

Australian Border Force College Refurbishment

Visual Impact Assessment for No. 1-5 Manns Avenue and No. 2 Hayes Street, Neutral Bay PREPARED FOR



Australian Government

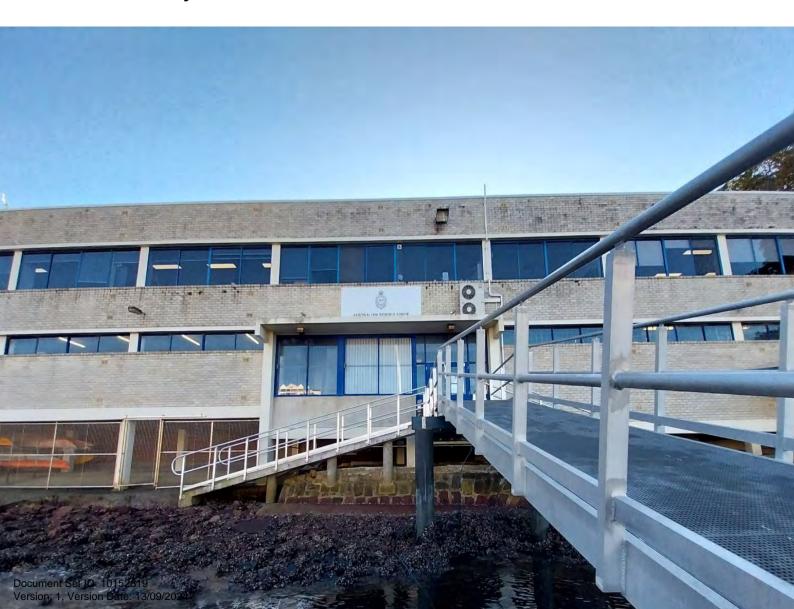
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SIGNATURE PAGE

Australian Border Force College Refurbishment

Visual Impact Assessment for No. 1-5 Manns Avenue and No. 2 Hayes Street, Neutral Bay 0485853 019

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ACRONYMS, ABBREVIATIONS AND TERMINOLOGY

Item/Term	Description
ABF	Australian Border Force
CHL	Commonwealth Heritage List
DA	Development Application
DDA	Disability Discrimination Act 1992
EIA	Environmental Impact Assessment
EIA-N04	Transport for NSW Beyond the Pavement - Urban design policy, procedures and principles for roads and waterways projects, and Guideline for landscape character and visual impact assessment - Environmental impact assessment practice note EIA-N04
EP&A Act	Environmental Planning and Assessment Act 1979
EPBC Act	Environment Protection and Biodiversity Conservation Act 1999
ERM	Environmental Resources Management
Impact	The effect of a proposal, which can be adverse or beneficial, when measured against an existing condition.
Impact Assessment	Broadly, the process of describing and characterising the expected effects of a proposal.
Landscape	All aspects of a tract of land, including landform, vegetation, buildings, villages, towns, cities, and infrastructure.
LEC	Land and Environment Court
LEP	Local Environmental Plan
LGA	Local Government Area
Magnitude	The measurement of the scale, form and character of a development proposal when compared to the existing condition. In the case of visual assessment this also relates to how far the proposal is from the viewer. Combined with sensitivity, magnitude provides a measurement of impact.
NSW LEC 140	Tenacity Consulting v Warringah (2004) NSW Land and Environment Court 140
RL	Reduced Level – a height above or below a nominated datum
Sensitivity	The sensitivity of a landscape character zone or view and its capacity to absorb change of the nature of the proposal. In the case of visual impact this also relates to the type of viewer and number of viewers. Combined with magnitude, sensitivity provides a measurement of impact.
SEPP	State Environmental Planning Policy
SoHI	Statement of Heritage Impact
VEM	Visual Envelope Map. Also referred to as 'viewshed' or 'visual catchment', is the area within which a project can be seen at eye level above ground. Its extent will usually be defined by a combination of landform, vegetation and built elements.
VIA	Visual Impact Assessment
View	The sight or prospect of a landscape or scene.
Visibility	The state or fact of being visible or seen.
Visual Impact	The impact on the views from residences, workplaces, and public places.



EXECUTIVE SUMMARY

Environmental Resources Management Australia Pty Ltd was commissioned in March 2024 by Ventia for the Department of Finance (Finance) to prepare this Visual Impact Assessment for the proposed refurbishment works to the Administration Building (the Project) at the Australian Border Force (ABF) College, Neutral Bay, NSW (the Site). Finance is the owner of the Site, which is used by the ABF and currently managed by Ventia. The proposed refurbishment works include the addition of a lift shaft and access foyer, which are essential to enabling the Administration Building to meet the requirements of the *Disability Discrimination Act 1992* (DDA), National Construction Code and the Commonwealth's Protective Security Policy Framework.

The scope of this VIA focuses on specifically addressing the potential view impact concerns raised by residents in units at No. 1-5 Manns Avenue and No. 2 Hayes Street regarding the lift shaft and associated lift access foyer only. Views from the southern end of the block of units were identified in consultation with Ventia and Finance as having the greatest extent of potential change caused by the proposed new lift shaft and selected for impact analysis. A third, wider view was identified from the units to enable contextual and view sharing impact analysis. No public domain view impacts were included in the scope.

In August 2024, North Sydney Council recommended that this VIA be amended to include analysis of potential impacts to views from Units 2, 8 and 22 at No. 1-5 Manns Avenue and Unit 6 at No. 2 Hayes Street. Photographs from these four residences were supplied by North Sydney Council. A commonly used viewpoint for each of the four residences was selected for generation of digital renders and to further supplement view sharing analysis provided in this VIA.

The VIA methodology included the following steps:

- Application of current leading practice guidelines by Transport for NSW Beyond the Pavement Urban design policy, procedures and principles for roads and waterways projects, and Guideline for landscape character and visual impact assessment Environmental impact assessment practice note EIA-N04.
- Identification of affected views (total of seven view points) from No. 1-5 Manns Avenue and No. 2 Hayes Street to the waters of Neutral Bay and Sydney Harbour.
- Generation of seven digital renders of the proposed lift shaft and access foyer. Three of these renders utilise recent high resolution drone photographs of views from No. 1-5 Manns Avenue, surveyed Reduced Levels for the Site and immediate surrounds provided by Monteath and Powys, and four renders utilise standard resolution photographs supplied by North Sydney Council for Units 2, 8 and 22 at No. 1-5 Manns Avenue and Unit 6 at No. 2 Hayes Street. The digital renders have been developed using measurements, materials, finishes and colours supplied by Monteath and Powys and EJE Architecture.
- Analysis of visual impact against statutory and planning considerations including the view sharing considerations established in *Tenacity Consulting v Warringah (2004) NSW Land and Environment Court 140*, and determination of an impact rating using the matrix provided in practice note EIA-N04.



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This VIA has determined that although the water views from No. 1-5 Manns Avenue and No. 2 Hayes Street to Neutral Bay and Sydney Harbour in the distance are generally high value, the overall impact to these views caused by the lift shaft and access foyer would be negligible. High value water views to Neutral Bay would undergo a minor change, and views to Sydney Harbour would remain unchanged.

The lift shaft height is the minimum necessary to achieve DDA and National Construction Code compliance, and the dimensions of the foyer meet the Commonwealth's Protective Security Framework. Without the proposed lift, the Administration Building cannot meet the DDA or National Construction Code, and options for its ongoing use would be limited.

The proposed design is supported in terms of its sensitive approach to potential impact on views from No. 1-5 Manns Avenue and No. 2 Hayes Street. The proposed design carefully considers the importance of supporting continued view sharing for residents at No. 1-5 Manns Avenue and No. 2 Hayes Street. The recent (September 2024) relocation the sign for the Site at the request of residents No. 1-5 Manns Avenue has resulted in a positive change to the views to Neutral Bay from the ground floor of No. 1-5 Manns Avenue. Implementation of the proposed materials, finishes and colours is recommended.

To further minimise visual impacts from No. 2 Hayes Street, a treatment to the façade of the proposed lift shaft that faces this property should be incorporated into the design, aiming to visually integrate the surface into the existing property boundary vegetation. No additional other mitigation measures have been identified that could further minimise or manage visual impacts beyond the negligible rating.

INTRODUCTION

Environmental Resources Management Australia Pty Ltd (ERM) was commissioned in March 2024 by Ventia for the Department of Finance (Finance) to prepare this Visual Impact Assessment (VIA) for the proposed refurbishment works to the Administration Building (the Project) at the Australian Border Force (ABF) College, Neutral Bay, NSW (the Site). Finance is the owner of the Site, which is used by the ABF and currently managed by Ventia.

1.1 **PURPOSE**

The purpose of this VIA is to provide an independent analysis of the potential visual impact of a new lift shaft included in the proposed refurbishment of the Administration Building for the neighbouring sets of units at No. 1-5 Manns Avenue and No. 2 Hayes Street, Neutral Bay. This VIA is to be included as a supplementary report to the Development Application (DA) for the proposed refurbishment.

1.2 **SCOPE**

The Project aims to provide a comprehensive refurbishment of the Administration Building to enable safety and security capability for the ABF's effective use of the Site. The only change to the envelope of the existing building is the proposed installation of a lift, including the necessary lift shaft above the current roof line. The Administration Building does not currently have a lift, which is an equitable access and safety risk and is non-compliant with the *Disability Discrimination Act 1992* (DDA – Federal legislation) and the National Construction Code.

The relevant elevation drawings prepared by EJE Architecture are included at Appendix A. Public domain view impacts were excluded from the scope.

The scope of this VIA was therefore determined by Ventia and Finance to focus on specifically addressing the potential view impact concerns raised by residents at No. 1-5 Manns Avenue and No. 2 Hayes Street regarding the lift shaft and associated lift access foyer only.

1.3 **SITE LOCATION**

The Site is located on the waterfront at the southern end of Ben Boyd Road, in Neutral Bay, Sydney, NSW (Lot 2, DP800615) within the North Sydney Local Government Area (LGA). The Administration Building (the Project Area) is located at the lower waterfront level of the Site and extends up against the cliff to meet the upper-ground level, from where there is access into the top-floor level of the building, see Figure 1.1.

1.4 TERMINOLOGY

Terminology used in this VIA aligns with the following Transport for NSW leading practice guidelines:

- Beyond the Pavement Urban design policy, procedures and principles for roads and waterways projects (2023), and
- Guideline for landscape character and visual impact assessment Environmental impact assessment practice note EIA-N04 (2020).

Definitions of key terms used in this report are provided in the Acronyms, Abbreviations and Terminology table, and are taken from the guidelines listed above.

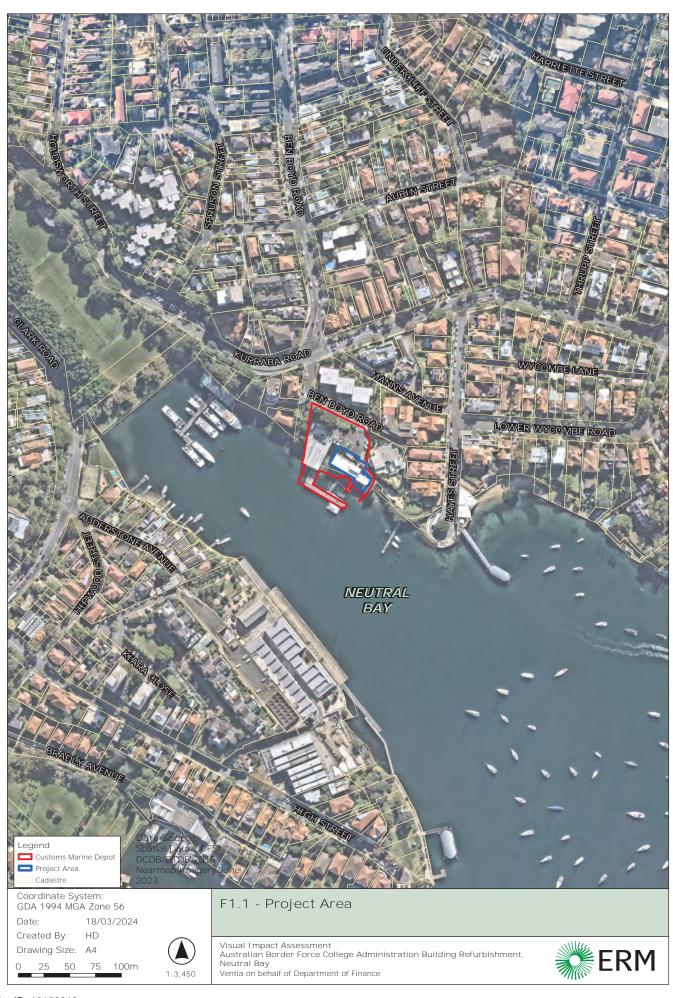
1.5 **LIMITATIONS**

This VIA has been prepared with respect to potential visual impacts arising from the proposed lift shaft that would form part of the refurbishment works within the areas specified by Ventia and Finance. The analysis of potential visual impacts is limited to the three views identified and agreed with Ventia and Finance, and the four viewed identified and agreed with North Sydney Council. These views are from private property, and no public domain views were included in the VIA scope.

This report includes information provided by Ventia and other consultants of the design team. It has relied on high resolution photographs (average ~88MB per photograph) and associated data included Reduced Levels (RLs) dated 26 February 2024 and supplied by Monteath and Powys via EJE Architecture, and standard resolution digital photographs (average ~2.5MB per photograph) supplied in August 2024 by North Sydney Council. ERM did not take high resolution photographs as this was excluded from the VIA scope.

A site inspection was conducted by ERM's subconsultant, AssetWize, and an ERM planner on 6 March 2024. Internal access to units at No. 1-5 Manns Avenue was not available on this date. Observations were made from accessible locations adjacent to this property and at the Site. ERM's reporting and analysis presented in this VIA relies on the information supplied by AssetWize from the inspection on 6 March 2024, an inspection undertaken to update the Heritage Management Plan for the Site on 14 July 2023, and images from Units 2, 8 and 22 at No. 1-5 Manns Avenue and Unit 6 at No. 2 Hayes Street supplied by North Sydney Council in August 2024. The full set of as received images from North Sydney Council are provided in Appendix C.

The renders generated by ERM in this VIA utilise high resolution photographs provided by Monteath and Powys and the architectural drawings provided by EJE Architecture and standard resolution digital photographs provided by North Sydney Council. The renders prepared using the photographs supplied by Council aim to provide an accurate representation of the proposed changes to the Administration Building, noting that RLs were not available for these images and several variables influence this accuracy. These variables include the unknown height of the photographer and whether the camera was held at eye level or higher or lower; the specific location of the photographer for each image is unknown; the extent of zoom function applied for the images labeled as 'zoom' is also unknown, and the limited number of reference points in each image the line up placement of the render. The renders have therefore been prepared following the precautionary principle of indicating more rather than less bulk for the lift shaft and foyer, aiming to illustrate a realistic visual change in the context of these variables.

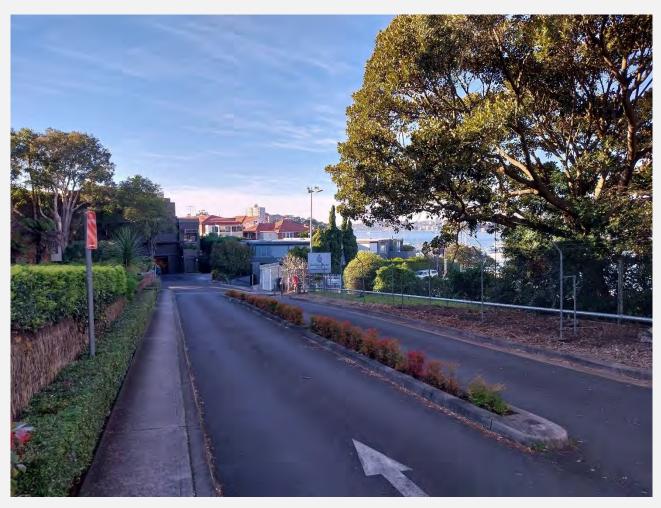


2. THE SITE

2.1 SITE DESCRIPTION

The Site location is outlined in Section 1.3 and shown on Figure 1-1. The location of adjacent properties referenced in this VIA are shown on Figure 2-1. The description provided in this section is focused on the Administration Building and its context because the VIA analyses the potential visual impacts of the proposed lift shaft for the refurbishment. A full site description is available in the DA and supporting documents.

Vehicle and pedestrian access to the Site is from Ben Boyd Road (Photograph 2-1). The Site comprises two levels, or tiers, separated by a broken cliff line (Photograph 2-2). The lower waterfront level varies in height from one to two metres above high-water level. The two main buildings of the Site, the Administration Building and the Boat Shed, are based at this level, extending up against the cliff to meet the upper-ground level, from where there is access into the top-floor level of both buildings.



PHOTOGRAPH 2-1 BEN BOYD ROAD LOOKING EAST TOWARDS THE SITE ENTRY GATE. NO. 1-5 MANNS AVENUE IS OUT OF SHOT TO THE SOUTH OF THIS IMAGE (ERM 2023)



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PHOTOGRAPH 2-2 THE SITE COVERS TWO LEVELS, AS VIEWED FROM KIARA CLOSE, NORTH SYDNEY, LOOKING NORTH-EAST (ERM 2023)

The eastern building is the Administration Building, it contains offices and training rooms, a jetty extends from the rear of this building to a small pontoon. The western building is the Boat Shed, it contains workshops, training rooms and a large concrete slipway. A timber L-shaped wharf extends out from the rear of this building and extends east. The upper-ground level contains a garage attached to the top of the Boat Shed, a carpark, entrance gate, gardens, and two large cranes.

2.1.1 UPPER LEVEL

The upper level comprises a grassed area with garden beds, asphalt and concrete carpark and entrances to the two main buildings (Photograph 2-3 and Photograph 2-4). The upper level of the Site is a shelf of land that slopes gently southwards between the access roadway (Ben Boyd Road) and the cliff edge, with the eastern end containing an asphalt driveway into the Site leading to a small parking area directly in front of the footbridge to the Administration Building. The platform of a steel structure used for training activities extends out between the cliff edge and the Administration Building (Photograph 2-5). A concrete footbridge accesses the top floor of the Administration Building from the carpark, another set of stairs lead from the steel training structure to a lower level of the Administration Building (Photograph 2-6).



PHOTOGRAPH 2-3 VIEW FROM THE SOUTHERN END OF BEN BOYD ROAD LOOKING SOUTH-WEST ACROSS THE SITE, ENTRY GATE AND CARPARK IN THE FOREGROUND (MONTEATH AND POWYS 2024)



PHOTOGRAPH 2-4 GRASSED AREA AND GARDEN BEDS, UPPER LEVEL LOOKING SOUTH-EAST (ERM 2023)



PHOTOGRAPH 2-5 TRAINING STRUCTURE BUILT ON CLIFF WALL (ERM 2023)



PHOTOGRAPH 2-6 WALKWAY AND STAIRS FROM THE CARPARK TO THE ADMINISTRATION BUILDING AND LOWER LEVEL OF THE SITE (ERM 2023)

2.1.2 LOWER LEVEL

2.1.2.1 ADMINISTRATION BUILDING

The Administration Building was constructed in the late 1960s and is a common example of the Post-war International architectural style in Australia. It is a simple, rectangular building of two storeys, with a flat roof clad in profiled steel behind short parapets. The building is of concrete post and beam construction, with intermediate panels of pale-yellow brickwork, and stands above ground level on concrete piers (Photograph 2-7). Fenestration is continuous across the facade, interrupted only by the vertical concrete posts of the building structure. Windows are all fixed and sliding aluminium framed, with the windows on the lower level only half sized and set as highlights at the top of the lower-floor-level walls. The building has a small rectangular rooftop extension, of brick masonry with a flat roof, over the central stairwell (Photograph 2-8 and Photograph 2-9). This extension forms an entrance foyer into the building from the footbridge leading from the upper-level carpark. It also features a horizontally banded, expressed metal fascia forming a parapet to the roof.

There is a central entrance on the lower level of the southern facade, highlighted by a simplified concrete portico with a flat horizontal awning above the entrance. Above the awning is a large sign 'Australian Border Force'. This entrance leads out to a timber footway carried on timber piles leading to the jetty and pontoon, with a ramp on the eastern side leading down to ground level in front of the building (Photograph 2-7). A ramp on the western side leads down to the rockfill shoreline and concrete base and piers of the subfloor space (storage area) below the Administration Building. Concrete pavers have been laid at the rear of the Administration Building beneath the cliff face.



PHOTOGRAPH 2-7 VIEW OF THE ADMINISTRATION BUILDING FROM THE JETTY (ERM 2023)



PHOTOGRAPH 2-8 VIEW OF THE ROOF OF THE ADMINISTRATION BUILDING FROM THE UPPER CARPARK (ERM 2023)



PHOTOGRAPH 2-9 ENTRANCE TO ADMINISTRATION BUILDING FROM UPPER CARPARK (ERM 2023)

2.1.2.2 CLIFF FACE

The cliff face is a combination of natural and excavated surfaces and is exposed for much of its length, either in the open air behind the Administration Building or within the ground floor of the Boat Shed (Photograph 2-10 and Photograph 2-11). It has been modified through the excavation of sections of its length, including the incorporation of several minor shelves at various levels, particularly behind the Administration Building.

Several wrought-iron bolts, brackets and spikes, iron and terracotta pipes and remnant sections of concrete are located along the cliff face, attesting to past uses and the incorporation of the cliff face as an integral part of the activities at the Site.



PHOTOGRAPH 2-10 CONCRETE PAVING AT REAR OF ADMINISTRATION BUILDING (ERM 2023)



PHOTOGRAPH 2-11 THE CLIFF FACE AND ADJACENT ADMINISTRATION BUILDING ON LEFT (ERM 2023)

2.2 HERITAGE STATUS

The Site was formerly named the Customs Marine Depot, and is included on the Commonwealth Heritage List (CHL) and the heritage schedule of the North Sydney Local Environmental Plan 2013 (LEP). A separate Statement of Heritage Impact (SoHI) has been prepared as part of the Development Application for the proposed works to meet the requirements of both the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act), the NSW *Heritage Act 1977* and the LEP. The SoHI considers visual impacts on the heritage values of the Site.

STATUTORY AND PLANNING CONTEXT 3.

This Section outlines the statutory context as relevant to the analysis of potential visual impacts associated with the proposed lift shaft.

COMMONWEALTH LEGISLATION 3.1

As a Commonwealth owned property on the CHL, the Site is subject to the EPBC Act. Visual impacts in the context of EPBC Act requirements are limited to heritage considerations. As noted at Section 2.2, a SoHI has been prepared to address potential heritage impacts for the Project.

NSW LEGISLATION AND PLANNING CONTROLS 3.2

3.2.1 ENVIRONMENTAL PLANNING AND ASSESSMENT ACT 1979

The Environmental Planning and Assessment Act 1979 (EP&A Act) regulates a system of environmental planning and assessment for NSW. Land use planning requires that environmental impacts, including visual impacts, must be considered when making decisions about the future of a place.

The EP&A Act allows for the preparation of planning instruments to direct development within NSW. This includes LEPs, which are administered by local government; and State Environmental Planning Policies (SEPPs), covering areas or issues of State or regional environmental planning importance. LEPs principally determine land use and the process for development applications, and include controls relating to building heights and view sharing.

SEPP Biodiversity and Conservation 2021 includes requirements and controls for the Foreshores and Waterways of the Sydney Harbour Catchment, where the Project Area is located.

3.2.1.1 SEPP BIODIVERSITY AND CONSERVATION 2021

Division 3, Section 6.28, Clause 2 of this SEPP states:

- (2) Development consent must not be granted to development in the Foreshores and Waterways Area unless the consent authority is satisfied of the following—
 - (a) having regard to both current and future demand, the character and functions of a working harbour will be retained on foreshore sites ...
 - (e) the unique visual qualities of the Foreshores and Waterways Area and its islands, foreshores and tributaries will be enhanced, protected, or maintained, including views and vistas to and from-
 - (i) the Foreshores and Waterways Area, and
 - (ii) public places, landmarks, and heritage items.

3.2.1.2 NORTH SYDNEY LEP 2013

Part 1, Clause 1.2, Aims of the LEP include:

(d) in relation to non-residential development—

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(ii) to ensure that non-residential development does not adversely affect the amenity of residential properties and public places, in terms of visual and acoustic privacy, solar access and view sharing

PROJECT NO: 0485853_019 DATE: 12 September 2024 VERSION: 04 The LEP also includes Clause 4.3 "Height of buildings" which provides the following relevant development objectives for visual impact analysis:

- (1)(b) to promote the retention and, if appropriate, sharing of existing views, ...
- (1)(f) to encourage an appropriate scale and density of development that is in accordance with, and promotes the character of, an area,....
- (2) The height of a building on any land is not to exceed the maximum height shown for the land on the Height of Buildings Map.

The <u>Height of Buildings Map</u> accessed in March 2024 indicates that the maximum height for the Site is 20 RL m.

3.2.2 TENACITY CONSULTING V WARRINGAH (2004) NSW LEC 140 PLANNING PRINCIPLE

A planning principle is a statement of a desirable outcome from a chain of reasoning aimed at reaching, or a list of appropriate matters to be considered in making, a planning decision. While planning principles are stated in general terms, they may be applied to particular cases to promote consistency. The Land and Environment Court (LEC) of NSW <u>website</u> notes that planning principles are not legally binding and do not prevail over councils' plans and policies.

These principles promote consistency in the assessment of development applications by posing questions that may be considered during the preparation of DA documentation, neighbours providing submissions, and the consent authority when assessing an application.

The relevant planning principle for views is contained in *Tenacity Consulting v Warringah* (2004) NSW LEC 140 (NSW LEC140), which sets out considerations for decision makers in local and State government to include during assessment of a proposed development. This includes the acceptability of the impact of a proposed development on the views enjoyed from private properties in the vicinity of the development. It includes the concept of view sharing, which is when a property enjoys existing views, and a proposed development would share that view by taking some of it away for its own enjoyment.

While the proposed installation of the lift shaft and access foyer would not involve removal of a view for enjoyment in the use of the Administration Building, the steps to examine potential impacts outlined in planning principle NSW LEC 140 assist with assessing sensitivity and magnitude. The methodology following in applying this planning principle is included in Section 5.2.

4. THE PROPOSAL

4.1 **NEED**

The Project would provide a comprehensive refurbishment of the Administration Building to enable safety and security capability for the ABF's effective and long-term use of the Site. The Administration Building was constructed in the 1960s and has undergone several internal fit out changes since that time. The Administration Building has now reached the end of its useful life in terms of:



fit out and ability to cater for current and future operational requirements



amenities that do not cater for the changing demographic of the workforce (that is increased female/male ratio)



accessibility and safety limitations.

It is important to note that the nature and extent of the proposed refurbishment works triggers the requirement to make the Administration Building DDA compliant, which necessitates the installation of a lift. Currently, the only method for personnel to access the building from the landward side of the Site is via stairs that are connected to the carpark on the upper level via a metal walkway. At present, movement within the building is only available via an internal central staircase as the Administration Building does not currently have a lift. This is an equitable access and safety risk and does not comply with the DDA or the current National Construction Code.

For a building of this type (administrative use with training rooms, categorised as Class 5 and Class 9b under the National Construction Code) to meet the deemed to satisfy provisions, access for people with disabilities is required to and with all areas normally used by the occupants. The DDA makes it unlawful to discriminate against a person on the grounds of a disability, and requires independent, equitable, dignified access to all parts of the building for all building users regardless of disability.

The proposed installation of a lift is an essential part of the planned refurbishment of the ABF Administration Building that will allow it to meet the requirements of the National Construction Code (The Building Code of Australia: Volume 1) 2022 and the Disability (Access to Premises – Buildings) Standards 2010. Inclusion of a lift and associated secure access foyer in the refurbishment design will enable the Administration Building to be equitably and safely used by the ABF for the long term, supporting a modernised workforce and future proofing the site. The proposed lift dimensions permit compliance with the DDA and other regulations and allow for stretchers and stretcher bearers. The proposed dimensions are the minimum required to permit DDA compliance. It is also important to note that without the lift, the Administration Building cannot meet the DDA or National Construction Code, and options for its ongoing use would be limited.

Residents at No. 1-5 Manns Avenue requested the removal of the Site's sign on Ben Boyd Road to improve views to Neutral Bay. This sign was recently relocated (September 2024) and has enhanced views from the ground floor level units at No. 1-5 Manns Avenue. The previous and new location of the sign is shown in the photographs below.



PHOTOGRAPH 4-1 PREVIOUS LOCATION OF THE SITE'S SIGN (ERM, JULY 2023)



PHOTOGRAPH 4-2 NEW LOCATION OF THE SITE'S SIGN (VENTIA, SEPTEMBER 2024)

4.2 PROPOSED LIFT SHAFT LOCATION

The design process has considered the Site's context, landform and functional requirements for the Administration Building including equitable access and general people, goods, and equipment movement flows. This process has identified that the most suitable location for the lift is within the southern portion of the Administration Building, accessed from southern end of the car park on the upper level.

An independent analysis of the proposed lift location and potential view changes has been prepared by a Senior Building Consultant with ERM's subconsultant AssetWize. The findings of their review including site inspection observations in March 2024 is provided at Appendix B.

AssetWize has verified that the proposed location of the lift is the most suitable position to service the Administration Building in terms of the building functionality, expected code compliance and equitable access to / from the carpark. This is based on:



Proximity to
existing internal
access stairs and
main internal
access
throughfares



Minimal loss on internal floor area on each level to accommodate the lift, compared to an alternate location



Limited impact on external access, including access between the administration building and boat



Minimal anticipated impact on neighbouring properties' harbour water views

The design of the proposed lift shaft has also carefully considered the potential for visual impacts, with the height of the lift shaft able to be kept to the minimum height that will achieve DDA and National Construction Code compliance. The dimensions of the lift foyer are also required to meet the Commonwealth's Protective Security Policy Framework.

4.3 **DESCRIPTION**

The proposed refurbishment of the Administration Building is described in detail in the DA and supporting documentation. The directly relevant architectural drawings for the proposed lift shaft and access foyer prepared by EJE are provided at Appendix A for ease of reference. The proposed lift shaft would extend approximately 3 RL m above the current roof height of the Administration building, see Figure 4-1.

Materials for the lift shaft and access foyer include steel Colorbond roof, eaves, gutter and downpipes, fibre cement sheet cladding on the walls, perforated metal screens between the walls and external stairs, and a solid foyer entry door framed with toughened glass panels. The proposed colour palette is predominantly marine blue and stainless steel, with a light grey roof. The concept finishes for the lift shaft prepared by EJE Architecture are provided at Figure 4-2.

The lift services specification states¹ that the proposed lift would be supplied and installed to meet Australian Standards 1735 and 1428, and the Building Code of Australia as included in the National Construction Code.



N3 NORTH - LIFT ENTRY

FIGURE 4-1 EXTRACT FROM 'NOTIFICATION ELEVATIONS' DRAWING BY EJE ARCHITECTURE, 21 DECEMBER 2023

¹ Marline Newcastle Pty Ltd, October 2023, Lift Services Specification for Admin Building Refurbishment 1 Ben Boyd Road Neutral Bay

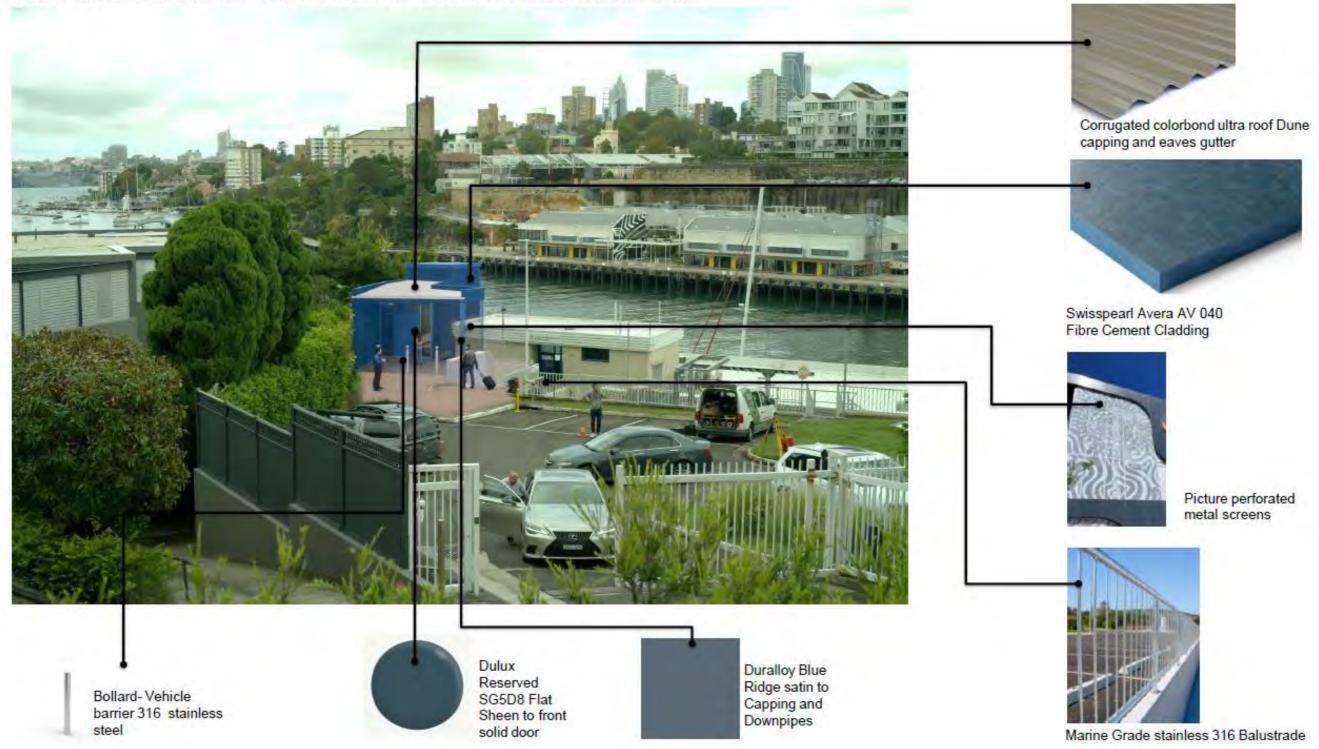


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AUSTRALIAN BORDER FORCE COLLEGE REFURBISHMENT

External view from Ben Boyd St 14644

Image DJI_20240221111918_0006 from 1-5 Manns Avenue Neutral Bay. Original Photograph supplied by Monteath & Powys



ABF Admin Building - Lift shaft finishes

FIGURE 4-2 LIFT SHAFT FINISHES BY EJE ARCHIECTURE, 8 MARCH 2024





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METHODOLOGY

As outlined in Section 1, the scope of this VIA is to consider potential visual impacts for the affected neighbouring property at No. 1-5 Manns Avenue and No. 2 Hayes Street, Neutral Bay that could result from the addition of a lift shaft and associated access foyer for the Administration Building. No. 1-5 Manns Avenue is located on the opposite side of Ben Boyd Road from the Site, and No. 2 Hayes Street is the neighbouring property on the southern boundary of the Site.

The methodology to prepare this VIA follows the approach provided in the NSW 2020 *Guideline for landscape character and visual impact assessment - Environmental impact assessment practice note EIA-N04* and includes analysis of potential view sharing impacts in accordance with NSW LEC 140 (Tenacity Consulting v Warringah 2004). The 2020 guideline distinguishes between visual assessment (the impact on views), and landscape character (the impact on an area's built, natural and cultural character or sense of place). An assessment of the impacts on the landscape character by the Project is not included in the scope of this VIA.

Steps in the analysis process outlined in the guideline include:



Step 1:

Assess the visibility of the proposal.



Step 2:

Identify key views.



Step 3:

Assess visual impacts and consider view sharing implications.



Step 4 (If required):

Refine the concept design to avoid and minimise visual impacts, and develop a mitigation strategy to minimise visual impacts.



5.1 **OUANTIFYING IMPACTS**

The guideline states:



Sensitivity refers to the qualities of an area, the number and type of receivers and how sensitive the existing character of the setting is to the proposed nature of the change.²



Magnitude refers to the physical scale of the project, how distant it is and the contrast it presents to the existing condition.... Magnitude will also need to consider cumulative impact, which is a consideration of the result of incremental impact of the proposal when added to other past, current, and known likely future activity.³

The guideline provides an impact rating matrix, included at

Figure 5-1. This matrix is used to assist analysis of potential severity of the visual impact of a proposed change to a view.

High Moderate Low Negligible High Moderate High High- Moderate Negligible Sensitivity Moderate High- Moderate Moderate Moderate-Low Negligible Low Moderate Moderate-Low Low Negligible Negligible Negligible Negligible Negligible Negligible

Magnitude

FIGURE 5-1 LANDSCAPE CHARACTER AND VISUAL IMPACT RATING MATRIX (TRANSPORT FOR NSW 2020, P 12)

5.1.1 VISIBILITY OF THE LIFT SHAFT

As noted earlier in this VIA, the sole change to the Administration Building envelope in the proposed refurbishment is the installation of a lift. The new lift shaft and entry access foyer would change the Administration Building's profile at the cliff edge. The lift shaft and entry foyer would also introduce a new and higher element that would reduce the extent of water visible from the car park, Ben Boyd Road and from the units at No. 1-5 Manns Avenue.

The approximate dimensions on the north elevation of the proposed lift shaft and entry foyer are 3 m height above current roof level and a total of 6 m in width (the lift shaft is 3 m wide). The full height of the entry foyer, and lift shaft behind it, extends approximately 4.4 m from the car park ground level. RLs that have informed these dimensions are included in Appendix A.

³ Transport for NSW 2020, p 12



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² Transport for NSW 2020, p 11

5.2 NSW LEC 140 PLANNING PRINCIPLE CONSIDERATIONS

This aspect of the analysis considers whether the proposed works would result in adverse impacts on existing views from No. 1-5 Manns Avenue, which has been identified as the neighbour to the Site with the potential for the most altered view towards the harbour waters of Neutral Bay. Application of the planning principle contained in NSW LEC 140 involves a four-step process of assessment:

- Assessment of views to be affected, noting that water views are valued more highly than land views and iconic views are valued more highly than views without icons (e.g. Sydney Harbour Bridge and the like) and that whole views are valued more highly than partial views.
- Consider from what part of a private property the views are available from (i.e. principal living areas and private open space or non-habitable rooms).
- Assess the extent of the impact for the whole of the property, not just for the view that is affected. The principle notes that it is usually more useful to assess the view loss qualitatively as negligible, minor, moderate, severe, or devastating, rather than noting a percentage estimate for loss of view.
- Assess the reasonableness of the proposal that is causing the impact. A development that complies with all planning controls would be considered more reasonable than one that breaches them. With a complying proposal, the question should be asked whether a more skilful design could provide the applicant with the same development potential and amenity and reduce the impact on the views of neighbours. If the answer to that question is no, then the view impact of a complying development would probably be considered acceptable and the view sharing reasonable.

5.3 PREPARATION OF DIGITAL RENDERS

ERM's digital visualisation team has generated digital renders using the details, measurements and high-resolution photographs supplied by EJE Architecture and Monteath and Powys and standard resolution photographs supplied by North Sydney Council. This involved the following activities to address Steps 1 and 2 of NSW LEC 140:

- Identification of views from No. 1-5 Manns Avenue most affected by the proposed change captured by drone photography undertaken by Monteath and Powys.
- Selection of viewpoint most likely to be frequently used utilising the images from North Sydney Council for Units 2, 8 and 22 at No. 1-5 Manns Avenue and Unit 6 at No. 2 Hayes Street.
- Generation of an integrated digital render using render layers supplied by EJE Architecture.
- Graphic design of the digital render to generate a realistic composite of the proposed lift shaft and entry foyer, and measurement-based alignment for insertion into the view utilising the high-resolution photographs supplied by Monteath Powys.
- As measurements including RLs were not available for the photographs supplied by North Sydney Council, the digital visualisation team generated a 3-D model of the proposed building utilising aerial and street level images to assist with accuracy of placement and scale.



Three renders have been produced covering three viewpoints – two for the southern end of the units at No. 1-5 Manns Avenue and a wider view utilising several photographs from the first floor of the units. The wider view is to aid analysis of the context of the proposed change as experienced from the units and Ben Boyd Road. These renders are shown at Figure 6-3, Figure 6-4 and Figure 6-5.

Four additional renders have been produced for the most commonly used viewpoints for Units 2, 8 and 22 at No. 1-5 Manns Avenue and Unit 6 at No. 2 Hayes Street. These renders are shown in Figure 6-6, Figure 6-7, Figure 6-8 and Figure 6-9.



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VISUAL IMPACT ASSESSMENT 6.

VIEW ANALYSIS 6.1

The following view analysis has been undertaken to assess potential impacts on existing views to the water from No. 1-5 Manns Avenue Neutral Bay, the wider viewshed from this set of units, and No. 2 Hayes Street. This analysis has involved the following tasks:

- Identification of most affected views from the southern end of No. 1-5 Manns Avenue Neutral Bay across the Site to the waters of Neutral Bay and Sydney Harbour utilising photographs supplied by Monteath and Powys that were captured using a drone during survey on 26 February 2024.
- Identification of most commonly used viewpoints from Units 2, 8 and 22 at 1-5 Manns Avenue and Unit 6 at 2 Hayes Street, based on the images supplied by North Sydney Council in August 2024. The full set of images supplied by North Sydney Council are provided in Appendix C.
- Analysis of potential impacts on views considering relevant SEPP and LEP requirements and in accordance with the 2020 Practice Note EIA-N04 and the steps outlined in view sharing planning principle NSW LEC 140.

6.1.1 IDENTIFICATION OF VIEWS

The locations of all of the photographs provided by Monteath and Powys are provided at Figure 6-1. The locations of the units for photographs supplied by North Sydney Council are shown in Figure 6-2. The areas shaded green in Figure 6-2 indicate the balcony and courtyard locations for the four units.

Units 8 and 22 are located on the ground floor level with external gardens/courtyards facing the Site. Unit 2 is on the first-floor level of this property. Unit 6 of No. 2 Hayes Street is located on the middle level above the ground floor courtyard on the western side of the building.

Both sets of photographs were analysed in consultation with Ventia and Finance to identify views from No. 1-5 Manns Avenue most affected by the proposed lift shaft and access foyer, and to identify the most commonly used viewpoints for Units 2, 8 and 22 at No. 1-5 Manns Avenue and Unit 6 at No. 2 Hayes Street.

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FIGURE 6-1 LOCATIONS OF VIEW PHOTOGRAPHS FOR NO. 1-5 MANNS AVENUE (MONTEATH AND POWYS 2024)



FIGURE 6-2 LOCATIONS OF UNITS 2, 8 AND 22 AT NO. 1-5 MANNS AVENUE AND UNIT 6 AT NO. 2 HAYES STREET (NEARMAPS WITH ERM LAYER, 2024)



Internal access to the units at the southern end of No. 1-5 Manns Avenue was not available during the inspection conducted by AssetWize, ERM's subconsultant on 6 March 2024. However the garden areas of the units on Ben Boyd Road could be viewed, including the ability to observe current views from the ground level of the units to the Site (see Appendix B). Ventia and Finance instructed that the images supplied by Monteath and Powys are be utilised for the VIA.

The two views from the southern end of the units identified as most affected by the proposed lift shaft and access foyer selected are shown in photographs 0006 and 0013, and the wider view comprises a composite using photographs 0017, 0020, 0022 and 0026. The coordinates for these photographs are provided in Table 6-1.

The selected viewpoints for Units 2, 8 and 22 at No. 1-5 Manns Avenue and Unit 6 at No. 2 Hayes Street were identified in consultation with Ventia and Finance and are provided in Table 6-2.

TABLE 6-1 COORDINATES FOR PHOTOGRAPH LOCATIONS (MONTEATH AND POWYS 2024)

Photo Number	Photograph	Camera Easting	Camera Northing	Camera Height (RL)	Camera Bearing (North = 0o)
0006		335118.9	6254060.9	20.7	184
0013		335109	6254063.6	20.6	174.5



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Photo Number	Photograph	Camera Easting	Camera Northing	Camera Height (RL)	Camera Bearing (North = 0o)
0017		335103.6	6254070.6	21.4	174.5
0020		335096.7	6254071.9	21.3	167.8
0022		335093.4	6254072.2	21.4	158
0026		335081.6	6254080.8	22.6	153.9



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TABLE 6-2 NORTH SYDNEY COUNCIL PHOTOGRAPHS - SELECTED VIEWPOINTS

Address	Photo Reference and Label	Photograph
Unit 2, No. 1-5 Manns Ave	P7310024 From Balcony	
Unit 8, No. 1-5 Manns Ave	P8090002 From Courtyard	
Unit 22, No. 1-5 Manns Ave	P8230009 Internal Loung Dining - Zoom	
Unit 6, No. 2 Hayes Street	P8130056 External Balcony	



6.1.2 EXISTING VIEWS AND DIGITAL RENDERS

The selected existing views from No. 1-5 Manns Avenue including the composite of images 0017, 0020, 0022 and 0026 are provided in this Section as Photograph 6-1, Photograph 6-2 and Photograph 6-3 respectively. The views from Units 2, 8 and 22 at No. 1-5 Manns Avenue and Unit 6 at No. 2 Hayes Street are provided as Photograph 6-4, Photograph 6-5, Photograph 6-6 and Photograph 6-7 respectively.

These seven photographs are presented alongside the digital renders over the following pages to provide direct comparison between the existing view and the proposed changes.



AUSTRALIAN BORDER FORCE COLLEGE REFURBISHMENT



PHOTOGRAPH 6-1 VIEW ONE: MONTEATH AND POWYS IMAGE 0006 - VIEW FROM SOUTHERN END OF NO. 1-5 MANNS AVENUE LOOKING SOUTH-WEST



FIGURE 6-3 DIGITAL RENDER FOR VIEW ONE (ERM 2024)

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PHOTOGRAPH 6-2 VIEW TWO MONTEATH AND POWYS IMAGE 0013



PHOTOGRAPH 6-3 VIEW THREE: COMPOSITE OF MONTEATH AND POWYS IMAGES 0017, 0020, 0022 FIGURE 6-5 DIGITAL RENDER FOR VIEW THREE (ERM 2024) AND 0026



FIGURE 6-4 DIGITAL RENDER FOR VIEW TWO (ERM 2024)



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PHOTOGRAPH 6-4 VIEW FROM BALCONY, UNIT 2, AT NO. 1-5 MANNS AVENUE. PHOTO REFERENCE P7310024, SUPPLIED BY NORTH SYDNEY COUNCIL)



FIGURE 6-6 DIGITAL RENDER FOR UNIT 2, AT NO. 1-5 MANNS AVENUE (ERM 2024)

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PHOTOGRAPH 6-5 VIEW FROM COURTYARD, UNIT 8 AT NO. 1-5 MANNS AVENUE. PHOTO REFERENCE P8090002 SUPPLIED BY NORTH SYDNEY COUNCIL



FIGURE 6-7 DIGITAL RENDER FOR UNIT 8, AT NO. 1-5 MANNS AVENUE (ERM 2024)

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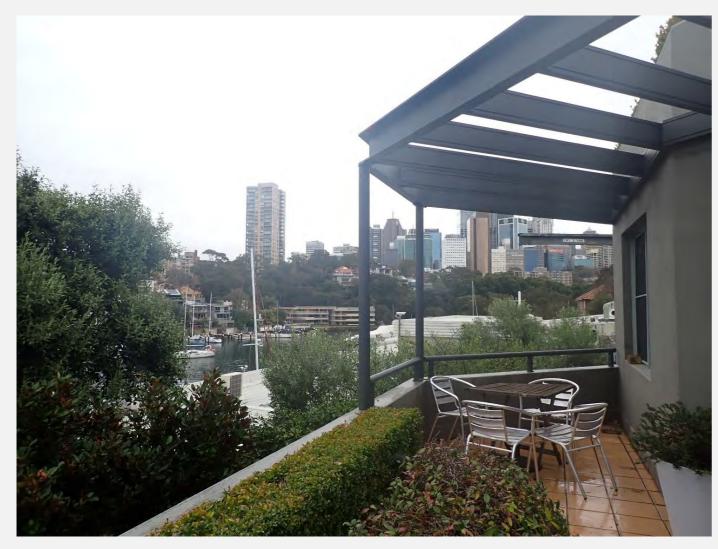


PHOTOGRAPH 6-6 VIEW FROM INTERNAL LOUNGE-DINING ROOM – ZOOM, UNIT 22 AT NO. 1-5 MANNS AVENUE. PHOTO REFERENCE P8230009 SUPPLIED BY NORTH SYDNEY COUNCIL



FIGURE 6-8 DIGITAL RENDER FOR UNIT 22, AT NO. 1-5 MANNS AVENUE (ERM 2024)

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PHOTOGRAPH 6-7 VIEW FROM EXTERNAL BALCONY, UNIT 6 AT NO. 2 HAYES STREET. PHOTO REFERENCE P8130056 SUPPLIED BY NORTH SYDNEY COUNCIL

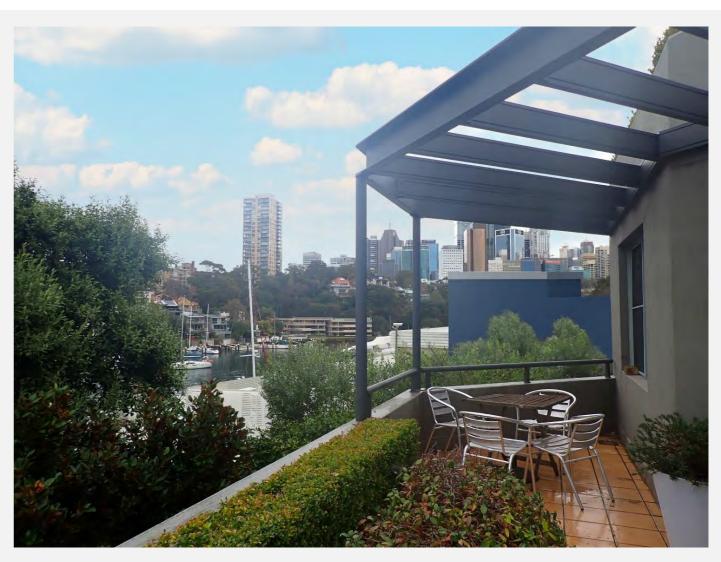


FIGURE 6-9 DIGITAL RENDER FOR UNIT 6, AT NO. 2 HAYES STREET (ERM 2024)

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6.2 VIEW IMPACT ANALYSIS

Analysis and discussion against the relevant SEPP, LEP and the NSW LEC 140 planning principle (see Section 2.3 for details) is presented in Table 6-3. Analysis of the extent of impact to views is provided in Table 6-4.

TABLE 6-3 STATUTORY AND PLANNING CONSIDERATIONS ANALYSIS

Control/ Principle	Considerations	Analysis and Discussion		
SEPP Biodiversity and Conservation - Division 3, Section 6.28	Clause 2 (a) The character and functions of a working harbour will be retained on foreshore sites.	 The inclusion of a lift as part of the refurbishment of the Administration Building is essential. The continued use of the Administration Building as part of the ABF college relies upon the refurbishment to enable safe and equitable operation and compliance with the DDA and the National Construction Code. The Administration Building has been on the site since the 1960s and has been used as a customs/border force training facility for several decades. The proposed lift shaft and access foyer is the only building envelope change to the Administration Building in the refurbishment design. The refurbishment will enable the overall character of the Site, which is part of the working harbour, to be retained for the long term. The proposed dimensions of the lift shaft are the minimum necessary to permit DDA compliance. 		
	Clause 2 (e) The unique visual qualities of the Foreshores and Waterways Area and its islands, foreshores and tributaries will be enhanced, protected, or maintained, including views and vistas to and from— (i) the Foreshores and Waterways Area, and (ii) public places, landmarks, and heritage items.	 The proposed lift shaft and access foyer for the Administration Building would result in some changes to views to the waters in Neutral Bay from No. 1-5 Manns Avenue. Water views from No. 2 Hayes Street would not be changed. The proposed addition would not change the longer views from No. 1-5 Manns Avenue to the waters in Sydney Harbour. Views from the waterways towards the Site are not part of the scope of this VIA. Consideration of views and vistas to and from the Site as a heritage item has been included in the SoHI prepared as part of the DA, and does not form part of the scope of this VIA. 		
North Sydney LEP	Clause 1.2 requires non-residential development to not adversely affect the visual privacy and view sharing of residential properties.	 The proposed lift shaft and access foyer will not affect the visual privacy of No. 1-5 Manns Avenue or No. 2 Hayes Street. The proposal would result in some changes to views to the waters in Neutral Bay from No. 1-5 Manns Avenue. However, the proposed addition would not change the longer views to the waters in Sydney Harbour. The impact of the change to the views including view sharing is assessed in Table 6-4. 		

Control/ Principle	Considerations	Analysis and Discussion
	Clauses 4.3 (1)(b) and (1)(f) promote the retention and, where appropriate, the sharing of existing views and encourage appropriate scale that accords with the existing character of an area.	 The location of the proposed lift shaft and access foyer is the most suitable in terms of function and floor space area for the Administration Building. The design involves the minimum new building form and area necessary to enable a lift to be successfully integrated into the building. The proposed scale of the addition is consistent within the context of the Site and surrounds. While it would change the building's envelope and profile, it would not result in complete loss of water views from No. 1-5 Manns Street. The view from Unit 6 at No. 2 Hayes Street towards North Sydney would be changed, with part of the green belt and the lower portion of the high-rise buildings removed by the lift shaft. However, noting the guidance in NSW LEC 140, this view is a lower value view as it is towards the land; views from this unit to the water, which are high value, would remain unchanged. The North Sydney high-rise skyline would continue to be clearly visible from this unit, and part of the green belt would also continue to be visible.
	Clause 4.3 (2) requires building heights to not exceed those set on the LEP's Height of Buildings Map.	The Height of Buildings Map accessed in March 2024 indicates that the maximum height for the Site is 20 RL m. The proposed lift shaft height would be 16.25 RL m.
NSW LEC 140 Planning Principle	Step 1: Assessment of views to be affected, noting that water views are valued more highly than land views and iconic views are valued more highly than views without icons (e.g. Sydney Harbour Bridge) and that whole views are valued more highly than partial views.	 This VIA focuses on views from the units at No. 1-5 Manns Avenue across the Site to the water, looking south and south-west. It also considers changes to views from Unit 6 at No. 2 Hayes Street. The units on Manns Avenue face towards Neutral Bay and Sydney Harbour beyond, rising several metres above the roof line of the Administration Building. Views from the ground level of this property on Manns Avenue include garden elements such as hedges, trees, and fences, with the upper level of the Site extending in the mid-ground on a downwards slope to the cliff edge. The first floor of these units includes a balcony, providing wide views to the water and surrounding urban and waterfront development, which comprises a mixed residential and working harbour character. The most altered views would be from the southern end of the units at No. 1-5 Manns Avenue. The ground floor at this end of units is at approximately 15.6 RL m, and the first-floor balcony is at approximately 18.6 RL m. The ground level adjacent to the Administration Building is at 11.86 RL m, and the current roof line height of this building is 13.25 RL m. As such, the Site occupies part of the currently available views looking southwest to the waters of Neutral Bay and south to Sydney Harbour. Unit 22 at No. 1-5 Manns Avenue is on the ground level and has a distant partial glimpse of the water in Neutral Bay, but not to Sydney Harbour beyond. Many of the images supplied for this unit are

Control/ Principle	Considerations	Analysis and Discussion		
		zoomed in to show the small water glimpse available within the wider viewshed for this location, including the clearest water view selected for the digital render. This establishes that the water glimpses from this unit are quite limited to the naked eye. The available glimpse can be categorised as a very limited and distant partial water view. • These views include garden plantings and fences, Ben Boyd Road, street trees, neighbouring buildings and mature shrubs and hedges, and a streetlight. The water views available would be considered high value views. • The views from units at No. 2 Hayes Street include Neutral Bay and Sydney Harbour beyond when looking to the southwest, as well as to North Sydney central business district when looking to the northwest. The water views from this property would be highly valued. • The first floor of the units at No. 2 Hayes Street also includes balconies, providing sweeping views to the water and surrounding urban and waterfront development, which comprises a mixed residential and working harbour character.		
	Step 2: Consider from what part of a private property the views are available from (i.e. principal living areas and private open space or non-habitable rooms).	 High value views of the waters of Neutral Bay and Sydney Harbour in the distance are available from the first-floor balconies of No. 1-5 Manns Avenue and No. 2 Hayes Street. While internal access was not possible during the site inspection, it is also assumed that similar high value views and water glimpses would be available from the main living room/s on this level and above in the units. This is confirmed by the photographs supplied by North Sydney Council (see Appendix C. Views from the ground floor include the waters of Neutral Bay and Sydney Harbour is the distance, however these are partially obscured by garden elements and adjacent urban development. Water views from No. 2 Hayes Street will not be impacted by the proposed lift shaft and foyer. The view to the north-west from the first-floor balcony from Unit 6 at No. 2 Hayes Street will be modified by the proposed lift shaft covering the lower portion of the long view towards the North Sydney central business district. As noted in Step 1 above, the North Sydney high-rise skyline would continue to be clearly visible from this unit, and part of the green belt around Neutral Bay would also continue to be visible. The new plant and equipment proposed to be placed within a screened area immediately behind the lift shaft will result in some visual changes but will not impact views to Neutral Bay or Sydney Harbour, nor cause views of the green belt to be lost. 		

Control/ Principle	Considerations	Analysis and Discussion		
	Step 3: Assess the extent of the impact for the whole of the property, not just for the view that is affected.	 The seven viewpoints selected for analysis enable consideration of visual impacts for the whole of No. 1-5 Manns Avenue, particularly the wider view composite provided in Photograph 6-3 and Figure 6-5. The images supplied for Unit 6 at No. 2 Hayes Street enable analysis of potential view impacts from the first-floor balcony of this property. The proposed maximum width of the lift shaft and foyer (6 m) and height above the current roof line (3 m) would obscure a small proportion of the available view of the waters of Neutral Bay in the middle distance to the southwest. No high value water views from No. 2 Hayes Street would be impacted. The limited partial water glimpse from Unit 22 at No. 1-5 Manns Avenue would be largely unchanged. Available views to Sydney Harbour in the distance would remain unchanged. The recent relocation of the sign for the Site is a positive impact on views from No. 1-5 Manns Avenue. The use of a marine colour palette for materials and finishes for the lift shaft and access foyer, including perforated metal screens, would assist with visually minimising the impact of this new building element. 		
	Step 4: Assess the reasonableness of the proposal that is causing the impact.	 As noted above, the refurbishment of the Administration Building is essential to enable continued ABF training capability at the Site. A lift is needed for the Administration Building to meet current safety and equitable access requirements. The proposed lift shaft and foyer have been designed to support view sharing to the high value water views across Neutral Bay and to Sydney Harbour beyond as much as possible while also enabling safe and equitable access for ABF College occupants. Independent building specialist review of the proposed design has validated the location of the lift shaft as the most suitable for both function and accessibility. The proposal is considered reasonable, particularly as the extent of change to views has been minimised within the design. It is also important to note that the lift shaft height is the minimum necessary to achieve DDA and National Construction Code compliance, and the dimensions of the foyer meet the Commonwealth's Protective Security Framework. There are no options available for an additional screening item including new vegetation between the Site and No. 2 Hayes Street due to the building line at the property boundary and the cliff terrain in this location. 		

TABLE 6-4 IMPACT ASSESSMENT AND RATING

Assessment of Potential Impact	Sensitivity	Magnitude	Impact Rating ⁴
 The proposed total maximum width of the lift shaft and foyer (6 m) and height above the current roof line (3 m) would obscure a small proportion of the available view of the waters of Neutral Bay in the middle distance to the southwest from across the majority of No. 1-5 Manns Avenue. The very limited partial and distant water view from Unit 22 No. 1-5 Manns Avenue would be removed, however the wider view available from this property would be largely unchanged. Available views to Sydney Harbour in the distance would remain unchanged. No high value water views from No. 2 Hayes Street would be impacted. The view from Unit 6 at this property towards the green belt around Neutral Bay and North Sydney central business district high rise would be altered, however part of the green belt would continue to be visible and the high-rise buildings on the skyline would remain clearly visible. No existing vegetation would be removed for the addition of the lift shaft and access foyer. The height of the lift shaft would not extend above the height of existing vegetation adjacent to the Administration Building. The recent relocation of the sign for the Site is a positive impact on views from No. 1-5 Manns Avenue. The proposed materials, colours and finishes are consistent with the context of the Site and surrounds, and would assist with minimising the visual prominence of the change to the views from No. 1-5 Manns Street and No. 2 Hayes Street. 	High	Negligible	Negligible

⁴ See Impact Rating Matrix at Figure 5-1.

CONCLUSION AND RECOMMENDATIONS

This VIA has determined that:



The proposed location of the lift shaft and access foyer has been independently assessed as the most suitable for the Administration Building. The lift shaft height is the minimum necessary to achieve DDA and National Construction Code compliance, and the dimensions of the foyer meet the Commonwealth's Protective Security Framework. Without the proposed lift, the Administration Building cannot meet the DDA or National Construction Code, and options for its ongoing use would be limited.



The inclusion of a lift in the refurbishment of the Administration Building is reasonable, supports the view sharing planning principle, and would enable the continued use of the Site by the ABF, including introducing compliant, equitable and safe access to, and movement within, the Site. The recent relocation of the sign for the Site is a positive impact on views from No. 1-5 Manns Avenue.



The design by EJE Architecture has carefully considered visual impact including view sharing with adjacent properties, aiming to minimise the scale of change to the envelope of the Administration Building as far as possible and selecting materials, colours and finishes that would reduce the visual prominence of the lift shaft and access foyer.



While the water views from No. 1-5 Manns Avenue to Neutral Bay and Sydney Harbour in the distance are high value, the overall impact to these views caused by the lift shaft and access foyer would be negligible. Water views to Neutral Bay would undergo a minor change, and views to Sydney Harbour would remain unchanged. The proposal would have no impact on high value water views from No. 2 Hayes Street but will result in a changed view towards the green belt around Neutral Bay and the North Sydney central business district skyline.

The proposed lift shaft and access foyer are essential to enabling the long-term use of the Administration Building by the ABF, supporting a modernised workforce and achieving compliance with the DDA and National Construction Code.

The proposed design is supported in terms of its sensitive approach to potential impact on views from No. 1-5 Manns Avenue and No. 2 Hayes Street. Implementation of the proposed materials finishes and colours is recommended. To further minimise visual impacts from No. 2 Hayes Street, a treatment to the façade of the proposed lift shaft that faces this property should be incorporated into the design, aiming to visually integrate the surface into the existing property boundary vegetation. No other mitigation measures have been identified that could further minimise or manage visual impacts beyond the negligible rating.

Page 39

VERSION: 04

8. **REFERENCES**

- ERM. 2023. Statement of Heritage Impact Administration Building Refurbishment, Customs

 Marine Depot Neutral Bay. Prepared for Ventia on behalf of the Department of Finance.
- ERM. 2024. *Draft Heritage Management Plan Customs Marine Depot Neutral Bay*. Prepared for Ventia on behalf of the Department of Finance.
- Transport for NSW. 2020. Guideline for landscape character and visual impact assessment Environmental impact assessment practice note EIA-N04.
- Transport for NSW. 2023. Beyond the Pavement Urban design policy, procedures and principles for roads and waterways projects.

STATEMENT OF LIMITATIONS

This report is based solely on the scope of work described in Section 1 (Scope of Work) and performed by Environmental Resources Management Australia Pty Ltd (ERM) as commissioned by Ventia on behalf of the Department of Finance (the Client). The Scope of Work was governed by a contract between ERM and the Client (Contract).

No limitation, qualification or caveat set out below is intended to derogate from the rights and obligations of ERM and the Client under the Contract.

The findings of this report are solely based on, and the information provided in this report is strictly limited to that required by the Scope of Work. Except to the extent stated otherwise, in preparing this report ERM has not considered any question, nor provides any information, beyond that required by the Scope of Work.

This report was prepared in March 2024 and updated in September 2024 and is based on conditions encountered and information reviewed at the time of preparation. The report does not, and cannot, take into account changes in law, factual circumstances, applicable regulatory instruments, or any other future matter. ERM does not, and will not, provide any on-going advice on the impact of any future matters unless it has agreed with the Client to amend the Scope of Work or has entered into a new engagement to provide a further report.

Unless this report expressly states to the contrary, ERM's Scope of Work was limited strictly to identifying typical environmental conditions associated with the subject site(s) and does not evaluate the condition of any structure on the subject site nor any other issues. Although normal standards of professional practice have been applied, the absence of any identified hazardous or toxic materials or any identified impacted soil or groundwater on the site(s) should not be interpreted as a guarantee that such materials or impacts do not exist.

This report is based on information provided by the Client or third parties (including regulatory agencies). All conclusions and recommendations made in the report are the professional opinions of the ERM personnel involved. Whilst normal checking of data accuracy was undertaken, except to the extent expressly set out in this report, ERM:

- Did not, nor was able to, make further enquiries to assess the reliability of the information or independently verify information provided by third parties;
- Assumes no responsibility or liability for errors in data obtained from the Client, any third
 parties or external sources (including regulatory agencies).

Although the data that has been used in compiling this report is generally based on actual circumstances, if the report refers to hypothetical examples those examples may, or may not, represent actual existing circumstances.

Only the environmental conditions and or potential contaminants specifically referred to in this report have been considered. To the extent permitted by law and except as is specifically stated in this report, ERM makes no warranty or representation about:

- The suitability of the site(s) for any purpose or the permissibility of any use;
- The presence, absence or otherwise of any environmental conditions or contaminants at the site(s) or elsewhere; or
- The presence, absence or otherwise of asbestos, asbestos containing materials or any hazardous materials on the site(s).

Use of the site for any purpose may require planning and other approvals and, in some
cases, environmental regulator and accredited site auditor approvals. ERM offers no
opinion as to the likelihood of obtaining any such approvals, or the conditions and
obligations which such approvals may impose, which may include the requirement for
additional environment works.

The ongoing use of the site or use of the site for a different purpose may require the management of or remediation of site conditions, such as contamination and other conditions, including but not limited to conditions referred to in this report.

This report should be read in full and no excerpts are to be taken as representative of the whole report. No responsibility or liability is accepted by ERM for use of any part of this report in any other context.

Except to the extent that ERM has agreed otherwise with the Client in the Scope of Work or the Contract, this report:

- Has been prepared and is intended only for the exclusive use of the Client;
- Must not to be relied upon or used by any other party;
- Has not been prepared nor is intended for the purpose of advertising, sales, promoting or endorsing any Client interests including raising investment capital, recommending investment decisions, or other publicity purposes;
- Does not purport to recommend or induce a decision to make (or not make) any purchase, disposal, investment, divestment, financial commitment or otherwise in or in relation to the site(s); and
- Does not purport to provide, nor should be construed as, legal advice.

APPENDIX A

PROPOSED DRAWINGS

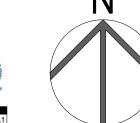
Document Set ID: 10152819 Version: 1, Version Date: 13/09/2024



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A 20/09/2023 50% ISSUE B 18/10/2023 75% ISSUE

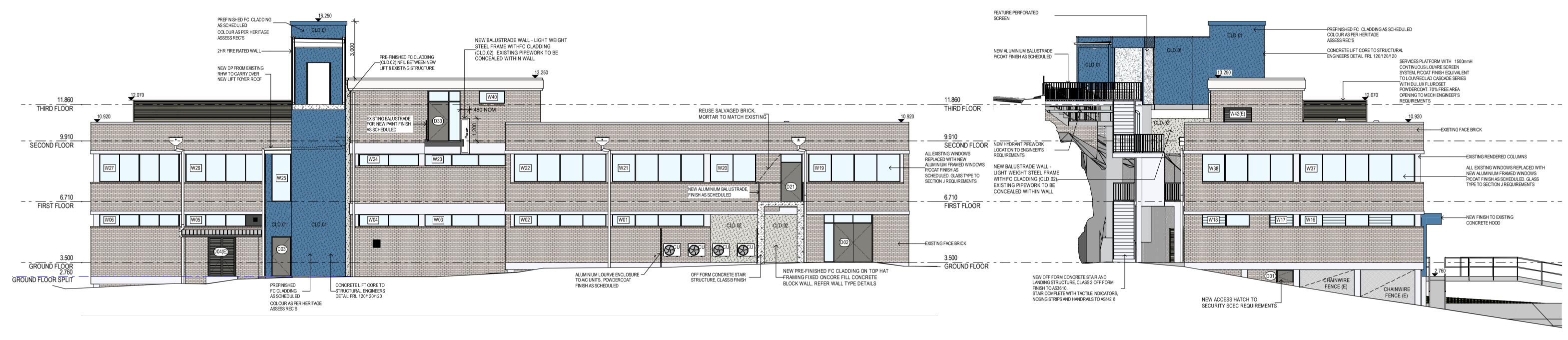
C 10/11/2023 TENDER ISSUE

PROJECT: AUSTRALIAN BORDER FORCE COLLEGE
ADMINISTRATION BUILDING
REFURBISHMENT
BEN BOYD RD, NEUTRAL BAY, NSW 2089

10/11/2023

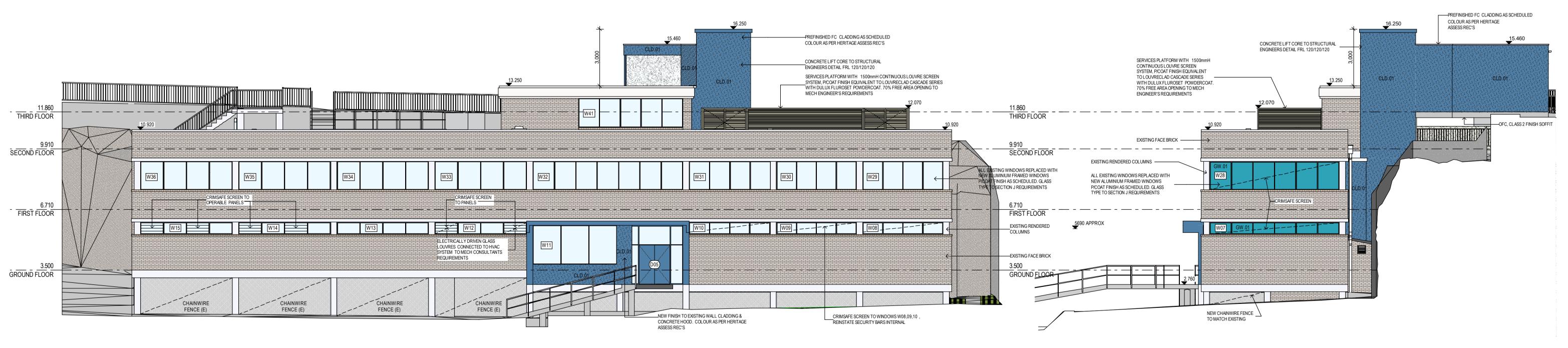
FILENAME: 14644-ABF Admin Refurb Neutral Bay

SITE PLAN



N PROPOSED NORTH ELEVATION 1:100

W PROPOSED WEST ELEVATION 1:100



PROPOSED SOUTH ELEVATION 1:100

PROPOSED EAST ELEVATION 1:100

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| REV | DATE | COMMENTS A 21/05/2024 DA ISSUE | DRN | CHKD | VRFD | JH HN HN

PROJECT: AUSTRALIAN BORDER FORCE COLLEGE ADMINISTRATION BUILDING REFURBISHMENT BEN BOYD RD, NEUTRAL BAY, NSW 2089

NOTIFICATION - ELEVATIONS

DRAWN: DATE: 3/09/2024 FILENAME: 14644-ABF Admin Refurb Neutral Bay $PROJECT\ No: PHASE: DRAWING\ No: \\ 14644 DA A23$

SCALES @A1:
1:100

REV:

APPENDIX B

ASSETWIZE ADVISORY SUMMARY

Document Set ID: 10152819 Version: 1, Version Date: 13/09/2024

APPENDIX C

PHOTOLOG OF IMAGES SUPPLIED BY NORTH SYDNEY COUNCIL

Document Set ID: 10152819 Version: 1, Version Date: 13/09/2024



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW PROJECT NO.: 0485853_19

Unit 2, 1-5 Manns Road



APPENDIX C PHOTO 1 "From Balcony", Unit 2, 1-5 Manns Road, Neutral Bay (Photo reference: P7310019)



APPENDIX C PHOTO 2

"From Balcony", Unit 2, 1-5 Manns Road, Neutral Bay (Photo reference: P7310020)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 3 "From Balcony", Unit 2, 1-5 Manns Road, Neutral Bay (Photo reference: P7310021)



APPENDIX C PHOTO 4 "From Balcony", Unit 2, 1-5 Manns Road, Neutral Bay (Photo reference: P7310022)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 5 "From Balcony", Unit 2, 1-5 Manns Road, Neutral Bay (Photo reference: P7310023)



APPENDIX C PHOTO 6 "From Lounge Room", Unit 2, 1-5 Manns Road, Neutral Bay (Photo reference: P7310024)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW PROJECT NO.: 0485853_19



APPENDIX C PHOTO 7
"From Courtvard", Unit 2, 1-5 Manu

"From Courtyard", Unit 2, 1-5 Manns Road, Neutral Bay (Photo reference: P7310025)

Document Set 1D: 10152816 Version: 1, Version Date: 13/09/2024 Page 4



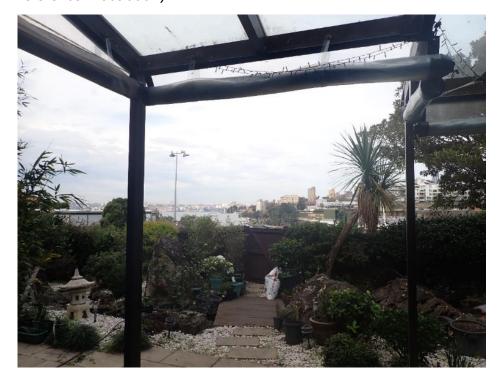
CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW PROJECT NO.: 0485853_19

Unit 8, 1-5 Manns Road



APPENDIX C PHOTO 8 "From Courtyard", Unit 8, 1-5 Manns Road, Neutral Bay (Photo reference: P8090001)



APPENDIX C PHOTO 9

"From Courtyard", Unit 8, 1-5 Manns Road, Neutral Bay (Photo

reference: P8090002)

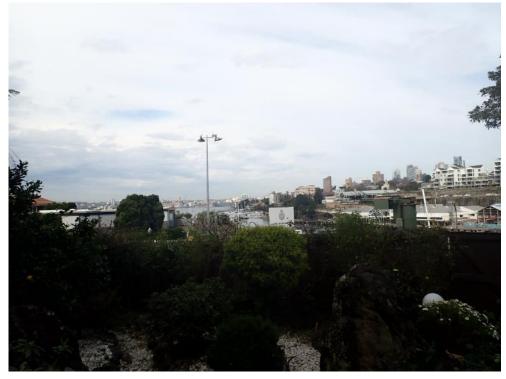


CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 10 "From Courtyard", Unit 8, 1-5 Manns Road, Neutral Bay (Photo reference: P8090003)



APPENDIX C PHOTO 11 "From Courtyard", Unit 8, 1-5 Manns Road, Neutral Bay (Photo reference: P8090004)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 12 "From Courtyard", Unit 8, 1-5 Manns Road, Neutral Bay (Photo reference: P8090008)



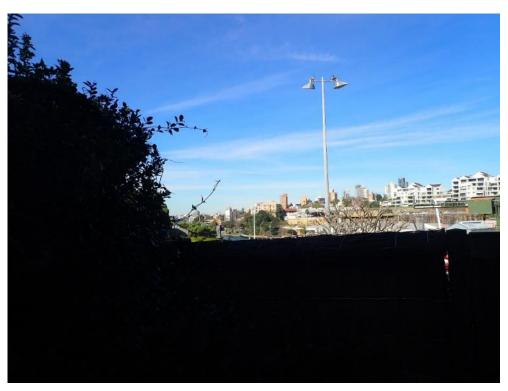
APPENDIX C PHOTO 13 "From Courtyard Gate", Unit 8, 1-5 Manns Road, Neutral Bay (Photo reference: P8090012)



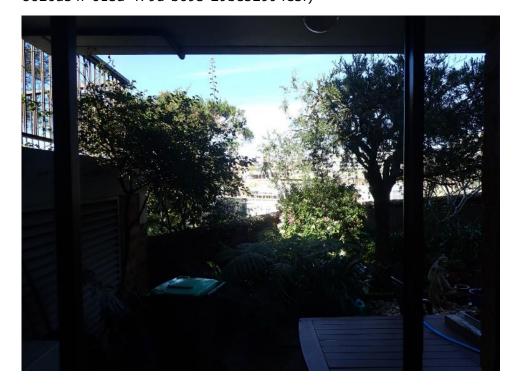
CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW PROJECT NO.: 0485853_19

Unit 22, 1-5 Manns Road



APPENDIX C PHOTO 14 Unlabeled, Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: 8620a34f-613a-479d-b693-29be52994e3f)



APPENDIX C PHOTO 15

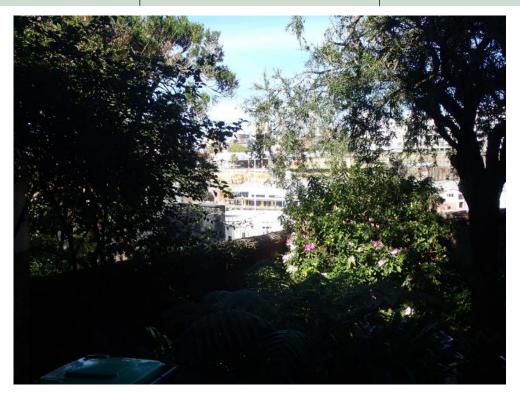
"Internal Lounge Dining", Unit 22, 1-5 Manns Road, Neutral Bay (Photo

reference: P8230002)

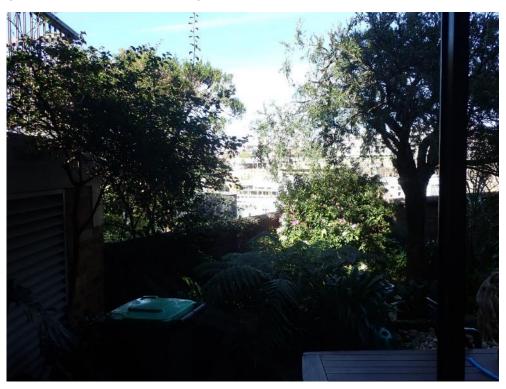


CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 16 "Internal Lounge Dining - Zoom", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230003)



APPENDIX C PHOTO 17 "Internal Lounge Dining", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230004)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 18 "Internal Lounge Dining - Zoom", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230005)



APPENDIX C PHOTO 19 "Internal Lounge Dining", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230006)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 20 "Internal Lounge Dining - Zoom", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230007)



APPENDIX C PHOTO 21 "Internal Lounge Dining - Zoom", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230008)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 22 "Internal Lounge Dining - Zoom", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230009)

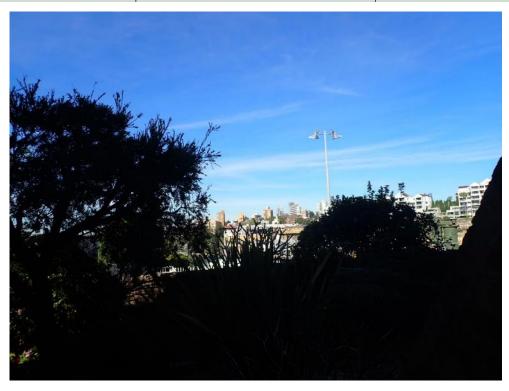


APPENDIX C PHOTO 23 "Outdoor Terrace East", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230010)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW PROJECT NO.: 0485853_19



APPENDIX C PHOTO 24 "Internal Study", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230011)



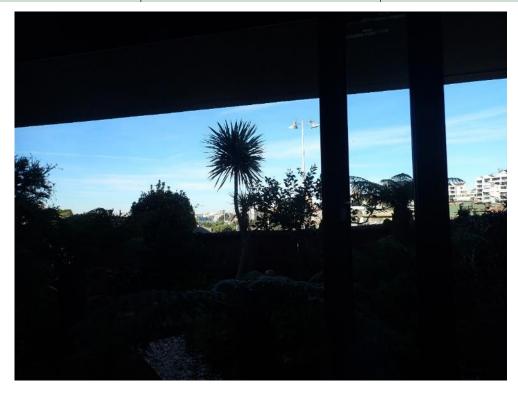
APPENDIX C PHOTO 25 "Internal Study", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230013)

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CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 26 "Main Bedroom", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230014)



APPENDIX C PHOTO 27 "Main Bedroom", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230015)



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SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 28 "Main Bedroom", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230016)

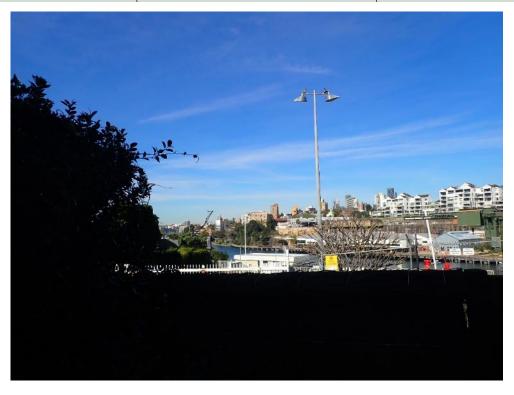


APPENDIX C PHOTO 29 "Main Bedroom", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230017)

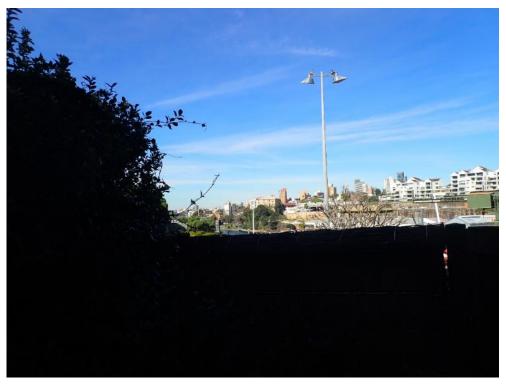


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SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW PROJECT NO.: 0485853_19



APPENDIX C PHOTO 30 "Outdoor Courtyard Garden", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230018)



APPENDIX C PHOTO 31 "Outdoor Courtyard Garden", Unit 22, 1-5 Manns Road, Neutral Bay (Photo reference: P8230019)

ent Set 10: 10152816



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW PROJECT NO.: 0485853_19

Unit 6, 2 Hayes Street



APPENDIX C PHOTO 32 "From Lounge Room", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130031)



APPENDIX C PHOTO 33

"From Lounge Room", Unit 6, 2 Hayes Street, Neutral Bay (Photo

reference: P8130032)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 34 "From Lounge Room", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130033)



APPENDIX C PHOTO 35 "From Lounge Room", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130034)

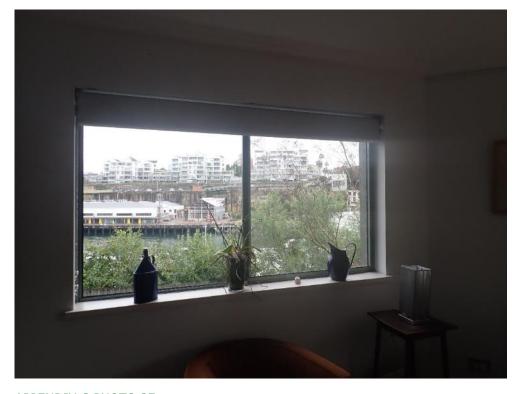


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SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW PROJECT NO.: 0485853_19



APPENDIX C PHOTO 36 "From Lounge Room", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130035)



APPENDIX C PHOTO 37 "From Lounge Room", Unit 6, 2 Hayes Street, Neutral Bay (Photo

reference: P8130036)



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SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW PROJECT NO.: 0485853_19



APPENDIX C PHOTO 38 "From Lounge Room", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130037)



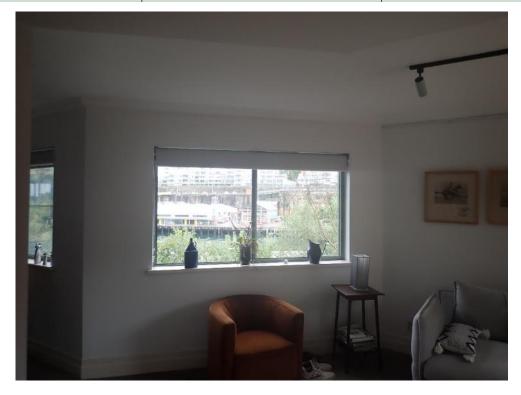
APPENDIX C PHOTO 39 "From Lounge Room", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130038)

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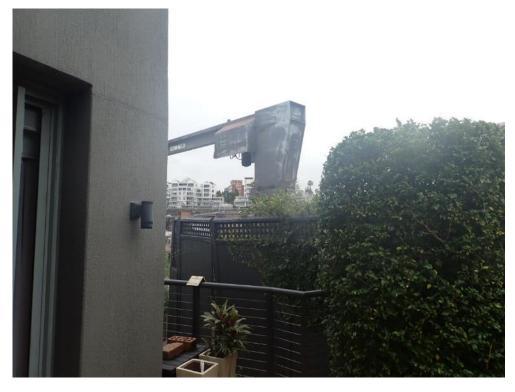


CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW PROJECT NO.: 0485853_19



APPENDIX C PHOTO 40 "From Kitchen", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130039)



APPENDIX C PHOTO 41

"External Terrace", Unit 6, 2 Hayes Street, Neutral Bay (Photo

reference: P8130040)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW PROJECT NO.: 0485853_19



APPENDIX C PHOTO 42 "External Terrace", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130041)



APPENDIX C PHOTO 43 "External Terrace", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130042)

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CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 44 "External Terrace", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130043)



APPENDIX C PHOTO 45 "External Terrace", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130044)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 46 "External Terrace", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130045)

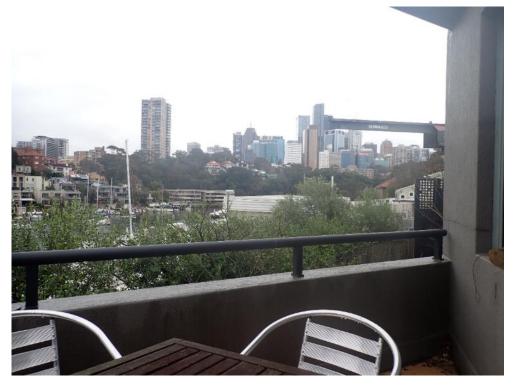


APPENDIX C PHOTO 47 "External Terrace", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130046)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 48 "External Balcony", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130047)



APPENDIX C PHOTO 49 "External Balcony", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130048)

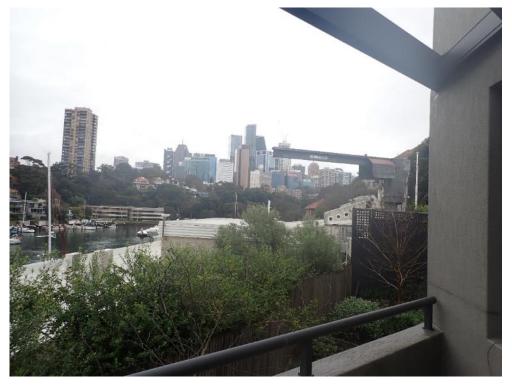


CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 50 "External Balcony", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130049)



APPENDIX C PHOTO 51 "External Balcony", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130050)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW



APPENDIX C PHOTO 52 "External Balcony", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130051)

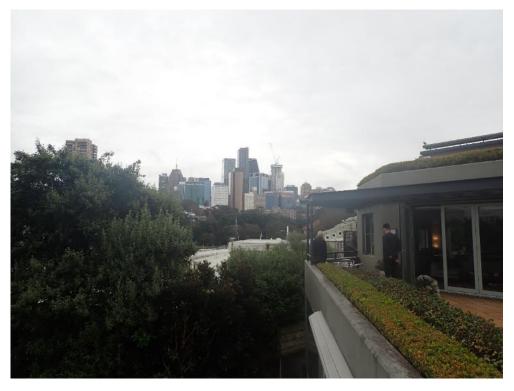


APPENDIX C PHOTO 53 "External Balcony", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130056)



CLIENT: Ventia on behalf of the Department of Finance

SITE LOCATION: ABF College, 1 Ben Boyd Road, Neutral Bay, NSW PROJECT NO.: 0485853_19



APPENDIX C PHOTO 54 "External Balcony", Unit 6, 2 Hayes Street, Neutral Bay (Photo reference: P8130058)

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Brazil Poland

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Hong Kong Switzerland

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