

Macquarie Point Stadium Project:

UDAP submission

Introduction

- The Urban Design Advisory Panel (UDAP) has been requested by Hobart City Council (HCC) to review and provide feedback on the submitted application documentation for the Macquarie Point Stadium Project of State Significance, specifically to Clause 4.0 "Landscape and Urban Form" of the TPC guidelines and the TPC's draft Integrated Assessment Report (IAR).

- POSS Scope Clarification:

The defined boundary limits to the 2023 POSS are identified under *Project Scope Application document p18 Appendix-B-Stadium-Design-Description*. The Application includes a recommended extension of the POSS boundary to include:

- The Stadium,
- External concourse zone,
- Arrival plazas in front of the four Entry Gates,
- Outdoor cricket wickets adjoining the Stadium,
- Underground car park, and
- The Goods Shed that will be relocated and integrated with the Stadium to the north.

Both boundary limits exclude all other areas in the precinct from the POSS including landscaping of the headland escarpment and the Aboriginal Culturally Informed Zone, the Antarctic Facilities Zone and the Complementary Integrated Mixed-Use Zone. This potentially restricts our comment on urban design and landscaping design outside the scope of the POSS, which is critical to a relevant response.

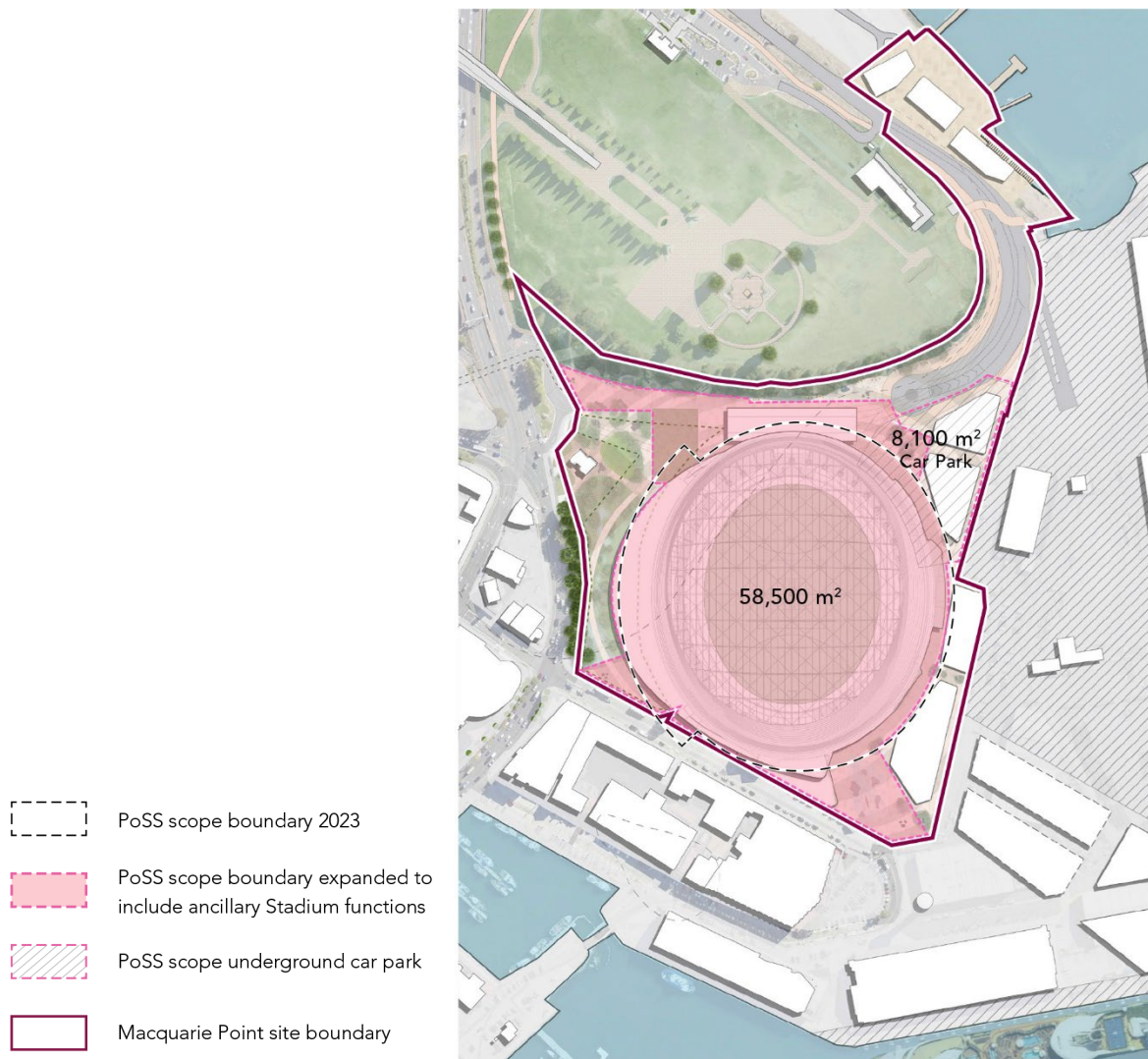


Image Source : Application doc_ PoSS scope boundary p18 Appendix-B-Stadium-Design-Description

UDAP concur with the Panel on the review scope and supports the POSS process under the existing legislation as a fair and reasonable process for a project of this scale. These are the UDAP's preliminary views and considerations.

4.0 LANDSCAPE AND URBAN FORM

4.1 Landscape and visual values

- *The project's effect on landscape and townscape values, spatial use, enjoyment, and specific views.*
 - An essential condition to any permit would be for landscaping.
 - Landscape is a core part of the design and reading of the building.
 - Appendix J Visual Impact Assessment outlines the importance of the public realm landscaping to the overall proposal, providing benefits and mitigating the stadium's visual impact, including:
 - Assisting in mitigating the impacts of the stadium bulk and scale.
 - Softening the built form of the stadium.
 - Allowing the stadium to co-exist with the Engineering Building within the local viewshed.
 - Reflecting the natural and cultural values of the site and its context.
 - Moderating the built form and ground level materiality.
 - Along the escarpment, reinforcing the historical vertical edge of the river in this location, retaining the topographic importance of the edge.
 - Strengthening the visual edge, providing further separation between the Cenotaph and the Stadium.
 - The Visual Impact Assessment has been prepared with the assumption that the landscaping was part of the project scope, and the summary even claims that the landscaping is likely to reduce the Magnitude of Change rating from various viewpoints.

- o Some comments on specific views, and the Visual Impact Assessment (Appendix J):

VP1 from Rosny Hill

- Magnitude of change in this view is likely medium, not low.
- The stadium eclipses the headland in height and scale. Although seen from a distance, the form is dominant in reference to the headland and surrounding built form of the city and cove.
- The colouring of the stadium in this montage is a dull green-grey, almost like a camouflage. The stadium is shown with less definition than the buildings hundreds of metres behind it, so it is unlikely to be a true representation of its visual prominence in the landscape because it is made to look recessive.
- UDAP would rate the overall impact as Medium-High (not Moderate).

VP2 from Bridge of Remembrance:

- Viewpoint 2 provides a panoramic view of the River Derwent with the flanking shores of the river rising East to Rokeby Hills and West to Mount Nelson with the City, Cenotaph and associated landscape setting in the foreground.
- The Stadium roof clearly obstructs this panoramic view to the west of the Cenotaph and is highly visible obstructing the views of lower Sandy Bay and South Arm.

VP3 from Cenotaph and Memorial Precinct:

- The views south from the precinct capture the above-described broader panoramic views of the River Derwent and landscape setting of the surrounding tree-capped hills of the southern parts of the city of Hobart.
- The stadium structure clearly obstructs views out of the subject area southward, reducing the effect of the city read within a Landscape.

VP4 from Brooker Ave

- Significant gateway view which frames the Royal Engineers Building
- The Stadium is monolithic in this view, and importantly its presence behind the Engineers Building removes the sky that currently frames its silhouette.
- UDAP disagrees with a 'moderate' overall impact and suggest this is 'high'.

VP6 from IMAS

- This viewpoint is assuming low numbers of viewers (presumably because the IMAS UTAS campus is only accessed by a smallish academic population?), however UDAP consider that this viewpoint stands in for many other sites with views across the cove to the north, such as along the length of Princes Wharf, Franklin Wharf, around Constitution Dock and the Mures area. Its sensitivity is therefore likely much higher than noted in the assessment.
- Overall, a higher sensitivity rating would increase the overall impact rating from high to very high.
- The view eastward obstructs the ridgelines of backdrop landscape setting of the city and therefore reduces the landscape values of the townscape.

VP7 from Derwent River:

- UDAP questions the perspective accuracy of the image in this location as it appears "warped?"
- Given that the City of Hobart is well known internationally for its image of a waterfront destination with a mountain backdrop, views of the townscape within its landscape setting should also be considered within the "seascape" context. Therefore, views from the river would logically be considered significant.

- This view illustrates the significant impact on the broader setting and context of understanding the townscape within the surrounding landscape backdrop due the visual bulk of the building form.

Visual Assessment Summary:

The visual assessment summary confirms and acknowledges that *“the height of the Stadium extends above that of the built form in the surrounding visual context and it presents as a prominent element from most of the viewpoints outlined above.”* However, the response to the POSS guidelines suggests that the visual bulk of the stadium does not impact on the surrounding natural features. Several mentions are made to reference the semi-transparent materiality and shape of the dome reducing visual impact in its landscape setting, which in UDAP’s opinion, cannot be relied upon given the material illustrative nature of the montaged views. It is also noted that only a location and general description has been provided for each view without specific details such as elevation, perspective or camera lens angles. UDAP also questions the likely effect of glare and reflectivity of the roof dome materials within the contextual setting of views specifically from elevated locations.

There is also a concern about light pollution from the stadium at night. The light spill requires modelling once materiality has been finalised and there should be consideration of timing restrictions for use of the lights, along with an assessment of the impacts of the proposed illuminated signs. It is also important to see the visual impact of the key views at night.

- *The historic character of the landscape and its influence on the area's identity, supplemented with heritage and Aboriginal cultural significance.*
 - Landscape is integral to Aboriginal heritage.
 - The site is located at and is integral to the Gateway to the city with symbolic and cultural importance.

- UDAP hold concerns with regards to the visual impact on the identity of the city within its landscape context as raised above. The city sits within a cove beyond which valleys inhabited by urban development, is ringed by lower vegetated slopes with the predominant ridge lines and peak of kunanyi / Mt Wellington beyond. The urban form of the city is made up of smaller parcels of land in lower lying areas, reflecting relatively a smaller grained urban form of the townscape within this context. This has the effect of reducing the visual bulk of individual buildings within its landscape setting. The Application illustrations provided show that when viewed from the river, the stadium visual bulk and form appear dominant within the foreground of the city and in contrast to the pre-existing urban form of smaller building forms.
- *The urban morphology, visibility of the project, and its visual impact on different groups.*
 - The scale, bulk and form of the proposed stadium has a significant visual impact on nearby topographic features such as the headland of the Queens Domain and Cenotaph, and neighbouring urban fabric such as the Hunter Street buildings and Royal Engineering Building.
 - The combination of the stadium's scale, its adjacencies to landmarks within Sullivans Cove, and the tight fit of the stadium's footprint within the site, has made these impacts impossible for the architects to avoid.
 - The stadium is a pleasing form in and of itself, and the use of timber and transparent aspects to the roof and the lower walls at the edges go some way to minimising the scale and bulk, however the relationships that are set up between the proposed stadium and the places and buildings around it are not respectful or complementary due to the unavoidable contrast in scale and visual bulk, and the long expanse of inactivated frontage on Evans Street.
 - The low, linear and fine-grained building forms that line Hunter Street provide a strong and memorable visual character to this part of the cove

(from the city side of Hunter Street), and the clarity and visual interest of those forms is diminished by the massive form of the stadium rising behind them.

- *Visual and spatial experiences, including effects of lighting at night and the significance of the cenotaph headland at the local and sub regional level.*
 - Given that the stadium sports field and other internal lighting will be enclosed by the domed roof structure, light spill will be mitigated to a degree and dependant on the transparency of the final ETFE membrane roof material. This will contribute to an overall reduction of evening sky light spill during operation.
- *The reports must also provide visuals (maps, plans, elevations) showing landscape character, historic context, and visual impact, guided by best practice methodologies from the New Zealand Institute of Landscape Architects and other landscape assessment guidelines.*
 - The visual maps, drawings and plans produced and provided by the applicant appear to be of a quality and standard as would be expected for such a project. However, there appears to be a lack of explanation in plans, diagrams and drawings with regards to the initial stages of the development proposal and how this will present, the proposed quality of the public realm during these stages, and how these stages will look. Further information should be requested in visual format to illustrate each project stage in its various iterations. This information should be provided in plan, elevation, 3D views and diagrammatic format.

4.2 Urban form of Sullivans Cove

- *Building height, bulk, and prominence compared to surroundings.*
 - Comments made under other headings are relevant.
 - As it exists, the arrival "gateway" to Hobart from the Tasman Highway, visually conveys the historic heart of the City, its small scale and historic settlement patterns and characteristics, within a magnificent natural

setting. The context retains easy legibility of the topographic and geographic features that led to settlement here, within a large-scale natural amphitheatre with the benefits of an abundance of fresh water, served by a navigable river and a viable port.

- This visual “gateway” experience to Hobart encompasses the spatial character of the undeveloped flat fill Macquarie Point Precinct area where the proposed Stadium is to be located. The current spatial character of the area, albeit modified by the reclaimed Cove Floor of the railyards and by the buildings on Evans / Hunter Streets, continues to convey the low Cove Floor plane bounded by the prominent Cenotaph headland to the north and the memory of Hunter Island to its south.

Refer Application document image p12 2.3 Historic Shorelines Appendix-JJ-Mac-Point-Precinct-Plan-Macquarie-Point-Development-Corporation-August-2024 below.



- Due to its intended use, the scale and prominence of the proposed Stadium mass will significantly alter and dominate the natural topography at the gateway as well as from the water no matter the architectural articulation and detail of the project. The Stadium height, massing, bulk, and scale will invert the perceived natural topography of the area. It will diminish the impact of the Cenotaph and the Cenotaph headland, obscure and substantially fill the open Cove floor spatial volume and thereby compromise the topographical forms that determined the origins of the City of Hobart.
- The Sullivans Cove Planning Review 1991 (SCPR) informed the Sullivans Cove Planning Scheme 1997 and remains relevant to development of the Cove, which includes the Macquarie Point Site as per the Planning scheme PSA-19-2 Macquarie Point Amendments which inserted a new Macquarie Point Site Development Plan within Part F – Key Sites in 2019.
- The SCPR Executive Summary emphasises the importance of the overall Sullivans Cove as a national asset, and a historic site, the historic integrity of which must be preserved while allowing for progress. The review considers Sullivans Cove as the symbolic Heart of Hobart.

Relevant SCPR Summary of Principles for Development in Sullivans Cove (p7 SCPR) include:

- *Development must respect the spatial and built form of Sullivan's Cove.*
- *The activities in Sullivans Cove must complement those of the central City area and shall not require new buildings that are out of scale with Sullivans Cove.*
- *Activities should only be permitted when they can be accommodated in spaces and buildings which are of a scale and character of Sullivans Cove.*

The SCPS states (p173) that applications for 'use' and 'development' of Macquarie Point must consider (amongst other items) The Desired Future Character Statements in clause 32.3. While some Desired Future Character Statements are met by the Application, this review considers that others are not adequately met. These include:

- 32.3.1 *Re-engage with its history by revealing layers of the changing nature of Macquarie Point over time through expression of the topography, natural shoreline, Round House, Goods Shed, Royal Engineers Building and Red Shed.*
- 32.3.3 *Not adversely impact on the cultural heritage and reverential ambience of the Hobart Cenotaph and its surrounds.*
- 32.3.4 *Acknowledge the footprint of the former railway Round House as shown on Figure 32.3 and the associated Table 32.3.*
- 32.3.7 *Require the bulk, siting and height of buildings to be sympathetic to the natural topography of the headland, amphitheatre, and escarpment surrounding the Cenotaph and to reinforce the natural shoreline with freestanding buildings viewed in the round on the Cove Floor.*
- 32.3.8 *Not unreasonably impact on important views, including the following shown on Figure 32.2.*

The decision to locate a 23,000 seat Stadium in this location contradicts the cited SCPR Principles to the detriment of the gateway experience to Hobart and significantly contradicts the clauses highlighted from the Desired Future Character Statements.

The Application document argues that (as per the Macquarie Point Masterplan Re-Set Urban Design Notes -Leigh Wooley 2017) the Stadium:

- disassociates from the natural rise between the Cove Floor and Cove Ridge
- is recognisably part of the Cove Floor
- acknowledges and does not confuse the landform rise between floor and headland
- is developed in the round thereby reinforcing its location on the Cove Floor and
- reinforces the primary development patterns and spaces of the site,

However, the scale of the stadium and lack of pedestrian permeability across the site due to its footprint, combined with the minimised and compressed adjacent public space on the perimeters of the site overrides any argument that could support the appropriateness of the building type, a Stadium, in this location.

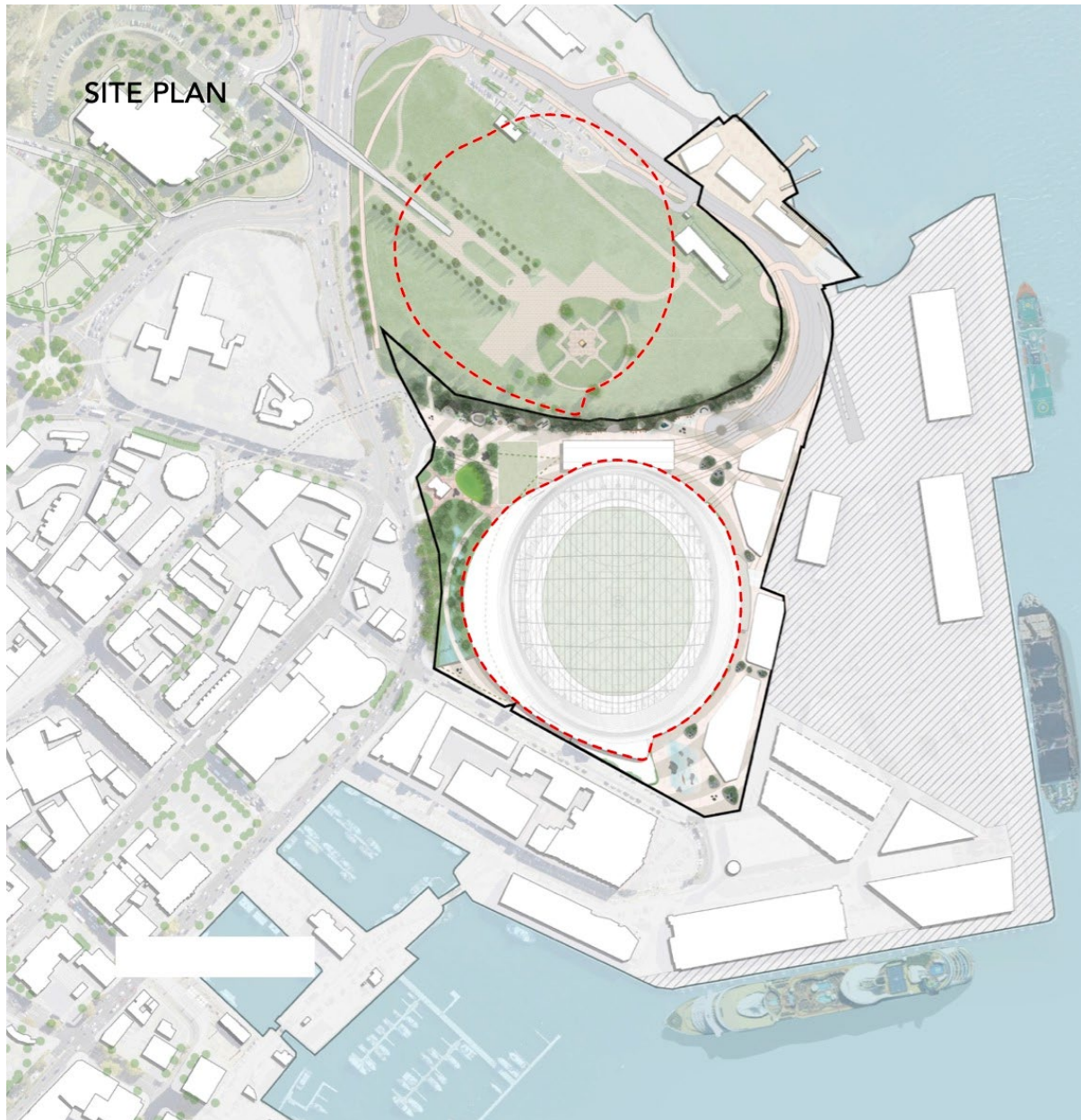


Diagram comparing the footprint scale of the proposed Stadium superimposed over the existing Cenotaph headland. It illustrates the significant scale of this proposed stadium outline in relation to the existing headland. *Base drawing source: Submission document_ Site Plan Appendix-B-Stadium-Design-Description.*

The SCPR (p44) states: "Cities consist of general "texture" (i.e. buildings and spaces which make up the basic structure and pattern of the City) and "monuments" (i.e. special buildings and spaces which form climaxes at strategic points".

The point has been made in this report that, in this location, the proposed Stadium will dominate and detract from the historic texture of the city. Similarly, its height, bulk and scale will significantly impact and diminish the spatial experience and symbolic prominence of the Cenotaph memorial.

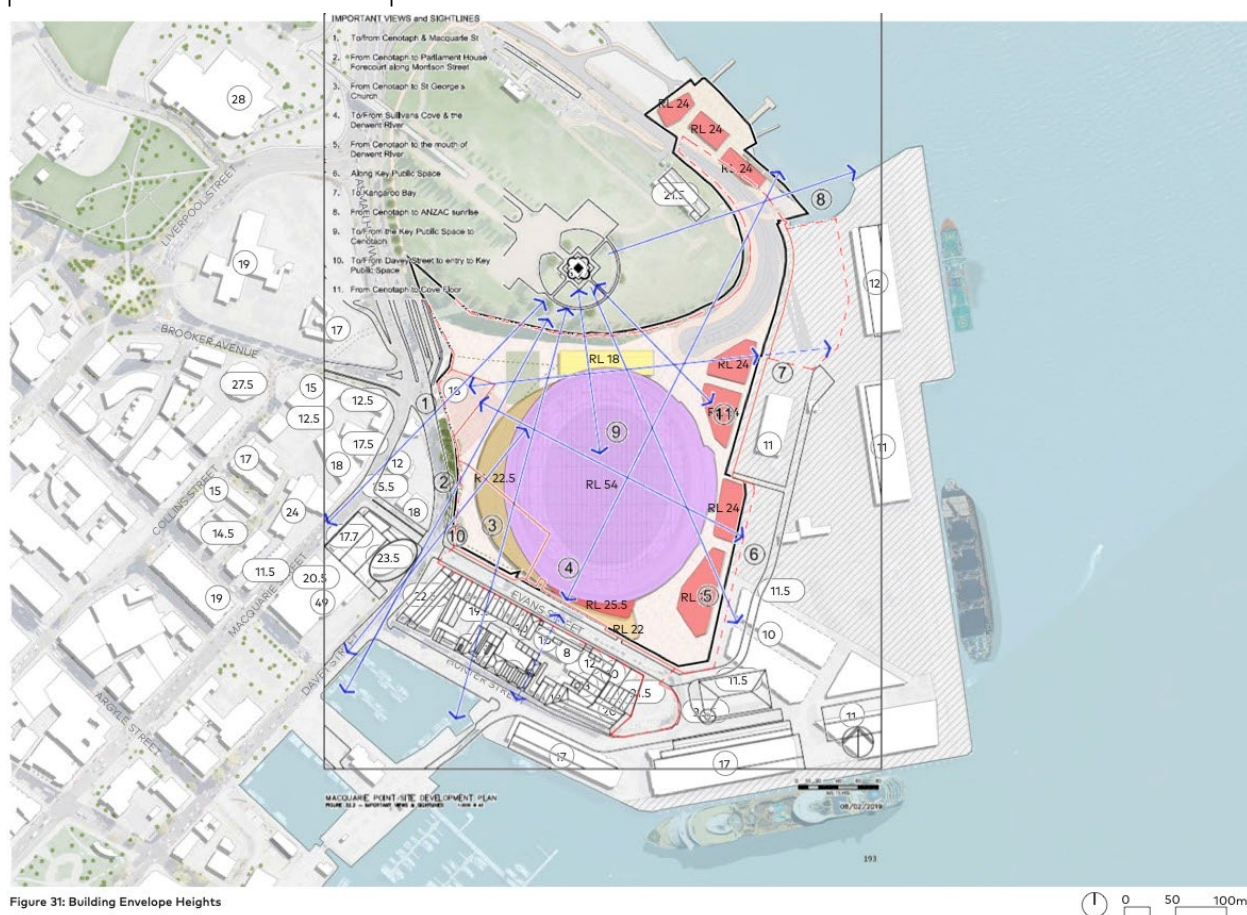
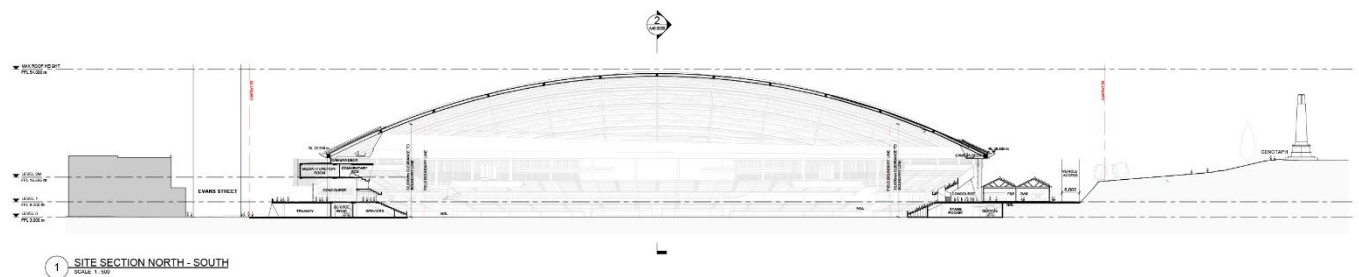


Image source: Sullivans Cove Planning Scheme 1997 Amendment incorporating 32.0 Macquarie Point Site Development Plan - Important Views and Sightlines p193 overlayed over Application document Building Envelop Heights diagram p43 Appendix-I-Urban-Design-Framework-August-2024

While the apex of the Cenotaph is referenced and listed at RL45.9 in the Application drawings (*1.3 Proposed use and development Building Envelope Heights Appendix-I-Urban_Design_Framework_August 2024*) this height reference should not be construed as the datum by which to compare the Stadium dome height. By comparison to the Stadium, the “needle” form of the Cenotaph memorial is insignificant with little impact in contrast to the Stadium bulk. The Stadium dome springs from RL25.5 rising to RL54 above the headland ground level of ~RL24. This height, despite the mitigating domed roof form, will visually interrupt existing wide sweeping views across the city and aspects of the River Derwent from the Cenotaph detracting from the symbolic experience of a “place-based” representation of “home” to the fallen. The Cenotaph monument, location and memorial services may not hold value to all of the local community, and may, by contrast, be construed by some as symbolic of the colonisation of the Island, nevertheless maintaining the sanctity of the Cenotaph and environs remains of significance within sectors of Hobart’s current social and cultural community experience and is promoted within the Macquarie Point Masterplan: Reset Urban Design Notes (*Leigh Woolley 2017 - Appendix 4.2 Diagrammatic Review*).

The relative heights referenced are demonstrated in the *Application document - Site Section 01 Appendix-A-Architectural Drawings*

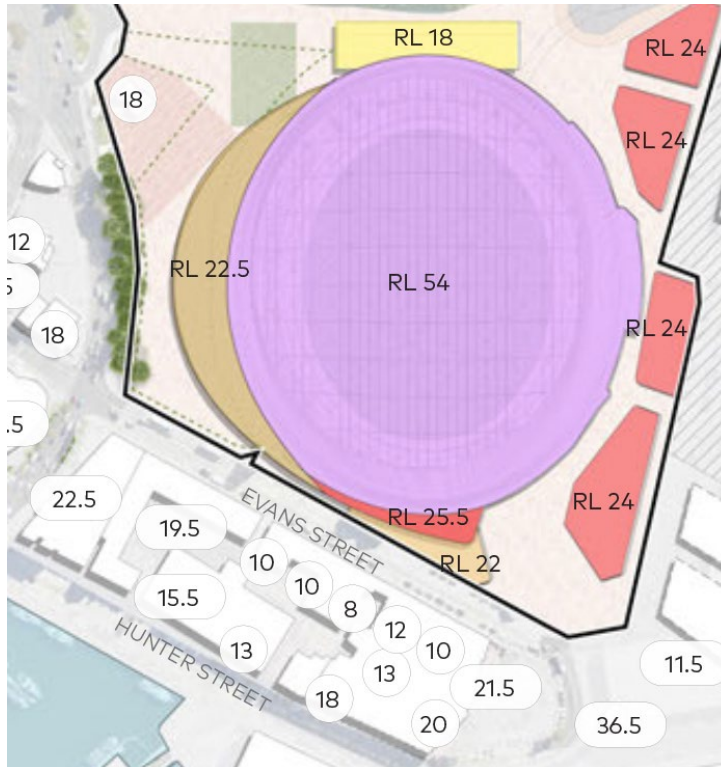


The analysis of the Application documents demonstrates that the proposed Stadium building height, bulk, and prominence compared to surroundings contradicts the stated Desired Future Characteristic Statements highlighted above.

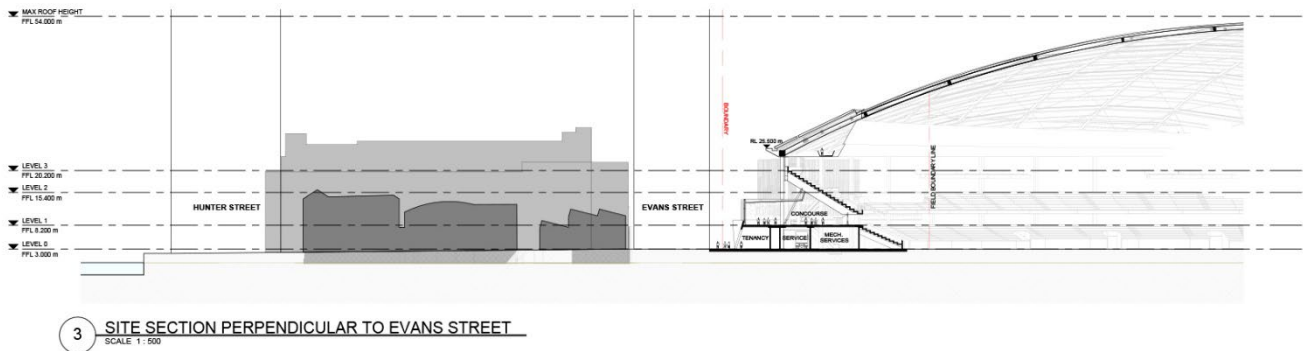
- *The project's contribution to a human-scale environment.*

- Position of the Goods Shed at the rear of the building, between the stadium and the escarpment is clearly explained, but the spatial effect of this is questionable. The Goods shed is dwarfed by the stadium and in this location is buried deep into the site. This contrast in scale is very evident in both the sections and renders. UDAP suggest consideration of other opportunities for the placement of this building, in locations that would provide a better-scaled context.
- Unfortunately, the stadium doesn't present an activated edge along Evans Street, which is arguably its largest interface with the city beyond the site.
- Although there is real opportunity for the buildings that face Hunter Street to also present to Evans Street, providing interest, relief, activation, passive surveillance and permeability in the urban fabric adjacent to the stadium precinct.
- There are some initiatives that would contribute to creating a human-scaled environment within the landscape design package for public realm improvements including playful elements, water features, detailed paving treatments and native plantings.
- Despite the Applicant arguing that the Stadium alignment, domed roof form, and architectural design detail all reduce the overwhelming scale of the Stadium, nevertheless the Application document Site Sections demonstrate the very significant diminution of the human form relative to the dominating bulk of the Stadium, and also the loss of the human scaled built context characteristic of historic Hobart as experienced along neighbouring Hunter and Evans Streets.
- The Application drawing *Site Section Perpendicular to Evans Street _ Site Section 03a Appendix-A-Architectural Drawings* includes graphic representation of the higher existing Evans Street building envelope heights of RL 19.5 and RL22.5 that occur towards Davey Street. However,

UDAP notes that the lower existing building envelope heights of RL10, RL8 and RL12 make up the greater proportion of the Evans Street facades opposite the Stadium and that it is opposite these smaller-scale buildings that the looming Stadium extends hard up against its Evans Street boundary.



Application document Figure 31 p43 Building Envelope Heights Appendix-I-Urban-Design-Framework-August-2024



Furthermore, the full expanse of the continuous Stadium facade will be experienced visually along the entire length of one side of Evans Street by pedestrians in their approach to Gate 1 along Evans Street.

The above factors impacting in this manner together, would mean the likely significant diminishment of the human scale of the existing street fabric by the Stadium as proposed.

- *How architectural details complement or detract from existing forms and spatial patterns.*
 - Application renders indicate a contemporary “textured, battened screen that wraps key programmatic areas of the Stadium”. The ‘woven screen’ layer is conveyed as “a distinctive element of the building [which will] cantilever[s] over the external concourse on the western side”. UDAP supports contemporary architectural detailing and the use of timber as being appropriate and complementary to existing forms and spatial patterns.
- *The impact on the Cove's wall and floor expression.*
 - UDAP defers to Leigh Woolley’s identification of the impacts on the Cove wall and floor.
 - The Stadium height, massing, bulk, and scale will invert the perceived natural topography of the area. It will interrupt and diminish the

experience of being able to clearly discern the Cove wall along the headland escarpment. Likewise, the ability to perceive or experience the expression of the (reclaimed) Cove Floor will be lost due to the Stadium footprint substantially covering the open Cove floor in plan, and by its significant bulk and height filling the open spatial volume that defines the Cove floor.

- ***The continuity of the built wall edge and interface with Evans Street.***

- Item 32.3.10 of the SCPS Desired Future Character Statements requires future development of the site to:

Establish and reinforce a well-defined built edge to Evans Street, set back to highlight the Goods Shed as a public entry point to the site.

While the Application includes relocation and modification of the heritage listed Goods Shed to elsewhere on the site, nevertheless the desirability of the proposal reinforcing a well-defined built edge to Evans Street remains relevant.

- UDAP finds it challenging to decipher the active interface with Evans Street based on the limited level of documentation and images reviewed. No street elevations, or detailed plans have been reviewed as part of this assessment. Given that the area forms key arrival, access and patron zones, UDAP feels that greater consideration to the built wall edge and public realm of Evans Street needs to be evidenced.
- However, the benefit to the human scale and activation of Evans Street through architectural design and functional use remains desirable. Opportunities should be maximised for a mix of uses and permeable spaces at ground plane.

- ***Active street frontages and pedestrian usability of secondary spaces.***

- The urban design framework illustrates locations for potential street edge activation and these areas are annotated in the architectural drawings. Little consideration or detail is provided within the documents

reviewed that illustrate the specific quality or nature of street level and public realm in these locations. UDAP is of the opinion that further effort to activate and enhance Evans St and mitigate blank facades should be undertaken by the design team. Pedestrian access and circulation surrounding the stadium and connecting across the site appears to be delivered in later project stages thereby creating confusion when attempting to understand the initial useability of pedestrian secondary spaces.

- *The project's all-round spatial and visual contribution.*
 - Sections are critical for renders can deceive. There is no view in the Visual Impact Assessment Report (Appendix J) from the Brooker and Tasman Highway intersection arguably the 'road gateway' into the City' to get a sense of scale.
 - Assessing the all-round spatial and visual contribution can only be realistically relied upon via the provided images within the visual assessment document. Based on this assumption, comments have been provided earlier within the UDAP report specific to each viewpoint image. Whilst the Stadium height is generally below that of the higher city buildings and surrounding mountain ridgelines, the horizontal massing and form dominate the foreground of the townscape when viewed from afar.
 - UDAP request that a digital model of the proposal be provided to HCC to allow UDAP to consider the projects spatial and visual contribution independently from the visual assessment undertaken.

The Application document *Appendix B Stadium Design Description p16 Vision – Design Pillars* emphasizes an architectural response that is to be “Unmistakenly Tasmanian” with “the form of the building [is] intended to accommodate all the functional requirements of a contemporary Stadium whilst being distinctly grounded in place. This means drawing on the built traditions of Sullivans Cove where buildings are expressed as legible

forms on the Cove Floor and can be experienced from every aspect” and that “The former Round House associated with the old Hobart Rail Yards established a precedent for round buildings at Macquarie Point”.

Of note when considering the former Round House as a precedent in regard to the project's all-round spatial and visual contribution, is the ratio of built form to the open space around it. By contrast, the ratio of the proposed Stadium bulk to the remnant compressed open spaces surrounding it once all development stages have been realised, it (particularly adjacent to the Port Authority site and the Cenotaph headland escarpment) will pose a significantly higher built form to open space ratio. The project's positive all-round spatial and visual contribution here is likely to be further undermined by the height and bulk of the Stadium compared with that of the Round House which historically did not obscure the all-round visual and topographic spatial experience of the Cove Floor. A digital model of the proposal will assist UDAP in making this determination.

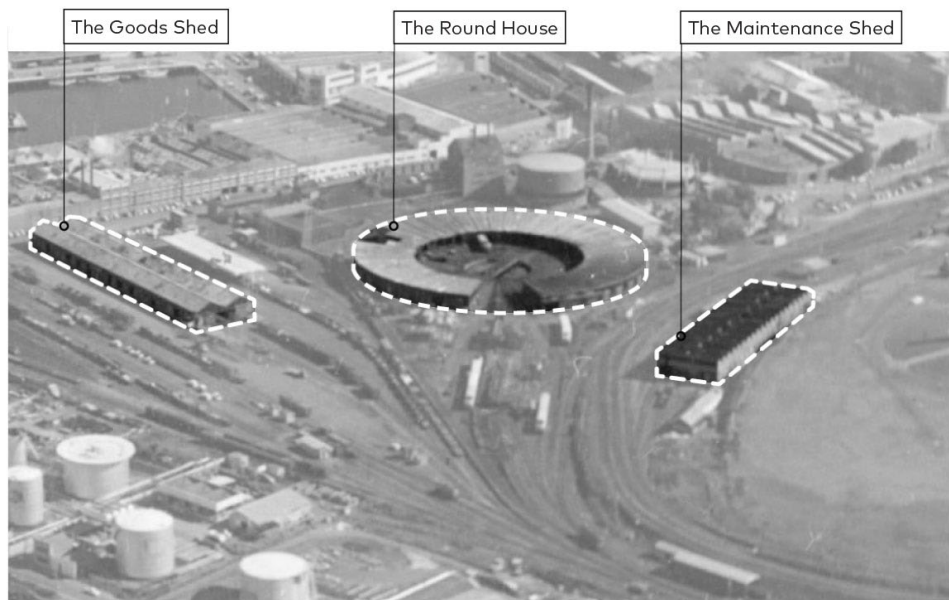


Figure 44: Hobart Yards in the 1960s. Uncredited, Stations of Tasmania. (Source: Macquarie Point Development Corporation)

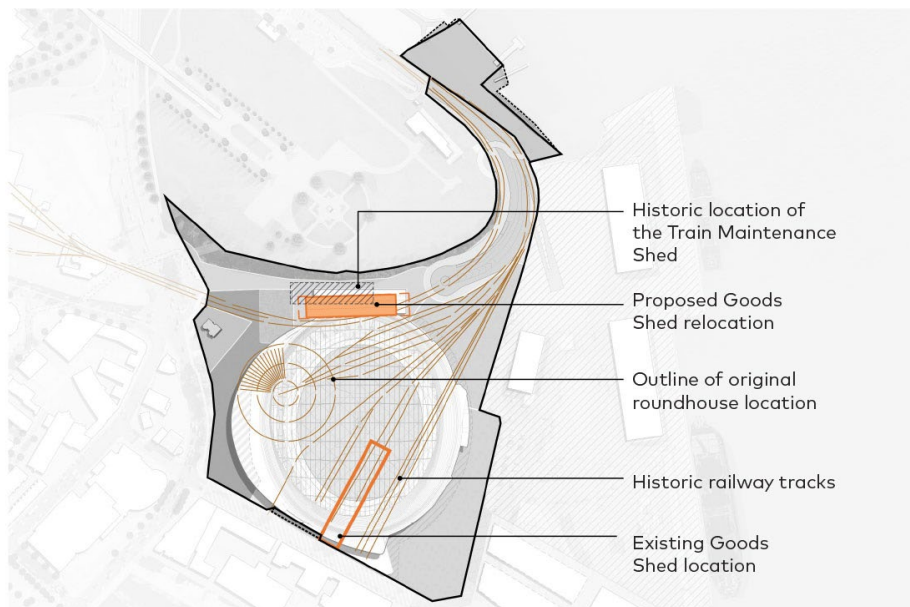


Figure 45: The Good Shed preservation and relocation diagram (Source: Cox Architecture)

- *How well the design and placement of urban elements like steps, seating, planting, lighting, and external treatments integrate with or detract from the character and form of spaces and buildings. The extent to which the proposed project overshadows public areas.*
 - It's not possible to assess the design and placement of urban elements, as it is not clear what is proposed, and what is included as artistic impression/out of scope.
 - UDAP requires further detailed information to be able to consider the proposed design of urban elements.

CONCLUSION

UDAP wish to emphasise that the Application reports, architectural drawings, and 3D visual renders consistently incorporate areas outside of the demarcated POSS boundary. The POSS currently excludes the pedestrian concourse, underground car parking, and all landscaping and the Aboriginal Culturally Informed Zone except possibly to the undercroft. It includes removal of the heritage listed Goods Shed but does not include its depicted relocation and re-use within the demarcated project.

The Antarctic Facilities Zone, and the Complementary Mixed-Use Zones are further exclusions.

UDAP reiterates that it is critical to define all elements of the proposal, including its context and essential associated infrastructure.

There is a lack of staging detail with elements including landscaping, with no clarity on the delivery and funding of these works.