

ATTACHMENT C

Landscape Character Analysis and Visual Assessment Report in Relation to "Gateway" - Concept for The Northern Road, Glenmore Park by Richard Lamb and Associates.





Landscape Character Analysis and Visual Assessment Report in Relation to “Gateway” Concept for The Northern Road, Glenmore Park



Report prepared for Nergl Developments Pty Ltd

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1.0 Introduction

1.1 Purpose of this Report

Richard Lamb and Associates have been appointed by Nergl Developments Pty Ltd to undertake an independent assessment of the visual significance of their land on The Northern Road, Glenmore Park. In particular, we have been requested to assess the contribution of the land to the existing visual character of the area and to the visual experience that occurs between urban Penrith and land of rural and other characters that occurs along The Northern Road. We have also been requested to determine the extent of visual change that will occur to the visual character and experience of the road corridor as a result of approved future urban release development, changes caused by approved development applications on and in the immediate context of the subject land and the effect of a SEPP (Housing for Seniors or People with a Disability) (SEPPHSPD) development of part of the land, for which a Certificate of Compatibility has been issued by the Department of Planning.

We have also been requested to review the existing and future contribution of the subject land to the corridor in the context of changes proposed to the zoning under Stage 1 of the Draft Penrith LEP 2008, which covered the rural lands of the LGA, and which was exhibited in early 2009. In this regard, this report is intended to be useful to consideration of the logical and orderly planning that should occur in relation to the subject land and its context.

We understand that subject land has been recently withdrawn from the draft Stage 1 LEP, and will now be included in the Stage 2 Draft LEP which is yet to be exhibited.

The assessment presented in this report is based on our field assessment carried out on 14 and 28 October 2009. I am very familiar with the Penrith LGA, and the Glenmore Park locality specifically having conducted previous visual assessments on sites adjacent to or visible from this section of The Northern Road for both Council and private clients. In particular, I have previously conducted a visual impact assessment and prepared a report to accompany a development application for the subdivision of the subject land in 2003. This subdivision was approved by the Land and Environment Court of NSW. My CV is attached at Appendix B.

1.2 Documents Consulted

I have perused the following documents and drawings in preparation of this report;

1. Plan of proposed subdivision of Lot 1 and 2 DP1067082, Lot 1 DP551558, Lot 103 DP1050042, Lot 101 DP597243, Lot 3 DP1067073 and Lots 3, 4, 5, 6 DP26658, prepared by Robert Moore and Associates Pty Ltd (Drawing No 990090 P79) dated 8/8/06.
2. Submission prepared on behalf of Nergl development Pty Ltd to Penrith City Council with regard to Stage 1 of Penrith's Comprehensive Local Environmental Plan, including Draft Stage 1 of the Penrith LEP 2008, prepared by BBC Consulting Planners, dated 29 January 2009.
3. Submission prepared on behalf of Nergl Developments Pty Ltd to Department of Planning, with regard to a Site Compatibility Certificate, prepared by Macroplan Australia Pty Ltd, January 2009.
4. Seniors Housing Determination of Certificate of Site Compatibility, Department of Planning, dated 3rd April 2009.
5. Letter accompanying Determination of Application for a Site Compatibility Certificate, from Mr Sam Haddad, Director General of Department of planning, dated 3rd April 2009.
6. Penrith Local Environmental Plan No. 188.
7. Penrith Local Environmental Plan (Glenmore Park Stage 2) 2009
8. Penrith Development Control Plan 2006, Glenmore Park Stage 2 – Amendment No 2, adopted 15 December 2006, Penrith Council.
9. Draft Stage 1 Penrith Local Environmental Plan 2008.
10. Scenic and Landscape Values Map in Draft Stage 1 Penrith Local Environmental Plan 2008.
11. Draft Penrith Development Control Plan 2008
12. State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004.
13. Landscape Character Strategy – Character Statements and Maps, Penrith City Council, June 2006.
14. Penrith Rural Lands Strategy adopted by Penrith City Council 29 September 2003.
15. Penrith Rural Lands Study, dated June 2001.
16. Visual Impact Assessment of proposed rural residential subdivision, The Northern Road, Glenmore Park, prepared for Nergl Development Pty Ltd, by Dr Richard Lamb, November 2003.
17. Section 96 Modification to Consent DA03/2784, Lots 1041-1048 DP1128253 Harold Bentleys Way, Glenmore Park, prepared for Nergl Developments Pty Ltd and Kindelon Pty Ltd by Proust and Gardner Consulting Pty Ltd, July 2009.

18. Letter from Mr Robert Moore, Robert Moore and Associates to Mr Gary Prattley of Macroplan Australia Pty Ltd regarding the traffic lights and upgrade of the intersection of Bradley Street and The Northern Road, dated 18 June 2007.
19. Policy Review Committee Meeting, Penrith council, dated 21 October 2009, Discussion Paper on Submissions relating to Scenic and Landscape Values Map of Draft LEP 2008 Stage 1.
20. Penrith City Council, Business Paper Ordinary Meeting, dated 2 June 1997, referring to the zoning of Penrith Golf Club, The Northern Road.

1.3 Background

The subject land is comprised of 10 existing allotments being Lots 3-6 in DP 26658, Lot 3 in DP 1067073, Lot 101 in DP 597243, Lot 103 in DP 1050042, Lot 1 in DP 551558 and Lots 1 and 2 in DP 1067082 (refer to Figure 1 of this report). The subject land, comprising approximately 24.1 hectares, is located on the corner of The Northern Road and Bradley Street. The Northern Road frontage of the subject land extends for approximately 730 metres along the road.

1.3.1 Penrith LEP 188 (1989)

The subject land is presently zoned 2(r)(Rural Residential) under the provisions of LEP 188. The objectives of this zone relate specifically to the conservation of the semi-rural character of land with this zoning, especially along approaches to the more urban areas of the City of Penrith. The objectives of the zone are stated as:

- (a) *to conserve the open, semi-rural character of The Northern Road and Mulgoa Road frontages of Glenmore Park; and*
- (b) *to protect and promote a low density settlement pattern which:*
 - (i) *recognises the importance of conserving the semi-rural land use pattern and the appearance of the approaches to the urban areas of the City of Penrith when viewed from major roads; and*
 - (ii) *provides sufficient flexibility for dwelling siting and orientation of allotments to minimise the visual impact of development and overcome noise constraints; and*
- (c) *to prohibit the establishment of activities of a retail or commercial nature along The Northern Road or Mulgoa Road frontages of Glenmore Park.*

Clause 10A(1) of the LEP states that the Council must not consent to the subdivision of land within this zone unless each allotment to be created has an area of not less than 4,000 square metres and the number of allotments does not exceed one for each hectare of the land being subdivided.

1.3.2 Penrith DCP 2006 Glenmore Park – Eastern Hamlets

Two of the objectives of Part 6 of Penrith DCP 2006 Glenmore Park – Eastern Hamlets relates specially to the entry to Penrith along The Northern Road and concept of a gateway. These objectives state:

- *To establish the importance of The Northern Road as an entry to Penrith and to develop a gateway precinct for this purpose; and*
- *To preserve the open, semi rural character of The Northern Road gateway to Penrith.*

The assessment in this report specifically concerns the issue of the “gateway” and the process of strategic planning that is leading to a new zoning designation for the subject land. In doing so it necessarily considers the implications of achieving the above objectives in that context.

There are developments at various scales on and within the immediate vicinity of the subject land which are approved and/or certain to be constructed. This will cause change that can result in the interface between the rural lands and the more urban form of developments being pushed further to the south along The Northern Road corridor.

1.3.3 Approved Rural Residential Subdivision

I was commissioned by Nergl Developments Pty Ltd in 2003 to conduct a visual impact assessment and prepare a report to accompany a subdivision application for the subject land. In 2006 the Land and Environment Court of NSW granted approval for the subdivision of the existing 10 lots into 17 new lots. The new lots ranged in size from 5,844m² to 3.465 hectares. The subdivision approval included a new road from Bradley Street which provides access to the new allotments. The Court approved subdivision also designates building platforms and a view corridor through lots 8, 9, 10, 13, 14 and 15. The aim of the corridor through the subject land is to provide visual access from a section of The Northern Road to the distant foothills of the Blue Mountains. The approved subdivision is illustrated at Appendix A of this report. The subdivision approval is still current.

1.3.4 Site Compatibility Certificate for SEPPHSPD Development

In early 2009, Nergl Developments Pty Ltd made an application to the Department of Planning for the issue of a Site Compatibility Certificate under the provisions of State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004. The certificate was subsequently issued on 3 April 2009. The letter from the Department of Planning which accompanied the Compatibility Certificate stated that the subject land is suitable for more “intensive development and that development for the purposes of seniors housing of the kind proposed in the application is compatible with the surrounding environment”. The certificate relates to the construction of a development containing 167 independent living units to consist of farmlets, villas, townhouses and houses and associated





development and infrastructure. The Compatibility Certificate is applicable over the entire extent of the subject land.

1.3.5 Penrith Rural Lands and Landscape Character Strategies

Penrith Rural Lands Strategy

The Penrith Rural Lands Strategy was adopted by the Council in September 2003. It is stated in the introduction of the Strategy that it “makes recommendations for the strategic direction of the rural lands of Penrith and how they are to be managed over the next 10 to 20 years”. This period includes the present and the strategy is relevant to strategic planning related to the preparation of the draft LEP 2008. Map 1 of the Strategy depicts the designated study area for the strategy showing the lands identified as being rural. The rural land identified does not include the subject land and it excludes urban and residential areas of Penrith. It is clear that the subject land and its immediate locality were excluded from the Rural Land Strategy because it has more in common with urban land, the Penrith City centre and surrounding residential development. Furthermore, the Rural Lands Strategy, being the primary planning document for rural lands in the Penrith LGA, had been informed by the Penrith Rural Lands Study completed in 2001. As stated in the executive summary, a major component of the Study was a land use survey which provided clear indication of the land use pattern. The survey included detailed analysis of each of the localities within the LGA and included details on the “population, estimated number of dwellings, total number of properties, the details of the land use and the ranking of the localities as well as information on the heritage and landscape features”. It is revealing that this detailed analysis of the subject land and its context did not result in the subject land being recognised as being of rural character and it was excluded from the landscapes included in the Rural Lands Strategy.

Landscape Character Strategy

The Landscape Character Strategy (2006) was prepared for the Council “as a means to protect and enhance the visual amenity of the City and reflects Council’s vision for harmonious urban and rural qualities and environmental protection and enhancement”. The Landscape Character Strategy provides identification of various character types within the LGA, maps of landscape character types and character statements for categories of landscape character. The Strategy provides a ‘broad brush’ approach to mapping the character areas and providing strategy for these landscapes. The character statements are claimed to be divided into four levels of detail being:

- Iconic Places
- The primary Visual Backdrops
- Rural Places
- Urban Places

We consider that overall the Landscape Character Strategy is too general to be applied to specific locations, such as the subject land, due to the large area it covers and the generic character statements that accompany the mapped areas. There are also inconsistencies and omissions within the document that detract from its utility. For example, the strategy includes the subject land as rural land, whereas the land is excluded from the Council's own Rural Land Strategy.

"Iconic Places" are described as "places or elements of character that the community acknowledges as fundamental to Penrith City's environmental identity". There are four accompanying maps within the Strategy which show iconic places; scenic and natural areas, rural backdrops, garden suburbs and community centres of excellence. If the four maps were overlayed to become one map it would become obvious that the Strategy identifies virtually all areas of the LGA as iconic places. We consider this uncritical approach to be of little utility in determining strategies for managing the scenic values of specific areas of the LGA. This mapping exercise is more related to identifying existing land use patterns than to scenic or cultural values that the community may value.

The Strategy identifies the subject land as being part of the rural backdrops' iconic places. These areas are the largest of any of the areas identified within the iconic places mapping and cover almost all of the LGA with the exception of the Penrith CBD area and pockets of land which will have been developed for residential use. As such, the mapping exercise is much too broad in scope to be useful as a strategic planning tool. For example, it identifies the subject land as being a rural backdrop which it is when seen from some sections of The Northern Road. However, from other sections of the road, residential development on the periphery of Glenmore Park Stage 1 can be seen above the ridge line. In addition, the generous extent of land that is mapped as being a rural backdrop in the Strategy includes tracts of land that cannot be seen from any public location. For example, there are restricted viewing conditions from sections of Castlereagh Road, The Northern Road, Elizabeth Drive, Mulgoa Road, Londonderry Road. The map of rural backdrops does not identify the location or the extent of the visual resource in a way that is useful.

The subject land is also identified as being a primary visual backdrop. It is stated within the Strategy that "Primary visual backdrops in Penrith City are defined as all lands that are visible from major public gathering places or thoroughfares: the Nepean River, the motorway and railway, arterial roads plus major access roads to the motorway, the City centres at Penrith and St Marys". The accompanying map however appears to randomly include view corridors along some major roads and completely ignore others. For example while The Northern Road is included on the map, there is no mapping of views from other significant roads such as Luddenham Road, Mamre Road or Londonderry Road.

The subject land is also identified within the Strategy as being rural residential. It is stated that these landscapes are "defined as localities that accommodate large residential allotments surrounded by rural landscapes". We consider that the categorisation is incorrect and does not match the definition above, ie. the subject land is not surrounded by rural landscapes,

but rather by semi-urban and urban landscapes. We also note that the Strategy puts the land in the same category given to the extensive area of Orchard Hills that is to the east of the subject land. This area is a rural small holdings locality and is not of the same character as the subject land.

1.3.6 Draft Stage 1 of Penrith Local Environmental Plan 2008

In 2009 Penrith Council exhibited Draft Stage 1 of Penrith Local Environmental Plan 2008. Stage 1 of the Draft LEP primarily relates to rural lands in the Penrith LGA. The Draft LEP proposes to rezone the subject land from 2(r) Rural Residential (1 dwelling per hectare) to E4 Environmental Living. The E4 zoning of the land applies to rural lands within the LGA. The provisions of the E4 Environmental Living Zone are as follows:

- *To provide for low-impact residential development in areas with special ecological, scientific, or aesthetic values.*
- *To ensure that residential development does not have an adverse effect on those values.*
- *To minimize conflict between land uses within the zone and land uses with adjoining zones.*
- *To ensure land uses are compatible with the available infrastructure, services and facilities and with the environmental capabilities of the land.*
- *To preserve and improve natural resources through appropriate land management practices.*

Dwelling houses, amongst other uses, would be permissible with consent within the E4 zone. However the minimum permissible lot size per dwelling would be 1 hectare.

Although Council has agreed to exclude the subject land from the Stage 1 Draft LEP, we understand it is Council Officer's intention to apply the same zoning to the land under the Stage 2 Draft LEP which is as yet to be exhibited. The proposed rezoning of the subject land to an Environmental Protection Zone (E4 Environmental Living) would result in the proposed Seniors Living development being a non-permissible use of the subject land (Clause 4(6)(a)). This would clearly be inconsistent with the parameters adopted by the Department of Planning in the assessment made before issuing of the Compatibility Certificate for the SEPPHSPD development on the subject land.

The change in the zoning of the subject land to E4 would result in what is another down-zoning of the subject land, which has been down-zoned a number of times in the past (see BBC Consulting Planners' submission to Council, dated 29 January, 2009; Submission prepared on behalf of Nergl Developments Pty Ltd to Department of Planning, prepared by Macroplan Australia Pty Ltd, dated January 2009), this time from a minimum lot size of 4,000 square metres per dwelling to 1 hectare. This is inconsistent with the existing approved rural residential development of the subject land.

The Draft Stage 1 LEP 2008 also includes a Scenic and Landscape Values

Map which identifies the subject land as being of scenic and landscape value. The Scenic and Landscape Values Map focuses on locations within the LGA that “are visible from major roads and other public places and have important scenic and landscape values”. It is stated in the Council Policy Review Committee Meeting (21 October 2009) that the “areas identified on the draft Scenic and Landscape Values Map have been determined principally through reference to the Penrith Landscape Character Strategy”. I have already discussed the inconsistencies between the Rural Lands Strategy and the Landscape Character Strategy above. I have also highlighted the internal inconsistencies within the Landscape Character Strategy itself. Our analysis shows that there has not been a logical and consistent strategic planning process that demonstrates that the subject land has important scenic and landscape values. It now appears that these inconsistencies and unsupported claims about the significance of the subject land are to be perpetuated into yet another planning document ie. the Draft Stage 1 LEP 2008.

1.4 Visual Catchment of The Northern Road in vicinity of the Subject Land

The effective visual catchment of The Northern Road in the vicinity of the subject land is primarily constrained by topography and vegetation (refer to Figure 2). Figure 2 maps the land and land uses visible from The Northern Road while travelling either in a northerly or southerly direction. In reality only sections of the mapped corridor can be viewed from any one location and these views can be filtered by intervening vegetation or buildings. However, the mapped view corridor does accurately record the land that comprises the viewer experience for motorist entering and leaving Penrith using The Northern Road.

This report has studied a section of The Northern Road that approximately extends from the intersection of Kings Hill Road and The Northern Road to the south of the subject land to just north of the intersection of the M4 Motorway and The Northern Road to the north of the subject land. The selection of the extent of road corridor examined is based on the change of landscape character which occurs approximately in these locations. The area generally in the vicinity of Kings Hill Road changes from an overall semi rural character to more rural small holdings/ rural residential in character. The change in character in this area is subtle and no clear boundary can be identified. The change in landscape character in the vicinity of the intersection of The Northern Road and the M4 Motorway is much more distinct. In this area the landscape character changes from a mix of rural residential landscapes to detached residential on the northern side of the intersection. The Northern Road is elevated as it passes over the M4 Motorway and provides views over Penrith for motorists travelling north. These views include extensive areas of residential development which surrounds the Penrith Centre.

The western side of The Northern Road corridor is visually contained by a small ridge that runs approximately north-south parallel to the road alignment. This ridge is located relatively close to the road corridor and



Figure 2: The Northern Road View Corridor & Viewing Locations

 Approximate Site Boundary
  Approximate View Corridor as Experienced from The Northern Road
  Approximate View Locations (refer to photographic plates)



its side slopes are part of the subject land. Overall the ridge prevents extensive views to the west from The Northern Road with the exception of some gaps between topography, vegetation and built elements which provide views towards the foothills of the Blue Mountains. Land on this side of The Northern Road is generally at present a mix of semi- rural and rural residential development. There is visibility from The Northern Road to new dwellings constructed on the eastern side of the ridge adjacent to the western boundary of the subject land. This visibility includes dwelling on the eastern boundary of Glenmore Park Stage 1 and also the recent approvals of two large dwellings east of the ridge that are visible across the land looking to the north west, which appear to contravene the provisions of the Eastern Hamlets DCP. Residential development is also visible from The Northern Road in the vicinity of its intersection with Glenmore Parkway. In these views residential development as part of Glenmore Park Stage 1 can be seen to the north west behind rural residential properties fronting onto The Northern Road and climbing up the ridge.

The eastern side of the road corridor is contained primarily by topography and intervening vegetation. A small ridge runs approximately parallel to the road alignment and relatively close to The Northern Road. The exception is an area of land within the Defence site where the ridge is located further to the east allowing for more visual access into this land. Vegetation within the Defence lands screens and/or filters views into this area when viewed from the road corridor.

2.0 Existing Visual Character of the Subject Land and its Context

2.1 Existing Visual Character of the Subject Land

The existing visual and landscape character of the subject land is primarily semi rural and is typically open and pastoral in appearance (refer to Figure 3). The subject land slopes down from a ridge on its western boundary towards the more level land associated with The Northern Road on its eastern boundary. There are several private residences and associated buildings located within the subject land. These dwellings display a diverse approach to architectural style and relationship to the topography. One of the buildings is located close to the south eastern corner of the subject land; another is located approximately mid slope, while a third is located on the uppermost slopes of the ridge in the vicinity of the western boundary of the land. This variation in the organisation of buildings within their allotments is typical of the semi-rural character of the subject land.

Also associated with the semi rural character of the subject land are the relatively large lot size and the dominance of space over buildings. Other structures and buildings associated with rural landscapes are located within the subject land. These include dams, small earth bunds, the retention of natural and remnant vegetation with road verges and along some property boundaries, as well as individual trees and clumps of trees scattered over the landscape generally. Two large earth bunds have been constructed within the south western section of the subject land. The bunds run approximately parallel to the western boundary and they partially screen views to new development on the periphery of Glenmore Park Stage 1 from locations within The Northern Road corridor.

2.2 Existing Visual Character of The Northern Road Corridor in the vicinity of the Subject Land

The existing visual character of The Northern Road corridor in the vicinity of the subject land is derived from the overlay of the land use, settlement pattern, land cover and the built environment. Traditional land uses have varied, but a mixture of intensive agriculture and less intensive rural activities have been maintained to a degree. The major road layout still bears a close relationship to boundaries between colonial period land grants. Much of the area was probably subdivided speculatively in the early and mid 19th century, and the rectangular grid pattern of roads can still be discerned. The range of land holding sizes reflects the proportions of the subdivisions which were taken up at that time.

A variety of land uses surround the subject land and are visible from The Northern Road (refer to Figure 4). To the immediate north of the site are rural residential properties of a scale and character typical of the area. Rural residential development dominates the northern section of The Northern



Figure 3: Existing Visual Character of the Subject Land





Plate 2: View north west from The Northern Road to the subject land (Viewing Location 1)

Existing residences and associated buildings and vegetation are visible in the background of this photograph. Some of the vegetation on the ridge line is part of the Glenmore Park Stage 1 development.



Plate 4: View north from Bradley Street to the subject land (Viewing Location 2)

The extensive areas of open space relative to buildings presently gives the subject land its mostly semi rural landscape character.



Plate 1: View west from The Northern Road to the subject land (Viewing Location 1)

Existing residence and associated buildings and vegetation are visible in the background of this photograph. The earth bund is visible on the ridge line at the far left of the photograph.



Plate 3: View west from The Northern Road to the southern part of the subject land (Viewing Location 1)

Vegetation adjacent to The Northern Road filters views to the interior of the site. The earth bund is visible on the horizon towards the centre of the photograph.



Plate 5: View north east from Bradley Street to the subject land in the immediate vicinity of the intersection with The Northern Road (Viewing Location 2)

Part of this section of the subject land will need to be resumed to facilitate construction of the Bradley Street and The Northern Road upgrade.

Road, on both the eastern and western sides of the road, as it extends towards the M4 Motorway. The exception to this land use is the inclusion of the Penrith Golf Course to the immediate north of Glenmore Parkway. The Golf Club is zoned 2(Urban) under the LEP 188 and has retained this zoning since 1989. The zoning correctly recognises the strategic location of the land and the potential for the land to be converted to a more urban use. The golf club is a private recreational facility of an urban use type, albeit primarily green space.

The rural residential development visible from this section of The Northern Road is relatively uniform in character with large houses on open allotments. Some vegetation is generally associated with the dwellings and outbuildings, driveways and occasionally with the road frontage. The approved rural residential allotments fronting The Northern Road on the subject land are expected to be of a similar character to these existing allotments.

Commonwealth Defence land associated with the RAAF is located on the eastern side of The Northern Road. The RAAF land is large in size and extends over most of the eastern side of The Northern Road in the study area. The RAAF has the appearance of being less intensively used over part of the site compared to most other properties in the immediate area, because of a lack of agricultural uses. As such it has a different character. In this regard, regrowth and less common remnants of natural vegetation are visible within parts of the land. The arrangement of buildings, extensive areas of modified topography, buildings and other facilities towards the centre of the site are more uniform, of a higher density, with larger buildings and structures rigidly distributed than is the case with other properties in these landscapes. It is possible to distinguish the land as being of an institutional character that is more urban than rural. The likely future character of the land is unknown at this time.

Residential development associated with Glenmore Park Stage 1 is directly visible from The Northern Road. In particular, there are residences, designed open space areas and formal landscaped areas located on the eastern side of the ridge, or on top of the ridge, and adjacent to the western boundary of the subject land. The dwellings are relatively large and are two storeys in height. Other components of residential development are also visible in these views and include multi lane roads, lighting structures, formal public domain landscapes and street tree plantings. Two large, grassed but otherwise un-vegetated artificial earth bunds have been constructed on the subject land adjacent to the development area of Glenmore Park to the west. They are now prominent ridge top features of an unnatural form and character which have the function of disguising the presence of the urban development beyond, in some view lines from The Northern Road. They degrade the scenic quality of the hillside and ridge that formerly existed in the view. Seen from rural residential land immediately east of The Northern Road, for example Wentworth Road, the bunds have no effect on the visibility of Glenmore Park beyond.

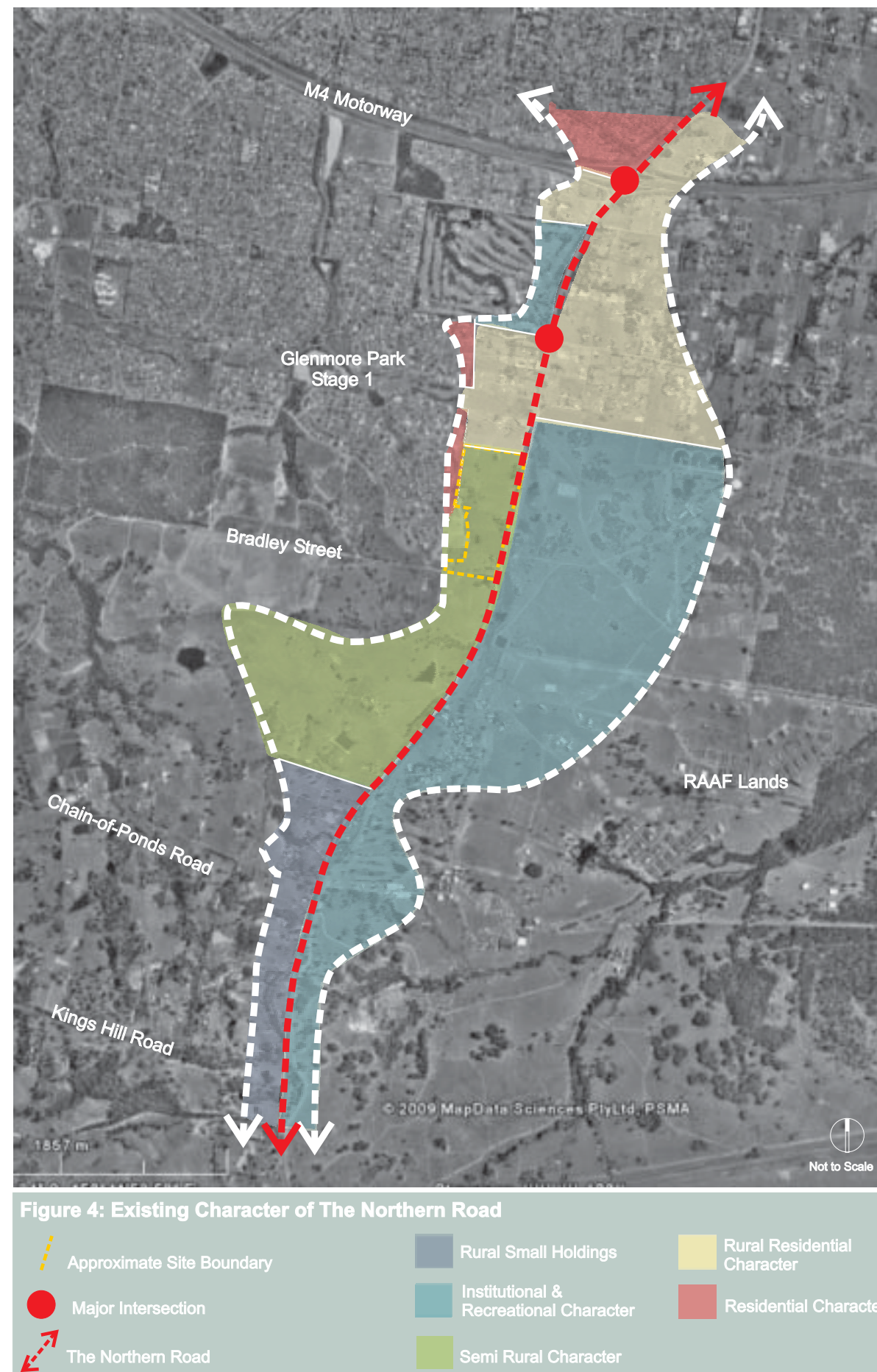




Plate 7: View east from The Northern Road to typical example of rural residential/ rural small holdings (Viewing Location 4)

The large setback from the road frontage and a relatively open landscape is characteristic of this section of The Northern Road.



Plate 9: View east from near the intersection of The Northern Road and Kings Hill Road to RAAF land (Viewing Location 6)

This part of the RAAF land is typically open and grassy in character with scattered tree groups which screen and filter views into the land from The Northern Road. The fencing in the foreground of the photograph is not typical of the rural lands and indicates that this area is used for more institutional purposes.



Plate 6: View of No. 1982 The Northern Road (Viewing Location 3)

This is a typical rural residential/ rural small holdings property towards the northern section of the study corridor. The large setback from the road frontage and a relatively open landscape character is fairly typical for this section of The Northern Road.



Plate 8: View west to rural residential residences (Viewing Location 5)

Rural residences, visible at approximately the centre of the photograph, display typical landscape characteristics of large front setbacks and open settings. Residential dwellings within the Glenmore Park Stage 1 development are visible over these properties.



Plate 10: View south east to RAAF Land (Viewing Location 7)

Typical view of the RAAF Base displaying a mixture of relatively open landscapes and pockets of densely located institutional buildings .



Plate 11: View east to entrance of RAAF Land (Viewing Location 8)
The character of the entrance to the RAAF land is typically institutional and relates more to an urban setting than to more rural landscapes generally.



Plate 13: View east to RAAF Land (Viewing Location 10)
The northern part of RAAF land contains few buildings and is characterised by open grassy areas and bands of native vegetation.



Plate 15: View north west from The Northern Road (Viewing Location 12)
Residential development within Glenmore Park Stage 1 is visible behind the foreground rural residential properties.



Plate 12: View approximately east to RAAF Land (Viewing Location 9)
Typical view of the RAAF Base displaying a mixture of relatively open landscapes and scattered tree groupings which screen and filter views to the interior of the site .



Plate 14: View north from Bradley Street (Viewing Location 11)
Residential development within Stage 1 of Glenmore Park is visible from this location. Due to the ridge top location some two storey dwellings in this part of Glenmore Park are visible from The Northern Road.



Plate 16: Residential development on The Northern Road north of the M4 Motorway (Viewing Location 13)
Small detached residential dwellings as seen in this photograph are typical of older Penrith urban areas.

3.0 Approved Developments within The Northern Road Corridor

In our opinion, the decisions made so far in regard to the zoning of the site appear to be premature. We consider, in regard to visual and landscape character issues, that decisions about the appropriate zoning of the site need to consider the progressive urbanization and change of character towards a more densely settled and urban character that is occurring to this section of The Northern Road, including:

- approvals on the subject land;
- approved development on adjacent land of a similar underlying character and higher existing development density than the subject land, which is also proposed to be back-zoned;
- existing and approved retail and commercial development adjacent to The Northern Road and opposite land of the same zoning proposed for the subject land, that would be inconsistent with the objectives of the new zone. These commercial premises include stock feed, pet supplies, nursery and landscape supply premises;
- gross landform modifications intended to hide urban development that in turn devalue landscape character, intrinsic quality and view corridors, including views of landscape of much higher scenic quality than that which can be seen across the subject land;
- the effects of the continuing development of Glenmore Park Stage 1;
- direct and indirect effects on character produced by development of Stage 2 of the Glenmore Park residential urban release area;
- amplification and modification of the Bradley Street intersection and The Northern Road to an urban thoroughfare to Glenmore Park with associated traffic lights and entry signage, immediately adjacent to the subject land;
- impacts on the character and use of The Northern Road to the south of Bradley Street as a result of the changes to the intersection, and
- visibility of substantial areas of Glenmore Park Stage 2 from The Northern Road as far south of the subject land as Chain-of-Ponds Road, seen across a semi-rural foreground. This residual visibility will remain even after landscape treatment in accordance with the provisions of the Glenmore Park Stage 2 DCP.

Cumulative effects on the locality as a result of the approved rural residential subdivision of the land, the proposed Seniors Living development within the western part of the site, combined with Stages 1 and 2 of the Glenmore Park residential development will significantly alter the character of this section of The Northern Road corridor. Furthermore, I am of the opinion that this section of The Northern Road will become more urban in character overall

with relatively dense urban development visible on ridges and elevated lands. As such, the semi rural land presently identified as part of the visual experience of entering Penrith City via The Northern Road will no longer be associated with the site and its immediate context. Instead this “open, semi-rural character” of The Northern Road approach to Penrith referred to in LEP 188 (Objectives of the 2(r) Zone) would be displaced to sections of the road corridor further to the south of the site and the Glenmore Park Stage 2 Development.

There are several developments approved within the study area which have the potential to significantly alter the landscape character of this part of the road corridor. The approved developments include:

3.1 Approved Subdivision of the Subject Land

The rural residential subdivision of the site will result in 17 allotments where at present there are 10. The new lots will be accessed by a new road joining Bradley Street. The approved subdivision provides building platforms located away from The Northern Road frontage of the site and which will be accessed from the new road. Regrowth and remnant vegetation adjacent to The Northern Road will be retained to provide some screening and filtering of views to new dwellings.

The court approved subdivision also incorporates a view corridor as part of the plan which contains no building envelopes. The corridor extends from The Northern Road obliquely over the site and towards the Blue Mountains. However, the view to the Mountains, which was at best a partial one over the subject land, has become obscured by residential dwellings, associated plantings and landscape in the public domain within the Glenmore Park Stage 1 development, as well as the approval of dwellings and associated landscape plantings adjacent to the north western boundary of the subject land.

The development of the subject land for rural residential use adjacent to The Northern Road corridor will result in a landscape character similar to that which presently exists to the immediate north of the site and on the eastern side of The Northern Road to the north of the site and on parts of The Northern Road to the south. The development was considered to be compatible with the provisions of all relevant planning instruments and controls by the Land and Environment Court of NSW, which approved it.

3.2 Compatibility Certificate Approval for SEPPHSPD 2004

The Department of Planning granted a Compatibility Certificate for a SEPP (Housing for Seniors or People with a Disability) 2004 development in April 2009. The submission on behalf of Nergl was prepared by MacroPlan Australia and provides some indicative concepts and principles for a visually acceptable development. It is stated in the submission that the:

Development site will provide a range of seniors living housing types, including farmlets, villas, townhouses and houses, in addition to the provision of community facilities. These will include a mix of 1 and 2 storey seniors living villas located between Jilondalee Way and Saddler Way; a pond/special place, and a bus stop that are located adjacent to the community facilities; 1 and 2 storey townhouses that front Saddlers Way, and an extensive stretch of open space within the view corridor that was identified in the court case.

There would be visibility of this development from The Northern Road. The visibility and impact of the kind of development proposed was clearly not a constraint of determinative weight in the considerations given to the application for the compatibility certificate by the Department of Planning which includes not only the part of the land with approval for rural residential development, but in fact the entire subject land. As presently proposed, the buildings, possibly the upper storey levels, may be visible over or between some of the future rural residential dwellings fronting The Northern Road when seen from that location. The appearance and density of these buildings could, if it was considered to be necessary, be significantly screened from view by implementing a suitable landscape planting strategy in concert with that for the approved rural residential subdivision. The Seniors Living facility would be viewed from The Northern Road in part of a transition zone between the approved rural residential development and the more urban appearance of the existing Glenmore Park Stage 1 development and future Stage 2 to its west and south west.

3.3 Glenmore Park Stage 2 Development

Stage 2 of the Glenmore Park development has been approved and will commence construction to the south of Stage 1, which is nearing completion. Stage 2 will initially be accessed primarily from The Northern Road by Bradley Street but connections with Stage 1 will allow Bradley Street to be a main exit and entrance to both stages. The development will be mostly set back from The Northern Road with existing rural residential and semi rural development retained immediately adjacent to the road. Part of the south east sector of the Stage 2 development will be visible in close view from The Northern Road as it is not screened from view by the topography and the ridge line in the immediate vicinity of the road that is immediately to the south of Bradley Street. There are locations in which the topography relative to the view line from The Northern Road flattens out or where residential development will be visible from The Northern Road (refer to Figure 5) on the south and south east facing slopes. In these views residential development would be visible on side slopes, despite the operation of controls similar to those in the Eastern Hamlets DCP.

A large bund wall has been DA approved adjacent to part of The Northern Road to the south east of the margin of Stage 2. The apparent aim of the bund is to restrict the extent of development that would be visible from The Northern Road. It is proposed that the bund be close to the road corridor and would be 4 to 8 metres high. There is no requirement for the bund to be landscaped. It will be even more foreign to the road than the bunds



required to be constructed on the subject land.

This bund would have the effect of screening only some of the views from The Northern Road to new residential development within the Stage 2 development. There are other locations where there is no bund proposed, from which Stage 2 urban development would be clearly visible. However the bund would also have the effect of screening from the road one of the most scenic rural views available from this section of The Northern Road. The view to be lost is a rural landscape foreground with distant views to the Lapstone Monocline and the foothills of the Blue Mountains beyond. The attempt to protect the public from views of residential Glenmore Park, albeit only successful for a small part of the road, results in a significant degradation of the scenic resources available to the public on The Northern Road leading to Penrith and the loss of genuine rural vistas. It appears that Council considers that degrading the high quality scenery on The Northern Road is an acceptable tactic for protecting the public from viewing residential development in Glenmore Park.

Both the view of the Stage 2 urban development and the visibility of the bund wall will result in a significant change in the character of this section of The Northern Road view corridor. It will also result in the transformation in the perception of the experience from the road to one of a transition between rural and urban landscapes, which occurs well before approaching the subject land.

3.4 Intersection upgrade of The Northern Road and Bradley Street

It is proposed to upgrade The Northern Road and Bradley Street intersection as part of the Stage 2 Glenmore Park development. The upgrade would involve the widening of the road and the inclusion of additional lanes in both directions of The Northern Road and the whole of Bradley Street. A section of the subject land is to be resumed to facilitate the turning lane from Bradley Street left into The Northern Road. It is proposed that the intersection also include night lighting and traffic lights to control flow. The intersection upgrade will result in this being the first major intersection on the northern journey into Penrith after the Elizabeth Drive interchange. Previously the first major intersection for northbound motorists was at the existing entrance to Glenmore Park Stage 1 at Glenmore Parkway.

4.0 Future Character of the Site and its Context

4.1 Effect of Approved Developments on the subject land

The subject land will change in character as a result of the approved subdivision (refer to Figure 5). The site which at present is semi rural in character will change to a substantially urban character consisting of a mix of rural residential and residential development. Rural residential development will be located adjacent to The Northern Road, albeit with buildings set back from the street frontage. Denser residential development associated with the proposed SEPPHSPD would be located within the western part of the site. Native vegetation on the road verge and within the allotments will be largely retained however this will not be sufficient to completely screen the increased dwelling density within the land.

A view corridor approved by the LEC as part of the subdivision will be located extending northwest from The Northern Road towards the Blue Mountains. Whilst this corridor will be maintained, the character and the scenic qualities of the view it was intended to preserve have been altered by development in and adjacent to Glenmore Park Stage 1. In this regard the view to the Blue Mountains along the alignment of this corridor is now obscured by vegetation and dwellings located on the ridge above and behind the subject land.

The character of the subject land will also be changed as a result of the proposed SEPPHSPD development which has been granted a Site Compatibility Certificate (see above). The Department of Planning considered that the entire subject land was suitable for a "higher intensity of development" and had to consider the SEPPHSPD's own prescriptions for compatibility with the surrounding environment to be satisfied that the certificate could be issued. The Urban Design Principles and Guidelines document of 2008 provided by GMU to the Department of Planning provides the design principles and strategies appropriate to achieving compatibility and a density and character that is more urban character than the rural residential development approved for the land.

Assuming that these strategies are carried into a specific design for the development, it is expected that the Seniors Living development would visually act as a transition zone between the rural residential development fronting The Northern Road and the residential development visible on the periphery of Glenmore Park Stage 1. While it is not possible at this stage to predict the precise visibility of the proposed Seniors Living development, the density of built form within the land will be greater than at present but would also be subject to detailed design - one of the strategies is to minimise visual impacts and mitigate residual impacts consistent with the existing and desired future setting.





Plate 17: View north west across the subject land (Viewing Location 1)

This view is approximately following the alignment of the left hand side of the Court approved view corridor. The view towards the Blue Mountains is now mostly screened by residential development and associated landscaping on top of and in the immediate vicinity of the upper slopes of the ridge.



Plate 18: View north west across the subject land (Viewing Location 1)

This view is approximately following the alignment of the right hand side of the Court approved view corridor. The view towards the Blue Mountains is now mostly screened by residential development and associated landscaping on top of and in the immediate vicinity of the upper slopes of the ridge.

4.2 Effects of Approved Developments in The Northern Road Corridor

The approved changes to the site and land in its vicinity will result in a more urban character and land use extending further south along The Northern Road (refer to Figure 6). Whilst at present the Defence land on the eastern side of the road is not proposed to change, the character of the land on the western side will be significantly altered. Dense residential development as part of Glenmore Park Stage 2 will be visible from sections of The Northern Road to the south of its intersection with Bradley Street. This land is presently rural, semi-rural or rural residential in character.

The upgraded intersection of The Northern Road and Bradley Street will also result in a change in character of this section of The Northern Road. In this regard, an urban treatment of the intersection which will most likely also include formal landscaping and estate signage would signal to motorists that they are entering a more urban area generally. The speed limits on the road, particularly as traffic volumes increase with continued development of Glenmore Park and Penrith generally, are likely to be decreased on the approach to the intersection. Queuing of traffic along The Northern Road at peak times can be expected as is the case at the Glenmore Parkway intersection. It is unlikely that such an intersection would be located within the rural landscape but rather is associated with urban environments or with the immediate approaches to large towns or centres. The sense of arrival in urban Penrith will inevitably be displaced to south of Bradley Street, with urban development visible from the road from as far as Chain-of Ponds Road.

The intensification of residential development within the subject land to the immediate north of the Bradley Street intersection, the amplification and formalisation of the road into a main boulevard style thoroughfare into Glenmore Park and the addition of further residences and retail/commercial premises facing The Northern Road immediately to the north of the subject land will contribute further to the change in character of the immediate locality to a more urban landscape.

4.3 Scenic Qualities of The Northern Road Corridor

The Rural Lands Strategy 2003 does not include the subject land within its study area; the land is not identified as being rural. As such, the subject land is not presently considered, nor has it ever been considered, rural land within the primary document for strategic planning for rural lands in the Penrith LGA. In this regard, it appears not only inconsistent, but unjustified, that the Council now proposes to rezone the land as E4 Environmental Living. This is more appropriate to a rural landscape of a high scenic, cultural or ecological value which can be protected, than to a site which is presently undergoing development of, and being surrounded by, landscape of a more urban character.

In this regard, it is considered that the scenic qualities of the subject land have been diminished by a series of development approvals including Glenmore Park Stage 1 and 2 and attempts to block out views of these

using earth bunds on the land itself. These developments have also resulted in the restriction or blocking of significant scenic views to the Blue Mountains from locations along The Northern Road corridor. Such locations include the Court approved view corridor across the subject land as part of the rural residential subdivision approved in 2003. This view has now been blocked by landscape in the public domain in Glenmore Park Stage 1, and in the private domain of residences recently approved that are on the eastern side of the ridge above the subject land. For these reasons it remains difficult to understand how the draft Stage 1 LEP 2008 can identify the site as a site of Scenic and Landscape Value when it is clearly about to be significantly changed in character.

As discussed at Section 1.3.5 of this report, the Landscape Character Strategy 2006 is also confusing and inconsistent, and was carried at a scale which provides little guidance for the management of individual sites or tracts of land. The subject land is identified, as a Rural Place within the Strategy. It is stated that rural places are “distinct rural areas that have broadly similar characteristics and have been influenced by land use and development history”. The identification of the subject land as rural is not compatible with the underlying intention and assumptions of the Rural Lands Strategy which was conducted as a much more detailed examination and policy document for rural lands only. This inconsistency with the Rural Lands Strategy is a deficiency in the Landscape Character Strategy document and results in confusion as to its relevance to the future development and character of the subject land.

That being said, it should be acknowledged that the Landscape Character Strategy identifies the site as rural residential which is a land use compatible with the approved subdivision of the subject land and its use for the proposed SEPPHSPD development. The objectives accompanying the rural residential map are stated as:

1. *Maintain these settings as buffers to intensive urban development, and ensure that future development buildings and landscaping, as well as infrastructure and land management, enhance the environmental identity of existing rural residential settings including their defined heritage values.*
2. *Recognise that these areas accommodate some home business activities, and enhance the environmental identity of these intensively managed residential settings:*
 - a. *Maintain wide setbacks around dwellings and ancillary structures to accommodate existing trees and managed gardens*
 - b. *Promote the greening of extensively-cleared landscape settings through informal tree and vegetation plantings throughout private gardens*
 - c. *Encourage irregular siting of buildings to avoid the appearance of regular rows of structures along any street;*
 - d. *Design front gardens and fences to reflect an informal rural quality.*



The development of the site for rural residential and the SEPP(HSPD) will meet these strategy objectives and will result in a development form that is compatible with others existing within The Northern Road corridor. As such, the subject land as developed in future will remain a buffer between The Northern Road and the more intensive urban development of Glenmore Park Stage 1.



Plate 19: View north west from The Northern Road (Viewing Location 14)
The semi rural lands visible in this photograph will be partly replaced by urban development associated with Glenmore Park Stage 2.

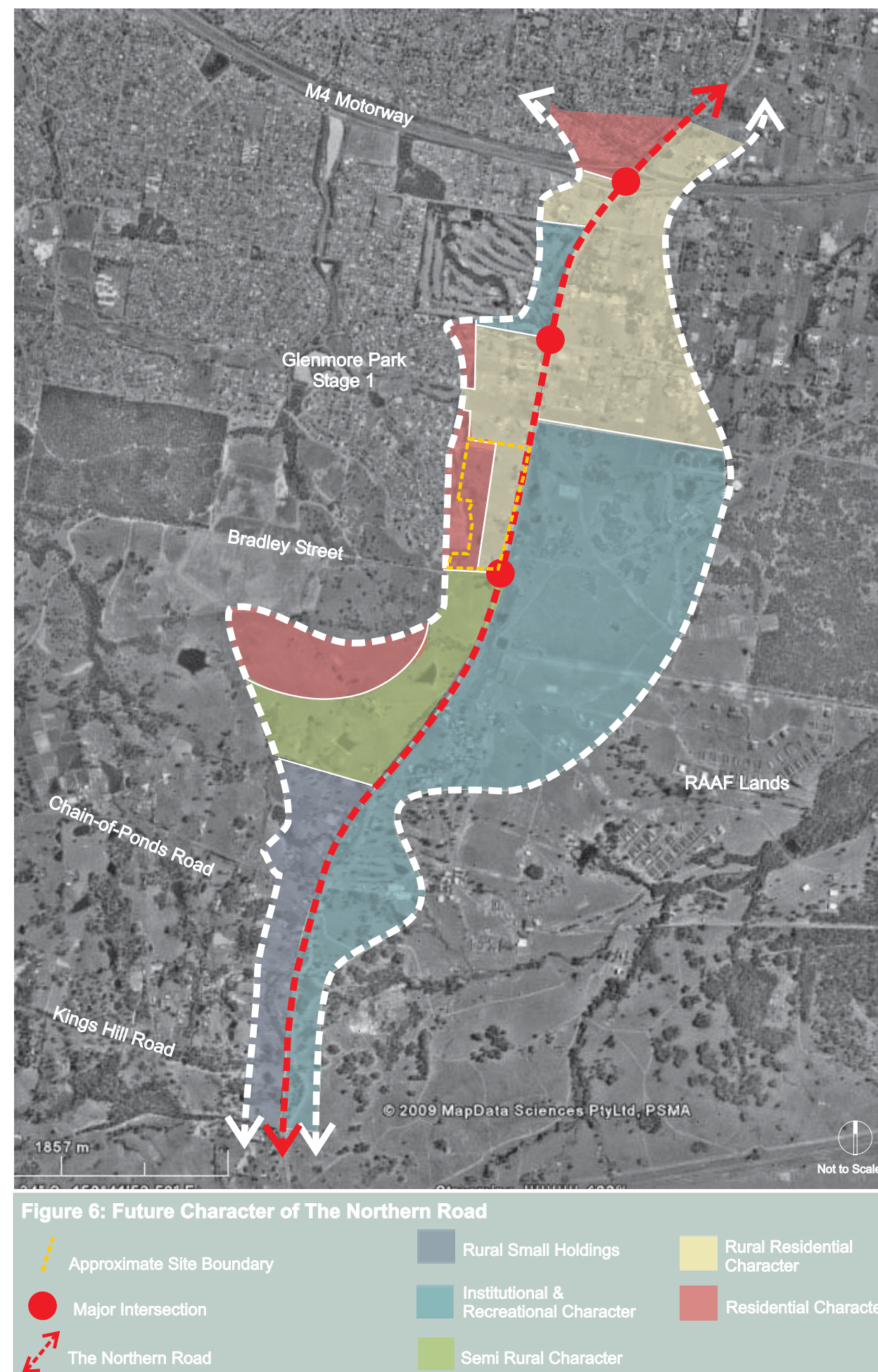




Plate 20: View north west from The Northern Road (Viewing Location 14)

Residential development associated with Glenmore Park Stage 2 will be located on the side slopes of the ridge visible in the middle ground of this photograph. Visibility to this development from this location however will be blocked by a large earth bund approved for the foreground of this view. The bund will also obscure the scenic view to back drop of the Blue Mountains.



Plate 22: View north west from the entrance to "Hills of Home" property (Viewing Location 16)

The semi rural lands visible in this photograph will be partly replaced by urban development associated with Glenmore Park Stage 2. Similar views are available from The Northern Road.



Plate 24: View west along the alignment of Bradley Street (Viewing Location 18)

The character of this streetscape will be greatly altered as a result of the approved road upgrade and associated landscaping. The road will be widened as part of the road upgrade and it will have a more urban character than at present.



Plate 21: View north west from The Northern Road (Viewing Location 15)

The semi rural character of this land to the south of Bradley Street will be changed as a result of the visibility of areas of residential development on the slopes of the ridge in the background of this photograph.



Plate 23: View east along the alignment of Bradley Street (Viewing Location 17)

The character of this street will be greatly altered as a result of the approved road upgrade, landscape plantings, lighting and entrance signage associated with Stage 2 of the Glenmore Park development.



Plate 25: View south west from The Northern Road (Viewing Location 18)

The intersection of The Northern Road and Bradley Street will be upgraded as part of the approved Glenmore Park Stage 2 development. The upgrade will include additional lanes and turning lanes, lighting, traffic lights, landscaping and signage. The end result will be a very urban road intersection and will be the first of many for north bound motorists entering Penrith.



Plate 27: View west from The Northern Road (Viewing Location 19)

This is a view towards the main entrance to Glenmore Park Stage 1 from The Northern Road. The landscape treatment of the entrance way gives an indication of the likely character of the Bradley Street entrance to Stage 2.



Plate 26: View north from The Northern Road (Viewing Location 19)

The intersection of The Northern Road and Glenmore Parkway is visible in this photograph. At present this intersection is the first for north bound motorists entering Penrith.



Plate 28: View north to the M4 Overpass (Viewing Location 20)

The intersection of the M4 Motorway and The Northern Road marks the location of the entry into the most urban areas of Penrith. The elevated M4 overpass provides the opportunity for extensive views towards the City and to the Blue Mountains.

5.0 Conclusion

The Subject Land and the “Gateway” to Penrith

Instead of a predominance of semi rural and rural residential landscapes being associated with the area in the vicinity of the site, such land uses will most commonly be found to the south of the intersection of The Northern Road and Chains-of-Ponds Road. As such, if the approved changes to the landscapes within The Northern Road corridor are looked at objectively, it is more appropriate to consider the rural “gateway” to and from Penrith to be further to the south of the site. In particular the area in the vicinity of Kings Hill Road will have more of a transitional character previously associated with the section of The Northern Road in the vicinity of the site.

Having said this however, it is not our view that the gateway concept can be literally applied to a specific location. That is, the transition is derived from the perception of an intensification of more urban forms of land uses relative to rural ones. The RAAF land for example may appear superficially to be of a rural character where it is uncleared or mown, but is in reality a large scale, intensive, institutional land use that is of more urban than rural character. It can be complimentary to the rural landscape at the same time.

It does not seem reasonable that the owners of the subject land should be responsible for maintaining what is in effect a facsimile of a rural landscape on their land, by a zoning that further reduces the land’s potential for compatible development when the surrounding context and future character of the land is changing to a more urban character.

The subject land, assuming a future development pattern of the existing approved rural residential development and a SEPPHSPD development, existing as it will in the transition area between urban Penrith and the gateway to the rural lands to the south is in any event not incompatible with the objectives of the DCP. It does not challenge the importance of The Northern Road as the entry, or the preservation of the open, semi-rural character of the gateway.

In conclusion, it is considered that the approved and proposed developments for the subject land and in its immediate vicinity will be compatible with an appropriate transition area between urban Penrith and the “gateway” to and from Penrith which is now located within the rural landscapes to the south of the subject land. In this regard, the approved subdivision and the proposed Seniors Living development will appear to contribute to the shift in character of this section of The Northern Road to a more urban one. The urbanisation of the area in the vicinity of the site will be further strengthened by visibility of parts of the Glenmore Park Stage 2 development from The Northern Road to its south and the associated major upgrade of The Northern Road and Bradley Street intersection.

In addition, it is considered that the proposed rezoning of the site as part of Draft Penrith Local Environmental Plan 2008 to an E4 zone is inappropriate. The further back-zoning of the land unreasonably reduces the land’s development potential and overestimates its visual significance. It does not appear to recognise the processes of transition that are already in place and which will continue. It does not appear to be compatible with the future changes in the character of the context of the site as a result of the Glenmore Park Stage 2 development, the Bradley Street intersection upgrade and the changes both of these will make to the quality of and the experience of The Northern Road.

We consider that the use of the subject land for the approved rural residential subdivision and proposed SEPPHSPD development is not incompatible with retaining an open and semi-rural character to the gateway to Penrith on The Northern Road. While we do not consider that the subject land is part of a formal gateway, it is part of a transition between a more urban experience that is about to extend a considerable distance further south on The Northern Road.

The likely future character of the land when seen analysed as part of an orderly process of strategic planning, does not appear to be consistent with a zoning that further reduces its benefit to the community and the environment as would be produced by the E4 zoning.

Overall, we are of the opinion that the proposed rezoning of the subject land does not reflect the proper recognition of processes that are affecting or can change the existing or future character of the site and its surroundings. The Penrith “Gateway” is no longer in the immediate vicinity of the site but will increasingly be perceived as having shifted further south as a more urban form of development; views of Glenmore Park Stage 2 and rural residential development extends in this direction, either along/ or adjacent to The Northern Road corridor.

We have carried out a detailed investigation of the basis of the gateway concept and the foreshadowed zoning of the subject land to E4. We have been unable to find the kind of logical, systematic and orderly process that should precede and justify the objectives in the DCP and the foreshadowed zoning. It follows that the earlier down-zonings of the land are also not justified in our opinion and that there should be no action to re-zone the land until a full and transparent strategic planning study with appropriate public participation in the outcomes is carried out. I urge the Council to set this process in train as a matter of urgency..



Appendix B: Curriculum Vitae

Summary

I am a professional consultant specialising in visual impacts assessment and the principal of Richard Lamb and Associates (RLA). I am an honorary senior lecturer in Architecture and Heritage Conservation in the Faculty of Architecture, Design and Planning at the University of Sydney. I have taught and specialised in resource management, environmental impact assessment and visual perception studies for 30 years.

RLA is a firm that provides professional services, expert advice and landscape and aesthetic assessments in many different contexts. We carry out strategic planning studies to protect and enhance scenic quality and landscape heritage values, conduct scenic and aesthetic assessments in all contexts, from rural to urban, provide advice on view loss and view sharing and conduct landscape heritage studies. We act for various client groups on an independent basis, including local councils, government departments and private clients to whom we provide impartial advice. I provide expert advice, testimony and evidence to the Land and Environment Court of NSW in various classes of litigation. I have appeared in over 120 cases and made submissions to several Commissions of Inquiry. I have been the principal consultant for over 350 consultancies concerning the visual impacts and landscape heritage area of expertise during the last ten years.

At the University of Sydney I have the responsibility for teaching and research in my areas of expertise, which are visual perception and cognition, aesthetic assessment, landscape assessment, interpretation of heritage items and places and cultural transformations of environments. I teach both undergraduate and postgraduate students in these areas, giving specialised elective courses in visual and aesthetic assessment. I supervise postgraduate research students undertaking PhD and Masters degree academic research in the area of heritage conservation and Environment Behaviour Studies (EBS). I am a member of the EBS disciplinary group. The latter field is based around empirical research into human aspects of the built environment, in particular, in my area of expertise, aspects of visual perception, landscape preference and environmental cognition. I carry out empirical and scholarly research in these fields on a continuing basis.

I have a number of academic research publications in local and international journals that publish research in EBS and heritage conservation and I am the co-editor of the academic Journal of the Australian and New Zealand Association for Person-Environment Studies, called by the acronym PaPER (People and Physical Environment Research), which publishes papers in EBS, environmental psychology, cultural heritage management and in heritage conservation. The association has affiliations with a number of international EBS research organisations. I have had a number of research papers published in the last five years on landscape perception and preference, landscape aesthetics and heritage conservation.

I have developed my own methods for landscape assessment, based on my education, knowledge from research and practical experience. They are

related to seminal research carried out in the 1970s, sometimes described at the Visual Management System approach, but are highly modified by myself in the light of contemporary knowledge of aesthetic preference and cognition and my experience in visual impacts assessment in urban environments. These methods have also been the subject of a number of professional seminars and of guest lecture courses I have conducted at the University of New South Wales.

Qualifications

Bachelor of Science - First Class Honours from the University of New England.

Doctor of Philosophy from the University of New England in 1975.

Honorary Senior lecturer in the Faculty of Architecture, Design and Planning and in Heritage Conservation, University of Sydney.

Visiting lecturer, University of New South Wales, School of The Built Environment

Principal of Richard Lamb and Associates and Director of Lambcon Associates Pty Ltd.

Since 1980 I have pursued research related to my teaching responsibilities and professional practice. My major research works are in:

Landscape heritage assessment

Visual perception

Landscape assessment and heritage impact assessment

Social and aesthetic values of the natural and built environment

Publications and presentations relevant to visual perception and assessment of landscapes are listed below.

Affiliations

Professional

Chartered Biologist, Institute of Biology (UK)

Editor, Journal of the Australian and New Zealand Journal for Person Environment Studies, titled "People and Physical Environment Research"

Community Organisations

Member National Trust of Australia

Chairman Landscape Conservation Committee (1995-2001)

Member Bush Management Advisory Committee (1989-2003)

Member Landscape Conservation Committee (1985-2008)

Chairman Landscape Assessment Committee (1985-1991)

Government Committees

Member, Cultural Heritage Research Advisory Committee, Department of Environment and Conservation NSW National Parks and Wildlife Service

Member, Australian Heritage Commission, NSW Natural Environment Evaluation Panel (1998-2000)

Member, South East Queensland Regional Organisation of Councils Scenic Amenity Study Program Advisory Committee (2003-2005)

International Journals for which Papers are refereed

Landscape & Urban Planning

Journal of Architectural & Planning Research

Architectural Science Review

People and Physical Environment Research (Journal of the Australian and New Zealand Association for Person Environment Studies)

Journal of Environmental Psychology

Australasian Journal of Environmental Management

Ecological Management & Restoration

Landscape Assessment and Strategic Planning for Visual Resource Protection

Assessment and Advice

- A D M Hewitt

Aesthetic assessment and evaluation of REF for proposed wind farm by Pacific Power and Partners, Crookwell.

- Ashfield City Council

Ashfield Town Centre, Study of Building Heights to be incorporated into the Town Centre Development Control Plan.

Review of DA for Abacus Ashfield Mall Redevelopment, against the performance standards of Building Heights Study.

- Brisbane City Council

Cultural Mapping exercise, for Quality Urban Corridors Program, Logan Road, Lutwyche/Gympie Roads, in association with Archimix Brisbane.

- Brisbane City Council and the Department of Natural Resources, Queensland Protection of Scenic Landscapes Study; Regional landscape study to develop a methodology for the documentation of scenic values of the South East Region of Queensland. South East Queensland Regional Organisation of Councils, advice on Scenic Amenity Study.



- Burt, W

Visual impact assessment and advice on view loss and view sharing including advocacy with Woollahra Council, private residential development, Queens Avenue, Vaucluse

- Camp Scott and Furphy

Visual impact assessment as part of the Review of Environmental Factors for Shellharbour Waste Water Treatment Works.

- Council of the City of Gosford

City Wide Visual Quality Study in association with David Kettle Consulting Services.

Development Control Plan-Scenic Quality.

David Kettle Consulting Services Pty Ltd

Local Environmental Study, The Scenic Highway, Terrigal.

- Demian Constructions

Strategic planning and visual impact assessment for proposed rezoning and master plan application, Riverlands Golf Course, Milperra.

- Department of Infrastructure, Planning and Natural Resources and The Uniting Church of Australia

Visual impact assessment for subdivision of land at Ingleside Road, Ingleside.

- Dupere, E

Visual impact assessment and strategic planning for proposed rezoning and subdivision of land at Menangle Road, Menangle

- Dexus Property group

Visual impact assessment and advice on building height controls for Greystanes Estate, Southern Employment Land, Greystanes.

- Globe Property Group

Visual and landscape strategic planning assessment of proposed draft amendment to Wingecarribee LEP 1989, Burradoo, Moss Vale

- Growth Centres Commission of NSW in association with Jackson Teece Architecture

Landscape and visual assessment to inform the strategic planning of development footprint and urban form analysis of North Kellyville precinct identified as an urban release area forming part of North West Growth Centre, North Kellyville.

- Hastings Shire Council

Review and redrafting of DCPs 9 and 20 relating to scenic and heritage resource protection, Port Macquarie.

Visual resources and scenic conservation study as part of Camden Haven River Estuary Processes Study, in association with Patterson Britton and Partners.

- Hillside Planners

Landscape assessment, curtilage study and heritage impact assessment as part of a Local Environmental Study, curtilage of Duckenfield House, Duckenfield, Hunter Valley.

- Ingham Planning

Visual impact assessment for subdivision application, The Northern Road, Glenmore Park.

- Landcom

Strategic planning advice and visual impact assessment for proposed NSW Police Facilities on former Sydney Water land, Potts Hill.

- Ingold, Trehy and Neate Pty Ltd

Local environmental study, proposed subdivision and residential development, Berkeley Vale, Wyong Shire.

- Johnson Property Group

Advice on urban design and potential visual impacts, proposed Trinity Point Marina and tourism development Concept Plan, Lake Macquarie. Visual impact assessment of proposed residential subdivision, mitigation measures and advice on conditions for site specific DCP, Scarborough Gardens, Bonnells Bay

- Kinsmen Queensland

Visual constraints and residential development strategy advice, Lennox Head.

Advocacy concerning strategic planning process and proposed rezoning of land, Lennox Head.

- Ku ring gai Council

Brief development for municipality wide neighbourhood visual and streetscape study.

Local Environmental Study: scenic quality of South Turrumurra.

- Meadows of Milton

Scenic resources and visual constraints study, proposed seniors living proposal involving concurrent rezoning, Milton, South Coast.

- Office of Marine Administration and Department of Environment and Planning

Methodology for assessment of visual issues and design guidelines for the DCP to accompany SREP 22 and 23, Sydney and Middle Harbours and Parramatta River: and Part 5 checklist.

- Pittwater Council

Scenic qualities, landscape resources and visual constraints study, potential rezoning and land swap exercise, Council Works Depot site, Ingleside.

- Quality Environmental Management

The Water Board (now Sydney Water) review of visual environmental effects for Wongawilli Reservoir proposal, West Dapto, Illawarra. Road Transit Authority (Review of visual environmental effects for Oak Flats Highway Interchange proposal, Oak Flats to Dunmore section, Princes Highway, Illawarra).

- Rockdale City Council

Development control strategy and advice for Draft DCP, Rocky Point Road, Ramsgate.

- Rossmysra Pty Ltd

Visual impact evaluation of a series of possible locations for dwelling sites, Menai.

- Seyffer, M

Report on strategic planning issues and submission to Shoalhaven City Council related to Scenic Preservation hatching being proposed over the locality of Cambewarra Village, North Nowra.

- Shoalhaven City Council

East Nowra Local Environmental Study.

Old Erowal Bay visual quality study.

Brief for Mollymook Local Environmental Study: Visual Impacts.

Visual impacts assessment relating to land swap and rezoning proposals, Milton and Narrawallee.

- SPD Planning

Urban design and visual impact study, Beach Street, Coogee.

- Sutherland Shire Council, jointly with Wollongong City Council.

Commission of Inquiry into rezoning, primary submission on visual impacts, Helensburgh.

- The Penrith Gospel Trust

Visual impact assessment of new school house, Kingswood Road, Orchard Hills.

- Wingecarribee Shire Council

Preparation of Development Control Plan No 53 for the siting of buildings in rural zones.

- Winten Property Group

Strategic planning study for Stage 1 Master Plan, visual impact assessment for rezoning applications, principles for siting of buildings and mitigation of potential impacts, Boydtown, Eden region.

Publications

Refereed articles

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ATTACHMEMNT D

Letter to Council from BBC Planning in regard to the need for a detailed visual assessment to inform the development of LEP controls applying to the site





26 November 2009

Our ref: RJC:LR/08192

The General Manager
Penrith City Council
Civic Centre
601 High Street
PENRITH NSW 2750

Attention: Mr Craig Butler

Dear Sir,

**re: Landscape Character Analysis and Visual Assessment Report in relation to
“Gateway” Concept for The Northern Road, Glenmore Park**

We write on behalf of Nergl Developments Pty Ltd in relation to its landholding at No's 2075-2113 The Northern Road and No's 1-29 Bradley Street, Penrith.

On Monday, 14 September 2009, we met with the then Mayor, Jim Aitken, Council planners and yourself to discuss the implications of the Draft Stage 1 LEP on our client's land. At the meeting, it was suggested to our client that they should commission a detailed study of the visual and landscape context of the site, with particular reference to whether our client's land, located north of Bradley Street, was a “gateway” into Penrith.

By letter dated 20 October 2009, we wrote to Council in relation to the Policy Review Committee Meeting held on Wednesday, 21 October 2009. We attached to our letter a separate letter from Noel Hemmings QC of Allens Arthur Robinson, dated 15 October 2009, which expressed concern that Council's town planners had recommended to Council's Policy Review Committee (at its meeting on 21 October 2009) that there be a continuation of the E4 Environmental Living zone (“E4 zone”) being applied to our client's site when Draft Local Environmental Plan 2010 (Stage 2) (“Draft LEP 2010”) is adopted as a Draft LEP.

The letter from Noel Hemmings QC questioned Council's town planners' assertion that the proposed E4 zone in Draft LEP 2010, insofar as it applied to our client's land, would support Council's “long held planning objectives for The Northern Road that date back to the mid 1980's and prior to release of land for Glenmore Park” (page 16 of the Addendum to Discussion Paper for Council's Policy Review Committee Meeting on 21 October 2009). Noel Hemmings QC states in his letter:-

"It is clearly evident from Council's statement that a study is required to assess the relevance of a policy which is over 20 years old, and as such fails to take into consideration development that has and is proposed to occur along The Northern Road and in the surrounding area, including the residential area of Glenmore Park, the proposed intersection works on The Northern Road, the commencement of works by Nergl pursuant to a development consent for subdivision of the site, and the proposed Seniors Living development by Nergl.

It is clear that because the 'policy' is relied upon by Council officers each time consideration is given to development applications in relation to the site, that it is important for Council to urgently review the 'policy' and determine whether it has any continued or future relevance to the Site.

Accordingly, we recommend that you approach the Councillors to call for an urgent report for a review of the continued relevance of 'Council's endorsed policy for the site'."

We note that the very issues Noel Hemmings QC raised in his letter are perpetuated in the report prepared by Council's town planners for the meeting of Council to be held on 30 November 2009 in relation to "outstanding issues relating to the public exhibition of Draft Penrith LEP 2008". That report states:-

"The proposed E4 zone is consistent with Council's long held planning policy for the area and it is not recommended that it should change."

Whilst we note and support the recommendation of the report that the site be deferred from Draft LEP 2008, the need for a thorough study as referred to by Noel Hemmings is essential.

In order to assist Council in its deliberations and considerations of the concept of a 'Gateway' for The Northern Road, Glenmore Park, Nergl Developments Pty Ltd appointed Richard Lamb of Richard Lamb & Associates to undertake an independent assessment of the visual significance of its land. Richard Lamb has assessed the contribution of the land to the existing visual character of the area and to the visual experience that occurs between urban Penrith and land of rural and other characters that occurs along The Northern Road. He has also determined the extent of visual change that will occur to the visual character and experience of the road corridor as the result of approved future urban release development, changes caused by approved development applications on and in the immediate context of the subject site, and the effect of a SEPP (Housing for Seniors or People with a Disability) development of part of our client's land, for which a Certificate of Compatibility has been issued by the Department of Planning.

Richard Lamb has also reviewed the existing and future contribution of the subject land to the corridor in the context of changes proposed to the zoning under Stage 1 of Draft LEP 2008, which covers the rural lands of the LGA, and which was exhibited in early 2009.

The report is provided as a tool to be used by Council in relation to its ongoing consideration of the logical and orderly planning that should occur in relation to the subject land and its context.

The report concludes, inter alia:-

"If the approved changes to the landscapes within The Northern Road corridor are looked at objectively, it is more appropriate to consider the rural 'gateway' to and from Penrith to be further to the south of the site. In particular the area in the vicinity of Kings Hill Road will have more of a transitional character previously associated with the section of The Northern Road in the vicinity of the site."

and

"... It is considered that the proposed rezoning of the site as part of Draft Penrith Local Environmental Plan 2008 to an E4 zone is inappropriate. The further back-zoning of the land unreasonably reduces the land's development potential and over-estimates its visual significance. It does not appear to recognise the processes of transition that are already in place and which will continue. It does not appear to be compatible with the future changes and the character of the context of the site as a result of the Glenmore Park Stage 2 development, the Bradley Street intersection upgrade and the changes both of these will make to the quality of and the experience of The Northern Road."

We trust that the report will be of assistance to Council.

Yours sincerely
BBC Consulting Planners



Robert Chambers
Director

Email bob.chambers@bbcplanners.com.au