

Berrima Village Precinct Plan

BERRIMA is a small rural village of national heritage significance that:

- Presents a number of fine examples of intact Georgian architecture, both institutional and more modest buildings, as well as remnants of an historic town layout
- Has a mixed, residential (detached housing) and commercial land use character that demonstrates successive layers of human settlement
- Has a low density residential character with allotment sizes generally ranging from between 1000-2000m², with larger allotments located south of the Wingecarribee River.
- Is generally typified by open spaces between small scale buildings, except for the central core commercial areas in the vicinity of the Old Hume Highway and Wingecarribee Street, and the Market Place
- Is a primary tourist destination
- Expresses a high landscape quality, in terms of both the village's mature exotic streetscape features and its remarkable sense of indigenous landscape enclosure
- Enjoys direct access to the Wingecarribee River which has value as a recreational and landscape resource for local residents and visitors.

Berrima is described in the Sydney Canberra Corridor Regional Strategy as a 'Village'. Villages are described as "small centres with local retail and specialty tourism retail within the Region. Villages contribute to the Region's character and to tourism".

Community Profile

The 2011 census records a population for Berrima of 600 persons comprising 267 males and 333 females. The largest five-year age range is 35-49 years comprising 22% of the population. Of the 600 residents, only 54% were at the same residential location in the previous five years. 21 were living elsewhere within Wingecarribee Shire, with most of the remainder residing elsewhere in NSW beyond Wingecarribee. Victoria was the only interstate origin represented,

The industries most represented (in order) in the resident workforce are Construction, Manufacturing, Retail Trade, Education & Training and Accommodation & Food Services.

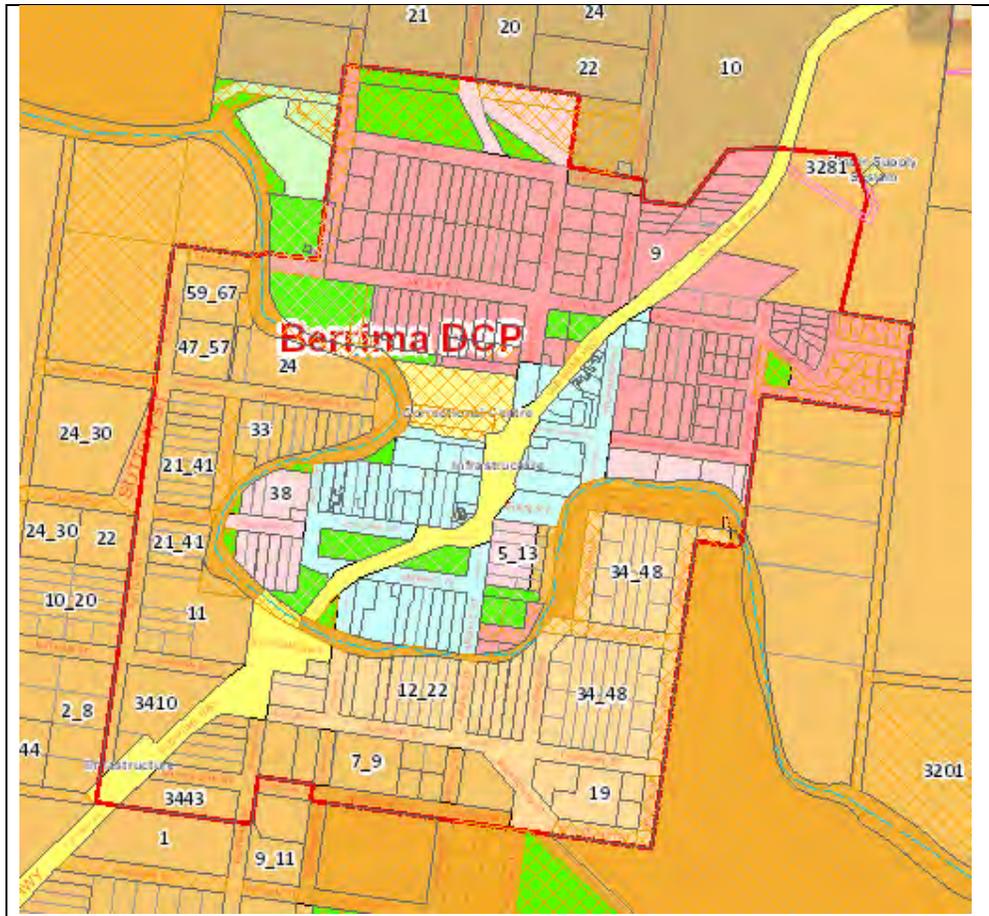
Land Use Profile

The Berrima urban area is contained within the red boundary shown on Map 1 below. The colours represent the zonings within the village at the time of printing. A legend follows the map, but it is noted that Berrima contains predominantly R2 Low Density Residential zoned land (25.5% of the village) around an extensive core of B1 Neighbourhood Centre (9.6%) with some R5 Large Lot Residential land (5%) on the periphery. In the southern part of the village there is land zoned E4 Environmental Living and E3 Environmental Management. It

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is unusual to find Environmental zoned land within a town or village boundary, but the Berrima Village urban boundary reflects the historical boundary of the village.

Map 1 - Berrima Village Boundary and Zoning

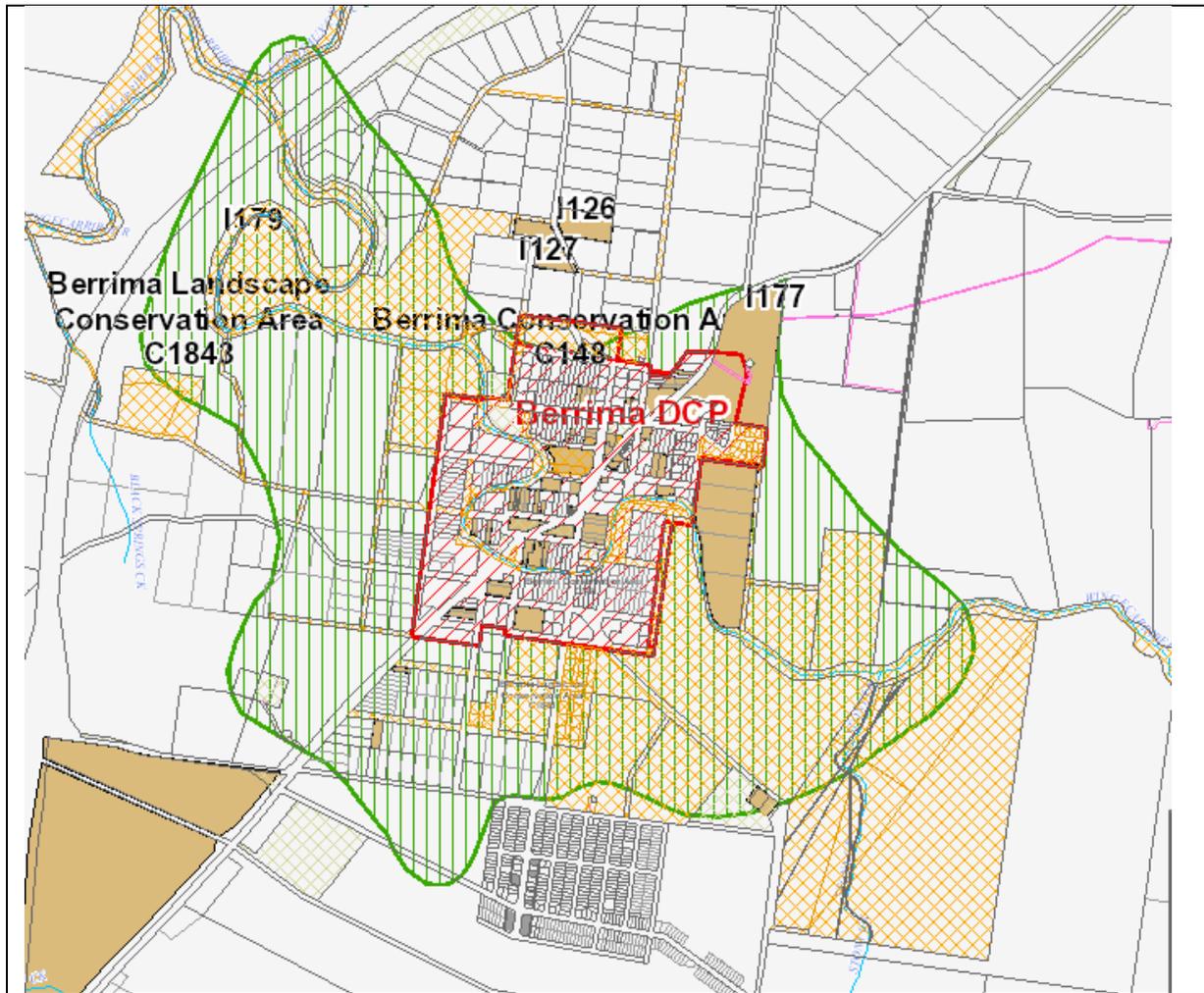


	B1 Neighbourhood Centre		R2 Low Density Residential
	B2 Local Centre		R3 Medium Density Residential
	B4 Mixed Use		R5 Large Lot Residential
	B5 Business Development		RE1 Public Recreation
	B7 Business Park		RE2 Private Recreation
	E1 National Parks and Nature Reserves		RU1 Primary Production
	E2 Environmental Conservation		RU2 Rural Landscape
	E3 Environmental Management		RU3 Forestry
	E4 Environmental Living		RU4 Primary Production Small Lots
	IN1 General Industrial		SP1 Special Activities
	IN2 Light Industrial		SP2 Infrastructure
	IN3 Heavy Industrial		SP3 Tourist

Map 2 below indicates the current extent of both the Berrima Conservation Area within the urban boundary and the Berrima landscape Conservation Area beyond.

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Map 2 - Berrima Landscape Conservation Area & Items of Heritage

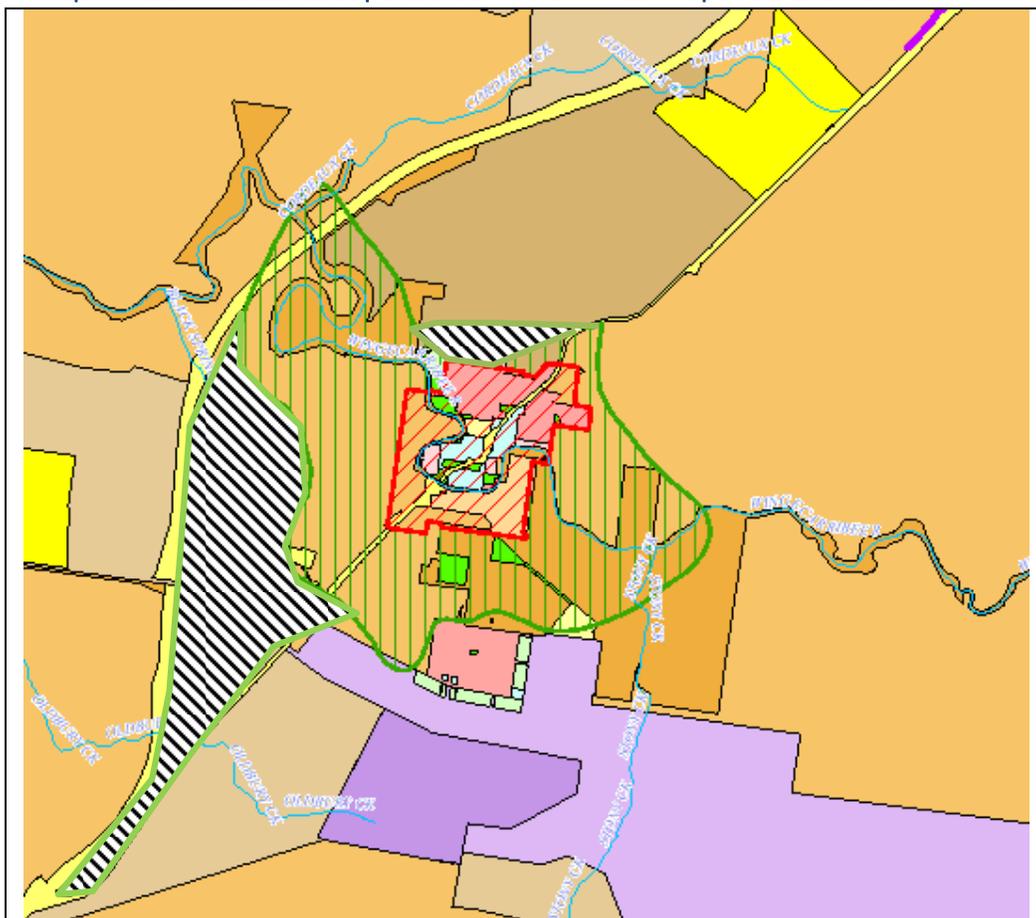


Map 3 below indicates more clearly the number of individual Items of Heritage within the village.



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Map 4 – Berrima Landscape Conservation Area Proposed Extension



The Berrima Landscape Conservation Area surrounds Berrima village and defines its visual catchment. This visual catchment area, delineated in 1977 by the National Trust of Australia (NSW) in a study that recommended planning guidelines for the Village, maps the visual boundaries of the Village.

The Trust concluded that the village's character of open farm land, mixed with natural bush, is crucial to Berrima's setting and its heritage character of an early Australian country town contained within a confined hollow with little development visible from the village itself or its approaches.

The objectives for the Berrima Landscape Conservation Area are to:

- a) Retain and conserve the intrinsic features of Berrima Village's existing visual, built and landscape character and its visual catchment area.
- b) Retain the rural ambience arising from the natural landscape surrounding the village with minimal number of buildings visible from the main approaches to Berrima.
- c) Retain the open setting along the main approaches to and exits from Berrima, being the Old Hume Highway (Great South Road), Oldbury Street, Berrima Road (to the southern boundary of the Berrima cemetery) and Medway Road (between the Old Hume Highway and the freeway).

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- d) To minimise the population pressures on the village by retaining the undeveloped nature of the Berrima Landscape Conservation Area and strictly enforcing its protective zoning.
- e) To encourage the use of the roads and 'paper' roads within the Berrima Landscape Conservation Area as habitat corridors.

The overarching controls for the Berrima Landscape Conservation Area are:

- a) No building is to be erected that, in the opinion of Council, will be visually prominent when viewed from the village of Berrima, its approaches or any listed heritage item.
- b) No development is to take place on the ridgelines that, in the opinion of Council, will be visually prominent when viewed from the Berrima Conservation Area, its approaches or any listed heritage item.
- c) No development is to take place on the ridgelines that will, in the opinion of Council, have a detrimental impact on the rural bushland setting of Berrima or of any listed heritage item.
- d) All new buildings and alterations to existing buildings shall be in the Georgian architectural style.

The Berrima Village Development Control Plan (DCP) provides additional details on the application of the Landscape Conservation Area.

The proposal was included in the Berrima Village Precinct Plan for consideration during the exhibition of the draft Local Planning Strategy. Eighteen submissions were received in support of extending the Conservation Area. As a result, it is recommended:

THAT a review of the Berrima Landscape Conservation Area boundary be included in the 2016 review of the Wingecarribee Local Environmental Plan 2010.

RESOLUTION OF COUNCIL 23 MARCH 2016

In adopting the Wingecarribee Local Planning Strategy on 23 March 2016, Council effectively adopted the above recommendation, RESOLVING:

THAT a review of the Berrima Landscape Conservation Area boundary be included in the 2016 review of the Wingecarribee Local Environmental Plan 2010.

Residential Lot Capacity

Council's estimate of vacant land potential as at 2012 indicates there is the potential for a further 7 dwellings in the Berrima residential zone without any variation to current residential zones or minimum lot sizes.

Berrima	
Property Type	Total
Vacant Single Lots	3
Vacant Multiple Lots	4
Occupied Single Lots	0

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Occupied Multiple Lots	0
Dual Occupancy	0
Total Potential	7
Existing Dwellings	119
Potential + Existing Total	126

Development Control Plans (DCPs)

Specific development controls for Berrima are contained within the Berrima Village DCP. For development controls on rural and environmental land surrounding the Berrima urban area, the Rural Lands DCP covers land zoned RU1 Primary Production, RU2 Rural Landscape and E3 Environmental Management. The Rural Living DCP covers land zoned RU4 Primary Production Small Lots and E4 Environmental Living. A review of all DCPs will occur in 2016 and Berrima property owners will have the opportunity to contribute to that review.

Local Planning Strategy Workshop

During 2010 and 2011 a series of workshops was held across the Shire involving all towns and villages. The purpose of the workshops was to obtain feedback from participants as to what they considered to be the current Strengths and Weaknesses of their locality and what they perceived to be the main Opportunities and Threats for the future. This type of analysis is known by the acronym SWOT.

Some 70 property owners attended the Berrima workshop on 28 April 2011 at the Anglican Church Hall. The table below summarises the key comments. Some comments may appear inconsistent, but are included to reflect the full range of opinions expressed. Council appreciates the contribution made by all workshop participants.

KEY ISSUE	CONSIDERATIONS
STRENGTHS	
Natural environment	Quality of the natural environment – attracts thousands of visitors to the Highlands every year. Provides jobs. Vegetation, trees, hedges, soft street edges,
Village atmosphere & scale of development	Village atmosphere. The post office – centre of town. Sparse housing and shop density. Containment of the village core by a rural buffer zone. Shops are individual – no chain stores.
High heritage value	Unique historic character of the village. Heritage – attracts 50,000 tourists a year. Historic features of the village. Dedication of locals to preservation of heritage & sense of history. Good balance between heritage items and more modern

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KEY ISSUE	CONSIDERATIONS
	items.
WEAKNESSES	
	Mixed-use commercial/residential developments can be strata-titled. Needs to be disallowed.
	Poor attention to waste collection. Bins are left on their side with rubbish littered around. Not good for a popular tourist destination.
	The poor quality of the drinking water.
	Lack of recreational facilities.
OPPORTUNITIES	
Walking trails, including riverside walkway & more recreation facilities	Create better walking trails through the town so that you can walk to the park without having to walk along the road.
	Link Berrima with Bowral and Moss Vale with a right of way bush walk along the Wingecarribee river from Oxley College Burradoo.
	Limit extent of property boundaries along river to allow walking tracks along river bank.
	Provision of more recreation facilities.
More planning controls to restrict development	To acknowledge, through implementation of and adherence to the DCP, the true historical context of the 'planned village' of Berrima.
	Prohibit any further residential zoning of land to the south of the village in order to protect the village's unique heritage from greedy developers.
	Capitalising on the existing infrastructure and allowing additional uses such as B&Bs without the need for further development.
Enhanced streetscape & heritage information	Enhance the visual streetscape & roadsides with lamp posts, bollards, signage etc to support conservation guidelines.
	Protect the heritage value of the village.
	More historic photos scattered around the street to provide a historic record and tourist interest.
THREATS	
Further development in the village and in the surrounding area.	Land in the middle of the village which was sold by Mrs Denny to Council could be sold to a developer.
	Sale or development of Pound Green – must be retained as a welcome to Berrima.
	State legislation which over-rides the controls of Council. Need to take away the opportunity for state government to destroy this unique town.
	Developers with an eye on weak legislation and zoning.
	Constant threats from developers to increase housing and commercial densities.
	Pressure on buffer zone once infill development completed.
	Additional residential development within the visual catchment of the village.
	Potential development of existing residential blocks

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KEY ISSUE	CONSIDERATIONS
	adjoining and surrounding the village boundary.
	The loss of the true nature of a village and its surrounds. These are what contribute to the function and sustainability of Berrima.
	Beautiful village that our ancestors worked so hard to create being destroyed by development and our peace and quiet ruined.
	Chain stores and supermarkets.
	An R5 zone in Old Mandemar Road right outside number 11 Apple Street.
Inappropriate tourism development	Rural-based accommodation such as farm stay. Not needed when M5 provides close access to cities. Would view statement of 'need' for such accommodation from property owners with suspicion.
	Poor policy implementation that allows inappropriate development which dilutes the unique amenity of Berrima as a tourist destination. It will become just another town with old buildings.
	Berrima in its present form of a well-preserved heritage village will become a theme park without protection of the surrounding rural areas.

SWOT Summary

Berrima's distinctive heritage is acknowledged by residents as its greatest strength together with the natural rural surrounds provided by mature trees and the Wingecarribee River. The small shops and sparse settlement pattern are also strong features. Greatest threats were seen as those which might impact on these strengths through inappropriate development. Residents look to the DCP to protect their village, both in terms of defining the village boundary and maintaining the high standard of development. All DCPs are being reviewed during 2015 and Berrima residents will have the opportunity to contribute to that review.

Protection of the village goes beyond the urban area with the landscape conservation area seen as equally as important to the village as the village conservation area. Council has been requested to consider extending the landscape conservation area as outlined above.

Submissions to Amend WLEP 2010

During the preparation of the Draft Local Planning Strategy 2015-2031, Council received and assessed several submissions to amend Wingecarribee Local Environmental Plan (WLEP) 2010. The assessment of all submissions was reported to the ordinary meeting of Council on 24 June 2015.

Those submissions supported for inclusion in the Berrima Precinct Plan prior to exhibition of the draft Wingecarribee Local Planning Strategy 2015-2031 are presented below. Each has been updated to reflect responses to the public exhibition of the draft Strategy with regard to these submissions.

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All exhibited submissions were reported to the Ordinary Meeting of Council on 23 March 2016. Council's resolution from that meeting with regard to each submission is included in the summaries below.



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BERRIMA - 1

PN: 1700650

ADDRESS: Lots 194, 198, 202-214 DP 751252 4-6 Odessa Street BERRIMA NSW 2577

Location Map



Site Detail



Berrima Landscape Conservation Area



SITE ANALYSIS

The subject site is zoned E3 Environmental Management with a minimum lot size of 40 ha. The site comprises 18 lots which cover a total area of 13.6 ha. The site is located within the Berrima Landscape Conservation Area (BLCA). There is no identified Endangered Ecological Community on the site except for a thin band along the eastern boundary and small patches long the northern boundary and in the and south eastern corner. For the purposes of the following assessment, the site is deemed free of EEC. The land is bushfire prone to the north, east and south. The site adjoins the north-west corner of New Berrima. Surrounding land to the north and east is zoned E2 National Parks & Nature Reserves. There is one residential dwelling on the northwest corner of the site, which is an item of Heritage, and three existing residential dwellings adjacent to the site - on the north west corner (Odessa & Old Hume Highway), on Australia Avenue and on the corner of Australia and Burwan Streets.

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A request to rezone the site was considered by Council under the 2009 draft LEP and it was resolved to further consider development options as part of the Local Planning Strategy.

SUMMARY OF REQUEST

Rezone and reduce minimum lot size to permit subdivision.

PLANNING ASSESSMENT

ESSENTIAL ASSESSMENT CRITERIA	ASSESSMENT
Proposed use is consistent with current State government policy or practice. Protection of environmental land.	No
Proposed use is consistent with current Local policy or practice: Location within an existing town or village boundary.	No
Proposed use is consistent with most relevant Precinct Plan.	No
Site is outside of any zone or infrastructure buffer.	Yes
Site is free of any Endangered Ecological Community.	Yes
Site is free of significant flood or bushfire affectation.	No
Site has access to reticulated water & sewer.	Yes
Site has no other constraints relevant to the proposed development.	Yes

CONCLUSION

There are three (3) options:

- Option 1 is to retain the current zoning and minimum lot size controls.
- Option 2 is to limit the additional development to 3-4 lots distributed across the site as infill between the existing dwellings. This would create a minimum lot size of 3.5 – 4 ha under a zone of RU4 Primary production Small Lots. Because WLEP 2010 does not currently have a minimum lot size of 3.5 ha, the nearest of 4 ha which would yield 3 lots.
- Option 3 is to permit a density which reflects the approximate lot size of the existing dwellings, between 1 and 2.3 ha. A density of 2 ha would yield 6 residential lots.

If any change is supported, Option 2 is preferred to Option 3 given that the site contains very little EEC land and what is there is on the edges of the site. The resulting density under Option 3 may be too high given the adjacent E2 zoned land.

RESOLUTION OF COUNCIL 24 JUNE 2015

THAT the rezoning of Lots 194, 198, 202-214 DP 751252 4-6 Odessa Street & Australia Avenue, Berrima, to RU4 Primary Production Small Lots with a minimum lot size of 4ha, be supported for inclusion in the Berrima Precinct Plan prior to public exhibition of the draft Local Planning Strategy 2015-2031.

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POST EXHIBITION ASSESSMENT

17 submissions were received with regard to this Request. One (1) supported the Request and 16 did not.

Most submissions addressed the fact that the land is within the Berrima Landscape Conservation Area and that this Area is effectively the 'green between' between Berrima and New Berrima. It is noted that several submissions also suggested that the Landscape Conservation Area be extended. A recommendation to extend the Berrima Landscape Conservation Area as part of the 2016 WLEP 2010 review has been included in the report to Council of 23 March 2016.

Some submissions noted that the draft local Planning Strategy states that there is more than sufficient land within the towns and villages to meet expected housing demand to beyond 2031 and this capacity is being used to not support greenfields development.

There were concerns that a select few properties were being favoured over the needs of the community as a whole and that the heritage of Berrima as more valuable than the further development of individual properties.

Council's comments – *The Berrima Landscape Conservation Area (BLCA) does not prohibit residential development, although it is intended to help limit development through siting and design controls. The BLCA is intended to maintain the 'setting' of Berrima within its early colonial landscape. The subject site is located on the southern periphery of the BLCA one (1) kilometre from the Berrima Market Place. This distance limits the impact of any development on the 'historic colonial setting of Berrima' by allowing separation and opportunities to screen any built form elements from protruding above the skyline of the BLCA. The BLCA controls would apply to the assessment of any development any amendment to the Wingecarribee LEP 2010 on this site to permit 4 hectare residential lots is considered to be of minimal impact.*

There is residential capacity within the towns and villages, but some more than others and Berrima is one location with very little capacity remaining. The provision of a modest number of dwellings within a landscape setting complementing existing low density development would not be considered contrary to Council's preference of infill development rather than greenfields sites. Nor is it considered that such development would set an unwanted precedent.

Support for any proposed amendment to the Wingecarribee LEP 2010 would be subject to a detailed Planning Proposal being submitted to Council and consideration of the impacts assessed by way of the Gateway process.

It is noted that the correct property description of the subject site contains more lots than are listed in the resolution above. The correct property description is Lots 194 & 195, 198-211, Part 212, and 213-214 DP751252 which is reflected in the recommendation below.

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As a result of Council's considerations, it is RECOMMENDED:

THAT the rezoning to RU4 Primary Production Small Lots with a minimum lot size of 4 ha of Lots 194-195, 198-200, 202-211, Pt Lots 213-214 DP 751252, 4-6 Odessa Street Berrima, be supported for inclusion in the Berrima Precinct Plan of the adopted Wingecarribee Local Planning Strategy 2015-2031.

RESOLUTION OF COUNCIL 23 MARCH 2016
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THAT the rezoning to RU4 Primary Production Small Lots with a minimum lot size of 4 ha of Lots 194-195, 198-200, 202-211, Pt Lots 213-214 DP 751252, 4-6 Odessa Street Berrima, be supported for inclusion in the Berrima Precinct Plan of the adopted Wingecarribee Local Planning Strategy 2015-2031.

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BERRIMA - 2

PN: 1700224

ADDRESS: Lots 55-60, 64 DP 751252, 59 Nathan Street, BERRIMA NSW 2577

Location Map



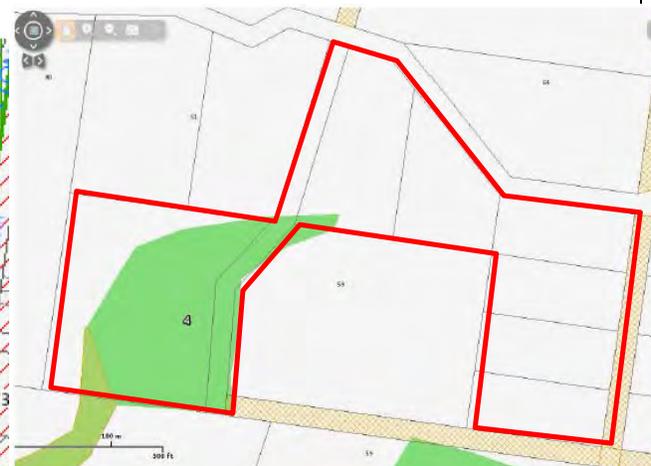
Site Detail



Berrima Landscape Conservation Area Map



Endangered Ecological Community Map



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SITE ANALYSIS

Zoned E3 Environmental Management with a minimum lot size of 40 ha. The site comprises 7 lots and is located within the Berrima Landscape Conservation Area. There is an Endangered Ecological Community on the southern lot on the corner of Old Hume Highway and Medway Road. The land is bushfire prone through the northern area. There are two existing dwellings on the subject site.

SUMMARY OF REQUEST

- Amalgamation of Lots 55 & 56 for 1 dwelling on 16,000m²
- Amalgamation of Lots 57 & 58 for 1 dwelling on 16,000m²
- Amalgamation of Lots 59 & 60 for 1 dwelling on 25,500m² (Lot 59 is approximately 10,000m² and Lot 60 is approximately 15,500m²)
- Dwelling entitlement for Lot 64, area approximately 34,370m².

PLANNING ASSESSMENT

ESSENTIAL ASSESSMENT CRITERIA	ASSESSMENT
Proposed use is consistent with current State government policy or practice. <ul style="list-style-type: none"> • Protection of environmental land. 	No
Proposed use is consistent with current Local policy or practice: <ul style="list-style-type: none"> • Location within an existing town or village boundary. 	No
Proposed use is consistent with most relevant Precinct Plan.	No
Site is outside of any zone or infrastructure buffer.	Yes
Site is free of any Endangered Ecological Community.	No
Site is free of significant flood or bushfire affectation.	No
Site has access to reticulated water & sewer.	Yes
Site has no other constraints relevant to the proposed development.	Yes

CONCLUSION

There are three options.

- Option 1 - retain the current zoning and minimum lot size controls.
- Option 2 - support the current request.
- Option 3 - consider a compromise outcome.

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It is noted that Lots 55-60 are within the Berrima Landscape Conservation Area (BLCA), but due to the surrounding topography none of the lots is visible from the Highway or the Berrima Market Place. Lot 64 is not within the BLCA but there is extensively covered with Endangered Ecological Community. All lots except lots 57 and 58 are bushfire affected.

Only Lots 59 & 60 are visible from any distance, that being from across the river in the vicinity of Oxley Street, a view interrupted by significant vegetation.

Lots 57 and 58 offer the best opportunity for amalgamation and development having the least affectation. Lots 59 and 60 could also be considered for amalgamation subject to a suitable building envelope being identified. Lots 55 and 56 are visible from surrounding properties, but could be developed if a sympathetic building envelope were identified. Lots 64 could also be developed subject to identification of a building envelope.

RESOLUTION OF COUNCIL 24 JUNE 2015

THAT the amendment of WLEP 2010 to achieve a total of four (4) lots from Lots 55-60, 64 DP 751252, 59 Nathan Street, Berrima, be supported for inclusion in the Berrima Precinct Plan prior to exhibition of the draft Local Planning Strategy 2015-2031.

POST EXHIBITION ASSESSMENT

16 submissions were received regarding this proposal, all of them objecting. Most submissions addressed the fact that the land is within the Berrima Landscape Conservation Area and that this Area is effectively the 'green between' between Berrima and New Berrima. It is noted that several submissions also suggested that the Landscape Conservation Area be extended. A recommendation to extend the Berrima Landscape Conservation Area as part of the 2016 WLEP 2010 review has been included in the report to Council of 23 March 2016.

Some submissions noted that the draft local Planning Strategy states that there is more than sufficient land within the towns and villages to meet expected housing demand to beyond 2031 and this capacity is being used to not support greenfields development.

There were concerns that a select few properties were being favoured over the needs of the community as a whole and that the heritage of Berrima as more valuable than the further development of individual properties.

Council's comments – *The Berrima Landscape Conservation Area (BLCA) does not prohibit residential development, although it is intended to help limit development through siting and design controls. The BLCA is intended to maintain the 'setting' of Berrima within its early colonial landscape.*

The subject site has good visual separation from the Old Hume Highway in that the addition of four (4) dwellings, through lot amalgamation and dwelling permissibility, as requested, would have minimal, if any, visual impact on the landscape setting of the village. New structures located in the intended locations would only be seen approaching Berrima from the south and then only from the very top near the intersection of the Old Hume Highway with Medway Road. Any structures, if limited to single storey and with suitable vegetation screening, would have negligible impact on the Berrima Landscape Conservation Area.

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There is residential capacity within the towns and villages, but some more than others and Berrima is one location with very little capacity remaining. The provision of a modest number of dwellings within a landscape setting complementing existing low density development would not be considered contrary to Council's preference of infill development rather than greenfields sites. Nor is it considered that such development would set an unwanted precedent.

Support for any proposed amendment to the Wingecarribee LEP 2010 would be subject to a detailed Planning Proposal being submitted to Council and consideration of the impacts assessed by way of the Gateway process.

The owners have noted that the map included in draft Strategy was not correct although the property description was. Maps have been corrected.

As a result of Council's considerations, it is RECOMMENDED:

THAT the amendment of WLEP 2010 to achieve a total of four (4) lots from Lots 55-60 and 64 DP 751252, 59 Nathan Street, Berrima, be supported for inclusion in the Berrima Precinct Plan of the adopted Wingecarribee Local Planning Strategy 2015-2031.

RESOLUTION OF COUNCIL 23 MARCH 2016
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THAT the amendment of WLEP 2010 to achieve a total of four (4) lots from Lots 55-60 and 64 DP 751252, 59 Nathan Street, Berrima, be supported for inclusion in the Berrima Precinct Plan of the adopted Wingecarribee Local Planning Strategy 2015-2031.