



State Significant Development Visual Impact Assessment

25-27 Boyd Street, Tweed Heads

Prepared for Homes NSW

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Prepared by:	Lexie Drury Urban Planner	ldrury@beamplanning.com.au 0425 303 628	
Reviewed by:	Michael Rowe Director	mrowe@beamplanning.com.au 0403 043 345	

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1.0 Introduction

Beam Planning have prepared this Visual Impact Assessment (VIA) on behalf of Homes NSW for the proposed construction of an 80-unit affordable housing development (the proposed development) at 25-27 Boyd Street, Tweed Heads (the Site) (see **Figure 1** below).



Figure 1 Site Location Plan
Source: Google Map Data (2024) edited by Beam Planning

This VIA has been prepared in accordance with the Planning Secretary’s Environmental Assessment Requirements issued 03 July 2024:

Issues and Assessment Requirements	Documentation
6. Visual Impact • Provide a visual analysis of the development from key viewpoints, including photomontages or perspectives showing the proposed and likely future development. • Where the visual analysis has identified potential for significant visual impact, provide a visual impact assessment that addresses the impacts of the development on the existing catchment.	Visual Impact Assessment

As the built environment evolves it is crucial to understand how such changes may affect the visual environment and the experiences of those who interact with it. This assessment aims to identify, quantify, and analyse the anticipated visual impacts of the proposed development, considering its context within the surrounding landscape and community. This VIA assesses the immediate and broader significant views of Tweed Heads, including those that have been noted as being of value in various instruments and policies.

This VIA achieves the following:

- Construction of an assessment methodology derived from established VIA practice in NSW and the objectives of statutory instruments that apply to the Tweed City Centre.
- Establishment of an evidence base comprised of significant viewpoints and edited by CKDS to create renders of the proposed development against the existing view lines.
- Assessment of the evidence base against the established framework.

2.0 The Proposed Development

The proposed development is an 80-unit residential flat building (RFB) for affordable housing purposes. **Table 1** notes the relevant metrics to be considered in this VIA.

Table 1 Key metrics applicable to the VIA

Metric	Proposal
Site Area	2,024m ²
GFA / FSR	6,453.48m ² / 3.2:1
Number of residential units and tenure	80 affordable housing units
Maximum height	42.85 metres
Setbacks	Front street setback of 4 metres < 20 metres and 8 metres < 34 metres
	Secondary street setback of 4 metres < 20 metres and 8 metres < 34 metres
	Side setback of 9 metres < 25 metres and 12 metres < 44.2 metres
	Not applicable to rear setbacks

Figure 2 provides an illustration of the proposed development.



Figure 2 Artistic impression of the affordable housing RFB
Source: CKDS (2024)

3.0 Context

3.1 Statutory Context

Under the *Tweed City Centre Local Environmental Plan 2012* (TCCLEP 2012), the site has a maximum mapped height of buildings provision of 34 metres, with the capacity to achieve a 10% Design Excellence bonus resulting in a maximum height of 37.4m.

State Environmental Planning Policy (Housing) 2021 (Housing SEPP) provides for an additional 30% floor space and height above the maximum permissible height where the development provides >15% affordable housing, which allows for a total maximum result in a maximum height of up to 48.62m.

The proposal has not been through a competitive design process and therefore cannot utilise the 10% bonus, and is therefore compliant with the maximum height of building limit of 44.2 metres at 42.85 metres. It is noted that the proposal 5.77m below the maximum potential height that could be achieved on the site.

Table 2 and **Table 3** sets out the relevant considerations in the TCCLEP 2012 and Tweed DCP 2008 that need to be considered in this VIA.

Table 2 Relevant considerations of the TCCLEP 2012

Provision	Objective
Clause 1.2 Aims of Plan	- Objective (c): to encourage the responsible sustainable management and conservation of Tweed City Centre's natural and environmentally sensitive areas, the built environment and cultural heritage. - Objective (g): to protect and enhance the vitality, identity and diversity of Tweed City Centre.
Clause 2.3 Zone objectives and Land Use Table	- To provide for the housing needs of the community within a medium density residential environment. - To provide a variety of housing types within a medium density residential environment.
Clause 4.3 Height of buildings	- Objective (b): to ensure that building height relates to the land's capability to provide and maintain an appropriate urban character and level of amenity. - Objective (f): to limit the impact of the height of a building on the existing natural and built environment.
Clause 4.4 Floor space ratio	Objective (d): to limit the impact of new development on the existing and planned natural and built environment.
Clause 6.10 Design excellence	- Objective (3)(a): whether the form and external appearance of the development will improve the quality and amenity of the public domain. - Objective (3)(c): whether the development detrimentally impacts on view corridors. - Objective (3)(d): the requirements of the Tweed City Centre DCP. - Objective (3)(e)(iii): heritage issues and streetscape constraints. - Objective (3)(e)(iv): the relationship of the development with other development (existing or proposed) on the same site or on neighbouring sites in terms of separation, setbacks, amenity and urban form. - Objective (3)(e)(v): bulk, massing and modulation of buildings. - Objective (3)(e)(vi): street frontage heights. - Objective (3)(e)(viii): environmental impacts such as sustainable design, overshadowing, wind and reflectivity. - Objective (3)(e)(xi): the impact on, and any proposed improvements to, the public domain.

Table 3 Relevant considerations of the Tweed DCP 2008

Provision	Application to VIA
<i>B1 - Terranora</i>	
B1.3.3 Residential Development	This provision states that certain development within Terranora needs to be designed in order to “ensure that views north from Terranora Road are not entirely interrupted by housing development”. Whilst the proposed development does not sit within the land applicable to this consideration, it is within the view corridor specified.

Provision	Application to VIA
<i>B2 - Tweed City Centre</i>	
2.0 City Centre Character Statements	The Boat Harbour Precinct character statement states “...To make an entry statement as people enter the precinct over the Boyds Bay Bridge landmark buildings up to 13 storeys are encouraged on key sites on northern side of Terranora Terrace and on Monastery Hill and could accommodate a mixture of business and residential uses and tourist accommodation...”.
3.0 Building form	Objective 11: “Ensure building depth and bulk is appropriate to the environmental setting and landform and allows for view sharing and provides good internal building amenity” is a general objective applicable to the entire Tweed City Centre.
3.1 Building Alignment and Setbacks	Objective 10: “To maintain shared views to the ocean and Tweed River” is a general objective applicable to the entire Tweed City Centre.
3.3 Building Depth and Bulk	Objective 6: “To allow for view sharing and view corridors” is a general objective applicable to the entire Tweed City Centre.

3.2 Recent Developments in the Vicinity of the Site

Whilst the area was historically characterised by low scale development, there are a number of recently constructed and approved developments in the immediate proximity to the site that are consistent with the statutory framework that allow for buildings up to 13 storeys in height. In particular we note:

- 1 Brett Street / 26 Recreation Street (immediately adjacent to the site) is currently under construction (see **Figure 3**) for the development of a seven-storey RFB (DA21/0021). The RFB will have a maximum height of 22.7m and is comprised of 22 units.
- 33-35 Boyd Street a 40-unit social housing RFB was recently completed (see **Figure 4**). The development has a height of 23.95m.
- 41-43 Boyd Street (DA22/0795) was recently been approved for the construction of a 31.4m RFB comprising 53 units. The approved development presents a 3.4m (12.14%) variation in height to the 28m height limit (see **Figure 5** which was assessed as having an appropriate visual impact).



Figure 3 Development at 1 Brett Street under construction adjacent to the site



Figure 4 View of the recently completed 33-35 Boyd Street from the Site

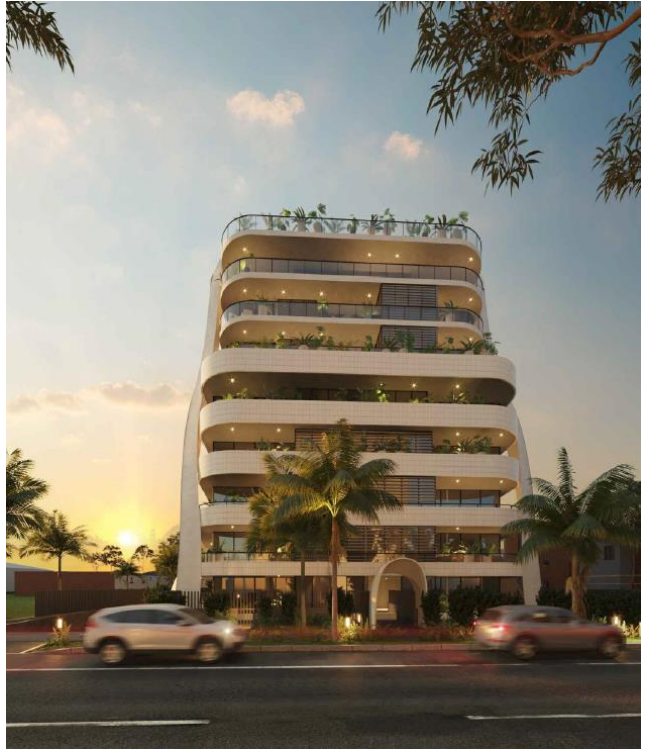


Figure 5 Approved Development at 41-43 Boyd Street
 Source: Tony Owen Partners (2022)

4.0 Methodology

The methodology used to inform this VIA is based on established NSW practices which are derived from the internationally recognised 'Guidelines for Landscape and Visual Impact Assessment' Version 3 (GLVIA3), the NSW LEC planning principle for 'impact on public domain views' established in *Rose Bay Marina Pty Limited v Woollahra Municipal Council and anor [2013] NSWLEC 1046* (Rose Bay).

The methodology comprises the following steps:

1. **The preparation of an Evidence Base:** CKDS have provided a View Impact Assessment inclusive of view sheds and artistic impressions of the proposed development imposed over significant views.
2. **Undertaking an analysis of the evidence base:** A comparison is undertaken of the proposed versus existing view with consideration given to the proposed development.
3. **Assessment to determine overall visual impact with consideration to the applicable planning framework:** The objectives of the relevant statutory objectives included in the TCCLEP 2012, and Tweed DCP 2008 has been conducted.

The Evidence Base is assessed against the following scales of sensitivity, magnitude and significance. The significance is determined by the sensitivity of the view coupled with the magnitude of the proposed change to the view and is scaled as described in the planning principle 'private views' derived from Tenacity. The scales outlined in **Table 4** are utilised in the matrix in **Table 5**.

Table 4 Quantitative Scale of Sensitivity, Magnitude, and Significance

	Scale	Definition
Sensitivity	Low	The landscape or visual context is of a less significant nature, and thus viewers are generally less likely to be disturbed by new developments or changes.
	Medium	The landscape is somewhat significant and visually sensitive, meaning that while some changes may be noticeable, they do not drastically alter the overall character or enjoyment of the view.
	High	These views are highly sensitive to alterations, as they contribute significantly to the aesthetic, cultural, or natural value of the landscape. Changes in these areas can have negative consequences.
Magnitude	Negligible	A visual impact that is so minor it can be disregarded, having no meaningful consequence for the viewer.
	Perceptible	A visual impact that is clearly noticeable but does not lead to significant changes upon the experience of the viewer.
	Considerable	A substantial visual impact that is significant and cannot be overlooked, likely resulting in meaningful consequences.
	Significant	An effect that is important and has major implications, necessitating careful evaluation and response.
	Severe	An extreme visual impact that incurs serious consequences, demanding significant measures to address.
Significance	Negligible	There is no meaningful visual impact on the environment. The viewer's experience remains the same.
	Minor	Visual changes are noticeable but have minimal effect on the overall visual quality or experience. Views are largely unaffected.
	Moderate	Visual changes are clearly noticeable and may alter the character of the view, but the overall integrity of the landscape is maintained. Viewer experience is somewhat affected.
	Severe	Visual changes substantially alter the landscape or view, leading to a significant reduction in visual quality. The viewer experience is greatly affected.
	Devastating	Visual changes create a disruption to the environment, leading to significant negative consequences for the landscape's aesthetic and cultural value. Viewer experience is significantly diminished.

Table 5 Visual Impact Rating Matrix

Sensitivity	Magnitude					
		Severe	Significant	Considerable	Perceptible	Negligible
	High	Devastating	Severe	Moderate	Moderate-Minor	Negligible
	Medium	Severe	Moderate	Moderate-Minor	Minor	Negligible
	Low	Moderate	Moderate-Minor	Minor	Minor	Negligible

4.1 Visual Catchments and Viewpoints

A visual catchment is defined in this assessment report as being the area where the proposed development, either wholly or partially, can be seen from. The visual catchment is influenced by several factors, including but not limited to topography, the nature of the street network, surrounding built environment characteristics, existing vegetation and character of open spaces. In consideration of the visual catchment, human scale is integral, and thus distance, direction and angle of view are also considered. **Table 5** and **Figure 6** outlines the viewpoints that sit within visual catchments utilised in this VIA which includes both views in the immediate vicinity of the site and those key views identified in the Tweed DCP.

Table 5 Viewpoint Overview

No.	Viewpoint	Distance	Orientation	Relevance
1	Park Street	250m	Looking east to the Site at ground level.	This viewpoint is in the vicinity of the Site and thus changes to the character of the area may occur. No specified controls are applicable to this view line; however, the general objectives listen in Table 2 and Table 3 are applicable to this assessment.
2	South Boyd Street	200m	Looking north to the Site at ground level.	This viewpoint is in the vicinity of the Site and thus changes to the character of the area may occur. No specified controls are applicable to this view line; however, the general objectives listen in Table 2 and Table 3 are applicable to this assessment.
3	Razorback Lookout	575m	Looking north-east to the Site at a vantage point approximately 75m higher than ground level.	This viewpoint sits within the Ridgeline and Razorback Precinct specified in 'Chapter B2 – Tweed City Centre', and its character area statement specifies a desire to maintain its low-density nature. Whilst this concept is not directly linked to the retention of any specific views noted within the Tweed DCP, it should be a matter addressed in the assessment of this viewpoint. Thus again, the objectives of other general controls throughout the plan are applicable such as those listed in Table 2 and Table 3 , especially Objective 10 under Section 3.1 Building Alignment and Setbacks being "To maintain shared views to the ocean and Tweed River."
4	Minjungbal Drive	900m	Looking north to the Site at ground level.	The Site sits within the Boat Harbour Precinct as specified in 'Chapter B2 – Tweed City Centre', and its character area statement notes that the view catchment looking north is integral to "make an entry statement as people enter the precinct over the Boyds Bay Bridge." The view line is captured from Minjungbal Drive at Boyds Bay Bridge which is considered the gateway to the Boat Harbour Precinct. The general objectives listen in Table 2 and Table 3 are also applicable to this assessment.
5	Terranora Road	8.25km	Looking north-east to the Site at a vantage point approximately 80m higher than the ground level.	'Chapter B1 – Terranora' of the Tweed DCP states that development applicable that the Terranora Precinct "is required to ensure that views north from Terranora Road are not entirely interrupted by housing development." Whilst this development is not located in the Terranora Precinct, the significance of the view warrants consideration in the VIA. The general objectives listen in Table 2 and Table 3 are also applicable to this assessment.

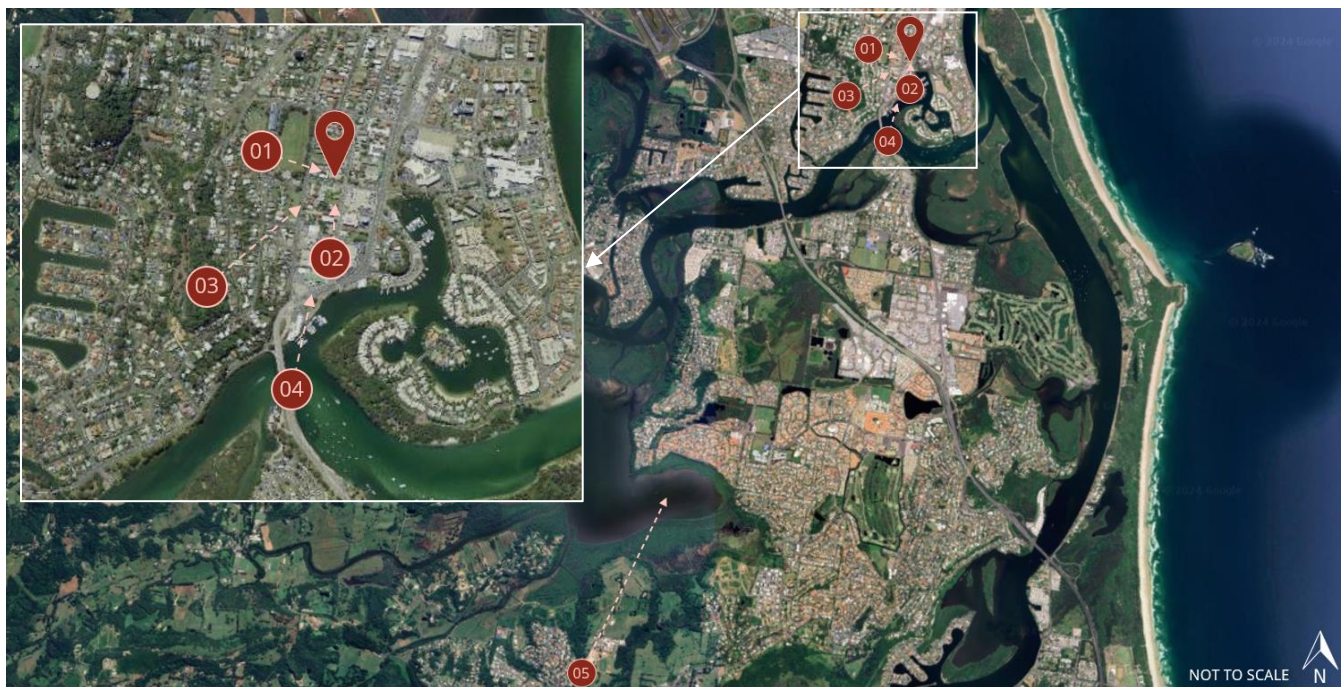


Figure 6 Viewpoints used for the VIA

5.0 Visual Impact Assessment

This section employs the methodology discussed in **Section 4.0** into an assessment of the visual impact upon the five views discussed in **Table 5**.

Park Street



Figure 7 Viewline of view 1
Source: CKDS (2024)



Figure 8 Existing View from Park Street
Source: CKDS (2024)



Figure 9 Proposed View from Park Street
Source: CKDS (2024)

View	View 1 has been captured from Park Street at ground level looking east towards the Site.
Sensitivity	Low: The croquet greens take primacy in this view with the backdrop of low scale development with little architectural interest having minimal visual significance. Additionally, this viewline provides no significant perspective of a valuable ocean, land or landmark view.
Magnitude	Considerable (current) / Perceptible (future): Existing development in the vicinity of the Site predominantly sits below tree canopy, however few developments, such as that on Brett Street, highlight the visual impact of the proposed development in consideration of surrounding future development. The visual impact at the present time is considerable as influenced by the fact that surrounding development is not consistent with the desired future character that can be achieved under the LEP. The visual impact is comparable to the other recent developments highlighted in Section 3.2. This highlights that in a scenario where the surrounding lots are developed in the future consistent with the controls the magnitude of the proposed development would be rated perceptible.
Significance	Minor / Moderate: Although the proposed development significantly alters the current view, that view is of low overall significance. The initial impact of the development will be considerable however as the surrounding sites are redeveloped consistent with the controls it will harmonise visually with those surrounding developments. Therefore, it is concluded that the current visual impact is moderate; however, once surrounding developments are completed, the impact of the proposed development on this view will likely be minor.



Figure 10 Viewline from view 2
Source: CKDS (2024)



Figure 11 Existing View from south Boyd Street
Source: CKDS (2024)



Figure 12 Proposed View from south Boyd Street
Source: CKDS (2024)

View	View 2 is captured from south of Boyd Street looking north. The location the view is captured from is the approximate location of the 41-43 Boyd Street development (refer Figure 5).
Sensitivity	Low: The skyline is entirely comprised of existing medium / high density developments. This view captures the building lines of developments on the western side of Boyd Street as well as a backdrop of the taller towers closer to the Tweed / Coolangatta centre. This viewline does not contain any significant perspective of a valuable ocean, land or landmark view.
Magnitude	Perceptible: The proposed development is consistent with the profile of recent developments on Boyd Street, most evident in this instance in comparison to 33-35 Boyd Street. As noted within the VIA conducted against View 1, the significance of impacts is predominantly caused by the lack of consistency surrounding development has with the existing LEP controls. This view analysis highlights that the visual impact of the proposed development is consistent with that of recently approved developments as well as the Coolangatta skyline to the north. Therefore, the visual impact will be perceptible to future users of the public domain; however, does not significantly alter the existing character of the view.
Significance	Minor: As the existing skyline is of low sensitivity and the magnitude of the impact has been assessed as perceptible, the overall significance of the visual impact is deemed as being minor. The profile of the building from this perspective is extremely similar in nature to that of the approved development of 41-43 Boyd Street (refer Figure 5) as well as the existing façade of 33-35 Boyd Street. The viewers impact will predominantly remain the same as the proposed and future developments are constructed.



Figure 13 Viewline from view 3
Source: CKDS (2024)



Figure 14 Existing View from Razorback Lookout
Source: CKDS (2024)



Figure 15 Proposed View from Razorback Lookout
Source: CKDS (2024)

View	View 3 is obtained from Razorback Lookout from a considerable vantage point looking north-east.
Sensitivity	Medium / High: Whilst not easily accessible to the public, the view captures a large, unencumbered view of the ocean only screened by vegetation in the immediate vicinity of the viewpoint. A large view of the suburb of Tweed Heads is available from this vantage point also and sits in the foreground of the view to the ocean. Only buildings in Coolangatta are noted from this vantage point as protruding past the skyline but notably contribute to the overall value of the view.
Magnitude	Negligible / Perceptible: The proposed development as well as the currently under construction RFB on Brett Street is shown in the mid-ground of the proposed view. As a result of the Site's position in proximity to the view of the ocean, the development does not protrude above the skyline and disrupt the view shed. The impact upon the view in terms of the built environment is perceptible, but again due to the angle of obtaining the view does not significantly change its character. Additionally, given the angle of obtaining this view, does not significantly impact upon the low-density character of the Ridgeline and Razorback Precinct. The property at 41-43 Boyd Street will have a comparable impact upon the visual character of the built environment and it is anticipated that future development within the R3 Medium Density Residential zone will also exhibit a similar visual impact.
Significance	Negligible: Although the view is classed as having a medium/high sensitivity, the magnitude of the proposed impact sits between negligible and perceptible. Given the orientation of the view being obtained from a vantage point, the scale of the development does not significantly impede upon the character of the existing built environment and thus the visual impact is classed as negligible.



Figure 16 Viewline from view 4
Source: CKDS (2024)



Figure 17 Existing View from Minjungbal Drive
Source: CKDS (2024)



Figure 18 Proposed View from Minjungbal Drive
Source: CKDS (2024)

View	View 4 is captured at ground level from Minjungbal Drive looking north towards the Site.
Sensitivity	Medium / High: This view is obtained when entering the suburb of Tweed Heads and has been identified as significant by the TCCDCP 2008 in consideration of the nature of development in the Tweed City Centre. The view consists of a built environment that is indicative of the LGA's significance as a coastal town, combining the boat harbour with the Coolangatta skyline behind it.
Magnitude	Perceptible: The proposed development displays a perceptible visual impact upon this view as the proposed development is consistent with the scale of development behind it to the north and additionally matches the character of the area (both existing and soon to be constructed) in its provision of taller buildings. The introduction of the proposed development will not have significant changes upon the character of the view and moreover, the proposed development is consistent with the desired future character statement of its precinct.
Significance	Minor: Although the sensitivity of the view is classified as medium / high, the proposed development does not diminish the characteristics of the viewline. Given the view is captured from 900m away from the Site, the scale of the development does not overpower the viewline. Additionally, the proposed development does not impede on the view to the waterway and compliments the character of the view to the Coolangatta skyline.



Figure 19 Viewline from view 5
Source: CKDS (2024)



Figure 20 Existing View from Terranora Road
Source: CKDS (2024)



Figure 21 Proposed View from Terranora Road
Source: CKDS (2024)

View	View 5 is captured from a vantage point looking north-east towards the Site.
Sensitivity	Medium: This view captures sights to the natural environment inclusive of the waterway. The built environment can be seen, however does not dominate the skyline as these buildings are approximately 8.25 km away from the viewpoint.
Magnitude	Negligible: The scale of the development ensures that this viewpoint is not adversely impacted. As the building is a significant distance from the viewpoint, a negligible impact is proposed. The magnitude of the proposed change is considered negligible in recognition of ‘Chapter B1 – Terranora’ as no “views to the north from Terranora Road” are meaningfully impacted.
Significance	Negligible: As the magnitude of change is negligible, and the development exists amongst a skyline of development of the same nature, the significance has been deemed negligible. The experience of a viewer would remain unchanged.

6.0 Conclusion

This VIA assesses key views in the immediate and greater vicinity of the Site, including those views identified as being significant in the Tweed DCP.

Table 6 provides a summary of the significance rating of each of the views that was assessed.

Table 6 Summary of Visual Impact Ratings

No.	Viewpoint	Significance Rating
1	Park Street	Minor / Moderate
2	South Boyd Street	Minor
3	Razorback Lookout	Negligible
4	Minjungbal Drive	Minor
5	Terranora Road	Negligible

The immediate views of the site were assessed to be of low visual significance. The initial impact of the development will from certain locations be considerable, however, as the surrounding sites continue to be redeveloped consistent with the desired future character reflected in the planning controls, and currently being taken up on the adjacent development sites, the proposal will harmonise visually with those developments and have a minor visual impact.

The proposed development will also have a negligible to minor impact on the key view locations identified in the DCP of having high value. This is due to the surrounding context, angle and distance to the site from these key view locations.

In light of the above, the proposed development is assessed to have an acceptable visual impact.