

Planning Proposal

Lot 115 in DP 1067955 Bong Bong Road, Mittagong

Views Assessment

Report prepared for Willow Run Developments Pty Ltd

by: Dr. Richard Lamb

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1.0 Introduction

1.1 Purpose of this report

Richard Lamb and Associates (RLA) have been appointed Willow Run Developments Pty Ltd in association with Lee Environmental Planning, to undertake an independent overview assessment of the potential visual opportunities and constraints on land proposed to be re-zoned to permit residential forms of development.

Willow Run Developments Pty Ltd are preparing a planning proposal to be submitted to Wingecarribee Shire Council as the consent authority in respect of a proposed residential use development of Lot 115 in DP 1067955 at Bong Bong Road, Mittagong (the Site).

The land is currently of rural character and is zoned predominantly RU2, Rural Landscape, with a small area to the south-east end of the Site adjacent to Old South Road zoned E3, Environmental Management.

RLA are consultants specialising in visual impacts assessment and strategic planning studies and have considerable experience in providing expert analysis and assessment of Planning Proposals in Campbelltown, Camden, Wollondilly, Kiama, Shellharbour, Maitland and many other areas of existing rural character. The CV of the principal and author of this report, Dr Richard Lamb, is available for view or download on the RLA website and can be accessed from the People page.

RLA provide expert advice to private and government clients, evidence, testimony to the Land and Environment Court of NSW and are very familiar with Wingecarribee municipality, the locality and the issues surrounding visual impacts of urbanisation in rural landscapes. A summary CV for Dr Lamb concerning work on landscape and strategic planning is attached at Appendix 3.

1.2 Documents consulted

The following documents were consulted in the preparation of this Report;

1. Wingecarribee Local Environmental Plan 2010 (the LEP).

1.4 Existing zoning

The existing zoning of the majority of the land as RU2 Rural Landscape has the following objectives:

- *To encourage sustainable primary industry production by maintain and enhancing the natural resource base.*
 - *To maintain the rural landscape character of the land.*
 - *To provide for a range of compatible land uses, including extensive agriculture.*
-



Study Area Boundary



Figure 1
Existing Zoning

Visual Assessment

- *To provide opportunities for employment generating development that is compatible with, and adds value to, local agricultural production through food and beverage processing that integrates with tourism.*

The proposal is to change the zoning of the RU2 land to residential uses (R2 Low Density Residential and possibly some R5 Large Lot Residential). The change of zone would replace the existing rural with a residential landscape. The Site is adjoined on two sides by existing residential land zoned R2 or R5, with which a change of zoning would be visually compatible, subject to meeting any specific constraints of visual impacts.

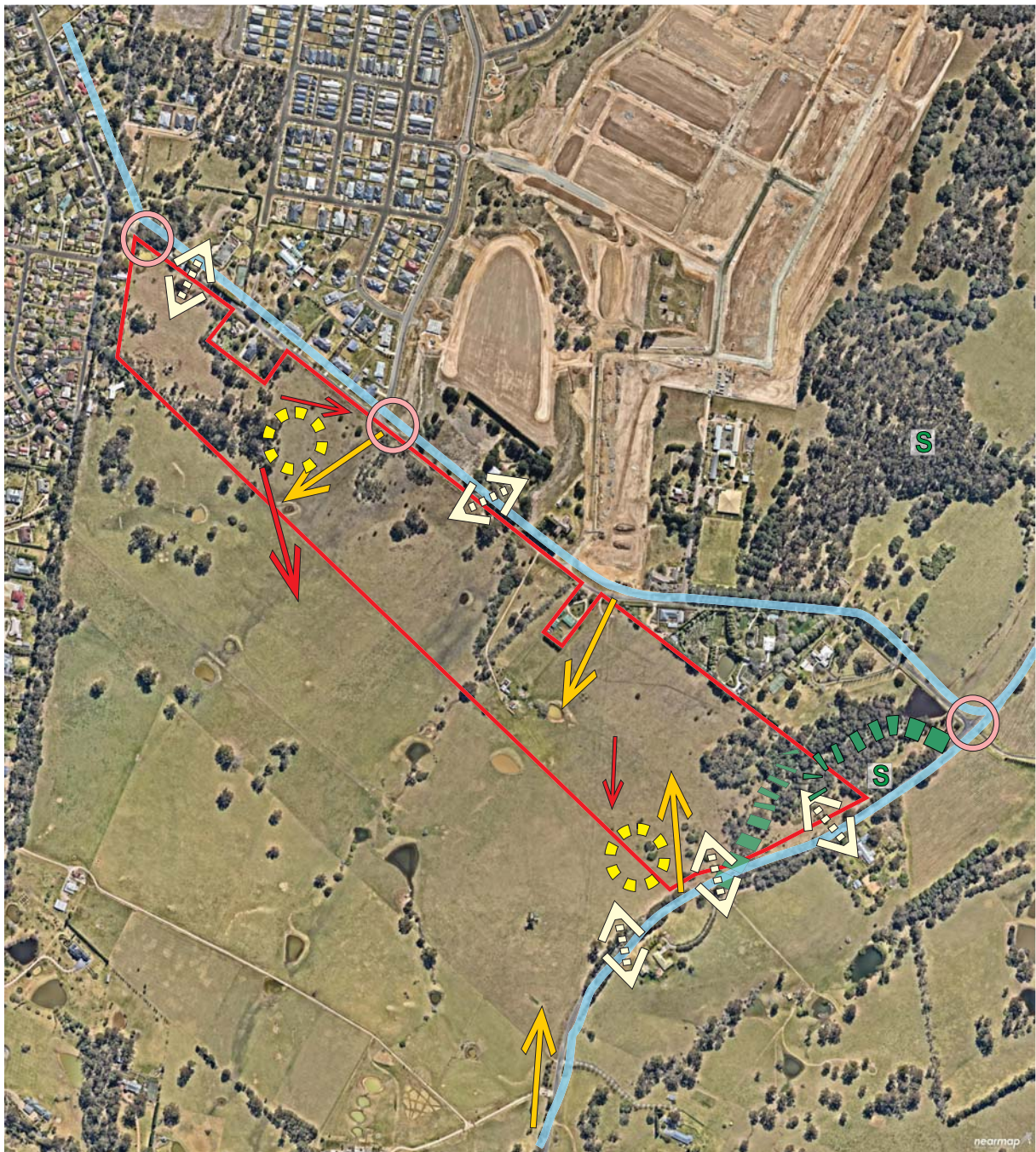
A part of the land to the south-east end of the lot is zoned E3, Environmental Management, (Figure 1) having a boundary to part of the Old South Road, south of the intersection with Bong Bong Road.

The objectives of the E3 zone are:

- *To protect, manage and restore areas with special ecological, scientific, cultural or aesthetic values.*
- *To provide for a limited range of development that does not have an adverse effect on those values.*
- *To encourage the retention of the remaining evidence of significant historic and social values expressed in existing landscape and land use patterns.*
- *To minimise the proliferation of buildings and other structures in these sensitive landscape areas.*
- *To provide for a restricted range of development and land use activities that provide for rural settlement, sustainable agriculture, other types of economic and employment development, recreation and community amenity in identified drinking water catchment areas.*
- *To protect significant agricultural resources (soil, water and vegetation) in recognition of their value to Wingecarribee's longer term economic sustainability.*

A significance part of the land zoned E3 is indistinguishable in intrinsic visual and scenic character from the land currently zoned RU2 and change to the zoning to R2 or R5 would be compatible with adjacent land that is currently urban or undergoing conversion to that character.

A small part of the land zoned E3 however, acts as a visual buffer to the south-east part of the land when viewed from Old South Road. A similar situation exists with regard to potential visibility of development from Old South Road, now being completed in the residential area of Renwick, directly north of the Site (Figure 3). This area, while of high exposure to view from Bong Bong Road, is not visible from Old South Road. As Old South Road is an historical route into Bowral and the Southern Highlands and a well-used bypass of Mittagong by commuters and others, including tourists, the objectives of the E3 zoned land are relevant in regard to visual impacts, in particular the first four objectives.



Study Area Boundary

- | | | | |
|--|----------------------------|--|-----------------------------|
| | Significant entries/ nodes | | Green screens of vegetation |
| | Scenic corridors | | Scenic natural landscape |
| | Exposed to external views | | Outward views |
| | Inward views | | Filtered corridor views |

Figure 2
Visual Exposure

Visual Assessment

2.0 The objective visual exposure of the subject land

2.1 Public domain

2.1.1 Long range views

The Site has a small visual catchment (Figure 5). The land is undulating with no prominent high points and is predominantly visible only from the north and west from residential land, and from the south and east from rural land.

The visibility of the land has been documented by analysis of 24 viewing places, including Mt Gibraltar, to check the potential visibility of future development. The Site is not visible from the Mittagong Lookout on Mt Gibraltar, although a small part of the Renwick area north of Bong Bong Road is visible.

The longest range views in the public domain are confined to a short section of Old South Road, which rises in elevation toward the south from the intersection with Bong Bong Road to cross a ridge in the vicinity of the Chalkers Hill lookout, before descending toward Range Road.

2.1.2 Close range views

The Site is visible at close range from Bong Bong Road between its intersection with Mary Street and a point near the access to the property Farleigh (refer to Figure 2). It is also visible at close range from a short section of Old South Head Road near the south-east corner of the site. North of this location, the site is screened by vegetation associated with a drainage line that runs north-east toward the intersection of Bong Bong and Old South Roads.

2.2 Private domain

2.2.1 Long range views

It is possible that elevated residences in the Chalkers Hill area such as Kokopelli and Santo Spirito, off Range Road south east of Chalkers Hill might have distant views of the site. There may be views from a similar distance to the Chalkers Hill locality from rural small holdings to its north east, accessed from Mary Street, although these are not clearly visible from the Site (refer to Figure 5).

One prominent rural residence on the side slope of Chalkers Hill to the south of the Site was visible and would have views of the Site (see view from V4 in Appendix 1).

2.2.2 Close range views

Close range views would exist from the fringes of urban land to the west and north of the site, constrained by the height and bulk of existing and future residential development and landscape in the foregrounds (refer to Figure 4). If the planning proposal proceeds to rezoning, the views between residences would be similar to those experienced across any



Study Area Boundary






-  Existing urban or in transition
-  Rural
-  Semi-natural buffer

Figure 3
Existing Visual Character

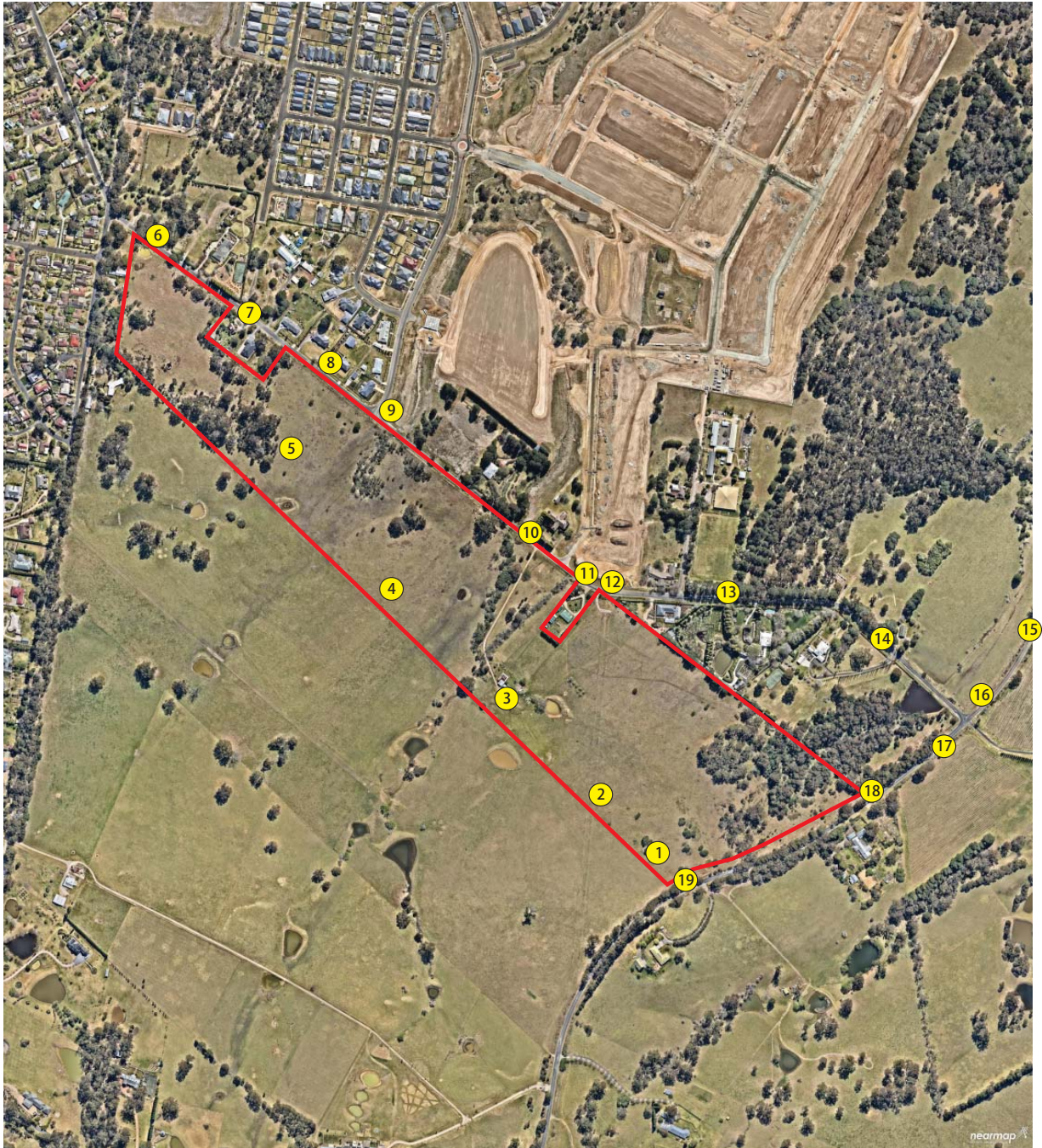
Visual Assessment

street, including those in the interiors of existing residential areas. The precise character of the views would be determined by zoning, lot sizes and development controls over buildings, but in the views in Bong Bong Road for example, could reasonably be anticipated to be similar to the mix of characters that currently lines the road. As is the case in the development pattern of Renwick, views would be retained along streets, open space and drainage reserves toward scenic land to the south.

2.3 Summary of Principles of Visual Exposure

The principles that apply to the visual exposure of the land to the public domain are shown on Summary Figure 2. The approximate location of the subject land is shown with a red boundary. As the existing land is of rural character and indistinguishable in that regard from the underlying character of the land currently being rapidly converted to residential land in Renwick, the principles of visual exposure would be the same. The land is generally exposed to view as analysed above, with some mature vegetation in a stand at the north-west end and another at the south-east end of the Site.

The highest overall visual exposure would be to Bong Bong Road, which, when Renwick is completed in the near future, will be of essentially residential character. Secondary exposure is to Old South Road, which runs through rural landscapes over most of its route in the vicinity of the Site.



Study Area Boundary



① Documented view location

Figure 4
view Documentation
Closer Views
Visual Assessment

3.0 Visual assessment

A significant issue for consideration of the potential of the land for re-zoning, apart from the capability of the land for the purpose desired, is to what extent the visual environment would maintain attributes of the landscape that are compatible with the existing or future adjacent zoning, if the Planning Proposal is accepted. One way to assess this is to consider what scenic resources the site represents as an example of land in the applicable zones and whether the potential use of the land site would have the potential to protect or retain those resources.

3.1 Visual Resources of Subject Land

The visual resources of the total Site are considered to include:

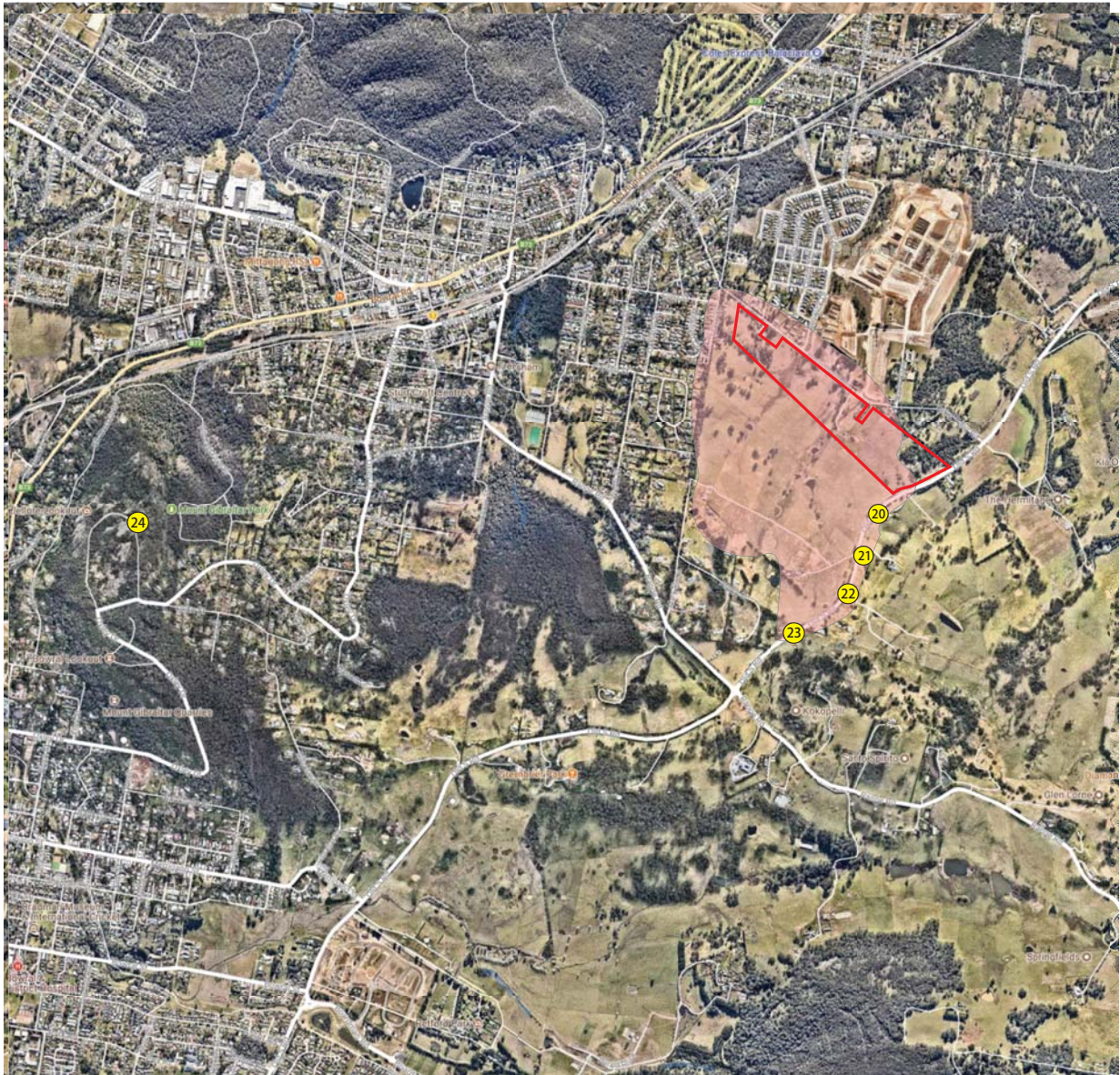
1. Open, grassy, undulating, rural character.
2. Limited areas of remnant or natural indigenous vegetation.
3. High visual exposure to Bong Bong Road.
4. Varied exposure and partial screening of view from Old South Road.

3.1.1 Open, grassy, undulating rural character

The Site is of similar intrinsic character and scenic quality to land currently undergoing urban conversion to residential use in Renwick. Land of a similar character is widespread in the vicinity and in Mittagong and the Wingecarribee LGA generally. Therefore, the resource of landscape of this character and quality would not be significantly reduced by conversion of the Site to the proposed use.

3.1.2 Limited areas of remnant or natural indigenous vegetation

The site is minimally vegetated overall, but contains two stands of vegetation of some scenic value. A group of scattered trees toward the north-west end of the site includes mature specimens that contribute to the scenic value of the site, prominent individuals of which could be retained in the future subdivision plan. A more substantial stand exists in the current E4 zoned land toward the south-east boundary of the site with Old South Road. This vegetation associated with a drainage line acts as a visual buffer to the majority of the frontage of the site to Old South Road, in way that has some similarity to the screening of the Renwick area from the road further north.



Study Area Boundary



① Documented view location



Visual catchment

Figure 5
 view Documentation
 Wider Views
 Visual Assessment

3.1.3 High visual exposure to Bong Bong Road

The Site has similar visual exposure to Bong Bong Road as does residential development in Mittagong to the north-west and Renwick to the north of the Site on the road. While the road currently provides the opportunity for views toward higher land of rural character to the south and south-west, across the current interface with the rural land of the Site, that opportunity is widespread in views from roads in the locality and the character of the view available is also widespread. Conversion of a strip of land as proposed, to residential uses, would not significantly diminish the potential for views of scenic rural landscape.

3.1.4 Varied exposure and partial screening of view from Old South Road

The site is partly screened from direct view from Old South Road by indigenous vegetation, as noted above. Old South Road is considered a more important scenic route than Bong Bong Road as a result of the higher usage by commuters as a by-pass for Mittagong. While both roads are of some historical significance, the ability to perceive early patterns of land-use and remnant historical evidence of land use practices is greater on Old South Road, which passes predominantly through land of a rural character in the vicinity of the Site, compared to the more urbanised character of Bong Bong Road.

South of the Site toward Chalkers Hill, as the road rises to cross a ridge in that area, the site is more exposed. However, the same can be said for Renwick, which is only slightly further away, occupying a much greater area north-south in the view line than the Site. The Site by comparison runs across the view in a narrow band. As the view is downward, the development of residential lots on the Site would not result in loss of view as a result of buildings constructed under similar development controls.

3.2 Summary on potential for conserving visual resources

It is concluded that potential use of the land for residential uses is not intrinsically inconsistent with maintaining the visual resources of the Wingecarribee LGA. The majority of the land is of the same or similar character and scenic quality as adjacent residential zoned land and is of similar visual exposure. The visual impacts of conversion of the land, subject to appropriate subdivision planning and environment safeguards and design, would be compatible with the existing and desired future character of the land.

The conversion of the site to residential use would not lead to the perception of loss of the current rural break that occurs between Mittagong and Bowral, as viewed from Old South Road. The Site is long, with a narrow frontage to the Road, which is largely screened from view by vegetation (see discussion below). The long side of the site, while partly visible from Old South Road at elevated locations to the south of the site, would appear as no more than a marginal infill between existing residential areas to the west and north. When completed and occupied by residential development, the change would be minor and would not significantly alter the resource of rural and scenic landscape in the locality.



Study Area Boundary



Figure 6
 Proposed Zoning
 Visual Assessment

In our opinion, there is no intrinsic inconsistency between the use of the land for residential uses and the visual objectives of the existing zones, or potential future zoning. The development of the land as proposed in the Planning Proposal would not significantly diminish the ability of the public to view the rural landscape in the context in which the underlying zoning was intended.

With regard to sensitivity of the underlying zones to visual character, it is acknowledged that the E4 zone has more stringent objectives in terms of visual impacts. The analysis above shows that the exposure of the site to Old South Head Road is potentially greater over a short distance than is the case for Renwick. In that regard, there is potential for there to be visual impacts on the rural character of the view, which is the predominant experience on Old South Road, caused by potential residential development of the south-eastern part of the Site.

Figure 3 shows an analysis of existing visual character of the Site and can be interpreted in relation to the views from Old South Road. The hatched area indicated, which includes part of the existing E4 zoned land on the Site, acts as an existing visual buffer to residential land seen from Old South Road. The existing zone does not literally follow the buffer and a reduction in the area zoned E4 is warranted, in our opinion (refer to Figure 6). However, a substantial part of the existing E4 zoned land should stay with that zoning in our opinion, so as to retain the existing character of the buffer. In addition, further screening vegetation, contiguous with the existing stand of vegetation, should be considered for addition to the subdivision plans for the south west part of the Site as tree belts, wind-rows or similar, to minimise visibility of housing on the views obliquely into the Site from the short section of Old South Road south of the Site.

4.0 Conclusions

RLA do not have the expertise to comment on detailed statutory town planning matters and provide the following commentary only with regard to the visual issues in relation to the objectives of the Wingecarribee LEP 2010 in particular the effect on the adjacent zones of potential rezoning of the land subject to the Planning Proposal.

The principle planning instrument which applies to the whole Site is WLEP 2010.

The objective of the adjacent rural RU2 zone relevant to visual impacts is:

- *To maintain the rural landscape character of the land.*

Comment:

The proposal is to change the zoning of the RU2 land to residential uses (R2 Low Density Residential, possibly with some R5 Large Lot Residential) would be compatible with the zone objective, for reasons set out above. The Site is adjoined on two sides by existing residential land zoned R2 or R5, with which a change of zoning would be visually compatible. Visual effects of the conversion of the land to residential uses would not result in the loss of a significance resource of rural land, significant impacts on rural character, or loss of the sense of a rural break between Mittagong and Bowral as seen from Old South Road.

A part of the land to the south-east end of the lot zoned E3, Environmental Management, is recommended to remain with that zoning.

The objectives of the E3 zone relevant to visual impacts are:

- *To protect, manage and restore areas with special ecological, scientific, cultural or aesthetic values.*
- *To provide for a limited range of development that does not have an adverse effect on those values.*
- *To encourage the retention of the remaining evidence of significant historic and social values expressed in existing landscape and land use patterns.*
- *To minimise the proliferation of buildings and other structures in these sensitive landscape areas.*

Comment:

The Site is one of moderate scenic quality with no special scenic attributes that would set it apart from similar land in the vicinity that is in residential zoning. Conversion of the land to residential uses would be compatible with and comply with the first objective. However, the existing E3 land in part acts as a visual buffer to view of residential land from Old South

Road and retention of the effect of this buffer is considered to be warranted. As a result, retention of a significant portion of the E3 zoned land in its existing zoning is warranted.

However, retaining a proportion of the existing buffer and augmentation of the effects of this, by means of additional planting adjacent to the boundaries of the Site, is considered a sensitive and appropriate response, which would comply with the objectives, while allowing an orderly and logical development of the Site for residential uses.

In our opinion, use of the subject Site along the lines in the Planning Proposal would not be antithetical to achieving the above objectives in the adjacent and existing E3 zone. The land proposed for rezoning if developed for residential uses would adequately protect the cultural and aesthetic values of the adjacent land.

Dr Richard Lamb



Plate 1
V1, South-east corner of Site, looking north toward Renwick



Plate 2
V2, South-east corner of Site, looking north-west toward Mittagong



Plate 3
V3, adjacent to Willow Run homestead, looking south toward Chalkers Hill



Plate 4
V4, adjacent to south boundary of Site, looking south-east toward Old South Road



Plate 5
V4, adjacent to south boundary of Site, looking north toward Renwick



Plate 6
V4, adjacent to south boundary of Site, looking north-east



Plate 7
V5, centre line of site, looking south-east



Plate 8
V5, centre line of site, looking north-north-east toward Renwick



Plate 9
V6, Bong Bong Road, looking north-west toward Mary Street intersection



Plate 10
V6, Bong Bong Road, looking south



Plate 11
V7, Bong Bong Road, looking east-south-east



Plate 12
V8, Bong Bong Road, looking east-south-east



Plate 13
V9, Bong Bong Road, looking south



Plate 14
V9, Bong Bong Road, looking south-west



Plate 15
V10, Bong Bong Road, looking south toward Willow Run



Plate 16
V11, Bong Bong Road, looking south toward Farleigh



Plate 17
V12, Bong Bong Road, looking east



Plate 18
V12, Bong Bong Road, looking north



Plate 19
V13, Bong Bong Road, looking east-south-east



Plate 20
V14, Bong Bong Road, looking south toward intersection with Old South Road



Plate 21
V15, Old South Road, looking west



Plate 22
V15, Old South Road, looking south-west



Plate 23
V16, Old South Road, looking west



Plate 24
V17, Old South Road, looking west-north-west



Plate 25
V18, Old South Road, looking south-west



Plate 26
V19, Old South Road adjacent to south-east corner of Site, looking north west toward Renwick



Plate 27
V20, Old South Road, looking north-west



Plate 28
V21, Old South Road, looking north-west



Plate 29
V22, Old South Road, looking north-north-west



Plate 30
V23, Old South Road near Chalkers Hill lookout, looking north



Plate 31
V23, Old South Road, Chalkers Hill, looking north



Plate 32
V24, Mt Gibraltar Mittagong Lookout

Willow Run Planning Proposal photo log and coordinates

RLA short	RLA image number/name	Easting	Northing	Region
V1	RLA_8927 SE corner of OS Road	268158.14 m E	6183800.87 m S	56H
V2	RLA_8930 Sw bdry under power lines	268042.78 m E	6183910.65 m S	56H
V3	RLA_8933 Willow Run view SW	267864.26 m E	6184113.38 m S	56H
V4A	RLA_8935 SW bdry view SE	267682.60 m E	6184221.13 m S	56H
V4B	RLA_8938 SW bdry view NE	267683.59 m E	6184230.41 m S	56H
V4C	RLA_8939 SW bdry view NNE	267683.16 m E	6184235.58 m S	56H
V5A	RLA_8946 SW bdry view E	267452.26 m E	6184485.83 m S	56H
V5B	RLA_8947 SW bdry view N	267452.26 m E	6184485.83 m S	56H
V6A	RLA_8950 Bong Bong Rd view NW	267262.52 m E	6184860.32 m S	56H
V6B	RLA_8951 Bong Bong Rd view SW	267262.52 m E	6184860.32 m S	56H
V7	RLA_8953 Bong Bong Rd view SE	267456.34 m E	6184720.69 m S	56H
V8	RLA_8955 Bong Bong Rd view SE	267533.14 m E	6184670.81 m S	56H
V9A	RLA_8958 Bong Bong Rd view S	267612.02 m E	6184604.89 m S	56H
V9B	RLA_8959 Bong Bong Rd view SW	267612.02 m E	6184604.89 m S	56H
V10	RLA_8961 Bong Bong Rd view S Willow Run	267914.79 m E	6184378.81 m S	56H
V11	RLA_8963 Bong Bong Rd view S Farliegh	268017.57 m E	6184300.72 m S	56H
V12A	RLA_8964 Bong Bong Rd view E	268016.37 m E	6184299.76 m S	56H
V12B	RLA_8965 Bong Bong Rd view N	268013.18 m E	6184304.86 m S	56H
V13	RLA_8967 Bong Bong Rd view E	268232.97 m E	6184290.37 m S	56H
V14	RLA_8968 Bong Bong Rd view SE	268522.00 m E	6184210.00 m S	56H
V15A	RLA_8969 Old Sth Road view W	268813.77 m E	6184306.93 m S	56H
V15B	RLA_8970 Old Sth Road view SW	268813.75 m E	6184313.71 m S	56H
V16	RLA_8972 Old Sth Road view NW	268696.00 m E	6184116.00 m S	56H
V17	RLA_8973 Old Sth Road view W	268604.00 m E	6184024.00 m S	56H
V18	RLA_8974 Old Sth Rd view NW	268483.86 m E	6183925.16 m S	56H
V19	RLA_8976 Old Sth Road view north	268175.62 m E	6183782.06 m S	56H
V20	RLA_8988 Old Sth Rd view N	268068.54 m E	6183700.96 m S	56H
V21	RLA_8985 Old Sth Rd under power lines	268047.83 m E	6183634.77 m S	56H
V22	RLA_8984 Old Sth Rd view N	267981.53 m E	6183516.20 m S	56H
V23A	RLA_8980 Old Sth Rd Chalkers lookout view north	267648.64 m E	6183029.49 m S	56H
V23B	RLA_8981 Old Sth Rd Chalkers Hill view north	267662.22 m E	6183038.16 m S	56H
V24	RLA_8992 Mt Gibraltar Mittagong Lookout	263927.84 m E	6183582.28 m S	56H

Summary

- Qualifications
 - Bachelor of Science - First Class Honours, University of New England
 - Doctor of Philosophy, University of New England in 1975
- Employment history
 - Tutor and teaching fellow – University of New England School of Botany 1969-1974
 - Lecturer, School of Life Sciences, NSW Institute of Technology (UTS) 1975-1979
 - Senior lecturer in Landscape Architecture, Architecture and Heritage Conservation in the Faculty of Architecture, Design and Planning at the University of Sydney 1980-2009
 - Director of Master of Heritage Conservation Program, University of Sydney, 1998-2006
 - Principal and Director, Richard Lamb and Associates, 1989-2016
- Teaching and research experience
 - visual perception and cognition
 - aesthetic assessment and landscape assessment
 - interpretation of heritage items and places
 - cultural transformations of environments
 - conservation methods and practices
- Academic supervision
 - Undergraduate honours, dissertations and research reports
 - Master and PhD candidates: heritage conservation and environment/behaviour studies
- Professional capability
 - Consultant specialising in visual and heritage impacts assessment
 - 30 year's experience in teaching and research in environmental impact, heritage and visual impact assessment.
 - Provides professional services, expert advice and landscape and aesthetic assessments in many different contexts
 - Specialist in documentation and analysis of view loss and view sharing
 - Provides expert advice, testimony and evidence to the Land and Environment Court of NSW on visual contentions in various classes of litigation.
 - Secondary specialisation in matters of landscape heritage, heritage impacts and heritage view studies
 - Appearances in over 250 Land and Environment Court of New South Wales cases, submissions to Commissions of Inquiry and the principal consultant for over 1000 individual consultancies concerning view loss, view sharing and visual impacts.

A full CV can be viewed on the Richard Lamb and Associates website at www.richardlamb.com.au