



MOSMAN FORESHORES VISUAL CHARACTER AND SCENIC AMENITY ANALYSIS

FINAL REPORT 23 FEBRUARY 2018

spackman mossop michaelis
M|G Planning
LANDSCAPE ARCHITECTS

Cover image:

Headland Park, Mosman (source: Sydney.com Destination NSW 2017, <http://www.sydney.com/destinations/sydney/sydney-north/mosman/attractions/headland-park-mosman>, accessed 19.09.2017)

MOSMAN FORESHORES VISUAL CHARACTER AND SCENIC AMENITY ANALYSIS

REVISION 2 - 23 FEBRUARY 2018

Prepared by:

spackman mossop michaelis

115 Flinders Street Surry Hills NSW 2021
PO Box 880 Darlinghurst NSW 1300
tel 61 2 9361 4549
www.spackmanmossopmichaels.com

With

M|G Planning
URBAN PLANNERS

Prepared for:

Mosman
COUNCIL

SMM REFERENCE: 17045

VERSION CONTROL

REV	DATE	DESCRIPTION	APPROVED BY
0	05/01/18	DRAFT REPORT	MW
1	15/02/18	FINAL DRAFT REPORT	MW
2	23/02/18	FINAL REPORT	MW

...the significance of Sydney Harbour cannot be underestimated, for Sydney-siders and visitors alike. [...] let's continue to fight for [...] the harbour city we want.

The key to maintaining the harbour's identity is to sustain the unique and particular, the ordinary and extraordinary, its beauty and delight. All of which make this one of the most liveable cities in the world...

(Lochhead 2016)

BLANK PAGE

TABLE OF CONTENTS

1	INTRODUCTION	9
1.1	THE STUDY AREA	9
1.2	CONTEXT.....	9
1.3	STUDY BACKGROUND	9
1.4	STUDY AIMS.....	11
1.5	HOW THIS STUDY WAS PREPARED	12
1.6	REPORT STRUCTURE.....	12
2	THE STUDY AREA AND PREVIOUS STUDIES	15
2.1	SYDNEY HARBOUR CONTEXT	15
2.2	NATURAL AND CULTURAL FEATURES	16
2.3	PREVIOUS STUDIES	23
3	VISUAL ASSESSMENT METHODOLOGY	29
3.1	DEVELOPMENT OF THE VISUAL ASSESSMENT METHOD.....	29
3.2	METHODOLOGY OVERVIEW.....	29
3.3	STUDY AREA DEFINITION	30
3.4	IDENTIFY LANDSCAPE PRECINCTS	30
3.5	ASSESS LANDSCAPE PRECINCTS	34
3.6	THE VISUAL SETTING	36
4	MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS	41
4.1	LANDSCAPE CHARACTER PRECINCTS.....	41
5	OPPORTUNITIES AND RECOMMENDATIONS	121
5.1	EXISTING PLANNING FRAMEWORK.....	121
5.2	SCENIC PROTECTION OBJECTIVES.....	123
5.3	EFFECTIVENESS OF EXISTING PLANNING CONTROLS.....	124
5.4	RECOMMENDATIONS FOR PUBLIC DOMAIN WORKS.....	125
5.5	COMMONWEALTH LANDS.....	126
6	SUMMARY AND CONCLUSION	129
6.1	SUMMARY.....	129
6.2	CONCLUSION	130
7	REFERENCES AND BIBLIOGRAPHY	133
	APPENDIX 1: STAGE 1 EXISTING PLANNING FRAMEWORK REPORT	135
	APPENDIX 2: STAGE 2 –PLANNING ANALYSIS REPORT	

BLANK PAGE

BLANK PAGE

1 INTRODUCTION

This *Visual Character and Scenic Amenity Analysis* (the Study) report was prepared by Spackman Mossop Michaels (SMM) for Mosman Council. It provides a visual character analysis of land within Mosman Council's Scenic Protection Area (SPA), followed by recommendations to retain and strengthen scenic values and their protection.

The SPA is the area along the foreshore in the Mosman Local Government Area (LGA) extending from the water to the 60 metre contour line.

Prominently located at the junction of Sydney and Middle Harbours, Mosman and the SPA are highly visible from both surrounding waterways and land areas across the water.

The visual significance of Mosman was summarised by Robert Irving, OAM in 2007 as lying in the "setting with its superb relationship with the harbour, and its 11 peninsulas which project into the water like giant fingers of landscape embracing beautiful bays and coves." The peninsulas are characterised by a unique mix of beaches, cliffs and headlands and bushland areas stretching from the water to the ridge lines and interspersed with residential and urban development.

1.1 THE STUDY AREA

The study area is the SPA as identified in Mosman Local Environmental Plan 2012 (Mosman LEP). It comprises all land in the Mosman LGA from the mean high water mark sloping up to the 60m contour line – refer **Figure 1**.

The study area is largely made up of low to medium density residential areas, large areas of land zoned National Park and Nature Reserves, Public Recreation, Environmental Conservation and Special Activities areas including Defence, Sydney Harbour Federation Trust (Harbour Trust) and Taronga Zoo lands – also refer **Figure 3**.

1.2 CONTEXT

The Mosman LGA is located about 8 kilometres north-east of the Sydney CBD. It is a relatively small LGA, consisting of approximately 8.5 km² of land surrounded by Port Jackson on three sides, including Sydney Harbour and Middle Harbour – refer **Figure 2**.

The LGA is characterised by spectacular natural landforms such as cliffs, beaches and rugged slopes and a unique pattern of development that includes predominantly low

density residential housing and significant natural areas on generally government owned lands including lands managed by Mosman Council and various state and Commonwealth agencies.

The scenic value and importance of Mosman has a long history of recognition and celebration through art having inspired some of Australia's most notable artists including Lloyd Rees, Margaret Preston and many others.

Being prominently located within Port Jackson (also sometimes referred to as Sydney Harbour), the Mosman foreshore is an integral part of the experience of Sydney Harbour, widely recognised as one of the most beautiful urban harbours in the world and the gateway to Sydney. As a place of major national and heritage values and offering significant recreation and leisure opportunities, Port Jackson shapes Sydney's identity and image like no other natural feature, making it a major asset to the people of Sydney, NSW and beyond.

Recognition of this asset through the planning system dates back to at least the 1960's when the State Planning Authority sought to establish a policy basis for the future use and development of the port, including Sydney and Middle Harbours. Subsequent state and local planning has sought to protect Sydney Harbour as an asset, noting the importance of the appearance of land-based development on views from the water and surrounding foreshores.

Early and subsequent planning work also established and confirmed the importance of vegetative cover in the protection of scenic and visual values, noting that the dominance of landscape over built form in the visually prominent foreshore area below the 60 metre contour was key to the scenic character and therefore its retention and enhancement.

1.3 STUDY BACKGROUND

Mosman Council has a long history of working towards protecting and enhancing the visual character and significance of its foreshores for the benefit of current and future generations.

This Study was prepared to assist Council in the ongoing protection of the high scenic value associated with Mosman's foreshore slopes as experienced from Sydney and Middle Harbours.

Two primary drivers have prompted the commission of this study, namely

1 INTRODUCTION



Figure 1: The study area

1 INTRODUCTION

1. The release of the *Draft North District Plan* by the Greater Sydney Commission.
2. Concern on the part of Mosman Council that it may lose its temporary exemption from *State Environmental Planning Policy (Exempt and Complying Development Codes) 2008* (Codes SEPP), which would alter the development assessment framework to remove the requirement for fine-grained assessment of proposed development on the harbour foreshore slopes considering matters such as the visual impact of development, dominance of landscape over built form and views.

DRAFT NORTH DISTRICT PLAN

The *Draft North District Plan* (the Plan) was prepared by the Greater Sydney Commission (GSC) and publicly exhibited in late 2016 to early 2017. The Plan seeks to translate the objectives and strategies outlined in the metropolitan Strategy *A Plan for Growing Sydney*, bridging the gap between metropolitan planning and local government planning and setting out the aspirations and proposals for Greater Sydney's North District, which includes the local government areas of Hornsby, Hunters Hill, Ku-ring-gai, Lane Cove, Northern Beaches, Mosman, North Sydney, Ryde and Willoughby. The Plan will form the overarching strategy for all future planning in the district, identifying the growth, planning priorities and desired outcomes for the area.

The Plan's Sustainability Policy 7 recommends Councils "identify and map areas with high scenic value and develop strategies, planning and development controls that protect important scenic landscapes and vistas of them".

Since commencing this Study, a revised *Draft North District Plan* and *Draft Greater Sydney Region Plan* were publicly exhibited in late 2017, and are anticipated to come into effect in 2018, with the latter replacing *A Plan for Growing Sydney*. The Greater Sydney Commission's exhibited plans recognise the importance of Sydney Harbour and the need to protect and enhance scenic and cultural landscapes. Preparation of the Study is a direct response to these recommendations.

CODES SEPP

Introduction of the Codes SEPP in 2008 has made it possible to build a new dwelling house or carry out alterations and additions to an existing house without having to lodge a development application (DA), using a State wide code. Complying development constitutes a fast-track approval process for what are considered to be straightforward

residential, commercial and industrial developments: if an application meets specific criteria, it can be quickly determined by a council or accredited certifier.

The use of a specified set of criteria essentially adopts a "one-size-fits-all" approach to determining applications across all of NSW, based on numerical criteria, rather than a qualitative assessment. As a consequence, unique qualities and values such as those of the Mosman foreshores are not considered in the decision-making process.

The landscape area requirement under the Codes SEPP is generally well below 50% of the lot area. There is a concern that the dominance of landscape over built form, identified as integral to the scenic character and visual values of Mosman's harbour foreshores, could be progressively and cumulatively lost.

The Codes SEPP currently does not apply to land within the SPA, with Mosman Council having secured an exemption that will remain in place until 30 November 2018.

This Study seeks to provide Council with a renewed assessment and analysis of Mosman's foreshore slopes. This information will inform future discussions with the Department of Planning and Environment (DP+E) in respect of the application or otherwise of the Codes SEPP within the SPA.

1.4 STUDY AIMS

The key aims of the Study are:

1. To assess the visual character of Mosman's foreshore slopes as viewed from Sydney and Middle Harbours.
2. To understand the effectiveness of State and local planning controls and other strategies to protect and enhance the visual significance of Mosman's foreshore slopes.
3. To explore options to reduce negative impacts and enhance the existing landscape and visual environment within Mosman's foreshore slopes.

In doing so, this study seeks to confirm and strengthen the role of planning instruments in maintaining and enhancing the relationship between the harbour, the natural landscape, land-based development and the scenic character and visual values of the Mosman foreshores.

1 INTRODUCTION

1.5 HOW THIS STUDY WAS PREPARED

Developing the Study has involved consultation with Council's strategic planning section as well as the following key stages:

- Review of the existing planning framework, including objectives in respect of the protection of visual character and scenic amenity
- Site mapping using Council-supplied GIS data and aerial photography
- Research and development of a methodology for assessing visual quality and scenic character
- Review of the historic context of the SPA including both natural and cultural heritage
- Review of previous studies into the visual and scenic character of Mosman
- Identification and description of visual character areas, based on a land and water-based field assessment
- Identification of changes to the visual setting over the past 25 years using observations and recordings from field studies and historic imagery from a range of sources
- Documentation of any developments detracting from scenic values, based on the observed effects during the field studies
- Assessment of the effectiveness of statutory planning controls in protecting scenic amenity, based on the observed changes to the visual setting and the review of planning controls
- Identification and confirmation of the key values for scenic protection
- Preparation of recommendations to improve the effectiveness of planning controls in protecting the visual character and scenic amenity of the SPA.

SMM acknowledge the assistance of the following organisations in the preparation of this study:

- Mosman Council's strategic planning team
- MG Planning Urban Planners
- Mosman Council's Geographic Information Systems (GIS) team
- Barry O'Keefe Library - Mosman Local Studies Collection.

1.6 REPORT STRUCTURE

The Study contains a series of recommendations for amendments to existing planning controls to maximise the protection and enhancement of the visual significance of Mosman's foreshores slopes.

In support of these recommendations, the report is structured into several sections. The content of each section is summarised below:

- 1. Introduction**
Introductory Overview
- 2. The study area and previous studies**
Brief description of the study area and its main features, including a discussion of natural and cultural factors considered to contribute to its scenic character and importance. Summary of relevant earlier studies into the visual and scenic character of Mosman.
- 3. Visual assessment methodology**
Describes how landscape character areas will be identified, and how the visual character and scenic quality of the study area will be assessed.
- 4. Mosman Foreshores visual character analysis**
Definition and description of visual character areas, including character statements for each area, description of changes over the past 25 years and assessment of scenic quality. Identification of potential public domain improvements as well as of potential amendments to local planning controls, to better realise scenic protection objectives.
- 5. Opportunities and recommendations**
Provides an overview of the existing planning framework, and makes recommendations for scenic protection objectives. Summarises the key findings of an assessment of the effectiveness of the existing planning framework in protecting the scenic significance of the Mosman foreshores. Provides a summary of recommendations for changes to the planning framework and the Mosman public domain.
- 6. Summary and Conclusion**
- 7. References and Bibliography**
List of information reviewed in the preparation of the Study.

2 THE STUDY AREA AND PREVIOUS STUDIES

Brief description of the study area and its main features, including a discussion of natural and cultural factors considered to contribute to its scenic character and importance. Summary of earlier studies into the visual and scenic character of Mosman.

BLANK PAGE

2 THE STUDY AREA AND PREVIOUS STUDIES

2.1 SYDNEY HARBOUR CONTEXT

Mosman is a small LGA, consisting of approximately 8.5 km² of land surrounded by water on three sides. It is located about 8 kilometres north-east of the Sydney CBD. Yet Mosman's southern shores are less than three kilometres from the Sydney Opera House, the curtilage of which extends to Robertsons Point in Cremorne Reserve - refer Figure 2.

Middle Head, at the LGA's eastern extremity is located directly opposite the opening of Port Jackson to the Tasman Sea. For those arriving by international cruise ship, Mosman's foreshore slopes, together with North and South Heads, are responsible

for defining the visitors' first impression of Sydney Harbour, and by extension of Sydney itself.

The eastern and southern foreshore slopes form a constant and defining visual backdrop to the journey along Sydney Harbour's main navigational channel, travelled by international cruise ships, public and private ferries and harbour tour operators, as well as private craft.

In addition Mosman's foreshore slopes define much of the character of Middle Harbour. They provide the backdrop to land areas around Port Jackson for a larger number of localities

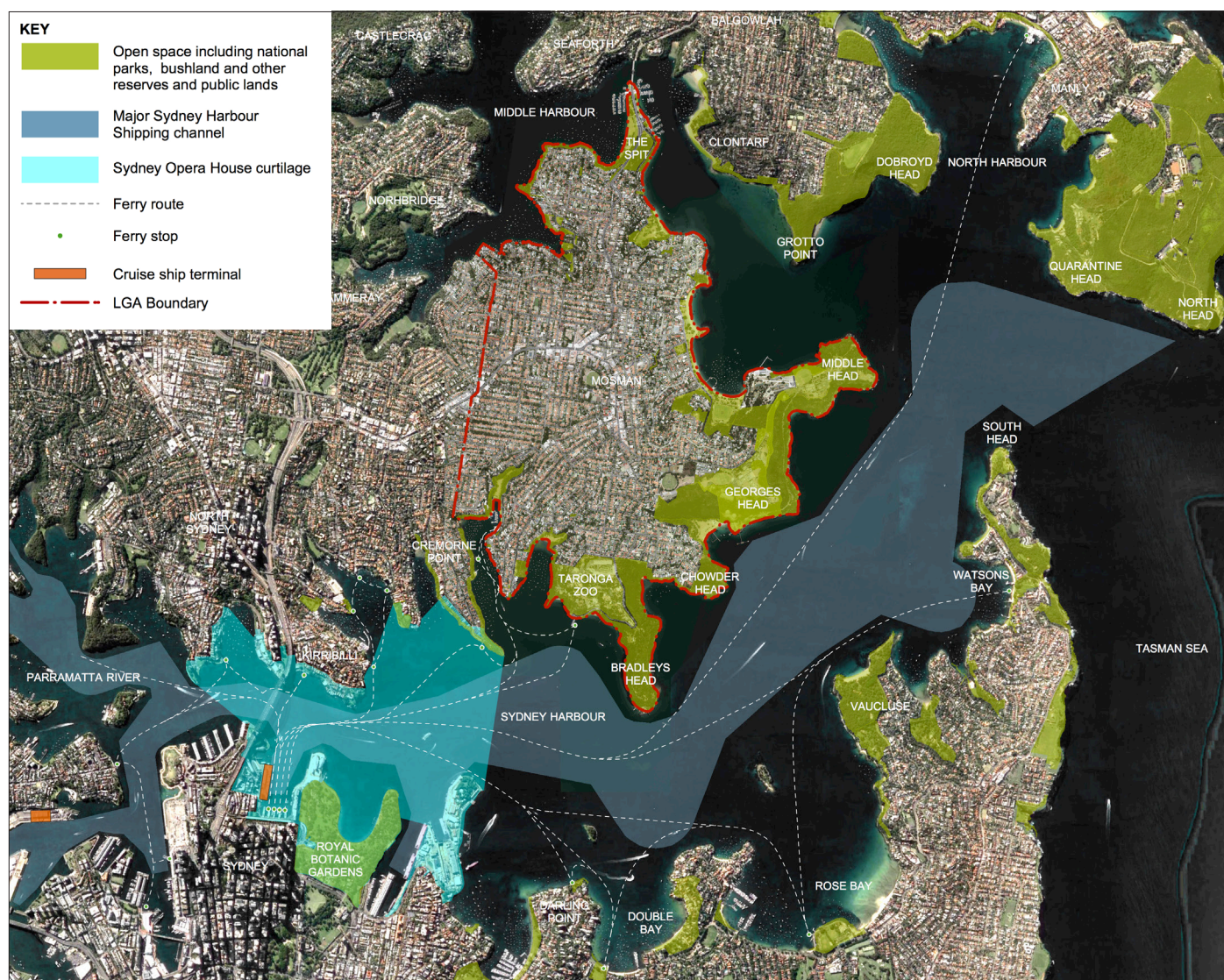


Figure 2: Port Jackson Context

2 THE STUDY AREA AND PREVIOUS STUDIES

from Watsons Bay to Manly and including prominent waterfront suburbs such as Vaucluse, Double Bay, Darling Point, Kirribilli, Cremorne Point, Northbridge, Castlecrag, Seaforth and Clontarf.

Made up of a series of headlands, bays, inlets and beaches, the Mosman foreshore is responsible for much of the character of Sydney Harbour and Port Jackson, recognised as significant not only for Sydney but for NSW and the nation.

The Mosman foreshore is therefore both an integral and a quintessential part of the experience of Port Jackson.

2.2 NATURAL AND CULTURAL FEATURES

2.2.1 LANDFORM AND URBAN PATTERN

The LGA is characterised by spectacular natural landforms such as cliffs, beaches and rugged slopes sloping steeply towards the harbour from the ridge lines where the major roads and centres are located.

The remainder of the street network is often winding, steep and includes many divided roads developed in response to Mosman's rugged terrain during periods of rapid population growth from the late 19th century onwards.

The steep slopes falling away from the ridge lines allow a visual connection with the foreshore or harbour in many parts of the LGA, for example along Raglan Street, Bradleys Head Road, Middle Head Road and Spit Road – refer **Plates 1 and 2**.

Mosman's unique pattern of development includes predominantly low density residential housing with some multi-storey flat developments dating to the post-war era including some in prominent locations.



Plate 1: A view of The Spit Bridge and Middle Harbour (source: Destination NSW: Jeffrey Drewitz via ABC 2017a)



Plate 2: View of Sydney Harbour and the heads looking along Awaba Street, Balmoral (source: Antal 2007)

2 THE STUDY AREA AND PREVIOUS STUDIES

2.2.2 NATURAL AREAS

The Mosman LGA retains significant natural areas including large tracts of bushland areas along the foreshore between Bradleys Head and Middle Head on Sydney Harbour, and smaller but equally important remnant vegetation along the foreshore between Middle Head and Quakers Hat on Middle Harbour – refer **Plates 3 and 4**.

Dating back to the early days of subdivision and development, much of the foreshore is dedicated to public reserves. There are also significant areas of National Park, Taronga Zoo, current Commonwealth Defence land and former Defence land managed by the Harbour Trust – refer **Figure 3**.

These areas form a network of green open space and bushland close to residential areas, providing an important buffer between the Harbour and areas of urban development – refer **Figure 4**. A network of coastal bush and walking tracks make the foreshore highly accessible to residents and visitors alike, resulting in a high tourism use of the area.

CULTURAL PLANTING AND THE MOSMAN LANDSCAPE

The presence of substantial plantings in both private lots and along the streets creates a visual character which presents a harmonious balance between built form and the natural environment. Combining this urban form with the extensive areas of bushland and open space results in the expression of a unique and highly attractive landscape.



Plate 3: Extensive bushland areas around Taylors Bay as seen from Bottle and Glass Point, Vaucluse (source: Webb 2017)



Plate 4: Foreshore vegetation around Wyargine Point as seen from Grotto Point lookout (source: AussieBushwalking.com 2017)

2 THE STUDY AREA AND PREVIOUS STUDIES

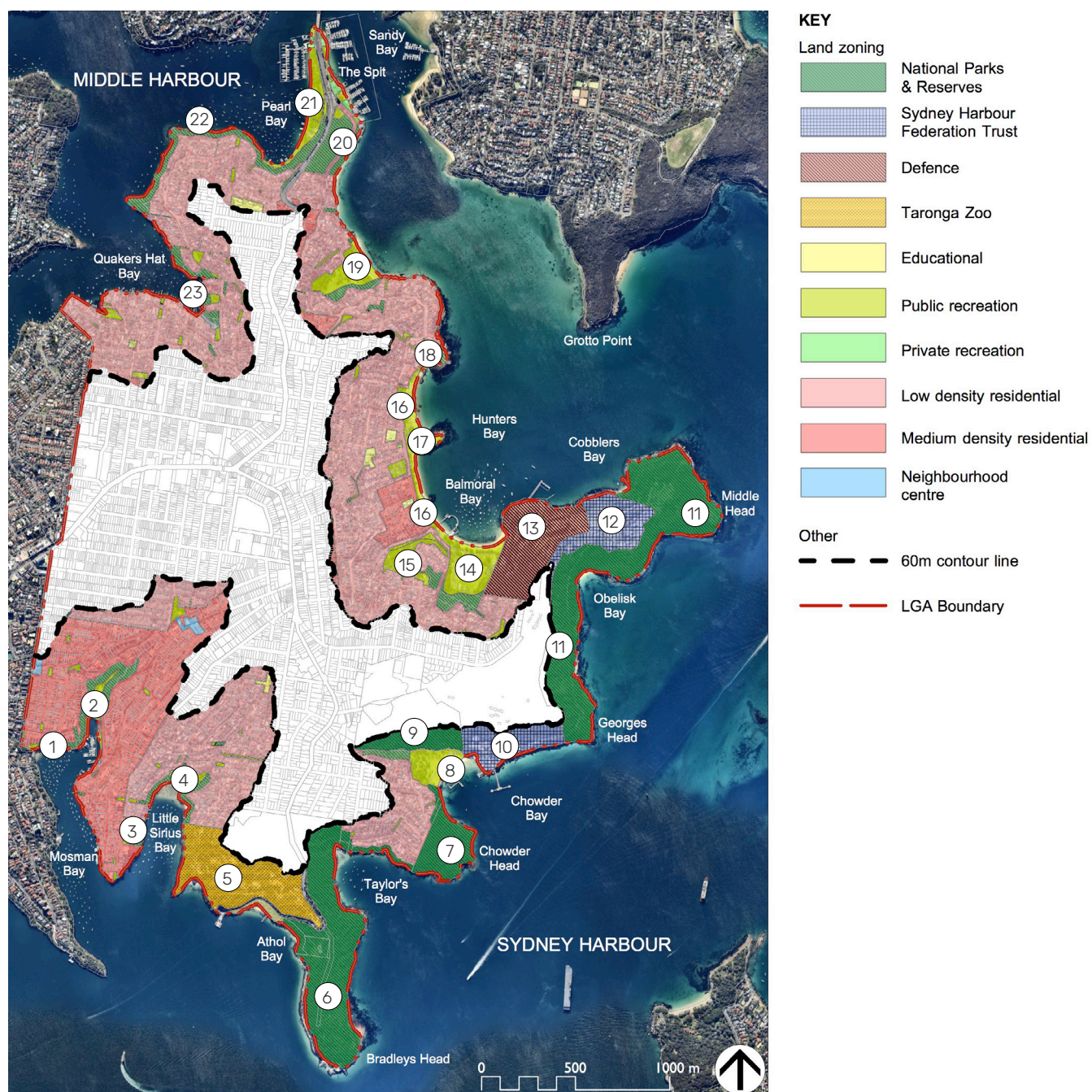


Figure 3: Land use and foreshore reserves

Key to foreshore reserves

- | | | | |
|--|---|--|---|
| 1. Harnett Park | 7. SHNP - Chowder Head | 12. Harbour Trust - Middle Head | 18. Wyargine Reserve |
| 2. Reid Park | 8. Clifton Gardens Reserve | 13. HMAS Penguin | 19. Rosherville Reserve and Chinamans Beach |
| 3. Curraghbeena Park | 9. SHNP - Chowder Bay | 14. Balmoral Park | 20. Parriwi Park |
| 4. Sirius Cove Reserve | 10. Harbour Trust Headland Park (Chowder Bay to Georges Head and Georges Heights) | 15. Lawry Plunkett Reserve | 21. The Spit Reserve |
| 5. Taronga Zoo | 11. SHNP - Georges Head to Middle Head | 16. Hunters Park, Balmoral and Edwards Beach | 22. Quakers Hat Park |
| 6. Sydney Harbour National Park (SHNP) - Bradleys Head | | 17. Rocky Point Island | 23. Stan McCabe Park / Bay Street |

Legend

- Parks / Bushland / Open Space
- Playgrounds
- Ovals

DISCLAIMER

This map has been compiled from various sources and the publisher and/or contributors accept no responsibility for any injury, loss or damage arising from its use or error or omissions therein.

Copyright Mosman Municipal Council & LPI 2008

Updated EM February 2008

File No. Q:\Map Catalog\Web\Mosman\Recreation

Mosman Municipal Council

Bradleys Head

0.4 0 0.4

Kilometers

2 THE STUDY AREA AND PREVIOUS STUDIES

2.2.3 RECOGNITION THROUGH ART

Owing to its unique bushland and water surrounds, Mosman has been a popular recreation destination since the late 19th century when pleasure resorts and picnic areas first started to proliferate around the foreshores. The scenic setting also has a long history of recognition, appreciation and depiction in art on the part of both the indigenous Cammeragal and Borogal clans and historic artists including John William Ashton, Sydney Long, Lloyd Rees, James R Jackson and Margaret Preston.

Artists' camps were established at Curlew Camp and Sirius Cove and paintings created at the camps by artists including Tom Roberts and Arthur Streeton have become iconic images of Sydney Harbour, depicting both the natural landscape and the juxtaposition of natural and urban forms – refer Plates 5-7. On the basis of its popularity with artists Mosman has been nominated as Australia's "most painted suburb" and a number of the resulting artworks are considered masterpieces of Australian art.



Plate 5: 'Mosman's [sic] Bay', Tom Roberts, 1894
(source: National Gallery of Australia 2017a)



Plate 6: 'Mosman Bay', Margaret Preston, 1927
(source: National Gallery of Australia 2017b)



Plate 7: 'Mosman Bay', Arthur Streeton 1907 (source: National Gallery of Victoria 2017)

2 THE STUDY AREA AND PREVIOUS STUDIES

2.2.4 URBAN DEVELOPMENT AND HERITAGE

European settlement of Mosman dates back to the early 1800s. The first subdivisions began around the 1860's with construction of Mosman's first proper road, Avenue Road, and the formation of the Municipality of the Borough of Mosman. The area was promoted as one of natural beauty and visitors were encouraged to experience Mosman's beaches and scenic quality – refer **Plate 8**.

With the resulting increase in residents and visitors came the need for public transport, streets, pleasure gardens and picnic areas, schools, churches shops and services – refer **Plate 9**. Further subdivisions took place in the early 1900s up to the 1930s as the area became a popular place to live.

Development of Mosman slowed during the Depression and War eras. In contrast the 1950s and 60s brought a large number of multi-storey residential flat developments to cope with housing demand – refer **Plate 10**. Public concern about this type of development resulted in more stringent Council development controls and eventually a ban on high-rise developments.

Owing to this history, Mosman's heritage is diverse and includes close to 500 cultural and natural items such as buildings, monuments, Aboriginal places, gardens, bridges, landscapes, archaeological sites, streets and conservation areas, with representative items from all recognised periods of Australian architecture i.e. the Old Colonial, Victorian, Federation, Inter-War, Post-War and Late 20th Century periods.

The inclusion of a large number of open spaces, unmade and vegetated road reserves, street trees and bushland areas on Mosman's heritage list indicates the value and importance of the natural landscape to Mosman, as well as the magnitude of the contribution towards the character of the harbour foreshores.

"A community's concern for heritage springs from a desire to protect sites and structures which they regard as important, and which they want to conserve and pass on to future generations. Heritage helps people to understand what kind of a community they live in, what it was, and what it hopes to be. It defines what is distinctive about the local area and its people. It establishes identity" (Staas 1999, p. 5)



Plate 8: 'On Balmoral Beach Sydney' Ethel Carrick Fox 1913 (source: Mosman Art Gallery 2017)

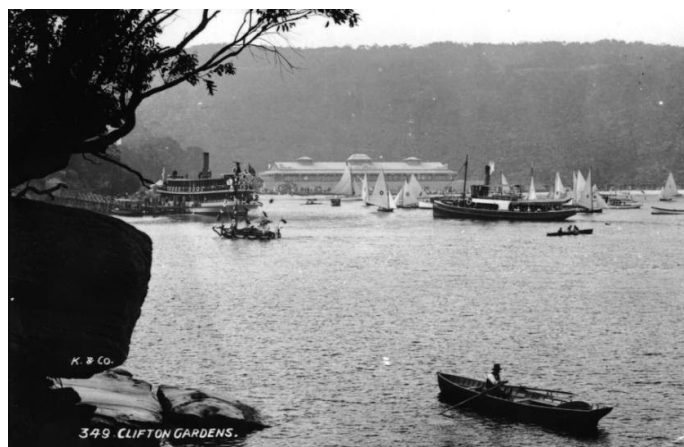


Plate 9: Clifton Gardens Pleasure Grounds from Chowder Bay, Kerry & Co 1906 (source: Powerhouse Museum 2017)



Plate 10: Multi-storey units at Edwards Beach, Balmoral

2 THE STUDY AREA AND PREVIOUS STUDIES

2.2.5 SCENIC IMPORTANCE

Mosman is defined to a large extent by the interplay between natural and cultural heritage elements including the harbour foreshores setting, topography, vegetation and a diverse collection of buildings and structures that document the various stages of European settlement from the early days of the colony to the present day.

This character represents a major asset not only to the people of Mosman, but of Sydney, NSW and Australia.

Recognition of this asset through the planning system dates back to at least the 1960's when the State Planning Authority sought to establish a policy basis for the future use and development of the harbour area. Subsequent state and local planning has sought to protect Sydney Harbour as an asset, highlighting the importance of protecting and enhancing Sydney Harbour's scenic quality. The appearance of land-based development was identified as a significant factor affecting the views and appearance of Sydney Harbour from both the water and surrounding foreshores.

Early and subsequent planning work and other strategic studies (also refer section 2.3 Previous Studies) also established and confirmed the importance of vegetative cover in the protection of scenic and visual values. It identified that retention of the dominance of landscape over built form was key to the scenic character of Mosman and Sydney Harbour.

It was further established that the area below the 60 metre contour was the critical zone most visible from the harbour and therefore the area where visual consideration of the impact of development was vital in order to protect and enhance the scenic quality of Sydney Harbour.

2.2.6 RESIDENTIAL VALUE

The value of the scenic and physical attributes of Mosman is also reflected in its high livability ranking and high real estate value. Proximity to the harbours, extensive natural areas around foreshores, substantial tree planting in streets, public parks and private property, period and contemporary architecture, views and favourable aspects all contribute to these values.

2.2.7 CONCLUSION

As a place of major national and heritage values and offering significant recreation and leisure opportunities, Sydney Harbour shapes Sydney's identity and image like no other natural feature, making it a major asset to the people of Sydney, NSW and the nation.

Located at the entrance to Sydney Harbour and Middle Harbour, the peninsula on which Mosman is located is visually prominent and the focal point of the entry into Port Jackson. Its foreshores line the edges of both Sydney and Middle Harbours and as such heighten the visual and scenic value of the suburb.

"Yet the significance of Sydney Harbour cannot be underestimated, for Sydney-siders and visitors alike. It is one of the places that can and should be enjoyed by all."

"So let's not rely on predictable paradigms to shape our city. Instead, let's continue to fight for and re-imagine the harbour city we want."

"The key to maintaining the harbour's identity is to sustain the unique and particular, the ordinary and extraordinary, its beauty and delight. All of which make this one of the most liveable cities in the world, and that is Sydney's cachet." (Lochhead 2016)

2 THE STUDY AREA AND PREVIOUS STUDIES

2.3 PREVIOUS STUDIES

This section provides a brief summary of the outcomes of a number of previous visual and scenic studies including the identified values and objectives for scenic protection.

The following documents, listed in chronological order, were reviewed:

- *The Sydney Harbour Foreshore Study*, by the NSW State Planning Authority
- *Sydney Harbour Foreshore Development Report 1971*, by the NSW State Planning Authority
- *Mosman Urban Design Study. Residential Areas*, by McDonald McPhee Pty Ltd, Penelope Pike and Craig Burton
- *Rosherville Reserve, Clifton Gardens and Sirius Cove Development Control Plan Guidelines. Final Draft*, by Lester Firth Associates

2.3.1 SYDNEY HARBOUR FORESHORE STUDY

The Sydney Harbour Foreshore Study (SHFS) was prepared by the State Planning Authority of NSW in 1967, to provide the basis for consultation with local councils and other stakeholders. The ultimate aim of the study was the protection and enhancement of “the outstanding visual and recreational assets afforded by the harbour”.

The study area comprised all of Sydney, North and Middle Harbours from the heads to the Gladesville Bridge – refer **Figure 5**. The SHFS summarises the results of a survey and analysis of a range of recreational and visual issues as a result of the development and use of Sydney Harbour and its foreshores.

It identified the important and growing role of the harbour foreshores in public recreation, as well as pressure from development and the associated changes to the visual scale and environment of the harbour, including development for residential densification, office blocks and economic activities including port functions.

Given the significant stretches of government owned land around the harbour, the study recommended that further development be minimised to retain the natural landscape of those lands. To realise the visual objectives of an attractive appearance from the harbour, the primary area of concern was identified to be the townscapes, and the need to maintain a balance between natural landscape and building development.

The SHFS identified the relationship between density and visual outcomes noting that “the higher the density the more the visual scene depends on good quality architectural

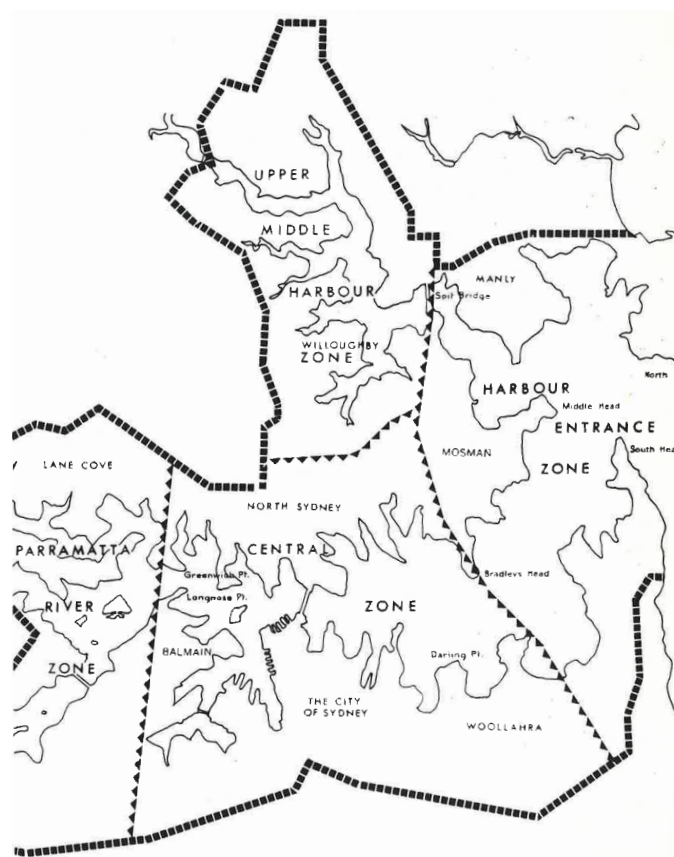


Figure 5: SHFS study area and zones
(source: State Planning Authority 1967, p. 7)

design which has sympathetic regard for the potential of the particular site, and for the appearance of the building from the harbour.”

The study discusses a range of measures by which a balance between the natural landscape and buildings could be achieved including the 1960 Cumberland City Council ‘Foreshore Building Code’ (not generally adopted) and specific measures such as density, site coverage, landscape cover, foreshore building lines (limiting development and/ or density along the water’s edge), retention of view lines and grading development from generally low density along the water’s edge to increasing densities along the ridges.

An important factor in the discussion was the need for any building codes or development controls to remain sufficiently flexible to allow for innovation and imagination in site planning and architectural design given the highly variable topography and site conditions of the study area. For Mosman, the existing dominance of landscape over buildings was identified as desirable to protect and retain.

2 THE STUDY AREA AND PREVIOUS STUDIES

2.3.2 SYDNEY HARBOUR FORESHORE DEVELOPMENT REPORT

The Sydney Harbour Foreshore Development Report (SHDR) was a confidential report prepared by the State Planning Authority of NSW in 1971. Following on from the SHFS, the SHDR sought to expand on the SHFS objectives as the need for controlling foreshore development was seen to be increasingly urgent.

The SHDR comprised a more detailed study of Sydney Harbour as a landscape and of the impacts of urban development on it (including different types and transport infrastructure) as the basis for recommending methods for controlling development. A particular focus of the study was the North Sydney and Mosman area.

The SHDR identifies that the “relationship of any part of the foreshore to the whole of Sydney Harbour is important and significant. It is the way in which land relates to the waters of the harbour forming the numerous bays and peninsulas that give the harbour so much of its unique character”.

The SHDR reinforces again the significance of vegetation as the major element of the landscape when seen from the harbour in general and on the visually exposed headlands and peninsulas in particular. “The visual importance of the natural areas [...] cannot be overstated. They represent one of the extremes of the urban development pattern balanced at the other end of the built up areas.”

Together with the steep slopes draining towards the harbour, headlands and peninsulas are identified as the most significant sections of the foreshore, in terms of their ability to be viewed from the harbour.

Based on an understanding of this landscape setting, the SHDR provides general recommendations for development in different areas.

Notably the SHDR identified a correlation between built form (as expressed through the ratio of building density to vegetation cover) and transportation patterns and natural landscape units in Mosman. This was seen as a major opportunity for the development of precinct-based development controls in order to ensure the continued attractive appearance of the foreshore.

Conversely, this reinforces the SHFS finding that the scale and diversity of the harbour and its foreshores is such that a single set of controls would not be effective in realising visual objectives and the protection of environmental factors.

Applying its landscape assessment method to Mosman, the SHDR identifies nine ‘Environmental Areas’ and makes recommendations for densities that would grade development from low density to high density from the foreshore to the ridges respectively as the major means to maintain the landscape character of Sydney Harbour. This would be complemented by preserving and where possible increasing vegetation cover.

2.3.3 MOSMAN URBAN DESIGN STUDY

The Mosman Urban Design Study (MUDS) was prepared in 1990 by McDonald McPhee in association with Penelope Pike and Craig Burton.

The study was prepared in response to pressure for change including the NSW government’s urban consolidation policy, and associated community concern surrounding change and redevelopment and their effects on the existing values and character of Mosman’s residential environment, including its distinctive combination of natural and cultural landscape. Mosman’s landscape qualities with a low development to green space ratio was identified as a key factor setting Mosman apart from other areas.

The objectives of the MUDS were:

1. To keep the essential residential character of Mosman
2. To provide an easy set of planning controls and design guidelines to assist applicants in meeting the amenity considerations of section 90 of the Environmental Planning and Assessment Act in a way which responds to the essential residential character of Mosman
3. To encourage applicants to design new residential buildings and extensions which also respond to the character of their particular townscape area.

To study undertook extensive field surveys to identify 29 distinct townscape areas on the basis of the natural geography and the overlaying urban patterns. The MUDS also identified recent developments that were inconsistent with or perceived as threatening to the established townscape character.

It is noted that the MUDS focused on residential areas and the study area excluded public lands owned by all levels of government (local, state and federal). The significance of public lands such as parks/ reserves, streets and beaches is discussed in the context of the substantial contribution they make towards the special character and identity of Mosman by significantly enhancing the residential setting.

The key outcome of the MUDS was a series of planning recommendations in the form of a Draft Development Control

2 THE STUDY AREA AND PREVIOUS STUDIES

Plan (DCP) and design guidelines. Together they formulate an environmental management policy for the assessment of residential development proposals that would ensure developments fit with existing residential areas and preserve the special residential character of Mosman.

Similar to this Study, the MUDS sought to identify a link between current planning controls and development outcomes, as the basis for formulating a series of recommendations for changes to the controls.

2.3.4 ROSHERVILLE RESERVE, CLIFTON GARDENS AND SIRIUS COVE DEVELOPMENT CONTROL PLAN GUIDELINES

The *Rosherville Reserve, Clifton Gardens and Sirius Cove Development Control Plan Guidelines* (RCSG) was prepared in 1993 by Lester Firth Associates, in response to residents' concern regarding the progressive loss of environmental amenity in the Rosherville Reserve, Clifton Gardens and Sirius Cove precincts – refer Figure 7. The precincts roughly corresponded to, respectively, the Wyargine Point/ Rosherville Slopes, Chowder Bay Ridge/ Taylors Bay Slopes and Sirius Slopes Townscapes identified in the MUDS.

The primary threat was seen to derive from dual occupancy and 'mega house' developments under Regional Environmental Plan (REP) 12 Dual Occupancy and State Environmental Planning Policy (SEPP) 25 Dual Occupancy Subdivision, as well as from unsympathetic development in general.

The RCSG was underpinned by a concern that the continued erosion of the precincts' environmental character could in time alter these precincts to a point where buildings would dominate over the landscape, as in a number of eastern suburbs localities. This is in contrast to the "exceptional scenic quality" of the precincts with high quality landscape characteristics and some significant heritage elements.

The aim of the study was therefore to review and analyse the development controls in place at the time, and to identify the preferred means and process to preserve the existing environmental character.

The RCSG sought to "define the essential qualities of each precinct and to develop clear strategic objectives to ensure the retention of the essential precinct character", followed by the development of requisite guidelines.

The RCSG provides a detailed description of each precinct including location, landform/ drainage/ views, land use,

street pattern/ access, heritage, built form and architectural character, and landscape qualities.

It identified a series of factors contributing to the cumulative and progressive loss of amenity, as well as a number of potential short-comings in the existing planning controls that might have contributed to the situation. In response the RCSG defines a series of planning guidelines that would complement the Local Environmental Plan (LEP) and DCP to mitigate against the "excesses associated with mega houses" and prevent incremental environmental losses as a result of dual occupancy and / or subdivision.

Founded on the recognition of the importance of scenic quality in the precincts, and on the importance of the precincts themselves in providing a backdrop to Sydney Harbour, the RCSG provides not only building and site planning guidelines for private lots, but puts significant emphasis on landscape guidelines including in the public domain of streetscapes, parks and reserves.

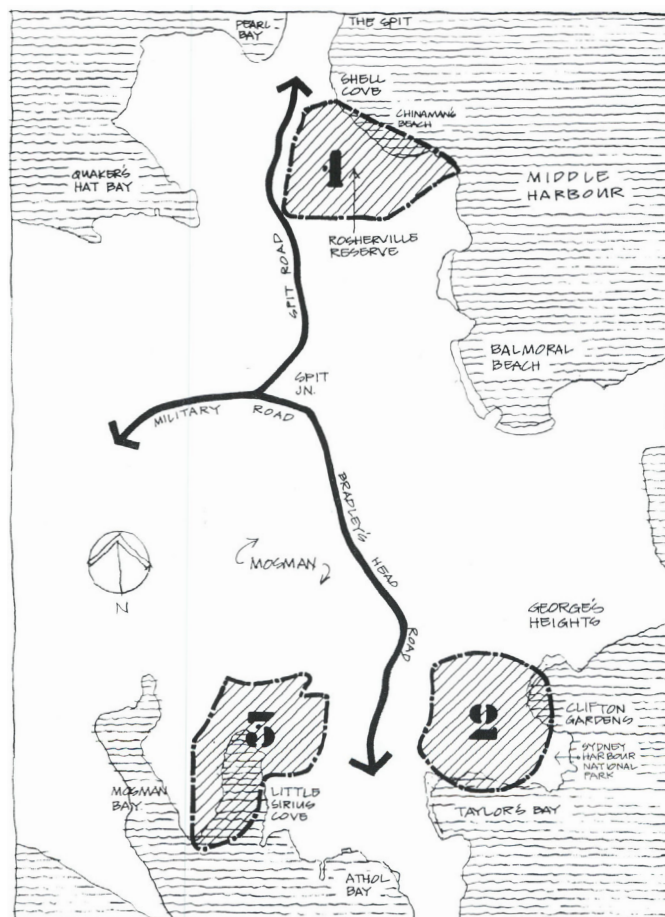


Figure 6: RCSG study area precincts
(source: Lester Firth Associates 1993, p. 1a)

2 THE STUDY AREA AND PREVIOUS STUDIES

BLANK PAGE

3 VISUAL ASSESSMENT METHODOLOGY

Describes how landscape character areas will be identified, and how the visual character and scenic quality of the study area will be assessed.

BLANK PAGE

3 VISUAL ASSESSMENT METHODOLOGY

3.1 DEVELOPMENT OF THE VISUAL ASSESSMENT METHOD

The visual assessment method for the Study was developed based on a review of

- Previous studies relevant to the study area (refer section 2.3 Previous Studies)
- A number of studies assessing coastal landscapes and evaluating landscape character including the Visual Management System for NSW Coast.

The studies were reviewed both in terms of the methodology used to assess the landscape and in terms of the setting and scale of the landscape they were developed for, to determine the extent to which the method may be appropriate or replicable in Mosman.

The adopted visual assessment method for this Study integrates accepted visual assessment standards and best practice with the Study aims and brief and an understanding of the landscape setting of Mosman.

3.2 METHODOLOGY OVERVIEW

The visual assessment methodology provides for a comparative analysis of the visual character and qualities of the SPA and is illustrated in **Figure 7**.

To enable a comparative analysis, the first step in the methodology is the identification of distinct landscape character precincts within the SPA. The precincts were assessed for their built and landscape elements and a number of visual values to determine their relative scenic quality.

Precincts were further assessed in terms of the visual setting, that is those areas and prominent viewpoints from where the Mosman foreshores can be seen, how well they can be seen and whether they would be seen by private individuals or the public at large. Together, these steps determine the visual importance of the precincts.

The findings of the analysis and assessments are used in **section 4 and 5** of the Study to inform recommendations towards the protection and enhancement of the visual character and scenic amenity of the SPA.

A more detailed description of the various steps involved in the visual assessment are provided on the following pages.

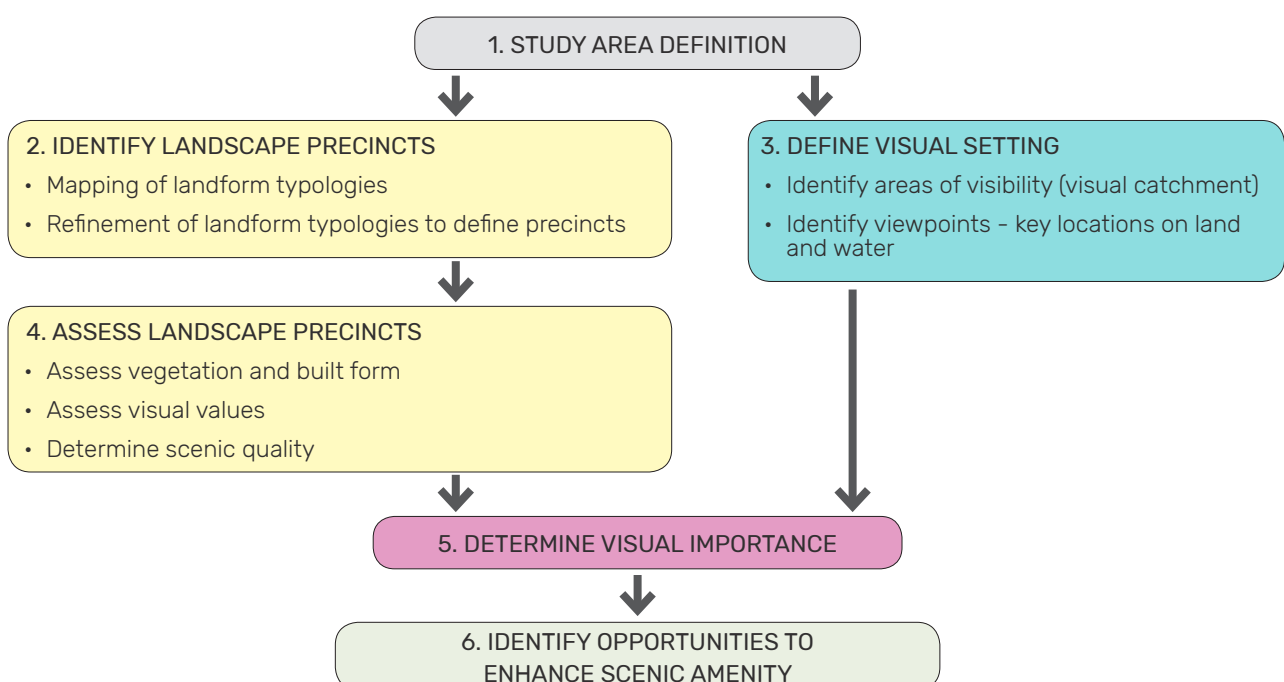


Figure 7: Visual and scenic assessment methodology

3 VISUAL ASSESSMENT METHODOLOGY

3.3 STUDY AREA DEFINITION

The SPA study area was defined by the brief, based on earlier studies that identified the SPA as the visually most important part of the LGA, as seen from the harbour.

It includes all land between the mean high water mark and the 60m contour, as identified by Council – refer **Figure 1**. The study area was mapped using GIS data supplied by Council, including orthorectified aerial photography and other relevant information such as topography, property boundaries (cadastre) and tree cover.

3.4 IDENTIFY LANDSCAPE PRECINCTS

The basis for the visual assessment of Mosman's foreshore slopes is the definition of landscape precincts. Based on the underlying geography and landscape setting, the landscape precincts differ in the way they present themselves to views from Port Jackson.

The landscape precincts are defined by first identifying basic landform typologies, which were then refined according to a number of factors that influence the appearance of the land from the water.

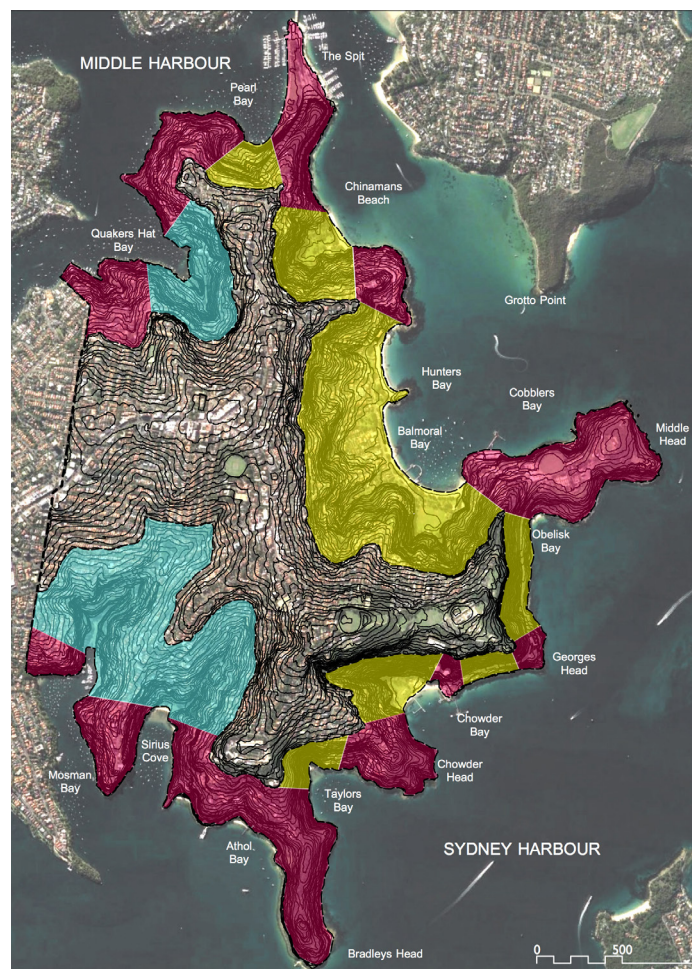
The overlay produces a range of distinct landscape character precincts for visual and scenic assessment. The landscape character precincts were verified during a field study to confirm the findings of the desktop work.

3.4.1 MAPPING OF LANDFORM TYPOLOGIES

The first step in the assessment of the landscape setting is the definition of landscape precincts, based on the landform of the study area. This step analyses the base data to distinguish distinct settings relative to Port Jackson, based on the shape of the coastline.

The three landform typologies are – refer **Figure 8**:

1. Headlands
Include all land areas protruding out into the harbour such as headlands, points, peninsulas and spurs.
2. Valleys
Include recessed areas of land including areas sloping towards long narrow inlets, coves and valleys.
3. Open slopes
Include wide open bays and slopes that are generally straight and with limited variations such as distinct headland and deep bays.



LEGEND

- Open slopes
- Valleys
- Headlands
- Scenic Protection Area

Figure 8: Landform typologies

3 VISUAL ASSESSMENT METHODOLOGY

3.4.2 LANDFORM TYPOLOGY REFINEMENT

Step two refines the landform typologies according to their

- Orientation
- Foreshore topography
- Foreshore ownership

ORIENTATION

The landform typologies are subdivided along the ridge lines running to the major headlands, recognising that slopes on opposite sides of the same ridge will be seen from different vantage points. Major ridge lines are shown in **Figure 9**.

FORESHORE TOPOGRAPHY

The interface between land and water is characterised by a range of different edge conditions that influence visual prominence. The main edge types are shown in **Figure 9**. They are:

- Cliffs: a vertical drop where the land meets the water
- Harbour slope: the land slopes to meet the water
- Coastal flat: a mostly level area of land at the water interface, either man-made or natural and including beaches, parklands, lagoons or estuaries.

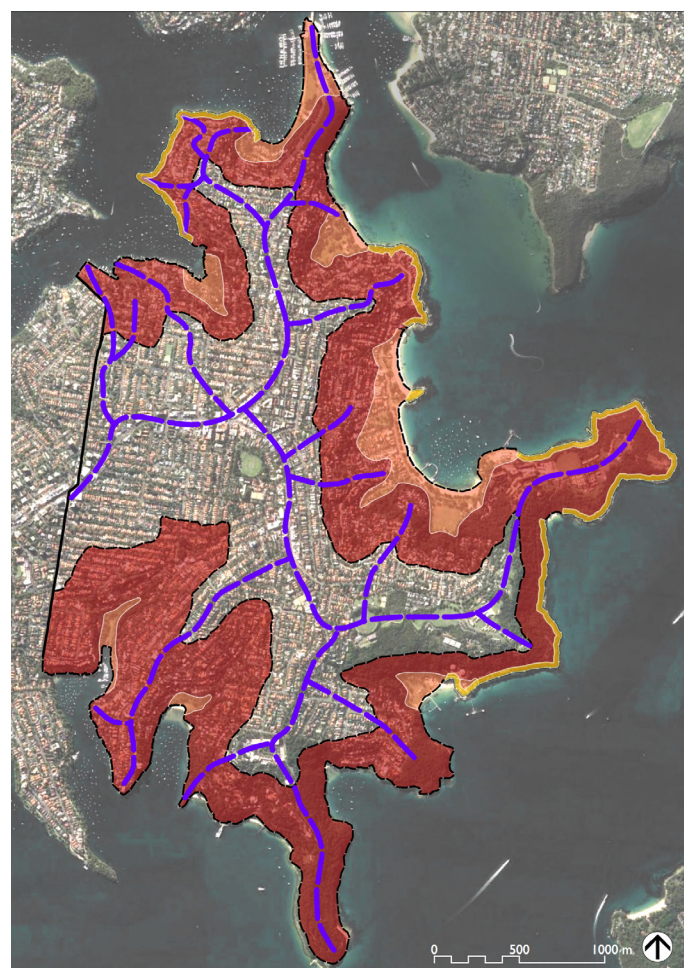
FORESHORE OWNERSHIP

The scenic quality and character of the foreshore slopes as seen from the harbour is influenced to a large degree by the character of the foreshore edge.

The site analysis and in particular the on-site investigations have determined that there is a close correlation between the character of the foreshore edge and land ownership.

Private land ownership generally results in urban development adjoining or in very close proximity to the harbour's edge, whereas landscape tends to be the predominant feature on lands in government ownership. The distribution of privately held and government owned sections of the harbour's foreshores is shown in **Figure 10**. **Figure 11** shows the extent of vegetation cover in Mosman and how vegetation is more prevalent on government owned lands.

The overlay between landform typologies with orientation, foreshore topography and foreshore ownership produces a range of distinct landscape settings. These were reviewed on site and refined based on the visual appearance from the harbour to determine the final set of 20 landscape character precincts as shown in **Figure 12**.

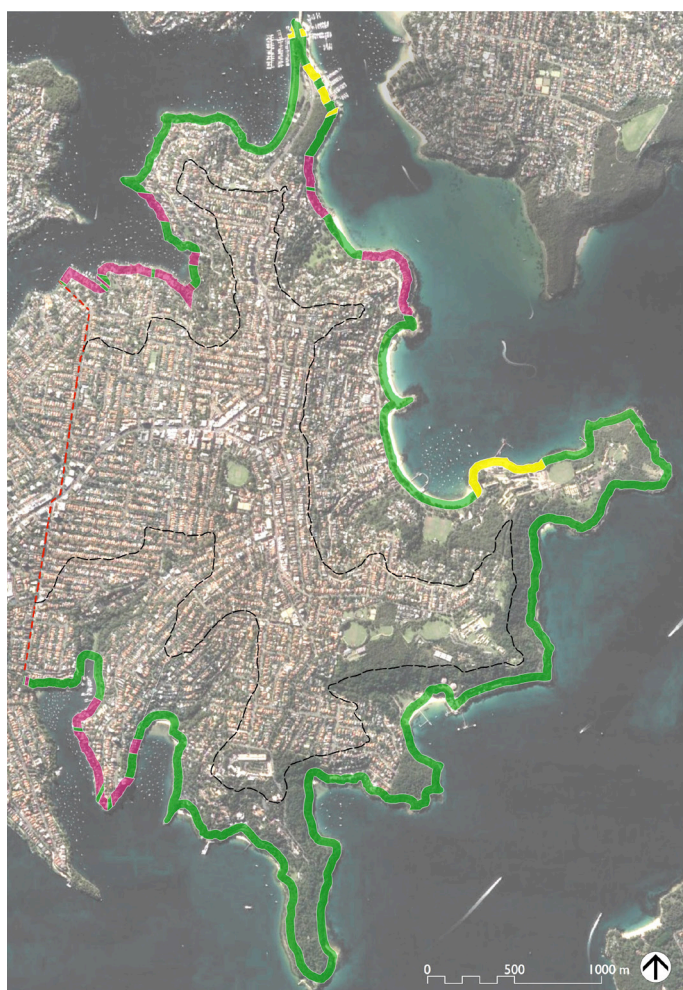


LEGEND

- Coastal flat
- Harbour slope
- Cliff
- Ridgeline
- Scenic Protection Area
- LGA Boundary

Figure 9: Orientation and foreshore topography

3 VISUAL ASSESSMENT METHODOLOGY



LEGEND

- Private foreshore
- Publicly accessible foreshore
- Government land - restricted public access
- Scenic Protection Area
- LGA Boundary

Figure 10: Foreshore ownership



LEGEND

- Current tree cover
- 60m contour/ Scenic Protection Area boundary
- LGA boundary

Figure 11: Vegetation cover

3 VISUAL ASSESSMENT METHODOLOGY

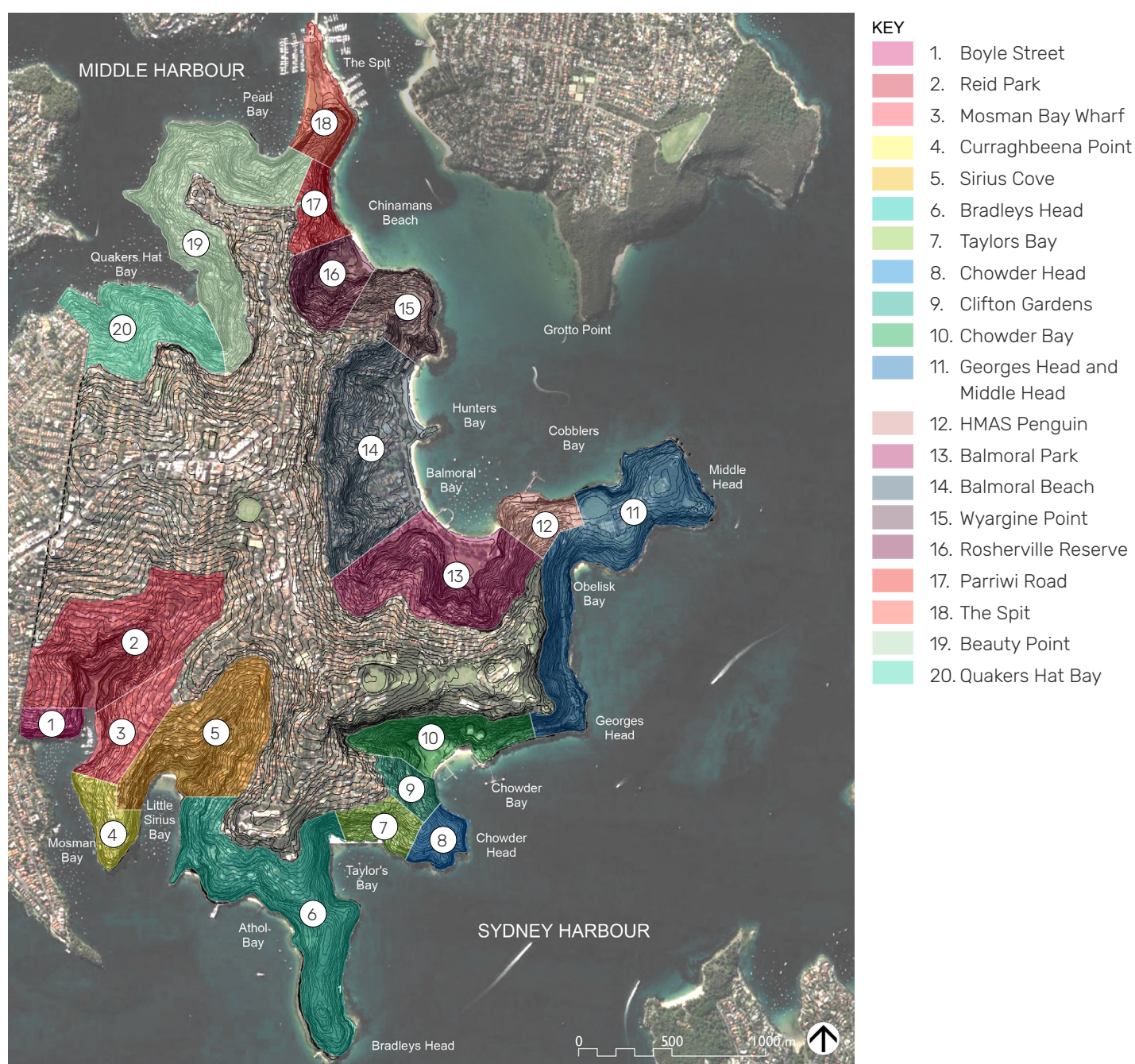


Figure 12: Mosman foreshores landscape character precincts

3 VISUAL ASSESSMENT METHODOLOGY

3.5 ASSESS LANDSCAPE PRECINCTS

To determine their scenic quality, the landscape character precincts are assessed against two over-arching criteria:

1. Landscape and built form
2. Visual values

3.5.1 LANDSCAPE AND BUILT FORM

This step involved the assessment of the landscape character precincts in terms of their vegetation cover and built form characteristics. The outcomes of the assessment are summarised in a table to derive a landscape rating score (refer **Table 1**). The score will contribute to determine the overall scenic quality rating – refer **section 3.5.3**.

The following landscape rating scores have been used:

- 5+ high
- 3-4 medium
- <3 low

VEGETATION COVER

As the ratio between landscape or natural areas has been determined to constitute a key factor in determining the appearance of the SPA from the water, the landscape precincts were assessed based on whether landscape/ vegetation cover dominates or built form, as follows:

1. Predominantly built form (vegetation cover <30%)
2. Vegetation cover between 30% and 50%
3. Vegetation cover > 50%

Accordingly, precincts with greater the vegetation cover achieve a greater vegetation cover score.

BUILT FORM

Built form was assessed in terms of the degree of “fit” with the natural landscape. This considers how well the built structures integrate with the natural landscape. Fit is generally a function of the height and footprint of built form in relation to the underlying geography and topography. Built form requiring large retaining structures or cut and fill would generally be considered to demonstrate poor fit and score low, as opposed to structures that are able to be accommodated within the natural landscape without significant modification, which would score high.

NOTE: for the purposes of this Study and unlike other studies such as the MUDS, the assessment of built form does not consider architectural style, period or detail. The primary concern of this study is the scale of development and the degree to which it is compatible with the natural landscape of the foreshore slopes and the established significant scenic values.

	Vegetation cover (%) 1-3	Built form (1-3)	Total landscape rating
Precinct 1	A	B	A+B=C

Table 1: Sample precinct assessment matrix for landscape and built form

3.5.2 VISUAL VALUES

Qualitative judgements of the visual values of each landscape character precinct were made based on the observations of the precincts during the field studies. These included an assessment of the visual values of colour, diversity, pattern and balance. Their relevance and definition for the purposes of the landscape character assessment is as follows:

- **Colour** – refers to the colour composition within each precinct. In colour theory warm and light colours advance while cool and dark colours recede, affecting the perception of depth. Colour also evokes different feelings within people: warm colours (red, yellow, orange) can result in excitement and happiness, while cooler colours evoke feelings of peace and calm. In the Australian cultural context there tends to be a preference for blue, followed by orange, violet, red, green, grey, yellow and lastly brown (Lothian, 2000). These preferences were considered in the assessment in addition to saturation, reflectivity and compatibility. Each precinct has been rated from discordant (1) to harmonious (3).
- **Diversity** – is the degree to which a precinct is uniform or monotonous (lacking internal differentiation or interest) or exhibiting variety and being visually interesting or stimulating. Scoring of diversity is based on the whole view, not one of its elements. A scene lacking diversity is considered uniform and will score low; a highly diverse view full of visual interest will score high. Views that are overly busy to the point of being over-stimulating or confusing because there is nowhere to “rest” the eye would also score low.
- **Pattern** – is a function of the arrangement or composition of elements in the landscape, and whether there is a discernible relationship or overarching order. The ability

3 VISUAL ASSESSMENT METHODOLOGY

to recognise patterns is a fundamental cognitive skill, historically crucial for human survival and evolution. In order to make sense of the world, the human brain matches visual stimuli with information retrieved from memory. For this reason, identifiable patterns within the landscape can be understood and made sense of by the brain, contributing to a perception of scenic quality. Dispersed and irregular elements can appear confusing, thereby adversely affecting the perception of scenic quality. Lines are an important element in the creation of a pattern or texture. Strong, easily perceived lines influence the perception of scenic quality: orderly, horizontal or sinuous lines suggest a feeling of rest or tranquillity while vertical or angular lines evoke a sense of excitement or discord. Finally, hard or soft outlines can contribute to a perception of harshness or a relaxed impression respectively.

- **Balance** – is the degree of harmony achieved by the different elements within the view, that is whether the composition is harmonious (balanced) or chaotic. For a view to be perceived as scenic, a sense of balance is usually preferred.

The outcomes of the visual value assessment are summarised in a table or matrix below to determine a visual value rating (refer **Table 2** for an example), with the following rating scores:

- 10+ high
- 7-9 medium
- <7 low

The score will contribute to determine the overall scenic quality rating – refer **section 3.5.3**.

	Colour	Diversity	Pattern	Balance	Total visual value rating
Precinct 1	D	E	F	G	H=D+E+F+G

Table 2: Sample assessment for visual values

3.5.3 DETERMINE SCENIC QUALITY

For each of the landscape precincts the rating outcome for the landscape elements is multiplied with the rating for visual values, to derive an overall scenic quality score, as per the example in **Table 3**, and using the following scores:

- 50+ high
- 21-49 medium
- <21 low

	Total rating of landscape elements	Total rating of visual values	Total rating of scenic quality
Precinct 1	C	H	I = C x H

Table 3: Summary of scenic quality score

3 VISUAL ASSESSMENT METHODOLOGY

3.6 THE VISUAL SETTING

3.6.1 VISUAL CATCHMENT

The visual catchment includes all areas on the land and water from where the SPA is visible.

The visual catchment is identified through a desktop study taking into account topography, built form and, to a lesser extent due to data limitations, tree cover. The visual catchment is shown in **Figure 13**. It must be noted that within the visual catchment identified, the perception of the foreshore slopes will vary greatly based on the distance between the viewer and the slopes, due to the diminishing level of detail that can be perceived as the viewing distance increases.

VISUAL PROMINENCE

The visual catchment was divided into three zones, based on the prominence of the foreshore slopes, that is, the degree to which they are exposed to public views. The zones and their respective visibility ratings are shown in **Figure 14**, as per the below:

1. Sydney Harbour (Little Sirius Point to Middle Head)
2. Middle Harbour between Middle Head and The Spit
3. Secluded harbours in deep bays including Sirius Cove, Mosman Bay and areas west of The Spit.

The zones will be used in determining the final visual importance of each of the landscape precincts.

3.6.2 IDENTIFY VIEWPOINTS

Key publicly accessible view points are identified from where the SPA can be seen including

1. Water-based viewpoints:
these are based on public and private ferry routes, as well as current harbour tours offered by a variety of tour operators
2. Land-based viewpoints:
these include publicly accessible areas around the Port Jackson foreshore and harbour islands. They are typically open space areas, beaches or national parks popular for public recreation

The viewpoints have been used to illustrate the different landscape precincts and their respective visual and scenic qualities when seen from and across Port Jackson.

The viewpoints also inform the discussion of future opportunities to protect and enhance the visual character and scenic amenity of the SPA.

3.6.3 DETERMINE VISUAL IMPORTANCE

The visual importance of each landscape precinct is determined by combining the scenic quality rating with the visual prominence rating as shown in sample **Table 4**. The resultant visual importance rating informs the need for and identification of opportunities to protect and enhance the visual character and scenic amenity of the SPA.

	Scenic quality rating	Visual prominence rating	Total rating for visual importance
Precinct 1	I	K	$L = I * K$

Table 4: Assessment matrix to determine visual importance of landscape precincts

3 VISUAL ASSESSMENT METHODOLOGY

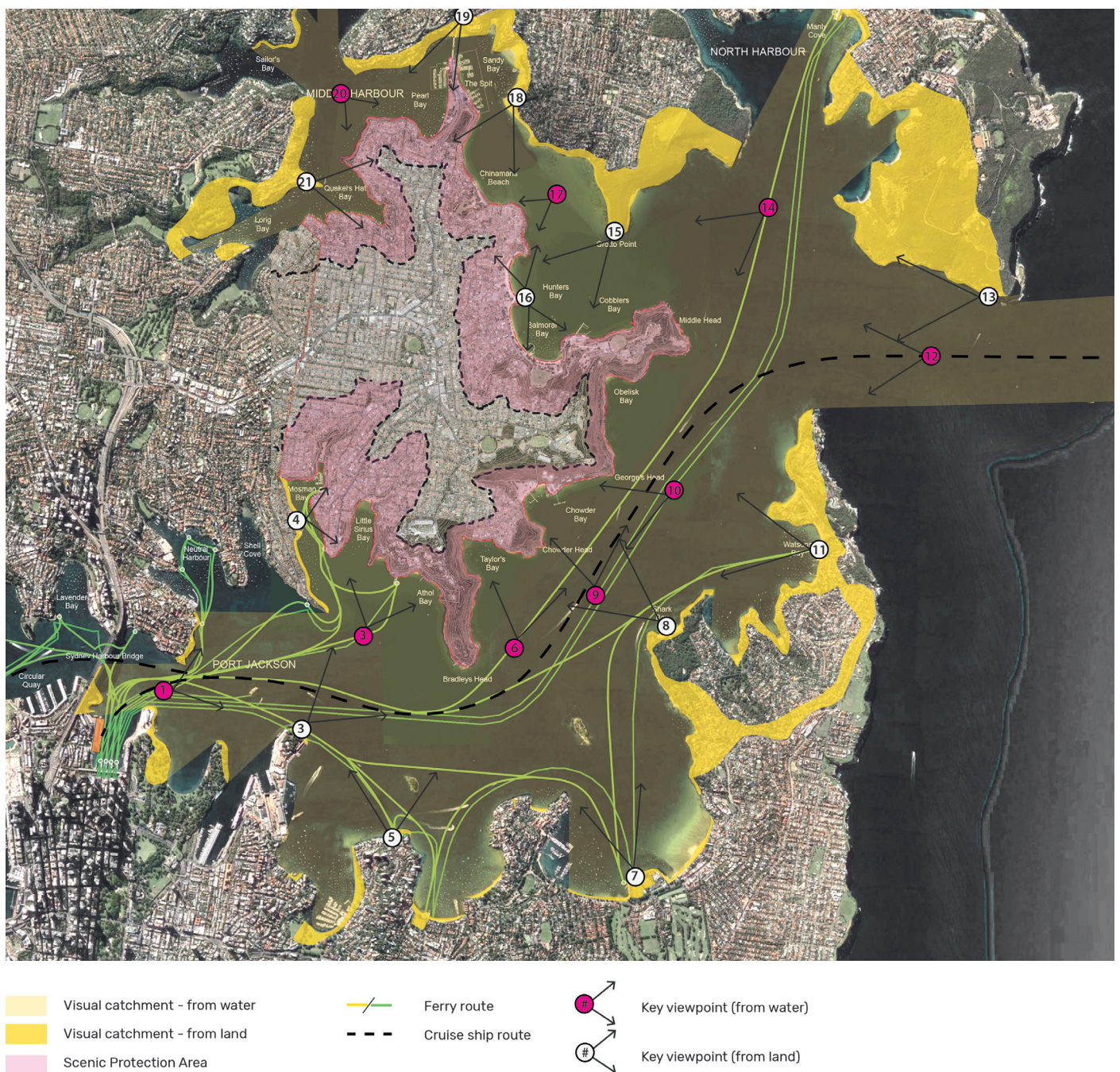


Figure 13: Visual catchment analysis and select viewpoints

3 VISUAL ASSESSMENT METHODOLOGY

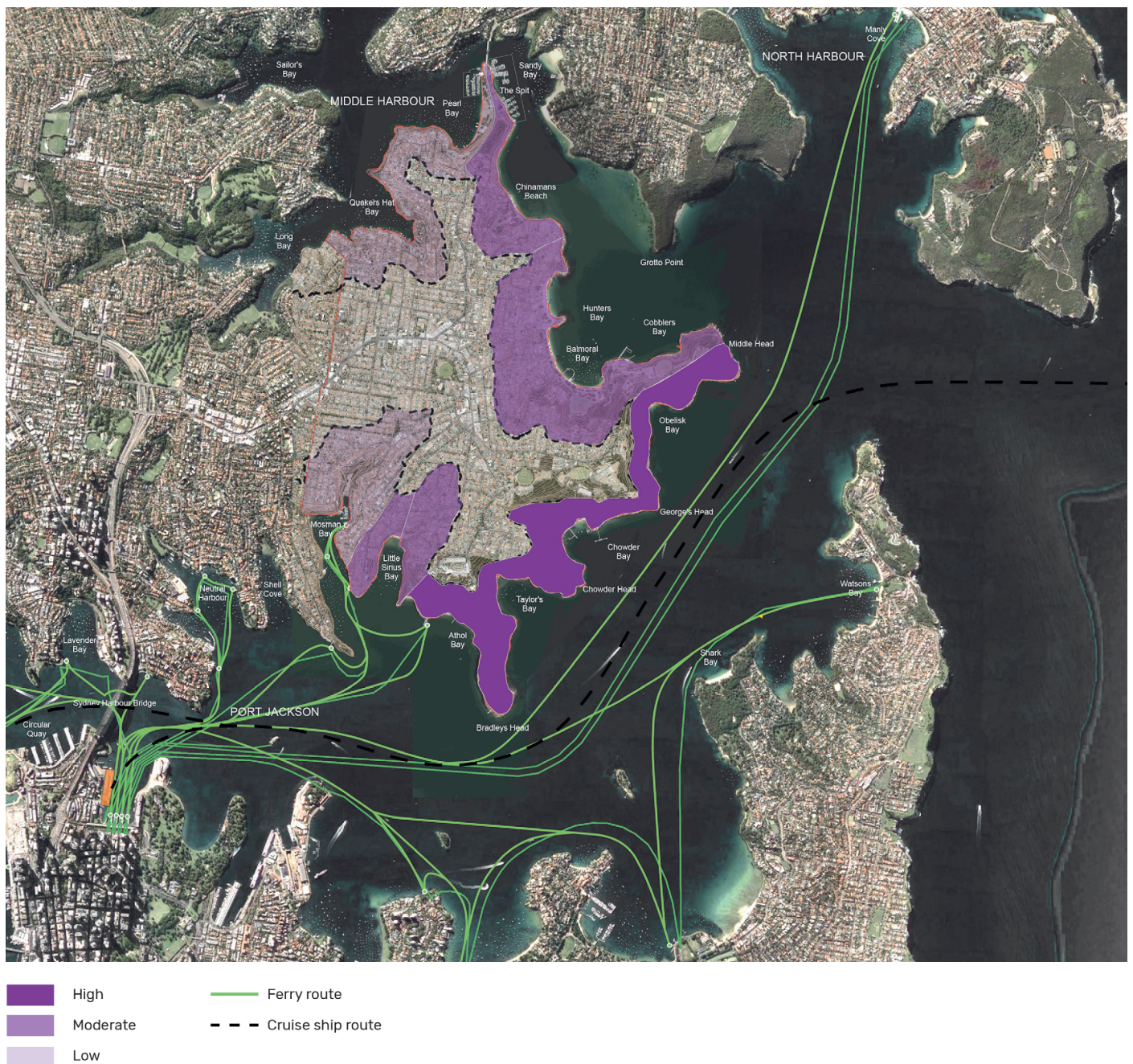


Figure 14: Visual prominence

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

Definition and description of visual character areas, including character statements for each area, description of changes over the past 25 years and assessment of scenic quality. Identification of potential public domain improvements as well as of potential amendments to local planning controls, to better realise scenic protection objectives.

BLANK PAGE

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1 LANDSCAPE CHARACTER PRECINCTS

This section provides a detailed description of the 20 landscape character precincts identified in Mosman.

The following information is provided for each precinct:

- **Introductory character statement**
briefly describing the main features of the precinct
- **Typical character images**
A current photograph of the precinct as seen from the harbour, or typical character images where the precinct is too large to be captured by a single image
- **Precinct attributes**
A summary of attributes in tabular form including a description and assessment of visual values as per the methodology outlined in **section 3**.
- **Scenic assessment summary**
A tabular summary of the assessment including scores and a concluding statement.
An overview map showing all landscape character precincts is provided in **Figure 15** and complemented by a visual assessment summary in **Table 5**.
- **Changes over time ***
A comparative photographic analysis of changes to the visual setting over the last 25 years including a brief summary of the broad trends observed.
- **Public domain opportunities**
The visual and scenic character of the foreshore slopes as seen from the water is comprised of a combination of the private and public domain. This section describes opportunities for Council to contribute to maintaining and enhancing the scenic qualities of the foreshore slopes through works in the public domain.
- **Architectural/ planning opportunities**
A series of measures that would assist in restoring the predominance of landscape over built form, for consideration by Council and/ or incorporation into its planning instruments as part of future reviews.

*** Note:** All historic images were provided by Mosman Council and generally date from 1995 to 1998.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

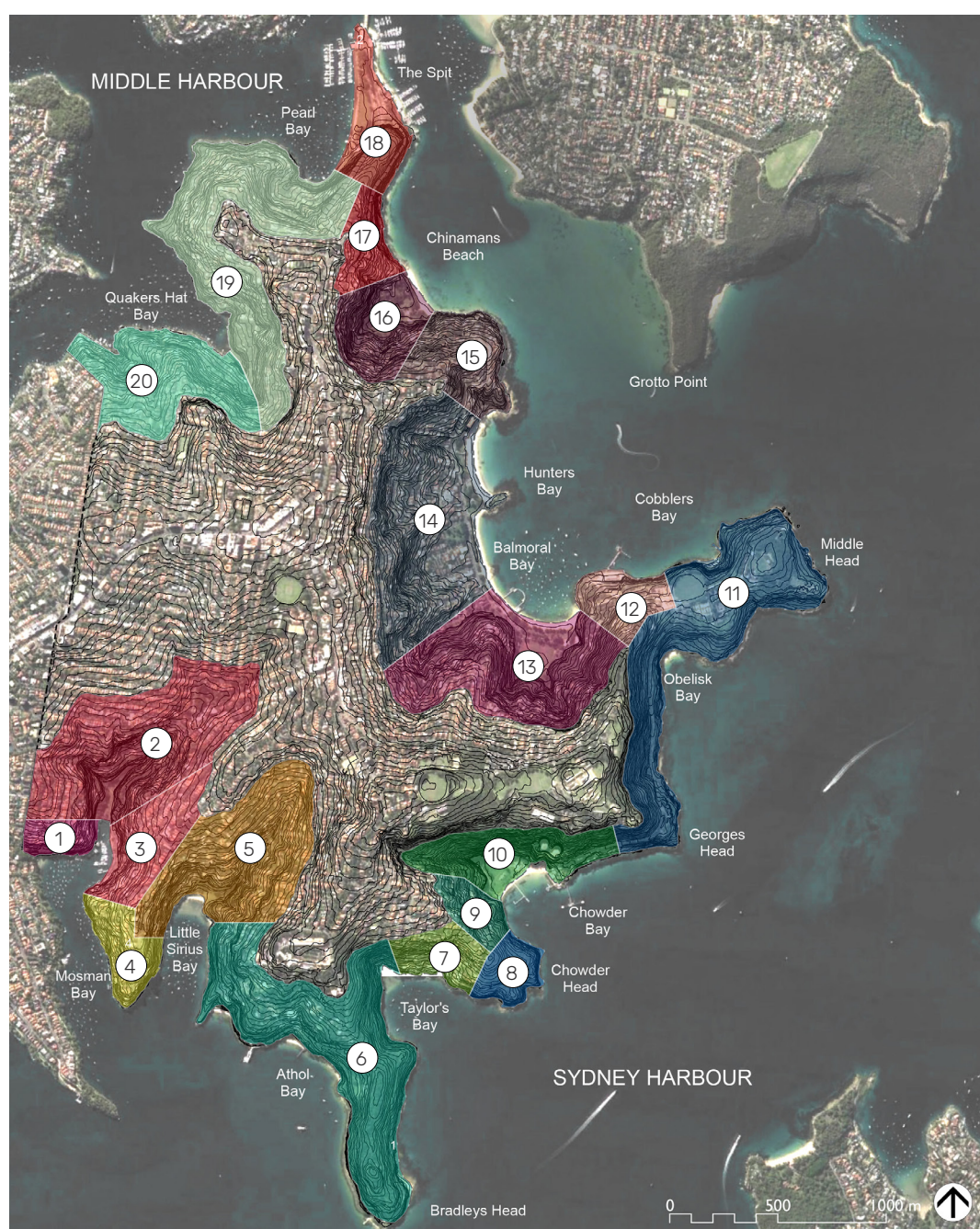


Figure 15: Mosman foreshores landscape character precincts




4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

Precinct	Landscape rating	Visual value rating	Scenic quality rating	Visibility rating	Visual importance
1 - Boyle Street	5	11	55	1	55
2 - Reid Park	6	11	66	1	66
3 - Mosman Bay Wharf	4	9	36	1	36
4 - Curraghbeena Point	2	6	12	2	24
5 - Sirius Cove	5	10	50	2	100
6 - Bradleys Head	6	12	72	3	216
7 - Taylors Bay	4	11	44	3	132
8 - Chowder Head	6	11	66	3	198
9 - Clifton Gardens	4	8	36	3	96
10 - Chowder Bay	6	12	72	3	216
11 - Georges Head and Middle Head	6	11	66	3	198
12 - HMAS Penguin	5	10	50	2	100
13 - Balmoral Park	6	11	66	2	132
14 - Balmoral Beach	3	5	15	2	30
15 - Wyargine Point	2	7	14	2	28
16 - Rosherville Reserve	6	11	66	2	132
17 - Parriwi Road	4	6	24	2	48
18 - The Spit	5	11	55	2	110
19 - Beauty Point	5	10	50	1	50
20 - Quakers Hat Bay	3	6	18	1	18




Table 5: Visual Assessment summary table

LEGEND

Scenic quality rating

	High
	Medium
	Low

Visual importance rating

	High
	Medium
	Low

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.1 BOYLE STREET

Boyle Street is a small picturesque precinct at the head of Mosman Bay. It is characterised by a steep headland with a ribbon of dense woodland vegetation in Harnett Park along the water's edge and residential houses along Boyle Street situated above. The precinct also includes the 3rd Mosman Sea Scouts, Mosman Rowers Club and Mosman Bay Marina, all situated on a narrow strip of reclaimed foreshore land.

The precinct is visually important as it terminates the view along Mosman Bay.



SUMMARY OF ATTRIBUTES

Key Attribute	Description
Location	Head of Mosman Bay, along Boyle Street
Description	Vegetated headland with residences along the ridge and sea-based activity providers along the water's edge
Landform	Headland with cliff/ steep slope giving way to a gentler plateau above
Elevation	Water's edge to ridge
Orientation	South
Foreshore (public/ private)	Public (Harnett Park and Harnett Avenue)
Vegetation cover	Dense woodland along the foreshore and lower slopes. Private properties appear to feature gardens with trees evident between and around houses
Built form	<p>Generally well-established 2-3 storey dwellings. Buildings along the foreshore are associated with marine activity, including a marina and swing moorings.</p> <p>Development has resulted in modifications to the natural land form including benching and retaining walls. A small flat strip of reclaimed land behind a seawall extends around much of the precinct.</p>

Key Attribute	Description
Visual values	<p>Diversity: A small but diverse precinct featuring bushland and housing behind a small natural harbour, and juxtaposing a bulky headland with a flat waterfront park.</p> <p>Pattern: The pattern is characterised by strong horizontal bands of harbour, foreshore open space, bushland and dwellings that create a restful impression with a mostly soft texture. Vertical boat masts create an interesting contrast. Hard angular roof lines silhouetted against the sky diminish the calming effect.</p> <p>Colour: The prevalence of greens creates a peaceful impression. There is a range of building colours that complement each other and the natural landscape.</p> <p>Balance: The precinct presents a well balanced and picturesque composition when viewed from the water.</p>
Detractors	N/A
Visual prominence	Not generally visible from Sydney Harbour. Prominent within Mosman Bay: visible from the Circular Quay to Mosman Bay ferry
Public viewpoints	<p>Mosman Bay Wharf, commuter parking and public bus terminal/ interchange, Mosman Street, Avenue Road, Old Cremorne Wharf, Cremorne Point Foreshore Walk.</p> <p>Mosman Bay Wharf ferry services.</p>

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 16: The Boyle Street Precinct

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	2
Built form fit (1-3)	3
Total landscape rating	5
Visual values scores (1-3)	Diversity
	Pattern
	Colour
	Balance
Total visual value	11
Scenic quality	55
Visibility rating (1-3)	1
Visual importance rating	55

The Boyle Street precinct has been assessed as having high scenic quality. As a result of its limited visibility within the Port Jackson context, the overall visual importance rating is low. Despite this, the landscape setting and visual values that combine to produce the high scenic values are locally significant within Mosman Bay, to both residents and the numerous visitors and tourists enjoying the waterway and public foreshore walks.

CHANGES OVER TIME

No historic photographs were available to assess the changes in the visual setting of the precinct over the last 25 years.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Maintain and enhance woodland vegetation along the public foreshore and on the lower slopes.
- Provide additional street tree planting in particular along the upper slopes and ridges to provide a vegetated backdrop to housing that will soften the appearance of the skyline.
- Carefully consider any future proposals for further expansion of existing waterfront buildings and the likely visual impacts this could have on the precinct including the 3rd Mosman Sea Scouts, Mosman Rowers Club and Mosman Bay Marina.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Review guidelines for waterfront and marine structures such as boat sheds and marinas to maintain an appropriate balance between the size and bulk of structures at the water's edge and the scenic foreshore slopes.

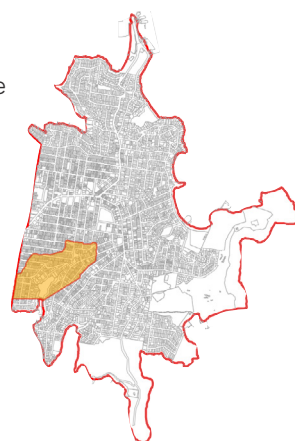
4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.2 REID PARK

Reid Park occupies a large valley at the head of Mosman Bay. At the heart of the precinct and occupying the valley floor, lower and mid slopes is Reid Park, a large open space featuring open lawns, play facilities and bushland. The topography of the precinct is characterised by steep slopes facing towards Reid Park and giving way to a gentle plateau. The precinct's visibility from the water is highly restricted and limited to a small number of properties visible above bushland reserves in

Reid Park that can be seen from the far upper reaches of Mosman Bay.

As a consequence, the visual importance of the precinct relative to the larger Sydney Harbour setting is low.



Summary of attributes

Key Attribute	Description
Location	Wrapping around Reid Park to the 60m contour
Description	A large mostly land-locked precinct generally aligned with the drainage catchment. Residential areas on the mid and upper slopes facing each other across Reid Park, located along the valley floor.
Landform	Flat valley floor bound by steep slopes giving way to a gentler plateau above
Elevation	Water's edge to ridge
Orientation	East, south-east and north-west facing slopes towards Reid Park
Foreshore (public/ private)	Public (Reid Park)
Vegetation cover	Largely turfed waterfront parkland. Dense bushland along the lower and mid slopes.
Built form	Generally well-established 2-3 storey dwellings.

Key Attribute	Description
Visual values	<p>Diversity: There is little discernible variety within this precinct due to the distance of the precinct from viewers on the harbour and the limited portion of the precinct that is visible.</p> <p>Pattern: Strong horizontal bands of vegetation in Reid Park and against the ridge line with an intervening band of dwellings creating a restful/ calm impression.</p> <p>Colour: The prevalence of greens from vegetation in Reid Park and along the ridge creates a peaceful impression. Building colours in the distance are generally soft and complement the natural landscape.</p> <p>Balance: parts of the precinct visible from the harbour are dominated by bushland and other vegetation in Reid Park</p>
Detractors	N/A
Visual prominence	Not visible from Sydney Harbour. A small part of the precinct is visible from the northern section of Mosman Bay, while the majority is not visible from the harbour at all.
Public viewpoints	Mosman Bay between Harnett Avenue and Centenary Drive. Mosman Bay ferry services.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 17: Typical character image - Reid Park Precinct

SCENIC ASSESSMENT SUMMARY

Rating	Score	
Vegetation cover (1-3)	3	
Built form fit (1-3)	3	
Total landscape rating	6	
Visual values scores (1-3)	Diversity	1
	Pattern	3
	Colour	3
	Balance	3
Total visual value	11	
Scenic quality	66	
Visibility rating (1-3)	1	
Visual importance rating	66	

The Reid Park precinct has been assessed as having high scenic quality. As a result of its generally limited visibility, the overall visual importance rating is low. Despite this, the landscape setting and visual values that combine to produce the high scenic values are locally significant.

CHANGES OVER TIME

No historic photographs were available to assess the changes in the visual setting of the precinct over the last 25 years.

General observations:

- It is difficult to perceive much detail within this precinct as the majority of development is set back far from the waterfront.
- Vegetation in Reid Park provides an important buffer and shapes the character of the land-water interface.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Maintain and enhance woodland vegetation on the slopes in Reid Park as a buffer to development on the upper slopes.
- Provide additional street tree planting in particular along the upper slopes and ridges to provide a vegetated backdrop to housing that will soften the appearance of the skyline.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Review guidelines for waterfront and marine structures such as boat sheds and marinas to maintain an appropriate balance between the size and bulk of structures at the water's edge and the scenic foreshore slopes.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.3 MOSMAN BAY WHARF

The Mosman Bay Wharf precinct is situated on the steep west-facing slopes above the head of Mosman Bay. While much of the precinct consists of single dwellings, the parts visible from the water are characterised by higher densities. Dwellings include a large portion of prominently located apartment blocks, generally about 3 to 6 storeys tall. They result in a densely built up waterfront though vegetation along streets and on private property visually breaks up the mass of buildings on the foreshores slopes.

The precinct's visibility from the water is limited to the northern part of Mosman Bay. As a consequence, the visual importance of the precinct relative to the larger Sydney Harbour setting is low.



Summary of attributes

Key Attribute	Description
Location	On the eastern side of Mosman Bay, north of McLeod Street
Description	West-facing slopes at the head of Mosman Bay. Visually exposed parts of the precinct generally feature medium density developments overlooking Mosman Bay Wharf.
Landform	Consistently steep slopes.
Elevation	Water's edge to ridge
Orientation	West facing slopes towards Mosman Bay
Foreshore (public/ private)	Private between McLeod Street and Mosman Bay Wharf; Public north of Mosman Bay Wharf: Avenue Road with associated commuter parking, parkland and foreshore promenade
Vegetation cover	Bands of vegetation along the foreshore, in private property and along the road network provide vertical separation between rows of buildings.
Built form	Visible parts of the precinct are characterised by predominantly medium density dwellings of 3 to 6 storeys in height. There are a small number of single dwellings, also generally 3 storeys tall.

Key Attribute	Description
	Development has resulted in heavy modifications to the natural land form to provide level platforms for buildings including cliffs and retaining walls. A small flat strip of reclaimed land is located behind the seawall around Mosman Bay Wharf. Other important built structures include structures at the harbour interface including Mosman Bay Wharf, the marina and Avenue Road seawall.
Visual values	Diversity: The precinct owes its variety largely to the changing foreshore condition including protruding and receding development. Buildings display a medium to high level of diversity in form, construction era, styles and colour. Pattern: Development is arranged in horizontal bands parallel to the contours, provide a restful element. However, there are many hard lines of buildings unmitigated by vegetation as well as jarring angles between development along the waterfront and the ridge line creating a somewhat chaotic impression.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 18: Typical character images - Mosman Bay Wharf Precinct



Key Attribute	Description
	<p>Colour: There is a variety of colours that generally complement each other and the natural landscape. The bright colours between the ferry wharf and McLeod Street detract from the overall scene due to the glare they produce.</p> <p>Balance: While the northern part of the precinct is well balanced, there is an imbalance between the northern and the southern part with buildings dominating over the landscape in the latter.</p>
Detractors	Intense and glary development at the foreshore edge between the ferry wharf and McLeod Street.
Visual prominence	Not visible from Sydney Harbour. The precinct is visible from the northern section of Mosman Bay
Public viewpoints	Mosman Bay Wharf, Hunts Lookout (Cremorne), Cremorne Point Foreshore Walk. Mosman Bay Wharf ferry services.

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	2
Built form fit (1-3)	2
Total landscape rating	4
Visual values scores (1-3)	<div>Diversity</div> <div>Pattern</div> <div>Colour</div> <div>Balance</div>
Total visual value	9
Scenic quality	36
Visibility rating (1-3)	1
Visual importance rating	36

The Mosman Bay Wharf precinct has been assessed as having medium scenic quality. Its visibility within Port Jackson is also low, resulting in a low overall visual importance rating. Despite this, the precinct has considerable landscape and visual values that would be worthwhile to enhance to strengthen the scenic values of Mosman Bay as a whole, as experienced by residents and numerous visitors on the waterway and on public foreshore walks.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

CHANGES OVER TIME

Limited historic photographs were available to assess the changes in the visual setting of the precinct over the last 25 years. Based on the available photographs it appears that the majority of changes were renovations to existing buildings.

The analysis of changes is documented in **Figure 19**.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Maximise foreshore/ waterfront vegetation on public land between Mosman Bay Wharf and Reid Park (including in the road reserves) to soften the appearance of built form when seen from the water.
- Provide additional street tree planting in particular along the upper slopes and ridges to provide a vegetated backdrop to housing that will soften the appearance of the skyline.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Implement minimum setback requirements from the foreshore including for pools, tennis courts and similar private recreation infrastructure. Require a minimum soft landscape zone along the foreshore to enhance opportunities for increased landscaping and tree planting along the harbour's edge.
- Review building lines and increase side setbacks to provide sufficient space for vegetation and tree planting between neighbouring buildings, in order to create an alternating effect of built form and landscape when viewed from the water.
- Increase the landscape area and revegetation requirements for medium density developments to ensure a more balanced mix of built form and landscape.
- Offer incentives or consider mandating for green walls or roofs as a means to increase green cover as well as urban sustainability.
- Review guidelines for waterfront and marine structures such as boat sheds and marinas to maintain an appropriate balance between the size and bulk of structures at the water's edge and the scenic foreshore slopes.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



LEGEND




-  New building and clearing
-  Redeveloped lots
-  Renovated building



Figure 19: Comparison of the Mosman Bay Wharf Precinct in March 1998 (top) and September 2017 (bottom)

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.4 CURRAGHBEENA POINT

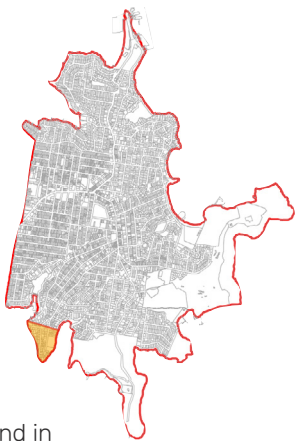
Curraghbeena Point is the narrow peninsula between Mosman Bay and Sirius Bay. It is characterised by two distinct sides, both with intense urban development on steep slopes towards the harbour including a number of prominent buildings.

The eastern slopes and southern point are exposed to views from popular ferry routes including the Mosman Bay and Taronga Zoo ferry. They feature prominent multi-storey buildings along the ridge and upper slopes. Formal terraced gardens step down the steep slope to a small number of boat sheds along the waterfront. Vegetation lines the foreshore and includes dense bushland extending from the water's edge to the ridge in Curraghbeena Park. Overall this creates a balanced effect between built up and natural elements on the foreshore slopes.

Summary of attributes

Key Attribute	Description
Location	Curraghbeena Point and peninsula up to McLeod Street and Curraghbeena Park
Description	Highly urbanised and intensely developed peninsula with good ferry connections and in close proximity to Taronga Zoo and the main part of Sydney Harbour.
Landform	Consistently steep.
Elevation	Water's edge to ridge
Orientation	West, south and east facing slopes
Foreshore (public/ private)	Predominantly private with the exception of Curraghbeena Park and South Mosman Wharf.
Vegetation cover	Eastern headland: mostly dense vegetation along the foreshore, extending to the ridge in Curraghbeena Park. Western headland: limited vegetation. Denser stands around South Mosman Wharf and in the unmade section of McLeod Street. Limited vegetation along the ridge and upper slopes leaves the skyline dominated by built form.

The western side of the point is characterised by generally 3 storey single and multi-unit dwelling homes along the water's edge and predominantly medium density apartment buildings on the mid slopes and ridge line. The water's edge is generally reclaimed land and includes seawalls, lawns, boat sheds and other maritime structures. With the exception of land around South Mosman Wharf and in the unmade McLeod's Street road reserve, vegetation is limited, resulting in a dominance of built form over landscape.



Key Attribute	Description
Built form	Medium density single and multi-unit dwellings generally 3-4 storeys tall with some high density apartment buildings along the ridge and point, exaggerating the natural land form. Development has resulted in heavy modifications to provide level platforms for buildings and gardens, as well as significant vertical drops including cliffs and retaining walls. A small flat strip of reclaimed land behind a seawall extends around much of the peninsula. Boats on swing moorings in Mosman Bay are another visually important element.
Visual values	Diversity: The precinct is highly diverse owing to the changing aspect, built form, style and intensity as well as vegetation cover. Pattern: The pattern of the precinct is shaped by the many hard lines of unmitigated built form and the diverging and often jarring angles between development along the waterfront and the ridge line. Strong vertical elements create a strong visual stimulus.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 20: Typical character images - Curraghbeena Point Precinct: west (left) and east (right)

Key Attribute	Description
	<p>Colour: Highly variable with sections of well-balanced colours that complement each other and the natural settings. There are also large pockets of detracting colour schemes, that include bulky white buildings and concentrations of dark reds and oranges.</p> <p>Balance: The precinct overall appears disjointed, lacking a sense of unity or composition.</p>
Detractors	The intensity of development generally detracts from the natural setting. Intense levels of development notwithstanding, the southern and eastern side of the Point provide the most balanced aspects, with the built form mirroring and exaggerating the natural land form.
Visual prominence	The eastern side and point are exposed to views from Sydney Harbour including public ferry routes and Taronga Zoo – a major visitor destination. The western side is less exposed and generally only visible from Mosman Bay.
Public viewpoints	Cremorne Point Foreshore Walk, Old Cremorne Wharf, Cremorne Reserve, Robertsons Point, Taronga Zoo Wharf, Taronga Zoo, Sirius Cove Park and beach, Curlew Camp historic site and artists' walk, Little Sirius Point.

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	1
Built form fit (1-3)	1
Total landscape rating	2
Visual values scores (1-3)	Diversity
	Pattern
	Colour
	Balance
Total visual value	6
Scenic quality	12
Visibility rating (1-3)	2
Visual importance rating	24

The Curraghbeena Point precinct has been assessed as having low scenic quality. The low scenic quality score affects the visual importance rating, producing a low rating that is in contrast with the importance of the Point based on its visual prominence in Sydney Harbour. Based on the larger number of residents, visitors and tourists viewing the precinct enhancing the scenic quality to be commensurate with the precinct's visibility would be desirable.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

CHANGES OVER TIME - WESTERN PRECINCT

Based on the available photographs, the analysis has identified a number of changes in the precinct. General observations are:

- The last 25 years have seen a mix of renovations, extensions/ alterations and re-builds.
- There has been intensification of waterfront development with new dwellings having reduced foreshore setbacks.
- There has been a notable loss of vegetation along the foreshore.
- There has been a loss of vegetation on parts of the upper slopes while in other areas vegetation has re-grown.

The analysis of changes is documented in **Figures 21 to 22**.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Provide additional street tree planting in particular along the upper slopes and ridges to provide a vegetated backdrop to housing that will soften the appearance of the skyline.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Implement minimum setback requirements from the foreshore including for pools, tennis courts and similar private recreation infrastructure. Require a minimum soft landscape zone along the foreshore to enhance opportunities for increased landscaping and tree planting along the harbour's edge.
- Review building lines and increase side setbacks to provide sufficient space for vegetation and tree planting between neighbouring buildings, in order to create an alternating effect of built form and landscape when viewed from the water.
- Increase the landscape area and revegetation requirements for medium density (re-) developments to ensure a more balanced mix of built form and landscape.
- Offer incentives or consider mandating for green walls or roofs as a means to increase green cover as well as urban sustainability.
- Review guidelines for waterfront and marine structures such as boat sheds and marinas to maintain an appropriate balance between the size and bulk of structures at the water's edge and the scenic foreshore slopes.

CHANGES OVER TIME - EASTERN PRECINCT

Based on the available photographs, the analysis has identified a number of changes in the precinct. General observations are:

- Change is most notable along the waterfront which has become more intensely built up with structures such as walls, stairs and boat sheds.

The analysis of changes is documented in **Figure 23**.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Maintain bushland vegetation in Curraghbeena Park and at Curraghbeena Point to continue to provide a natural counterpoint balancing the appearance of dense urban development.
- Provide additional street tree planting in particular along the upper slopes and ridges to provide a vegetated backdrop to housing that will soften the appearance of the skyline.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Implement minimum setback requirements from the foreshore including for pools, tennis courts and similar private recreation infrastructure. Require a minimum soft landscape zone along the foreshore to enhance opportunities for increased landscaping and tree planting along the harbour's edge.
- Offer incentives or consider mandating for green walls or roofs as a means to increase green cover as well as urban sustainability.
- Review guidelines for waterfront and marine structures such as boat sheds and marinas to maintain an appropriate balance between the size and bulk of structures at the water's edge and the scenic foreshore slopes.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



LEGEND

- New building and clearing
- Redeveloped lots
- Renovated building
- Reference buildings (unchanged)
-
-
-
- Character precinct boundary

Figure 21: Comparison of the western Curraghbeena Point Precinct in March 1998 (top) and September 2017 (bottom) - south of McLeod Street

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 22: Comparison of the western Curraghbeena Point Precinct in March 1998 (top) and September 2017 (bottom) - between McLeod Street and Mosman Bay Wharf

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



LEGEND

- New building and clearing
- Redeveloped lots
- Renovated building
- Reference buildings (unchanged)
-
-
-
- Character precinct boundary

Figure 23: Comparison of the eastern Curraghbeena Point Precinct in March 1998 (top) and September 2017 (bottom)
- Mosman Bay Wharf and eastern Curraghbeena Point

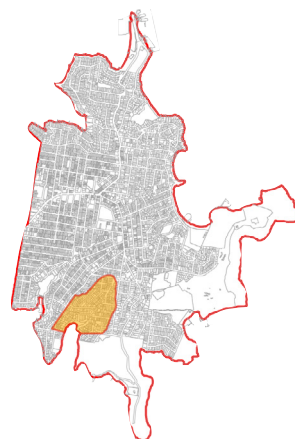
4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.5 SIRIUS COVE

Sirius Cove is a picturesque residential precinct at the head of Sirius Cove, a small natural harbour used extensively for swing moorings and terminates by two small sandy beaches. The precinct is characterised by steep slopes towards the cove and a predominantly public waterfront that includes Sirius Park and environmental conservation lands.

Much of the foreshore is heavily vegetated, with the exception of five private properties in Curraghbeena Road that extend

to the water's edge. They are characterised by extensive terraced gardens of predominantly low vegetation leading to boat sheds and pontoons.



Summary of attributes

Key Attribute	Description
Location	Around the head of Sirius Cove and in the valley that provides the drainage catchment for Sirius Creek.
Description	Predominantly single dwelling residential precinct on steep slopes surrounding Sirius Cove.
Landform	Steep slopes all around but particularly steep on the western side of the cove. Sirius Park occupies a flat to moderately sloping area of partially reclaimed land at the head of the cove.
Elevation	Water's edge to ridge
Orientation	West, south and east facing slopes towards Sirius Cove. West and east facing slopes across the Sirius Creek valley are not exposed to views from the harbour.
Foreshore (public/ private)	Predominantly public (Sirius Park and environmental conservation lands) with the exception of five residential properties in Curraghbeena Road.
Vegetation cover	A dense band of vegetation wraps around the majority of the foreshore, except for private properties in Curraghbeena Road, at Clifton Gardens Sea Scouts and at Sirius Park, which includes a mix of open grass areas and groups of trees.

Key Attribute	Description
	Patchy vegetation on private properties on the mid and upper slopes, leaving a number of buildings harshly silhouetted against the sky.
Built form	<p>Visible parts of the precinct consist of generally 2-3 storey single family dwellings generally laid out along the contours. There are visible modifications to the natural landscape including retaining walls and benches cut into the natural slope. Some medium rise apartment buildings along the eastern ridge line. Overall there is a high level of diversity in building forms, construction era, styles and colours.</p> <p>There are also a number of boat sheds and private jetties along the western side of the cove, as well as the Clifton Gardens Sea Scouts building prominently located at the small beach in the eastern cove. Boats on swing moorings are also an important visual feature.</p> <p>At the head of the cove is a small retaining wall delineating the sandy beach and green space in Sirius Park.</p>
Visual values	Diversity: The precinct is diverse owing to the changing interplay between variations in built form and scale, vegetation, land form and other natural features including the beach and cliffs/ rock outcrops.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 24: Typical character images - Sirius Cove Precinct

Key Attribute	Description	Key Attribute	Description
	<p>Pattern: The regular horizontal arrangement of buildings parallel with the slope creates an easily understood arrangement that gives a peaceful impression. This is contrasted by vertical masts of moored boats, and softened by vegetation through much of the precinct.</p> <p>Colour: There is a variety of colours that generally complement each other and the colour of the natural landscape. A small number of very bright dwellings and concentrations of orange roofs detract from the overall scene.</p> <p>Balance: The precinct presents a mostly balanced composition when viewed from the water. A small number of properties negatively effect the harmony of the precinct due to their proportions, hard lines unmitigated by vegetation and bright colour schemes.</p>	Visual prominence	<p>Tucked into the upper reaches of Sirius Cove with limited visibility from Sydney Harbour including distance views from the Cremorne and Mosman ferry routes. Visible from private craft within Sirius Cove.</p> <p>Visibility is limited to the slopes directly facing the harbour. Parts of the precinct in the Sirius Creek Valley are not visible from the harbour.</p>
		Public viewpoints	<p>Cremorne Point Foreshore Walk and Robertsons Point, Curlew Camp historic site and artists’ walk, Little Sirius Point</p>
Detractors	<p>Private properties in Curraghbeena Road that interrupt the vegetated foreshore. Their vertical proportions are out of character with the majority of the precinct and present a densely built up waterfront. Apartment towers along the ridge.</p>		

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

SCENIC ASSESSMENT SUMMARY

Rating	Score	
Vegetation cover (1-3)	3	
Built form fit (1-3)	2	
Total landscape rating	5	
Visual values scores (1-3)	Diversity	3
	Pattern	2
	Colour	3
	Balance	2
Total visual value	10	
Scenic quality	50	
Visibility rating (1-3)	2	
Visual importance rating	100	

The Sirius Cove precinct has been assessed as having high scenic quality. Its somewhat limited visibility within Sydney Harbour reduces the overall visual importance somewhat. Despite this, the landscape setting and visual values that combine to produce the high scenic values are locally significant, to both residents and the numerous visitors and tourists enjoying the waterway, public foreshore walks, historic artist camp and parks in the area.

CHANGES OVER TIME

Based on the available photographs, the analysis has identified a number of changes in the precinct. General observations are.

- The major focus for redevelopment has been along Curlew Camp Road.
- Vegetation on upper slopes has thinned.
- Vegetation along the foreshore has increased enhancing the landscape setting at the harbour interface.

The analysis of changes is documented in **Figures 25 to 27**.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Vegetation between Curraghbeena Park and Sirius Park (and within Sirius Park) plays an important role in softening the appearance of built structures when seen from the water. Continue to maintain and enhance bushland and other vegetation in environmental conservation land and public open space along the foreshore.
- Provide additional street tree planting in particular along the upper slopes and ridges to provide a vegetated backdrop to housing that will soften the appearance of the skyline.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Review building lines and increase side setbacks to provide sufficient space for vegetation and tree planting between neighbouring buildings, in order to create an alternating effect of built form and landscape when viewed from the water.
- Implement or strengthen minimum setback requirements from the foreshore including for pools, tennis courts and similar private recreation infrastructure. Require a minimum soft landscape zone along the foreshore to enhance opportunities for increased landscaping and tree planting along the harbour's edge.
- Increase the landscape area and revegetation requirements for medium density developments including specialised developments such as aged care or nursing homes, to ensure a more balanced mix of built form and landscape.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

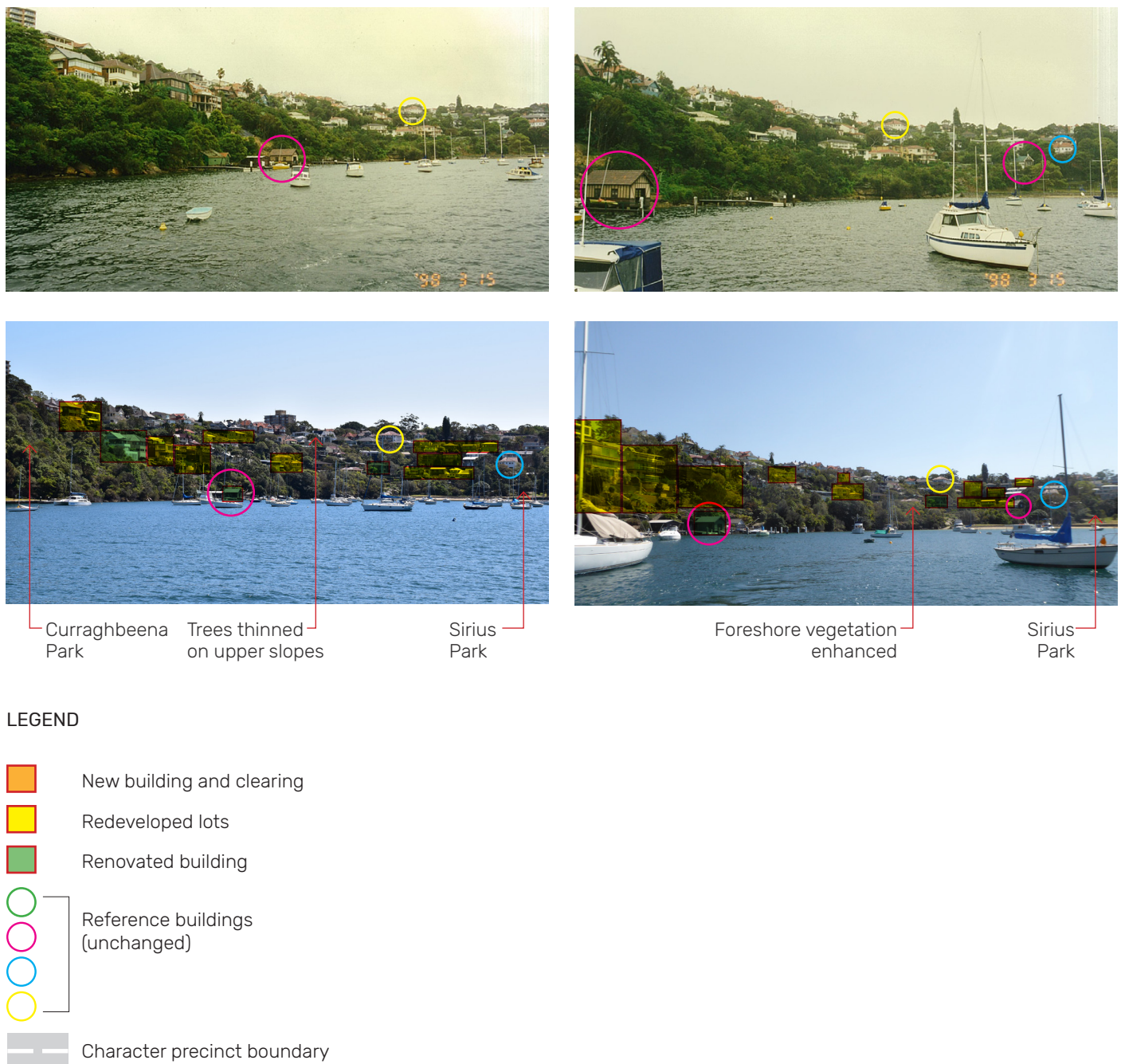


Figure 25: Comparison of the Sirius Cove Precinct in March 1998 (top) and September 2017 (bottom) - eastern cove

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

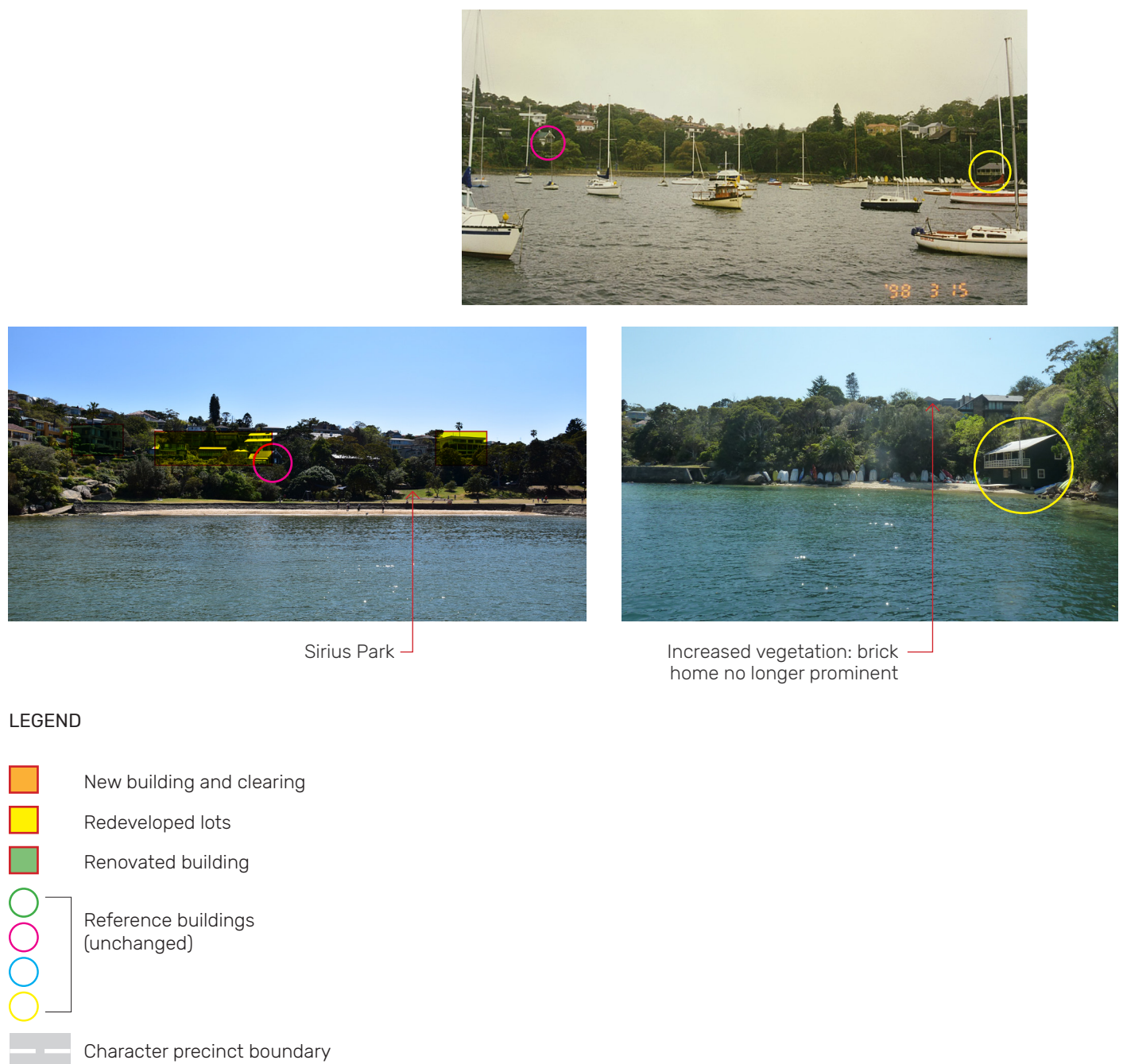


Figure 26: Comparison of the Sirius Cove Precinct in March 1998 (top) and September 2017 (bottom) - eastern cove

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



LEGEND

- New building and clearing
- Redeveloped lots
- Renovated building
- Reference buildings (unchanged)
-
-
-
- Character precinct boundary

Figure 27: Comparison of the Sirius Cove Precinct in March 1998 (top) and September 2017 (bottom) - eastern cove

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.6 BRADLEYS HEAD

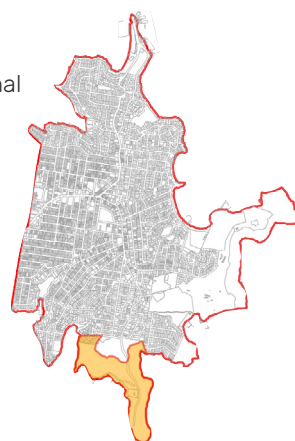
The Bradleys Head Precinct is comprised of a large area from Sirius Cove to Taylors Bay, encompassing Taronga Zoo and Sydney Harbour National Park on Bradleys Head and around Taylors Bay.

Located halfway between the Sydney Harbour Bridge and the harbour heads and protruding far south into Port Jackson, Bradleys Head is the most prominent headland in Sydney Harbour.

Taronga Zoo is an important scientific institution and tourism destination that is well integrated into the natural landscape, retaining a largely bushland character when seen from the

harbour, complementing the National Park.

As a natural headland in an urbanised harbour, Bradleys Head provides an important counterpoint and, together with other natural headlands, makes an important contribution to the diversity and beauty that Sydney Harbour is known for.



Summary of attributes

Key Attribute	Description
Location	Wrapping around Bradleys Head from the head of Sirius Cove to the head of Taylors Bay.
Description	Taronga Zoo and NPWS land.
Landform	Moderate to steep slopes giving way to rocky platforms and beaches.
Elevation	Water's edge to ridge on Bradleys Head and to mid slope in the remainder of the precinct
Orientation	West, south and east facing
Foreshore (public/ private)	Public land within Taronga Zoo and Sydney Harbour National Park.
Vegetation cover	Dense vegetation covers the majority of the precinct, including a significant portion of Taronga Zoo land.
Built form	The majority of the precinct is undeveloped land in Sydney Harbour National Park. Important built elements visible from the harbour include Athol Hall, Bradleys Head lighthouse, the HMAS Sydney memorial mast, Bradleys Head jetty and amphitheatre. Built structures in Taronga Zoo are for the most part well integrated with the landscape. Prominent elements include the Taronga Zoo Wharf and the base station of the Sky Safari (cable car ride).

Key Attribute	Description
Visual values	<p>Diversity: Despite being almost entirely covered in bushland there is considerable diversity provided by the variability of the coastline with its bays, points, minor headlands, beaches, cliffs and rock platforms. Visible (mostly historic) structures also add visual interest. The precinct is important as a prominent natural headland within an urban harbour, contributing to visual variety within the Sydney Harbour context.</p> <p>Pattern: The overwhelming majority of the precinct is characterised by the soft texture of its bushland cover. The sinuous curves of the natural landscape create a calm impression complemented by the generally low horizontal form of built structures. The HMAS Sydney mast and lighthouse at Bradleys Head provide an attractive vertical contrast.</p> <p>Colour: Dark green hues are the prominent colour and create a peaceful impression complemented by occasional creams and warm tones associated with the natural sandstone and beaches.</p>

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 28: Typical character images - Bradleys Head



Key Attribute	Description
	Balance: Bradleys Head is a visually harmonious precinct consisting of a largely natural landscape with well integrated buildings.
Detractors	N/A
Visual prominence	The precinct is highly prominent, protruding into Port Jackson Tucked.
Public viewpoints	<p>The precinct is visible from the majority of the harbour, including many bays and all major ferry routes east of the Sydney Harbour Bridge. It is visible from cruise ships as well as private craft and charter or tour operators.</p> <p>The precinct is widely visible from land areas all around the harbour. Public viewpoints include the public foreshores and open space in all parts of Port Jackson east of the Sydney Harbour Bridge.</p>

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	3
Built form fit (1-3)	3
Total landscape rating	6
Visual values scores (1-3)	Diversity 3
	Pattern 3
	Colour 3
	Balance 3
Total visual value	12
Scenic quality	72
Visibility rating (1-3)	3
Visual importance rating	216

The Bradleys Head precinct has been assessed as having very high scenic quality. Due to its prominent location within Sydney Harbour, the precinct also has a high visibility rating, producing a very high visual importance score, confirming its importance as a key Sydney Harbour landmark.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

CHANGES OVER TIME

There were no historic photographs available to assess the changes in the visual setting of the precinct over the last 25 years. It is noted that Sydney Harbour National Park was first established in 1975 and included Bradleys Head. Likely the major change in the precinct was the construction of the Bradleys Head amphitheatre in the early 2000's.

MANAGEMENT OPPORTUNITIES

The precinct is managed by NPWS which aims to conserve the natural and cultural heritage of the park while providing unique and enriching experiences for visitors to Sydney Harbour.

Key areas for management include preservation of biodiversity, managing threats such as weeds and pests, developing visitor facilities and experiences, conserving Aboriginal culture and managing fire.

A detailed review of management strategies is beyond the scope of the Study. NPWS stated management aim however is considered consistent with the protection of landscape and scenic values of Mosman's harbour foreshore slopes.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

BLANK PAGE

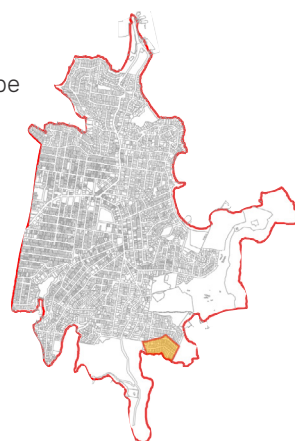
4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.7 TAYLORS BAY

The Taylors Bay Precinct is a small residential enclave situated on steep slopes overlooking Taylors Bay and framed by dense bushland on the western side of Taylors Bay and Chowder Head.

The majority of the precinct consists of large single dwellings, generally three to four storeys tall with some multi-unit dwellings.

They present a densely built up slope that is highly exposed to views from Sydney Harbour.



Summary of attributes

Key Attribute	Description
Location	Eastern side of Taylors Bay.
Description	An intensely developed residential precinct overlooking Taylors Bay and Sydney Harbour National Park (Bradleys Head)
Landform	Consistently steep slope from the ridge to the harbour.
Elevation	Water's edge to ridge
Orientation	South facing
Foreshore (public/ private)	Government owned land including Taronga Zoo and Sydney Harbour National Park.
Vegetation cover	A dense band of vegetation in NPWS land lines the foreshore. Patchy generally horizontal bands of vegetation on the mid slopes alternating with built form. A patchily vegetated skyline leaves some buildings silhouetted against the sky.
Built form	The precinct consist of generally large 3-4 storey single family dwellings and a small number of low rise apartment buildings. Modifications to the natural topography include benching and retaining walls. Buildings are generally laid out parallel to the contours but a small number of dwellings on battle axe lots break this regular arrangement.

Key Attribute	Description
Visual values	<p>Diversity: The precinct is small but is in distinct contrast to surrounding National Parks land. Within the precinct visual interest is provided by the alternating bands of built form and vegetation. Built form and styles are relatively homogenous and add only low levels of interest, though buildings on battle axe lots loosen the otherwise rigid regularity of the built form arrangement.</p> <p>Pattern: A mostly regular pattern of development and vegetation parallel to the foreshore creates a restful impression, with building outlines softened by vegetation.</p> <p>Colour: There is a variety of colours that generally complement each other and the natural landscape to create an interesting and balanced composition. Small pockets of concentrated oranges detract from the overall composition.</p> <p>Balance: The precinct presents a well balanced composition when viewed from the water.</p>

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 29: The Taylors Bay Precinct

Key Attribute	Description
Detractors	The dwelling situated on the battle axe lot at 27 Iluka Road breaks the regular bands of buildings and vegetation. Very large dwellings at the western end of the precinct (including at the end of Iluka Road and Burrawong Avenue) are out of scale with the majority of dwellings.
Visual prominence	The precinct is highly exposed to views from the main channel of Sydney Harbour as well as from public land on the western side of Taylors Bay.
Public viewpoints	Sydney Harbour National Park including the Taylors Bay Track (Bradleys Head to Chowder Bay Walk), eastern foreshores and western slopes of Bradleys Head, Shark Island. Major public ferry routes, private tour/ charter and cruise ship routes. Distance views from the harbour foreshores and slopes between McKell Park, Darling Point and Nielsen Park, Vaucluse.

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	2
Built form fit (1-3)	2
Total landscape rating	4
Visual values scores (1-3)	Diversity 2
	Pattern 3
	Colour 3
	Balance 3
Total visual value	11
Scenic quality	44
Visibility rating (1-3)	3
Visual importance rating	132

The Taylors Bay precinct has been assessed as having medium scenic quality. It is also highly visible from within Sydney Harbour producing a very high visual importance score. This in turn indicates the importance of managing development within the precinct commensurate with its visual importance and to ensure the landscape setting and visual values that combine to produce the high scenic values are protected for the benefit of the people of Sydney, Australia and beyond.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

CHANGES OVER TIME

Based on the available photographs, the analysis has identified a number of changes in the precinct. General observations are.

- Some areas that were bushland in 1997 have been cleared and developed for housing.
- A large number of properties have been redeveloped since 1997, with both the size of dwellings and the portion of lots that is developed increasingly noticeably.
- Some loss and thinning of vegetation is evident along the mid slopes due to larger dwellings reducing the space available for re-establishment of larger vegetation between dwellings .

The analysis of changes is documented in **Figure 30**.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Vegetation on public (NPWS) land along the foreshore plays an important role in softening the appearance from the water. Liaise with NPWS to continue to maintain and enhance bushland along the foreshore.
- Consider the use of “tree vandal” signs along the foreshore to discourage intentional damage to trees.
- Provide additional street tree planting in particular midslope to break up the built form as it steps up the slope through vegetated bands, to soften the appearance of urban development and reduce the visual bulk of buildings.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Review building lines and increase side setbacks to provide sufficient space for vegetation and tree planting between neighbouring buildings, in particular along the upper slopes, to create an alternating effect of built form and landscape when viewed from the water.
- Implement or strengthen minimum setback requirements from the foreshore including for pools, tennis courts and similar private recreation infrastructure. Require a minimum soft landscape zone adjacent NPWS and other conservation lands to provide an area for managing runoff which has the potential to adversely affect bushland.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



LEGEND









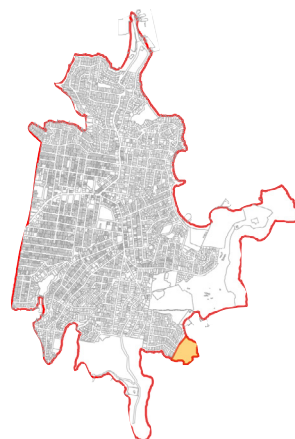
-  New building and clearing
-  Redeveloped lots
-  Renovated building
-  Reference buildings (unchanged)
-  Reference buildings (unchanged)
-  Reference buildings (unchanged)
-  Reference buildings (unchanged)
-  Character precinct boundary

Figure 30: Comparison of the Taylors Bay Precinct in June 1997 (top) and September 2017 (bottom)

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.8 CHOWDER HEAD

Chowder Head forms part of Sydney Harbour National Park. It is a short but prominently located headland in Sydney Harbour that is densely vegetated with natural bushland.



Summary of attributes

Key Attribute	Description
Location	Chowder Head
Description	A densely vegetated headland that forms part of Sydney Harbour National Park.
Landform	Consistently steep slope from the ridge to the harbour.
Elevation	Water's edge to ridge
Orientation	South, east and north facing
Foreshore (public/ private)	Public land within Sydney Harbour National Park.
Vegetation cover	Dense bushland covers the entire headland.
Built form	N/A - no buildings. Walking tracks are well integrated and not visible from the waterway.
Visual values	<p>Diversity: Diversity is provided by the changing view angles of the headland, its small bays and spurs, as well as the variations along the water interface provided by rock platforms, outcrops and cliffs. The natural headland provides an attractive counterpoint to nearby residential areas.</p> <p>Pattern: A rich texture created by vegetation cover highlighting the curve of the ridge to create a peaceful impression that is occasionally punctuated by cliffs and rocky outcrops where vegetation is sparser.</p>

Key Attribute	Description
	<p>Colour: Dark green hues are the prominent colour and create a peaceful impression.</p> <p>Balance: As a largely natural headland the overall impression is one of natural balance.</p>
Detractors	N/A
Visual prominence	<p>Chowder Head is one of the most prominent headlands in Sydney Harbour, visible from adjoining peninsulas, major ferry and cruise liner routes and the harbour's southern foreshores and Shark Island. When seen from a distance the headland can blend into nearby larger headlands (Bradleys Head and Georges Head)</p>
Public viewpoints	<p>Sydney Harbour National Park including the Taylors Bay Track (Bradleys Head to Chowder Bay Walk), eastern foreshores and western slopes of Bradleys Head, Shark Island and Georges Head. Harbour Trust land at Chowder Bay and Georges Heights. Clifton Gardens Reserve.</p> <p>Major public ferry routes, private tour/ charter and cruise ship routes.</p> <p>Distance views from the harbour foreshores and slopes between McKell Park, Darling Point and South Head, Watsons Bay.</p>

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 31: Typical character images - Chowder Head Precinct

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	3
Built form fit (1-3)	3
Total landscape rating	6
Visual values scores (1-3)	Diversity 2
	Pattern 3
	Colour 3
	Balance 3
Total visual value	11
Scenic quality	66
Visibility rating (1-3)	3
Visual importance rating	198

The Chowder Head precinct has been assessed as having high scenic quality. Due to its prominent location within Sydney Harbour the precinct also has a high visibility rating, producing a very high visual importance score, confirming its importance within the Sydney Harbour context.

CHANGES OVER TIME

There were no historic photographs available to assess the changes in the visual setting of the precinct over the last 25 years. The Precinct has a long history of protection from development being located within Sydney Harbour National Park which was first established in 1975.

MANAGEMENT OPPORTUNITIES

The precinct is managed by NPWS which aims to conserve the natural and cultural heritage of the park while providing unique and enriching experiences for visitors to Sydney Harbour.

Key areas for management include preservation of biodiversity, managing threats such as weeds and pests, developing visitor facilities and experiences, conserving Aboriginal culture and managing fire.

A detailed review of management strategies is beyond the scope of the Study. NPWS stated management aim however is considered consistent with the protection of landscape and scenic values of Mosman's harbour foreshore slopes.

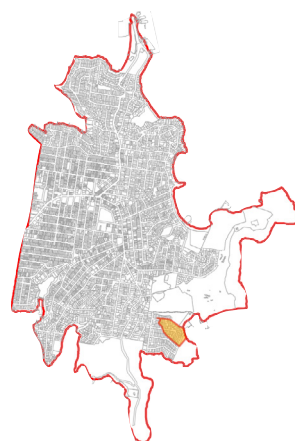
4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.9 CLIFTON GARDENS

The Clifton Gardens Precinct is a small residential enclave situated on steep slopes overlooking Chowder Bay and framed by dense bushland on Chowder Head and in Sydney Harbour National Park above Clifton Gardens Reserve.

The majority of the precinct consists of single dwellings, ranging from two to four storeys tall in an irregular

arrangement above Chowder Bay. The precinct is highly exposed to public views from a number of public places and destinations around Sydney Harbour.



Summary of attributes

Key Attribute	Description
Location	Eastern side of Chowder Bay.
Description	A small residential precinct framed by the bushland setting of Sydney Harbour National Park and overlooking Chowder Bay.
Landform	Consistently steep slope from the ridge to the harbour.
Elevation	Water's edge to ridge
Orientation	North-east facing
Foreshore	Public land within Sydney Harbour National (public/ private) Park.
Vegetation cover	A dense band of vegetation in NPWS land lines the foreshore. Vegetation on the mid and upper slopes and against the skyline occurs in bands and irregular groups, leaving some buildings silhouetted against the sky.
Built form	The precinct consist of predominantly 2 to 4 storey single family dwellings stepping down the slope at oblique angles. There are a variety of building styles and scales. Many buildings incorporate or have required modifications to the natural topography including benching and large retaining walls. The Clifton Gardens pier, although outside of the precinct, is a strong horizontal built form in the foreground.

Key Attribute	Description
Visual values	<p>Diversity: The precinct is visually diverse and interesting with its alternating patches dominated by landscape and built form. Variety in building styles and sizes adds further interest, as does the Clifton Gardens pier.</p> <p>Pattern: The street layout results in a diagonal arrangement of buildings relative to the slope which appears somewhat irregular when seen from the harbour, with irregular diagonal bands of vegetation in between. The overall appearance is busy and exacerbated by the hard lines in large areas of uninterrupted built form.</p> <p>Colour: There is a variety of colours that generally complement each other and the colours of the natural landscape. However, pockets of very bright (white) and glary stand out and detract from the overall composition</p> <p>Balance: The precinct presents a reasonably balanced composition when viewed from the water that is undermined by a number of buildings that are out of scale and incongruent in their colour scheme.</p>

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 32: Typical character images - Clifton Gardens Precinct (source for right image: Beyond The Wharf 2017)

Key Attribute	Description
Detractors	Properties at 9-13 Morella Road sit forward of adjoining properties and closer to the waterfront. They break an otherwise consistent setback form the harbour and appear to erode the dense vegetation band along the foreshores. The property at 6 David Street is set at a different angle to surrounding dwellings, creating a jarring effect. Being built up above natural ground level, it also appears taller and out of scale with its neighbours.
Visual prominence	The precinct is highly exposed to views from the main channel of Sydney Harbour, including from ferry routes, privately operated tours and cruise liners.
Public viewpoints	<p>Sydney Harbour National Park, Clifton Gardens Reserve, Harbour Trust land at Chowder Bay and Georges Heights including parks, baths, barracks, wharves and cafes/tea rooms. Shark Island. Major public ferry routes, private tour/ charter and cruise ship routes.</p> <p>Distance views from the harbour foreshores and slopes between Bottle and Glass Point, Vaucluse and South Head.</p>

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	2
Built form fit (1-3)	2
Total landscape rating	4
Visual values scores (1-3)	Diversity
	Pattern
	Colour
	Balance
Total visual value	8
Scenic quality	32
Visibility rating (1-3)	3
Visual importance rating	96

The Clifton Gardens precinct has been assessed as having medium scenic quality. Yet, is highly visible from within Sydney Harbour, resulting in visual importance score that is inconsistent with its visual prominence within Sydney Harbour. Based on the larger number of potential viewers of this precinct, enhancing its scenic quality to be commensurate with the precinct's visibility would be desirable.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

CHANGES OVER TIME

Based on the available photographs, the analysis has identified a number of changes in the precinct. General observations are:

- Some areas that were bushland in 1997 have been cleared and developed for housing.
- A large number of properties have been redeveloped since 1997, with both the size of dwellings and the portion of lots that is developed increasingly noticeably. As a result, built form is becoming increasingly dominant.
- Some loss and thinning of vegetation is evident along the mid and upper slopes due to larger dwellings reducing the space available for re-establishment of larger vegetation between dwellings.

The analysis of changes is documented in **Figure 33**.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Vegetation on public (NPWS) land along the foreshore plays an important role in softening the appearance from the water. Liaise with NPWS to continue to maintain and enhance bushland along the foreshore.
- Consider the use of “tree vandal” signs along the foreshore to discourage intentional damage to trees.
- Provide additional street tree planting in particular along the upper slopes and ridges to break up the bulk of built form and to provide a vegetated backdrop to housing that will soften the appearance of the skyline.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Review building lines and increase side setbacks to provide sufficient space for vegetation and tree planting between neighbouring buildings, in particular along the upper slopes, to create an alternating effect of built form and landscape when viewed from the water.
- Implement or strengthen minimum setback requirements from the foreshore including for pools, tennis courts and similar private recreation infrastructure. Require a minimum soft landscape zone adjacent NPWS and other conservation lands to provide an area for managing runoff which has the potential to adversely affect bushland.
- Increase the landscape area and revegetation requirements to ensure a more balanced mix of built form and landscape.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Loss of tree cover on mid slopes

LEGEND









-  New building and clearing
-  Redeveloped lots
-  Renovated building
-  Reference buildings (unchanged)
-  Reference buildings (unchanged)
-  Reference buildings (unchanged)
-  Reference buildings (unchanged)
-  Character precinct boundary

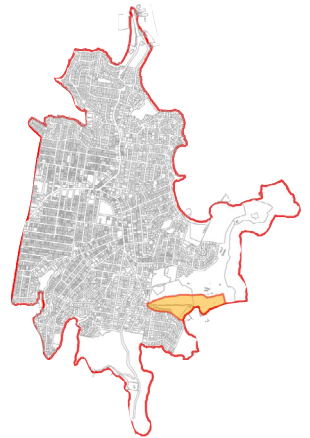
Figure 33: Comparison of the Clifton Gardens Precinct in March 1998 (top) and September 2017 (bottom)

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.10 CHOWDER BAY

The Chowder Bay Precinct consists largely of government-owned land. It includes Clifton Gardens, a historic pleasure ground and recreation destination, as well as Harbour Trust land in Chowder Bay, a former defence site. Together they provide a popular recreation and tourism destination overlooking Port Jackson and offering a diverse range of activities including swimming and other water sports, picnicking, historic buildings/ sites and tours, walks, cafes and restaurants, set against a bushland backdrop.

The precinct is highly exposed to public views from a number of public places and destinations around Sydney Harbour.



Summary of attributes

Key Attribute	Description
Location	Northern side of Chowder Bay.
Description	A harbour-side precinct characterised by historic pleasure grounds and heritage buildings and structures associated with former military uses against a bushland backdrop.
Landform	Flat water-side land in Clifton Gardens and the former Army Maritime School. Submarine Miners' Corps against a backdrop of very steep lower and mid slopes.
Elevation	Water's edge to mid slopes
Orientation	South facing
Foreshore (public/ private)	Public land including Mosman Council (Clifton Gardens) and Harbour Trust land (Chowder Bay/ Headland Park)
Vegetation cover	Harbour slopes are predominantly covered in dense bushland, with open grass areas on flat land in Clifton Gardens.
Built form	Built form includes both land and water based structures. There are jetties at Clifton Gardens, Chowder Bay and Clifton Gardens Wharf and a cluster of historic and heritage buildings at Chowder Bay associated with former military uses. Modifications to the natural landscape as a result of construction of Chowder Bay Road, navy tanks and other historic buildings continue to remain evident despite successful revegetation.

Key Attribute	Description
Visual values	<p>Diversity: The precinct is visually diverse owing to its mixture of open areas, beach, sandstone cliffs, bushland, cultural plantings and significant historic.</p> <p>Pattern: A mostly even texture of bushland is punctuated by cultural plantings and groups of buildings. Their arrangement follows the natural topography with dominant horizontal lines creating a restful impression.</p> <p>Colour: Green hues are the prominent colour, with small amounts of complementary warm colours, and creating a peaceful impression.</p> <p>Balance: The precinct presents a harmonious composition of a predominantly natural landscape with well integrated built form.</p>
Detractors	N/A
Visual prominence	Chowder Bay is highly prominent within Sydney Harbour, being located along the main shipping channel. It is also visible from adjoining headlands and residential areas in Clifton Gardens.
Public viewpoints	<p>Major public ferry, private tour/ charter and cruise liner routes.</p> <p>Sydney Harbour National Park, Clifton Gardens Reserve, Harbour Trust land at Headland Park (Georges Heights).</p> <p>Public foreshores and open space between Steele Point, Nielsen Park and Lady Bay Beach, Watsons Bay.</p>

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 34: The Chowder Bay Precinct

SCENIC ASSESSMENT SUMMARY

Rating	Score	
Vegetation cover (1-3)	3	
Built form fit (1-3)	3	
Total landscape rating	6	
Visual values scores (1-3)	Diversity	3
	Pattern	3
	Colour	3
	Balance	3
Total visual value	12	
Scenic quality	72	
Visibility rating (1-3)	3	
Visual importance rating	216	

The Chowder Bay precinct has been assessed as having high scenic quality. Due to its prominent location within Sydney Harbour the precinct also has a high visibility rating, producing a very high visual importance score, confirming its importance within the Sydney Harbour context.

CHANGES OVER TIME

There were no historic photographs available to assess the changes in the visual setting of the precinct over the last 25 years.

MANAGEMENT OPPORTUNITIES

The Precinct is situated on government owned land that has been managed by the Harbour Trust since 2001, with the aim of conserving and preserving land in the Sydney Harbour region for the benefit of present and future generations of Australians.

The Harbour Trust's stated management aims include the conservation of natural and cultural assets, increasing the size of bushland areas, creation of a network of walking tracks between places of interest and adaptive reuse of existing buildings and facilities.

A detailed review of management strategies is beyond the scope of the Study. It is noted that the Harbour Trust's stated management aims are generally considered to be consistent with the protection of landscape and scenic values of Mosman's harbour foreshore slopes.

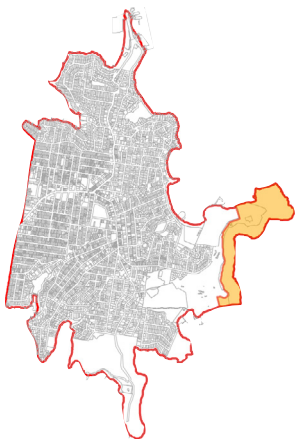
4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.11 GEORGES HEAD AND MIDDLE HEAD

Georges Head and Middle Head are comprised of a mix of National Parks and Harbour Trust land. With well-sited and mostly concealed buildings, the headlands present as a mostly natural landscape when seen from the harbour. They are characterised by significant natural vegetation and rock formations and feature significant historic built form associated with past Defence use of this prominent harbour-side area.

The precinct constitutes the most highly exposed precinct in Mosman, due to its prominent location opposite the

harbour heads and at the junction of Sydney and Middle Harbours. As a result, it can be widely seen from within Port Jackson and from public places and destinations surrounding the harbour.



Summary of attributes

Key Attribute	Description
Location	Georges Head to Cobblers Bay.
Description	A large mostly undeveloped precinct comprising parts of Sydney Harbour National Park along the foreshore and harbour slopes and Harbour Trust land at Georges Heights and Middle Head along the ridge.
Landform	Moderately and very steep slopes above cliffs of varying heights, with a broad plateau along the ridge.
Elevation	Water's edge to mid slopes at Georges Heights and extending to the ridge at Middle Head.
Orientation	South, east and north facing
Foreshore (public/ private)	Public land within Sydney Harbour National Park.
Vegetation cover	Consistently covered in vegetation, varying from coastal scrubs to woodland. Some parts display die-back and weed invasion.
Built form	There is a variety of significant structures associated with former Defence use, generally located along the ridge and upper slopes. They include a fort, gun pits, barracks and homes, hospital, various batteries, drill halls, training school, parade grounds and an oval, stores and other military buildings.

Key Attribute	Description
Visual values	<p>Diversity: This is a large, fairly uniform precinct. A degree of diversity is provided by the changing coastline, most importantly the dramatic cliffs of Middle Head. Glimpses of buildings add some interest. The precinct provides an attractive counterpoint to the intensely developed southern harbour foreshores.</p> <p>Pattern: Dense vegetation cover and rich detail of the sandstone formations create a predominantly soft texture. The sinuous curve of the ridge and the horizontal bands of the water and rock banding are the prominent lines creating a restful impression. The vertical cliffs at Middle Head provide a interesting and dramatic contrast.</p> <p>Colour: Green hues are complemented by the warm tones of sandstone rock outcrops and cliffs.</p> <p>Balance: Although there are a large number of structures in the precinct, built form is visibility is limited creating the impression of a largely natural landscape.</p>
Detractors	Radio masts on Middle Head
Visual prominence	The precinct is highly exposed to views from the main channel of Sydney Harbour, as well as from Middle Harbour and North Harbour including adjoining land areas from Quarantine Head to Clontarf Point.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 35: Typical character images - Georges Head and Middle Head Precinct

Key Attribute	Description
Public viewpoints	The precinct is visible from major ferry routes including to Manly and Watsons Bay, and from private tour/ charter and cruise ship routes.
	Public foreshore land including parks and open space from Darling Point to Clontarf, and the Sydney harbour islands.

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	3
Built form fit (1-3)	3
Total landscape rating	6
Visual values scores (1-3)	Diversity 2
	Pattern 3
	Colour 3
	Balance 3
Total visual value	11
Scenic quality	66
Visibility rating (1-3)	3
Visual importance rating	198

The Georges Head and Middle Head precinct has been assessed as having high scenic quality. Due to its highly prominent location opposite the Sydney Heads the precinct also has a high visibility rating, producing a very high visual importance score, confirming its landmark importance within the Sydney Harbour.

CHANGES OVER TIME

There were no historic photographs available to assess the changes in the visual setting of the precinct over the last 25 years.

MANAGEMENT OPPORTUNITIES

The Precinct is situated on government owned land including NPWS and Harbour Trust managed land.

Both NPWS's and the Harbour Trust's stated management aims are generally considered to be consistent with the protection of landscape and scenic values of Mosman's harbour foreshore slopes.

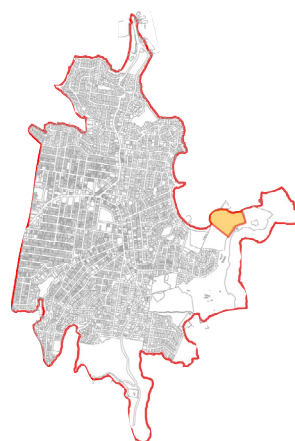
4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.12 HMAS PENGUIN

HMAS Penguin is the last remaining active military presence on Middle Head. With its large historic and institutional buildings laid out to accentuate the natural contours, it is visually distinct from the residential and bushland precincts in other parts of Mosman.

The precinct retains a well-balanced mix of built form and natural vegetation overlooking Hunters Bay. It is highly visible

from the Balmoral foreshores, its parks and beaches, as well as from within Middle Harbour and adjoining land areas.



Summary of attributes

Key Attribute	Description
Location	Southern side of Hunters Bay, Balmoral/ Middle Head.
Description	Defence-owned land that remains the last active military presence on the Middle Head Peninsula. HMAS Penguin is the Navy's main medical facility.
Landform	Varies: moderately steep to gentle
Elevation	Water's edge to ridge
Orientation	North-west facing
Foreshore (public/ private)	Federal government land (Defence) - no public access
Vegetation cover	Dense bushland along the upper slopes and ridge and along parts of the foreshore.
Built form	Development consists of a number of Defence buildings including the Balmoral Naval Hospital, as well as other specialised medical units, residential accommodation and Navy training facilities. Buildings are up to five storeys tall. They are generally long and laid out parallel to the contours to overlook the bay. There are also significant waterfront buildings and a large jetty.
Visual values	Diversity: The mix of historic and recent buildings, bushland vegetation, sloping lawns and maritime structures makes for a visually diverse and visually engaging precinct.

Key Attribute	Description
	<p>Pattern: The logical arrangement of the buildings relative to the slope, and their long shape creates strong horizontal lines that, together with the gentle curve of the vegetated ridge, create a restful impression. The texture is rich consisting of a soft foliage pattern surrounding the buildings with their strong architectural lines.</p> <p>Colour: There is a range of green and warm hues that complement each other and the natural landscape setting. Yellow roofs and the harsh colour schemes of waterfront structures detract from the otherwise harmonious colour balance.</p> <p>Balance: The precinct appears as a well balanced and harmonious composition of built form and landscape.</p>
Detractors	Four-storey waterfront buildings with high contrast colour schemes including glary white walls. Green metal waterfront shed out of character with the architectural quality of the barracks and hospital.
Visual prominence	The precinct is open to views from private craft and organised tours in Middle Harbour. It is also visible from the Balmoral foreshore.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 36: HMAS Penguin Precinct

Key Attribute	Description
Public viewpoints	Middle Harbour foreshore between Clontarf Point and Dobroyd Point including Grotto Point, the Castle Rock Track and Lighthouse Track. Balmoral foreshore beaches and parks including Balmoral Park. The Island/ Rocky Point, Hunters Park and Wyargine Reserve.

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	2
Built form fit (1-3)	2
Total landscape rating	5
Visual values scores (1-3)	Diversity 3
	Pattern 3
	Colour 2
	Balance 2
Total visual value	10
Scenic quality	50
Visibility rating (1-3)	2
Visual importance rating	100

The HMAS Penguin precinct has been assessed as having high scenic quality. Being located in Middle Harbour and tucked behind Middle Head reduces its visual prominence, producing a somewhat reduced visual importance score. Irrespective, the precinct has considerable landscape and visual values that should be maintained and enhanced to continue to provide an attractive arrangement of landscape and institutional buildings along the southern shore of Hunters Bay, as experienced by residents and numerous visitors on the waterway and on public foreshore walks, parks and beaches in Balmoral.

CHANGES OVER TIME

There were no historic photographs available to assess the changes in the visual setting of the precinct over the last 25 years.

MANAGEMENT OPPORTUNITIES

The Precinct is situated on Commonwealth Government land dedicated for Defence use. HMAS Penguin is part of the Royal Australian Navy's Fleet Command and was commissioned in 1942.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

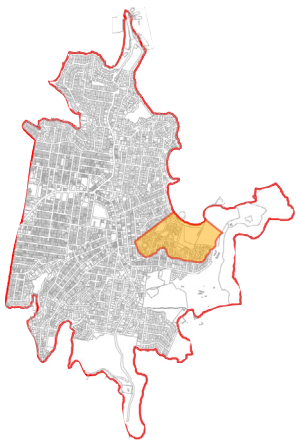
4.1.13 BALMORAL PARK

The Balmoral Park Precinct is characterised by two distinct residential pockets situated between the bushland areas in Lawry Plunkett Reserve and HMAS Penguin. They are visually separated by dense bushland in Balmoral Park.

Single family dwellings are situated on moderate to steep slopes that give way to flat land in Balmoral Park. The harbour interface is characterised by Balmoral Beach, baths and boat house. Private craft on swing moorings form an essential

component of the view from the harbour, obscuring the view of the beach itself.

The precinct is open to views from Middle Harbour, including distant views from Sydney Harbour National Park between Clontarf Point and Grotto Point and around to Dobroyd Head.



Summary of attributes

Key Attribute	Description
Location	Harbour slopes above the southern part of Balmoral Beach
Description	Two residential precincts surrounded by bushland in Lawry Plunkett Reserve, Balmoral Park and HMAS Penguin.
Landform	Moderate to steep slopes giving way to flat land of variable width (approximately 60-220 metres) behind the waterfront.
Elevation	Water's edge to mid slope
Orientation	North facing
Foreshore (public/ private)	Public land in Balmoral Park and Beach.
Vegetation cover	Visually dense vegetation along the foreshore and lower slopes. Dense bands of vegetation rising to the mid and upper slopes in Lawry Plunkett Reserve provide good separation between residential pockets. Patchy vegetation on private properties on the slope visually break up built form. Trees along Middle Head Road provide a solid vegetated backdrop against the sky, softening the appearance from the water.

Key Attribute	Description
Built form	The precinct consists of predominantly 2 and 3 storey single family dwellings, generally arranged parallel to the slope and foreshore.
Visual values	<p>Diversity: The combination of vegetated reserves, residential pockets and boats on swing moorings creates a visually diverse and interesting precinct, despite relatively low architectural variety.</p> <p>Pattern: The precinct displays an alternating pattern of soft vegetated bands and suburban pockets that follows the natural curves of the land. Boat masts provide a strong vertical element that contrasts with the horizontal arrangement of buildings along the slopes.</p> <p>Colour: There are distinct bands of colour that complement and balance each other including dark greens and a combination of cool and warm tones associated with buildings.</p> <p>Balance: The precinct presents as a generally harmonious and picturesque composition of buildings, landscape and natural harbour, where the landscape remains the most important visual element.</p>

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 37: The Balmoral Park Precinct

Key Attribute	Description
Detractors	Minor detractors include patches of red colours in contrast with the otherwise calmer colours in the precinct. There are also a small number of buildings out of scale with adjoining properties.
Visual prominence	The precinct is open to views from private craft and organised tours in Middle Harbour.
Public viewpoints	Sydney Harbour National Park, Middle Harbour foreshore between Clontarf Point and Grotto Point including the Castle Rock Track. The Island/ Rocky Point in Balmoral and Wyargine Reserve.

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	3
Built form fit (1-3)	3
Total landscape rating	6
Visual values scores (1-3)	Diversity
	Pattern
	Colour
	Balance
Total visual value	11
Scenic quality	66
Visibility rating (1-3)	2
Visual importance rating	132

The Balmoral Park precinct has been assessed as having high scenic quality. Being located in Middle Harbour and tucked behind Middle Head reduces its visual prominence, resulting in a somewhat reduced visual importance score.

Yet, the precinct has considerable landscape and visual values that should be maintained and enhanced as they are experienced by numerous residents and visitors on the waterway, on public foreshore walks, parks and beaches in Balmoral.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

CHANGES OVER TIME

Based on the available photographs, the analysis has identified a number of changes in the precinct. General observations are.

- A large number of properties have been redeveloped since 1998, though a direct comparison is difficult due to slightly different view angles between 1998 and 2017 photographs.
- The precinct has retained a predominantly landscape character, despite notable redevelopment.

The analysis of changes is documented in **Figure 38**.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Vegetation on public (Council) land along the foreshore plays an important role in softening the appearance from the water. Continue to maintain and enhance bushland and other vegetation in public open space along and behind the foreshore including Balmoral Park and Lawry Plunkett Reserve.
- Consider the use of “tree vandal” signs along the foreshore to discourage intentional damage to trees.
- Provide additional street tree planting in particular along the upper slopes and ridges to break up the bulk of built form and to provide a vegetated backdrop to housing that will soften the appearance of the skyline.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Review building lines and increase side setbacks to maintain sufficient space for vegetation and tree planting between neighbouring buildings.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

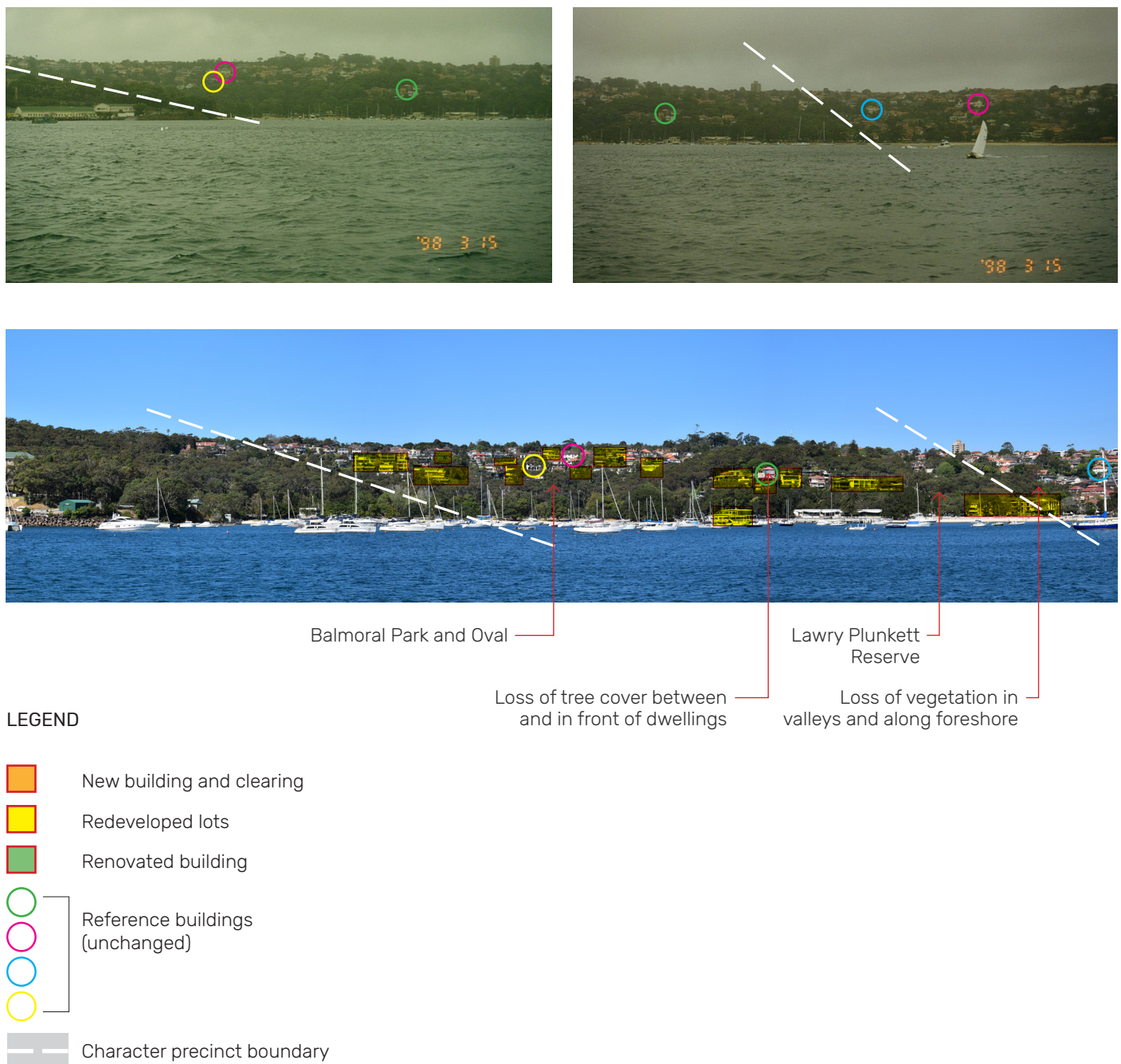


Figure 38: Comparison of the Balmoral Park Precinct in March 1998 (top) and September 2017 (bottom)

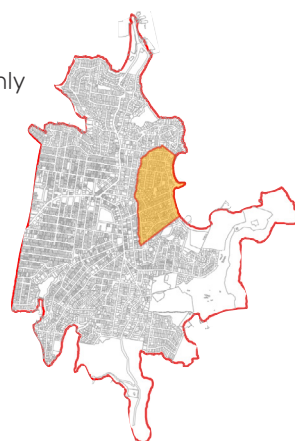
4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.14 BALMORAL BEACH

Balmoral is a local centre with intense residential development comprised of both single and multi-unit dwellings overlooking Hunters Bay. Located upslope from Balmoral and Edwards Beaches and the Bathers Pavilion, it is also a popular destination for visitors from across the Sydney Region.

Vegetation in the precinct is concentrated in Hunters and Balmoral Parks along the foreshore and on the gentle lower slopes. The mid and upper slopes feature little vegetation, much of it located in the street system. This creates a hard silhouette against the sky, further punctured by a number of taller apartment buildings.

The Balmoral Beach precinct is highly exposed to views from Middle Harbour, including distant views from Sydney Harbour National Park between Clontarf Point and Dobroyd Head, as well as from parts of North Head and Manly.



Summary of attributes

Key Attribute	Description
Location	Harbour slopes above Hunters Bay (Balmoral and Edwards Beach)
Description	A local beach side centre with intense residential development between the foreshore and the ridge line.
Landform	Steep mid slopes give way to moderate and gentle slopes and a stretch of flat land of variable width behind the waterfront.
Elevation	Water's edge to mid slope
Orientation	East facing
Foreshore (public/ private)	Public land in Balmoral and Hunters Parks.
Vegetation cover	The foreshore is characterised by a consistent band of vegetation between Awaba and Almora Streets, with patchy vegetation along the remainder. There are irregular patches of vegetation on the waterfront flats and lower slopes, progressively decreasing towards the upper slopes where vegetation is limited, leaving buildings exposed against the sky.

Key Attribute	Description
Built form	The precinct consists of a mix of large single dwellings and multi-unit dwellings, generally increasing in height and density towards the upper slope. Streets follow a variety of angles and elevations resulting in an irregular distribution of buildings relative to the natural land form.
Visual values	<p>Diversity: While there is variability in vegetation cover, building styles and layouts, the precinct overall presents a largely undifferentiated appearance from the water that is almost monolithic in its uniformity. The key item providing visual interest is the Bathers Pavilion with its unique building style and beachside location.</p> <p>Pattern: A busy but fairly homogenous mosaic of built and natural elements with little visual relief. Pattern variations are not readily related to the natural landscape and therefore appear odd.</p> <p>Colour: Greys, whites, creams and warm tones dominate the composition, creating an overall glary and intense effect, despite contrasting patches of dark vegetation.</p>

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 39: View of the Balmoral Beach Precinct

Key Attribute	Description
	Balance: Built form dominates over the landscape throughout the precinct, with little visual relief an insufficient vegetation or other elements to create balance. The overall impression is intense, harsh and slightly chaotic.
Detractors	A number of buildings are out of scale with adjoining properties, detracting from the overall pattern of the precinct.
Visual prominence	The precinct is open to views from private craft and organised tours in Middle Harbour, as well as the Manly ferry.
Public viewpoints	Sydney Harbour National Park, Middle Harbour foreshore between Clontarf Point and Grotto Point including the Castle Rock Track and Lighthouse Track. The Island/ Rocky Point in Balmoral and Wyargine Reserve. Distance views are possible from parts of North Head and Manly.

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	1
Built form fit (1-3)	2
Total landscape rating	3
Visual values scores (1-3)	Diversity
	Pattern
	Colour
	Balance
Total visual value	5
Scenic quality	15
Visibility rating (1-3)	2
Visual importance rating	30

The Balmoral Beach precinct has been assessed as having low scenic quality. It has a medium level of visibility, being exposed to views from Middle Harbour and, to a lesser extent, North Harbour. The low visual importance score is inconsistent with the importance of the precinct as a regional recreation destination. Based on the larger number of potential viewers, enhancing the scenic quality of the precinct would be desirable.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

CHANGES OVER TIME

Based on the available photographs, the analysis has identified a number of changes in the precinct. General observations are:

- There has been a general loss of tree cover in the precinct over the last 25 years, including along the foreshores and the ridges where the loss is most obvious.
- A large number of properties have been redeveloped since 1997.
- Built form is becoming increasingly dominant.
- Mobile phone towers are new vertical elements impacting on the skyline and appearance from the water.

The analysis of changes is documented in **Figure 40**.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Vegetation on public land along the foreshore plays an important role in softening the appearance from the water. Maintain, reinstate and enhance vegetation and in particular tree cover along the public foreshore and in parks and along drainage corridors throughout the precinct.
- Provide additional street tree planting in particular along the upper slopes and ridges to break up the bulk of built form and to provide a vegetated backdrop to housing that will soften the appearance of the skyline.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Review building lines and increase side setbacks to provide sufficient space for vegetation and tree planting between neighbouring buildings to break up the bulk of built form.
- Increase the landscape area and revegetation requirements for all types of development to ensure a more balanced mix of built form and landscape.
- Review permissible colour schemes to reduce glare and harsh colour contrasts.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

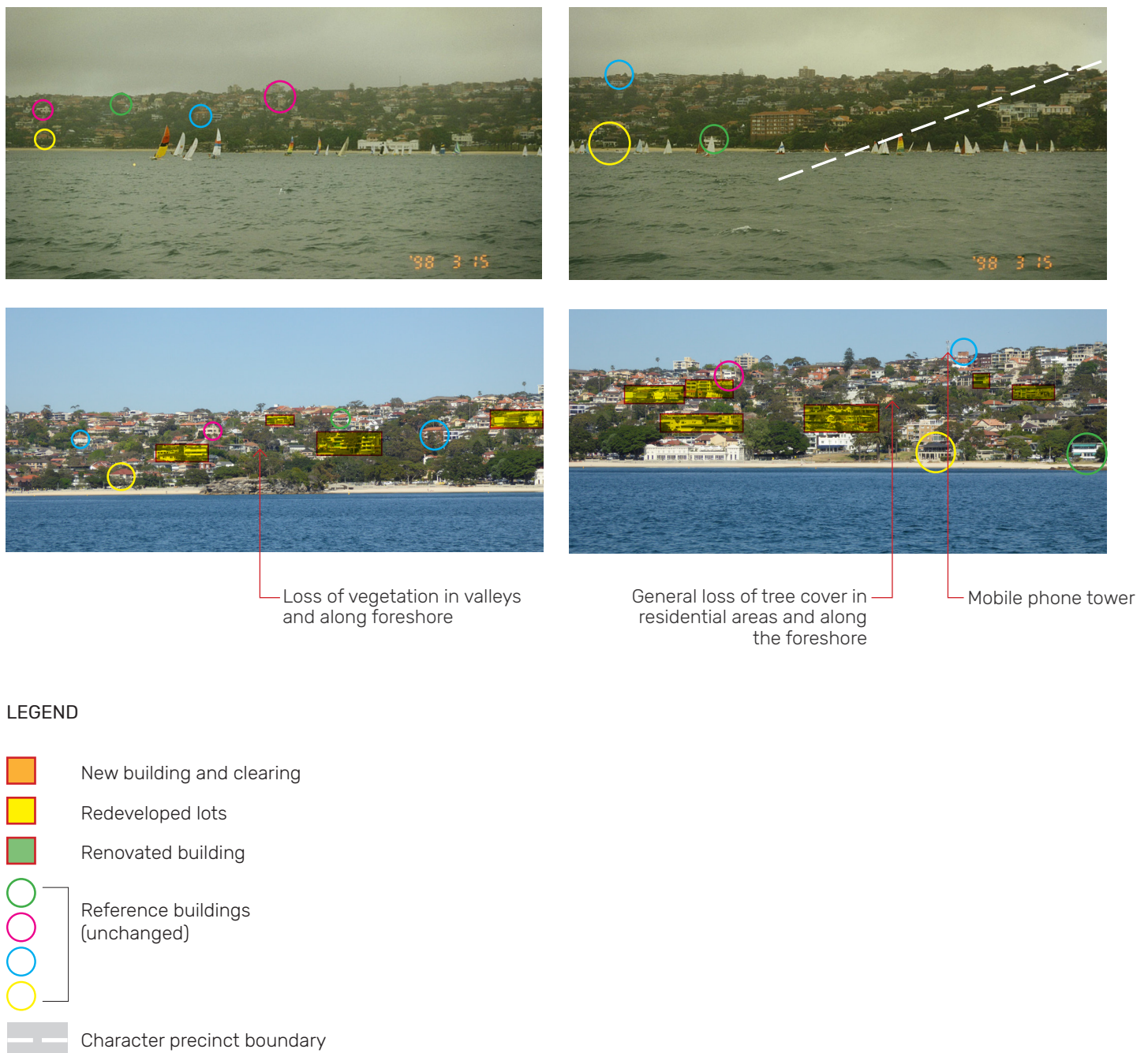


Figure 40: Comparison of the Balmoral Beach Precinct in March 1998 (top) and September 2017 (bottom)

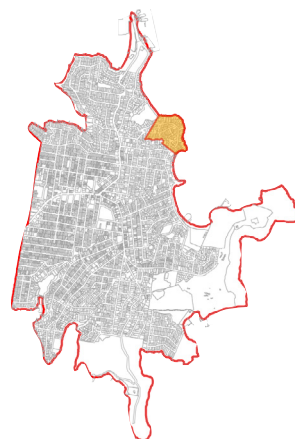
4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.15 WYARGINE POINT

Wyargine Point is a prominent headland between Balmoral and Chinamans Beach. The headland has a mixture of visually highly exposed cliff top plateaus on the eastern side and moderate slopes leading to shorter rock walls on the northern face.

Residential dwellings are large and extend to the water interface. They have generally been built to take advantage of panoramic views over Middle Harbour and Sydney Harbour National Park. While built form is broken up by vegetation to some degree on the northern side, dwellings atop the eastern cliff are fully exposed to views from the waterway and are starkly outlined against the sky.

The precinct is highly exposed to views from Middle Harbour, including from Clontarf, Balgowlah Heights and Sydney Harbour National Park between Clontarf Point and Grotto Point. It is also visible in the distance from the Manly ferry, as well as from parts of North Head and Manly.



SUMMARY OF ATTRIBUTES

Key Attribute	Description
Location	Headland protruding into Middle Harbour
Description	A residential precinct of generally single family dwellings.
Landform	The headland is surrounded by cliffs and rock walls that reach their maximum height at the eastern point. On the northern side rock walls are low with moderately steep slopes rising towards the ridge line.
Elevation	Water's edge to ridge
Orientation	South, east and north facing
Foreshore (public/ private)	Privately held.
Vegetation cover	Vegetation cover is generally limited to the cliff on the southern and eastern side. There is limited to patchy vegetation within private properties, resulting in buildings dominating the view from the water. On the eastern side dwellings atop the cliff are starkly exposed against the sky. The exception is densely vegetated Wyargine Reserve, that separates the precinct from Balmoral,

Key Attribute	Description
Built form	<p>The precinct consists of generally 2 to 3 storey single family dwellings arranged parallel to the foreshore but stepping down the slope in an irregular arrangement. Built form generally complements the natural landform but accentuates the height of the cliff on the eastern side. Earthworks and retaining walls are a visible part of fitting dwellings into the natural slope.</p>
Visual values	<p>Diversity: The headland displays considerable diversity all around, owing to the changing topography, built form fit and styles and degree of vegetation cover. It is a visually prominent and engaging precinct.</p> <p>Pattern: Each aspect of the headland presents a distinct pattern ranging from relatively restful and soft in the north, to rigidly vertical in the east and busy and complicated in the south-east, with a harsh skyline and limited visual relief.</p> <p>Colour: There is a variety of colours that generally complement each other and the colour of the natural landscape to create an interesting and balanced composition. A small number of very bright and glary colour schemes detract from the composition, as well as a number of very dark buildings that appear harsh and ominous.</p>

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 41: Typical character images - Wyargine Point eastern (L) and northern (R) face

Key Attribute	Description
	Balance: With the exception of the northern part of the precinct, the headland lacks a sense of proportion and balance, creating an unsettling effect.
Detractors	The built-up character of the headland is inconsistent with the general pattern of development around the Mosman foreshores where natural headlands alternate with built up slopes and valleys.
Visual prominence	The precinct is highly exposed to views from private craft and organised tours in Middle Harbour. It can also be seen from the Manly ferry.
Public viewpoints	Much of the foreshore between The Spit Grotto Point including Sydney Harbour National Park, Fisher Bay Walk (Seaforth and Clontarf foreshore), Shell Cove, Bradys Point, Sandy Bay and beach, Clontarf Reserve and Beach, Clontarf Point, Clontarf Track, Castle Rock Track and Lighthouse Track, Grotto Point (Sydney Harbour National Park), The Island/ Rocky Point in Balmoral, Balmoral Beach and Park, Cobblers Beach and Middle Head. Distance views are possible from parts of North Head and Manly.

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	1
Built form fit (1-3)	1
Total landscape rating	2
Visual values scores (1-3)	Diversity
	Pattern
	Colour
	Balance
Total visual value	7
Scenic quality	14
Visibility rating (1-3)	2
Visual importance rating	28

The Wyargine Point precinct has been assessed as having medium scenic quality, as well as a medium level of visibility, being exposed to views from Middle Harbour and adjoining areas. The low visual importance score somewhat belies the visual prominence of the precinct within the Middle Harbour setting. Enhancing the scenic quality of the precinct consistent with its prominence would be desirable.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

CHANGES OVER TIME

Based on the available photographs, the analysis has identified a number of changes in the precinct. General observations are:

- There has been a general loss of tree cover along the upper slopes and the ridges.
- Built form is becoming increasingly dominant.
- A large number of properties have been redeveloped since 1997. Many of those were rejuvenated with alterations and additions such as new roofs, gables, extensions (up/ out) glazing, pools etc, rather than demolished and rebuilt.
- There has been a trend towards brighter, more reflective colours resulting in increased glare and greater visual contrast between built form and natural areas.
- Some redevelopments have achieved an enhanced and more sensitive fit with the landscape setting e.g. less bulky, less dominant colour schemes, etc.

The analysis of changes is documented in Figures 42 and 43.

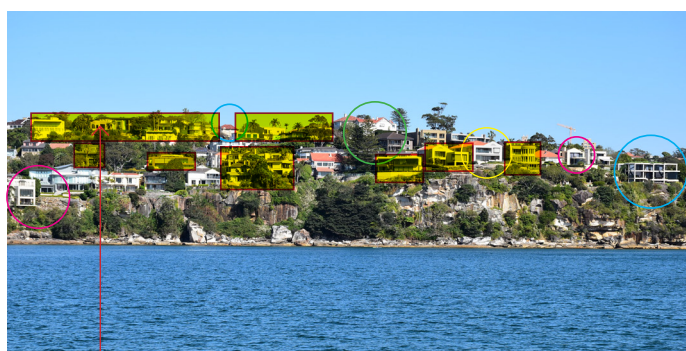
PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Provide additional street tree planting in particular along the upper slopes and ridges to break up the bulk of built form and to provide a vegetated backdrop to housing that will soften the appearance of the skyline.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Review building lines and increase side setbacks to provide sufficient space for vegetation and tree planting between neighbouring buildings to break up the bulk of built form.
- Increase the landscape area and revegetation requirements for all types of development to ensure a more balanced mix of built form and landscape.
- Offer incentives or consider mandating for green walls or roofs as a means to increase green cover as well as urban sustainability.
- Review permissible colour schemes to reduce glare and harsh colour contrasts.



Loss of vegetation



Figure 42: Comparison of the south-eastern and eastern Wyargine Point Precinct in March 1988 (top) and September 2017 (bottom)

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

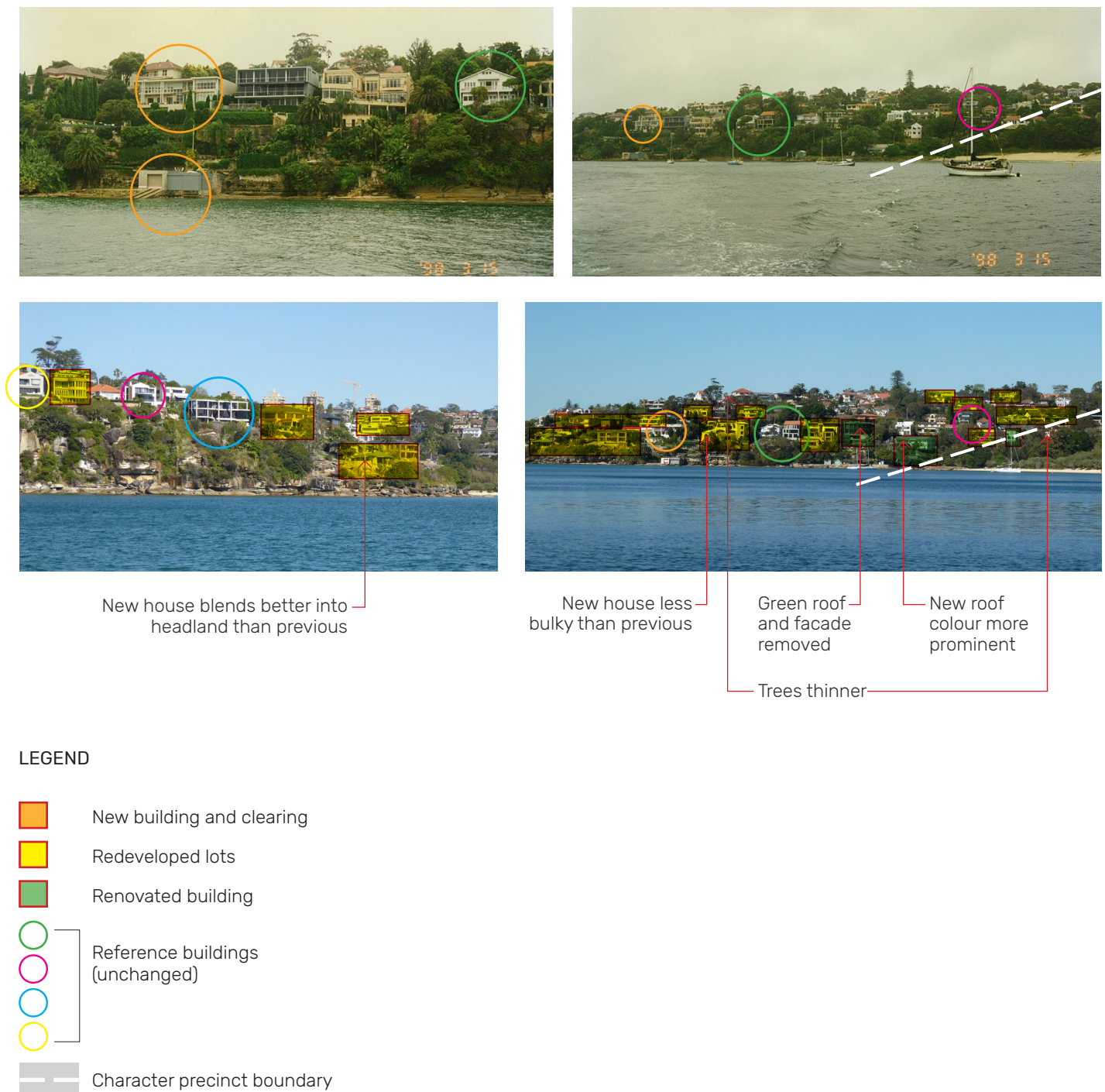


Figure 43: Comparison of the north-eastern and northern Wyargine Point Precinct in March 1998 (top) and September 2017 (bottom)

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

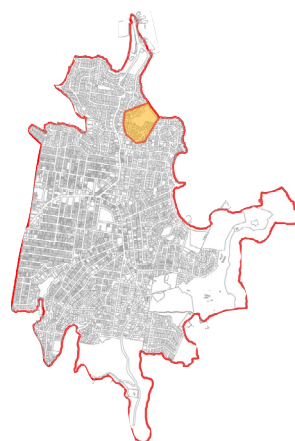
4.1.16 ROSHERVILLE RESERVE

Rosherville Reserve is a residential precinct situated behind Chinamans Beach, on Middle Harbour. At the heart of the precinct and comprising the majority of it is Rosherville Reserve, a large local open space on flat land behind the waterfront. It is surrounded by steep vegetated slopes towards the ridge where residential areas are located, looking over the flat valley towards Middle Harbour and Clontarf. Chinamans Beach is a popular recreation destination for local and regional visitors alike.

The majority of the precinct consists of single dwellings heavily concealed by vegetation for the most part. The dominant built element are medium density apartment blocks on the upper

slopes and ridge line. While located outside the precinct, they provide the visually dominant feature when seen from the harbour.

The precinct has a medium level of exposure to public views from National Parks and foreshore open space areas in Clontarf and around Grotto Point. Views from the water are generally limited to private craft or tour operators.



Summary of attributes

Key Attribute	Description
Location	Cobblers Bay, behind Chinamans Beach.
Description	A small residential set back from the harbour and surrounding Rosherville Reserve.
Landform	Flat land in Rosherville Reserve is surrounded by steep slopes on three sides.
Elevation	Water's edge to mid to upper slopes
Orientation	North, east and south facing
Foreshore (public/ private)	Public land within Rosherville Reserve (includes Chinamans Beach).
Vegetation cover	Dense dune vegetation combined with dense vegetation on the lower slopes surrounding Rosherville Reserve provides for landscape-dominated land-water interface. Large trees remain on the majority of the mid-slopes to balance built form. Limited vegetation on the upper slopes and along the ridge leaves apartment buildings largely silhouetted against the skyline.
Built form	Predominantly single family dwellings, 2 to 3 storeys tall and mostly concealed by vegetation, as well as generally four storey medium-density apartment buildings on the mid and upper slopes. Apartment towers along the ridge, beyond the precinct.

Key Attribute	Description
Visual values	<p>Diversity: The precinct is diverse with its contrast between landscape along the waterfront and valley and variable built form on the mid and upper slopes, generally increasing in bulk and density upslope.</p> <p>Pattern: The development is clearly legible and corresponding to the natural landscape by wrapping around the valley. The sinuous curve of the valley and heavily vegetated foreground create a peaceful and soft impression. Horizontal lines associated with medium density apartment buildings on the upper slopes provide a strong contrast for visual interest.</p> <p>Colour: There are distinct bands of colour that complement each other to create a mostly harmonious impression of balanced greens and warm tones associated with apartment buildings and the beach.</p> <p>Balance: The precinct presents as a generally harmonious composition of buildings and landscape.</p>
Detractors	Apartment towers outside the precinct create strong vertical elements that detract from the visual character of the precinct itself.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 44: View of the Rosherville Reserve Precinct

Key Attribute	Description
Visual prominence	The precinct is visible from public foreshore lands, National Parks land and the public road network of Clontarf. The precinct is readily exposed to views from Middle Harbour. Viewers are generally private craft, charter and tour operations. The precinct is not exposed to views from public ferry services or the like.
Public viewpoints	Clontarf Reserve and Beach, Clontarf Point, Clontarf Track, Castle Rock Track and Lighthouse Track, Grotto Point (Sydney Harbour National Park)

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	3
Built form fit (1-3)	3
Total landscape rating	6
Visual values scores (1-3)	Diversity
	Pattern
	Colour
	Balance
Total visual value	11
Scenic quality	66
Visibility rating (1-3)	2
Visual importance rating	132

The Rosherville Reserve precinct has been assessed as having high scenic quality. Its lower level visibility reduces the visual importance score. Despite this, the landscape setting and visual values that combine to produce the high scenic values are locally significant within Middle Harbour and adjoining areas and enjoyed by both residents and land and water based visitors.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

CHANGES OVER TIME

The majority of dwellings are well set back from the foreshore, being located behind Rosherville Reserve. As a result, changes in the precinct are difficult to perceive. Based on the available photographs, the analysis has identified only relatively minor redevelopment.

The analysis of changes is documented in **Figure 45**.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Vegetation throughout Rosherville Reserve (including the foreshore) plays an important role in softening the appearance from the water. Continue to maintain and enhance vegetation along the foreshore and in the Reserve to preserve the landscape setting at the foreshore.
- Provide additional street tree planting in particular along the upper slopes and ridges (outside the precinct) to break up the bulk of built form and to provide a vegetated backdrop that will soften the appearance of the skyline.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



LEGEND

- New building and clearing
- Redeveloped lots
- Renovated building
- Reference buildings (unchanged)
-
-
-
- Character precinct boundary

Figure 45: Comparison of the Rosherville Reserve Precinct in March 1998 (top) and September 2017 (bottom)

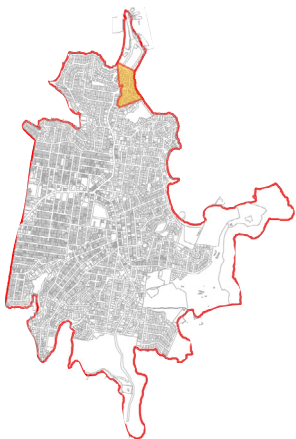
4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.17 PARRIWI ROAD

The Parriwi Road Precinct is a residential area situated on steep east-facing slopes overlooking Middle Harbour. The precinct is distinct from adjoining precincts by virtue of private development that extends to the waterfront.

The majority of the precinct consists of a diverse range of single family dwellings, generally three to four storeys tall. The precinct has a characteristic battle-axe subdivision pattern resulting in a mostly regular arrangement of buildings along the slope's contours.

The precinct has a medium level of exposure to public views from National Parks and foreshore open space areas in Clontarf and around Grotto Point. Views from the water are generally limited to private craft or tour operators.



Summary of attributes

Key Attribute	Description
Location	Eastern slopes on the approach to The Spit.
Description	A residential precinct framed by the bushland within Rosherville Reserve and Parriwi Park, overlooking Middle Harbour.
Landform	Very steep slope particularly below Parriwi Road.
Elevation	Water's edge to upper slopes and ridge (northern part)
Orientation	East facing
Foreshore (public/ private)	Private, with the exception of the reserve containing Parriwi Lighthouse
Vegetation cover	Inconsistent, ranging from almost absent in parts to dense stands, including on the larger lots that have not been subdivided to create battle axe lots. Patchy ridge line vegetation leaving some buildings silhouetted against the sky. Large gaps along the waterfront create a "missing tooth" impression.
Built form	The precinct is intensely developed with predominantly single family 3 to 4 storey dwellings, with a variety of building styles, eras, forms and colours. Modifications to the natural topography are evident including benching/ cutting, retaining structures and heavily engineered/ cantilevered driveways.

Key Attribute	Description
Visual values	<p>Diversity: The precinct is diverse consisting of alternating patches dominated by landscape and built form respectively. The wide variety of building styles provides visual interest however is almost confusing in its complexity and variability.</p> <p>Pattern: Buildings are generally laid out along the contours, creating strong horizontal lines and an ordered and calm effect, overlaid with a vertically alternating pattern of landscape and built form dominated patches. Uninterrupted hard lines in areas where built form dominates often present a harsh appearance, whereas the texture of areas with more vegetation appears softer.</p> <p>Colour: Dominant colours are dark greys and greens, giving the precinct a sombre appearance that is punctuated by whites creating a strong and sometimes glary contrast.</p> <p>Balance: Overall the high level of variability across the precinct fails to create a strong sense of compositional unity or balance.</p>

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 46: View of the Parriwi Road Precinct

Key Attribute	Description
Detractors	<p>Bright colours create glare detracting from the visual quality of the precinct.</p> <p>The property at 71 Parriwi Road is out of scale with much of the remainder of the precinct and the natural landform. The heavily engineered lift shaft and top floor cantilever are in stark contrast with adjoining bushland and present a stark facade to the north. They are visually dominant and provide the first impression when approaching/ viewing the precinct from the north.</p>
Visual prominence	<p>The precinct is visible from public foreshore lands, National Parks land and the public road network of Clontarf. The precinct is readily exposed to views from Middle Harbour. Viewers are generally private craft, charter and tour operations. The precinct is not exposed to views from public ferry services or the like.</p>
Public viewpoints	<p>Clontarf Reserve and Beach, Clontarf Point, Clontarf Track, Castle Rock Track and Lighthouse Track, Grotto Point (Sydney Harbour National Park)</p>

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	2
Built form fit (1-3)	2
Total landscape rating	4
Visual values scores (1-3)	Diversity
	Pattern
	Colour
	Balance
Total visual value	6
Scenic quality	24
Visibility rating (1-3)	2
Visual importance rating	48

The Parriwi Road precinct has been assessed as having medium scenic quality, as well as a medium level of visibility, resulting in a low visual importance score. It is in contrast with adjoining precincts, yet forms an integral part of the experience of Middle Harbour. Enhancing the scenic quality of the precinct would be desirable and enhance the experience of locals as well as of visitors to the Middle Harbour waterway, foreshores and National Parks.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

CHANGES OVER TIME

Based on the available photographs, the analysis has identified a number of changes in the precinct. General observations are.

- There has been a general loss of tree cover including a notable loss of trees and other vegetation in private properties between dwellings and the harbour.
- Built form is becoming increasingly dominant.
- A large number of properties have been redeveloped since 1998. Many of those were rejuvenated with alterations and additions such as new roofs, gables, extensions (up/ out) glazing, pools etc, rather than demolished and rebuilt.
- There has been a trend towards brighter, more reflective colours resulting in increased glare and greater visual contrast between built form and natural areas.

The analysis of changes is documented in Figures 47 and 48.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Provide additional street tree planting to break up the bulk of built form and to provide a vegetated backdrop to housing that will soften the appearance from the water.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Review building lines and increase side setbacks to provide sufficient space for vegetation and tree planting between neighbouring buildings to break up the bulk of built form.
- Increase the landscape area and revegetation requirements to ensure a more balanced mix of built form and landscape.
- Implement minimum setback requirements from the foreshore including for pools, tennis courts and similar private recreation infrastructure. Require a minimum soft landscape zone along the foreshore to enhance opportunities for increased landscaping and tree planting along the harbour's edge, as well as for stormwater treatment prior to entering the harbour.
- Limit further subdivision including battle axe lot creation by increasing minimum lot size requirements in the SPA, and along the foreshore in particular.
- Offer incentives or consider mandating for green walls or roofs as a means to increase green cover as well as urban sustainability.
- Review permissible colour schemes to reduce glare and harsh colour contrasts.



Figure 47: Comparison of the southern Parriwi Road Precinct in March 1988 (top) and September 2017 (bottom)

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



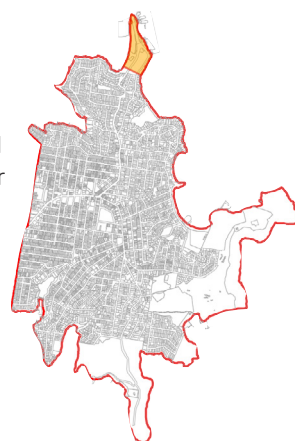
Figure 48: Comparison of the central and northern Parriwi Road Precinct in March 1998 (top) and September 2017 (bottom)

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.18 THE SPIT

The Spit is a long narrow peninsula projecting into Middle Harbour. It is characterised by a combination of bushland areas, parks, marinas and other maritime uses, located along a long sandbar as the ridge peters out. The most prominent and well know feature of the precinct is the Spit Bridge. It is of state heritage significance and the only lift bridge still operational on a major arterial road.

Due to its prominent landform, the precinct is exposed to public views from a number of public places and destinations around Middle Harbour and its suburbs.



Summary of attributes

Key Attribute	Description
Location	Northern extent of the Mosman LGA.
Description	Surrounded by Middle Harbour on three sides the precinct is almost entirely comprised of open space including bushland reserves. It offers both land and water based recreation opportunities and features a number of visually prominent marinas, as well as the Spit Bridge that provides the link to the Northern Beaches.
Landform	Rounded ridge with steep lower slopes in the south and a flat sandbar in the northern half.
Elevation	Water's edge to ridge
Orientation	East, north and west facing
Foreshore (public/ private)	Predominantly Council land with the exception of a number of properties between Parriwi Road and the Spit Bridge. Private properties include marinas and restaurants that provide for access to and interaction with the water.
Vegetation cover	Dense bushland in Parriwi Park and the eastern and northern part of Spit West Reserve. Prominent cultural planting including Norfolk Island Pines in the northern half of the precinct. The central part of the precinct is open and allows for views across The Spit.

Key Attribute	Description
Built form	<p>Commercial waterfront development in the northern part of the precinct, including extensive marinas.</p> <p>The major built form is the low long deck of the Spit Bridge. There is a row of waterfront buildings, typically two storeys tall. They include marinas and restaurant/ function venues, as well as the Mosman Rowing Club. Water-based structures including piers and marinas are important elements.</p> <p>Construction of the Spit Road has resulted in a major cutting and exposed cliff face on the western side of the peninsula. The southern precinct remains largely undeveloped, except for the Spit Road and the Middle Harbour Sewerage Syphon.</p>
Visual values	<p>Diversity: The precinct is highly diverse: a bulky vegetated headland contrasts with the open and low-lying sandbar with its land- and water-based built structures and cultural plantings. The Spit Bridge is a visually and architecturally/ structurally unique feature.</p> <p>Pattern: Strong vertical lines of boat masts and Norfolk Island Pines contrast with the horizontal lines of the sandbar, long rows of low buildings, marinas and the Spit Bridge. The mass and sinuous curve of the headland provides a counterpoint to both vertical and horizontal elements.</p>

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 49: Typical character images - The Spit Precinct: eastern side (L) and western side (R)

Key Attribute	Description
	<p>Colour: There are strong colour contrasts between dark bushland, yellow sand, white water craft and the water itself.</p> <p>Balance: The combination of water craft, land and water based built structures, bushland, parks, beaches and cultural plantings results in a diverse but well balanced scene.</p>
Detractors	The expansion of marinas, if continued, has the potential to adversely affect the visual balance in this precinct
Visual prominence	The precinct is highly exposed to views from Middle Harbour and the suburbs of Clontarf and Seaforth.
Public viewpoints	<p>Water-based viewers are generally private craft, charter and tour operations. The precinct is not exposed to views from public ferry services or the like.</p> <p>Public foreshore walks and reserves including Sydney Harbour National Park, Fisher Bay Walk, Shell Cove, Bradys Point, Sandy Bay/ Clontarf Beach, Sandy Bay Road, Clontarf Reserve and Clontarf Track, Castle Rock Track and Lighthouse Track. Distance views from Grotto Point.</p> <p>Public road network of Seaforth and Clontarf.</p>

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	3
Built form fit (1-3)	2
Total landscape rating	5
Visual values scores (1-3)	Diversity
	3
	Pattern
	3
	Colour
	2
	Balance
	3
Total visual value	11
Scenic quality	55
Visibility rating (1-3)	2
Visual importance rating	110

The Spit precinct has been assessed as having high scenic quality, as well as a medium level of visibility, resulting in a medium visual importance score. The landscape setting and visual values that combine to produce the high scenic values are locally significant within Middle Harbour, to both residents and the numerous visitors and tourists enjoying the waterway, nearby public foreshore walks, parks, beaches and National Parks.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

CHANGES OVER TIME

No historic photographs were available for the western precinct. Based on the available photographs, the analysis has identified a number of changes. General observations are.

- Uses and development have not fundamentally changed or affected the appearance of the foreshore and harbour slopes.
- It appears there have been increases in the size of marinas and the number of berthing spaces.
- Some loss of foreshore vegetation and thinning of vegetation on the headland
- There has been a general loss of tree cover including a notable loss of trees and other vegetation along the foreshore and on the headland.

The analysis of changes is documented in **Figure 50**.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Vegetation on public land along the foreshore plays an important role in the appearance of the precinct from the water. Continue to maintain, restore and enhance bushland and cultural plantings along the foreshore and headland.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Review guidelines for waterfront and marine structures such as boat sheds and marinas to maintain an appropriate balance between the size and bulk of structures and the scenic values and appearance of the precinct.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

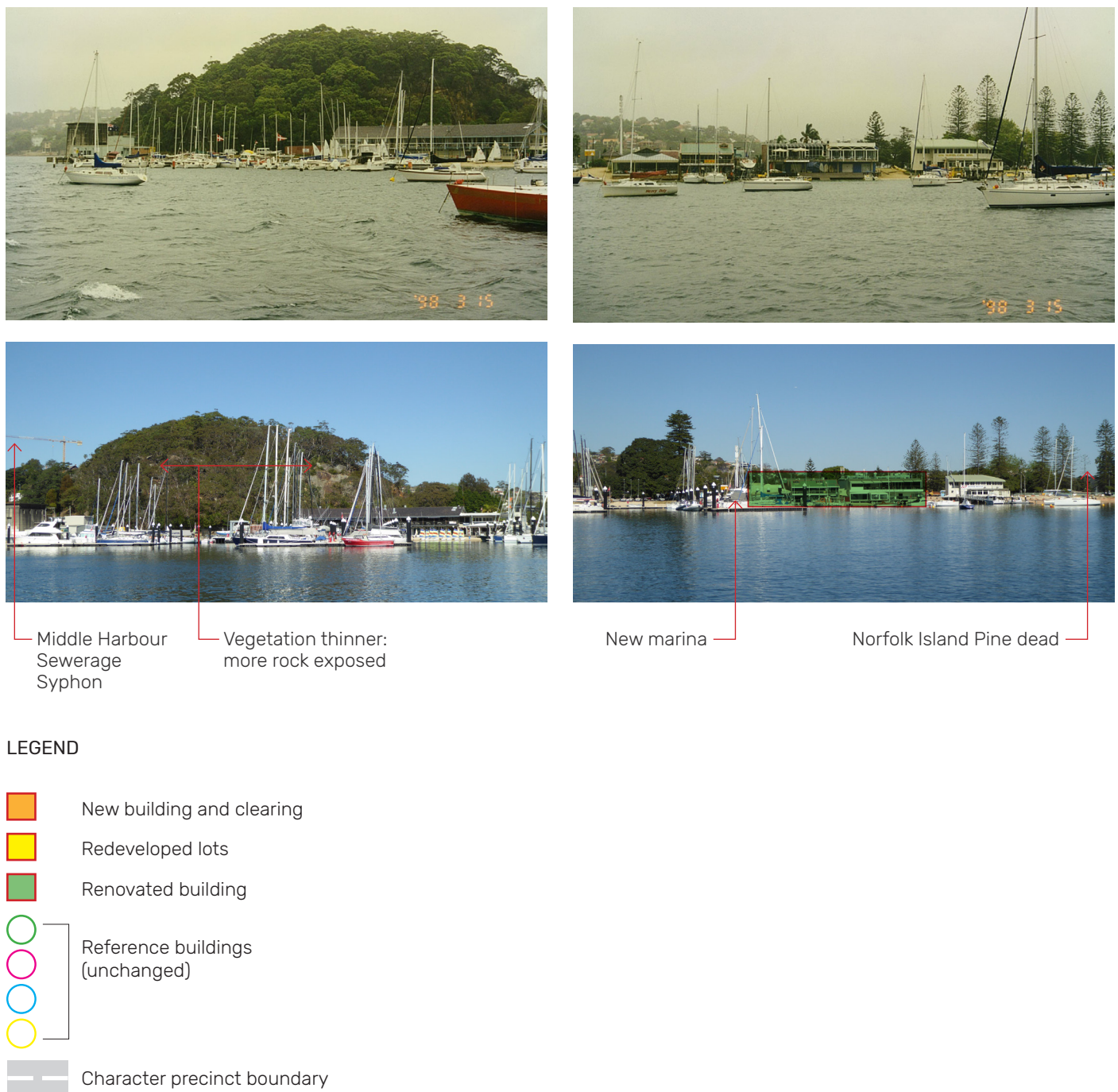


Figure 50: Comparison of The Spit Precinct in March 1998 (top) and September 2017 (bottom)

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

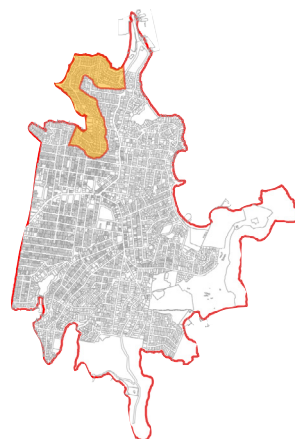
4.1.19 BEAUTY POINT

Beauty Point is a large residential area that wraps around the headland between Pearl Bay and Quakers Hat Bay, incorporating Beauty Point and Quakers Hat.

Beauty Point is a picturesque precinct characterised by an almost continuous public foreshore comprised of The Spit Reserve West and Quakers Hat Park. The water's edge is lined by a ribbon of bushland vegetation above low sandstone cliffs, with moderate to steep slopes extending to the ridge line. Views from the water are complemented by a ribbon of swing moorings and associated craft surrounding the headland.

Buildings are predominantly 2-3 storey single family dwellings situated amongst bushland, with some more intense development around Quakers Hat Bay.

The precinct is exposed to primarily private viewers within Middle Harbour and surrounding residential suburbs.



Summary of attributes

Key Attribute	Description
Location	Middle Harbour, between The Spit and Stan McCabe Park on Quakers Hat Bay.
Description	A large low density residential area around the Beauty Point headland with a vegetated harbour interface .
Landform	Low cliffs along the harbour's edge give way to moderate to steep slopes.
Elevation	Water's edge to mid and upper slopes
Orientation	North, west and north-west facing
Foreshore (public/ private)	Predominantly public land within The Spit Reserve (West) and Quakers Hat Park. The exception is a small number of battle axe lots fronting Quakers Hat Bay in Bay Street, between Quakers Hat and Quakers Road.
Vegetation cover	A dense band of vegetation on Crown land lines the foreshore. Vegetation on the mid and upper slopes occurs in irregular groups providing a backdrop that softens the skyline, but leaving some buildings harshly silhouetted against the sky.
Built form	Predominantly 2 to 3 storey single family dwellings following the contours of the slope. Dwellings tend to be generally larger and more visually prominent at the head of Quakers Bay.

Key Attribute	Description
Visual values	<p>Diversity: There is a high level of diversity within the precinct owing to the changing orientation of the slopes, the points and small headlands, variability in vegetation cover, the prominence or otherwise of cliffs and the presence or absence of swing moorings, all combining to create visual interest. In addition, there is considerable diversity in building styles, era and colour, and to some degree, scale.</p> <p>Pattern: Development is parallel to the foreshore with generally regular horizontal bands of buildings and vegetation creating a calm appearance. The exception is the area at the head of Quakers Hat Bay which has a busy appearance due to a more angular arrangement around the large Bay Street retaining wall, larger and bulkier dwellings and minimal vegetation to soften the built form.</p> <p>Colour: No single colour dominates the precinct. However, there are pockets of strong reds and whites that are visually dominant. Where whites are combined with absent or sparse vegetation cover, the effect is bright and glary and dominates over the landscape.</p>

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 51: Typical character images - Beauty Point Precinct

Key Attribute	Description
	Balance: The majority of the precinct presents a balanced and harmonious composition that is picturesque and provides a high level of visual interest.
Detractors	Development above and below Bay Street between Quakers Hat and Quakers Hat Park, including the tall unmitigated retaining wall between upper and lower Bay Street.
Visual prominence	The precinct is readily visible within Middle Harbour and from the suburbs of Northbridge, Seaforth.
Public viewpoints	Public foreshore parks including Clive Park and pool and Hallstrom (Figtree) Point in Northbridge. Public road network on steep slopes in Seaforth and potentially filtered and/or distance views from Northbridge and Castlecrag streets. Water-based viewers are generally private craft or charter tours to Middle Harbour. There are no public ferry services or the like.

SCENIC ASSESSMENT SUMMARY

Rating	Score	
Vegetation cover (1-3)		3
Built form fit (1-3)		2
Total landscape rating		5
Visual values scores (1-3)	Diversity	3
	Pattern	2
	Colour	2
	Balance	3
Total visual value		10
Scenic quality		50
Visibility rating (1-3)		1
Visual importance rating		50

The Beauty Point precinct has been assessed as having high scenic quality. As a result of its limited visibility within the Port Jackson context, the overall visual importance rating is low. Despite this, the landscape setting and visual values that combine to produce the high scenic values are locally significant, to both residents and visitors to the area.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

CHANGES OVER TIME

Based on the available photographs, the analysis has identified a number of changes in the precinct. General observations are.

- Whole precinct
 - A large number of properties have been redeveloped or renovated
 - Dwellings are visible where none were discernible in 1998
 - it is not clear from the photographs whether this is due to new development or major redevelopment
- Pearl Bay
 - Foreshore vegetation has thinned out noticeably
 - There has been a general thinning out and notable loss of vegetation in private properties
- Beauty Point to Quakers Hat
 - Dwellings appear denser and more prominent in 2017 than in 1998
- Quakers Hat Bay
 - Foreshore buildings are generally small (boat sheds) and primary dwellings set back and partially screened by vegetation
 - Redevelopment has resulted in a mix of sympathetic and visually dominant developments
 - Tree cover has increased in some parts of the bay while in other it has thinned or cleared.

The analysis of changes is documented in **Figures 52 to 54**.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Vegetation in Quakers Hat Park and Stan McCabe Park (around the foreshore) plays an important role in softening the appearance from the water. Continue to maintain, restore and enhance bushland along the foreshore to soften the appearance of development from the water.
- Consider the use of “tree vandal” signs along the foreshore to discourage intentional damage to trees.
- Provide increased street tree planting along Bay Street to visually break up the mass of buildings as seen from Quakers Hat Bay.

- Investigate opportunities for planting or screening of the retaining wall in the split section of Bay Street between Quakers Road and Central Avenue to reduce the visual bulk as seen from Quakers Hat Bay.
- Provide additional street tree planting in particular along the upper slopes and ridges to provide a vegetated backdrop to housing that will soften the appearance of the skyline.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Review building lines and increase side setbacks to provide sufficient space for vegetation and tree planting between neighbouring buildings, in order to maintain the balance of built form and landscape when viewed from the water.
- Increase the landscape area and revegetation requirements for all developments to ensure a more balanced mix of built form and landscape.
- Implement or strengthen minimum setback requirements from the foreshore including for pools, tennis courts and similar private recreation infrastructure. Require a minimum soft landscape zone along the foreshore to enhance opportunities for increased landscaping and tree planting along the harbour’s edge.
- For lots adjoining public foreshore lands, require a minimum soft landscape zone adjacent public land to provide an area for managing runoff which has the potential to adversely affect bushland.
- Review permissible colour schemes to reduce glare.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

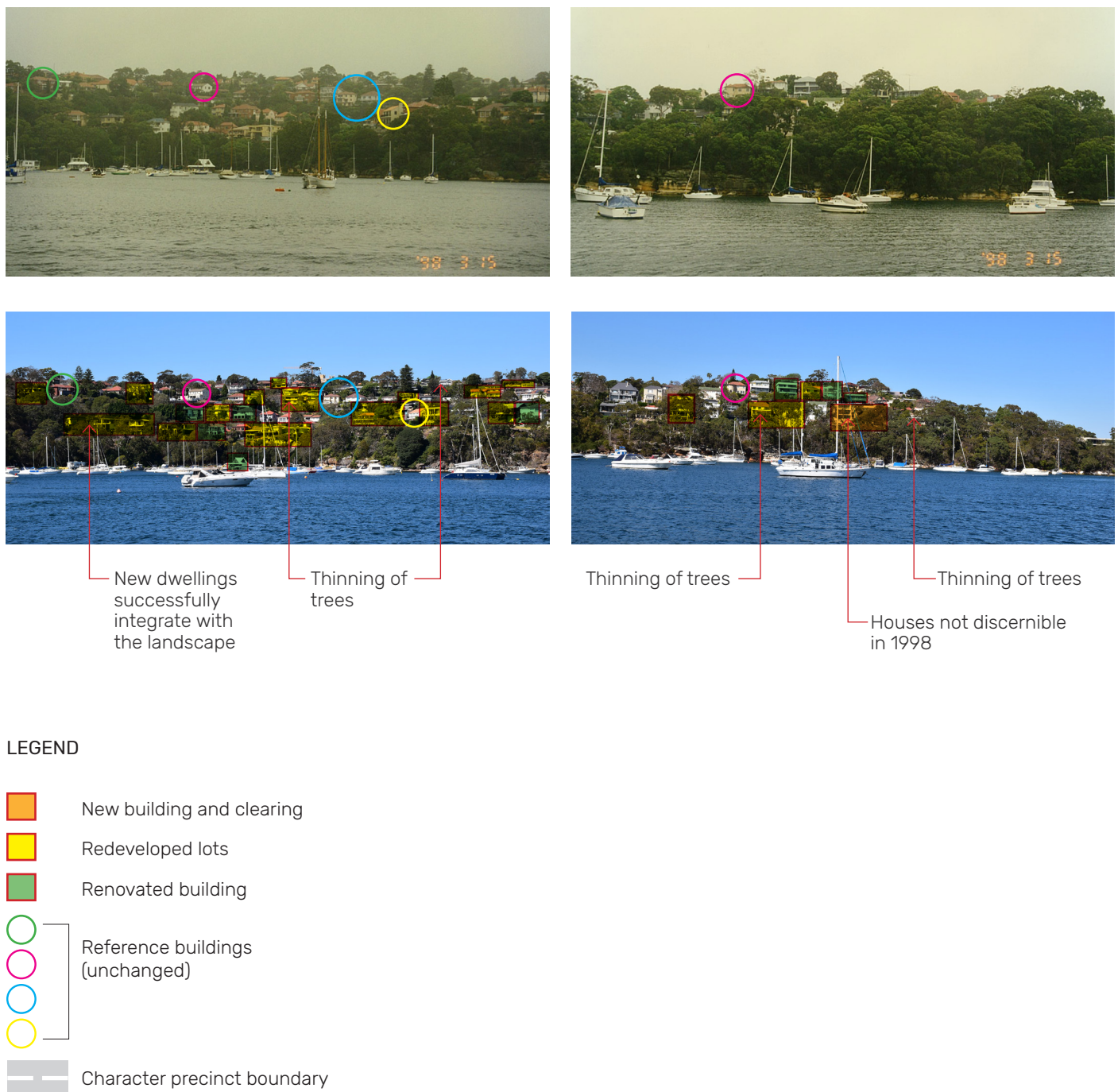


Figure 52: Comparison of the Beauty Point Precinct in March 1998 (top) and September 2017 (bottom) - Pearl Bay to Beauty Point

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



LEGEND

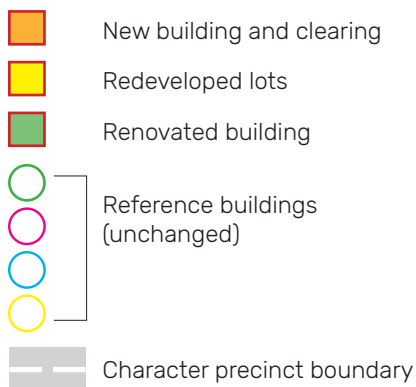


Figure 53: Comparison of the Beauty Point Precinct in March 1998 (top) and September 2017 (bottom) - Beauty Point to Quakers Hat

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



LEGEND

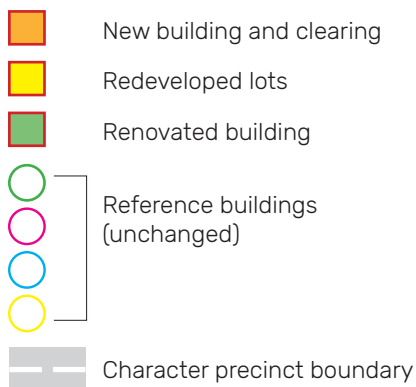


Figure 54: Comparison of the Beauty Point Precinct in March 1998 (top) and September 2017 (bottom)
- Quakers Hat to Stan McCabe Park

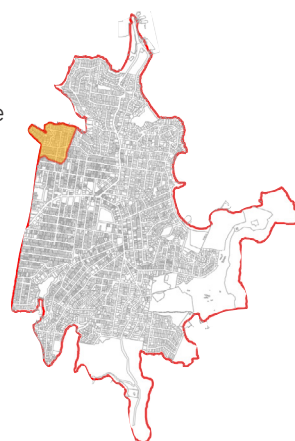
4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

4.1.20 QUAKERS HAT BAY

This precinct is a residential area situated on the southern side of Quakers Hat Bay and on Reddy Bay. It is characterised by a very steep privately held and intensely developed waterfront, giving way to moderately steep mid slopes that retain patchy clumps of vegetation throughout.

The majority of the precinct consists of single dwellings of three to four storeys, but ranging from two to five storeys. Apart from the waterfront, the arrangement of buildings on the

slope is irregular resulting in a busy and slightly chaotic impression. The precinct has limited visibility with Quakers Hat Bay constituting the primary public place from it can be seen.



Summary of attributes

Key Attribute	Description
Location	Southern side of Quakers Hat Bay and around Reddy Bay, between Stan McCabe Park and Shellbank Reserve at the Mosman LGA boundary.
Description	A residential precinct of predominantly single family dwellings.
Landform	Very steep waterfront slopes giving way to moderately steep mid slopes.
Elevation	Water's edge to mid slope.
Orientation	North facing, with small north-west facing pockets.
Foreshore	Private except for Stan McCabe Park and (public/ private) Shellbank Reserve at the precinct edges.
Vegetation cover	While there are large parts of the waterfront that lack substantial vegetation, the precinct overall retains substantial vegetation in irregular patches including as a backdrop along the skyline, softening the overall effect of what is very intense residential development in parts.

Key Attribute	Description
Built form	The precinct consist of predominantly single family dwellings between 2 and 5 storeys tall. They step down the slope in an often irregular fashion. Many have required either extensive modifications to the natural landscape or engineering with retaining walls, terracing or other structures to fit into the steep slopes.
Visual values	<p>Diversity: The precinct displays a considerable level of diversity ranging from patches where buildings dominate to landscape-dominated areas. There is a great variety of building styles providing visual interest.</p> <p>Pattern: There is a strongly linear waterfront where hard lines dominate to create a harsh impression. By contrast there is no readily discernible pattern to the lower and mid slopes, where variable subdivision layouts and roof lines result in a busy and slightly chaotic impression. The interplay of vegetation and built form has a beneficial and softening effect on the appearance of the precinct.</p>

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



Figure 55: Typical character images - Quakers Hat Bay Precinct

Key Attribute	Description
	<p>Colour: No single colour dominates the precinct. However, there are large pockets of bright and glary colours that contribute to a harsh impression.</p> <p>Balance: While there are harmonious pockets within the precinct, the overall composition lacks a sense of balance and integrity. .</p>
Detractors	Residential towers along The Spit Road and Military Road (outside the precinct).
Visual prominence	The precinct is primarily visible from Quakers Hat Bay, as well as from parts of Willoughby Creek. There are some distance views from Sailors Bay.
Public viewpoints	<p>Clive Park and Pool and Hallstrom (Figtree) Point in Northbridge. Limited distance views from public roads in Seaforth.</p> <p>Water-based viewers are generally private craft or charter tours to Middle Harbour. There are no public ferry services or the like.</p>

SCENIC ASSESSMENT SUMMARY

Rating	Score
Vegetation cover (1-3)	2
Built form fit (1-3)	1
Total landscape rating	3
Visual values scores (1-3)	Diversity
	3
	Pattern
	2
	Colour
	2
	Balance
	1
Total visual value	6
Scenic quality	18
Visibility rating (1-3)	1
Visual importance rating	18

The Quakers Hat Bay precinct has been assessed as having low scenic quality. While it has limited visibility and therefore a low visual importance rating, it is still locally important and enhancing the scenic quality of the precinct to contribute better to the scenic setting of Middle Harbour would be desirable.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS

CHANGES OVER TIME

Based on the available photographs, the analysis has identified a number of changes in the precinct. General observations are.

- Vegetation along the foreshore and slopes has noticeably thinned.
- Many properties have been redeveloped including new waterfront structures such as boat sheds, pools, etc.
- Foreshore buildings are generally small (boat sheds) with main dwellings set back and partially screened by vegetation.
- Built form has intensified along the foreshore and has become more prominent.
- Dwellings are visible where none were discernible in 1998 – it is not clear from the photographs whether this is due to new development or major redevelopment.

The analysis of changes is documented in Figures 56 to 58.

PUBLIC DOMAIN OPPORTUNITIES

There are a number of opportunities within the public domain for maintaining and enhancing the scenic values of the precinct. They include:

- Vegetation in Quakers Hat Park and Stan McCabe Park (around the foreshore) plays an important role in softening the appearance from the water. Continue to maintain, restore and enhance bushland along the foreshore to soften the appearance of development from the water.
- Consider the use of “tree vandal” signs along the foreshore to discourage intentional damage to trees.
- Provide increased street tree planting along Bay Street to visually break up the mass of buildings as seen from Quakers Hat Bay.
- Investigate opportunities for planting or screening of the retaining wall in the split section of Bay Street between Quakers Road and Central Avenue to reduce the visual bulk as seen from Quakers Hat Bay.
- Provide additional street tree planting in particular along the upper slopes and ridges to provide a vegetated backdrop to housing that will soften the appearance of the skyline.

ARCHITECTURAL/ PLANNING OPPORTUNITIES

- Review building lines and increase side setbacks to provide sufficient space for vegetation and tree planting between neighbouring buildings, in order to maintain the balance of built form and landscape when viewed from the water.



Norfolk Island Pines removed

Figure 56: Comparison of the southern Quakers Hat Bay Precinct in October 1995 (top) and September 2017 (bottom)

- Implement or strengthen minimum setback requirements from the foreshore including for pools, tennis courts and similar private recreation infrastructure. Require a minimum soft landscape zone along the foreshore to enhance opportunities for increased landscaping, tree planting and stormwater management along the harbour's edge.
- Increase the landscape area and revegetation requirements for all developments to ensure a more balanced mix of built form and landscape.
- Review building controls for stepping buildings down the slope, to reduce the potential for buildings to be perceived as more than three storeys tall.
- Review guidelines for waterfront and marine structures such as boat sheds and marinas to maintain an appropriate balance between the size and bulk of structures and the scenic values and appearance of the precinct.
- Offer incentives or consider mandating for green walls or roofs as a means to increase green cover as well as urban sustainability.
- Review permissible colour schemes to reduce glare and harsh colour contrasts.

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



LEGEND

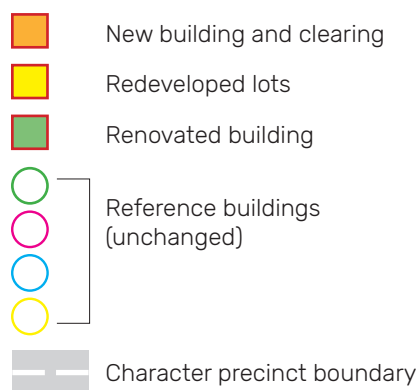


Figure 57: Comparison of the central Quakers Hat Bay Precinct in October 1995 and March 1998 (top) and September 2017 (bottom)

4 MOSMAN FORESHORES VISUAL CHARACTER ANALYSIS



LEGEND

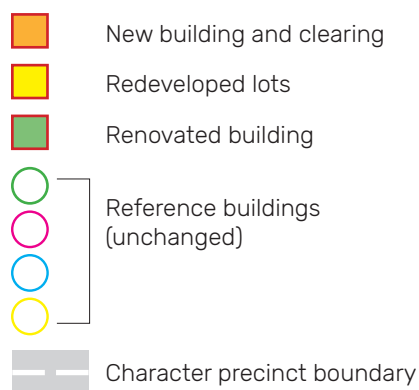


Figure 58: Comparison of the Quakers Hat Bay Precinct in October 1995 (top) and September 2017 (bottom) - Reddy Bay

5 OPPORTUNITIES AND RECOMMENDATIONS

Provides an overview of the existing planning framework, and makes recommendations for scenic protection objectives. Summarises the key findings of an assessment of the effectiveness of the existing planning framework in protecting the scenic significance of the Mosman foreshores. Provides a summary of recommendations for changes to the planning framework and the Mosman public domain.

BLANK PAGE

5 OPPORTUNITIES AND RECOMMENDATIONS

5.1 EXISTING PLANNING FRAMEWORK

MG Planning prepared a report summarising the existing planning framework applying to the SPA, the *Mosman Foreshore Slopes Visual Character And Scenic Amenity Stage 1 – Existing Planning Framework Report*.

The purpose of this *Stage 1 Existing Planning Framework Report* is to provide a summary of the existing planning controls applying within the study area. The full report is provided in **Appendix 1**.

The report found that the existing planning framework that applies to the study area is characterised by a complex overlay of local, State and Federal statutory and non-statutory planning controls and policies. The main controls are those contained in Mosman Local Environmental Plan (LEP) 2012 and the Mosman Development Control Plans (DCPs). However, planning instruments under both State and Federal legislation often override these local controls.

5.1.1 KEY LEGISLATION AND PLANNING INSTRUMENTS

The key legislation and environmental planning instruments (EPIs) that provide planning controls and apply to, or have implications for the development of land in the SPA are summarised in **Table 5** on the following page.

A detailed description of the planning controls is provided in **Appendix 1**.

5.1.2 OTHER RELEVANT DOCUMENTS

In addition to the legislation and EPIs, a number of policy and strategic planning documents also have potential implications for the scenic quality of the SPA.

They are:

1. Greater Sydney Commission *Revised Draft North District Plan 2017*
2. Greater Sydney Commission *Draft Greater Sydney Region Plan 2017*
3. *Mosman Residential Development Strategy 2016 Update*
4. *Mosman Urban Forest Management Policy 2017*
5. *Mosman Street Tree Master Plan 2017*
6. *Mosman Bushland Management Policy*
7. *Draft Bushfire Management Plan 2017*

A brief summary of relevant documents is provided in **Appendix 1**.

5 OPPORTUNITIES AND RECOMMENDATIONS

Table 6: Key Legislation and EPIs applicable to the SPA

EPI /ACT	AREA TO WHICH EPI/ ACT APPLIES
LOCAL GOVERNMENT	
Mosman LEP 2012	Entire LGA including all land within the SPA
Mosman Residential DCP	Residential zoned land
Mosman Business Centres DCP	Business zoned land; land zoned for private recreation at The Spit
Mosman Open Space and Infrastructure DCP	Land zoned for recreation, environmental conservation and infrastructure purposes
STATE GOVERNMENT	
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	Generally applies to narrow foreshore area around harbour's edge – refer Figure 8
State Environmental Planning Policy (Exempt and Complying Development Codes) 2008	Applies across the State however SPA area within Mosman currently exempt from provisions of Part 3 Housing Code. Exemption to expire 30 November 2018.
State Environmental Planning Policy (Infrastructure) 2007	Applies across the State to development undertaken by public authorities
State Environmental Planning Policy (Educational Establishments and Child Care Facilities) 2017	Applies across the State to all schools, universities, TAFE colleges and child care centres
State Environmental Planning Policy No 19 – Bushland in Urban Areas	Bushland within or adjacent to land reserved for public open space
State Environmental Planning Policy (Affordable Rental Housing) 2009	Applies across the State to land where residential development is permitted
State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004	Applies to urban land or land adjoining urban land where residential development is permitted
State Environmental Planning Policy (Vegetation in Non-Rural Areas) 2017	Applies to the clearing vegetation on land in urban areas and on land in environmental zones
Rural Fires Act 1997 No 65 and 10/50 Vegetation Clearing Scheme	Applies within 100m of Category One bushfire-prone land and within 30m of Category Two land.
National Parks and Wildlife Act 1974	National Parks (zoned E1 National Parks and Nature Reserves under LEP 2012)
COMMONWEALTH GOVERNMENT	
Sydney Harbour Federation Trust Act 2001	Commonwealth owned land managed by the Sydney Harbour Federation Trust (zoned SP2 Sydney Harbour Federation Trust under LEP 2012)
Environment Protection and Biodiversity Conservation Act 1999	Applies to Defence land (zoned SP2 Defence under LEP 2012)

5 OPPORTUNITIES AND RECOMMENDATIONS

5.2 SCENIC PROTECTION OBJECTIVES

The significance of the harbour foreshores has been well documented and recognised through various planning controls and studies over time, as described earlier.

The analysis on **section 4** has demonstrated both that the significance of the area is unchanged and that there has been a decline in the landscape and vegetation cover, in particular trees. Yet vegetation cover is seen as integral to the scenic quality of the foreshore slopes which derives to a large degree from the predominance of the landscape over built form.

The scenic qualities of Sydney Harbour and its foreshores are unique and considered as significant for Sydney, the state and the nation. It is considered imperative that they be maintained for future generations.

5.2.1 EXISTING OBJECTIVES FOR THE SPA

As summarised in Appendix 1, the objectives for the SPA under the current Mosman LEP 2012 (clause 6.4) are:

- (a) To recognise and protect the natural and visual environment of Mosman and Sydney Harbour,
- (b) To reinforce the dominance of landscape over built form,
- (c) To ensure development on land to which this clause applies is located and designed to minimise its visual impact on those environments.

5.2.2 PROPOSED OBJECTIVES FOR THE SPA

In order to effectively maintain the scenic qualities and values of the foreshore slopes for future generations, it is recommended Council consider strengthening the scenic protection objectives that apply within the SPA.

This recommendation is based on the following key observations, derived from the analysis of the landscape character precincts and review of the planning framework:

1. Key attributes of scenic quality such as tree cover and the ratio of buildings to landscape have declined over the past 25 years.
2. The physical changes correlate with changes to the wording of scenic protection objectives and clauses over the same period. The loss, through the LEP gateway process, of a provision enabling Council to refuse consent on the basis of adverse visual impacts is noted, as is its replacement with a clause merely requiring visual impacts to be minimised.

This correlation indicates that there is a need for Council and state government to work together to review and revise the current planning framework and ensure it is worded in such a way as to effect the realisation of stated policy objectives in respect of the protection of Sydney Harbour's significant values.

To this end, a number of current and past planning instruments and controls provide precedents for scenic protection objectives that emphasise the need to proactively enhance the unique qualities of Sydney Harbour including its natural and environmental assets and visual qualities.

Setting a clear expectation for each development to positively contribute to the protection and enhancement of Sydney Harbour's natural and visual values would provide a fundamentally different approach to managing development, to a way that merely seeks to minimise the impacts on established values.

Consequently, the following revised set of objectives is proposed for the SPA:

- (a) To recognise the natural and environmental assets and visual qualities of the SPA and the important role they play in defining the character of Mosman and of Sydney Harbour, its islands and foreshores.
- (b) To ensure that all development is designed to maintain, protect and enhance the natural, environmental and visual qualities of the SPA and Sydney Harbour foreshores.
- (c) To reinforce the dominance of landscape over built form.
- (d) To enhance and increase urban tree cover through the use of appropriate native species.
- (e) To ensure development does not adversely affect the natural environment, the visual environment or the environmental heritage of Mosman and the Sydney Harbour foreshores.
- (f) To ensure development maintains, protects and enhances views to and from Sydney Harbour.

It is further recommended that following finalisation of the *Environment SEPP 2017*, the objectives for the SPA be revised as appropriate to make reference to the SEPP to both ensure consistency and stress the need for improved protection of Sydney Harbour and its bushland. This may include:

- Reaffirming the vision for Sydney Harbour as an outstanding natural, public asset of national and international significance to be maintained and enhanced for current and future generations

5 OPPORTUNITIES AND RECOMMENDATIONS

- Notwithstanding the difference in size between the SPA and the Foreshores and Waterways Area (FWA) identified in the *Draft Environment SEPP 2017*, maintaining the current principles for the FWA, such that:
 - The Harbour is to be recognised as a public resource, owned by the public, to be protected for the public good
 - The public good has precedence over the private good whenever and whatever change is proposed for Sydney Harbour or its foreshores
 - Protection of the natural assets of Sydney Harbour has precedence over all other interests
- Improving the protection of urban bushland in the Sydney metropolitan area by expanding current protections.

5.3 EFFECTIVENESS OF EXISTING PLANNING CONTROLS

Following the analysis of the landscape character precincts, their scenic quality and changes over the last 25 years, the existing planning controls were reviewed for their effectiveness in respect of protecting the scenic values of the foreshore slopes. A summary of recommendations is provided below.

The full findings and recommendations are contained in the 'Stage 2 Planning Analysis Report' by MG Planning, which is provided in **Appendix 2**.

5.3.1 KEY FINDINGS AND RECOMMENDATIONS

The key findings of this analysis are as follows:

- Sydney Harbour and its foreshores have national significance. The Mosman foreshore slopes are a major contributor to the scenic beauty and visual interest of the Harbour.
- The SMM analysis indicates that the Scenic Protection Area is becoming more built up and there is less tree cover and landscaping than 20 years ago.
- Overall the scenic qualities of the Scenic Protection Area remain very strong, largely because of the vegetation cover that remains and the role it plays in separating and softening areas of development.
- Protecting, enhancing and expanding vegetation cover in the area is crucial to ensuring the scenic values of the Scenic Protection Area are maintained.

While it is not clear the extent to which the existing planning controls and development assessment processes are contributing to the changing visual character of the Scenic Protection Area, it is considered that some changes to the planning framework could be contemplated which could assist in moderating inappropriate development and increasing vegetation cover. They include potential changes to the LEP as well as to the DCP, as described below.

POSSIBLE CHANGES TO LEP 2012

- Rezone R2 areas in the Scenic Protection Area to E4 Environmental Living. The range of land uses and development controls would not necessarily need to change however rezoning the area as E4 would mean that it would be excluded from the application of the Housing Code. The zone would also more appropriately reflect the scenic and landscape significance of the foreshore slopes
- Where a proposed development does not comply with the numerical controls in LEP 2012, require the preparation of a visual impact assessment to accompany the clause 4.6 variation request
- Review the minimum landscape areas specified in Clause 6.6 (Landscaped Areas) under the LEP to determine whether they provide for adequate landscaping opportunity, particularly having regard to the importance that this has for the visual impact of development in the Scenic Protection Area and the broader desire for landscape to continue to dominate over the built form
- Investigate whether site specific controls should be introduced for those areas of the highest scenic value or at greatest risk of over-development in the Scenic Protection Area
- Strengthen Clause 6.4 Scenic Protection by including an additional provision requiring that the external surfaces of any building consist of prescribed materials, i.e. materials that are dark coloured or muted, of low reflective quality and that blend with the landscape of the site and/or surrounding context.

5 OPPORTUNITIES AND RECOMMENDATIONS

POSSIBLE CHANGES TO MOSMAN RESIDENTIAL DCP

In order to manage the individual as well as cumulative impacts of development on the scenic values of the SPA when viewed from the Harbour, the following revisions to the Residential DCP are recommended:

- Increase side setbacks to allow for additional landscaping
- Introduce specific controls requiring that only muted, non-reflective colours and materials be used, particularly in areas of high visibility from the water
- Review the townscape provisions with a view to identifying specific controls and actions to enhance the landscape
- Include additional objectives and controls relating to landscaping and scenic protection
- Require the preparation of a visual impact assessment in those circumstances where the proposed development has the potential to create adverse visual impacts, particularly when viewed from the harbour.

In addition to the above recommendations, it is considered that representations should be made to the DP+E regarding the exclusion of Hunters Hill River Front Area from the Housing Code as compared to the inclusion of Mosman's Scenic Protection Area. There does not appear to be any valid reason for this inconsistency, particularly given the very high scenic value of the foreshore slopes of Mosman and their contribution to the overall scenic quality of Sydney Harbour.

Representations should also be made to the DP+E to exclude school sites within the Scenic Protection Area from the complying development provisions in the Educational Establishments SEPP given the potential visual impact that tree removal and development up to four storeys would have, particularly on the Balmoral foreshore slopes.

5.4 RECOMMENDATIONS FOR PUBLIC DOMAIN WORKS

Based on the analysis of the landscape character precincts, the following is a summary of recommendations for improvements to the public domain of the SPA that Mosman Council would be able to implement to contribute towards the protection and enhancement of the landscape and scenic qualities of the harbour foreshores. They include:

- Maximise vegetation, in particular tree cover, on public foreshore and waterfront land including in road reserves where applicable. Tree cover would include both native or cultural planting as appropriate based on the environmental and heritage context of different foreshore sites. Increased tree cover would provide a green band of landscape along the harbour's edge that in turn creates the effect of the natural landscape meeting the harbour, by filtering or blocking views of development near the waterfront.
- Continue to liaise with other government agencies including NPWS, the Harbour Trust, Taronga Zoo and the Australian Defence to maintain and enhance bushland along the waterfront and foreshore slopes.
- In areas where intentional damage is suspected, consider the use of "tree vandal" signs and increasing fines to discourage intentional damage to trees.
- Provide additional street tree planting throughout Mosman and in particular along the upper slopes and ridges to break up the bulk of built form and to provide a vegetated backdrop to housing that will soften the appearance of the skyline. Liaise with private land owners to determine appropriate locations and species, in order to balance private views to the harbour with public views from the harbour, as well as with streetscape amenity.
- Maintain and enhance tree cover in all parks and drainage corridors to maximise the extent of landscape within urban areas and provide relief from, and contrast with, built form.
- Carefully consider any future proposals for further expansion of existing waterfront buildings and structures on public land to ensure they would not result in adverse impacts on the scenic qualities of the waterfront and foreshore slopes.

5 OPPORTUNITIES AND RECOMMENDATIONS

5.5 COMMONWEALTH LANDS

Liaise with Commonwealth departments and agencies to confirm the importance of their lands in the overall scenic value of the Mosman peninsula, and to discuss ways to reduce the effects of current visually obtrusive structures or buildings, and generally improve the visual character of these lands.

6 CONCLUSION

BLANK PAGE

6 SUMMARY AND CONCLUSION

6.1 SUMMARY

The Mosman LGA enjoys a unique location within Sydney Harbour. With its a combination of beaches, cliffs, headlands and bushland areas interspersed with residential and urban development, the Mosman foreshores are of considerable visual significance. They are integral in shaping the perception and experience of Sydney Harbour, widely recognised as one of the most stunning urban harbours in the world and the gateway to Sydney.

The scenic value and importance of Mosman has long been recognised as an asset to the people of Mosman, Sydney, the state and the nation, through both art and the planning and policy framework at multiple levels of government. Consequently, state and local planning has sought to protect Sydney Harbour, noting the importance of the appearance of land based development on views from the water and surrounding foreshores.

This Study has found that, while the significance of the Mosman foreshores is unchanged, there has been a decline in the landscape and vegetation cover, in particular trees. This is despite numerous planning and other studies that have found that vegetation cover is integral to the scenic character of the foreshore slopes with their scenic quality derived to a large extent from the predominance of landscape over built form.

This Study and supporting planning reports have found that there are opportunities to amend the existing planning framework as well as to implement further improvements to Mosman's public domain that would assist in protecting and enhancing the scenic qualities and values of the harbour foreshores within the SPA.

Opportunities include:

1. Amendments to the Mosman LEP
2. Amendments to the Mosman DCP
3. Public domain improvements
4. Representations to DP+E

AMENDMENTS TO THE MOSMAN LEP

Potential amendments to the Mosman LEP include:

- Redefining and strengthening the objectives for scenic protection and the SPA
- Consider rezoning R2 areas in the Scenic Protection Area to E4 Environmental Living to effect an exclusion from the Housing Code more appropriately reflecting the scenic and landscape significance of the foreshore slopes

- Require the preparation of a visual impact assessment to accompany any clause 4.6 variation request and where a development does not comply with the numerical controls of the LEP.
- Review the minimum landscape areas specified in Clause 6.6 (Landscaped Areas) to ensure landscape area requirements support the desired outcome of landscape being more prevalent than built form.
- Consider site specific controls for either the entire SPA or for areas considered to be most at risk from over-development.
- Limit further subdivision including battle axe lot creation by increasing minimum lot size requirements in the SPA, and along the foreshore in particular.
- Require Council to consider the cumulative impacts of the development on the scenic value of the area when viewed from the Harbour (clause 6.4(3)).

AMENDMENTS TO THE MOSMAN DCP

Potential amendments to the Mosman DCP include:

- Enhanced cross references to the LEP clause 6.4 Scenic Protection.
- Include additional objectives and controls relating to landscaping, tree planting and scenic protection.
- Review the townscape provisions with a view to identifying specific controls and actions to enhance the landscape and scenic values.
- A review of colour schemes for external surfaces to reduce glare and harsh colour schemes, particularly in areas of high visibility from the water.
- Increase side setbacks to allow for additional landscaping.
- Increase foreshore setbacks including for private recreation infrastructure such as pools, tennis courts and boat sheds and require a minimum soft landscape zone along the foreshore.
- Review guidelines for waterfront and marine structures to maintain an appropriate balance between their size and bulk and the scenic values and appearance of the foreshore.
- Consider introducing requirements for green walls or roofs as a means to increase green cover as well as urban sustainability, to reduce the urban heat island effect and complement the Sydney Green Grid.
- Require the preparation of a visual impact assessment where the proposed development has the potential to create adverse visual impacts when viewed from the harbour.

7 CONCLUSION

PUBLIC DOMAIN IMPROVEMENTS

Potential public domain improvements include:

- Maximising planting, and in particular trees, on public waterfront land, and in parks and along drainage lines throughout the SPA, to achieve a better balance between built form and vegetation.
- Liaise with other government agencies to maintain and enhance bushland along the waterfront and on foreshore slopes.
- Employ “tree vandal” signs to discourage intentional damage to trees.
- Liaise with private land owners and provide additional street tree planting throughout Mosman to break up the bulk of built form and to soften the appearance of the skyline.
- Carefully consider any future proposals for further expansion of existing waterfront buildings and structures on public land to ensure they do not result in adverse visual impacts on the scenic qualities of the waterfront and foreshore slopes.

REPRESENTATIONS TO DP+E

It is recommended that Mosman Council make representations to DP+E regarding

- The exclusion of Hunters Hill River Front Area from the Housing Code as compared to the inclusion of Mosman’s SPA. There does not appear to be any valid reason for this inconsistency, particularly given the very high scenic value of the foreshore slopes of Mosman and their contribution to the overall scenic quality of Sydney Harbour.
- The future exclusion of school sites within the SPA from the complying development provisions in the Educational Establishments SEPP, given the potential visual impact that tree removal and development up to four storeys would have, particularly on the Balmoral foreshore slopes.
- The need for standard provisions to be included in the standard format DCP template to ensure the template does not restrict the opportunity to introduce additional controls relating to landscaping and visual impact and assessment, as well as relating to landscape protection and enhancement.

6.2 CONCLUSION

The scenic qualities of Sydney Harbour and its foreshores are unique and considered as significant for Sydney, the state and the nation. It is considered imperative that they be maintained for future generations. The recommendations provided in this report will assist Mosman Council in realising this goal.

7 REFERENCES AND BIBLIOGRAPHY

7 REFERENCES AND BIBLIOGRAPHY

BLANK PAGE

7 REFERENCES AND BIBLIOGRAPHY

- ABC 2017 a, *Best coastal walks in Sydney and surrounds*, <http://www.abc.net.au/news/2017-01-09/best-coastal-walks-in-sydney-and-surrounds/8169534>, accessed 20.09.17
- Antal J 2007, *Sydney, Balmoral, Awaba Street*, <http://www.panoramio.com/photo/7719793>, accessed 20.09.2017
- AussieBushwalking.com 2017, *View from the Lookout*, Grotto Point Lighthouse, <https://www.aussiebushwalking.com/nsw/grotto-point-lighthouse>, accessed 20.09.17
- Beyond the Wharf 2017, *georges_heights1.jpg*, <http://www.beyondthewharf.com.au/experiences/> accessed 14.11.2017
- Corkery N 2004, *Visual Management System for NSW Coast (Tweed Pilot)*, prepared for the Comprehensive Coastal Assessment (DoP) by URS Asia Pacific, North Sydney
- Destination NSW 2017, *Sydney Harbour*, Sydney.com, <https://www.sydney.com/destinations/sydney/sydney-city/sydney-harbour>, accessed 20.09.17
- Greater Sydney Commission 2016, *Draft North District Plan. Co-creating a Greater Sydney*, updated on 21 December 2016, State of New South Wales through the Greater Sydney Commission
- Harbour Trust 2017, *Visit*, <http://www.harbourtrust.gov.au/visit>, accessed 01.12.2017
- Lester Firth Associates 1993, *Rosherville Reserve, Clifton Gardens and Sirius Cove Development Control Plan Guidelines. Final Draft*, prepared for Mosman Municipality
- Lochhead H 2016, *2016 Utzon Lecture: Re-imagining the Harbour City*, given at 09.03.16 at the University of New South Wales and quoted in *The Conversation*, <https://theconversation.com/utzon-lecture-re-imagining-the-harbour-city-56127>, accessed 19.03.2017)
- Lothian, Dr A 2005, *Coastal Viewscapes of South Australia*, prepared for the Coast Protection Branch, South Australian Department for Environment and Heritage, Government of South Australia
- Lothian A 2000, *Landscape Quality Assessment of South Australia. Dissertation for Doctorate of Philosophy*, Department of Geographical & Environmental Studies, University of Adelaide, 14 September 2000
- McDonald McPhee et al 1990, *Mosman Urban Design Study. Residential Areas*, prepared for Mosman Municipal Council
- Mosman Art Gallery 2017, *On Balmoral Beach Sydney*, Ethel Carrick Fox 1913, <http://mosmanartgallery.org.au/collection/ethel-carrick-fox>, accessed 31.05.2017
- Mosman Council 2012, *Mosman Local Environmental Plan 2012*, <https://www.legislation.nsw.gov.au/#/view/EPI/2011/647>, accessed 14.09.2017
- Mosman Council 1995, Collection of photographs of Mosman's foreshores taken between 1995 and 1998
- Mosman Council 2008, *Map showing parks, bushland, open space, playgrounds and ovals in Mosman*, File No.Q:/Map Catalog/WebMosmanRecreation, The Council, <http://mosman.nsw.gov.au/mosman/maps-of-mosman>, accessed 19.09.2017
- Mosman Council 2017, *Discussion Paper. Mosman's Significant Foreshore Slopes. Updated July 2017*, The Council, Spit Junction NSW 2088
- National Gallery of Australia 2017a, *Mosman's Bay*, Tom Roberts, 1894, <https://nga.gov.au/Exhibition/Roberts/Default.cfm?IRN=267714&BioArtistIRN=24504&mystartrow=61&realstartrow=61&MnuID=3&GalID=0&ViewID=2>, accessed 31.05.2017
- National Gallery of Australia 2017b, *Mosman Bay*, Margaret Preston, 1927, <https://artsearch.nga.gov.au/images/1200/39397.jpg>, accessed 21.09.2017
- National Gallery of Victoria 2017, *Mosman Bay*, Arthur Streeton 1907, <https://www.ngv.vic.gov.au/explore/collection/work/3057/>, accessed 31.05.2017
- NPWS 2017, *Sydney Harbour National Park*, <http://www.nationalparks.nsw.gov.au/visit-a-park/parks/sydney-harbour-national-park/map>, accessed 01.12.2017, NSW National Parks and Wildlife Service

7 REFERENCES AND BIBLIOGRAPHY

NSW Government 2017, *State Environmental Planning Policy (Exempt and Complying Development Codes) 2008*, <https://www.legislation.nsw.gov.au/#/view/EPI/2008/572>, accessed 27.09.17

Powerhouse Museum 2017, *Clifton Gardens Pleasure Grounds from Chowder Bay*, Kerry & Co 1906, <https://collection.maas.museum/object/28789>, accessed 31.05.2017

Royal Australian Navy 2017, *HMAS Penguin*, <http://www.navy.gov.au/establishments/hmas-penguin>, accessed 15.12.2017

Staas R 1999, *Mosman's Architectural Heritage*, prepared for Mosman Municipal Council, Spit Junction, NSW 2088

The Countryside Agency 2002, *Landscape Character Assessment. Guidance for England and Scotland*, prepared by Carys Swanwick, Department of Landscape, University of Sheffield and Land Use Consultants for The Countryside Agency and Scottish Natural Heritage

The State Planning Authority of New South Wales 1967, *Sydney Harbour Foreshore Study Report*, the Authority, NSW

The State Planning Authority of New South Wales 1971, *Sydney Harbour Foreshore Development Report 1971*, confidential document not for publication, the Authority, NSW

Webb N 2017, *Taking in the view from Bottle and Glass Point, Sydney Harbour National Park*, <https://www.nationalparks.nsw.gov.au/things-to-do/picnic-areas/bottle-and-glass-point>, accessed 20.09.2017

WEBSITES

- <https://www.bestsydneywalks.com/cremore-point-circuit-walk-mosman-bay/>
- <http://www.environment.nsw.gov.au/nswcultureheritage/SydneyDefenceHeritage.htm>
- <https://www.google.com.au/maps>
- <http://mosman.nsw.gov.au/>
- <http://mosmanartgallery.org.au>
- <http://mosmanmemories.net/>
- <http://www.nationalparks.nsw.gov.au/things-to-do/walking-tracks/>
- <https://taronga.org.au/taronga-zoohttp://mosman.nsw.gov.au/planning-and-development/heritage>



APPENDIX 1

STAGE 1 EXISTING PLANNING FRAMEWORK REPORT

APPENDIX 1

BLANK PAGE



MOSMAN FORESHORE SLOPES VISUAL CHARACTER AND SCENIC AMENITY

STAGE 1 – EXISTING PLANNING
FRAMEWORK REPORT

October 2017

MG Planning Pty Ltd

Suite 1.4
135 Victoria Road
DRUMMOYNE NSW 2047
P 9719 3118
F 9719 3166

TABLE OF CONTENTS

GLOSSARY	iii
1. INTRODUCTION	1
2. EXISTING PLANNING FRAMEWORK	3
3. LOCAL PLANNING CONTROLS	4
3.1 Mosman LEP 2012	4
3.1.1 Aims and objectives	4
3.1.2 Zoning	4
3.1.3 Key development standards	7
3.1.4 Exceptions to standards	14
3.2 Mosman DCPs	14
3.2.1 Residential DCP	15
3.2.2 Business Centres DCP	19
3.2.3 Open Space and Infrastructure DCP	20
4. STATE PLANNING CONTROLS	20
4.1 Sydney Harbour Catchment REP & DCP	20
4.2 Codes SEPP	23
4.3 Infrastructure SEPP	24
4.4 SEPP No 19 – Bushland in Urban Areas	25
4.5 Educational Establishments SEPP	26
4.6 Housing SEPPs	28
4.7 Vegetation SEPP	29
4.8 10/50 Vegetation Clearing Scheme	30
4.9 National Parks and Wildlife Act	30
5. COMMONWEALTH LAND	31
5.1 EPBC Act	31
5.2 SHFT Act	31
6. OTHER RELEVANT POLICIES	34
7. CONCLUSION	36

GLOSSARY

AHSEPP	<i>State Environmental Planning Policy (Affordable Rental Housing) 2009</i>
Codes SEPP	<i>State Environmental Planning Policy (Exempt and Complying Development Codes) 2008</i>
DCP	Development Control Plan
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	<i>Environmental Planning and Assessment Regulation 2000</i>
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999 (Commonwealth)</i>
ESEPP	<i>State Environmental Planning Policy (Educational Establishments and Child Care Facilities) 2017</i>
FBL	Foreshore building line
Harbour REP	<i>Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005</i>
Harbour Trust	Sydney Harbour Federation Trust
Infrastructure SEPP	<i>State Environmental Planning Policy (Infrastructure) 2007</i>
LEP 2012	Mosman Local Environmental Plan 2012
LGA	Local Government Area
Seniors Housing SEPP	<i>State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004</i>
SEPP	State Environmental Planning Policy
SHFT Act	<i>Sydney Harbour Federation Trust Act 2001</i>
SPA	Scenic Protection Area
Study Area	Land within the SPA, as shown on the Scenic Protection Area Map to LEP 2012
Vegetation SEPP	<i>State Environmental Planning Policy (Vegetation in Non-Rural Areas) 2017</i>

1. INTRODUCTION

Mosman Council has engaged Spackman Mossop Michaels (SMM) to undertake an analysis of the visual character and scenic amenity of Mosman's foreshore slopes. The aims of the project are to:

- assess the visual character of Mosman's foreshore slopes as viewed from Sydney and Middle Harbours
- understand the effectiveness of State and local planning controls and other strategies to protect and enhance the visual significance of Mosman's foreshore slopes
- explore options to reduce negative impacts and enhance the existing landscape and visual environment within Mosman's foreshore slopes.

The purpose of this Stage 1 Existing Planning Framework report is to provide a summary of the existing planning controls applying within the study area. This work is intended to inform Stage 2 of the planning component of the project which will provide an analysis of the effectiveness of the existing planning framework in protecting the scenic quality of the foreshore area.

The study area for the purpose of this report is the Scenic Protection Area (SPA) as identified in Mosman Local Environmental Plan 2012 (LEP 2012). It comprises land within the Mosman Local Government Area (LGA) below the 60 metre contour. The SPA is illustrated at Figure 1 below.

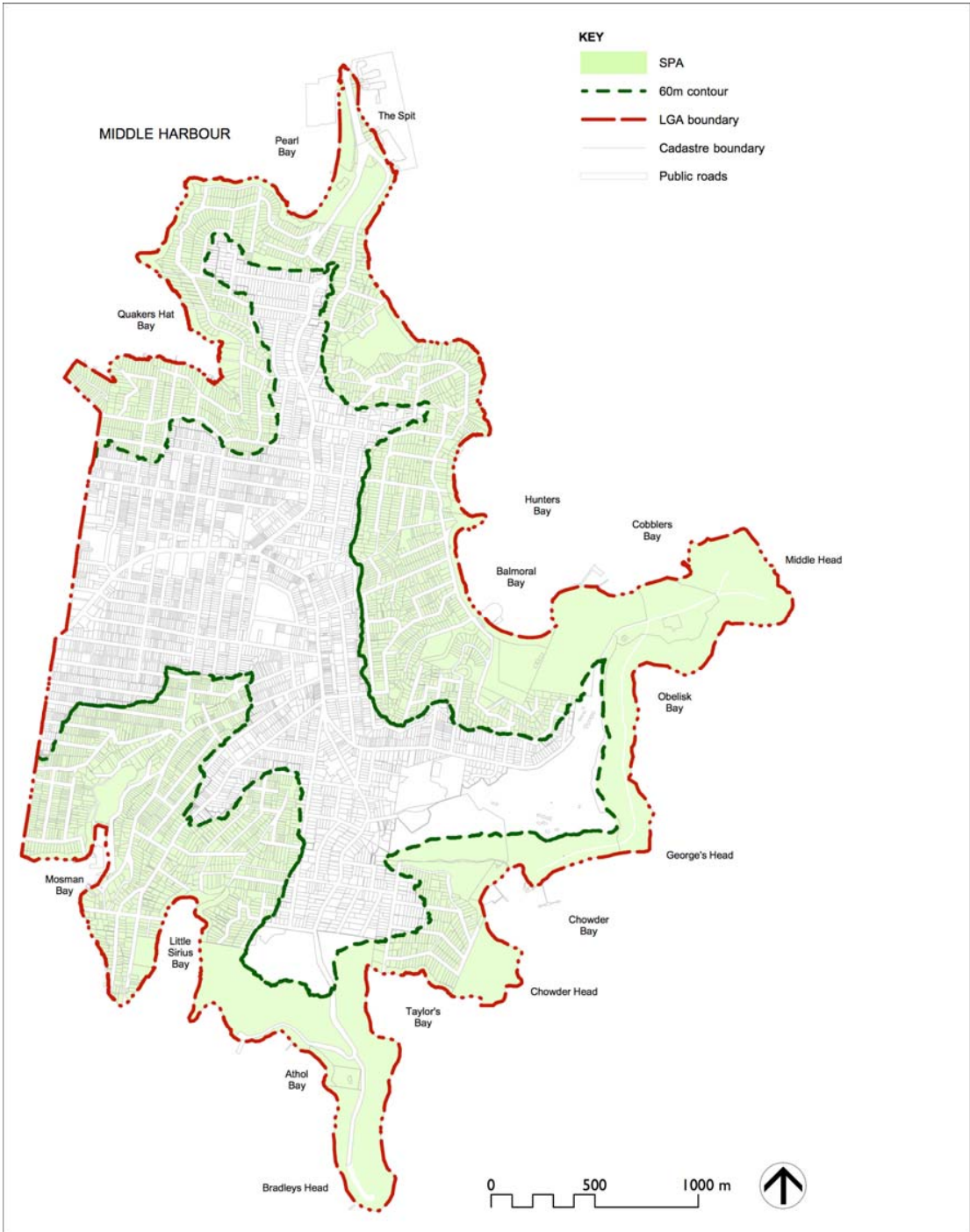


Figure 1: Study Area - Scenic Protection Area under Mosman LEP 2012.

2. EXISTING PLANNING FRAMEWORK

The existing planning framework that applies to the study area is characterised by a complex overlay of local, State and Federal statutory and non-statutory planning controls and policies. The main controls are those contained in LEP 2012 and the Mosman Development Control Plans (DCPs) however planning instruments under both State and Federal legislation often override these local controls.

The key planning controls, instruments or legislation that apply to, or have implications for the development of land in, the SPA are summarised in Table 1 below.

Table 1: Summary of existing planning framework

Instrument /Act	Area to which instrument applies
Local	
Mosman LEP 2012	Entire LGA including all land within the SPA
Mosman Residential DCP	Residential zoned land
Mosman Business Centres DCP	Business zoned land
Mosman Open Space and Infrastructure DCP	Land zoned for recreation, environmental conservation and infrastructure purposes
State	
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	Generally applies to narrow foreshore area around harbour's edge – refer Figure 8
State Environmental Planning Policy (Exempt and Complying Development Codes) 2008	Applies across the State however SPA area within Mosman currently exempt from provisions of Part 3 Housing Code. Exemption to expire 30 November 2018.
State Environmental Planning Policy (Infrastructure) 2007	Applies across the State to development undertaken by public authorities
State Environmental Planning Policy (Educational Establishments and Child Care Facilities) 2017	Applies across the State to all schools, universities, TAFE colleges and child care centres
State Environmental Planning Policy No 19 – Bushland in Urban Areas	Bushland within or adjacent to land reserved for public open space
State Environmental Planning Policy (Affordable Rental Housing) 2009	Applies across the State to land where residential development is permitted
State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004	Applies to urban land or land adjoining urban land where residential development is permitted
State Environmental Planning Policy (Vegetation in Non-Rural Areas) 2017	Applies to the clearing vegetation on land in urban areas and on land in environmental zones
Rural Fires Act 1997 No 65 and 10/50 Vegetation Clearing Scheme	Applies within 100m of Category One bushfire-prone land and within 30m of Category Two land.
National Parks and Wildlife Act 1974	National Park (zoned E1 Environment

Instrument / Act	Area to which instrument applies
	Protection under LEP 2012)
Commonwealth	
Sydney Harbour Federation Trust Act 2001	Commonwealth owned land managed by the Sydney Harbour Federation Trust (zoned SP2 Sydney Harbour Federation Trust under LEP 2012)
Environment Protection and Biodiversity Conservation Act 1999 (C'ith)	Applies to Defence land (zoned SP2 Defence under LEP 2012)

Sections 3 to 5 of the report provide an overview of the relevant local, State and Commonwealth legislation and policies and their effect in relation to the SPA. It should be noted that due to the numerous and complex array of planning controls and instruments that apply, the information below is not intended to be exhaustive but rather provides a summary of the key relevant instruments and provisions relevant to the current project.

In addition, a number of policy and strategic planning documents also have potential implications for the scenic quality of the SPA. A brief summary of these is also provided in section 6.

3. LOCAL PLANNING CONTROLS

3.1 Mosman Local Environmental Plan 2012

LEP 2012 is the primary planning instrument that applies to land within the SPA. LEP 2012 zones land, identifies permissible and prohibited land uses, nominates development standards (e.g. height and floor space ratio), and includes a range of miscellaneous provisions that apply in particular areas or that relate to particular issues. The key provisions are discussed below.

3.1.1 Aims and objectives

The aims of the LEP include those specifically directed at protecting the scenic values of the LGA, viz:

- (e) to recognise, protect and enhance the natural, visual, environmental and heritage qualities of the scenic areas of Mosman and Sydney Harbour and to protect significant views to and from the Harbour*
- (f) to retain views to and from water and foreshore reserves and public areas from streets and residential lots,*
- (h) to protect, conserve and enhance the landform and vegetation, especially foreshores or bushland, in order to maintain the landscape amenity of Mosman*
- (j) to manage change in a way that ensures an ecologically and economically sustainable urban environment in which the needs and aspirations of the community are recognised.*

3.1.2 Zoning

Land zoning within the SPA comprises a mix of residential, environmental protection, special uses and recreation zones as illustrated at Figure 2. Small pockets of land zoned for neighbourhood business are also located within the SPA however the majority of the land is zoned either low density or medium density residential. Substantial special use landholdings within the SPA include the Sydney Harbour National Park, Commonwealth Defence lands, Sydney Harbour Federation Trust (SHFT) lands and Taronga Zoo.

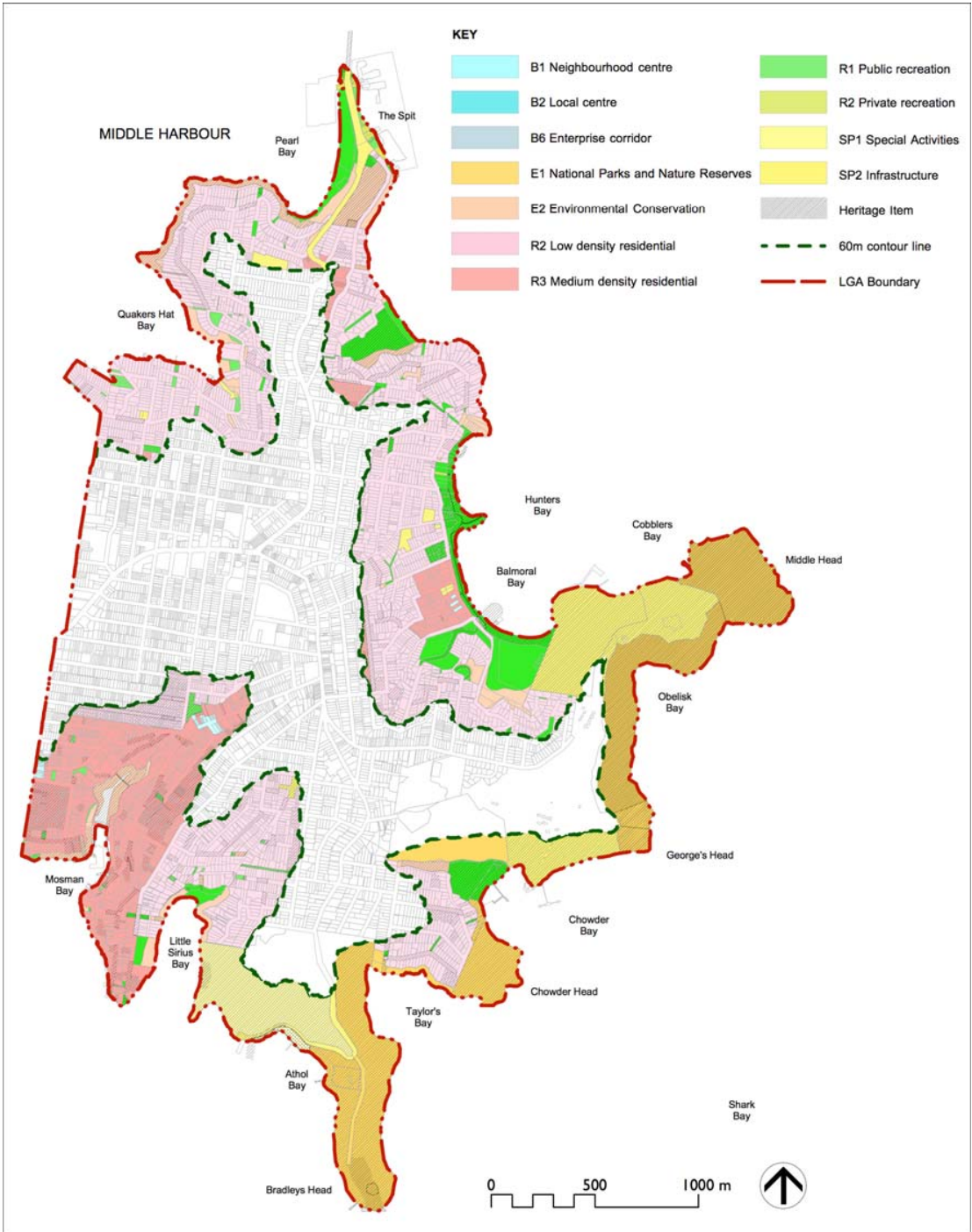


Figure 2: Zoning under LEP 2012

3.1.3 Key development standards

The key development standards under LEP 2012 that control the form and scale of development in the SPA are:

- Maximum height
- Maximum floor space ratio (FSR)
- Landscape area
- Minimum lot size

Within the SPA, the applicable maximum height limit is generally 8.5 metres however maximum FSRs range from 0.5:1 in low density residential areas up to 1.3:1 within the neighbourhood centre zone. The maximum height and FSRs applying in the SPA are shown in Figures 3 and 4 below.

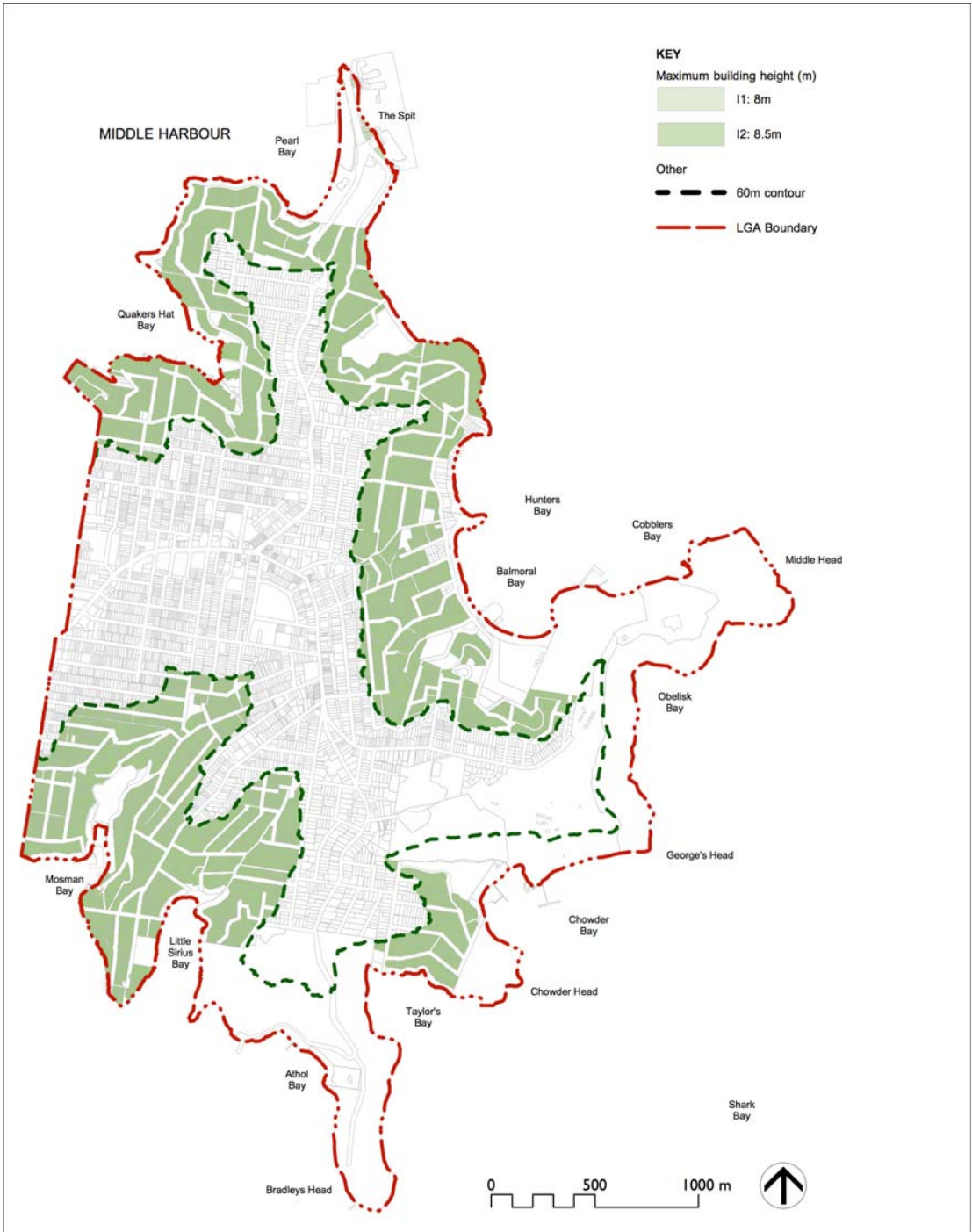


Figure 3: Maximum height under LEP 2012

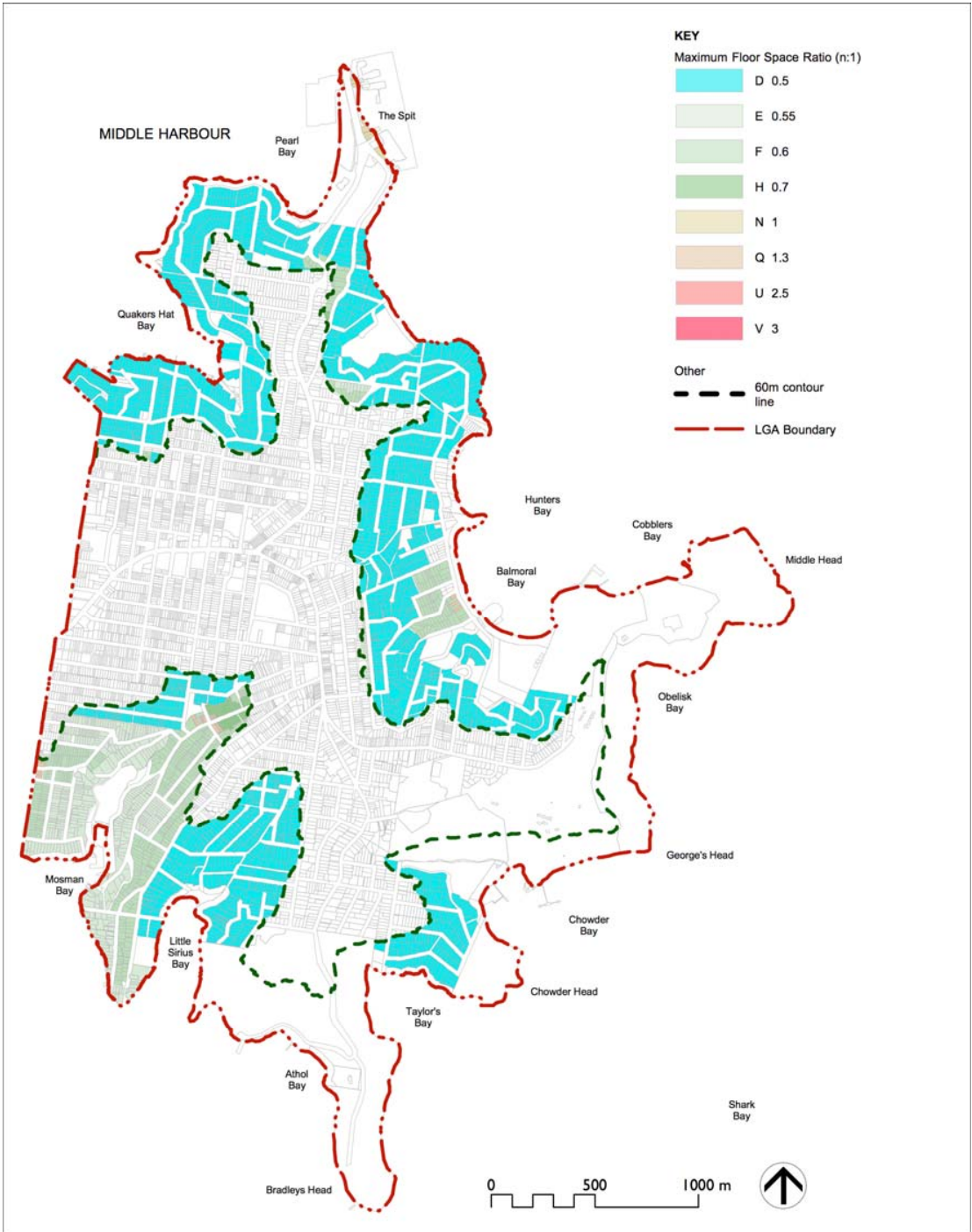


Figure 4: Maximum FSRs under LEP 2012

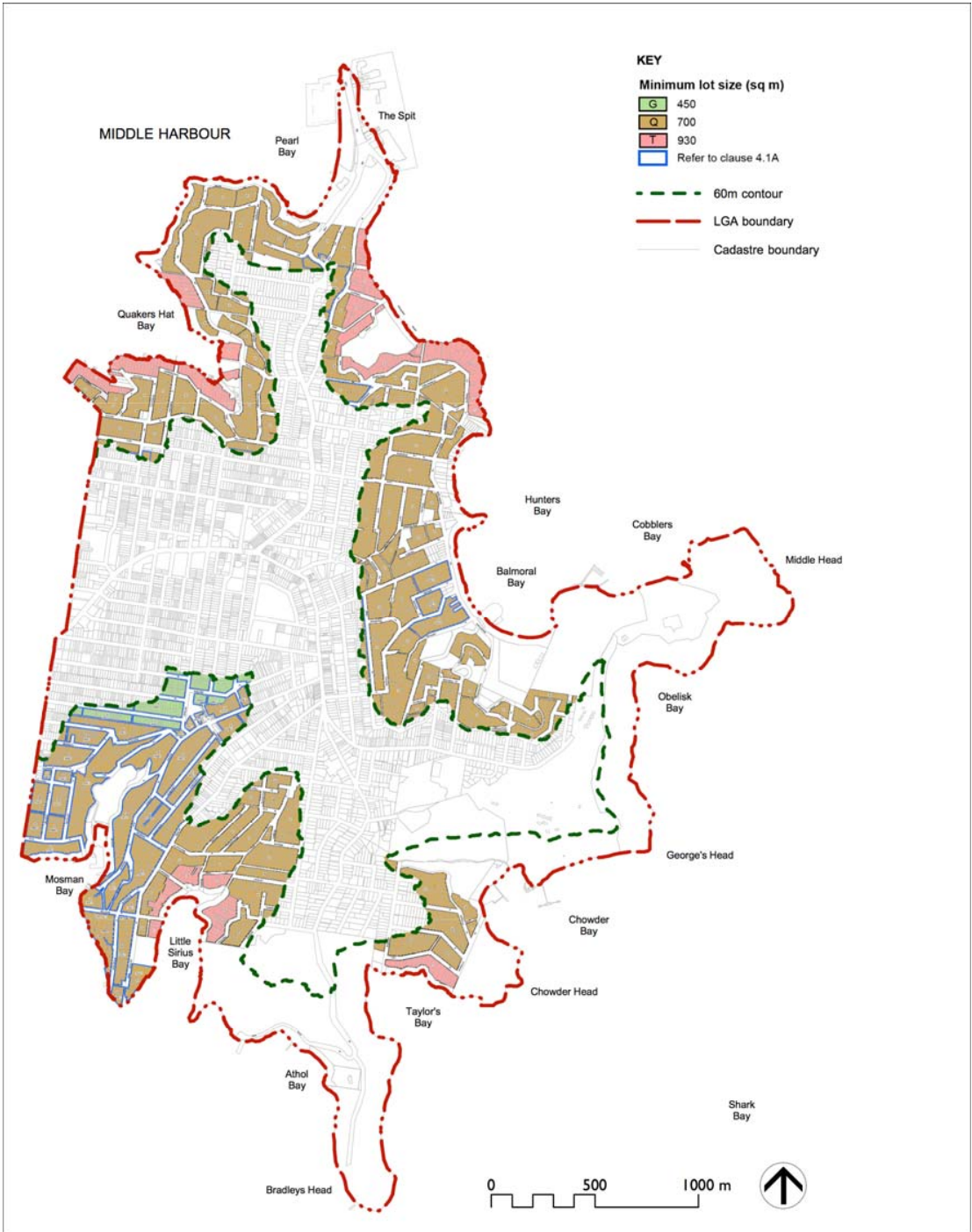


Figure 5: Minimum lot size under LEP 2012

Clause 4.1 allows for the subdivision of land in accordance with the lot size map (refer Figure 5). Clause 4.1A allows for smaller lots as follows:

- (a) for a lot in “Area 1” on the Lot Size Map—the area of each lot resulting from the subdivision is equal to or greater than 230 square metres and a semi-detached dwelling is to be erected on each lot, or
- (b) for a lot in “Area 2” on the Lot Size Map—the area of each lot resulting from the subdivision is equal to or greater than 300 square metres and a dwelling house or semi-detached dwelling is to be erected on each lot.

A number of areas within the SPA are located within “Area 2”, meaning that subdivision of lots down to 300m² is permissible with consent, providing that the subdivision is for the purpose of erecting a dwelling house or semi detached dwelling. However, it is not known at this stage how many of the existing lots within Area 2 are in fact capable of being subdivided under this provision.

Landscaped Area requirements are contained in clause 6.6 of the LEP which sets minimum landscaped area requirements for the erection of a building within the R2 Low Density Residential and R3 Medium Density Residential zones. The requirement aims to achieve a visual dominance of landscape over buildings, particularly on harbour foreshores. The minimum landscaped areas prescribed in this clause are set out in Table 2.

Table 2: Landscaped area requirements

Development type	Site area	Percentage of site area to be landscaped
Development resulting in one dwelling per lot or non-residential building	Less than 400m ²	25%
	400m ² but less than 500m ²	30%
	500m ² but less than 650m ²	35%
	650m ² but less than 750m ²	40%
	750m ² but less than 900m ²	45%
	At least 900m ²	50%
Development resulting in more than one dwelling per lot	Land identified on the FSR Map as having a maximum FSR of 0.6:1 or less	50%
	Land identified on the FSR Map as having a maximum FSR of greater than 0.6:1	40%

The required percentage of site area to be landscaped therefore varies between 25% on small lots to 50% on larger lots. Clearly, the larger the lot the greater the landscaping that is required to be provided. This means that where larger lots sizes are maintained the protection of scenic values and vegetation cover is also easier to maintain.

In addition to numerical development standards to be met, LEP 2012 also includes a number of specific clauses aimed at protecting the scenic quality of land within the foreshore building line (FBL) (clause 6.3) and more specifically the scenic quality of the SPA (clause 6.4).

Both these clauses require a qualitative assessment of the potential impact of a proposal on the scenic and other environmental qualities of the area in which the proposal is to be undertaken. However, there are no guidelines on how this qualitative assessment should be undertaken.

Clause 6.3 relates to development of land within the FBL which generally comprises a narrow strip of land immediately adjacent to the foreshore (refer Figure 6). Under clause 6.3 allowable development in the area covered by the FBL is generally limited to

- the rebuilding of existing buildings
- the erection of new buildings at or below existing ground level
- boat sheds, retaining walls, wharves, slipways, jetties, waterway access stairs or swimming pools.

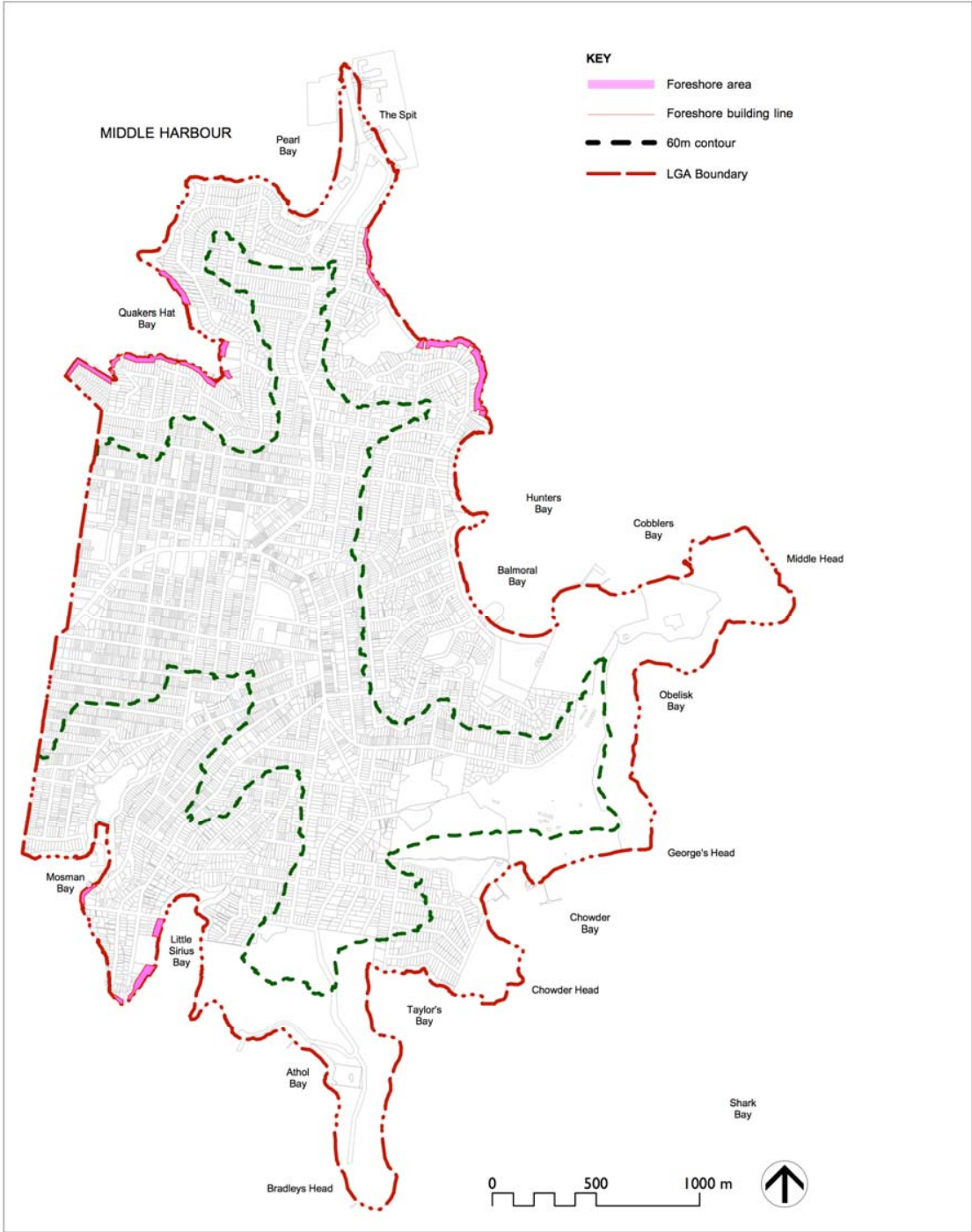


Figure 6: Area affected by the FBL

Clause 6.4 contains objectives and matters for consideration in relation to scenic protection and applies to the SPA. The objectives of the clause are as follows:

- (a) to recognise and protect the natural and visual environment of Mosman and Sydney Harbour,*
- (b) to reinforce the dominance of landscape over built form,*
- (c) to ensure development on land to which this clause applies is located and designed to minimise its visual impact on those environments.*

Clause 6.4 provides that consent to development must not be granted unless the consent authority is satisfied that:

- a) measures will be taken, including in relation to the location and design of the proposed development, to minimise the visual impact of the development to and from Sydney Harbour, and*
- (b) the development will maintain the existing natural landscape and landform.*

These provisions appear to be specific to Mosman LGA and reflect the ongoing commitment since the 1960s to protecting Mosman's scenic qualities.

3.1.4 Exceptions to standards

While LEP 2012 identifies the numerical development controls that apply to land within the SPA it is important to note that the LEP includes the ability to vary these controls in certain circumstances. Clause 4.6 (*Exceptions to Development Standards*) allows for a development standard to be varied provided that, amongst other matters, it can be adequately demonstrated that:

- compliance with the development standard is unreasonable or unnecessary in the circumstances of the case
- there are sufficient environmental planning grounds to justify contravening the development standard.

Allowing for development standards to be varied potentially enables development that may not be consistent with the prevailing scale and form of development and/or with the protection of scenic quality within the SPA.

3.2 Mosman Development Control Plans

There are three DCPs that apply in the Mosman LGA:

- Mosman Residential DCP 2012 which applies to all land zoned residential
- Mosman Business Centres DCP 2012 which applies to all land zoned Business as well as land at The Spit zoned RE2
- Open Space and Infrastructure DCP 2012 which applies to all other land.

The DCPs provide more detailed planning and design guidelines to supplement the provisions contained in the LEP 2012. All apply to land within the SPA. However, it should be noted that DCPs are guidance documents only and do not have statutory force.

3.2.1 Residential DCP

The aims of the Residential DCP seek to protect the scenic value and landscape character of the area, that is, to:

- identify and sensitively manage the desired future character of Mosman and the individual townscape areas of Mosman
- enhance and protect the scenic amenity of Sydney and Middle Harbours
- protect, conserve and enhance the landform and vegetation, especially foreshores and bushland, in order to maintain the landscape amenity of Mosman
- minimise view loss to and from water and foreshore reserves, public areas, streets and residential allotments
- limit potential for large bulky dwelling houses and encourage sensitive siting of buildings and leafy garden character.

The DCP contains controls that apply generally across the residential zones as well as those that apply to specific types of residential development. It also identifies 22 townscape areas to which more 'area specific' planning controls apply.

A number of general controls in the DCP are aimed at protecting the scenic and landscape values of the residential areas. These include controls relating to:

- subdivision of land
- siting and scale
- landscaping
- tree preservation
- significant rock faces and retaining walls
- excavation and site management
- foreshore land and natural watercourses
- streetscape and building design.

A selection of the key relevant controls is provided in Table 3. As can be seen from the selection of controls, many of the controls relating to landscape and scenic quality involve a qualitative assessment rather than adherence to numerical controls.

Table 3: Example relevant controls

PROVISION	KEY RELEVANT DCP CONTROLS
Subdivision of land	<ul style="list-style-type: none"> ▪ Lots are to conform with the existing subdivision pattern. ▪ Lot sizes and dimensions must enable development to be sited to: <ul style="list-style-type: none"> (a) protect natural or cultural features; (b) acknowledge site constraints such as terrain or soil erosion; (c) retain special features such as trees, rock outcrops and public views; (d) avoid significant changes to the natural topography;

PROVISION	KEY RELEVANT DCP CONTROLS
	<ul style="list-style-type: none"> ▪ In considering an application to subdivide land, Council will consider any potential environmental impacts arising from the subdivision or likely future development. ▪ For heritage items or conservation areas, subdivisions should be characteristic with the original subdivision pattern of the area.
Siting and scale	<ul style="list-style-type: none"> ▪ Council may consider pitched roof forms to extend beyond the maximum building height where a consistent pitched roof style is an important local character element or it is appropriate for an identified heritage item. New works should sit comfortably in the existing context without being visually dominant or overly prominent. ▪ Building bulk should be distributed to minimise overshadowing to neighbours, streets and public open space. Building forms should enable a sharing of views with surrounding residences and permit views from public streets and open space. ▪ In the case where a foreshore building line affects a property, the foreshore building line is the prevailing rear setback control unless there is an established pattern of development. ▪ Development will only be permitted up to the foreshore building line where issues of height, bulk, views, visual appearance, sunlight, overlooking etc. are resolved. ▪ Buildings should be sited having regard to topographical features. The building footprint should be designed to minimise cut and fill. ▪ Buildings should be sited to preserve existing significant trees, vegetation, rock outcrops, water courses and natural features and promote new planting. ▪ Where a property adjoins bushland or natural water courses and creeks a minimum setback of 5m applies.
View sharing	<ul style="list-style-type: none"> ▪ Public views and vistas must be protected and maintained where possible. ▪ Important public views and vistas should be enhanced by the form and treatment of buildings including roofscapes.
Landscaping	<ul style="list-style-type: none"> ▪ Existing established trees which contribute to the amenity of the area and trees listed on Council's Urban Forest Management Register are to be retained and incorporated into the landscape design. ▪ Where an existing established tree or trees are approved for removal, adequate space in the landscape design is to be provided for a replacement tree or trees appropriate for the site. ▪ Vegetation and landscaping should: <ul style="list-style-type: none"> (a) soften the built form; (b) be consistent with the theme of vegetation in the

PROVISION	KEY RELEVANT DCP CONTROLS
	<p>streetscape, if a predominant theme exists; (c) form part of the overall streetscape, and therefore contribute as a unifying element within the street.</p> <ul style="list-style-type: none"> Vegetation types and landscaping styles which blend the development into the streetscape and any surrounding bushland or parks, and are complementary to planting identified for the townscape area, are to be incorporated into the landscape design. Cutting and filling are to be minimised.
Preservation of trees or vegetation	<ul style="list-style-type: none"> In determining an application to remove a tree, the Council must have regard to: ... (d) The number of trees in the relevant area and the effect on the amenity of such area;
Streetscape and building design	<ul style="list-style-type: none"> New development should incorporate articulated facades to avoid a bulky appearance and to create proportions consistent within the streetscape. The colour and surface of external finishes should be sympathetic to the street and desired future townscape area character and contribute to the overall appearance of the development Use of highly reflective materials is discouraged. In highly visible areas particular attention needs to be given to materials, textures, finishes and the extent of glazing to reduce solar glare.

The DCP also contains specific controls for semi-detached dwellings and medium density housing including provisions in relation to building design (including roof form and material colours), bulk, scale and landscaping.

The townscape areas within the SPA are shown in Figure 7. The DCP contains objectives and planning controls for each of the townscape areas which must be adhered to in any proposed development. The relevant controls cover building form and design, materials and finishes, fencing, garages and carports, landscaping, views etc.

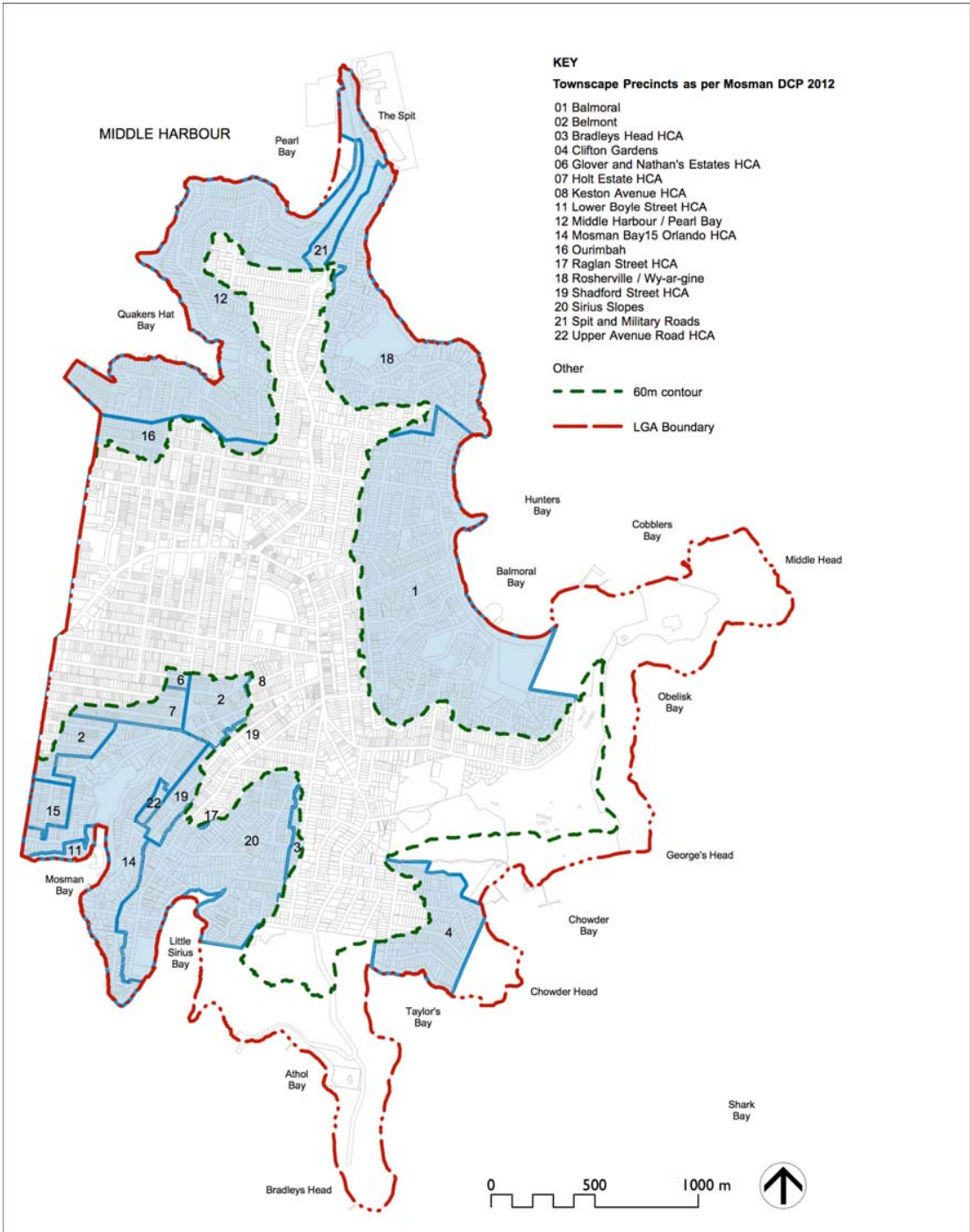


Figure 7: Townscape areas under Residential DCP

3.2.2 Business Centres DCP

There are five business centres located within the SPA that fall under the Business Centres DCP. These are the neighbourhood centres of Spofforth Street, Avenue Road, Mosman Bay Wharf and Balmoral as well as the Spit Waterside Business Centre. As with the Residential DCP, the Business Centres DCP contains some general controls as well as specific centre controls which are aimed at reducing the visual impact of commercial development and protecting the landscape character and vegetation cover of centres.

For those centres close to the foreshore, there are specific controls to protect scenic quality. Some example controls are provided in Table 4.

Table 4: Example controls for business centres near foreshore

Business Centre	Control
Mosman Wharf	<ul style="list-style-type: none"> At Mosman Bay Wharf, buildings should complement the scenic quality of the harbour and surrounding foreshores, and maintain the existing low scale character. Encourage the architectural form and detail of traditional waterfront marine uses.
Balmoral	<ul style="list-style-type: none"> Encourage façade colours and treatments that are appropriate to the beachside. Enhance the visual link of commercial buildings and the beachfront location with the use of colour, graphics and below awning advertising. Ensure the height and appearance of buildings complement and enhance the scenic quality of the locality including when viewed from the harbour.
Spit Waterside	<ul style="list-style-type: none"> Maintain and enhance the landscape and harbour qualities of the area Maintain and enhance the scenic quality of the locality by ensuring the design, height, scale, materials, colour and appearance of buildings are suitable to the location. Enhance the visual link of commercial buildings and the harbour location with the use of materials, colours and below awning advertising. Maintain a predominantly single storey low scale and dispersed built form Preserve the architectural form and detail of traditional waterfront marine uses. Restrict above awning advertisements and business signs to lettering on the glazed areas only. Roof top signs and illuminated signs are not permitted.

Whilst generally not containing numerical controls these provisions give guidance to applicants on required outcomes and provide for a qualitative assessment of the impact of any development on landscape and scenic quality, compatibility with existing scale, preservation of existing architectural form etc.

3.2.3 Open Space and Infrastructure DCP

The Open Space and Infrastructure DCP generally applies to land zoned:

- RE1 Public Recreation
- RE2 Private Recreation (except for land at the Spit Waterside)*
- E2 Environmental Conservation
- SP1 Special Activities
- SP2 Infrastructure

The Open Space and Infrastructure DCP contains similar controls relating to site planning, building design and scale, landscaping/tree preservation and streetscape amenity similar to the other two DCPs. In addition, it contains detailed and extensive controls that apply to the Queenwood School sites at Balmoral. Many of these controls are focussed on the scale and visual impact of development on the three sites owned by the school. However, as noted in section 4.4, the planning framework for educational establishments has been overhauled with the recent introduction of *State Environmental Planning Policy (Educational Establishments) 2017* and the DCP controls for Queenwood School are likely to have little effect now.

4. STATE PLANNING CONTROLS

In addition to the applicable local planning controls, a number of State environmental planning instruments have implications for land within the SPA. Some provide an additional layer of control to be applied by Council in the assessment of development applications whilst others provide an alternative planning approval pathway which effectively means that Council is not the consent or approval body for particular development. The effect of relevant instruments is outlined below.

4.1 Sydney Harbour Catchment REP and DCP

The *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005* (the Harbour REP) covers all the waterways of Sydney Harbour and its immediate foreshores. It applies in addition to LEP 2012 and amongst other matters, establishes a set of planning principles to be considered by councils in preparing planning instruments that apply to the Foreshores and Waterway Area (clause 14). The Foreshores and Waterways Area for Mosman (refer Figure 8) is a much narrower area of land than that covered by the SPA under LEP 2012.

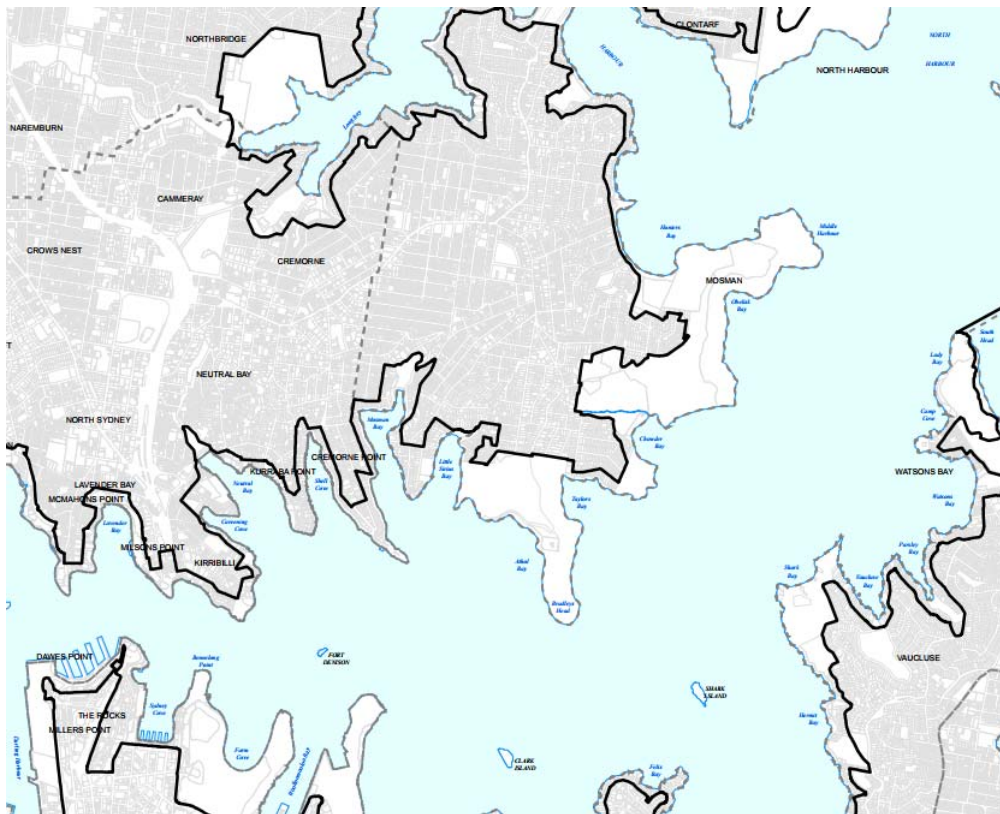


Figure 8: Foreshore and Waterways Area under the Harbour REP

Clause 14 of the Harbour REP sets out the planning principles to be adhered to in any development within the Foreshores and Waterway Area. These principles include protection of the visual qualities of the area as follows:

- (a) development should protect, maintain and enhance the natural assets and unique environmental qualities of Sydney Harbour and its islands and foreshores,
- (d) development along the foreshore and waterways should maintain, protect and enhance the unique visual qualities of Sydney Harbour and its islands and foreshores.

Part 3, Division 2 of the Harbour REP identifies matters for consideration to be taken into account by consent authorities before granting consent to development or to be taken into account by a public authority before carrying out an activity under Part 5. Clauses 25 and 26 respectively include matters for consideration including those relating to the scenic quality of foreshores and waterways as well as the protection of important views. The relevant provisions provide:

Clause 25 Foreshore and waterways scenic quality

The matters to be taken into consideration in relation to the maintenance, protection and enhancement of the scenic quality of foreshores and waterways are as follows:

(a) the scale, form, design and siting of any building should be based on an analysis of:

- (i) the land on which it is to be erected, and*
- (ii) the adjoining land, and*
- (iii) the likely future character of the locality,*

(b) development should maintain, protect and enhance the unique visual qualities of Sydney Harbour and its islands, foreshores and tributaries,

(c) the cumulative impact of water-based development should not detract from the character of the waterways and adjoining foreshores.

Clause 26 Maintenance, protection and enhancement of views

The matters to be taken into consideration in relation to the maintenance, protection and enhancement of views are as follows:

(a) development should maintain, protect and enhance views (including night views) to and from Sydney Harbour,

(b) development should minimise any adverse impacts on views and vistas to and from public places, landmarks and heritage items,

(c) the cumulative impact of development on views should be minimised.

Accordingly clauses 25 and 26 provide for an additional layer of qualitative assessment in relation to foreshore and scenic protection and views that must be applied prior to the granting of a development approval.

The Harbour REP also includes specific provisions for identified Strategic Foreshore sites which include Taronga Zoo and Middle Head. Clause 41 of the REP requires that development cannot be approved within a Strategic Foreshore Site unless a master plan has been adopted for the site. Matters to be addressed in any master plan are listed in clause 46 although there is no specific reference to visual impact or scenic quality. Master plans are not required for land within National Parks or if the Minister for Planning has waived the requirement for a master plan in view of the nature of the proposal, the adequacy of existing planning controls or for any other reason that the Minister considers sufficient. The Taronga Zoo has an approved master plan 'Zoo 2000 – The view to the future', which provides a basis for the continuing process of renovation, refurbishment and redevelopment of the site.

The Harbour REP is augmented by the Sydney Harbour Foreshore and Waterways Area DCP 2005 (Harbour DCP). The Harbour DCP contains performance-based criteria and guidelines that apply to the Foreshore and Waterways Area and relate to matters such as foreshore access, visual and natural environments, recreation and maritime industrial uses. The provisions in the Harbour DCP are to be taken into account by the Council when assessing DAs in the Foreshore and Waterways Area. The aims of the DCP include:

- ensuring that the scenic quality of the area is protected or enhanced
- providing siting and design principles for new buildings and waterside structures within the area.

It requires a detailed landscape character assessment for areas within the Foreshore and Waterways Area and stipulates a statement of character and intent for each area as well as performance criteria to be applied in the area. Further, the DCP provides design guidelines for water based and land/water interface development as well land-based development. In relation to land-based development, and relevant to the subject review, it includes controls for the siting of buildings and structures, built form and planting. These would apply in addition to the local planning controls within the Foreshore and Waterways Area.

4.2 State Environmental Planning Policy (Exempt and Complying Development Codes) 2008

State Environmental Planning Policy (Exempt and Complying Development Codes) 2008 (the Codes SEPP) enables certain low impact development to be undertaken as either “exempt development”, where no development consent or certification is required, or as “complying development” where development can be undertaken without consent subject to certification by Council or a private certifier.

Exempt development generally applies to low impact works and includes development such as decks, garden sheds, carports, fences, repairing a window, painting a house etc. Provided the proposed works have minimal impact and meet all relevant development standards (as identified in the Codes SEPP) a planning or building approval is not needed.

The Codes SEPP also provides for complying development whereby a combined planning and construction approval may be gained for straightforward development that can be determined through a fast-track assessment by a Council or private certifier. Complying development applies to homes, businesses and industry and allows for a range of development including the construction of a new house, alterations and additions to an existing house, new industrial buildings, demolition of a building, changes to a business use etc. To be complying development a development must comply with a set of pre-determined standards as specified in the Codes SEPP. Key standards for dwellings houses as amended in September 2017 include a maximum height of 8.5m above existing ground level, maximum GFA as shown in Table 5 and minimum landscape area as shown in Table 6:

Table 5: Maximum GFA for dwelling houses and attached development complying development under Codes SEPP

Lot	Maximum GFA
200m ² –250m ²	78% of lot area
>250m ² –300m ²	75% of lot area
>300m ² –350m ²	235m ²
>350m ² –450m ²	25% of lot area + 150m ²
>450m ² –560m ²	290m ²
>560m ² –600m ²	25% of lot area + 150m ²
>600m ² –740m ²	335m ²
>740m ² –900m ²	25% of lot area +

Lot	Maximum GFA
	150m ²
>900m ² –920m ²	380m ²
>920m ² – 1,000m ²	25% of lot area + 150m ²
>1,000m ²	400m ²

Table 6: Minimum landscaped area for dwelling houses and attached development complying development under Codes SEPP

Lot	Minimum landscaped area
200m ² –300m ²	10% of lot area
>300m ² –450m ²	15% of lot area
>450m ² –600m ²	20% of lot area
>600m ² –900m ²	30% of lot area
>900m ² – 1500m ²	40% of lot area
>1,500m ²	45% of lot area

These standards allow for larger dwellings and less landscaped area than currently applies under LEP 2012.

A permit or development consent is required for tree removal when undertaking complying development except if the tree is not listed on the Councils register of significant trees, is within 3m of a building that has an area of more than 25m², and has a height of less than 8m in the case of the erection of a dwelling house or 6m in any other case (see also discussion under section 4.7).

Development that is undertaken as exempt or complying development does not have a qualitative assessment to determine the impact of the proposal on landscape character or scenic quality. Rather it is checked to ensure it meets the pre-determined ('one size fits all') standards and then approved. Accordingly it presents significant risks to the Mosman Foreshore Slopes.

The SPA is currently exempted from the provision of the Housing Code component of the Codes SEPP by virtue of clause 1.19(1B) and Schedule 5. This exemption expires on 30 November 2018 at which time the provisions of the Codes SEPP will apply and it will be open for people to undertake complying development within the SPA.

4.3 State Environmental Planning Policy (Infrastructure) 2007

State Environmental Planning Policy (Infrastructure) 2007 (the Infrastructure SEPP) provides for a range of infrastructure type activities to be undertaken by a public authority as development without consent, that is, without the need for a development application. Examples of infrastructure activities covered by the SEPP include roads, utility services, health facilities, parks, wharves, telecommunication facilities, foreshore environmental management works and public administration buildings.

Where a project is to be carried out as “development without consent” it is then governed by the provisions of Part 5 of the *Environmental Planning and Assessment Act 1979* (EP&A Act). Under Part 5 the public authority undertaking the activity or on whose behalf the activity is being undertaken, has a duty to examine and take into account to the fullest extent possible all matters affecting or likely to affect the environment by reason of that activity (Section 111 of EP&A Act). This environmental impact assessment is usually done via a Review of Environmental Factors (REF). This is generally a “self-assessment” process by which the public authority undertaking the activity also determines whether the activity is likely to affect the environment. There is no separate consent authority per se.

The matters to be considered when assessing the environmental impact of a Part 5 activity are set out in clause 228 of the *Environmental Planning and Assessment Regulation 2000* (EP&A Regulation). The factors include:

- (2) (a) *any environmental impact on a community*
- (b) *any transformation of a locality*
- (d) *any reduction of the aesthetic, recreational, scientific or other environmental quality or value of a locality*
- (e) *any effect on a locality, place or building having aesthetic, anthropological, archaeological, architectural, cultural, historical, scientific or social significance or other special value for present or future generations.*

Whilst SEPPs and LEPs do not technically apply to Part 5 matters, generally relevant matters contained within an environmental planning instrument would be considered in the assessment of the activity’s environmental impact. However, qualitative provisions in relation to matters such as landscape character and scenic quality may not be given the weight that would otherwise apply under LEP 2012.

Consultation provisions requiring consultation with the local Council are included in the SEPP however these are limited to activities which in the public authority’s opinion are likely to have a significant effect on Council infrastructure or services, a heritage item or flood liable land etc. Where consultation is required, the public authority must notify the Council of the proposed activity and the Council is given 21 days in which to respond. Any issues raised by the Council must be considered when assessing the environmental impact of the activity.

Approvals required under other legislation, such as those required under the Heritage Act, must still be obtained as appropriate.

4.4 State Environmental Planning Policy No 19 – Bushland in Urban Areas

The aim of SEPP No 19 is to preserve and protect bushland in or adjacent to public reserves. The policy stipulates that consent is required from Council for the removal of bushland zoned or reserved for public open space purposes. It also applies to land adjoining bushland zoned or reserved for public open space purposes, requiring that a public authority

take the following into account when carrying out development adjacent to the subject bushland or when considering granting approval to such development:

- the need to retain any bushland on the land
- the effect of the proposed development on bushland zoned or reserved for public open space purposes and, in particular, erosion, siltation of waterways, and the spread of weeds
- any other matters which are relevant to the protection and preservation of bushland zoned or reserved for public open space purpose .

SEPP No 19 enables the preparation of plans of management to provide for more detailed controls than those contained in the SEPP. It also requires that Councils take into account the provisions of the SEPP and generally give priority to retaining bushland when preparing new LEPs.

However, there are a number of exclusions under the SEPP. It does not apply to national parks and consent for removal of bushland in public open space is not required for:

- the purposes of bushfire hazard reduction
- the purpose of facilitating recreational use of the bushland in accordance with a plan of management
- the purpose of constructing, operating or maintaining:
 - lines for electricity or telecommunication purposes
 - pipelines to carry water, sewerage or gas
- the purpose of constructing or maintaining main roads.

It should be noted that SEPP 19 will continue to operate separately to the new Vegetation SEPP and will prevail over the Vegetation SEPP to the extent of any inconsistency. The Vegetation SEPP is discussed in section 4.7.

4.5 State Environmental Planning Policy (Educational Establishments and Child Care Facilities) 2017

The recently gazetted *State Environmental Planning Policy (Educational Establishments and Child Care Facilities) 2017* (ESEPP) includes provisions to make it easier for child-care providers, schools, TAFEs and universities to build new facilities and upgrade existing ones by streamlining approval processes. The SEPP allows various alterations, additions and expansion of school facilities as exempt development, complying development, development with consent, or development without consent under Part 5 of the EP&A Act.

In relation to schools and childcare centres, the ESEPP essentially provides an alternative development approval pathway regardless of whether the institution is public or private. Key relevant changes introduced in the ESEPP include:

- Expanding exempt and complying development as well as development without consent to a wider range of school developments and a wider range of school projects, in

particular, allowing new schools and alterations/additions to existing schools to be approved as complying development

- Declaring registered non-government schools as 'public authorities' so that they are able to effectively self-approve certain school projects under Part 5. The notification requirements to Council are the same as for the Infrastructure SEPP.
- Enabling public authorities to apply to the relevant planning panel to have the zoning of adjoining land apply to the land on which the educational establishment is situated
- Allowing for school-based child care as exempt development as long as no works are required, and as complying development if works are required
- Enabling the Sydney or regional planning panel to approve local DAs for schools by lowering the threshold for 'regional development' to \$5 million
- Lowering the threshold to \$20M for education establishments to be able to be classified as state significant development (SSD) so that more DAs can be approved by the Minister for Planning or his delegate
- Enabling Roads and Maritime Services (RMS) to certify that any impacts on the surrounding road network as a result of the complying development application are acceptable, avoiding the necessity for a DA to be approved by Council.

The ESEPP allows for development up to four storeys and up to 22 metres in height to be carried out as complying development. For school developments 12m in height or greater undertaken as complying development, a certifying authority must not issue a complying development certificate, unless they have been provided with a written statement by a qualified designer verifying that the design quality principles in the ESEPP have been achieved.

The key relevant complying development controls for schools are summarised in Table 7.

Table 7: Key relevant complying development controls

Provision	Complying Development Control
Side and rear setbacks	<p>For buildings ≤12m in height</p> <ul style="list-style-type: none"> ▪ 5m adjacent to residential zone ▪ 1m adjacent to industrial/business zone <p>For buildings >12m-15m in height:</p> <ul style="list-style-type: none"> ▪ 8m adjacent to residential zone ▪ 2.5m adjacent to industrial/business zone <p>For buildings >15m-22m in height:</p> <ul style="list-style-type: none"> ▪ 10m adjacent to residential zone ▪ 4m adjacent to industrial/business zone
Front setback	<p>A new building must have a front setback:</p> <ul style="list-style-type: none"> ▪ that is not less than the average distance of the front setbacks of all existing development that is located within 70m of the building, or ▪ if there is no development located within 70m of the building—of at least 5m. <p>Alterations or additions to an existing building must result</p>

Provision	Complying Development Control
	in the building having the same front setback as above.
Design	<ul style="list-style-type: none"> any new external walls or roof of the building must be constructed of non-reflective material, any external walls of the building that face a public road or reserve must contain windows
Landscaping	<ul style="list-style-type: none"> Landscaping must be provided for a new building constructed adjacent to the boundary of residential zoned land as follows: <ul style="list-style-type: none"> the landscaped area must be 3m wide and along the common boundary, the landscaped area must contain trees or shrubs (that grow to a mature height of 3m or more) that are: <ol style="list-style-type: none"> suitable for screening, and not likely to pose a safety or health risk, and listed on the council's preferred tree species list (if one exists).
Earthworks	<ul style="list-style-type: none"> Fill, for the purpose of the development, must not raise the ground level (existing) more than 2

Where complying development is being undertaken, the ESEPP also enables trees and vegetation to be removed without consent provided that:

- the tree is not listed as a significant tree on a register kept by the council
- the tree or vegetation is within three metres of the development
- the tree or vegetation has a height that is less than eight metres.

There are a number of schools and child care centres located within the SPA that now fall under the ESEPP. Many of the provisions in the ESEPP, such as allowing development up to four storeys and tree removal as complying development, therefore have implications for the scenic integrity of important views in which such schools are located.

4.6 Housing SEPPs

There are a number of State policies aimed at facilitating the delivery of housing, including the *State Environmental Planning Policy (Affordable Rental Housing) 2009* (AHSEPP) and the *State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004* (Seniors Housing SEPP). These policies aim to increase the supply and diversity of affordable rental and social housing as well as seniors housing throughout NSW.

The AHSEPP covers housing types including villas, townhouses and apartments that contain an affordable rental housing component, along with secondary dwellings (granny flats), new generation boarding houses, group homes, social housing and supportive accommodation.

The Seniors Housing SEPP aims to increase the supply and diversity of residences that meet the needs of seniors or people with a disability as well as make efficient use of existing

infrastructure and services. It sets aside local planning controls that would prevent such development provided that it meets relevant development criteria and standards specified in the policy.

Both the AHSEPP and the Seniors Housing SEPP allow for greater density of development and/or building bulk as well as less landscaped area than is generally provided for under the local planning controls. However, it is likely that there would be limited opportunities available in Mosman to undertake developments under these policies. This is a matter that would need to be verified with Council officers and further explored if necessary as part of the Stage 2 report.

4.7 Vegetation SEPP

The *State Environmental Planning Policy (Vegetation in Non-Rural Areas) 2017* (Vegetation SEPP) was only recently introduced on 25 August 2017. The Vegetation SEPP applies to clearing of:

- native vegetation above the Biodiversity Offset Scheme (BOS) threshold where a proponent will require an approval from the Native Vegetation Panel established under the *Local Land Services Amendment Act 2016*
- vegetation below the BOS threshold where a proponent will require a permit from Council if that vegetation is identified in the Council's DCP.

Clearing below the BOS threshold only requires a permit issued under the SEPP, and will no longer require development consent. However, development consent will still be required for the clearing of vegetation that is a heritage item or that is located in a heritage conservation area, as well as vegetation that is an Aboriginal object or that is located in an Aboriginal place of heritage significance.

The introduction of the Vegetation SEPP has seen the repeal of clauses 5.9 and 5.9AA of Mosman LEP 2012. These clauses contained provisions relating to the preservation of trees and vegetation. These clauses were removed on the basis that they are effectively reproduced in the Vegetation SEPP. Councils will continue to regulate the clearing of vegetation (including native vegetation) below the BOS thresholds through their DCPs. However, Councils will no longer be able to require development consent for clearing of non-heritage vegetation under a provision in a DCP. Instead, Councils will regulate the clearing of vegetation below the BOS thresholds through the issue of permits for clearing.

Transitional arrangements are in place so that an existing DCP that contains a requirement for a permit or development consent to clear vegetation is taken to be a DCP for the purpose of the Vegetation SEPP, as long as the DCP is not inconsistent with the Vegetation SEPP. This would appear to be the case with the Mosman DCPs. It is not clear at this stage whether there will be any significant implications arising from these changes as far as they relate to vegetation removal in Mosman.

4.8 10/50 Vegetation Clearing Scheme

The 10/50 Vegetation Clearing Code of Practice (10/50 Code) was introduced on 1 August 2014 in response to the 2013 bushfires. The 10/50 Code relates to residential properties and 'high risk facilities' including childcare centres, schools and hospitals

Under the *Rural Fires Act 1997* people whose properties are located in the vicinity of certain bushfire prone land may:

- Clear or prune trees on their property within 10 metres of a home, without seeking approval
- Clear or prune underlying vegetation such as shrubs (but not trees) on their property within 50 metres of a home, without seeking approval.

All vegetation (other than mangroves and salt marsh on public land) may be removed without permission despite any other requirement for consent. Vegetation clearing in accordance with the 10/50 Code is considered to be authorised clearing under NSW Legislation.

Following concern that people were removing vegetation for reasons other than bushfire protection, the entitlement area was reduced from 350m to 100m for Category One bushfire-prone land and from 150m to 30m for Category Two vegetation. This change meant that 10 per cent or about 680 residential lots in Mosman are now included in the entitlement area, down from an original 57% or 3,888 lots.

This entitlement to remove vegetation to reduce the risk of bushfires may potentially impact on the scenic and landscape quality of those areas affected. Further work is required to identify where the affected areas are located and the extent to which the clearing of vegetation in these areas would adversely impact on the scenic value of the SPA.

4.9 National Parks and Wildlife Act

The Sydney Harbour National Park is zoned E1 National Parks and Nature Reserves under LEP 2012 and is located within the SPA. Development authorised by the *National Parks and Wildlife Act 1974* does not require development consent. This is reflected in the E1 zoning which similarly allows uses authorised under the National Parks and Wildlife Act to be undertaken without consent. No other uses are permitted within the zone. Types of activities that are authorised include:

- Construction of buildings
- Demolition of structures
- Construction of roads, tracks, trails, bridges, lookouts, car parks, visitor areas, camping areas and the like
- Waste disposal facilities
- Earthworks
- Installation of pipelines and other services
- Clearing vegetation.

As noted in section 3.3, where development is undertaken as development without consent, it is then governed by the provisions of Part 5 EP&A Act and clause 228 of the EP&A Regulation. The Office of Environment and Heritage (OEH) would be responsible for assessing the environmental impact of proposed activities in the park and would also be the determining authority. OEH has recently prepared and exhibited a draft master plan for the Middle Head and Georges Head Precinct. This draft plan would be a relevant consideration in the assessment of proposed activities within the precinct.

5. COMMONWEALTH LAND

Significant parcels of land within the SPA are owned by the Commonwealth and therefore fall outside of the jurisdiction of State planning legislation. The Defence and Sydney Harbour Foreshore Trust Lands at Georges Heights, Middle Head and Chowder Bay fall into this category. Accordingly LEP 2012, the Mosman DCPs and SEPPs do not apply to development of these lands. Rather separate Commonwealth planning approval process and controls apply. These are summarised below.

5.1 Environmental Protection and Biodiversity Conservation Act 1999

All 'actions' on Commonwealth owned lands (including Harbour Trust and Defence lands) are controlled by the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act). 'Action' is defined broadly in the EPBC Act and includes activities such as the construction, expansion, alteration or demolition of buildings, structures, infrastructure or facilities; storage or transport of hazardous materials; waste disposal; earthworks; research activities; vegetation clearance; military exercises and use of military equipment; and sale or lease of land.

Similar to Part 5 of the EP&A Act, a self-assessment process is undertaken by the relevant Commonwealth agencies to determine whether the action is likely to have a significant impact on the environment. The environment is defined to include:

- (a) ecosystems and their constituent parts, including people and communities
- (b) natural and physical resources
- (c) the qualities and characteristics of locations, places and areas
- (d) heritage values of places
- (e) the social, economic and cultural aspects of the matters mentioned in (a), (b) or (c) above.

While not specifically identified, it is considered that assessment of the impact of an action on the scenic quality of an area would be a valid consideration under the EPBC Act.

The EPBC Act extends to actions undertaken on HMAS Penguin and other Defence lands around Sydney Harbour. It also applies to lands managed by the Sydney Harbour Federation Trust (Harbour Trust).

5.2 Sydney Harbour Federation Trust Act

The *Sydney Harbour Trust Act 2001* (SHFT Act) was introduced in 2001 and established the Harbour Trust (Harbour Trust). The objects of the Harbour Trust include ensuring that

management of Trust land contributes to enhancing the amenity of the Sydney Harbour region.

The Harbour Trust is responsible for managing seven sites in the Sydney Harbour region, including land at Georges Heights, Chowder Bay and Middle Head within Mosman LGA. Under Section 71 of the SHFT Act, the Harbour Trust and its lands are exempt from certain State laws including town planning and environmental laws. Instead, the Harbour Trust is the approval authority for the majority of works proposed on its lands, although in some exceptional circumstances the Commonwealth Minister for the Environment and Heritage may assume this role.

The planning framework for the Harbour Trust's land is contained in the Comprehensive Plan which was approved in September 2003. The Plan provides a range of overarching objectives and policies, identifies outcomes for specific precincts and establishes procedures for assessing actions. Management Plans describe in greater detail the outcomes for each site. Chapter 7 of the Comprehensive Plan provides the framework for the protection and use of Middle Head, Georges Heights and Chowder Bay. The proposed outcomes for these areas are shown in Figure 9.

The Comprehensive Plan recognises the significant contribution of these areas to the scenic amenity of Sydney Harbour, noting that:

The geology of the headland has created a dramatic peninsula with a sinuous falling ridgeline opposite the entry to Sydney Harbour which provides superb harbour views. With other headlands it helps create the impression of a bush covered, undeveloped harbour entry and is the subject of important harbour views from many external vantage points.

The Comprehensive Plan is supplemented by detailed Management Plans that identify desired outcomes, suitable land uses and new projects for specific sites. There are Management Plans in place for:

- Lower Georges Heights
- Chowder Bay
- Markham Close
- Mosman Drill Hall
- Middle Head
- Georges Head
- Training Command, Georges Heights
- Georges Heights

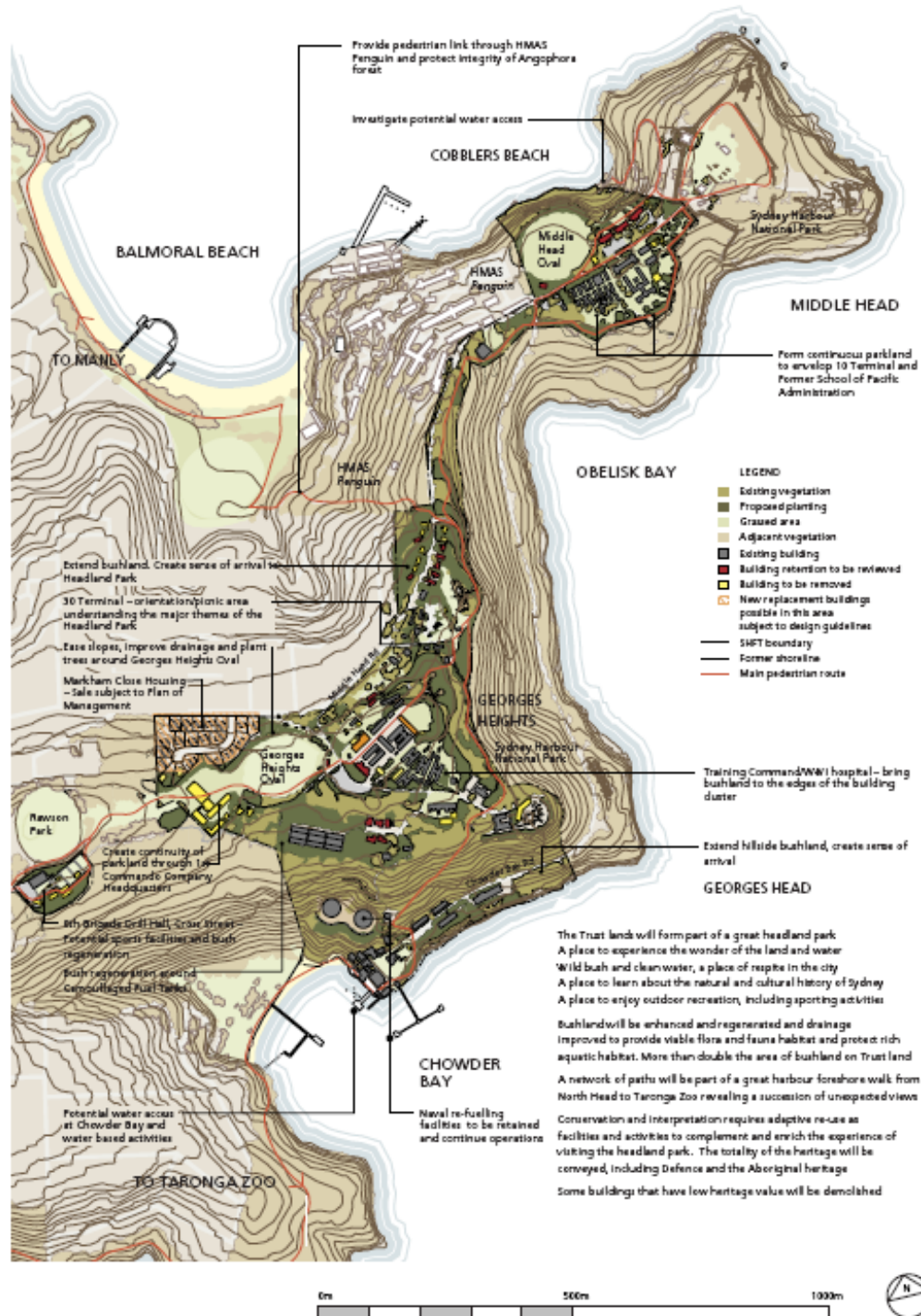


Figure 9: Proposed outcomes for Middle Head, Georges Heights and Chowder Bay under the Comprehensive Plan

Actions that are proposed on Harbour Trust lands are assessed having regard to their consistency with the objectives contained in the SHFT Act, the Trust's Comprehensive Plan, the relevant Management Plan and supporting policies or best practice guidelines.

The appearance and presentation of buildings is one of the Harbour Trust's key considerations when assessing proposals on its land. The Harbour Trust acknowledges that most of the buildings on its lands are located in visually sensitive areas and therefore considers the selection of finishes, colours, signage and lighting when assessing development. The following requirements apply:

- External finishes and colours to heritage buildings are to be in accordance with the Harbour Trust's Conservation Management Plan, while the finishes and colours of buildings of low heritage value should facilitate the melding of the buildings into the landscape.
- Outdoor fixtures and fittings (including furniture, shelters and awnings) are to be of high quality and their appearance is to be compatible with the character of the precinct and with the guidelines contained in the Harbour Trust's Public Domain Elements Manual.
- Signage is to be designed to give visitors/deliveries a clear hierarchy of information to find their destination, while retaining the character of the precinct as a unified grouping.
- Lighting may be used to highlight particular characteristics of a precinct and its buildings. However, in areas adjacent to bushland and within view of a residential neighbourhood, lighting is to be designed to avoid nuisance spillage. Most of the lighting in public spaces is the responsibility of the Harbour Trust.

6. OTHER RELEVANT POLICIES

A number of other local planning policies / strategies have implications for the protection of landscape character and scenic quality within the SPA. These are summarised in Table 8 below.

Table 8: Policies / strategies

Policy / Strategy	Key findings/provisions
Draft North District Plan (DNDP)	<p>The DNDP identifies the following relevant sustainability priorities:</p> <ul style="list-style-type: none"> ▪ improving protection of ridgelines and scenic areas ▪ protecting and conserving the values of Sydney Harbour <p>The DNDP states that all councils should identify and map areas with high scenic value and develop strategies, planning and development controls that protect important scenic landscapes and vistas of them. <u>This is particularly critical in relation to views both to and from waterways.</u> Planning and development controls should prohibit opportunities for development on ridgelines that would diminish their scenic quality. How these matters have been taken into account is to be demonstrated in any relevant planning proposal.</p>

Policy / Strategy	Key findings/provisions
	<p>As the North District grows, it will become more important to map and recognise the importance of these scenic landscapes and to develop planning and design approaches to respect and protect them.</p> <p>Sydney Harbour has a range of planning controls and governance frameworks in place. The Greater Sydney Commission will examine where planning controls and governance frameworks for Sydney Harbour could be updated or improved to reflect changing demand for activity in the Harbour and to deliver a better and more coordinated approach to protecting and managing access to the waterway and foreshores.</p>
Mosman Residential Development Strategy (RDS) 2016 Update	<p>The Mosman RDS aims to protect the low density residential areas including land within the visually prominent foreshores of Sydney and Middle Harbours. It argues that Mosman's topography, harbour location and extent of national parks and other bushland contribute to the area's special sense of place, and results in some land being identified as environmentally sensitive and unsuitable for a higher density of development. Much of Mosman's low density residential areas are affected by such constraints.</p> <p>Instead, the RDS seeks to concentrate redevelopment opportunities along Mosman's 'spine', that is, within the vicinity of Spit/Military Roads, in particular within business centres as part of mixed use developments, and close to public transport opportunities.</p>
Mosman Urban Forest, Street Tree Masterplan and Bushland Management policies	<p>These three policies aim to protect and enhance the tree canopy, bushland and vegetation cover and overall landscape quality of the LGA.</p> <p>The Street Tree Master Plan provides type and location of street tree planting for Council administration staff and the public in the Mosman local government area.</p> <p>The Urban Forest policy provides a consistent and transparent framework for Council administration officers and the public when managing trees in the Mosman Local Government Area (LGA), including policies relating to tree removal, lopping and replacement.</p> <p>The overall objective of bushland management in Mosman is to protect remnant vegetation or areas where natural resilience is</p>

Policy / Strategy	Key findings/provisions
	found. The program also aims to expand remnant bushland areas by recreating vegetation communities found in the remnants and to link these areas with similar areas to allow for wildlife corridors to reduce the impact of fragmentation on native fauna populations. This is achieved through street tree planting and improving sections of road reserves that provide connectivity.

7. CONCLUSION

The report provides a summary of the existing planning controls applying within the SPA and is intended to inform the subsequent analysis of the effectiveness of the planning framework in protecting the scenic quality of the foreshore area. The report indicates that the existing planning framework for the SPA is characterised by a complex overlay of local, State and Federal statutory and non-statutory planning controls and policies.

The controls contained in LEP 2012 and the Mosman DCPs provide a relatively clear, coherent and robust framework for protecting the scenic values and landscape character of the SPA. However, the effectiveness of these controls is potentially undermined by State and Federal legislation which often has competing objectives.

The next stage of this project will involve an analysis of the visual character of Mosman's foreshore slopes. Following this work, an assessment of the effectiveness of existing planning controls in protecting the visual character will be undertaken, including identifying risks to the scenic integrity of the SPA posed by State planning instruments in particular. Opportunities to reduce negative impacts and enhance the existing visual environment through planning controls will also be explored.

APPENDIX 1

BLANK PAGE



APPENDIX 2

STAGE 2 – PLANNING ANALYSIS REPORT

APPENDIX 2

BLANK PAGE



MOSMAN FORESHORE SLOPES VISUAL CHARACTER AND SCENIC AMENITY

STAGE 2 –PLANNING ANALYSIS REPORT

January 2018

MG Planning Pty Ltd
PO Box 197
DRUMMOYNE NSW 1470
P 9719 3118
E mail@mgplanning.com.au

TABLE OF CONTENTS

1. INTRODUCTION	1
2. BACKGROUND TO SCENIC PROTECTION AREA	2
3. VISUAL CHARACTER ANALYSIS	4
4. CURRENT STATE DIRECTIONS	6
4.1 Plan for Growing Sydney	6
4.2 Draft Greater Sydney Region Plan	6
4.3 Revised Draft North District Plan	7
4.4 Draft Environment SEPP	10
4.5 Educational Establishments SEPP	11
5. LOCAL PLANNING CONTROLS	19
5.1 Local Environmental Plan	19
5.1.1 Mosman LEP 21012	19
5.1.2 Alternative approaches	20
5.1.3 Possible changes to LEP 2012	23
5.2 Development Control Plans	26
6. SUMMARY	28

1. INTRODUCTION

Mosman Council has engaged Spackman Mossop Michaels (SMM) to undertake an analysis of the visual character and scenic amenity of Mosman's foreshore slopes. The aims of the project are to:

- assess the visual character of Mosman's foreshore slopes as viewed from Sydney and Middle Harbours
- understand the effectiveness of State and local planning controls and other strategies to protect and enhance the visual significance of Mosman's foreshore slopes
- explore options to reduce negative impacts and enhance the existing landscape and visual environment within the foreshore slopes.

MG Planning has been engaged to provide planning input to the project. As a first stage, MG Planning prepared a Stage 1 Existing Planning Framework report which included a summary of the existing planning controls applying within the study area. This work has informed this second stage of the planning component of the project which provides an analysis of the effectiveness of the existing planning framework in protecting the scenic quality of the foreshore area.

This report has been informed by the visual character analysis undertaken for the study area by SMM (November 2017). It is intended to support a case to be put by Mosman Council to the Department of Planning and Environment (DPE) seeking continuation of the current exemption of the Mosman Scenic Protection Area (Scenic Protection Area) from the provisions of the Housing Code under the *State Environmental Planning Policy (Exempt and Complying Development Codes) 2008* (Codes SEPP).

2. BACKGROUND TO SCENIC PROTECTION AREA

The study area comprises the Scenic Protection Area as identified in Mosman Local Environmental Plan 2012 (LEP 2012) which comprises all land within the Mosman Local Government Area (LGA) located below the 60 metre contour. The Scenic Protection Area is illustrated at Figure 1 below.

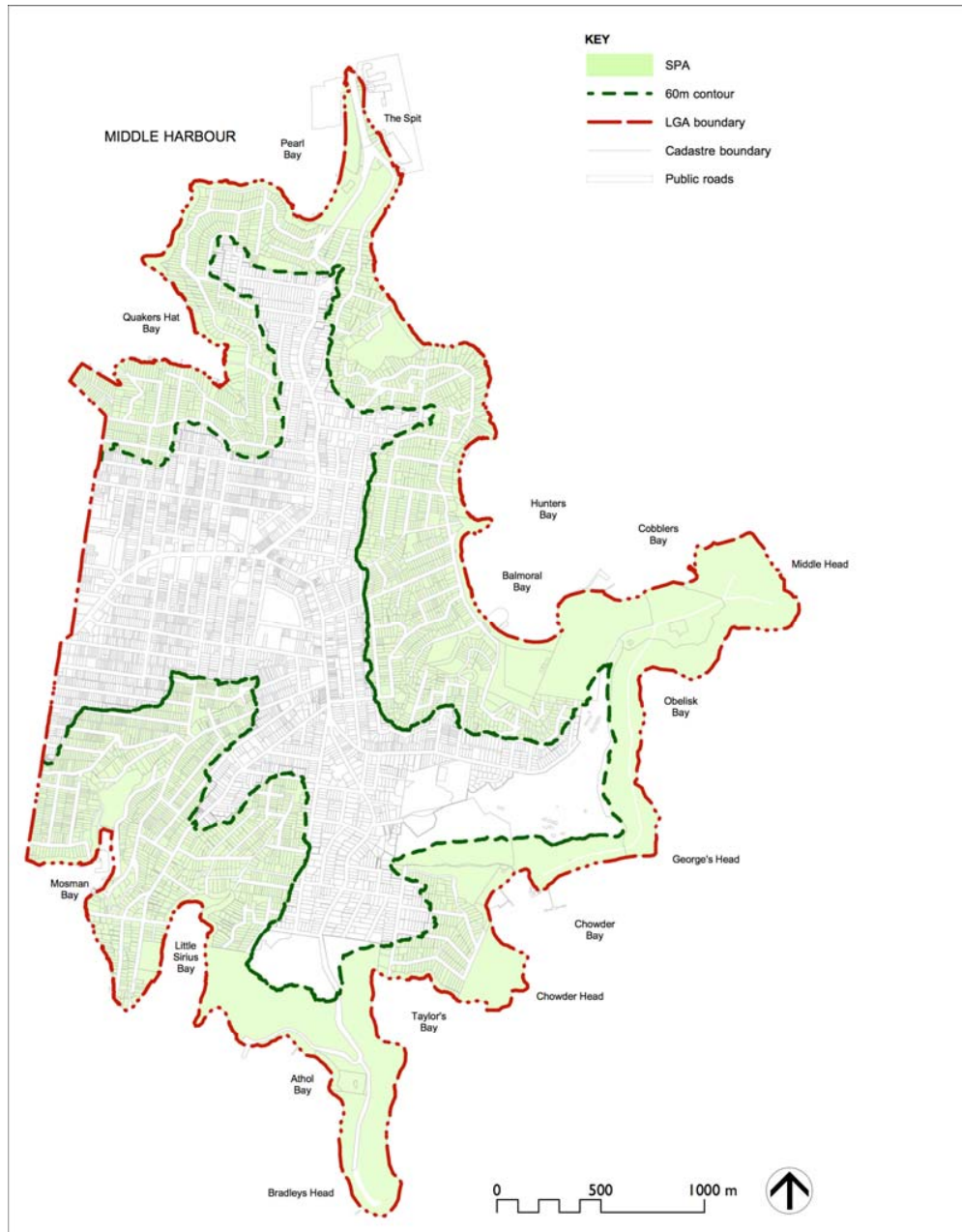


Figure 1: Study Area - Scenic Protection Area under Mosman LEP 2012.

The Scenic Protection Area has been recognised in the planning framework as far back as the 1960s and 1970s when the State Planning Authority prepared a number of strategic planning studies which identified the whole of Mosman as a Foreshore Scenic Protection Area. This was reaffirmed in the 1990s when *Sydney Regional Environmental Plan No. 23 – Sydney and Middle Harbours* (SREP 23) introduced specific controls requiring consideration of the appearance of development from the waterway and foreshore. SREP 23 was subsequently replaced by *Sydney Regional Environmental Plan – Sydney Harbour Catchment 2005* (Harbour Catchment REP) which similarly included controls for land adjacent to the Harbour. The Harbour Catchment REP also included planning principles to be considered when preparing local environmental planning instruments and guidelines.

In terms of local provisions the concept of a foreshore scenic protection area was introduced in 1994 under the then Mosman LEP No. 49. LEP No. 49 included a specific provision which applied to most of the residential areas (with the exception of the ridges) and which required consideration of the impact of proposed development on the natural and visual environment and on areas of environmental heritage. LEP No 49 also introduced landscaping requirements which sought to reinforce the link between the significance of the harbour and the landscape and to maintain the dominance of landscape over built form.

In 1994 a further control was introduced in Mosman LEP No. 51 which identified that the visually sensitive sloped areas of Mosman were unsuitable for detached dual occupancy development. The 60m contour was identified as the benchmark for significant views to and from the harbour where landscape dominated over built form and where visual considerations were considered to be paramount. Subsequently in 1998 Mosman LEP 1998 was gazetted and included a foreshore scenic protection area that applied to the majority of the land within Mosman with the exception of the ridges. The Mosman Residential Development Control Plan, which was introduced in 1999, reinforced and elaborated on the controls for scenic and landscape protection.

It has long been recognised that the significance and beauty of the harbour foreshore lands within Mosman require protection from inappropriate development. The current planning controls applying under Mosman LEP 2012, the Harbour Catchment REP and other relevant instruments (as summarised in the Stage1 Planning Report) reaffirm the scenic significance of Mosman's foreshore slopes and the need to ensure adequate protection is provided to ensure the area's scenic values are not eroded over time.

3. VISUAL CHARACTER ANALYSIS

The visual character analysis undertaken for the study area by SMM (November 2017) found that:

General

- overall the scenic value of the Scenic Protection Area has deteriorated since 1998 as a result of redevelopment resulting in increased bulk and reduced landscaping, in particular tree cover
- the built form is becoming increasingly dominant
- there has been an overall reduction in landscaping and tree cover although some areas have improved through tree growth

Built form and visual impact

- there has been a definite increase in the dominance of dwellings in some areas
- there has been intensification of the waterfront with new dwellings having reduced foreshore setbacks. There is also evidence that the foreshore has become more built up due to construction of walls, stairs, boat sheds and the like
- recent development including new dwellings and renovated dwellings appear more prominent in the landscape than older development, particularly due to building bulk, colours, materiality and reduced landscaping
- there is a trend towards brighter, more reflective colours increasing glare and leading to greater visual contrast between built form and natural areas

Tree cover and landscaping

- vegetation plays an important role in softening the impact of development
- the National Park as well as other parks and bushland areas provide visual relief from the built up areas. Many developed areas appear as development clusters in a naturalistic setting
- the public domain, including leafy parks and streets, provides important visual relief from the surrounding built areas
- there has been some encroachment of development into bushland areas.

From the SMM analysis it is clear that the Scenic Protection Area is becoming more built up and that there is less tree cover and landscaping, particularly in the private domain. However, what is not clear is the extent to which the existing planning controls and development assessment processes are contributing to the changing visual character of the Scenic Protection Area. Certainly, there are many other factors that potentially could be contributing, including non-compliance with development consents, lack of follow up enforcement, illegal tree removal and a general trend towards less landscaping in the private domain.

However, overall the scenic qualities of the Scenic Protection Area remain very strong, largely because of the vegetation cover that remains and the role it plays in separating and softening areas of development. Protecting, enhancing and expanding vegetation cover in the area is crucial to ensuring the scenic values of the Scenic Protection Area are

maintained. Opportunities to reduce the visual impact of buildings through the application of appropriate planning controls also need to be explored.

4. CURRENT STATE DIRECTIONS

Recent state strategic planning documents reinforce the significance of Sydney Harbour and its foreshores and the need to ensure that adequate protection is provided in environmental planning instruments (EPIs) at both the State and local level to protect the Harbour's scenic value. Relevant documents are summarised below.

4.1 A Plan for Growing Sydney

A Plan for Growing Sydney, released in December 2014, remains the NSW Government's plan for the future of the Sydney Metropolitan Area over the next 20 years. The Plan provides key directions and actions to guide Sydney's productivity, environmental management, and liveability – including the delivery of housing, employment, infrastructure and open space.

The Plan recognises Sydney's highly prized environment which includes the harbour, the coast, mountains, parks and open space and seeks to safeguard these places. It acknowledges Sydney's spectacular environment and the need to protect its iconic natural assets such as Sydney Harbour. It includes a commitment that the Government will recognise, protect and maintain the foreshores, waterways and islands of Sydney Harbour as outstanding natural assets and as public assets of national significance, for existing and future generations.

4.2 Draft Greater Sydney Region Plan

The Draft Greater Sydney Region Plan (Draft GSRP) is the Greater Sydney Commission's draft 40-year vision for the Sydney Region. The Draft GSRP similarly recognises the significance of Sydney Harbour with a vision that provides as follows:

*Greater Sydney is Australia's global city; an economic powerhouse of 4.7 million people, **endowed with the natural beauty of its Harbour**, bushland, beaches and the Blue Mountains. Greater Sydney's people have embraced this place for its opportunities and its potential.*

The Draft GRSP provides ten directions for the City of 2056: a city supported by infrastructure; a collaborative city; a city for people; housing the city; a city of great places; a well connected city; jobs and skills for the city; **a city in its landscape**; an efficient city and a resilient city. Under the direction of "a city in its landscape" the Draft Plan specifies the following relevant objectives:

Objective 28: Scenic and cultural landscapes are protected

Objective 30: Urban tree canopy cover is increased

Strategies identified to achieve Objective 28 are:

Strategy 28.1: Identify and protect scenic and cultural landscapes

Strategy 28.2: Enhance and protect views of scenic and cultural landscapes from the public realm

In addition, a proportional increase in the urban tree canopy is one of the metrics identified for measuring the success of the Draft GRSP over time.

The Draft GRSP notes:

Scenic and cultural landscapes create symbols of Greater Sydney and connect the contemporary urban environment with natural and historic urban landscapes. Their continued protection is important to the character of the region and for their aesthetic, social and economic values. They create a sense of identity, preserve links to Aboriginal, colonial and migrant era heritage and culture, and create opportunities for tourism and recreation. (p.136)

The Mosman foreshore slopes are an integral part of the nationally significant scenic and cultural landscape of Sydney Harbour.

4.3 Revised Draft North District Plan

The Greater Sydney Commission's Revised Draft North District Plan (Revised Draft NDP) underpins the Draft GSRP and provides the 20 year plan for the North District. The North District includes Mosman LGA.

The Revised Draft NDP notes that the North District's natural environment is defined by extensive native bushland, beaches and lagoons, the foreshore of Sydney Harbour and major waterways. The District's coasts and waterways, including the iconic Sydney Harbour, help define its identity.

The Revised Draft NDP identifies the following relevant Planning Priorities:

- *Planning Priority N15: Protecting and improving the health and enjoyment of Sydney Harbour and the District's waterways*
- *Planning Priority N16: Protecting and enhancing bushland and biodiversity*
- *Planning Priority N17: Protecting and enhancing scenic and cultural landscapes*
- *Planning Priority N19: Increasing urban tree canopy cover and delivering Green Grid connections*

The Revised Draft NDP also identifies actions to deliver these Planning Priorities. Responsibility for implementing the actions lies with Councils, other planning authorities and State agencies.

Planning Priority N15: Protecting and improving the health and enjoyment of Sydney Harbour and the District's waterways

The Revised Draft Plan states that the North District's coast and waterways are natural assets, cultural resources and recreational destinations. They play an integral role in creating a sense of place, providing recreational opportunities, and supporting economic and cultural activities.

In relation to Sydney Harbour, the Revised Draft NDP notes as follows:

Sydney Harbour is one of Greater Sydney's most recognised and valuable assets – it is part of what makes Sydney one of the most attractive and recognisable cities in the world. The Harbour and its tributaries also act as a major transport corridor, flora and fauna habitat and recreation area. It is a significant natural scenic feature with its many tributaries, estuaries, beaches and bays providing abundant biodiversity. There is also a rich Aboriginal and European heritage associated with the Harbour. (p.90)

The Revised Draft NDP indicates that the NSW Government is currently reviewing planning controls for Sydney Harbour. It is intended that updated planning controls and continued ongoing coordinated management of Sydney Harbour by NSW Government, councils and other stakeholders will enhance its environmental qualities and support ongoing tourism, economic, recreation, heritage and cultural values.

Planning Priority N15 is to be delivered through the following actions:

- Protecting environmentally sensitive coastal areas and waterways
- Enhancing sustainability and liveability by improving and managing access to waterways, foreshores and the coast for recreation, tourism, cultural events and water-based transport
- Improving the health of catchments and waterways through a risk-based approach to managing the cumulative impact of development including coordinated monitoring of outcomes
- Reinstating more natural conditions in highly modified urban networks.

Planning Priority N16 Protecting and enhancing bushland and biodiversity

The Revised Draft NDP notes that the North District contains significant areas of bushland and remnant vegetation and that there is a need to strengthen the protection of bushland in urban areas to conserve the District's biodiversity, preserve its scenic landscape, and enhance its tourist and recreational values. It further notes that remnant vegetation should be recognised as an asset that can be incorporated into the planning and design of neighbourhoods, including parks, school grounds and as street trees.

Planning Priority N16 is to be delivered through the following actions:

- Protecting and enhancing biodiversity by:
 - supporting landscape-scale biodiversity conservation and the restoration of bushland corridors
 - managing urban bushland and remnant vegetation as green infrastructure.

Planning Priority N17 Protecting and enhancing scenic and cultural landscapes

The scenic and cultural landscape significance of the North District's coastline and Harbour is emphasised in the Revised Draft NDP which notes as follows:

One of the District's key assets is its stunning Harbour and coastline. The Harbour and coastal views contribute to, and shape, the character of the District and the way people live. Tree-lined ridges and escarpments provide natural backdrops enjoyed from the

Harbour. Beaches, bays and rock outcrops also contribute to these scenic views. Views from the Harbour, and views to the Harbour and foreshores, are both important ... (p.96)

The Revised Draft NDP goes on to note that continued protection of the North District's scenic and cultural landscapes is important for the sustainability, liveability and productivity of the District.

Planning Priority N17 is to be delivered through the following actions:

- Identifying and protecting scenic and cultural landscapes
- Enhancing and protecting views of scenic and cultural landscapes from the public realm.

Planning Priority N19 Increasing urban tree canopy cover and delivering Green Grid connections

An integral component of the Draft GSRP and the Revised Draft District Plans is the Greater Sydney Green Grid. It is a long term vision for a network of high-quality green spaces that links tree-lined streets, waterways, bushland corridors, parks and open spaces to town centres, public transport and public spaces. Tree-lined streets, urban bushland and tree cover on private land all form part of the urban tree canopy which not only has the benefit of mitigating the urban heat island effect but also of supporting cleaner air quality and water and providing local habitat.

Planning Priority N19 is to be delivered through the following actions:

- Expanding urban tree canopy in the public realm
- Progressively refining the detailed design and delivery of:
 - Greater Sydney Green Grid priority opportunities
 - Connections that form the long-term vision of the network

The Revised Draft NDP states that all councils should identify and map areas with high scenic value and develop strategies, planning and development controls that protect important scenic landscapes, including views of those landscapes. This is particularly critical in relation to views both to and from waterways.

The Revised Draft NDP notes that as the North District grows, it will become more important to map and recognise the importance of scenic landscapes and to develop planning and design approaches to respect and protect them.

As noted in relation to Planning Priority N17, the Revised Draft Plan identifies that Sydney Harbour has a range of planning controls and governance frameworks in place. The Commission will examine where planning controls and governance frameworks for Sydney Harbour could be updated or improved to reflect changing demand for activity in the Harbour and to deliver a better and more coordinated approach to protecting and managing access to the waterway and foreshores.

4.4 Draft Environment SEPP

The DPE has recently released the draft *State Environmental Planning Policy (Environment) 2017* (Environment SEPP) which is intended to improve the protection and management of the natural environment. The draft Environment SEPP consolidates seven existing SEPPs, including the Harbour Catchment REP, into the one instrument. Relevant to the current project the Draft SEPP is intended to:

- Deliver a modern policy instrument that is consistent with the Standard Instrument Local Environmental Plan Order 2006 and contains a single set of planning provisions for catchments, waterways, bushland and protected areas
- Deliver consolidated heads of consideration for assessment of Development Applications that will continue to protect Sydney Harbour Catchment, Hawkesbury Nepean River Catchment and Georges River Catchment.
- Improve protections for Sydney Harbour by:
 - reaffirming the vision for Sydney Harbour as an outstanding natural, public asset of national and international significance to be maintained and enhanced for current and future generations
 - maintaining the current principles for the Foreshores and Waterways Area, such that:
 - the Harbour is to be recognised as a public resource, owned by the public, to be protected for the public good
 - the public good has precedence over the private good whenever and whatever change is proposed for Sydney Harbour or its foreshores
 - protection of the natural assets of Sydney Harbour has precedence over all other interests
 - better reflecting the current uses, needs and future of Sydney Harbour in the aims of the new SEPP by providing a framework for appropriate uses that are consistent with the vision for the Harbour
 - better aligning waterway zones with the Standard Instrument Local Environmental Plan
 - removing inconsistencies in the current instrument in regard to boat storage facilities
 - refining heads of consideration for consent authorities when assessing Development Applications in the Foreshores and Waterways Area
 - updating critical habitat provisions to be consistent with the *Biodiversity Act 2016*.
- Improve public urban bushland protections by revising the term ‘bushland zoned or reserved for public open space purposes’ to ‘public bushland’, which will include all land that:
 - is zoned non-rural
 - is owned or managed by a council or a public authority, or reserved for acquisition for open space or environmental conservation by a council or a public authority
 - has vegetation which meets a clear definition of bushland.
- Improve protection of urban bushland in the Sydney metropolitan area by expanding current protections and modernising provisions to align with other planning instruments.

It should be noted that the Foreshores and Waterways Area included in the draft SEPP is the same as that under the Sydney Harbour Catchment REP and no change is proposed to the area.

In summary, the draft Environment SEPP reinforces the value and significance of the Harbour and is intended to strengthen the controls relating to the harbour foreshores, the protection of the scenic quality of the Harbour and the protection and embellishment of urban bushland.

4.5 Educational Establishments SEPP

There are three schools located across six sites within the Scenic Protection Area:

- Beauty Point Public School – Medusa Street, Mosman
- Queenwood School various sites
 - Mandolong Road, Balmoral
 - Hunter St, Balmoral
 - Esther Street/Raglan Street, Balmoral
 - Queen Street/Prince Albert Street, Mosman
- Northern Nursery School – Wyong Rd, Mosman

The sites are shown in Figure 2.

An assessment of the visual significance of the schools and potential impact of the Educational Establishments SEPP is provided below.

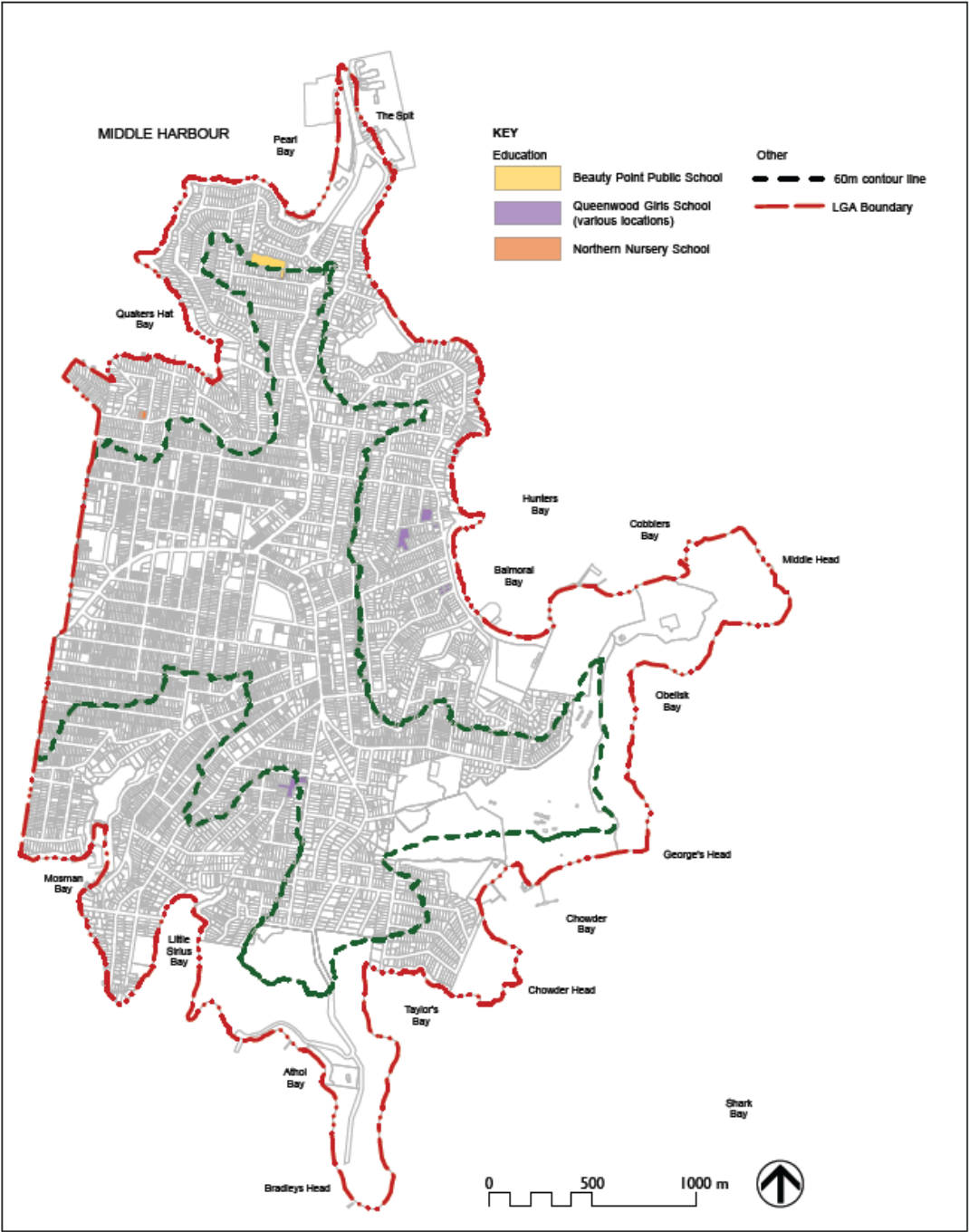


Figure 2: Education sites within Scenic Protection Area.

Beauty Point Public School

The photos below show that Beauty Point Public School is certainly visible from the waterway. If the site were redeveloped up to the maximum four storeys allowable under the Educational Establishments SEPP, there would be some visual impact, not least because it would be very prominent against the skyline.



Photo 1: View of Beauty Point Public School

Queenwood School Sites

The main campus of the Queenwood School is located in Hunter Road, Balmoral. The buildings on this site are multi-storey and quite visually prominent. They are readily visible from Middle Harbour, as shown in Photo 2.



Photo 2: View of Queenwood School Hunter Road and Mandolong Road campuses

Both the Esther Street and Mandolong Road campuses are not readily visible at present as they are both predominantly single storey (refer Photos 2 and 3). Multi-storey development of these sites would potentially have significant visual impacts when viewed from the harbour (as exemplified by existing nearby two and three storey buildings).

The Queenwood site on the corner of Queen Street/ Prince Albert Street is not visible from the harbour.



Photo 3: View of Queenwood School Hunter Road and Mandolong Road campuses



Photo 3: View of Queenwood School Esther Road campus



Photo 4: View of Queenwood School Esther Road campus

Northern Nursery School

The Northern Nursery School is not currently visible from the harbour. It is a single storey building and lower than surrounding development (refer Photos5 and 6).



Photo 5: View of Northern Nursery School



Photo 6: View of Northern Nursery School from Wyong Road (Source: google maps)

As noted in the Stage 1 Planning Report, many of the provisions in the Educational Establishments SEPP, such as allowing development up to four storeys and tree removal as complying development, have implications for the scenic integrity of important views in which schools are located. For Mosman, the greatest potential impact of the policy is in the Balmoral area where a number of school sites are located.

Given the scenic value of the Balmoral foreshore slopes and the potential impact that tree removal and development up to four storeys would have, it is considered that the school sites in this location should be excluded from the complying development provisions in the Educational Establishments SEPP. It is noted that the SEPP already excludes complying development in environmentally sensitive areas, including river front areas. It does not seem logical that this exclusion does not apply to the equally significant and sensitive foreshore slopes of Mosman. It would therefore seem reasonable for this to be extended to the Scenic Protection Area. It is recommended that representations be made to the DPE to amend the Educational Establishments SEPP accordingly.

5. LOCAL PLANNING CONTROLS

The primary planning controls that have an effect on the scenic quality of the Mosman Foreshores and in particular the Scenic Protection Area are the local planning controls. These comprise Mosman LEP 2012 and relevant development control plans. Options to improve or strengthen the provisions contained in these instruments are discussed below.

5.1 Local Environmental Plan

5.1.1 Mosman LEP 2012

As outlined in the Stage 1 Planning Report, the majority of the Scenic Protection Area is zoned R2 Low Density Residential. In addition, there are areas of R3 Medium Density Residential and substantial special use landholdings including the Sydney Harbour National Park, Commonwealth Defence lands, Sydney Harbour Federation Trust (SHFT) lands and Taronga Zoo. Some land is also zoned for environment protection, public recreation and small scale business uses. Key development standards that apply relate to height, floor space ratio, landscape area and minimum lot size.

In addition to numerical development standards, LEP 2012 also includes a number of specific clauses aimed at protecting the scenic quality of land within the foreshore building line (FBL) (clause 6.3) and more specifically the scenic quality of the Scenic Protection Area (clause 6.4). Both these clauses require a qualitative assessment of the potential impact of a proposal on the scenic and other environmental qualities of the area in which the proposal is to be undertaken. However, there are no guidelines on how this qualitative assessment should be undertaken (refer Stage 1 report for further detail).

It is important to note that the numerical development standards under LEP 2012 can be varied in accordance with clause 4.6. The development standards that can be varied are building height, wall height, FSR and the FBL. Using the clause 4.6 provision to vary the standards is common practice for many of the residential DAs which are lodged in Mosman. For example, of the 93 residential DAs that were determined in the Scenic Protection Area between January and October 2017, almost half that were approved or subject to deferred commencement consent did not comply with the development standards specified in LEP 2012.

Allowing variations to development standards over time may be one of the reasons that the scale and form of development within the Scenic Protection Area has become more visually prominent resulting in adverse scenic quality impacts. However, a detailed review of DAs and approved developments would be needed to be undertaken to confirm that this is actually the case.

Notwithstanding, where development is proposed in the Scenic Protection Area that does not meet the built form and landscape controls under LEP 2012 it is considered that a formal visual impact assessment should be required to accompany the clause 4.6 variation request. The requirements for any visual impact assessment would be those set out in *Rose Bay Marina Pty Limited v Woollahra Municipal Council and anor [2013] NSWLEC 1046* (Rose Bay) and could be detailed in the Residential DCP.

5.1.2 Alternative Approaches

A review of LEP and DCP provisions applying in a number of similar areas across Sydney has been undertaken to identify alternative approaches to planning for scenic protection. The areas examined include:

- Castlecrag / Castle Cove in the Willoughby LGA (Willoughby LEP 2012 and DCP 2006)
- Palm Beach / Whale Beach / Clareville in the Northern Beaches LGA (Pittwater LEP 2014 and Pittwater 21 DCP)
- Fairlight / Clontarf / Balgowlah in the Northern Beaches LGA (Manly LEP 2013 and DCP 2013)
- Hunters Hill (Hunters Hill LEP 2012 and DCP 2013)

The applicable numerical planning controls applying in the areas reviewed is summarised in Table 1 below.

Table 1: Summary of planning controls applying to similar areas

CONTROL	MOSMAN		WILLOUGHBY		PITTWATER	MANLY		HUNTERS HILL
Zone	R2 Low Density Residential (majority of area)	R3 Medium Density Residential	E4 Environmental Living (lower slopes)	R2 Low Density Residential (upper slopes)	E4 Environmental Living (entire area)	E3 Environmental Management (lower slopes)	R2 Low Density Residential (upper slopes and Fairlight an Little Manly)	R2 Low Density Residential (majority of area)
Maximum height	8.5m	8.5m	8.5m	8.5m	8.5m	8.5m	8.5m	8.5m
Maximum FSR	0.4:1 to 0.5:1 depending on site area (0.5:1 for sites up to 700sqm; 0.4:1 for remainder for site in excess of 700sqm)	0.55:1 to 0.6:1 depending on site location	0.25:1 to 0.5:1 depending on site area (0.25:1 for lots >1,300m ² and 0.5:1 for lots under 300m ²)	0.4:1 to 0.65:1 depending on site area (0.4:1 for lots >800m ² and 0.65:1 for lots under 200m ²)	N/A	0.4:1	0.45:1	0.5:1
Minimum Landscape area	<ul style="list-style-type: none"> 25% where site area < 400m², 30%, where site area 400m² to < 500m², 35% where site area 500m² < 650 m², 40%, where site 650m² to < 	40-50% if more than 1 dwelling per lot	35-55% depending on site area (55% for lots >1,500m ² and 35% for lots under 400m ²)	25-50% depending on site area (50% for lots >1,500m ² and 25% for lots under 200m ²)	60% of site area	Open Space Area req. 60% of site area Landscape req. 60% of open space area	Open Space Area req. 55% of site area Landscape req. 35% of open space area	60% - for sites direct frontage to the Parramatta River or the Lane Cove River 50% elsewhere

CONTROL	MOSMAN	WILLOUGHBY	PITTWATER	MANLY	HUNTERS HILL
	750m ² , • 45%, where site area 750m ² to < 900m ² , • 50%, where site area ≥ 900m ² ,				
Minimum lot size	700m ² 930m ² for many sites adjacent to foreshore	N/A N/A	700m ²	1,150m ² (adjacent to foreshore) 250m ² at Fairlight and Little Manly 750m ² lower slopes 500m ² upper slopes	700-900m ²

Note: the above is a summary of the main applicable controls only and should not be construed to apply to all sites.

The key conclusions that can be drawn from Table 1 are summarised below.

Zoning

The foreshore slopes of Manly, Pittwater and Willoughby with scenic value are zoned either E4 Environmental Living or E3 Environmental Management. While these zones do not preclude residential development, they do have the effect of exempting these areas from the Housing Code. For housing to be developed under the Housing Code, it must be zoned Zone R1, R2, R3, R4 or RU5. Accordingly land which is zoned E3 or E4 is automatically exempt from the Housing Code without the need for a site specific exemption as currently applies in the Scenic Protection Area.

Scenic Protection Areas

Similar to Mosman, there is a Scenic Protection Area that applies to much of the Manly foreshore slopes. This is in addition to the zoning of some of its foreshore areas as E3 and E4, as noted above.

Hunters Hill designates much of its land as River Front Area (refer Figure 2). As a result, this area is excluded from the application of the Housing Code by virtue of clause 1.19 of the Codes SEPP which provides as follows:

1.19 Land on which complying development may not be carried out

(1) Specific land exemptions for Housing Code and Rural Housing Code

To be complying development specified for the Housing Code or the Rural Housing Code, the development must not be carried out on:

(e) land identified by an environmental planning instrument as being:

*(ii) within a **river front area***

It is not clear why an area that is designated as “river front” is excluded from the Housing Code, while an area that is designated as “scenic protection” is not. This is particularly perplexing given that the scenic significance of the Mosman Scenic Protection Area is similar (if not greater) than the Hunters Hill River Front Area. It should also be noted that ‘foreshore scenic protection area’ was originally an exclusion under the Codes SEPP however this exclusion was removed in 2010. The reason for its removal is not known.

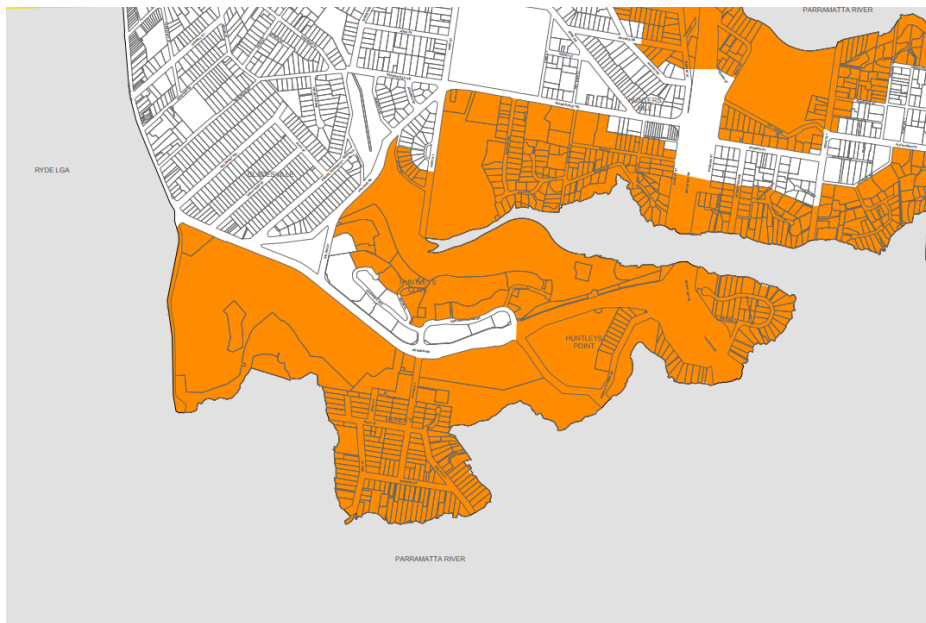


Figure 2: Excerpt from Hunters Hill LEP River Front Area Map

Numerical controls

There is some variation in the controls being applied across the foreshore slopes in the different LGAs. The maximum FSRs applying within the Mosman Scenic Protection Area are greater than those applying in the Manly areas and are at the upper end of the range being applied in the Willoughby areas of Castlecrag / Castlecove. However, maximum applicable heights are consistent at 8.5m for all areas and the minimum lot size is generally around 700-750m².

Landscape area requirements vary across the different areas however it is noted that at Mosman a sliding scale is applied depending on site area. This is consistent with the approach taken in Castlecrag / Castlecove however the lower limit is less (25% compared to 35% of the site). Pittwater, Manly and Hunters Hill all require a minimum landscape area of between 50-60% which is at the higher end of Mosman's sliding scale.

5.1.3 Mosman LEP 2012 – Possible Changes

Having regard to the above, there are a number of possible changes to Mosman LEP that could be considered to mitigate the visual impact of development (including possible development under the Housing Code):

- Rezone R2 areas in the Scenic Protection Area to E4 Environmental Living. The range of land uses and development controls would not necessarily need to change however rezoning the area as E4 would mean that it would be excluded from the application of the Housing Code. The zone would also more appropriately reflect the scenic and landscape significance of the foreshore slopes
- Review the minimum landscape areas specified in Clause 6.6 (Landscaped Areas) under the LEP to determine whether they provide for adequate landscaping opportunity, particularly having regard to the importance that this has for the visual impact of development in the Scenic Protection Area

- Strengthen Clause 6.4 Scenic Protection by including an additional provision requiring that the external surfaces of any building consist of prescribed materials, i.e. materials that are dark coloured or muted, of low reflective quality and that blend with the landscape of the site and/or surrounding context (see, for example, Clause 7.6 *Scenic Protection and Escarpment Preservation* of Campbelltown LEP 2015)
- Where a development does not comply with the numerical controls in LEP 2012, require the preparation of a visual impact assessment to accompany the clause 4.6 variation request.

As shown in the SMM analysis, some areas within the Scenic Protection Area have higher scenic value, particularly when viewed from the main Sydney Harbour. It is considered that Council should investigate whether site specific controls should be introduced for these areas of highest scenic value or for those areas at greatest risk of overdevelopment in the Scenic Protection Area.

A further challenge is that, while a single redevelopment may pass the scenic impact test on its own, the overall cumulative impact of the proposal on the scenic qualities of the area may be considerable. The Harbour Catchment REP requires that the cumulative impact of development on views be considered by Council when assessing DAs in the Foreshores and Waterways Area (clause 26(c)). Consideration should be given to extending this requirement to instances where clause 4.6 variations are being sought within the Scenic Protection Area.

It is therefore recommended that Council add a further head of consideration under Clause 6.4(3) Scenic Protection requiring that it considers the cumulative impacts of the development on the scenic value of the area when viewed from the Harbour.

In addition to the above recommendations, it is considered that representations should be made to the DPE regarding the exclusion of Hunters Hill River Front Area from the Housing Code as compared to the inclusion of Mosman's Scenic Protection Area. There does not appear to be any valid reason for this inconsistency, particularly given the very high scenic value of the foreshore slopes of Mosman and their contribution to the overall scenic quality of Sydney Harbour. The temporary exclusion of the Scenic Protection Area that currently applies under the Housing Code should be made permanent. The visual significance of the Mosman foreshores has not diminished and therefore there is no basis for the exclusion to continue to be temporary. Making the exclusion permanent would effectively mean "business as usual" as opposed to rezoning land within the Scenic Protection Area to E4 which is likely to cause some concern amongst landowners in the area.

5.2 Development Control Plans

There are three DCPs that apply in the Mosman LGA:

- Mosman Residential DCP 2012 which applies to all land zoned residential
- Mosman Business Centres DCP 2012 which applies to all land zoned Business as well as land at The Spit zoned RE2
- Open Space and Infrastructure DCP 2012 which applies to all other land.

The DCPs provide more detailed planning and design guidelines to supplement the provisions contained in the Mosman LEP. All apply to land within the Scenic Protection Area. However, it should be noted that DCPs are guidance documents only and do not have statutory force.

The Residential DCP is the most relevant one for the purposes of this analysis. It contains a number of general controls aimed at protecting the scenic and landscape values of the residential areas. These include controls relating to:

- subdivision of land
- siting and scale
- landscaping
- tree preservation
- significant rock faces and retaining walls
- excavation and site management
- foreshore land and natural watercourses
- streetscape and building design.

The DCP also identifies 22 townscape areas to which more 'area specific' planning controls apply. The relevant controls cover building form and design, materials and finishes, fencing, garages and carports, landscaping, views etc.

In general, it is considered that the DCP is comprehensive and provides an adequate basis for considering the visual impact of development, particularly in terms of localised views and view sharing. However, there are a number of changes that could be introduced to the DCP to enhance protection of the Scenic Protection Area from inappropriate development. They include:

- increasing side setbacks to allow for additional landscaping
- introducing specific controls requiring that only muted, non-reflective colours and materials be used, particularly in areas of high visibility from the water
- reviewing the townscape provisions with a view to identifying specific controls and actions to enhance the landscape
- including additional objectives and controls relating to landscaping and scenic protection
- requiring the preparation of a visual impact assessment in those circumstances where the proposed development has the potential to create adverse visual impacts, particularly when viewed from the harbour

Setbacks

In terms of side setbacks, it is recommended that the minimum side setback should be as per Objective O7 and Planning Controls P17 and P18 in the Residential DCP (currently applies only to the Rosherville/ Wy-ar-gine townscapes, refer page 28). These setbacks are as follows:

- single storey: min 1.5m
- double storey: min 3m
- three storey: min 3.5m
- four storey: min 4m (as per general controls - see page 27)

Increasing the setbacks would increase planting opportunity and help ameliorate the visual impact of buildings.

Townscape controls (Part 7 of Residential DCP)

The current Townscape controls do not generally provide clear guidance as far as landscape is concerned. They are more like character statements (e.g. “maintain the generously trees landscape setting” or “maintain light tree cover and the leafy character of the area”). If the townscape controls are to be effective in preserving scenic amenity, ideally they should be accompanied by specific actions to let people know what they are actually expected to do. It is therefore recommended that the townscape controls be reviewed to identify specific controls and actions that are required to enhance the landscape.

Scenic Protection (Clause 6.5 of Residential DCP)

A reference to the importance of scenic protection is made in clause 6.5 of the DCP, but this is not currently referenced in the landscape requirements, nor does section 6.5 itself provide any guidance on how development can contribute to the protection of scenic values. The reference to the LEP is not enough in our view: there needs to be stronger integration of the LEP and DCP on this issue. It is also recommended that the Residential DCP detail the requirements for the preparation of a visual impact assessment where Council considers that the proposed development has the potential to create adverse visual impacts particularly when viewed from the harbour (refer discussion in section 5.1).

Landscaping (Section 4.4 of Residential DCP)

The landscaping section would be improved with the inclusion of an objective aimed at enhancing the scenic quality and appearance of private open space in general, including backyards that look out over the harbour.

Objectives O6 and O7 (page 35 of the RDCP) require a positive contribution to the public domain of the streetscape (through landscaping). Given the importance of the foreshore slopes it is considered that an additional clause/ objective is warranted that clearly articulates to residents (and architects) the importance of the scenic foreshores, and requires a contribution towards the appearance of the scenic slopes as seen from the harbour, through landscaping and in particular tree planting.

Consideration should also be given to including a minimum requirement for tree planting. The DCP could specify the number of trees required (depending on the lot size), the type of tree (e.g. native, deciduous), soil depth and the like.

Proposed Standard Format DCP

As a general comment, the State Government has signalled its intention to develop a standard format for DCPs which will be mandated for all councils. The range of matters to be covered in the standard DCP template is not yet known but may well restrict the opportunity to introduce additional controls relating to landscaping and visual impact. It is recommended that Council make representations to the DPE regarding the need for standard provisions to be included in the template relating to landscape protection and enhancement as well as visual impact assessment.

6. SUMMARY

This report provides an analysis of the effectiveness of the existing planning framework in protecting the scenic quality of the foreshore area. It has been informed by the visual character assessment undertaken for the study area by SMM.

The key findings of this analysis are as follows:

- Sydney Harbour and its foreshores have national significance. The Mosman foreshore slopes are a major contributor to the scenic beauty and visual interest of the Harbour
- The SMM analysis indicates that the Scenic Protection Area is becoming more built up and there is less tree cover and landscaping than 20 years ago
- Overall the scenic qualities of the Scenic Protection Area remain very strong, largely because of the vegetation cover that remains and the role it plays in separating and softening areas of development
- Protecting, enhancing and expanding vegetation cover in the area is crucial to ensuring the scenic values of the Scenic Protection Area are maintained.

While it is not clear the extent to which the existing planning controls and development assessment processes are contributing to the changing visual character of the Scenic Protection Area, it is considered that some changes to the planning framework could be contemplated which could assist in moderating inappropriate development and increasing vegetation cover. These include the following:

Possible changes to LEP 2012

- Rezone R2 areas in the Scenic Protection Area to E4 Environmental Living. The range of land uses and development controls would not necessarily need to change however rezoning the area as E4 would mean that it would be excluded from the application of the Housing Code. The zone would also more appropriately reflect the scenic and landscape significance of the foreshore slopes
- Where a development does not comply with the numerical controls in LEP 2012, require the preparation of a visual impact assessment to accompany the clause 4.6 variation request

- Review the minimum landscape areas specified in Clause 6.6 (Landscaped Areas) under the LEP to determine whether they provide for adequate landscaping opportunity, particularly having regard to the importance that this has for the visual impact of development in the Scenic Protection Area and the broader desire for landscape to continue to dominate over the built form
- Investigate whether site specific controls should be introduced for those areas of the highest scenic value or at greatest risk of overdevelopment in the Scenic Protection Area
- Add a further head of consideration under clause 6.4(3) requiring that Council consider the cumulative impacts of the development on the scenic value of the area when viewed from the Harbour.
- Strengthen Clause 6.4 Scenic Protection by including an additional provision requiring that the external surfaces of any building consist of prescribed materials, i.e. materials that are dark coloured or muted, of low reflective quality and that blend with the landscape of the site and/or surrounding context.

Possible changes to Mosman Residential DCP

- Increase side setbacks to allow for additional landscaping
- Introduce specific controls requiring that only muted, non-reflective colours and materials be used, particularly in areas of high visibility from the water
- Review the townscape provisions with a view to identifying specific controls and actions to enhance the landscape
- Include additional objectives and controls relating to landscaping and scenic protection
- Require the preparation of a visual impact assessment in those circumstances where the proposed development has the potential to create adverse visual impacts, particularly when viewed from the harbour.

In addition to the above recommendations, it is considered that representations should be made to the DPE regarding the exclusion of Hunters Hill River Front Area from the Housing Code as compared to the inclusion of Mosman's Scenic Protection Area. There does not appear to be any valid reason for this inconsistency, particularly given the very high scenic value of the foreshore slopes of Mosman and their contribution to the overall scenic quality of Sydney Harbour. Representations should also be made to the DPE to exclude school sites within the Scenic Protection Area from the complying development provisions in the Educational Establishments SEPP given the potential visual impact that tree removal and development up to four storeys would have, particularly on the Balmoral foreshore slopes.

BLANK PAGE

BLANK PAGE



spackman
mossop
michaels