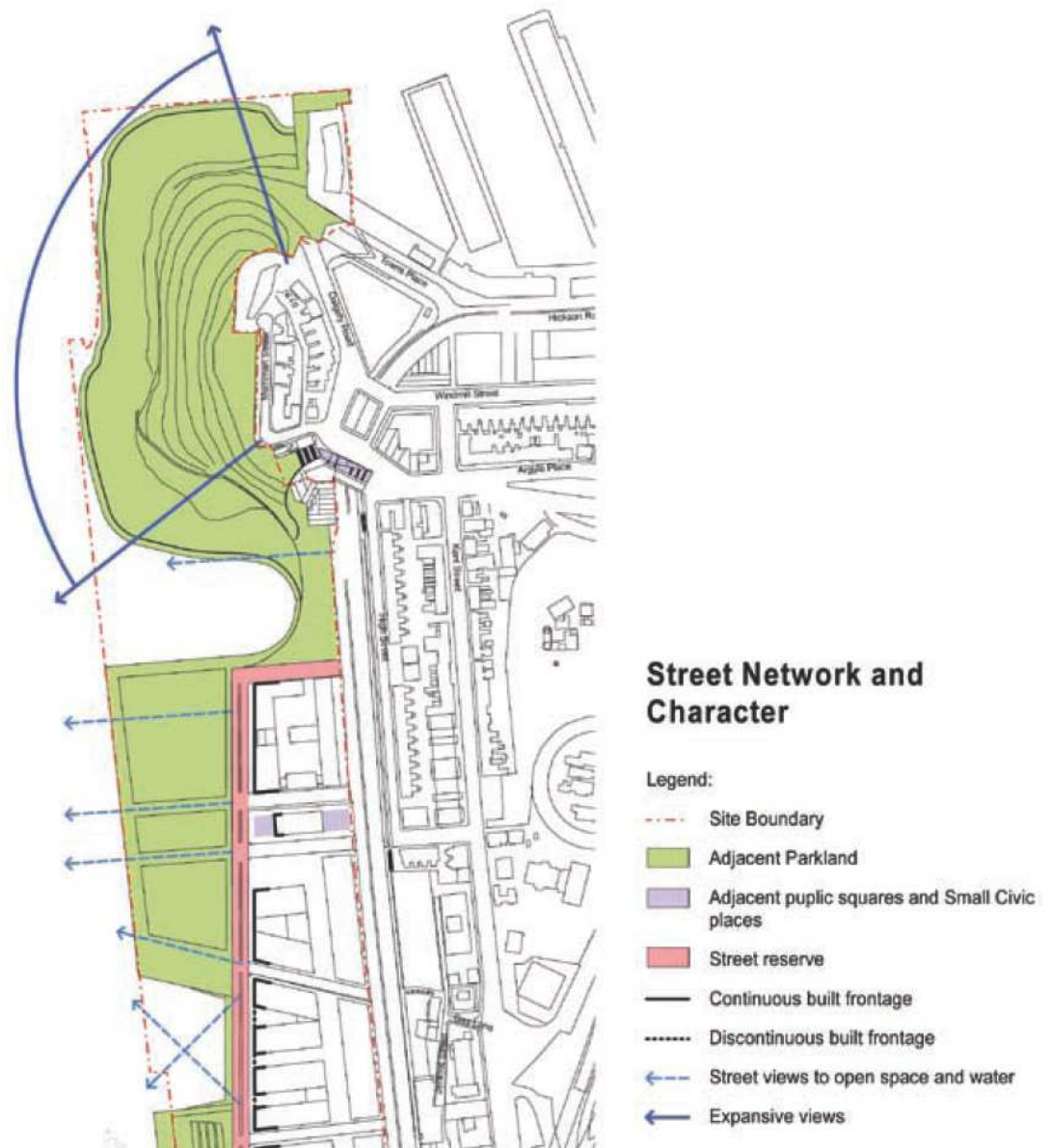


Figure 14 – Headland Park – framed street views to the water

- provides pedestrian connections back to the city including 2 new proposed elevated pedestrian bridges over Hickson Road to Millers Point and the CBD and beyond. As a result, significant new public domain views to the Harbour, and foreshore, will become available. This position is unaltered by the current Modification proposal;
- aligns the street and pedestrian connections with Barangaroo South to provide water vistas, and bring the surrounding network of city streets and the harbour together. The principles relating to visual connectivity between existing areas to the east and the Harbour are illustrated on the original Concept Plan's Figure 9.2 – Connectivity, which is reproduced at **Figure 15** below; and
- these will be significantly retained and emphasised and other new views created in the greater part where changes to views are proposed. The current Modification's connectivity is demonstrated in **Figure 16** below;
- retains established views and vistas from Hickson Road and High Street, and from the elevated pedestrian bridges along Munn Street, Little Clyde Street, Agar Street, Healy Street, Bull Street, Napoleon Street and Margaret Street West. Refer to original Concept Plan Figures 11.8 & 11.11 reproduced respectively in **Figure 17** (showing views and vistas along Munn Street, Little Clyde Street and Agar Street through Barangaroo Central) and **Figure 18** (showing views and vistas along Healy Street, Bull Street, Napoleon Street and Margaret Street West through Barangaroo South and Barangaroo Central);
- the key view principles identified in Figures 16 and 17 are maintained, albeit in a refined manner for the current Modification. The northern views to the west and north-west are unaffected by the Concept Plan Modification, whilst some views to the south-west from Millers Point will be altered when compared to the original scheme, principally due to the proposed location of the landmark building; and
- existing views down Gas Lane will be preserved, and public domain views to the water and beyond will generally remain uninterrupted.

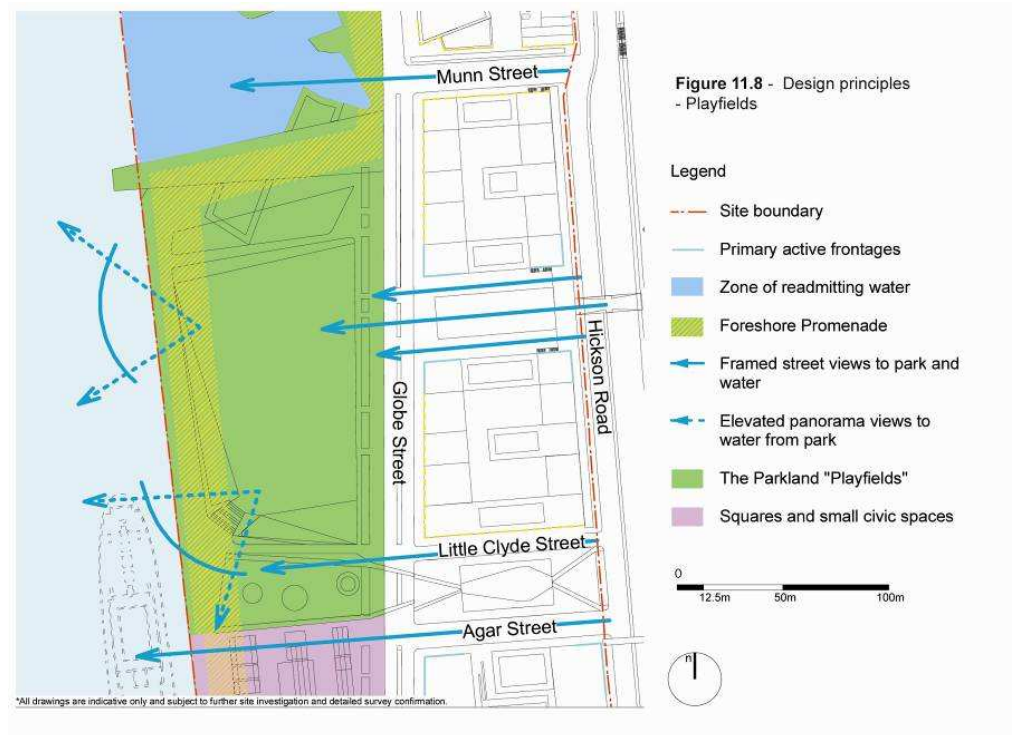




**Figure 15 - Concept Plan Figure 9.2 – Retention, enhancement and creation of significant views and vistas along streets**

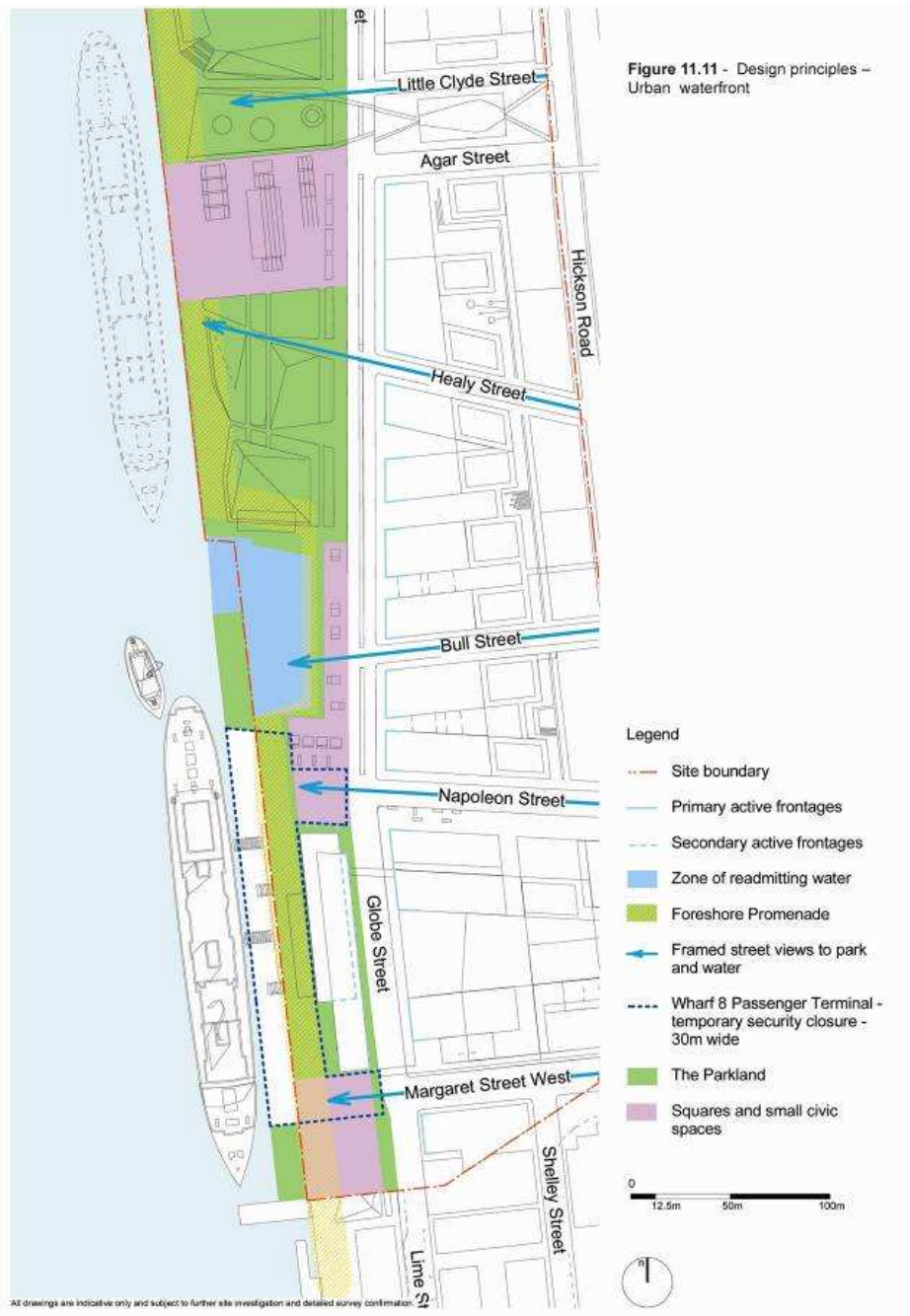


Figure 16 – Physical and Visual Connectivity – Barangaroo South Concept Plan Modification



**Figure 17** – Approved Concept Plan Figure 11.8 – Views and vistas along Munn Street, Little Clyde Street and Agar Street





**Figure 18** – Approved Concept Plan Figure 11.11 – Views and vistas along Healy Street, Bull Street, Napoleon Street and Margaret Street West

In addition to these matters, the Concept Plan Modification maintains vistas through tapering of the scale of the proposed development and a vista through or past the landmark building.

Currently, a view from Pyrmont Bridge to Millers Point is only available from the western extremity of the Bridge due to existing development. The Millers Point Conservation Area is only perceptible through the difference in scale compared to development immediately to the south and not through the ability to appreciate the physical fabric. Due to the alignment of the view, Observatory Hill and the significant roofscape are not prominent, even pre-development of Barangaroo.

Specific elements such as Millers Point Headland proper, Dalgety Bond Store and the Palisade Hotel may in part be visible. Due to their location and the scale of proposed development in the immediate vicinity, adverse impact upon the ability to appreciate the significance of the items is likely to occur only in part.

Further, the issue of loss of views from the water and communities to the west of Darling Harbour to the CBD and city skyline has been identified as an important issue for consideration. It is considered that no adverse impact to the city skyline or CBD views will result from the proposal. To the contrary, the proposed development will contribute to and make a bold statement with respect to the skyline along the western edge of the CBD. The building form integrates with the existing high density development to the west and south, as further discussed in Section 5.4.

The proposed Concept Plan Modification's views and vistas are demonstrated in **Figure 19** below. Most significantly, the footprint of development, density at the ground plane, and overall FSR by block is less than that found in the centre of the CBD, as outlined in Rogers Stirk Harbour + Partners Urban Design Statement at Appendix A of the Concept Plan Modification Report. Accordingly, the opportunity to create visual access through the site is greater than that found elsewhere in a similar context in the centre of the city. The design of the site is therefore a response to the opportunities to create views through and out of the site.

In consideration of views through the site, Rogers Stirk Harbour + Partners has addressed the perception of scale and space in relation to views as a factor of the initial storeys of building height adjacent to the public realm. The first 25m (or 5 levels) of height in a city (or a dense urban environment) has the greatest impact on a pedestrian's experience of amenity, openness, and direction. The design of the first 25m determines the human scale of buildings at ground level. Upper level setbacks and slender towers above allow for increased solar access into and through the public realm and a higher amenity. This also provides for wider openings at the upper levels to allow for sky views, diversity, and locational perception.

The consequence of wider openings from ground level to the sky and for views between buildings to the water and the middle distance from existing elevated vantage points is taller towers framing these views. The heights however from within the site and when viewed from a distance back to the CBD with the CBD as its backdrop, generally remains consistent with other CBD heights.

The design of envelopes and possible built form is one of a balancing act where views are to be maintained, scale and massing of development is to be both feasible and marketable, and sustainable envelopes with appropriate orientation that maximises the development's energy efficiency credentials need to be reinforced. At the same time the proposal must demonstrate a high degree of visual permeability and physical connection to other places. The proposed Concept Plan Modification achieves all these key design principles.

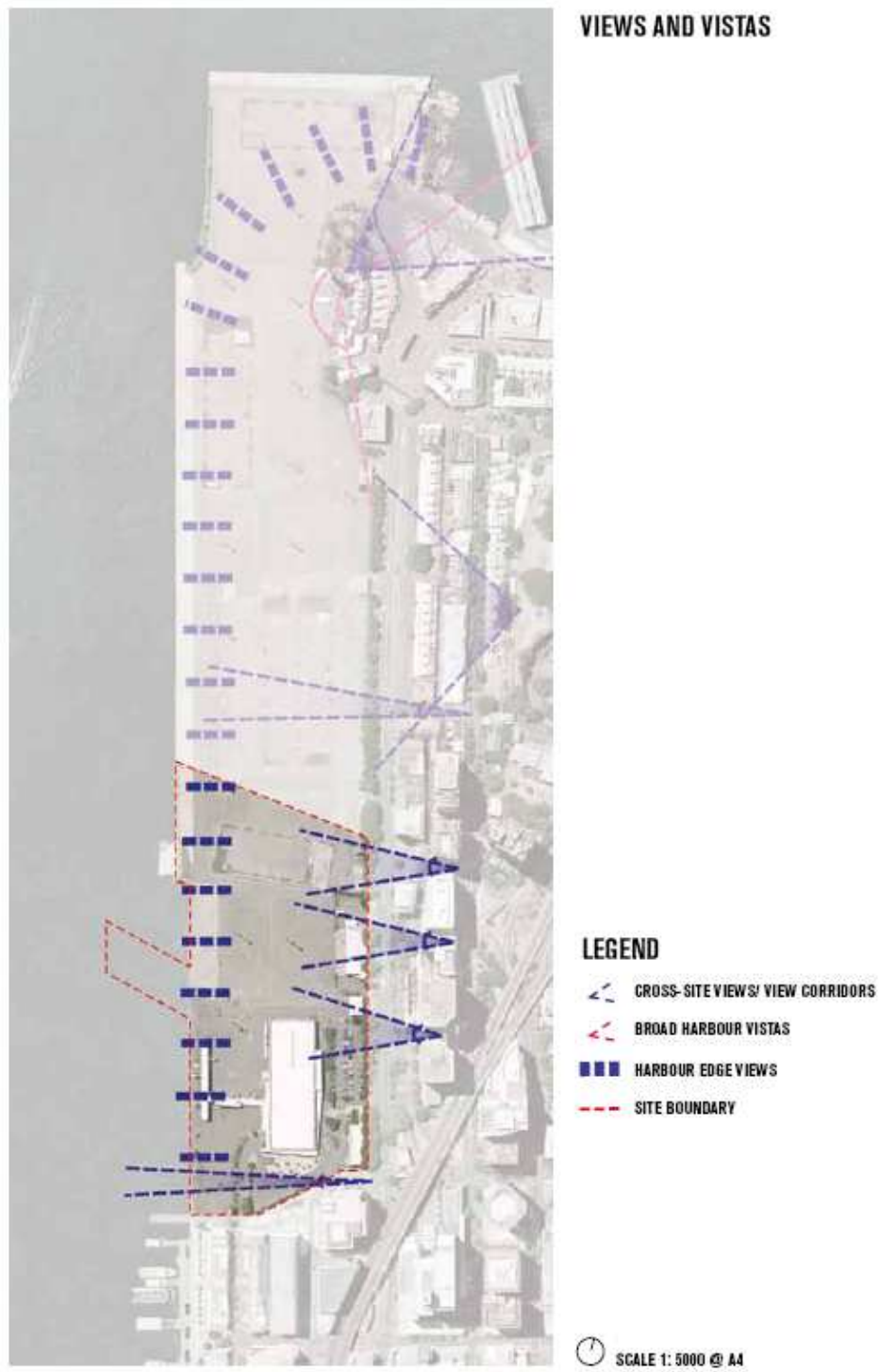


Figure 19 – Views and Vistas – Barangaroo South Concept Plan Modification

## 5.4 View Analysis

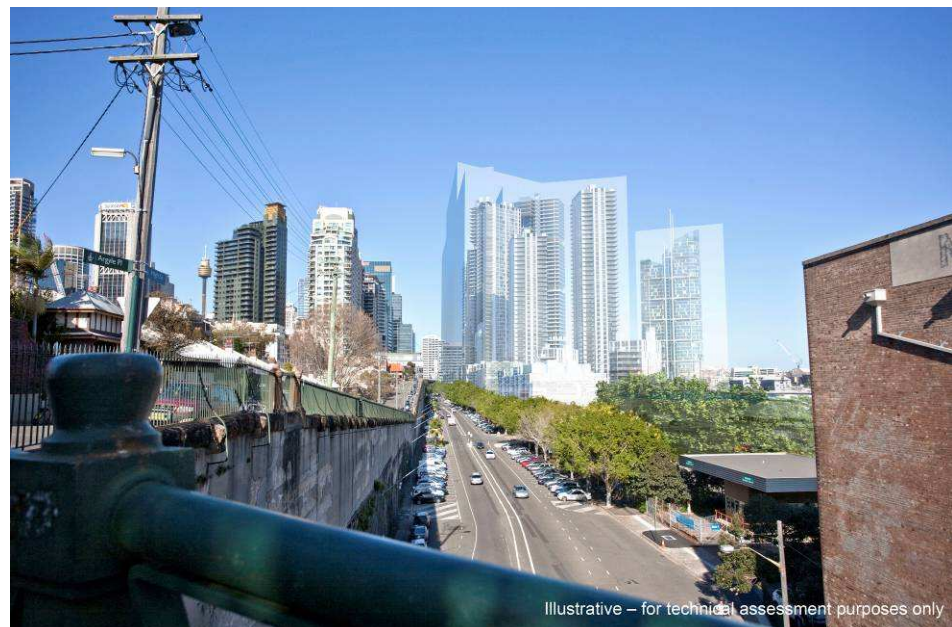
The following provides a view analysis as required by the DGRs from key nominated locations as follows:

- Hickson Road;
- Kent Street;
- Shelley Street;
- Lime Street;
- Gas Lane;
- Jenkins Street;
- Pyrmont;
- East Balmain;
- Darling Harbour;
- Blues Point; and
- Millers Point (Observatory Hill).

The views across and within Barangaroo are also considered, including more significant private views.

### 5.4.1 Hickson Road

Views along Hickson Road are presently framed only to the east by the sandstone cutting at and along the High Street alignment and a generally continuous wall or urban form along Kent Street or lower-rise developments along the eastern edge of Hickson Road. The western edge is an open view only in part obstructed by various permanent and temporary structures and plantings.



**Figure 20** - Hickson Road view corridor - Concept Plan Modification

The Concept Plan Modification maintains a framed edge to Hickson Road particularly at the southern end of Barangaroo South. **Figure 20** above compare the approved scheme to that of the Concept Plan Modification. It should be noted that **Figure 20** is illustrative and for technical assessment purposes only, and does not form part of the Concept Plan Modification for which approval is sought.

The scale of development along Hickson Road seeks to moderate height to be responsive to views over and through the development from the east to the west, tapering of heights in both a west-east view, and in profile from north-south. Views through the site will be provided via the circulation network including the Margaret Street West extension, City Walk, Napoleon Street and across the enlarged Southern Cove. No. 38 Hickson Road (the Residential Bond building) will enjoy views directly across the Southern Cove.

In general, the proposal will not alter at-grade views along Hickson Road which will be created to the south-west to Pyrmont, Darling Harbour or Ultimo through to Balmain East and to the north-west and north. All views along Hickson Road through to the south CBD and the Darling Park development, which terminates this view, will be retained.

### 5.4.2 Kent Street

There are currently only limited views to or over the Barangaroo site from Kent Street given the existing form of development along its western edge and the limited openings created by streets intersecting it at a perpendicular angle. The most significant views to or through Barangaroo South occur at Margaret Street and at Gas Lane. This sub-section addresses the Margaret Street view while Gas Lane is address at sub-section 5.4.4.

The existing view westwards at the intersection of Kent Street and Margaret Street is one dominated by the Western Distributor viaduct which sits high within the view corridor. The experience of a sky view is cluttered and partially framed only by development both beneath and surrounding the viaduct. There are no major existing views of any significance to water or nearby foreshores from this location. There are some wider views to the ridgelines of Pyrmont and Balmain.

The proposed commercial tower envelopes within Blocks 2 and 3 will sit within the view corridor and act to terminate the present view westwards and down Margaret Street. At the Kent Street intersection the view of the development will be tempered with views of sky through and between the potential buildings - see **Figure 21** below. The view to sky will vary dependent upon location along Kent Street due to the “fanned” footprint of the proposal.

It should be noted that **Figure 21** is illustrative and for technical assessment purposes only, and does not form part of the Concept Plan Modification for which approval is sought.





**Figure 21** – Kent Street view (at Margaret Street) - Concept Plan Modification 4

This view impact is considered acceptable in this context as the development principles for the entire Barangaroo site envisage the highest and densest development at and in front of Napoleon Street (which commences under the viaduct). Further the existing views from this location are not considered significant. The framed sky views in the location are typical of the majority of views found in the CBD in a similar context.

Additional height as proposed by the Modification (that is, comparatively taller and more slender towers rather than shorter squatter buildings) allows views to be improved at lower levels within this location. The rationale for this approach and the relationship to views is further considered within the Urban Design Statement prepared by Rogers Stirk Harbour + Partners at Appendix A of the Concept Plan Modification Report. This is best articulated by new views to the foreshores as pedestrians move from Kent Street through Napoleon Street to the proposed City Walk (bridge over Hickson Road into Barangaroo).

### Private Domain Views, View Sharing and Outlook

Previous view studies have addressed impacts upon private views, view sharing and outlook. This has focussed on the most significant and most-densely occupied buildings along Kent Street which presently enjoy largely unobstructed views. Review of anticipated impacts upon these buildings is again addressed below with reference to the Concept Plan Modification.

### Observatory Tower

- The zone of potential view impact from Observatory Tower at 168 Kent Street is restricted to the north-west and south-west facing elevations of that building only, and to views from those elevations to the west and south west only. Views to the north-west, north, east and south will be unaffected by the proposal. The change in height proposed has the increased potential of affecting additional floors of Observatory Tower.
- With respect to the north-west facing elevations, views north of the alignment of Gas Lane will remain largely unaffected by the proposed development. The elevated position of Observatory Tower means that views from the mid and upper levels will remain substantially unaffected across the top of the new buildings proposed for Barangaroo Central (not part of the current proposal).

- Views from the south-western elevation of Observatory Tower across proposed Development Blocks 4A, 4B, 4C, X and Y towards Darling Harbour will be interrupted by the proposed development. These views are, however, already interrupted by the existing development along Kent Street and Jenkins Street, including Highgate and the Stamford on Kent. Further to the south these views are interrupted by the Maritime Trade buildings, and the high rise development along the western edge of the CBD.
- The 12 metre view corridor (above RL 34) from the north-western and south-western elevations of Observatory Tower to the west through proposed development block 4 established in the approved Concept Plan is retained and will be enlarged to at least 40m wide.

### **Stamford on Kent**

- The zone of potential view impact from Stamford on Kent at 183 Kent Street affects the north, south and west facing elevations of that building, with the principal impact being to the western façade. Views to the north, east and south will be unaffected by the proposal.
- With respect to north-westerly views, as with Observatory Tower, significant views north of the alignment of Gas Lane will be largely retained given the restriction of maximum building height as part of Barangaroo Central. The Stamford is understood to have a maximum height of RL 102. Although views will be interrupted in part, and some direct views to the harbour's edge to the north-west will be affected, the elevated position of Stamford on Kent means that views from the mid and upper levels in this direction will remain substantially unaffected across the top of the new buildings.
- Direct westerly views from the western elevation of Stamford on Kent across proposed development Blocks 4(A – C) towards Darling Harbour will be those most significantly affected by the proposal. Notwithstanding this, views over the Southern Cove will be available from residences.
- The Concept Plan Modification proposal, and the development block controls have sought to achieve a view sharing outcome for apartments with a western outlook from Stamford on Kent.

### **Highgate**

- The zone of potential view impact from Highgate at 127 Kent Street principally affects the west facing elevation of that building only, relating solely to views to the south-west. Views to the west, north-west, north, east and south from Highgate will be unaffected by the Concept Plan Modification.
- Highgate is located north of the alignment of Gas Lane, and therefore north of proposed development Blocks 4(A – C). With the development on Barangaroo Central restricted to a maximum height of RL 34, and development further to the north on Block 5 restricted to a maximum height of RL 29, significant northerly, north westerly and westerly views will be retained by the proposed development from the medium and upper levels of this building.
- Direct westerly and south-westerly views from the western elevation of Highgate across proposed development blocks 4 and 5 towards Darling Harbour will be those most significantly effected by the proposed development. It is acknowledged that views back towards the south-west were substantially interrupted from all levels of Highgate under the original Concept Plan scheme. This position will remain, with some sky views further reduced by the proposed height increases.

### **Westpac Place**

- The zone of potential view impact from Westpac Place principally affects the north facing elevations of that building only, relating to views to the north-west. Views to the north, east, west and south from Westpac Place will be unaffected by the proposal.
- Westpac Place is located south of the alignment of the Western Distributor. The development on Blocks 1 – 4(A – C) will substantially interrupt north-westerly views from this building. Nevertheless, given that Westpac Place will continue to enjoy significant westerly views across Darling Harbour, this impact is not considered to be such that a significant loss in amenity to this commercial development will result.

### Other Kent Street Buildings

In addition to the above buildings, the view impacts on other Kent Street residential buildings (including, but not limited to, Stamford Marque, The Georgia and 115-125 Kent Street, 187 and 219 Kent Street) have also been considered and have been determined to be comparable to the impacts identified for the buildings listed above. The overall approach to views, vistas and view sharing embodied within the Concept Plan and the current Modification has been to preserve significant public and private view corridors to, from and within the site. The proposed Built Form Principles and Urban Design Controls as established in the Urban Design Statement attached to Appendix A of the Concept Plan Modification Report apply this approach. Ongoing assessment and the preparation of detailed Project Applications will continue to address the visual impacts of the development.

### 5.4.3 Shelley Street and Lime Street (King Street Wharf)

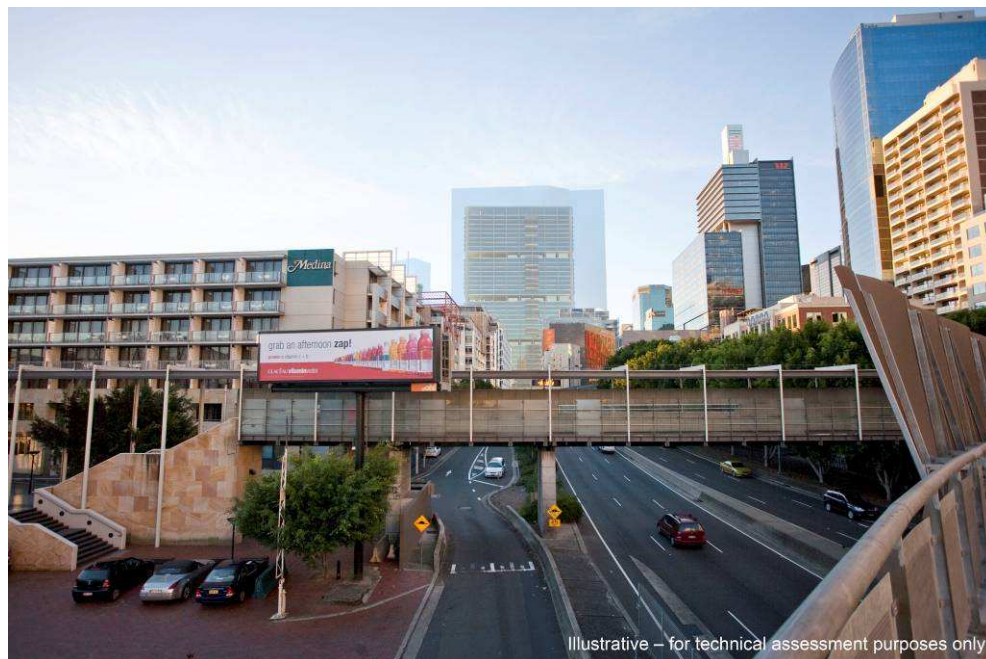
Shelley and Lime Streets are both located within the King Street Wharf precinct and principally run parallel in a north-south direction. At present these streets both allow for framed or open views to the north.

The Shelley Street view corridor is framed and generally aligned to a direct view to the Sydney Ports Harbour Control tower. Under the Concept Plan Modification, views along Shelley Street will be terminated at Building C5 - see **Figure 22** below. It should be noted that **Figure 22** is illustrative and for technical assessment purposes only, and does not form part of the Concept Plan Modification for which approval is sought.

The termination of this view is largely compensated by the creation of a new east-west view that generally aligns with Margaret Street and which leads directly to the foreshore and completes the King Street Wharf grid within Barangaroo South.

Conversely, the existing views to the north along Lime Street will be largely maintained along its alignment through Barangaroo South. As demonstrated by **Figure 23** the view will be framed by the commercial development to the east and the landmark building to the west. Distant views through to development proposed to flank Barangaroo Central will aid in directing passage to the north and beyond towards the Headland Park.





**Figure 22** – Shelley Street view corridor (from King Street Bridge) - Concept Plan Modification 4



**Figure 23** – Lime Street view corridor - Concept Plan Modification 4

### Private Domain Views, View Sharing and Outlook

The main view impacts arising as a consequence of the proposed development are those related to the proposed built form within Blocks 1 and 2. These view impacts can be summarised as follows:

#### King Street Wharf

The zone of potential private view impacts to existing buildings within the King Street Wharf precinct principally affect the north facing elevations of those buildings only, relating to views to the north and partially to the north-west. Views to the east, west and south from King Street Wharf will be unaffected by the proposal.

King Street Wharf is located to the immediate south of Barangaroo. The development of the site to achieve significant urban renewal consistent with its global CBD context would result in a loss of direct northerly views from King Street Wharf regardless of the manner in which it was determined to distribute the floor space across the site. This is particularly the case given the principle of locating the majority of height and density to the south of Barangaroo. Whilst the impact on existing views from King Street Wharf is acknowledged, this impact is not considered to be unreasonable in the context of the established view impacts under the approved Concept Plan (as modified) following redevelopment of the subject site.

The overall approach to views, vistas and view sharing embodied within the Concept Plan and the current Modification is to preserve, enhance and create significant public domain view corridors to, from and within the site. The proposed development controls for Blocks 1 and 2 (being those blocks of key potential impact with respect to private domain views) have sought to address private domain view sharing through the Built Form Principles and Urban Design Controls established in the Urban Design Statement attached to Appendix A of the Concept Plan Modification Report.

During the detailed design phase of the proposed development, these principles and development controls would potentially allow for further opportunities to be explored with respect to view sharing from existing development to the west to the water. It is, however, important that any such opportunities are considered within a clear understanding of the maximum extent of impact that arises from the maximum building envelopes proposed in the Concept Plan.

### **Other Shelley Street and Lime Street Buildings**

The view impacts on other Shelley Street and Lime Street residential buildings (including but not limited to Nos. 23, 29, 35, 45 and 49 Shelley Street) have also been considered and have been determined to be comparable to the impacts identified for the buildings listed above. The overall approach to views, vistas and view sharing embodied within the Concept Plan and the current Modification has been to preserve significant public and private view corridors to, from and within the site. The proposed Built Form Principles and Urban Design Controls as established in the Urban Design Statement attached to Appendix A of the Concept Plan Modification Report apply this approach. Ongoing assessment and the preparation of detailed Project Applications will continue to address the visual impacts of the development.

### **5.4.4 Gas Lane**

Gas Lane is a local street that runs in a north-westerly direction from Kent Street and which terminates at its lower level T-junction with Jenkins Street. The views enjoyed at Gas Lane change dependent upon the viewer's location. At its high point at the junction with Kent Street, existing views framed by buildings and are generally across the harbour's waters towards White Bay, Jones Bay Wharf at Pyrmont, and distant views through to Rozelle. There is also a high degree of sky view. There is no view to the Barangaroo site's foreshore.

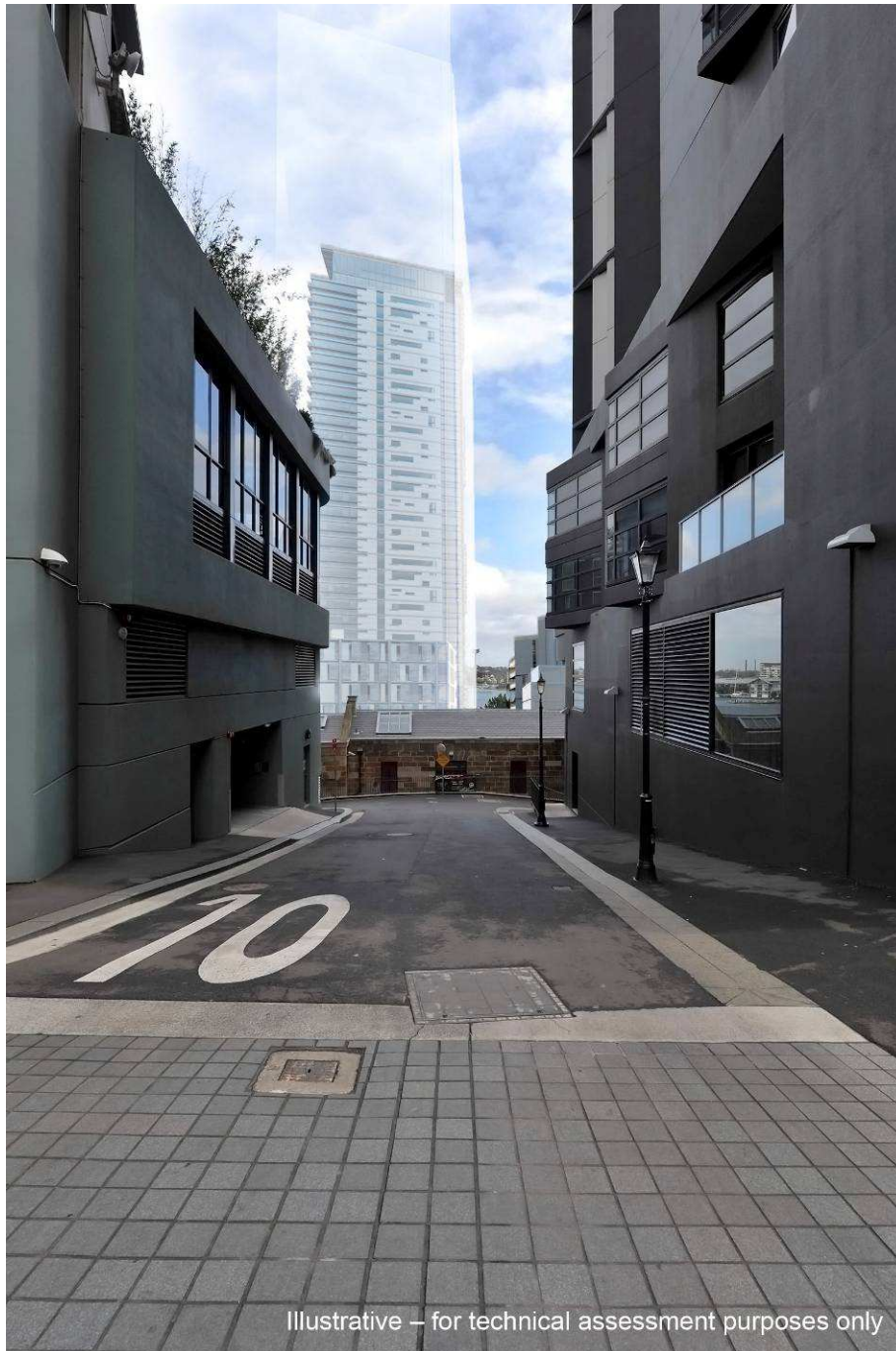
Views at the lane's termination are reduced as the lane descends. At Jenkins Street, as a result of existing development enveloping the viewer, a sky view is largely what remains. There are no existing available vistas through development through to the foreshore or the water.

The proposal will generally maintain existing views as described above at the Gas Lane / Kent Street intersection as the Barangaroo South development blocks end at the southern alignment of Gas Lane (**Figure 24**). Views over the harbour's waters to the north-west will be largely unaffected, whilst some views through to



Pymont will be impeded by potential development blocks. This minor impact is the greatest impact from the top of Gas Lane. As the viewer moves down Gas Lane, additional taller building will be perceived towards the south of its intersection with Jenkins Street, but only a portion of the currently impeded sky view will be impacted.

It should be noted that **Figure 24** is illustrative and for technical assessment purposes only, and does not form part of the Concept Plan Modification for which approval is sought.



**Figure 24** – Gas Lane views

### 5.4.5 Jenkins Street

Jenkins Street is accessed from Gas Lane and runs in a north-south direction parallel with and between Hickson Road and Kent Street. It sits at a level between

the two and is accessed from Hickson Road via The Bond steps. The northern half of Jenkins Street is enveloped by existing high-rise development to its east, and lower-rise development to its Hickson Road side. There are no views down or through development in this portion of the street.

The best existing views to the Barangaroo Site down or through slots in development of vegetation are enjoyed from the southern half of Jenkins Street, however even in this location existing views are limited and are predominantly long distance glimpses, dominated by sky and are not to the immediate foreshore or water. This is largely due to the topography and changing grades between Kent Street, Jenkins Street and Hickson Road. There is currently a narrow view or vista available to pedestrians down The Bond steps to Hickson Road and Rozelle beyond. A small open private parking area (for 3 cars) offers the best existing views down to Hickson Road, but when fully occupied, access to views is greatly reduced.

**Figure 25** illustrates the impacts of the proposed envelopes from the perspective of a pedestrian adjacent to the existing parking area. It demonstrates that the existing vegetation in conjunction with the occupied private car park, presently obscures any long ranging views towards the west. At average human eye level, westerly views from the southern portion of Jenkins Street will be dominated by the existing foreground including the parking area, vegetation and existing low-rise development. It should also be noted that **Figure 25** shows a view line that is not currently a key public view, and it is unlikely that it will become a key public view. Generally this vista will be seen by residents of Stamford on Kent, and the view lines will be from a considerably higher level. Refer to section 5.4.2 of this report for an analysis of view impacts from Stamford on Kent.

The proposal will not alter the above views as the potential development parcels align with existing vistas through development or focus views through new framed corridors. This is the case from the top of The Bond steps where open access is created from the arrival point at Hickson Road through to the foreshore. Again, this view corridor at the northern extremity of the Barangaroo South area aligns with Gas Lane and offers a continuous view from a series of high points stepping down towards the harbour foreshore. This view corridor maintains the predominant Sydney design and access principle of being able to gain access to the foreshore where the foreshore can be seen from public vantage points.

The most significant contribution to views made by the proposal is that which will be enjoyed from the southern end of Jenkins Street where a vista through and view over lower-rise Hickson Road envelopes will open-up to the proposed Southern Cove and foreshore open space. This will bring the foreshore closer to the viewer at this point and again promote access and passage through the development to the foreshore at Darling Harbour. The stairway at Jenkins Street will become a key access point down to and through the middle of this view to Hickson Road, the Southern Cove and beyond.



**Figure 25** – Jenkins Street views

### 5.4.6 Pyrmont

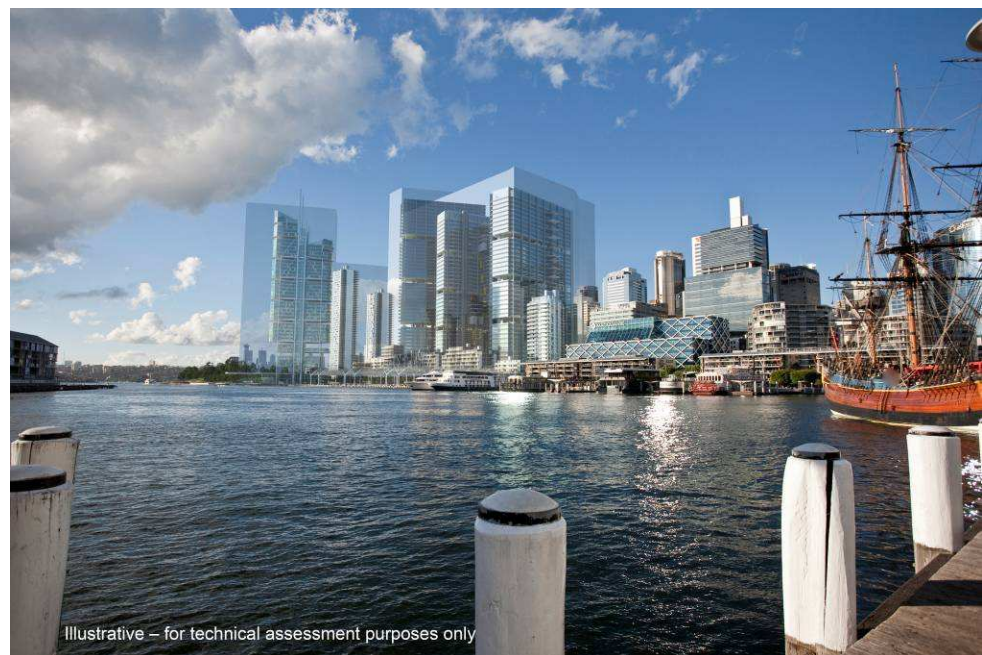
Views from Pyrmont to the Barangaroo site vary dependent upon the viewer's location. Generally, the existing views to the CBD from Pyrmont are typified by the layers of development filling the CBD's silhouette, newer development at King Street Wharf and the western CBD expansion, Millers Point, and a significant void at Barangaroo. Views towards Millers Point, High Street's sandstone cutting, Observatory Hill, and North Sydney beyond vary depending on which part of Pyrmont the viewer is located. Further, the ability to discern detail and the cultural heritage attributes of the Millers Point and Observatory Hill precinct are greatly reduced as the viewer moves south through Pyrmont and the view becomes dominated by the urban form of the CBD proper.



As depicted in **Figure 26** below, the proposal's greatest impact on views will be upon ones that provide a view from the southern portion of Pyrmont. This view will highlight the site's contribution to the completion of the CBD frame and grid and emphasise the site's role in providing a new activity hub at the western fringe of the CBD through a new and extended silhouette.

The ground plane of the proposal will nonetheless allow for views through the development from all directions, including the wide range of views available from Pyrmont back to and through to the rest of the CBD. Most importantly, the development of Barangaroo South will not impact upon any significant heritage or cultural views over the waterways of Darling Harbour towards Millers Point from views where this area can be best seen and appreciated.

It should be noted that **Figure 26** is illustrative and for technical assessment purposes only, and does not form part of the Concept Plan Modification for which approval is sought.



**Figure 26** – View from Pyrmont - Concept Plan Modification 4

#### 5.4.7 East Balmain

As with views from Pyrmont, the site presently sits as an undeveloped void at the footsteps of the CBD, with newer development of the western CBD sitting at its southern edge. The Kent Street towers act as a significant wall to the north-western edge of the CBD with few gaps discernable. The key view from East Balmain is to Observatory Hill and Millers Point. The trees in Observatory Hill Park and the High Street terraces and sandstone cutting are all especially visible.

The proposal for Barangaroo South will not affect this view as seen in **Figure 27** below. Indeed, when compared to the approved scheme the current Modification compares favourably as not only are the above key views unaffected, but the arrangement and composition of the massing of potential development allows from greater views through the site. The fanning of the taller tower forms towards the south creates visual access through the Barangaroo South site and allows for relief to the potential for a wall-like appearance of the development. Overall, the proposal will redefine the western face of the CBD from East Balmain and present a new silhouette which signifies a new activity hub.

It should be noted that **Figure 27** is illustrative and for technical assessment purposes only, and does not form part of the Concept Plan Modification for which approval is sought.



**Figure 27** – View from East Balmain - Concept Plan Modification 4

#### 5.4.8 Darling Harbour

Views from Darling Harbour, like from Pyrmont, can vary greatly depending on the viewer's location. As an example, northerly and north-eastern views from Pyrmont Bridge are presently framed and dominated by developments in the CBD and cultural buildings at Pyrmont's foreshore. The CBD generally steps to the foreshore with its topography when viewed from certain locations. In part the view highlights a wall-like form to the CBD and amplifies underdeveloped reclaimed land as a key opportunity. Views may in part also be enjoyed through to the northern shore of Sydney Harbour and its silhouette and markers, such as North Sydney and Royal North Shore Hospital.

As seen in **Figure 28** below, the proposed development of Barangaroo South will transform the present void into a silhouette that articulates a high level of activity and interest. The presentation of the envelopes and potential built form from the south-west is one where the landmark building serves as a marker. With its intended form it will maintain views through to the north shore at its base, whilst its separation from the remainder of the development site will continue to allow views through towards North Sydney. As with all key access corridors in Sydney these also translate as view corridors with a high degree of sky views through and beyond. The separation of the Barangaroo South site from the existing part of the CBD is highlighted in views from Darling Harbour as a result of the Hickson Road and Western Distributor alignments and widths.

Whilst there is the long-standing principle of development heights emphasising the change in topography, it should be remembered that the former East Darling Harbour is also reclaimed land that has been transformed on numerous occasions. The current scheme, along with the approved scheme, acts to further transform the site and provide for a new drama to the silhouette of the CBD's skyline and emphasise the new level and range of activities at the completion of the CBD grid.



It should be noted that **Figure 28** is illustrative and for technical assessment purposes only, and does not form part of the Concept Plan Modification for which approval is sought.



**Figure 28** – View from Pyrmont Bridge – Concept Plan Modification 4

#### 5.4.9 Blues Point

The views presently enjoyed from Blues Point towards the site are generally the reciprocal of those from Darling Harbour, albeit the significant views of Walsh Bay and Observatory Hill are available, where they are presently only partially discernable or blocked from the south and south-west by existing development.

The effect of the new built form of Barangaroo South from Blues Point is solely to complete the east-west silhouette of the CBD. The proposal will not impact upon any views to (or the quality of those views) Millers Point, Walsh Bay or Observatory Hill. At present these landmarks and locations are already nestled into the form and fabric of the existing CBD silhouette.

The proposal will act to complete the CBD's form which is presently sharply punctuated by the row of towers along the northern end of Kent Street. It will mediate and moderate the form and silhouette of the CBD towards the higher landmarks and elements of Pyrmont as well as the southern CBD, such as the Market City tower in Haymarket and the UTS tower at Broadway. **Figure 29** demonstrates the potential impact. It should be noted that **Figure 29** is illustrative and for technical assessment purposes only, and does not form part of the Concept Plan Modification for which approval is sought.



**Figure 29** – View from Blues Point – Concept Plan Modification 4

#### 5.4.10 Millers Point (and Observatory Hill)

At present, the best views and vistas enjoyed at Millers Point are those from Observatory Hill Park. The park's size and height allows for panoramic views to the south-west from Pyrmont and White Bay around to East Balmain, Goat Island, and to the northern shores of Sydney Harbour. Much of this view includes water views, particularly from White Bay and to the north. There are only extremely minor glimpses to water in the vicinity of Pyrmont, where these views are dominated by that peninsula's new built form.

The affect of the proposal for Barangaroo South will be one that does not alter significant water views and views from White Bay around to the north. The main impact will be upon views to Pyrmont and beyond, where the only locational views lost will be towards Ultimo. As seen in **Figure 30** below, the existing Kent Street towers act to provide a significant barrier to any existing and future views of the Barangaroo site, including where development is proposed at its southern extremity. The only potential impacts of the Barangaroo South proposal are the envelopes and potential buildings that sit at the site's northern extremity (aligned to Gas Lane). The landmark building will be set behind these potential buildings.

The current scheme sits favourably when compared to the approved scheme as views from Star City Casino to the south-west and around to the north will be completely unaffected. The only key difference to the change in view will be the additional building heights framing the southern view. All other view attributes, such as exposure to a sky view, solar access to the north, and major water views are all unaffected.

It should be noted that **Figure 30** is illustrative and for technical assessment purposes only, and does not form part of the Concept Plan Modification for which approval is sought.



**Figure 30** – Observatory Hill view – Concept Plan Modification 4



## 6.0 Conclusion

The Concept Plan Modification will deliver a built form that is appropriate to the site's context and to the desired urban form and scale for the western part of the Sydney CBD. It is of an appropriate density and height to capitalise on the site's attributes and opportunities.

The urban design philosophy underpinning the current Concept Plan Modification is consistent with that articulated by the approved Concept Plan (as modified). Overall the Concept Plan Modification seeks to:

- place-make and create a sense of place;
- establish communities;
- promote and emphasise connections to the water;
- implement sustainable design; and
- create a dynamic and vibrant waterfront precinct.

The design philosophy is supported by:

- completing the City frame to book-end the City's western edge;
- creating the 'fan' – a radial arrangement of buildings that provides deep solar access and emphasises views;
- creating gateways, markers and place-making by establishing gateway buildings and spaces at strategic locations throughout the CBD and its edges;
- extending the City's natural north-west oriented grid into the site to reinforce already established east-west linkages; and
- connecting and extending the existing CBD into the Barangaroo South site with landmark buildings and markers along the foreshore through a series of street characters, widths, and proportions.

The Concept Plan Modification has been developed with a number of view principles in mind.

- views to Sydney Harbour and parks are to be maintained from as many points as possible at street level;
- new significant views should be opened-up where possible including those that terminate at Sydney Harbour, parklands, low level sky, or a publicly significant object;
- vistas along streets that are terminated by buildings, can be emphasised with sensitive design of the visually prominent buildings that terminate them; and
- the siting and design of new buildings should maintain existing vistas along streets to places of architectural, landscape, or cultural significance.

To support these principles, further consideration was given to:

- retaining significant views across the site to the waterfront;
- allowing for public views across the Harbour from Millers Point (the northernmost part of the site) and Observatory Hill;
- consideration of the high visibility of the site from public places including the waterway, harbour edge parks, Sydney Harbour Bridge and Anzac Bridge;
- protection of local views to the site and adjoining waterways from public domain areas in Millers Point and the western side of the city;
- the primacy of axial views along streets to the waterfront; and

- allowing views from the site and adjoining waterways and foreshores to natural features including the High Street / Hickson Road cliff faces and retaining walls and significant cultural or heritage items at Millers Point and Observatory Hill (where they are visible and discernable).

The proposed built form reinforces the landmark significance of the site, maintains significant view corridors within the site and from the public domain surrounding the site towards Sydney Harbour, and applies view sharing principles with respect to existing surrounding development. Future Project Applications will also need to consider the potential impacts on public and private views and apply the principles established within this report. The urban structure of the site, including the street layout and urban form, has been designed to reflect the surrounding street pattern and 'urban grain', and to preserve existing view corridors to the water from key vantage points and public domain

The Concept Plan Modification seeks to meet a variety of planning and urban design objectives and can therefore be accommodated without resulting in significant view impacts beyond those recognised (and approved) under the approved Concept Plan (as modified). Furthermore, the Urban Design Statement (refer to Appendix A of the Concept Plan Modification) seeks to generally retain and strengthen the approved view sharing design principles and urban design controls to ensure the future built form appropriately responds to established views.

On balance, the proposal is able to achieve all relevant and appropriate view, vista, outlook and visual impact objectives.