



# ORDINARY MEETING OF COUNCIL SUPPLEMENTARY ITEMS

To be held at 5 pm on

**Tuesday 16 November 2021**

Council Chambers

11 Manning Street, KIAMA NSW 2533

## **Members**

The Mayor

Councillor M Honey

Councillor A Sloan

Deputy Mayor

Councillor M Brown

Councillor N Reilly

Councillor K Rice

Councillor W Steel

Councillor D Watson

Councillor M Way

Councillor M Westhoff

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## 17 ADDENDUM TO REPORTS

### 17.1 Approval of Heritage Management Document - 18 Belinda Street, Gerringong - Gerringong Dairy Co-Operative

CSP Objective: 2.0 Well planned and managed spaces, places and environment

CSP Strategy: 2.1 Maintain the separation and distinct nature of local towns, villages and agricultural land

Delivery Program: 2.1.2 Recognise and protect our heritage

#### Summary

In February 1888 the Gerringong Co-Operative Dairy Society was formed and until it closed its doors it was the oldest continually operating dairy co-operative in Australia.

The Gerringong Co-Operative was unique in some respects. At one point in its operation, it had the least number of suppliers of any similar company delivering milk to the Sydney market and drew its supply from the smallest area in regard to the distance of farms to factory.

After being vacant for several years the Gerringong Co-Operative was purchased late last year by the Matters family. A Development Application (DA) has recently been submitted via the NSW Planning Portal for additions and alterations to the Co-Operative for the adaptive reuse of the premises for the following:

- Two restaurants
- Takeaway food & drink premises
- Retail space
- Barbecue hut
- New amenities
- Car parking
- Due to the zoning of the Gerringong Co-Operative a takeaway food & drink premises and a retail premises is not permissible. However, as heritage item, Council can grant approval to a prohibited use if certain requirements are met. This includes ensuring that the use is in accordance with a heritage management document approved by Council.

Council is supportive of adaptive reuses of heritage listed buildings to ensure their ongoing use and conservation.

This report seeks to have the submitted Heritage Impact Statement approved by Council in order to facilitate the determination of the recently lodged DA for the adaptive reuse of the Gerringong Co-operative.

#### Financial implication

Nil

#### Risk implication

Nil

Report of the Director Environmental Services

17.1 Approval of Heritage Management Document - 18 Belinda Street,  
Gerringong - Gerringong Dairy Co-Operative (cont)

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### Policy

Clause 5.10(10)(b) of the *Kiama Local Environmental Plan 2011* outlines that a heritage management document must be approved by Council to provide heritage incentives.

### Consultation (internal)

Internal consultation has occurred with the Development Assessment team.

### Communication/Community engagement

N/A

### Attachments

1 Heritage Impact Statement - 18 Belinda Street Gerringong 2534 [↓](#)

### Enclosures

Nil

## RECOMMENDATION

That Council approve the heritage management document, prepared by Heritage 21, for the adaptive reuse of the heritage listed building (Item 6) on Lot 100 DP 1110583 – 18 Belinda Street, Gerringong.

### Background

being vacant for several years the Gerringong Co-Operative was purchased late last year by the Matters family. A Development Application (DA) has recently been submitted via the NSW Planning Portal for additions and alterations to the Co-Operative for the adaptive reuse of the premises for the following:

- Two restaurants
- Takeaway food & drink premises
- Retail space
- Barbecue hut
- New amenities
- Car parking

Due to the zoning of the Gerringong Co- Operative a takeaway food & drink premises and a retail premises is not permissible. However, as heritage item, Council can grant approval to a prohibited use if certain requirements are met. This includes ensuring that the use is in accordance with a heritage management document approved by Council.

Council is supportive of adaptive reuses of heritage listed buildings to ensure their ongoing use and conservation.



Report of the Director Environmental Services

17.1 Approval of Heritage Management Document - 18 Belinda Street,  
Gerringong - Gerringong Dairy Co-Operative (cont)

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### Zoning issues

The Gerringong Co- Operative is located at 18 Belinda Street Gerringong and is zoned B7 Business Park under the *Kiama Local Environmental Plan (LEP) 2011*. Only the following landuses are permissible under the B7 zone:

*Agricultural produce industries; Air transport facilities; Animal boarding or training establishments; Aquaculture; Bed and breakfast accommodation; Building identification signs; Business identification signs; Cellar door premises; Dwelling houses; Environmental facilities; Extractive industries; Farm buildings; Farm stay accommodation; Flood mitigation works; Forestry; Highway service centres; Home-based child care; Home businesses; Home industries; Home occupations (sex services); Industrial retail outlets; Intensive livestock agriculture; Intensive plant agriculture; Open cut mining; Recreation areas; Roads; Roadside stalls; Secondary dwellings; Stock and sale yards; Water supply systems*

Neither a takeaway food & drink premises or a retail premises are permissible on this site. However, as heritage item, Council can grant approval to a prohibited use if certain requirements are met. This includes ensuring that the use is in accordance with a heritage management document approved by Council.

### Heritage Conservation Incentives

Clause 5.10(10) of LEP 2011 outlines that Council can grant consent to any development, even if it is otherwise prohibited, if the site is a heritage listed property and the conservation of the heritage item is facilitated by the consent.

In order for Council to grant consent, under clause 5.10(10), the following matters must be satisfied:

- (a) the conservation of the heritage item is facilitated by the granting of consent, and
- (b) the proposed development is in accordance with a heritage management document that has been approved by Council, and
- (c) the consent to the proposed development would require that all necessary conservation work identified in the heritage management document is carried out, and
- (d) the proposed development would not adversely affect the heritage significance of the heritage item, including its setting, and
- (e) the proposed development would not have any significant adverse effect on the amenity of the surrounding area.

Point (b) requires that the development be in accordance with a heritage management document that has been approved by Council. Recent Land and Environment Court cases have demonstrated that such a heritage management document must be approved by Council before development consent can be granted. This report seeks to have the submitted heritage management document in order to facilitate the approval of the recently lodged Development Application (DA) for the adaptive reuse of the Gerringong Co- Operative.

### Assessment of Heritage Management Document

The LEP 2011 defines a heritage management document as:

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Report of the Director Environmental Services

17.1 Approval of Heritage Management Document - 18 Belinda Street,  
Gerringong - Gerringong Dairy Co-Operative (cont)

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- (a) a heritage conservation management plan, or
- (b) a heritage impact statement, or
- (c) any other document that provides guidelines for the ongoing management and conservation of a heritage item, Aboriginal object, Aboriginal place of heritage significance or heritage conservation area.

The applicant for the DA has submitted a heritage impact statement as part of their application documentation. Kiama LEP 2011 prescribes that a heritage impact statement must contain:

- (a) a statement demonstrating the heritage significance of a heritage item or heritage conservation area, and
- (b) an assessment of the impact that proposed development will have on that significance, and
- (c) proposals for measures to minimise that impact.

The attached Heritage Impact Statement has satisfactorily addressed these matters.

#### Statement of Heritage Significance

Schedule 5 of LEP 2011 identifies the site as Heritage Item I6 – Gerringong Dairy Co-Op. The Heritage Inventory sheet for Item I6 contains the following statement of significance:

*The Gerringong Dairy Complex, as one of two similar complexes, is historically important for its ability to illustrate the development of the dairy industry in the Kiama district during the 1930s. The complex is regionally representative of Inter-War cooperative dairy complexes associated with the industrialisation of dairy farming in the Illawarra region and linking by rail to the Sydney markets and possesses strong aesthetic characteristics stemming from the simple additive industrial forms which create a strong focus in the landscape.*

The submitted Heritage Impact Statement, prepared by Heritage21, contains the same statement of significance as well as the following Statement of Significance on the State Heritage Inventory:

*The Gerringong Dairy Complex, as one of two similar complexes, is historically important for its ability to illustrate the development of the dairy industry in the Kiama district during the 1930s. The complex is regionally representative of Inter-War cooperative dairy complexes associated with the industrialisation of dairy farming in the Illawarra region and linking by rail to the Sydney markets and possesses strong aesthetic characteristics stemming from the simple additive industrial forms which create a strong focus in the landscape.*

#### Assessment of the Impact

The submitted Heritage Impact Statement includes the following assessment of heritage impacts:

*The subject site including the Gerringong Dairy Co-Op is a heritage listed item under schedule 5 of the Kiama LEP 2011. The proposed modifications to the place include alterations and additions to the dairy co-op buildings in order to*

## Report of the Director Environmental Services

17.1 Approval of Heritage Management Document - 18 Belinda Street,  
Gerringong - Gerringong Dairy Co-Operative (cont)

*adaptive reuse the spaces which would include two restaurants, takeaway food and drink premises, retail space, barbecue hut, new amenities and open air car parking area. The proposal would also include the demolition of the existing yellow brick masonry former hardware store located in the south-eastern corner of the subject site. This hardware store building is a mostly c1970s addition and is in extremely poor condition. This hardware store does not include any heritage significant fabric. The demolition of the former hardware store building would not engender a negative heritage impact on the heritage significance of the subject site.*

*The proposal would include alterations and additions within the interiors of the existing dairy co-op buildings to convert them into dining spaces and commercial kitchens of the proposed two restaurants, retail space and office areas. The proposal would include the removal of some of the timber internal doors. However, the door reveals of these timber doors would be retained. As such, the identification of the original fenestration pattern of the heritage listed building would be legible. The proposal would also include the demolition of the later addition office and kitchen fit-outs are mostly likely a recent addition to the building. Alterations to these spaces would not engender any negative heritage impact on the subject building.*

*The proposal would largely retain the presentation of the Gerringong Dairy Co-Op buildings along the northern façade. The existing railway deck along the western façade is in a poor condition as the timber decking has deteriorated. The proposal would include conservation of the deck in the areas in which it is in a good condition and the areas in which the timber has deteriorated, it would be replaced with hardwood timber decking to match the existing. As such, the proposal would facilitate the conservation of the heritage fabric. The only major alteration along the western façade would be the installation of the new metal balustrade and handrail to the existing timber deck. The simple design of the balustrade would ensure that it would be clearly identifiable as a later addition. The sleek design of the handrail system would utilise steel plates ensuring that the original façade of the building is visible from the public domain. As such, the proposed alterations would not negatively impact the heritage significance of the subject building.*

*The proposal includes alterations and additions within the interiors of the storage shed area which would involve the introduction of square openings within the brick walls. The new openings would retain nibs and squandrels ensuring that the original floor layout of the Gerringong Dairy Co-Op would remain legible. The alterations and additions within the interiors to accommodate the new kitchen and cooking areas of the restaurants would require the installation of new walls/wall finishes. Heritage 21 has recommended that 90mm framed partitions should be installed in these areas on top of which CFC sheeting or gyprock sheeting should be installed. The framing of the new walls is to be fixed to the original tiling with dark blue border in the existing milk room areas. The new walls finishes are to be installed against the CDC sheeting ensuring that the works would be reversible and also would not impact significant heritage fabric. The proposal would also installation of a small mechanical plant within the existing*

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*roof space area. The proposal would also installation of a small mechanical plant within the existing roof space area. This mechanical plant would be within the existing building envelope and would not alter its bulk, scale or massing. As such, the proposed alterations and additions would not engender a negative heritage impact on the heritage significance of the subject site.*

*The proposal would facilitate conservation of the heritage fabric of the former dairy buildings including the removal of the asbestos elements from the gables, eaves, and soffit areas. The proposal would facilitate the cleaning of the brick masonry walls and would refurbish and repair the original timber doors and windows of the Gerringong Dairy Co-Op. The proposal would also bring about the conservation and repair of the deteriorated timber elements including the timber sliding doors, windows, louvers, fascia boards and eaves as well as the external timber decks. Some of these timber elements have deteriorated and are rotten. They would be replaced like for like to the existing elements, ensuring that the presentations of the original building is reinstated and retained.*

*The proposed development at the subject site includes the construction of a new single storey building within the subject site to accommodate services, amenities, outdoor seating, barbeque hut and take-away services. These new buildings would mostly be located to the rear of the main brick masonry buildings of the Gerringong Dairy Co-Op. The design of these buildings would be contemporary but simple in form and scale, ensuring that the new development is complimentary to the existing buildings on site. The new buildings would incorporate curves and circular elements in their design which would be clearly distinct from the rigid brick masonry of the heritage listed buildings. These new buildings would not imitate the heritage buildings and would be clearly identifiable as a later addition. The new buildings would use modern materials like steel and hardwood timber which would be clearly distinct but compatible with the significant heritage fabric of the site. The proposed form of the new buildings on site would, in Heritage 21's opinion, be highly contemporary, in contrast with the existing dairy buildings. In addition, the contemporary form would be sympathetic to the surrounding structures in the immediate vicinity of the site. We note that Article 22.2 of the Burra Charter details "new work should be readily identifiable as such but must respect and have minimal impact on the cultural significance of the place." The proposed materials and finishes to the new development, whilst contemporary, would ensure the introduction of high-quality materials that would not require ongoing maintenance. The proposed materials and finishes would also articulate the contemporary nature of the new development, particularly as they would not replicate the materiality of the original heritage listed building. In addition, the proposed materials and finishes would be effective in creating a design that would not dominate the existing surrounding built forms. The recessive and clearly identifiable contemporary buildings would blend into the surrounding streetscape and would minimise the impact of the proposed development, allowing the heritage item to stand out.*

*The proposal would include upgradation works to the existing landscape setting of the subject site. This would enhance the presentation of the subject site within the surrounding locality and ensure that the new works sit comfortably in the*

## Report of the Director Environmental Services

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*existing context without being visually dominant or overly prominent. These measures would ensure that the visual curtilage of the original building and the heritage item in the vicinity is also respected. The proposed upgradation to the landscape would also enhance the interaction of the public with the subject site.*

*The proposed works listed above would facilitate the adaptive reuse of the Gerringong Dairy Co-Op ensuring that the heritage item is retained within the Gerringong locality. It would also enhance the public engagement with the heritage site, development interpretation opportunities within the subject site to educate the people visiting the place of the history and heritage significance of the site.*

*Heritage 21 is confident that for the above reasons listed above the proposal of adapting the Gerringong Dairy Co-Op to convert it into a hospitality precinct would retain the heritage item and bring about its conservation. As such, the proposed development would not engender a negative heritage impact on the heritage significance of the Gerringong Dairy Co-Op.*

This assessment has been reviewed by staff against the provisions of clause 5.10 of the Kiama LEP 2011, Chapter 4 of the Kiama Development Control Plan (DCP) 2020 and The Burra Charter.

The works, including the recommendations of Heritage21 (see below), are consistent with the Articles of The Burra Charter. The works proposed to the heritage listed buildings involve minimal change to both the internal layout and the external appearance, consistent with Article 21.2. Consistent with Article 7.2, the new uses of the building are compatible with its cultural significance and will ensure the community have an ongoing connection to the place and are able to experience the cultural heritage of the Gerringong Co- Operative. As outlined by Heritage21, the new works (i.e., the new amenities, outdoor seating, barbeque hut and take-away services buildings) are readily identifiable as new works but, by utilising industrial materials, respect the cultural significance of the place.

Upon review, staff agree with the assessment of Heritage21 as the proposed works and adaptive reuse are consistent with the conservation processes of The Burra Charter and by extension the Kiama LEP 2011 and Kiama DCP 2020.

#### Measures to minimise impact

The Heritage Impact Statement concludes that, in the view of Heritage 21, there are no aspects of the proposal which could be detrimental to the significance of the subject site and heritage item in the vicinity.

To ensure the maximum conservation of the significance of the subject site and heritage item Heritage 21 have recommended the following:

1. Any repair or conservation work onto the heritage fabric should be carried out by suitably qualified heritage professionals and tradesmen.
2. A Photographic Archival Recording (PAR) should be prepared by a suitably qualified Heritage Consultant prior to any development being carried out on the site.

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Gerringong - Gerringong Dairy Co-Operative (cont)

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3. The proposed new walls and services that are to be installed within the kitchen areas of the new restaurants, in the interiors of the Gerringong Dairy Co-Op should consider physical impact onto the original fabric of the building and should preferably be made of stand-alone fixtures.
  4. An Interpretation Strategy should be prepared by a heritage professional.
  5. An Interpretation Plan should be prepared to develop content, installation strategy and/or a maintenance plan for the proposed interpretive media.
  6. A Heritage Architect should be engaged to periodically monitor the works on site, give necessary advice and sign off upon conclusion.

These recommendations are consistent with the conservation practice as outlined by The Burra Charter. As required by clause 5.10(10)(c), if development consent is granted for the recently lodged DA for the adaptive reuse of the Gerringong Co-Operative conditions of consent will be imposed requiring the conservation recommendations of Heritage21 by undertaken.

**Conclusion**

The submitted Heritage Impact Statement (i.e. a heritage management document) satisfactorily addresses the requirements of the LEP 2011.

Staff have reviewed and agree with Heritage21's assessment of heritage impact. The proposed development is consistent with the conservation processes of The Burra Charter and by extension the Kiama LEP 2011 and Kiama DCP 2020. Heritage21 has recommended additional practices, consistent with the conservation practice as outlined by The Burra Charter, to ensure the conservation of the Gerringong Co-Operative's cultural significance.

Once approved, the submitted Heritage Impact Statement will be used to facilitate the determination of the recently lodged DA for the adaptive reuse of the Gerringong Co-Operative.

# STATEMENT OF HERITAGE IMPACT

Proposed Development at  
*Gerringong Dairy Co- Op*  
18 Belinda Street  
Gerringong



Job No. 8989  
October 2021

**Heritage 21**  
CULTURAL BUILT HERITAGE IN THE 21ST CENTURY

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Heritage Impact Statements

Conservation Management Plans

On-site Conservation Architects

Photographic Archival Recordings

Interpretation Strategies

Expert Heritage Advice

Fabric Analyses

Heritage Approvals & Reports

Schedules of Conservation Work

Statement of Heritage Impact • Gerringong Dairy Co-Op • 18 Belinda Street, Gerringong

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**Acknowledgement of Country**

Heritage 21 wishes to acknowledge the Traditional Owners of country throughout Australia and recognise their continuing connection to land, waters and community. We pay our respects to them and their cultures; and to elders both past and present.

Cover page: View to the former Rail Sidings and Gerringong Co-Op Dairy sheds. (Source: Heritage 21, 25.08.2021)

The following Table forms part of the quality management control undertaken by Heritage 21 regarding the monitoring of its intellectual property as issued.

Issue	Description	Date	Written by	Reviewed by	Issued by
1	Draft report (D1) issued for comment.	11.10.2021	AP	-	AP
2	Draft report (D2) issued for comment.	22.10.2021	AP	-	AP
3	Report (RI) issued.	25.10.2021	AP	-	AP

## 1.0 INTRODUCTION

### 1.1 Background

This Statement of Heritage Impact ('SOHI' or 'report') has been prepared on behalf of the owner of the subject site in the context of a development application for alterations and additions to the Gerringong Dairy Co-op including the adaptive re-use of the subject buildings.

### 1.2 Site Identification

The subject site is located at 18 Belinda Street, Gerringong ('the site'), which falls within the boundaries of the Municipality of Kiama Local Government Area (LGA), and it comprises Lot 100/DP1110583. The site is located on the northern side of Belinda Street, near the Gerringong train station and near the intersection of Belinda and Victoria Streets. The setting and topography of the site will be more fully described in Section 3.0 below.



Figure 1. Aerial view of the site, which is highlighted in yellow (Source: NSW Land and Property Information, 'SIX Maps', n.d., <http://maps.six.nsw.gov.au/>)



**Figure 2.** Aerial view of locality with approximate boundaries of the subject site outlined in red. (Source: NSW Land and Property Information, 'SIX Maps', n.d., <http://maps.six.nsw.gov.au/>)

**1.3 Heritage Context**

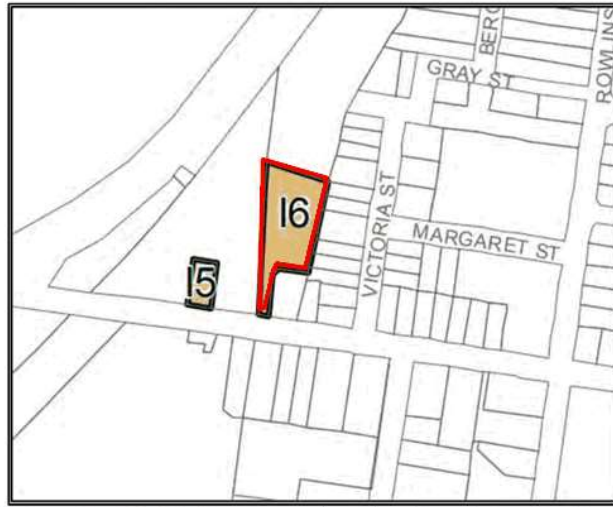
**1.3.1 Heritage Listings**

The site is listed as an item of environmental heritage in the Kiama Local Environmental Plan ('KLEP') 2011. However, the site is **not** listed on the State Heritage Register, the National Trust Register (NSW) or the Former Register of the National Estate. The site is also included on the NSW Rail S170 Register. The listings of the site are summarised below:

Statutory List – Legislative Requirements				
List	Item Name	Address	Significance	Item No.
Kiama Local Environment Plan 2011	Gerringong Dairy Co-Op	18 Belinda Street	Local	16
Non-Statutory List – Information Only				
List	Item Name/ Description			Item No.
NSW State Rail S170 Register	Gerringong Railway Dairy Siding Remains			4807651



Statement of Heritage Impact • Gerringong Dairy Co-Op • 18 Belinda Street, Gerringong



**Figure 3.** Detail from Heritage Map HER\_014; the main complex of the subject site is outlined in red and heritage items, some of which are within the vicinity of the site, are marked brown. (Source: NSW Legislation Online, <https://www.legislation.nsw.gov.au/view/pdf/map/679a4d3b-6659-4bec-f751-c6a8ec95f22a>)



**Figure 4.** The S170 Register listing boundaries of the Gerringong Railway Dairy Siding Remains, outlined in red. (Source: State Heritage Inventory, <https://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=4807651#ad-image-0>)

The subject site is **not** located within the boundaries of any Heritage Conservation Area listed under the KLEP 2011.

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### 1.3.2 Heritage Items in the Vicinity

As depicted in Figure 3 above, the subject site is situated within the general vicinity of the following heritage item, listed under Schedule 5 of the KLEP 2011. The details of the listing follows:

Item	Address	Significance	Item Number
Old Stationmaster's Cottage	16 Belinda Street	Local	I5

### 1.4 Purpose

The subject site is a heritage item and is located in the vicinity of a heritage item, all of which are listed under Schedule 5 of the KLEP 2011. Sections 5.10(4) and 5.10(5) of the KLEP 2011 require Kiama Municipal Council to assess the potential heritage impact of non-exempt development, such as the proposed works (refer to Section 5.0), on the heritage significance of the abovementioned heritage items and, also, to assess the extent (whether negative, neutral or positive) to which the proposal would impact the heritage significance of those heritage items. This assessment is carried out in Section 6.0 below.

The applicant also seeks to rely on certain conservation incentives provided for under clause 5.10(10) of the KLEP 2011. This Statement of Heritage Impact also addresses the requirements of that clause.

Accordingly, this SOHI provides the necessary information for Council to make an assessment of the proposal on heritage grounds.

### 1.5 Methodology

The methodology used in this SOHI is consistent with *Statements of Heritage Impact* (1996) and *Assessing Heritage Significance* (2001) published by the Heritage Division of the NSW Office of Environment and Heritage and has been prepared in accordance with the principles contained in the most recent edition of *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance* 2013 ('Burra Charter').

### 1.6 Authors

This Statement of Heritage Impact ('SOHI' or 'report') has been prepared by Ankita Powale and overseen by Paul Rappoport, of Heritage 21, Heritage Consultants.

### 1.7 Limitations

- This SOHI is based upon an assessment of the heritage issues only and does not purport to have reviewed or in any way endorsed decisions or proposals of a planning or compliance nature. It is assumed that compliance with non-heritage aspects of Council's planning instruments, the BCA and any issues related to services, contamination, structural integrity, legal matters or any other non-heritage matter is assessed by others.

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- This SOHI essentially relies on secondary sources. Primary research has not necessarily been included in this report, other than the general assessment of the physical evidence on site.
- It is beyond the scope of this report to address Indigenous associations with the subject site.
- It is beyond the scope of this report to locate or assess potential or known archaeological sub-surface deposits on the subject site or elsewhere.
- It is beyond the scope of this report to assess items of movable heritage.
- Heritage 21 has only assessed aspects of the subject site that were visually apparent and not blocked or closed or to which access was not given or was barred, obstructed or unsafe on the day of the arranged inspection.

### **1.8 Copyright**

Heritage 21 holds copyright for this report. Any reference to or copying of the report or information contained in it must be referenced and acknowledged, stating the full name and date of the report as well as Heritage 21's authorship.

## 2.0 HISTORICAL CONTEXT

### 2.1 History of Gerringong

The following history of Gerringong has been extracted from the Gerringong-Gerroa website:<sup>1</sup>

*THE early settlement of Gerringong was closely related to the timber industry and various primary industries such as cattle, agriculture and dairying.*

*As early as 1810 the area was visited by cedar getters, wealthy merchants in Sydney organising the despatch of small vessels to the South Coast where, at various points, timber was loaded, having been brought in by bullock teams.*

*The clearing carried out by the sawyers encouraged further clearing for occupation and agricultural use. The natural richness of the soil was soon apparent in good crops of corn, maize, barley and, to a lesser degree, tobacco.*

*The first land grants in the district were made in 1817 including, at Gerringong, William Smith (600 acres at Omega in 1825).*

*Lieutenant Thomas Campbell secured 1280 acres from Omega to Mount Pleasant in 1825 before transferring it to his brother-in-law, James Mackay Gray in 1834. James became an outstanding citizen throughout the Illawarra.*

*Michael Hindmarsh and his wife Cecilia were the first permanent settlers in the Gerringong district. Michael obtained a grant of 640 acres in 1827 and later built his home Alne Bank, which is still occupied by members of the family today.*

*Robert Miller arrived in Australia from Scotland in 1834 with his wife and six children and, in 1835, he bought 600 acres from William Smith, naming the property Renfrew Park after his Scottish home.*

*He immediately set to work on what was considered an impossible task, draining and clearing the swamp lands on his property and transforming it into some of the area's richest pasture lands. (His descendant, Mr JM Miller, later obtained council's permission for the subdivision of part of his farm to include 280 seaside town blocks, which became the nucleus of a separate little community - today's Werri Beach. Not bad for an area that was originally dismissed as valueless swamp!)*

*Others to follow included the Emery family and Ewan Campbell and his family in 1838.*

<sup>1</sup> Gerringong-Gerroa, <http://www.gerringong-gerroa.com/history-l.htm>



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*In 1849 a new road was cleared from Kiama to Gerringong. It was, until that time, only a rough track. As the Omega swamp was difficult to cross, the early road went into Rose Valley and around the hills.*

*When the swamp was drained the main road came up Fern Street, turned into Belinda Street at the Memorial Hall and down to the present Princes Highway.*

**PROCLAMATION**

*In August 1824, Governor Brisbane instructed surveyor James McBrien to survey the land surrounding "Long Nose Point" (Blackhead, Gerroa).*

*The governor's instructions were to map the area and lay out areas suitable for land grants and a township.*

*He was also to reserve exclusively for the Crown all lands located near the entrance to harbours, creeks, bays and rivers. The survey resulted in the reservation of 600 acres at the present day site of the Gerringong township.*

*While Gerringong was first gazetted as a postal town in 1829, it wasn't until January 17, 1854, that the Governor of NSW proclaimed the site of the "Village of Gerringong".*

*The street names of Jupiter, Belinda, Blackwood, Greta, Fern, Coal and Percy Streets were designated on the village plan. (No information can be found from the Lands Department or Mitchell Library as to why these names were chosen.)*

*The year after proclamation saw the first town blocks put up for sale the first purchasers being J Emery, G Gray, R Miller, J Miller, A Armstrong, Margaret Campbell, J Blow, C Moffit, T McIntyre, R Boxsell, T Boxsell, W Marks, S Timms, J McLelland, J Sherwood and J Wilson.*

*Many of the original business premises were built just south of the present township, this being because of the closer proximity to Boatharbour.*

*Businesses included a blacksmith and the Boat Harbour Store. Later came the Ocean View Inn, which was the place where the horses were changed for the stage coaches going on to Coolangatta and Nowra. Churches were built in the 1850s, the first began in 1850 when the Methodists built a slab and bark church. In 1854 the Presbyterian Church was built of timber, followed by the Church of England in 1856 and the Roman Catholic Church in 1882.*

*When the first official post office was opened in 1857, Gerringong became the official spelling for the town.*



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*Gerringong was proclaimed a municipality in 1871, however, prior to this it came under the banner of the Kiama Municipality in 1859.*

**SHIPPING**

*As the production of the district increased, better methods of transport and marketing were required. In the 1850s small vessels called in at Boatharbour and, although early difficulties were overcome with the fixing of mooring chains in 1863, regular visits were not at first made.*

*A demonstration of the early difficulties was the fact that, in 1870 a butter wagon was sent from Kiama, travelling as far as Foxground to bring back the kegs of butter and other products to Kiama Harbour where it was loaded onto steamers bound for Sydney and elsewhere.*

*To overcome their problems somewhat, farmers joined together and bought their own vessels, including the Agenoria and, in 1875, the Dairymaid.*

*Still, small cargo boats had to be loaded with the produce and taken out to sea some distance before being loaded onto the larger vessels. The process, naturally, was painstaking, and work soon began on the construction of a jetty, which was completed in 1884 with the help of government funding. Extensions were then made by respected council contractor John Britain Taylor.*

*As the district prospered and production further increased, the need arose for a central depot and, eventually, for the manufacture of butter along co-operative lines (whereby farmers pool their produce).*

*The Gerringong Co-operative Factory was first worked on September 3, 1888. Today, it is the longest continuing co-op in Australia.*

*A dairy company was formed at Omega in 1880 and, in 1883, sent its first consignment of condensed milk to Sydney.*

*From 1880, regular visits by the Peterborough brought added business to the village. But the cessation of shipping following extension of the Illawarra railway line to Gerringong in 1893, saw much of the produce transferred to the railway system and the reliance on shipping for the export and import of produce slowly dwindled.*

*The official death knell sounded in 1891 after a great storm smashed the jetty to pieces.*

**LOCAL GOVERNMENT**

*When the municipality of Kiama was established in 1859, it included the townships of Kiama (centra), Jamberoo, Gerringong and Broughton Vale*

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*There was much dissatisfaction expressed by Gerringong residents with the arrangement, However. As early as 1859 a meeting was held at Gerringong to discuss the possibility of having the area break away as a separate municipality.*

*The discontent continued until 1871 when Gerringong property owners were successfully petitioned for independence. The Gerringong Municipal District was incorporated on April 24, 1871, and the first election held on June 2, when nine councillors were elected, led by mayor ME Robson. The first meeting was held three days later on June 5 in the Lanterrick Hotel, which, in the absence of an official meeting place, served as the council chambers over the ensuing months.*

*While Jamberoo gained its independence 20 years later, the wheel turned full circle in June 1954, when the three townships were once again amalgamated under the Kiama Municipal banner.*

#### **THE GREAT FIRE**

*One of the most dramatic events in the history of Gerringong was a great fire that burnt out most of the commercial district in 1872, leaving the community devastated.*

*The disaster occurred in July of 1872 when a grass fire started in Willow Vale and, whipped up by a strong westerly wind, raged across paddocks before destroying a large part of the town including the Church of England, minister's residence and church school, the Lanterrick Hotel, the blacksmith's and other buildings.*

*As there was no water supply and most buildings were made of timber, the devastation was great.*

*With the Lanterrick Hotel razed, council held its meetings in the offices of the Gerringong Navigation Company until a council chambers was built in Fern Street in 1877.*

#### **EDUCATION**

*Many outlying schools were built before the Gerringong Public School in the town. Omega School was built in 1860, Rose Valley in 1868, Toolijooa in 1871 and Foxground Public School in 1876.*

*Gerringong Public School was built in Fern Street and opened with Mr Bousfield as headmaster and 60 pupils in 1876. A student teacher, Miss Catherine Rutledge, was soon appointed.*

*The school stayed in this location until 1994 when a new school was opened in Archibald Road, Gerringong.*

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All outlying schools eventually closed as roads and transport became more accessible.

The only high schools for children up until about 1945 were Wollongong and Nowra Intermediate High School.

**OTHER SIGNIFICANT BUILDINGS**

The township's first police station - which exists today as a private residence - was opened in 1882 in Fern Street, It was a handsome brick building with lock-up cells at the back.

The School of Arts was built in 1883 and used for all public functions until the Gerringong Town Hall was opened in 1958.

**POINTS OF INTEREST**

The Australian land speed record was set on the beach at Gerroa in 1929 by a bloke called Wizard Smith.

On January 11, 1933, Sir Charles Kingsford Smith made the historic flight from Gerroa Beach to New Plymouth, New Zealand, in a time of 14 hours and 10 minutes. He was sent off in his plane, the Southern Cross, by great crowds of Gerringong residents who braved the chilly conditions of the 2.50am departure.



Figure 5. Map of the town of Gerringong, excluding the subject site, dated 30 March 1976. (Source: HLRV, <https://hlrv.nswlrs.com.au/>)

## 2.2 Gerringong Dairy & Sidings

The following history of Gerringong Dairy & Sidings has been extracted from the State Heritage Inventory listing of the site:<sup>2</sup>

*The first European settlers in the area were red cedar cutters, who were first recorded as having visited and logged in the area in 1814. As in much of coastal New South Wales, the cleared land was used for dairy farming and cedar cutting died out, as the cedar trees disappeared. Dairy farming became the predominant primary industry.*

*In February 1888 the Gerringong Co-Operative Dairy Society was formed and until it closed c2000 it was the oldest continually-operating dairy co-operative in Australia. The Co-operative began operations in a timber building erected by J B Taylor on the site of the present Mayflower Retirement Village. Directors were Messrs. G J Hindmarsh, Miller, Lee, Bailey, Jordan, Maynes, Wilson, Rutledge and Sharpe. In June 1908 the Co-op was transferred to a brick building near the local railway station.*

*Gerringong station opened on 2 June 1893. With the extension of the line from Kiama to Bomaderry, it was now possible for the co-op to have its own rail siding and it was decided that cartage costs would be cheaper if the factory was sited closer to the rail line. A dead-end siding was opened for the factory on 7th September 1907. A produce store was added in 1935, and the rail siding was extended and completed in 1936. This allowed the direct transfer of milk to the South Coast Milk Train from its own siding. Hardware, building supplies and other merchandising outlets appearing in the 1970's, with a further extension in 1982. (<http://www.library.kiama.nsw.gov.au/newlibrary/index.php/local-history/92-local-history/local-history-articles/377-gerringong-co-operative-dairy-society>)*

*The siding consisted of a single lead trailing to Sydney bound trains. This meant that it was easy to shunt to pick up loaded wagons bound for Sydney, but not easy to leave empty wagons from Sydney.*

*A special method was therefore used to shunt the siding in the Nowra bound direction. The train would stop before the turnout to the siding and both ends of the milk wagon(s) were uncoupled. The train would rush forward, giving the milk wagons a momentary tug, and as soon as the front part of the train had cleared the turnout, the turnout would be changed into the siding and the milk wagons would coast into the siding where the guard would apply the brakes at the appropriate time. The locomotive would then reverse to pick up the remainder of*

<sup>2</sup> State Heritage Inventory, <https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=4807651>



the train. (Milk, Gerringong and Shunting Facing Turnouts Parker, Bruce Australian Railway Historical Society Bulletin, October 1996 pp291-294).

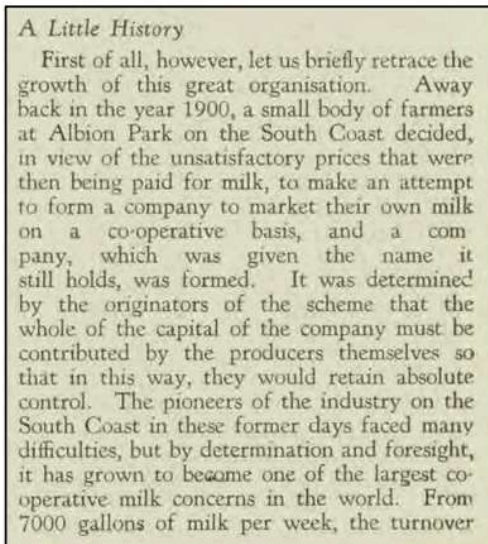


Figure 6. History of the Dairy Co-Operative, included in *Building: The Magazine for the Architect, Builder, Property Owner and Merchant*. Published November 12, 1935, page 36. (Source: Trove, <https://nla.gov.au/nla.obj-297698561/view?sectionId=nla.obj-303392792&partId=nla.obj-297738922#page/n41/mode/1up>)

The original Gerringong Co-operative factory first commenced its operation on 3 September 1888, building only began in May 1888. In June 1908 the co-op was transferred to a building near the local railway station where the current site is situated. Figure 7(below) was published on 10 February 1909 in the *Kiama Independent* describes the renovation of the new factory nearing completion in about 1 to 3 weeks' time. In the article published on 24 March 1909 in *The Kiama Independent* stated the factory opened a week earlier.<sup>3</sup>

<sup>3</sup> Local and General News. (1909, March 24). *The Kiama Independent, and Shoalhaven Advertiser (NSW : 1863 - 1947)*, p. 2. Retrieved September 15, 2021, from <http://nla.gov.au/nla.news-article106176325>

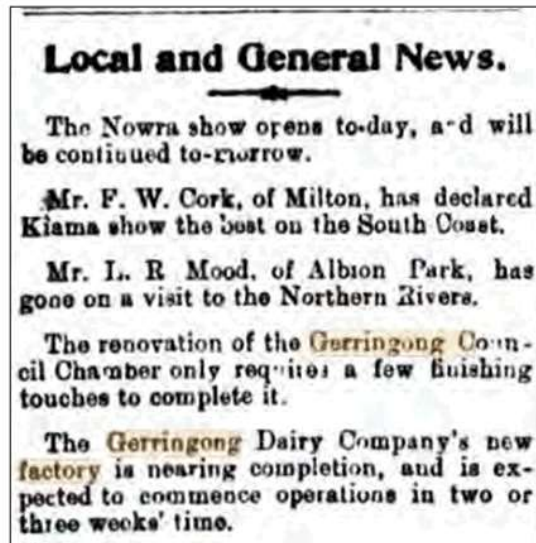


Figure 7. 'Local and General News', 10 February 1909, *Kiama Independent*, (Source Trove: <https://trove.nla.gov.au/newspaper/article/106175214?searchTerm=butter%20factory%20%221908%22%20Gerringong#>)

The following historical notes of the building on 18 Belinda Street have been extracted from the State Heritage Inventory for the subject site:<sup>4</sup>

*The Gerringong Butter Factory opened in September 1888 and was built on the site of the Mayflower Retirement Village. The building and plant machinery had cost nearly £2,000.*

*The first annual meeting of the Gerringong Co-operative Dairy Society limited was held on 23 August 1889. Mr George Hindmarsh was elected Chairman of Directors. The butter maker was J. York until illness forced his resignation. Mr J. Blanchfield replaced him. Mr David Weir was employed as carrier.*

*Butter in those days was distributed through the South Coast and West Camden Co-op Company and in 1890 a portion of Gerringong butter was shipped to London and the Crown Brand was registered as the Company butter brand.*

*With the coming of the railway line to Gerringong in 1893 it was decided that cartage costs would be cheaper if the factory was sited closer to the railway station. A dead-end siding was opened for the Gerringong Dairy Company factory on 7 September 1908. It was then decided to relocate the factory to land close to Gerringong Railway Station. Mr. Crozier, a day labourer carried out the removal of the factory, and James Budge of Sydney installed the machinery. Mr. Cordery, of Nowra then painted the factory, for the first time. The water supply to the new factory was designed by Kiama surveyor, McCaffrey, and drawn from Mr T.R. Moffitt's property.*

<sup>4</sup> Gerringong Dairy Co-op, 2005, 'Kiama Heritage Inventory', State Heritage Inventory Number. 1860111.

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*In 1910 the factory was washed with lime and Waugh & Josephson installed a brine tank and coils to cool the milk. In January 1913 half a chain of land was erected at a cost of £1686 and a new produce store was built at the same time. The cost of the store was £442. A pasteuriser was also installed. The rail siding was extended and was completed in 1936. The Society was allocated an export number for butter production No. 288 and the "Allowrie Brand" was granted in June 1937.*

Objects used in the factory such as butter rollers and a butter box are on display in the Gerringong Historical Museum.<sup>5</sup> By 1912, the co-operative handled over 70% of the Illawarra and Shoalhaven milk going to Sydney, supplied by 500 farms between Bulli and the Shoalhaven River.<sup>6</sup>

Figure 8 is a photograph from 1940 facing the front of the Dairy Co-operation Dairy Society factory and the rail sidling with a milk wagon or carriage on it. Other buildings in the factory were utilized, a produce store was added in 1935. Later a hardware building supplies and other merchandising outlets appeared during the 1970s, with a further extension in 1982.<sup>7</sup>



**Figure 8.** Gerringong Dairy Co-operation Society factory with rail sidling in 1940 (Source: Kiama Library, available on <https://library.kiama.nsw.gov.au/History/Explore-Kiamas-Past/Local-history-stories/Gerringong-Co-Operative-Dairy-Society?BestBetMatch=gerringong|1416a0e2-9794-41e8-a9c0-650be94b6071|cbb2e2c6-b466-4dae-b2ff-f5912b223280|en-AU>)

Figure 9(below) is a photograph of the rear of the factory building showing a group of people, most likely farmers and factory workers. Figure 10(below) is a photograph of milk being loaded onto carts to be delivered around Gerringong from the Dairy Co-operative.

<sup>5</sup> Ibid.

<sup>6</sup> Mike Donaldson and Nick Southall, Illawarra Co-operatives: The First One Hundred Years, Flame Tree Community Food Co-op, Thirroul, 2014, p. 21 <https://ro.uow.edu.au/cgi/viewcontent.cgi?referer=&httpsredir=1&article=4010&context=lhapapers>

<sup>7</sup> 'Gerringong Co-operative Dairy Society', Kiama Library, <https://library.kiama.nsw.gov.au/History/Explore-Kiamas-Past/Local-history-stories/Gerringong-Co-Operative-Dairy-Society?BestBetMatch=gerringong|1416a0e2-9794-41e8-a9c0-650be94b6071|cbb2e2c6-b466-4dae-b2ff-f5912b223280|en-AU>



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In 2004, the co-operative was renamed to Dairy Farmers Limited (DFL) which had 1,423 farms producing 1.2 billion litres of milk.<sup>8</sup> Figure 11 (below) is a photograph of the current site, the rail siding is still present although incomplete and the buffer has started to deteriorate.



**Figure 9.** A group of people (most likely workers and farmers) at the rear of the Gerringong Dairy Co-operation Society factory building. (Source: Kiama Library, available on <https://library.kiama.nsw.gov.au/History/Explore-Kiamas-Past/Local-history-stories/Gerringong-Co-Operative-Dairy-Society?BestBetMatch=gerringong|1416a0e2-9794-41e8-a9c0-650be94b6071|cbb2e2c6-b466-4dae-b2ff-f5912b223280|en-AU>)



**Figure 10.** Loading the milk for delivery around Gerringong from the Dairy Co-operative, n.d. (Source: Kiama Library, <https://library.kiama.nsw.gov.au/History/Explore-Kiamas-Past/Local-history-stories/Gerringong-Co-Operative-Dairy-Society?BestBetMatch=gerringong|1416a0e2-9794-41e8-a9c0-650be94b6071|cbb2e2c6-b466-4dae-b2ff-f5912b223280|en-AU>)

<sup>8</sup> 'Our History', DFMC: Dairy Farmers Milk Co-op, <https://dfmc.org.au/about-us/our-history/>



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**Figure 11.** Colour photograph of Gerringong Co-operative, n.d. (Source: Kiama Library, <https://library.kiama.nsw.gov.au/History/Explore-Kiama-Past/Local-history-stories/Gerringong-and-Kiama-Butter-Factories>)

**2.2.1 Chronological Timeline**

Date	Event
1824	600 acres are reserved for the township of Gerringong.
1829	Gerringong is gazetted as a postal town.
1849	Road from Kiama to Gerringong begins construction.
1853	On 22 July Archibald Campbell purchases 25 acres of land for £198 and 15 shillings sterling per annum.
1854	A town plan for Gerringong is approved called the “Village of Gerringong”.
1857	Opening of the Gerringong post office.
1859	Kiama Municipality Council incorporates Gerringong.
1860s	Growth in population of settlers to the region who are starting small farms and saturating the butter market.  Butter depression begins.
1870s	Butter wagon sent throughout the region, returning to Kiama. Butter is then transported to Sydney by steamer. District farmers want to establish a central depot in the region.
1871	Independence won by the people of Gerringong to become an independent Municipal District.
1875	Farmers unite to buy their own steamer vessels.
1880	The “Dairyman” encourages through <i>Kiama Independent</i> the need for co-operative marketing to cut out the “middle-men” which became influential in the region.

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1888	Gerringong Butter Factory (Dairy Co-operative) established in September and their factory is the current site of Mayflower retirement village (61 Belinda Street) is started.
1893	South Coast railway line is extended to Gerringong and towards Bomaderry.
1908	Gerringong Co-operative Dairy Society decides that cartage costs would be cheaper if the factory was sited closer to the railway station. A dead-end siding was opened for the factory on 7 September. It was then that Gerringong Dairy Company relocated to the land behind the siding, the current site of 18 Belinda Street.
1910	Waugh & Josephson installed a brine tank and coils to cool the milk.
1912	70% of the Illawarra and Shoalhaven's milk is being transported to Sydney, supplied by 500 farmers in the region.
1913	In January, half a chain of land was rented from the Railway Commissioners. The factory was extended with the instalment of a new butter churn.
1914	Factory extension completed with new machinery installed.
1927	New butter room built and opened on 30 November.
1934	New milk receiving platform was erected. A pasteuriser is also installed.
1935	A building in the factory was used as a produce store.
1936	Rail siding is extended and completed.
1936	Kiama district follows local improvements in road transport and the 1930 State Milk Board introduces the South Coast Milk Train linking Kiama LGA directly to Sydney.
1937	The Society allocates an export number for butter production No. 288 and the "Allowrie Brand" was granted in June.
1954	The factory stops the production of butter.
1970s	Hardware and other merchandising outlets appeared.
1982	A further extension was needed for the hardware and merchandising outlets.
2007	Gerringong Co-operative Dairy Society ceased to function.

### 3.0 PHYSICAL EVIDENCE

#### 3.1 The Setting

Gerringong is a small town, located south of Kiama in the Illawarra region of New South Wales. According to the 2016 census, Gerringong had a population of 3,966. The local area is defined by the agricultural, tourism and retail industries. The South Coast railway line and Princes Highway are located to the west of the site. Belinda Street is the main access street from Princes Highway to the town of Gerringong.

The subject site is located at 18 Belinda Street, Gerringong. The subject site is an irregular shaped allotment accessible from Belinda Street and is situated between single storey residential dwellings to the east and the Gerringong railway station to its north-west. The heritage listed Old Stationmaster's Cottage and the access road to Gerringong station and its associated parking is located to the west of the subject site. The section of Belinda Street where the subject site is located consists of a mix of low rise residential dwellings. The locality is characterised by low density structures.

#### 3.2 Physical Description

##### 3.2.1 Gerringong Dairy Co-Op Complex

Buildings associated with the former Gerringong Dairy Co-Op include the former dairy buildings, a former hardware store, additional structures within the site include rainwater tanks, a concreted car parking area and soft landscaping comprises largely of grassed areas. The former rail sidings are situated to the west of the former dairy buildings and includes the buffer stops. The sidings are partially obscured with grass.

Buildings within the subject site comprise the former buildings associated with the former Gerringong Dairy Co-Op including – Shed, Milk room 1, Milk room 2, Storeroom 1, Storeroom 2, Storeroom 3, Storeroom 4, Loading dock and Loading store. The site also includes a single-storey yellow brick masonry building constructed mostly likely in the 1970s, previously used for a hardware store.

##### 3.2.2 Dairy Buildings

###### Exteriors

The former dairy buildings are of brick masonry construction with galvanised roof sheeting. The roof over Shed is a gable roof. The Milk room 1 and 2 feature monitor roofs with timber clearstorey windows. The Storerooms 2, 3 and 4 feature a series of four gables roofs. Asbestos gable ends are located to the gable ends of the roofs to the storerooms. A timber awning with metal roof sheeting is located along the western façade. Timber decking is also located along the western facades to the Storerooms 2, 3 and 4. A concrete platform extends from Storeroom 1 till the Shed along the



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western façade. A concrete ramp and timber decking is along located along the eastern façade to the rear of the storeroom 2,3 and 4. A timber awning with metal roof sheeting is located above the ramp and the timber deck.

A kitchen and office are located along the southern façade, to the rear of Milk room 1 and 2. These spaces are a later addition and feature rendered masonry wall with aluminium windows with clear glass glazing. A concrete platform is located to the east of the kitchen and the store which is not original. A later addition toilet block constructed on concrete block masonry is located to the north of Shed. The northern façade of Shed also features a metal sliding door which is most likely original. The external facades of the former dairy buildings include a combination of metal and timber sliding doors. The timber doors and windows located along the external facades of the buildings are original.



**Figure 12.** View to the former Gerringong Dairy Co-Op as viewed from the carparking of Gerringong station, facing south-east.



**Figure 13.** View to the former Gerringong Dairy Co-Op, facing north-east from within the site.



**Figure 14.** View to the former Gerringong Dairy Co-Op as viewed from the carparking of Gerringong station, facing east. Note the monitor roofs to Milk room 1 and 2.



**Figure 15.** View to the rear of the former Gerringong Dairy Co-Op buildings as viewed from within the site, facing north-west.

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Figure 16. External view to the rear of Shed as viewed from within the site, facing west. Note the later addition metal roller doors.



Figure 17. View to the northern façade of Shed showing the later addition toilet block as viewed from within the site, facing south-west.



Figure 18. View to the rear of the former Gerringong Dairy Co-Op buildings as viewed from within the site, facing west.



Figure 19. View to the later addition kitchen and the office located to the rear of Milk room 1 and 2 as viewed from within the site, facing west. Note the non-original fabric of the kitchen and office including the later addition concrete platform.



Figure 20. View to the rear of the former Gerringong Dairy Co-Op buildings as viewed from within the site, facing west. Note the lean to awning and the timber decking to the rear of the storerooms.



Figure 21. View to the rear of the former Gerringong Dairy Co-Op buildings as viewed from within the site, facing south-west.



## **Interiors**

The interiors of the former Gerringong dairy buildings are presently vacant, and the remnant machinery and the internal layout are evident of the former dairy operations. The interiors of the Shed feature exposed steel structural members of the gable roof including the trusses. The galvanised metal roof features a couple of skylights. Some of the internal walls of the Shed have been partially demolished. The original crane and the loading machinery are located within the interiors of the Shed.

The interiors of the Milk room 1 feature exposed timber elements of the roof including the trusses. The underside of the roofs is lined with most likely asbestos sheeting. The monitor roof includes original timber window with clear glass glazing. Original white tiling is located along the northern, western, and southern internal walls and the top portion of the walls has been plastered and painted. The white tiling to the internal walls has a border of two rows of dark blue tiles at the top. A mezzanine floor is located within the interiors of Milk Room 1 which is accessible by a non-original metal staircase. Original dairy machinery is located on this mezzanine floor.

The interiors of Milk room 2 feature steel structural members of the roof including the trusses. Milk room 2 also includes a monitor roof with timber clearstory windows. The underside of the roof is lined with most likely asbestos sheeting. The walls are plastered and painted. The lower portion of the walls are tiled similar to Milk room 1. The floor of Milk room 2 is tiled and features a drain located in the centre part of the room. A timber sliding door from the milk room opens out to the existing loading dock, equipment room and storeroom 1. The loading dock has a metal roller door to its south and the walls are partially tiled.

The storerooms 2,3 and 4 have exposed timber structural members of the roof including the timber trusses, rafters and purlins. The internal timber doors and windows are original. The storerooms feature timber flooring. Some of the exposed brick masonry walls have been painted within the interiors. The timber sliding doors along the western façade are original.

### **3.2.3 Former hardware store**

## **Exteriors**

The former hardware store is a single storey yellow brick masonry building with aluminium framed openings with clear glass glazing located in the south-eastern corner of the subject site. The hardware store has undergone multiple alterations and additions since its construction in the 1970s. The building has a flat roof with PVC rainwater pipes.

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Figure 22. View to the former hardware store as viewed from within the site, facing south.



Figure 23. View to the former hardware store as viewed from within the site, facing south-east.



Figure 24. View to the former hardware store showing the later addition awning as viewed from within the site, facing east.



Figure 25. View to the external facades of the former hardware store as viewed from within the site, facing south-east. Note the aluminium framed opening with clear glass glazing.

### Interiors

The former hardware store feature suspended ceilings within its interiors with tiled flooring. The suspended ceilings are broken in multiple locations. The roof of the former hardware store building has collapsed partially, and the doors and windows are broken in these areas. The rainwater seepage has caused extensive damage within the interiors.



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Figure 26. View to the interiors of the former hardware store as viewed from within the building, facing south. Note the suspended ceilings and tiled flooring.



Figure 27. View to the interiors of the former hardware store as viewed from within the building, facing south. Note the broken suspended ceilings and tiled flooring.



Figure 28. View to the interior of the former hardware store as viewed from within the building, facing north. Note the caved in roof and extensive damage within the building.



Figure 29. View to the interior of the former hardware store showing the extensive damage to the walls, caved in roof and the damaged flooring, facing east.

### 3.3 Condition and Integrity

The subject buildings associated with the former Gerringong Dairy Co-Op are in fair to poor condition, with general signs of deterioration due to the vacancy of the site. Evidence of asbestos and peeling paint, indicating the existence of calcimine and lead.

The former hardware store is in an extremely poor condition, due to the caving in of the roof structure, which has resulted in significant damage to the existing fabric mainly due to water damage.



## 4.0 HERITAGE SIGNIFICANCE

In order to assess the impact of the proposed works on the heritage significance of the subject site and the heritage item in the vicinity of the site, it is necessary to first ascertain the heritage significance of these places. Accordingly, Statements of Significance for the subject site (I1) and I5 are provided below. The significance of these places, will form part of our considerations in the assessment of heritage impact, undertaken in Section 6.0 below.

### 4.1 Established Significance

#### 4.1.1 The Gerringong Railway Dairy Siding Remains

The following Statement of Significance is available for the site on the State Heritage Inventory:<sup>9</sup>

*The Gerringong Dairy is historically significant for its ability to illustrate the development of the dairy industry in the local area during the 1930s. It is associated with the industrialisation of dairy farming in the Illawarra region and linking by rail to the Sydney markets. The siding remains contribute to the evidence of the use of the complex.*

#### 4.1.2 The Gerringong Dairy Co- Op

The following Statement of Significance is available for the site on the State Heritage Inventory:<sup>10</sup>

*The Gerringong Dairy Complex, as one of two similar complexes, is historically important for its ability to illustrate the development of the dairy industry in the Kiama district during the 1930s. The complex is regionally representative of Inter-War cooperative dairy complexes associated with the industrialisation of dairy farming in the Illawarra region and linking by rail to the Sydney markets and possesses strong aesthetic characteristics stemming from the simple additive industrial forms which create a strong focus in the landscape.*

<sup>9</sup> State Heritage Inventory, "Gerringong Railway Dairy Siding Remains,"  
<https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=4807651>  
<sup>10</sup> State Heritage Inventory, "Gerringong Dairy Co-Op,"  
<https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=1860111>

## 5.0 WORKS PROPOSED

### 5.1 Proposal Description

The planner and the architect in charge of the project has provided the following Architectural/Design Statement concerning the proposed development:

*Alterations and Additions to the Gerringong Dairy Co-op for the Adaptive Re-Use as;*

- *Two restaurants*
- *Takeaway food and drink premises*
- *Retail space*
- *Barbecue hut*
- *New amenities*
- *Car parking*

*Including Staged development (four stages) and demolition of former hardware supplies masonry brick buildings.*

### 5.2 Drawings

Our assessment of the proposal is based on the following drawings by Robertson Collectif dated 25 October 2021 and received by Heritage 21 on 25 October 2021. These are reproduced below for reference only; the full set of drawings accompanying the development application should be referred to for any details.

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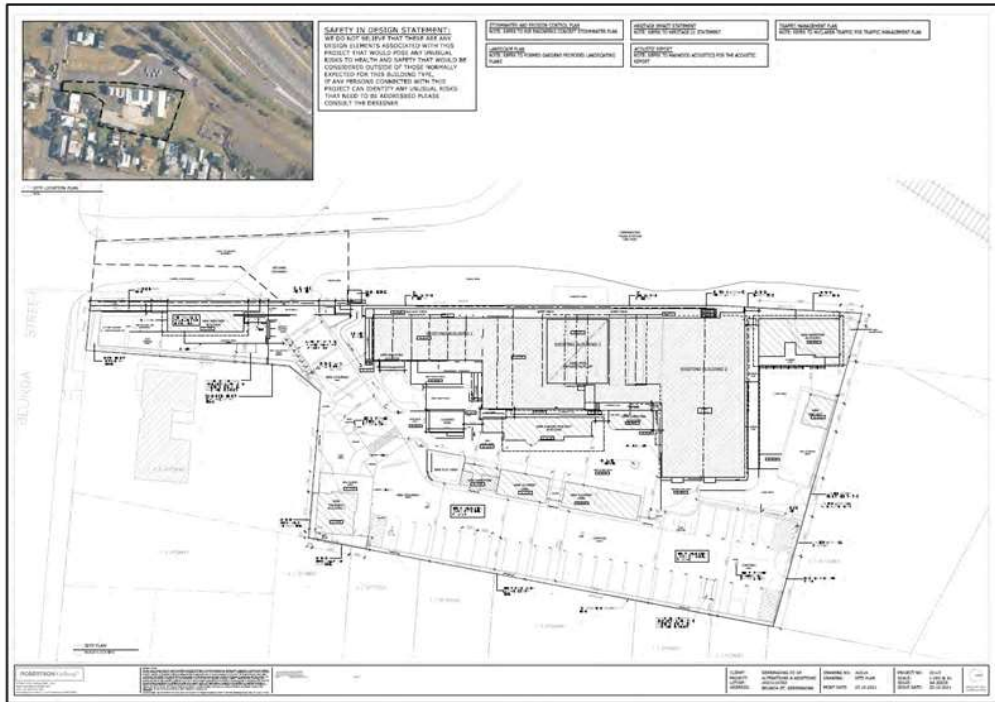


Figure 30. Proposed site plan.

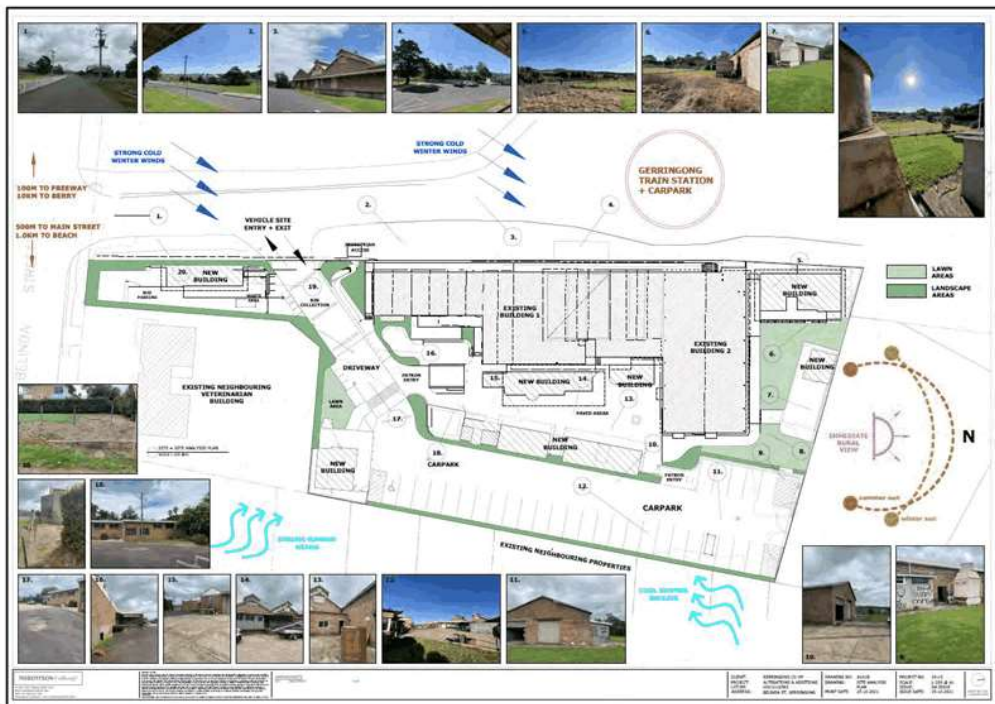


Figure 31. Site analysis.

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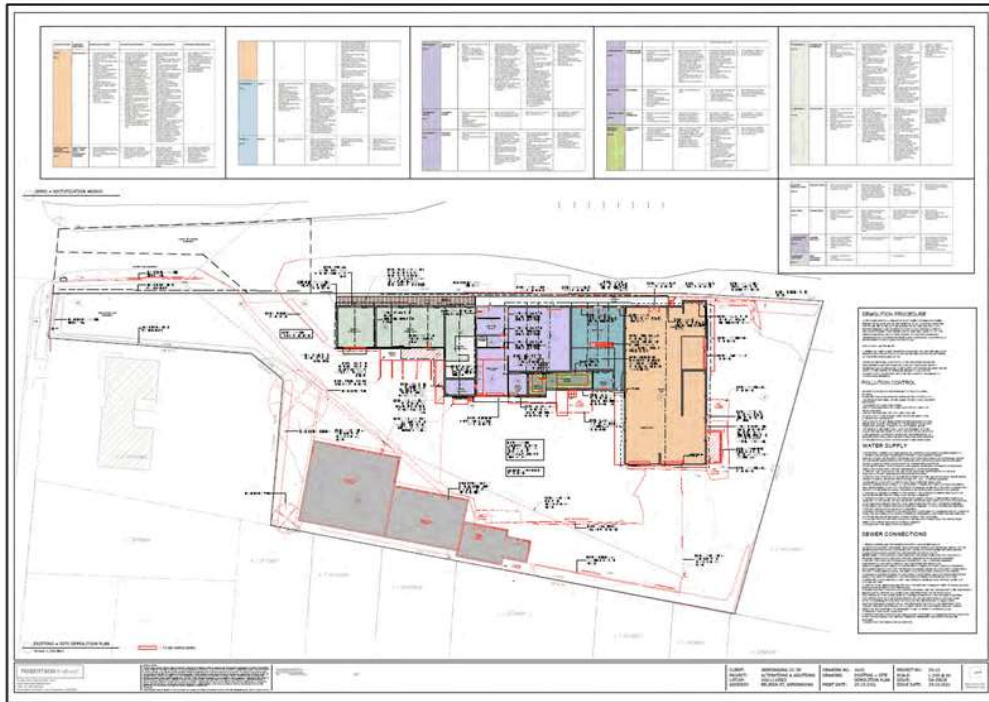


Figure 32. Existing + proposed site demolition plan.

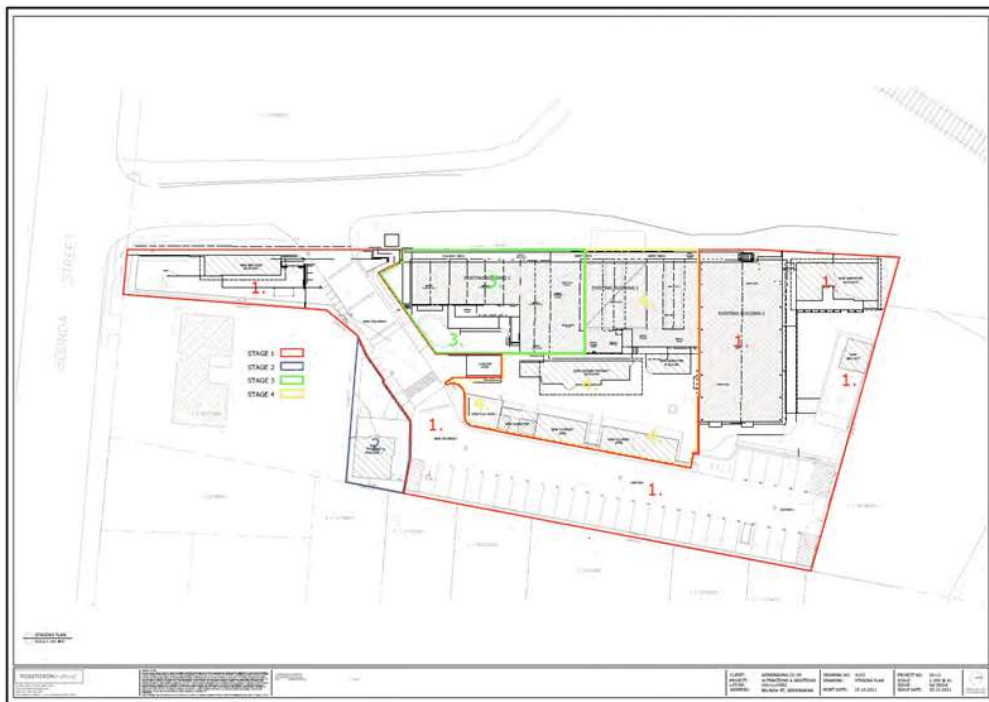


Figure 33. Staging plan of the proposed development.



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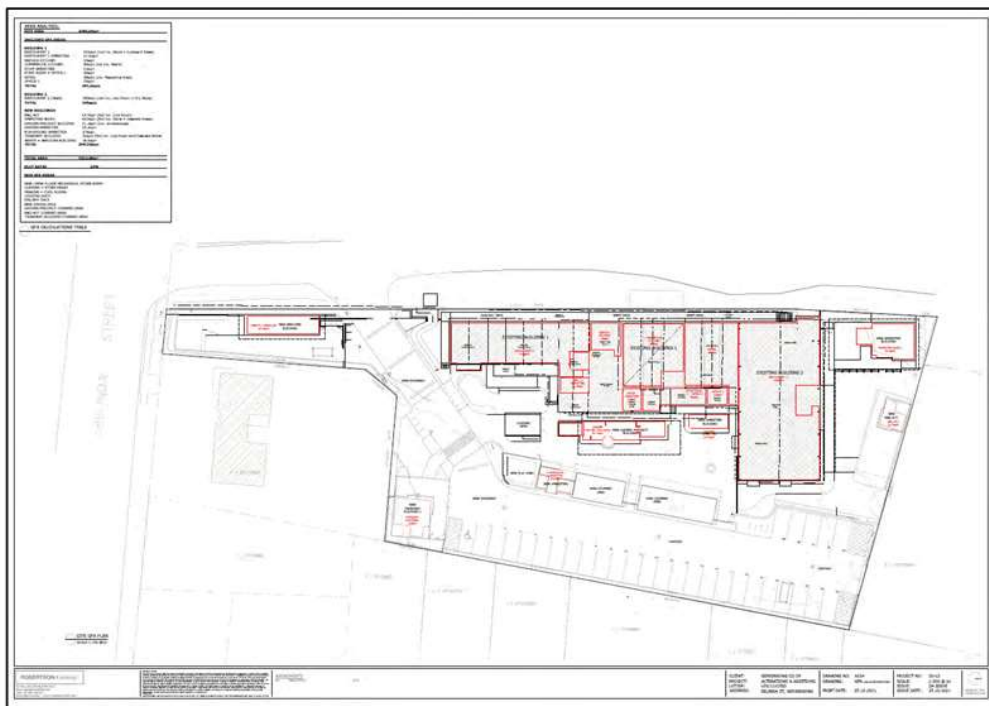


Figure 34. Site GFA plan.

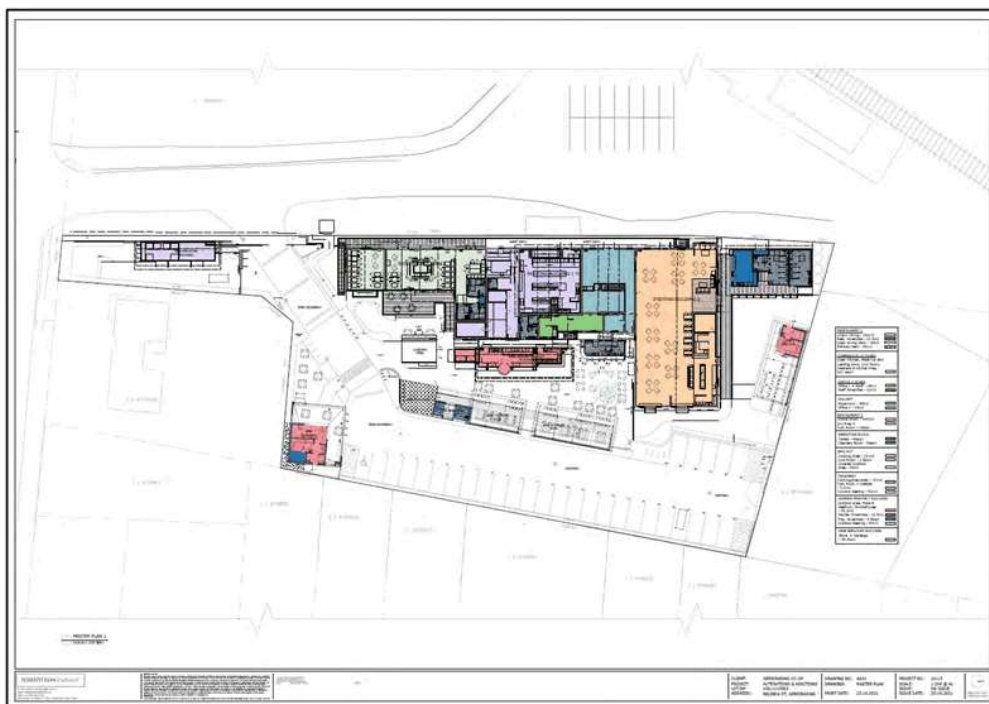


Figure 35. Proposed master plan.

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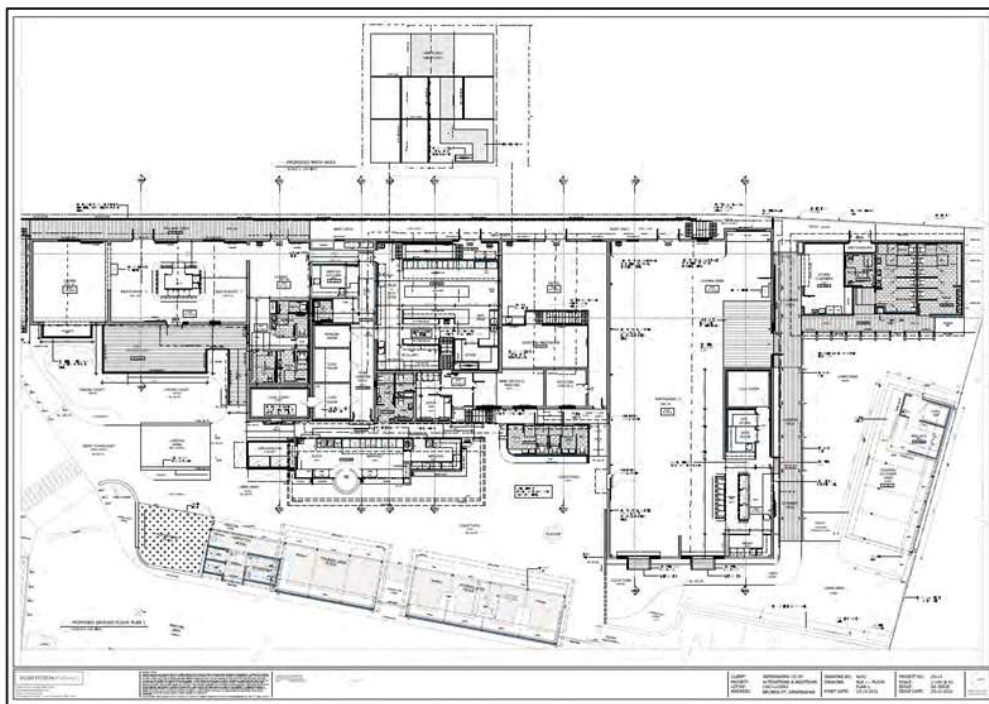


Figure 36. Proposed ground floor plan.

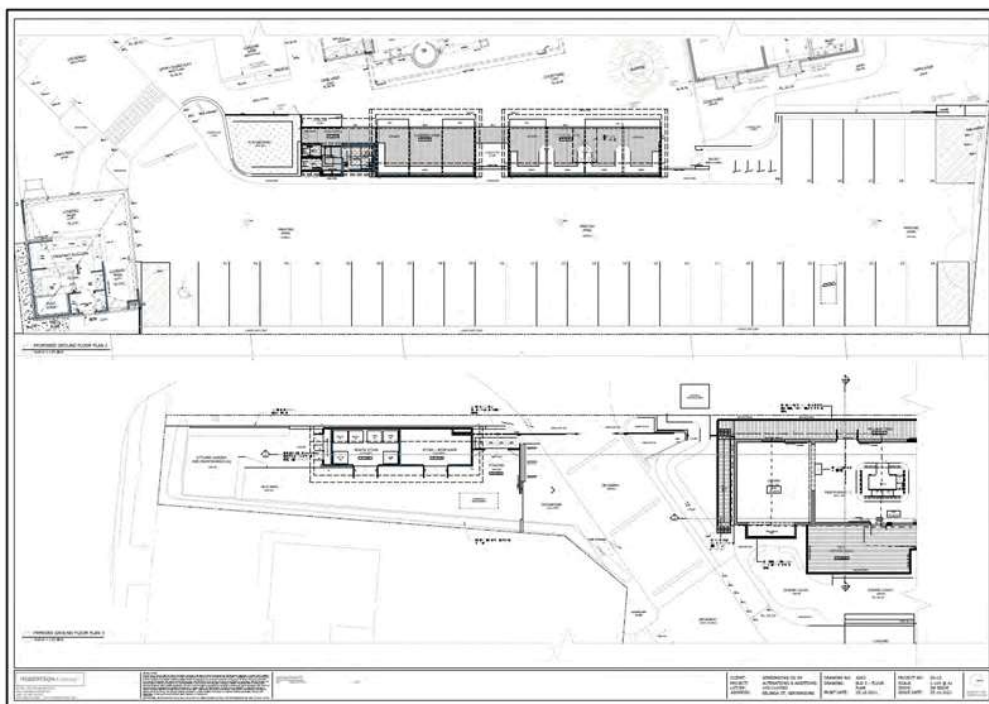


Figure 37. Proposed ground floor plan 3.

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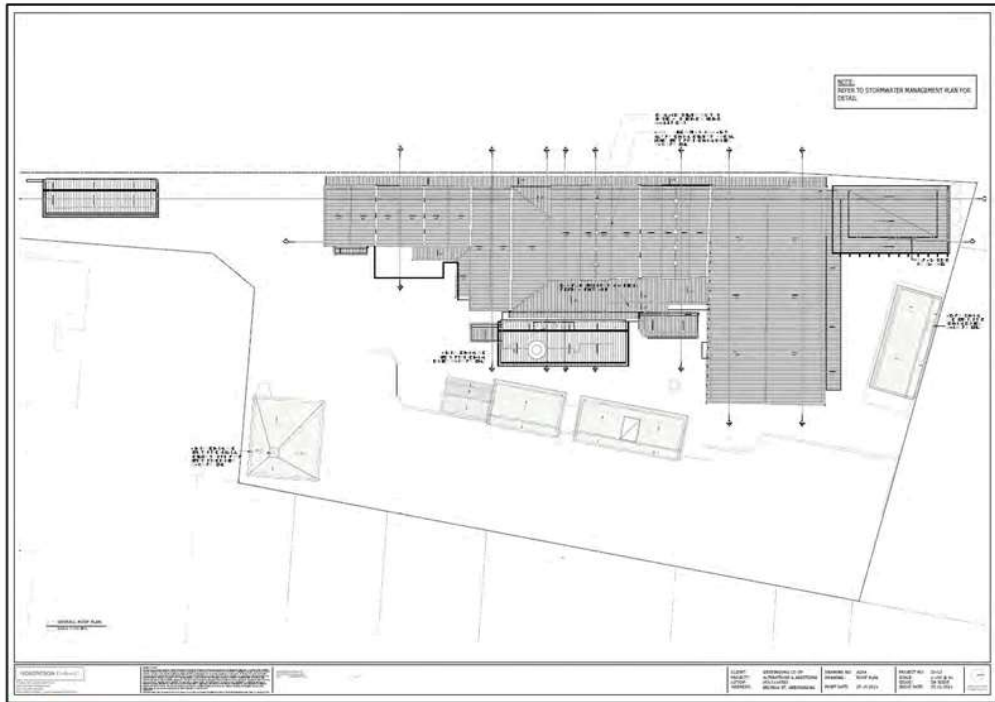


Figure 38. Overall roof plan.

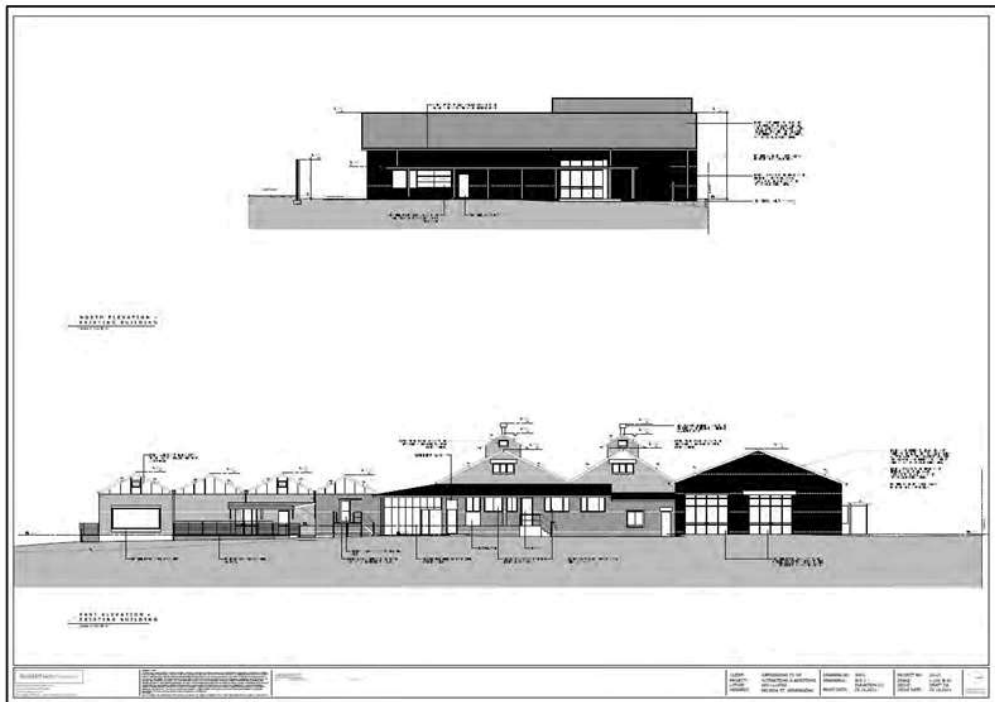


Figure 39. Proposed north and east elevation.

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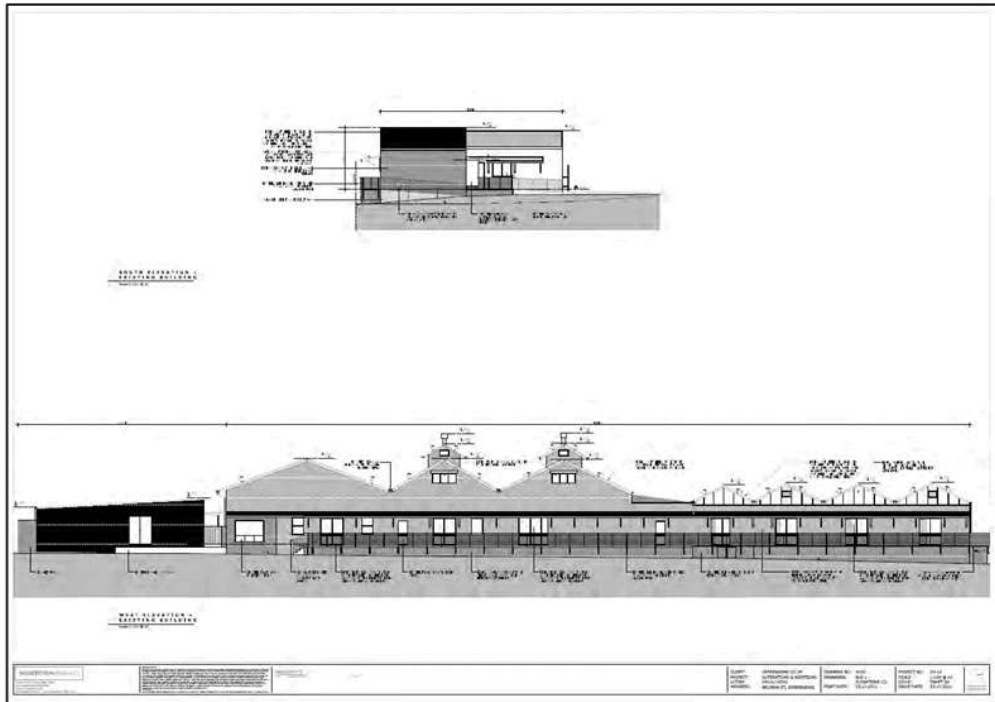


Figure 40. Proposed south and west elevation.

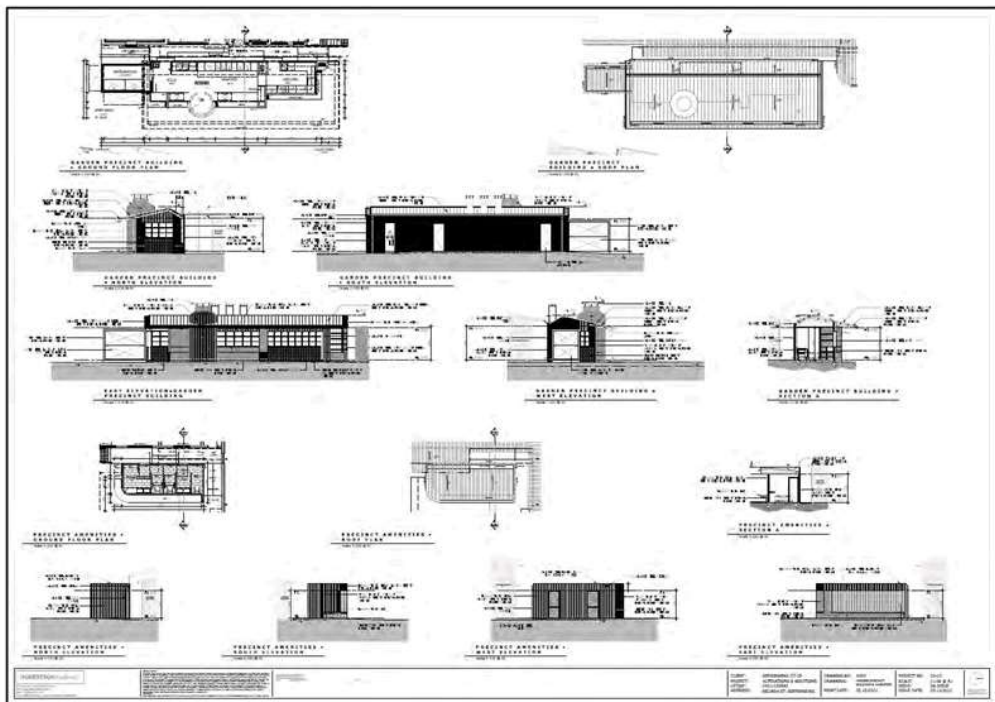


Figure 41. Detail drawings of the proposed new amenities buildings on site.



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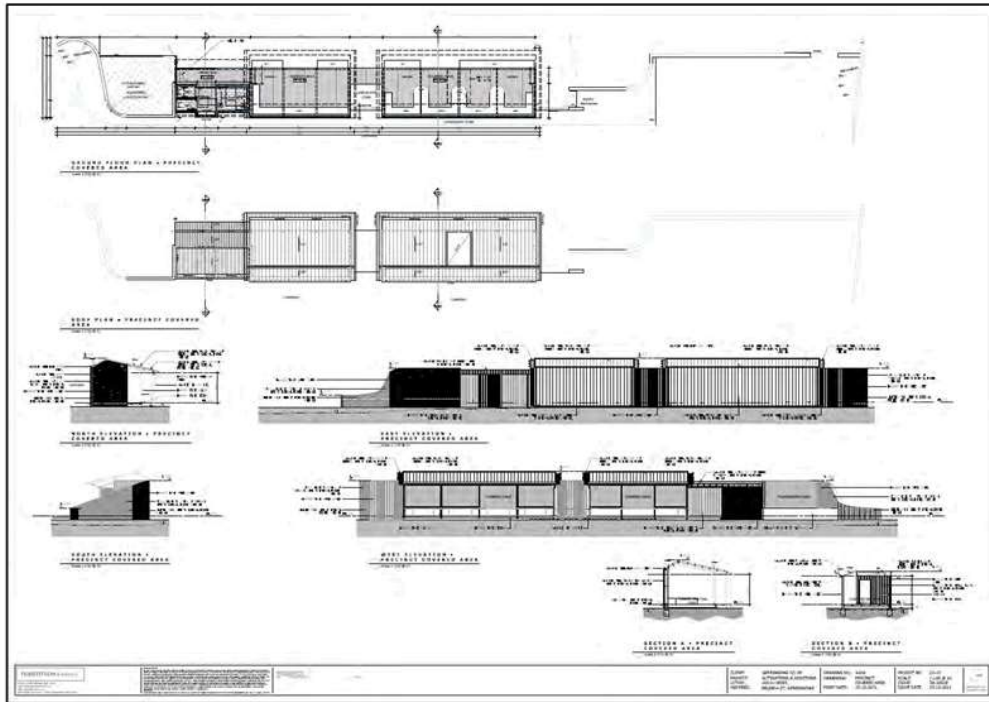


Figure 42. Detailed drawings of the precinct covered area.

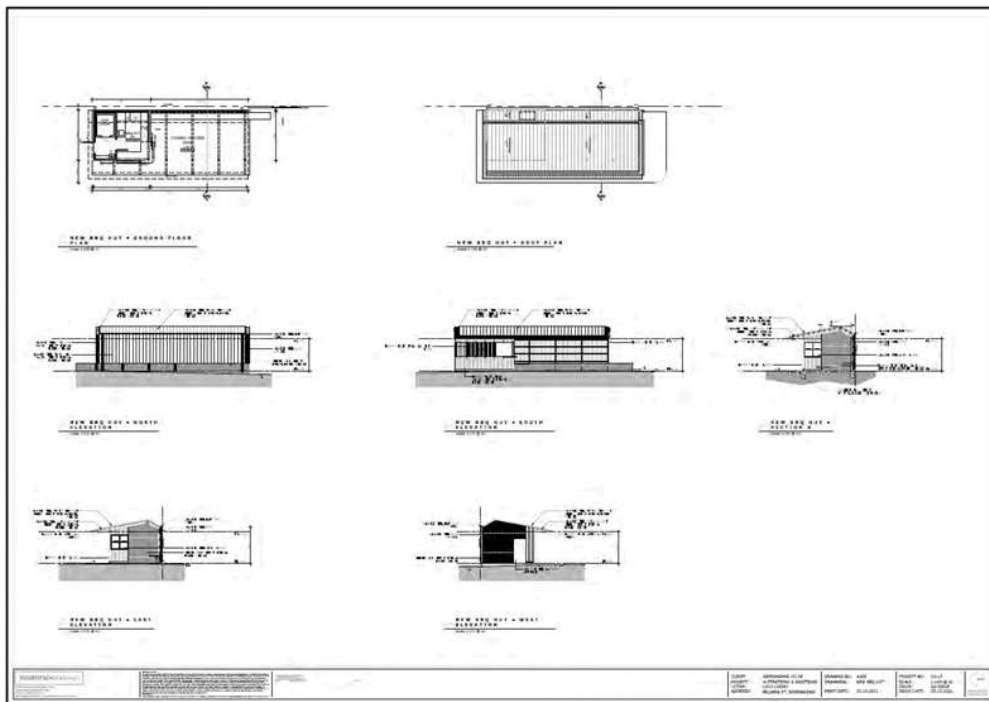


Figure 43. Detailed drawings of the new buildings on site.

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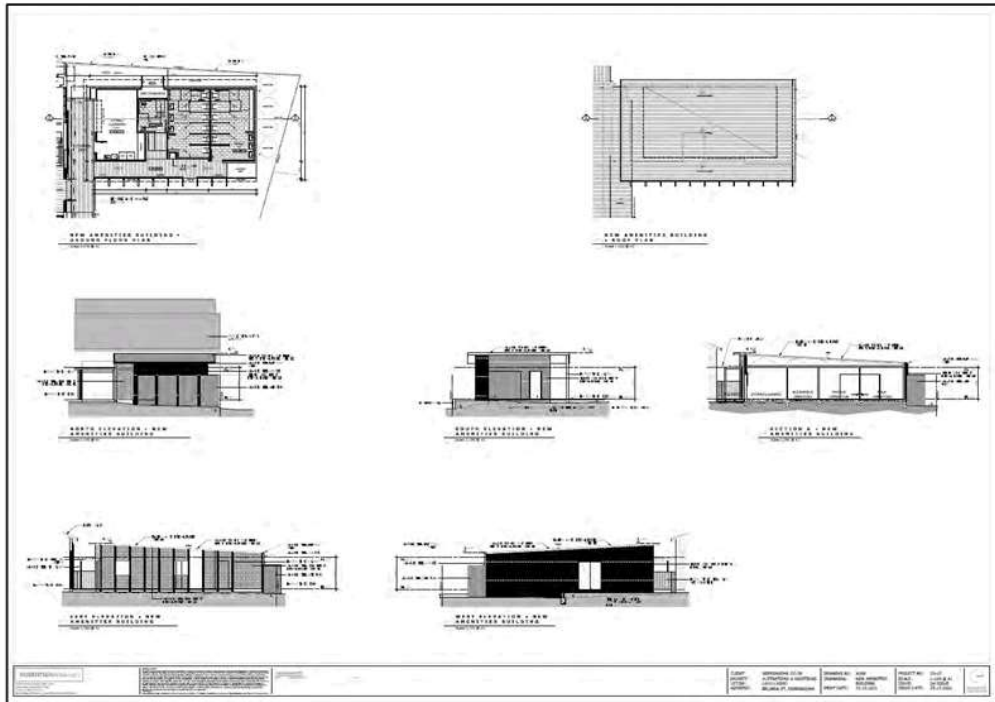


Figure 44. Detailed drawings of the new amenities on site.

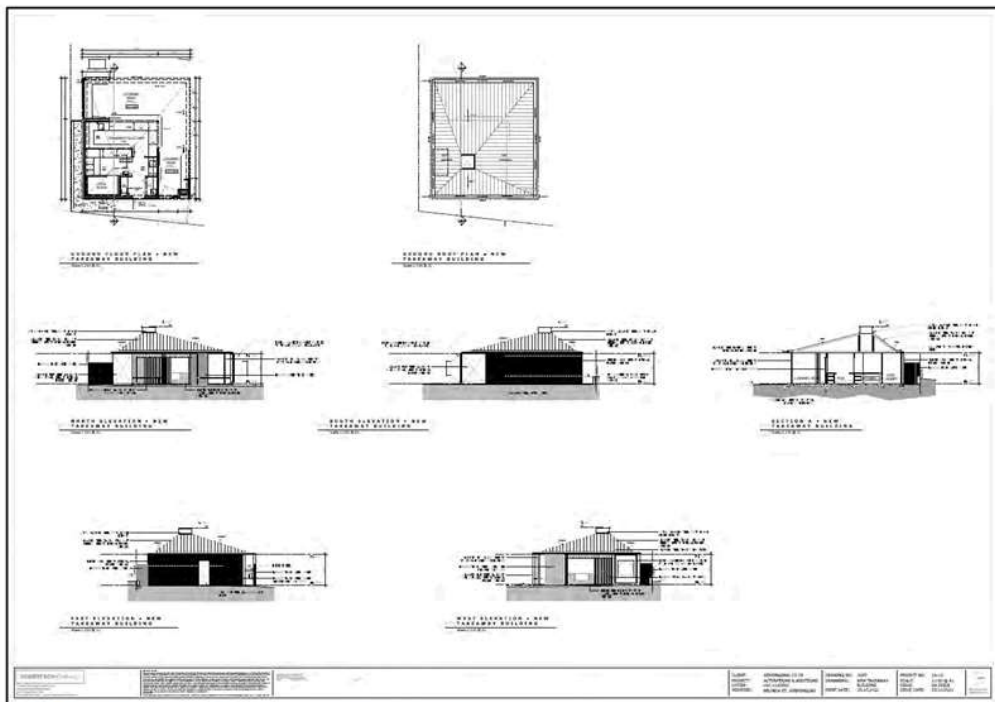


Figure 45. Detailed drawings of the new takeaway building.

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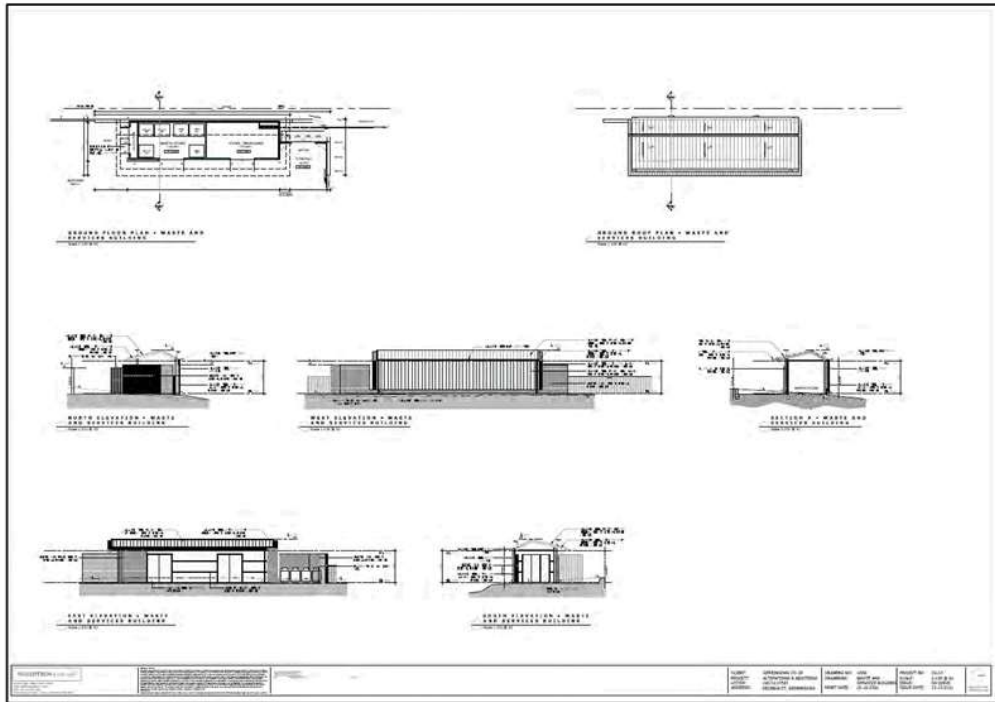


Figure 46. Detailed drawings of the new waste and services building.

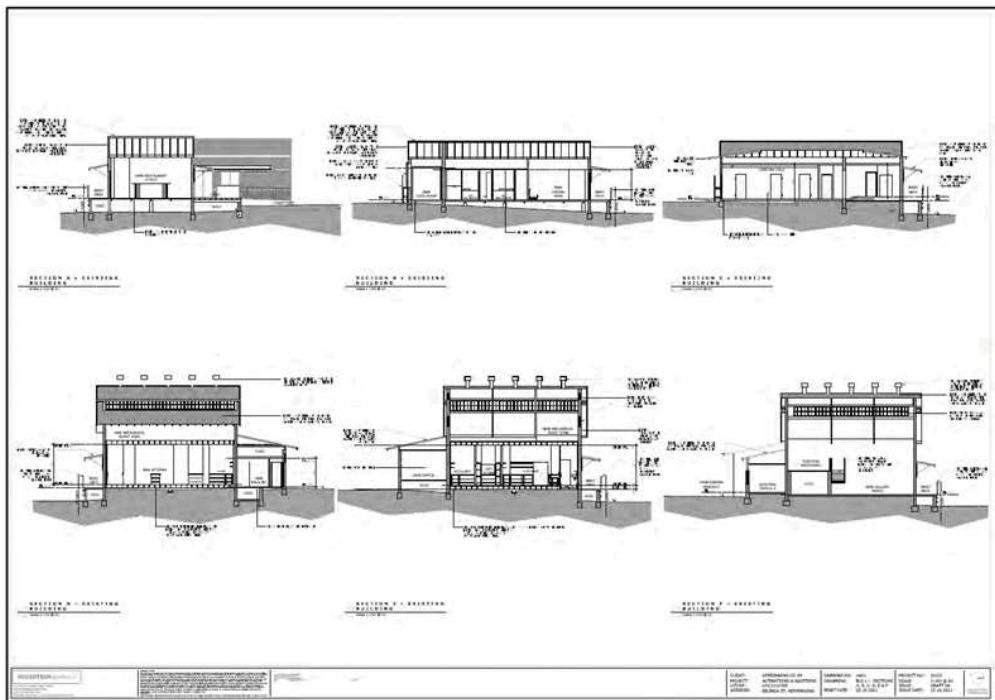


Figure 47. Proposed sections of the building on site.

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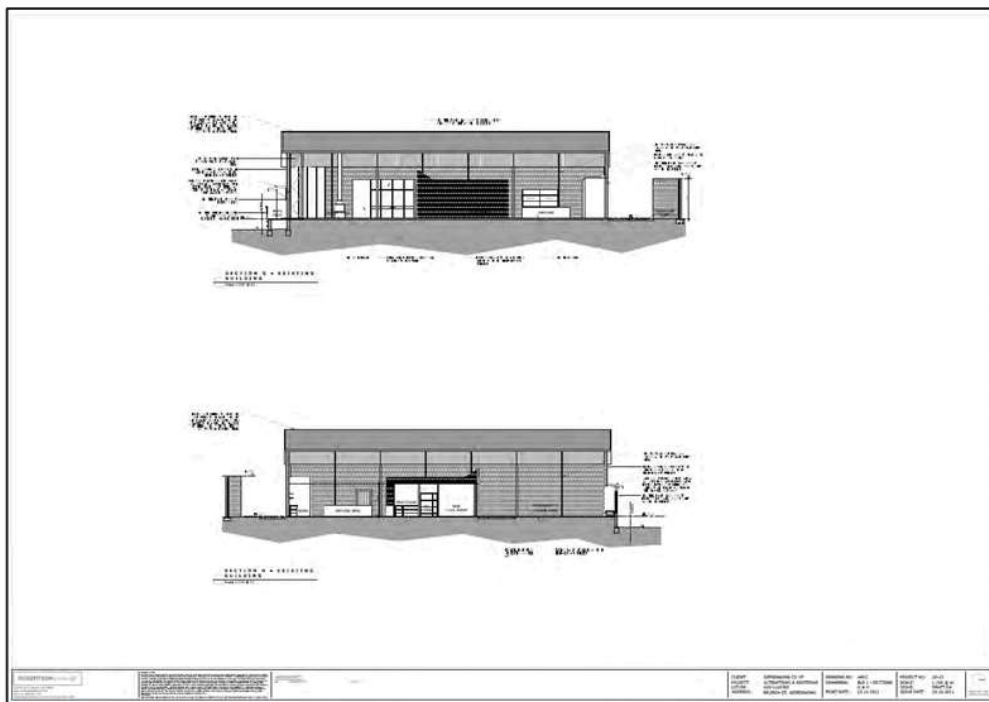


Figure 48. Proposed sections of the building on site.



Figure 49. Proposed sections of the building on site.

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Figure 50. Proposed sections of the building on site.



Figure 51. Proposed landscape masterplan. (Source: Formed Garden – Design and Construction)

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**Figure 52.** Proposed detailed landscape plan – entrance/ dining precinct. (Source: Formed Garden – Design and Construction)



**Figure 53.** Proposed detailed landscape plan – outdoor dining hub/ reception area. (Source: Formed Garden – Design and Construction)

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**Figure 54.** Proposed schedule of external materials and finishes – Existing co-op building.



**Figure 55.** Proposed schedule of external materials and finishes – Amenities building.



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Figure 56. Proposed schedule of external materials and finishes – Garden Precinct Area.

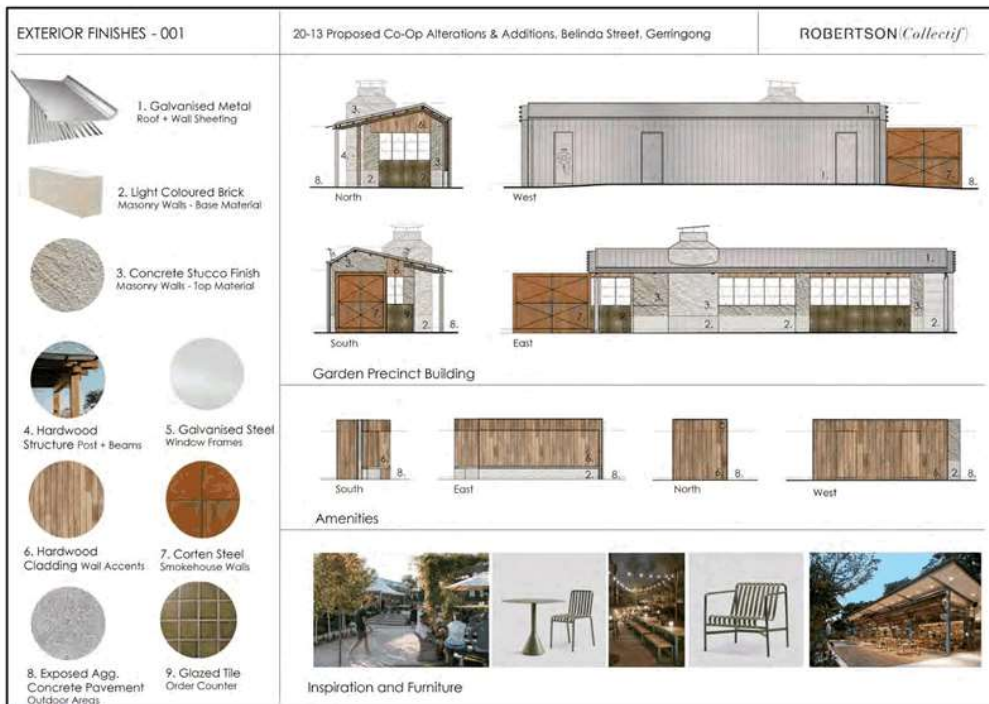


Figure 57. Proposed schedule of external materials and finishes – Garden Precinct Building.



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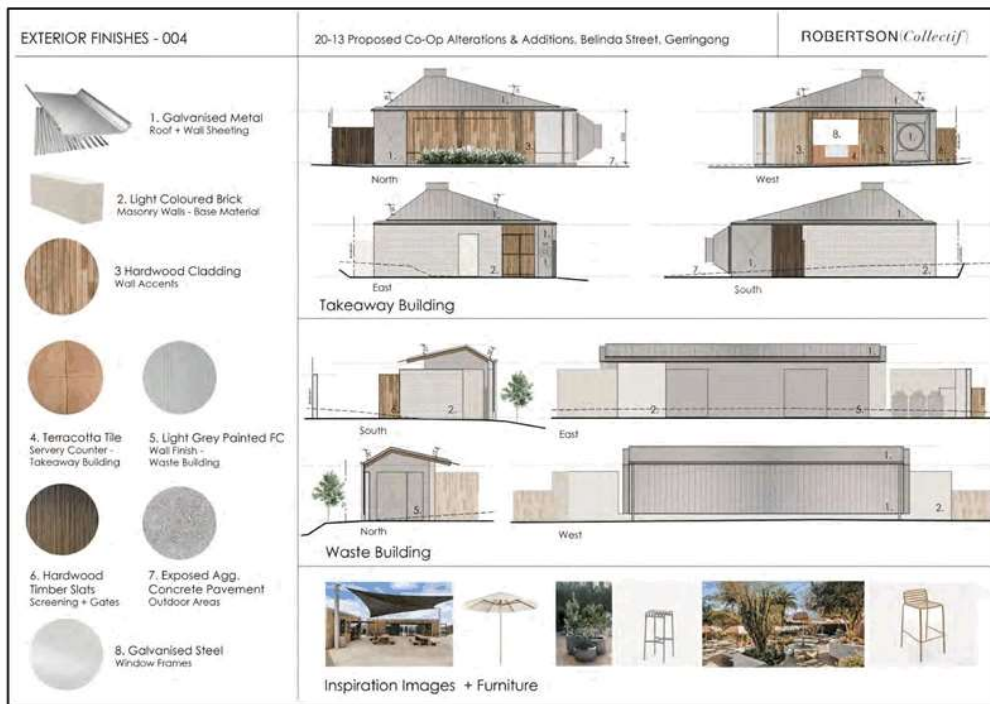


Figure 58. Proposed schedule of external materials and finishes – Waste Building.

## 6.0 ASSESSMENT OF HERITAGE IMPACT

### 6.1 Heritage Management Framework

Below we outline the heritage-related statutory and non-statutory constraints applicable to the subject site including the objectives, controls and considerations which are relevant to the proposed development as described in Section 5.0 above. These constraints and requirements form the basis of this Heritage Impact Assessment.

#### 6.1.1 Kiama Local Environmental Plan 2011

The statutory heritage conservation requirements contained in Section 5.10 of the KLEP 2011 are pertinent to any heritage impact assessment for future development on the subject site. The relevant clauses for the site and proposal are outlined below:

- (1) Objectives
- (2) Requirement for consent
- (4) Effect of proposed development on heritage significance
- (5) Heritage assessment

#### 6.1.2 Kiama Development Control Plan 2020

Our assessment of heritage impact also considers the heritage-related sections of the KDCP 2020 that are pertinent to the subject site and proposed development. These include:

#### Chapter 4 – Heritage and Cultural Conservation

#### 4.1 – Heritage Items

#### 6.1.3 Conservation Policies

The following recommended management has been extracted from the State Heritage Inventory for the subject site:<sup>11</sup>

*1. Conservation principles: Conserve cultural heritage significance and minimise impacts on heritage values and fabric in accordance with the 'Australia ICOMOS Charter for Places of Cultural Significance'.*

*2. Specialist advice: Seek advice from a qualified heritage specialist during all phases of a proposed project from feasibility, concept and option planning stage; detailed design; heritage approval and assessment; through to construction and finalisation.*

<sup>11</sup> State Heritage Inventory, "Gerringong Railway Dairy Siding Remains," <https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=4807651>

3. *Documentation: Prepare a Statement of Heritage Impact (SOHI) to assess, minimise and prevent heritage impacts as part of the assessment and approval phase of a project. Prepare a Conservation Management Plan (CMP) prior to proposing major works (such as new additions, change of use or proposed demolition) at all places of State significance and all complex sites of Local significance.*

4. *Maintenance and repair: Undertake annual inspections and proactive routine maintenance works to conserve heritage fabric in accordance with the 'Minimum Standards of Maintenance & Repair'.*

5. *Movable heritage: Retain in situ and care for historic contents, fixtures, fittings, equipment and objects which contribute to cultural heritage significance. Return or reinstate missing features or relocated items where opportunities arise.*

6. *Aboriginal, archaeology and natural heritage: Consider all aspects of potential heritage significance as part of assessing and minimising potential impacts, including Aboriginal, archaeology and natural heritage.*

7. *Unidentified heritage items: Heritage inventory sheets do not describe or capture all contributory heritage items within an identified curtilage (such as minor buildings, structures, archaeology, landscape elements, movable heritage and significant interiors and finishes). Ensure heritage advice is sought on all proposed changes within a curtilage to conserve heritage significance.*

8. *Recording and register update: Record changes at heritage places through adequate project records and archival photography. Notify all changes to the Section 170 Heritage & Conservation Register administrator upon project completion.*

#### **6.1.4 NSW Office of Environment & Heritage guidelines**

In its guidelines for the preparation of Statements of Heritage Impact, the NSW Office of Environment & Heritage provides a list of considerations in the form of questions aiming at directing and triggering heritage impact assessments. These are divided in sections to match the different types of proposal that may occur on a heritage item, item in a heritage conservation area or in the vicinity of heritage. Below are listed the considerations which are most relevant to the proposed development as outlined in Section 5.0 of this report.

##### ***Demolition of a building or structure***

- *Have all options for retention and adaptive re-use been explored?*
- *Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site?*

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- *Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible?*
- *Has the advice of a heritage consultant been sought? Have the consultant's recommendations been implemented? If not, why not?*

**Major partial demolition (including internal elements)**

- *Is the demolition essential for the heritage item to function?*
- *Are particular features of the item affected by the demolition (e.g. fireplaces in buildings)?*
- *Is the detailing of the partial demolition sympathetic to the heritage significance of the item (e.g. creating large square openings in internal walls rather than removing the wall altogether)?*
- *If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?*

**Change of use**

- *Has the advice of a heritage consultant or structural engineer been sought? Has the consultant's advice been implemented? If not, why not?*
- *Does the existing use contribute to the significance of the heritage item?*
- *Why does the use need to be changed?*
- *What changes to the fabric are required as a result of the change of use?*
- *What changes to the site are required as a result of the change of use?*

**Major additions (see also major partial demolition)**

- *How is the impact of the addition on the heritage significance of the item to be minimised?*
- *Can the additional area be located within an existing structure? If not, why not?*
- *Will the additions tend to visually dominate the heritage item?*
- *Are the additions sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?*
- *Are the additions sympathetic to the heritage item? In what way (e.g. form, proportions, design)?*

**New development adjacent to a heritage item (including additional buildings and dual occupancies)**

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*



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- *Why is the new development required to be adjacent to a heritage item?*
- *How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*
- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*
- *Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?*
- *Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*

**Repainting (using new colour schemes)**

- *Have previous (including original) colour schemes been investigated? Are previous schemes being reinstated?*
- *Will the repainting effect the conservation of the fabric of the heritage item?*

**Re-roofing/re-cladding**

- *Have previous (including original) roofing/cladding materials been investigated (through archival and physical research)?*
- *Is a previous material being reinstated?*
- *Will the re-cladding effect the conservation of the fabric of the heritage item?*
- *Are all details in keeping with the heritage significance of the item (e.g. guttering, cladding profiles)?*
- *Has the advice of a heritage consultant or skilled tradesperson (e.g. slate roofer) been sought?*

**New services (e.g. air conditioning, plumbing)**

- *How has the impact of the new services on the heritage significance of the item been minimised?*
- *Are any of the existing services of heritage significance? In what way? Are they affected by the new work?*
- *Has the advice of a conservation consultant (e.g. architect) been sought? Has the consultant's advice been implemented?*
- *Are any known or potential archaeological deposits (underground and under floor) affected by the proposed new services?*

**Fire upgrading**

- *How has the impact of the upgrading on the heritage significance of the item been minimised?*
- *Are any of the existing services of heritage significance? In what way? Are they affected by the new work?*
- *Has the advice of a conservation consultant (e.g. architect) been sought? Has their advice been implemented?*
- *Are any known or potential archaeological deposits (underground or under floor) affected by the proposed new services?*
- *Has the advice of a fire consultant been sought to look for options that would have less impact on the heritage item? Will this advice be implemented? How?*

**New landscape works and features (including carparks and fences)**

- *How has the impact of the new work on the heritage significance of the existing landscape been minimised?*
- *Has evidence (archival and physical) of previous landscape work been investigated? Are previous works being reinstated?*
- *Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented?*
- *Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered?*
- *How does the work impact on views to, and from, adjacent heritage items?*

**Tree removal or replacement**

- *Does the tree contribute to the heritage significance of the item or landscape?*
- *Why is the tree being removed?*
- *Has the advice of a tree surgeon or horticultural specialist been obtained?*
- *Is the tree being replaced? Why? With the same or a different species?*

## 6.2 Heritage Impact Assessment

Below we assess the impact that the proposed development would have upon the subject site and the heritage item in the vicinity. This assessment is based upon the Historical Context (refer to Section 2.0), the Physical Evidence (refer to Section 3.0), Heritage Significance (refer to Section 4.0) the Proposal (refer to Section 5.0), a review of the Heritage Management Framework (refer to Section 6.1) and the impact of the proposal on the relevant heritage item situated in the vicinity of the site (refer to Sections 1.3 and 3.4).

### 6.2.1 Summary

The subject site including the Gerringong Dairy Co-Op is a heritage listed item under Schedule 5 of the Kiama LEP 2011. The proposed modifications to the place include alterations and additions to the dairy co-op buildings in order to adaptive reuse the spaces which would include two restaurants, takeaway food and drink premises, retail space, barbecue hut, new amenities and open air car parking area. The proposal would also include the demolition of the existing yellow brick masonry former hardware store located in the south-eastern corner of the subject site. This hardware store building is a mostly c1970s addition and is in an extremely poor condition. This hardware store building does not include any heritage significant fabric. The demolition of the former hardware store building would not engender a negative heritage impact on the heritage significance of the subject site.

The proposal would include alterations and additions within the interiors of the existing dairy co-op buildings to convert them into dining spaces and commercial kitchens of the proposed two restaurants, retail space and office areas. The proposal would include the removal of some of the timber internal doors. However, the door reveals of these timber doors would be retained. As such, the identification of the original fenestration pattern of the heritage listed building would be legible. The proposal would also include the demolition of the later addition office and kitchen fit-outs. These later addition fit-outs are mostly likely a recent addition to the building. Alterations to these spaces would not engender any negative heritage impact on the subject building.

The proposal would largely retain the presentation of the Gerringong Dairy Co-Op buildings along the northern façade. The existing railway deck along the western façade is in a poor condition as the timber decking has deteriorated. The proposal would include conservation of the deck in the areas in which it is in a good condition and the areas in which the timber has deteriorated, it would be replaced with hardwood timber decking to match the existing. As such, the proposal would facilitate the conservation of the heritage fabric. The only major alteration along the western façade would be the installation of the new metal balustrade and handrail to the existing timber deck. The simple design of the balustrade would ensure that it would be clearly identifiable as a later addition. The sleek design of the handrail system would utilise steel plates ensuring that the original façade of the building is visible from the public domain. As such, the proposed alterations would not negatively impact the heritage significance of the subject building.

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would not replicate the materiality of the original heritage listed building. In addition, the proposed materials and finishes would be effective in creating a design that would not dominate the existing surrounding built forms. The recessive and clearly identifiable contemporary buildings would blend into the surrounding streetscape and would minimise the impact of the proposed development, allowing the heritage item to stand out.

The proposal would include upgradation works to the existing landscape setting of the subject site. This would enhance the presentation of the subject site within the surrounding locality and ensure that the new works sit comfortably in the existing context without being visually dominant or overly prominent. These measures would ensure that the visual curtilage of the original building and the heritage item in the vicinity is also respected. The proposed upgradation to the landscape would also enhance the interaction of the public with the subject site.

The proposed works listed above would facilitate the adaptive reuse of the Gerringong Dairy Co-Op ensuring that the heritage item is retained within the Gerringong locality. It would also enhance the public engagement with the heritage site, development interpretation opportunities within the subject site to educate the people visiting the place of the history and heritage significance of the site.

Heritage 21 is confident that for the above reasons listed above the proposal of adapting the Gerringong Dairy Co-Op to convert it into a hospitality precinct would retain the heritage item and bring about its conservation. As such, the proposed development would not engender a negative heritage impact on the heritage significance of the Gerringong Dairy Co-Op.

**6.2.2 Impact Assessment against the Kiama LEP 2011**

CLAUSE	ASSESSMENT
<b>(1) Objectives</b>	The proposal would include works to the subject site which is listed as a heritage item under Schedule 5 of the Kiama LEP 2011. It is our general assessment that the proposed alterations and additions to the Gerringong Dairy Co-Op building in terms of the proposed height, scale, massing, and materials of the proposed modifications to the place (as detailed in Section 5.0 above) would not engender a negative impact on the heritage significance of the heritage items located in the vicinity of the site. The proposed works would also facilitate and contribute to the conservation of the heritage significance of the heritage item, including its associated fabric, settings, and views.
<b>(2) Requirement for consent</b>	This Development Application is lodged to Kiama Municipal Council to gain consent for the works proposed at the subject site which is a heritage item and is also located in the vicinity of a heritage item, all of which are listed under Schedule 5 of the Kiama LEP 2011.
<b>(4) Effect of proposed development on heritage significance</b>	This Statement of Heritage Impact accompanies the Development Application in order to enable the Kiama Municipal Council, as the consent authority, to ascertain the extent to which the proposal would affect the heritage significance of the heritage items located in the vicinity of the site.
<b>(5) Heritage assessment</b>	



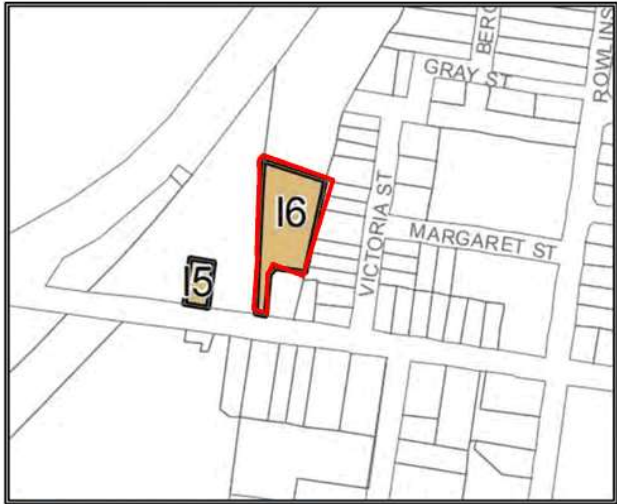
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The proposal includes alterations and additions within the interiors of the storage shed area which would involve the introduction of square openings within the brick walls. The new openings would retain nibs and spandrels ensuring that the original floor layout of the Gerringong Dairy Co-Op would remain legible. The alterations and additions within the interiors to accommodate the new kitchen and cooking areas of the restaurants would require the installation of new walls/ wall finishes. Heritage 21 has recommended that 90mm framed partitions should be installed in these areas on top of which CFC sheeting or gyprock sheeting should be installed. The framing of the new walls is to be fixed to the mortar joints only and not to the face bricks. The new partition walls/ finishes are not to be fixed to the original tiling with dark blue border in the existing milk room areas. The new walls finishes are to be installed against the CFC sheeting ensuring that the works would be reversible and also would not impact significant heritage fabric. The proposal would also installation of a small mechanical plant within the existing roof space area. This mechanical plant would be within the existing building envelope and would not alter its bulk, scale or massing. As such, the proposed alterations and additions would not engender a negative heritage impact on the heritage significance of the subject site.

The proposal would facilitate conservation of the significant heritage fabric of the former dairy buildings including the removal of the asbestos elements from the gables, eaves, and soffit areas. The proposal would facilitate the cleaning of the brick masonry walls and would refurnish and repair the original timber doors and windows of the Gerringong Dairy Co-Op. The proposal would also bring about the conservation and repair of the deteriorated timber elements including the timber sliding doors, windows, louvers, fascia boards and eaves as well as the external timber decks. Some of these timber elements have deteriorated and are rotten. They would be replaced like for like to the existing elements, ensuring that the presentation of the original building is reinstated and retained.

The proposed development at the subject site includes the construction of a new single storey building within the subject site to accommodate services, amenities, outdoor seating, barbeque hut and take-away services. These new buildings would mostly be located to the rear of the main brick masonry buildings of the Gerringong Dairy Co- Op. The design of these buildings would be contemporary but simple in form and scale, ensuring that the new development is complimentary to the existing buildings on site. The new buildings would incorporate curves and circular elements in their design which would be clearly distinct from the rigid brick masonry of the heritage listed buildings. These new buildings would not imitate the heritage buildings and would be clearly identifiable as a later addition. The new buildings would use modern materials like steel and hardwood timber which would be clearly distinct but compatible with the significant heritage fabric of the site. The proposed form of the new buildings on site would, in Heritage 21's opinion, be highly contemporary, in contrast with the existing dairy buildings. In addition, the contemporary form would be sympathetic to the surrounding structures in the immediate vicinity of the site. We note that Article 22.2 of the Burra Charter details "new work should be readily identifiable as such but must respect and have minimal impact on the cultural significance of the place." The proposed materials and finishes to the new development, whilst contemporary, would ensure the introduction of high-quality materials that would not require ongoing maintenance. The proposed materials and finishes would also articulate the contemporary nature of the new development, particularly as they

**6.2.3 Impact Assessment against the Clause 5.10(10) of the KLEP 2011**

<p><b>(10) Conservation Incentives</b>  <i>The consent authority may grant consent to development for any purpose of a building that is a heritage item or of the land on which such a building is erected, or for any purpose on an Aboriginal place of heritage significance, even though development for that purpose would otherwise not be allowed by this Plan, if the consent authority is satisfied that:</i></p>	<p>This application seeks to rely on the Conservation Incentives established by clause 5.10(10) of the KLEP 2011. It is noted that the subject site at 18 Belinda Street, Gerringong is a heritage item listed under Schedule 5 of the KLEP 2011.</p> <p>Clause 5.10(10) of the WLEP 2012 states that consent may be granted by the consent authority to development for any purpose of a building that is a heritage item or of the land on which such a building is erected, even though the purpose would otherwise not be allowed under the KLEP 2011.</p>  <p><b>Figure 59.</b> Detail from Heritage Map HER_014; the main complex of the subject site is outlined in red and heritage items, some of which are within the vicinity of the site, are marked brown. (Source: NSW Legislation Online, <a href="https://www.legislation.nsw.gov.au/view/pdf/map/679a4d3b-6659-4bec-f751-c6a8ec95f22a">https://www.legislation.nsw.gov.au/view/pdf/map/679a4d3b-6659-4bec-f751-c6a8ec95f22a</a>)</p> <p>The proposed development would include the construction of takeaway food &amp; drink premises at the subject site which would otherwise be prohibited within the current land zoning of the subject site –B7 Business Park. However, the proposal must be considered in its entirety on the basis of the conservation outcomes that would be facilitated at Gerringong Dairy Co-Op as a result of the proposed development.</p> <p>The consent authority can grant consent to the proposed development if it is satisfied that the requirements of subclauses (a) to (e) of clause 5.10(10) have been met.</p> <p>In our view the proposed development satisfies the requirements of subclauses (a) to (e) for the following reasons:</p>
<p><i>(a) the conservation of the heritage item or Aboriginal place of heritage significance</i></p>	<p>(a) The proposed development including the alterations and additions to the Gerringong Dairy Co-Op building and the associated demolition of the former hardware store buildings would facilitate the construction of new landscaped</p>

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<p><i>is facilitated by the granting of consent, and</i></p>	<p>areas and the construction of the ancillary buildings for the new restaurants. The proposal would also involve the conservation and refurbishment of the existing heritage buildings to convert it into restaurants and retail space. The proposed development would facilitate the adaptive reuse of the subject site which in turn would aid in the conservation of the heritage significant fabric of the Gerringong Dairy Co-Op.</p> <p>The conservation of the heritage listed item – Gerringong Dairy Co-Op would be facilitated by the granting of consent.</p> <p>The proposed conservation works to the dairy buildings would include:</p> <ul style="list-style-type: none"> <li>• repointing of the brick masonry walls;</li> <li>• cleaning of the bricks impacted by the water seepage;</li> <li>• repair of the brick masonry walls that are damaged;</li> <li>• repair of the existing roof and installation of new rainwater goods including gutters and rainwater pipes. Conservation and repair works to the roof would address the ongoing damage caused by the water seepage;</li> <li>• removal of intrusive concrete ramp and platform additions located along the rear- eastern façade; and</li> <li>• landscape upgradation to enhance the beauty of the surrounding grounds of the Gerringong Dairy Co-Op complex.</li> </ul> <p>By approving the application, the consent authority can be satisfied that the conservation of the heritage item will be facilitated by the granting of consent.</p> <p>The applicant seeks approval for the construction of takeaway food &amp; drink premises at the subject site which would otherwise be prohibited within the current land zoning of the subject site –B7 Business Park. The proposed development including the alterations and additions to the existing heritage building and the construction of new ancillary buildings as well as the upgradation of the landscape setting of the site would facilitate the conservation of the heritage listed building. The proposed development would seek to finance the conservation works proposed above, to offset the extensive costs of carrying out these conservation works.</p>
<p><i>(b) the proposed development is in accordance with a heritage management document that has been approved by the consent authority, and</i></p>	<p>(b) The proposed development is in accordance with this Statement of Heritage Impact and the Heritage Management Document prepared by Heritage 21. This Heritage Management Document outlines the conservation actions proposed to be undertaken at the Gerringong Dairy Co-Op complex.</p>
<p><i>(c) the consent to the proposed development would require that all necessary conservation work identified</i></p>	<p>(c) The Heritage Management Document identifies the following conservation works that are to be carried out at the Gerringong Dairy Co-Op:</p> <ul style="list-style-type: none"> <li>• repointing of the brick masonry walls;</li> <li>• cleaning of the bricks impacted by the water seepage;</li> <li>• repair of the brick masonry walls that are damaged;</li> </ul>

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<p><i>in the heritage management document is carried out, and</i></p>	<ul style="list-style-type: none"> <li>• repair of the existing roof and installation of new rainwater goods including gutters and rainwater pipes. Conservation and repair works to the roof would address the ongoing damage caused by the water seepage;</li> <li>• removal of intrusive concrete ramp and platform additions located along the rear- eastern façade; and</li> <li>• landscape upgradation to enhance the beauty of the surrounding grounds of the Gerringong Dairy Co-Op complex.</li> </ul> <p>The proposed conservation works would not only improve the condition of the existing heritage buildings on the subject site, but it would also ensure that they are retained within the existing locality. These works are also identified in the relevant plans that form part of the DA application. A detailed Heritage Management Document can be prepared as a part of the development application outlining the conservation actions and maintenance schedule to be undertaken at the dairy buildings to ensure that the heritage significance of the subjects it is retained. By approving the application, the consent authority can be satisfied that the conservation works identified in the Heritage Management Documents which is a part of the DA submission will be carried out.</p>
<p><i>(d) the proposed development would not adversely affect the heritage significance of the heritage item, including its setting, or the heritage significance of the Aboriginal place of heritage significance, and</i></p>	<p>(d) The proposed development would not adversely impact the heritage significance of the heritage item, including its setting. The former hardware store is a 1970s building and as such does not feature any significant heritage fabric. The building has undergone multiple alterations and additions and is in a poor condition due to the extensive damage caused within the interiors due to water seepage. The proposed demolition of former hardware store would facilitate the adaptive reuse of the subject site and help accommodate the ancillary buildings and the car park for the proposed adaptive reuse of the Gerringong Dairy Co-Op complex. The proposed form, scale, bulk and design of the proposal would, in Heritage 21’s opinion, be respectful of the heritage significance of the Gerringong Dairy Co- Op buildings. The proposed new development would be set below the roof ridge height of the heritage buildings and would be located to the rear ensuring that the presentation of the heritage significant buildings is retained within the Belinda streetscape and from Gerringong railway station.</p> <p>The proposed muted colour scheme and materials and finishes for the new development have been selected in conjunction with Heritage 21, to ensure that the proposed detailing would not detract from the significance of the Gerringong Dairy Co-Op. Additionally, the highly contemporary form and materials of the new works would ensure that they are clearly identifiable as new, allowing the heritage item to stand out.</p> <p>The combined conservation strategies set out above and in the Heritage Management Documents would facilitate important conservation works to the Gerringong Dairy Co-Op buildings. The proposed development would improve the presentation of the iconic dairy buildings from the public realm and would</p>



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	facilitate engagement of public with the subject site. The brick work would be repointed, and the roof would be repaired, this would facilitate necessary upgrade to the dairy buildings as well as enhancing the presentation of the building to the public realm – especially the repointing of the brickwork and the reinstatement of the timber elements including the windows, fascia boards and barge boards.
<i>(e) the proposed development would not have any significant adverse effect on the amenity of the surrounding area.</i>	<p>(e) The proposed development would not have any significant adverse effect on the amenity of the surrounding area.</p> <p>The applicant has prepared an assessment of the proposed development addressing the amenity of the surrounding area, including the impacts associated with overshadowing and parking assessment. On that basis, the consent authority can be satisfied that the development would not have any significant adverse effect on the amenity of the surrounding area.</p> <p>Please refer to the Statement of Environmental Effects for a full assessment of the proposed development and its impact on the amenity of the surrounding area.</p>

**6.2.4 Impact Assessment Against the Kiama DCP 2020**

Chapter 4 – Heritage and Cultural Conservation	
European Cultural Heritage Management	
Aims	Assessment
<b>A:4.1.2</b> <i>To ensure that identified values of heritage listed sites are fully and effectively addressed in the development assessment process and afforded appropriate protection or management consistent with legislative requirements.</i>	The proposed modification to the Gerringong Dairy Co-Op would retain the heritage building on the subject site and the proposed development would involve alterations and additions within the interiors of the original dairy building. The proposal would largely retain the existing heritage item onsite and would involve the demolition of the later addition brick masonry hardware store building which is in an extremely poor condition. The proposal would facilitate the conservation of the heritage buildings and enhance its heritage significance by the repair and upgradation of the heritage significant fabric. The proposed adaptive reuse of the subject site would ensure and bring about and enhance public engagement with the heritage site. As such, the proposal would retain the heritage significance of the subject site and in the opinion of Heritage 21 would not engender a negative heritage impact on the significance of the heritage listed item.
Objectives	Assessment
<b>O:4.1.7</b> <i>To provide detailed controls and guidelines intended to ensure that new development in the vicinity of a heritage item or on the site of a heritage item, maintains and enhances the heritage values of the item for the benefit of Kiama Local Government</i>	The proposed modifications to the Gerringong Dairy Co-Op for the adaptive reuse of the subject site as restaurants, retail space and take-away services would ensure the retention of the heritage item and also facilitate its repair and conservation. The proposal would bring about positive heritage outcomes for the subject site. The proposal development would enhance the engagement and

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<p><i>Areas' citizens, the community generally and for future generations.</i></p>	<p>interaction of the public with the subject site. It would also increase the awareness within the Kiama local community of the importance and the heritage significance of the subject site. As such, the proposal in the opinion of Heritage 21 would not engender any negative heritage impact on its significance. It would benefit the citizens of the Kiama Local Government Areas' and ensure that the heritage of the locality is retained for the future generations.</p>
<p><b>O:4.1.8</b> <i>To provide detailed controls and guidelines intended to ensure that alterations and additions to heritage items are carried out in a manner which maintains and enhances the heritage values of the item for the benefit of Kiama Local Government Areas' citizens, the community generally and for future generations.</i></p>	<p>The proposal would include alterations and addition within the interiors of the Gerringong Dairy Co-Op building. It would largely retain the external presentation of the main building within the surrounding locality. The proposed works would bring about the repair and conservation of the significant heritage fabric of the building. The new construction of the amenities and buildings for the services, toilets, barbeque hut, outdoor seating and take-away services would be single storey structures located within the subject site. The simple yet contemporary design of these new structures would ensure that they are clearly identifiable as new construction. The design, bulk, scale and mass of the new development would be smaller to the existing Gerringong Co-Op building and would ensure that its heritage significance is retained. As such, the proposed alterations and additions to the heritage item would maintain and enhance the heritage values of the item for the benefit of the local community.</p>
<p><b>O:4.1.9</b> <i>To ensure that public domain heritage items which includes, but is not limited to trees, parks, monuments and cemeteries are adequately maintained and conserved for the benefit of Kiama Local Government Areas' citizens, the community generally and for future generations.</i></p>	<p>The subject site is not a public domain heritage item. However, it is located near the Gerringong railway station and as such is located at an important location within the town of Gerringong. The proposal would retain the Gerringong Dairy Co-Op within the Gerringong community and would ensure that its adaptive reuse would enable the engagement of the local community as well as visitors of the Gerringong area with the heritage item. As such, it would maintain and conserve the heritage item for the community and the future generations.</p>
<p><b>Controls - New Developments</b></p>	
<p><b>Controls</b></p>	<p><b>Assessment</b></p>
<p><b>4.1.14</b> <i>New development in the vicinity of a heritage item or on the site of a heritage item should harmonise with its surroundings. Through careful analysis and evaluation of the historic context of the heritage item, new development must be appropriate in its scale, form, siting, materials and colour and detailing.</i></p>	<p>The proposed alterations and additions to the Gerringong Dairy Co-Op would largely retain the external presentation of the original building and would be limited within its interiors. The proposed new buildings on the subject site to accommodate the amenities, services, outdoor dining area, barbeque hut, take-away food services would be single storey buildings with a combination of flat and sloping roofs. These buildings would be of a smaller bulk and scale compared to the existing Gerringong Dairy Co-Op and would be of a clear contemporary design compatible to the existing heritage building. The simple yet modern design of the</p>

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	new buildings would ensure that they are clearly identifiable as new, ensuring that the heritage significance of the listed item is retained. The use of galvanised steel, hardwood timber, light coloured bricks and the stucco render for the new buildings would be clearly contemporary materials which would be complementary to the brick masonry walls and timber elements of the Gerringong Dairy Co-Op building.
<b>4.1.15</b> <i>New development in the vicinity of a heritage item or on the site of a heritage item need not replicate exactly that of the heritage item, but rather through careful analysis of significant design characteristics sympathetically interpret and design new works which are in harmony with the character of the heritage item.</i>	The proposed design of the new buildings on the site would be simple yet contemporary ensuring that they are clearly identifiable as a later addition within the subject site. The design of the new buildings would incorporate the traditional gable roof form in a modern form with lower pitches. The development would incorporate curves and circular elements within the new buildings which would be a clear contrast to the rigid brick masonry walls of the dairy co-op. However, these elements would be smaller in scale and form to the heritage listed building and would also complement the heritage fabric of the building ensuring that the significance of the main building is retained.
<b>4.1.16</b> <i>New development in the vicinity of a heritage item or on the site of a heritage item should recognise the predominate scale (height, bulk, density, grain) of existing development and respond sympathetically in the design of new works.</i>	The proposed modifications to the place include the construction of new buildings to accommodate the amenities, services, outdoor seating, barbeque hut and take-away services. These building would be located away from the brick masonry dairy building, and they would be single storey buildings smaller in scale, bulk and size in comparison to the main building on the Gerringong Dairy Co-Op. This would ensure that the heritage significance of the heritage listed building is retained.
<b>4.1.17</b> <i>The form of new development in the vicinity of a heritage item or on the site of a heritage item need not replicate exactly that of adjacent historic properties, but should however visually respect and relate to them in a positive way.</i>	The new buildings on the heritage listed Gerringong Dairy Co-Op site would be single storey buildings designed in contemporary design incorporating a series of forms inspired from the traditional gable roof form of the main heritage listed building on site. The new buildings would incorporate a series of curved and circular elements within the new design to ensure that it is distinct from the original and it would not replicate the original building in any form. The simple yet contemporary design of the new buildings would be complementary to the heritage significance of the site ensuring that it would visually respect and relate to the heritage item.
<b>4.1.18</b> <i>The form of new development in the vicinity of a heritage item or on the site of a heritage item should respond to adjacent historic properties with respect to treatment of facades and side elevations visible from the street or prominent locations.</i>	The proposed new building would be largely located to the rear (eastern) façade of the main building of the Gerringong Dairy Co-Op. The new buildings would incorporate a combination of steel and timber cladding to their façades which would be clearly distinct yet complimentary to the brick masonry walls of the dairy co-op building. The buildings would not be visible from the Belinda Street streetscape and would be smaller in scale and height to the

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	original building ensuring that the new works would not engender a negative heritage impact on the significance of the subject site.
<b>4.1.19</b> <i>The design of roof forms for new development in the vicinity of a heritage item or on the site of a heritage item should respect the scale, form, detail and pitch of adjacent historic properties.</i>	The roofs of the proposed new buildings on site would be designed in a contemporary form inspired from the gable roof of the Gerringong Dairy Co-op building. The roofs of the new buildings would have lower pitches and would ensure that they are lower in scale and form from the heritage listed building. The use of galvanised steel and timber for the new buildings would ensure that they relate to the heritage fabric of the dairy co-op.
<b>4.1.21</b> <i>New development within the site of a heritage item should be sited to minimise adverse impacts on the setting and significant views to and from the place.</i>	The proposed new buildings on the subject site would be sited to the rear of the main building and would be set away from the heritage building ensuring that presentation of the heritage listed building is retained from the public domain. These new buildings are smaller in bulk and scale and as such would not engender a negative heritage impact on the subject heritage item.
<b>4.1.23</b> <i>New buildings in the vicinity or within the site of a heritage item should use colours which harmonise with traditional colour schemes.</i>	The proposed schedule of materials and finishes developed by Robertson Collectif shows that the use of contemporary materials like galvanised steel, hardwood timber and light coloured brick masonry walls would be complementary to the existing heritage buildings. The muted colour scheme would ensure that the significance of the heritage listed dairy building is retained.
<b>4.1.25</b> <i>New development in the vicinity of a heritage item should include landscape details such as fences, garden walls and planting treatments which respond to and are sympathetic with the character of the item.</i>	The proposed modifications would involve landscape upgradation works to the existing site. The proposed works to the landscape would respect the industrial setting of the subject site and would not engender a negative heritage impact on the heritage significance of the subject site.
<b>Controls - Alterations &amp; Additions</b>	
<b>Controls</b>	<b>Assessment</b>
<b>4.1.26</b> <i>New infill within town centres which include heritage items should recognise and respond in a sympathetic way to key elements and features which define the historic character of the townscape such as rooflines, parapets, street awnings, shopfronts, and treatment of facades with respect to proportion, modulation and number of openings.</i>	The subject site is not located within the town centre of Gerringong. As such, the control is not applicable to the subject site.
<b>4.1.27</b> <i>In designing new additions to single-storey heritage items, generally limit new works to single-storey and preferably locate to the rear of the existing building. The above requirement may be varied to suit specific site conditions. New roof and building mass</i>	The proposal would include alterations and additions within the interiors of the Gerringong Dairy Co-Op building. The proposed works would retain the existing external presentation of the building. The works would largely be limited to the removal of intrusive elements such as concrete ramps and platforms located along the eastern elevation of the subject building. The principal



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<p><i>should not project above or dominate the existing building scale.</i></p>	<p>roof form of the heritage building would be retained, and the works would be limited to the repair and conservation works to reinstate it back to its original form. The repair and conservation works would use materials like for like to the existing materials. The new works would be limited to separate single storey buildings set away from the main building which would accommodate the services, amenities, outdoor seating, barbecue hut and take-away services. As such, the proposed works would not project above or dominate the existing building scale of the heritage building.</p>
<p><b>4.1.29</b> <i>For heritage items, changes to original roofs should be minimal, particularly if seen from the street or prominent locations, and be determined by the building context. Roof elements such as skylights should not be located where visually prominent in the streetscape or prominent locations.</i></p>	<p>The proposal would retain the existing roof form of the heritage building. The works to the roof would be limited to the repair and conservation of the roof to reinstate it back to its original form. The repair and conservation works would use materials like for like to the existing materials. The works would not include introduction of new skylights to the existing roof. As such, the presentation of the building from the public domain would be retained.</p>
<p><b>4.1.32</b> <i>The re-roofing of the main body of a house is not generally desirable, except where justified due to deterioration, and only if new roofing matches original materials.</i></p>	<p>The existing roof sheeting of the heritage building would be retained. The proposal would include installation of a new galvanised roof sheeting on top of new bulk insulation and foil backed roofing blanket. As such the proposal would not include the loss of any heritage fabric and the original may be reinstated back at a later stage. The use of new galvanised roof sheeting would be similar to existing iron sheeting and would maintain the original presentation of the building.</p>
<p><b>4.1.34</b> <i>The materials, textures, and detailing of alterations and additions to a heritage item and new buildings on the site of a heritage item or in the vicinity of a heritage item need not mimic exactly existing original details, but rather reinterpret and be compatible with the materials, textures and details of a heritage item.</i></p>	<p>The proposed schedule of materials and finishes developed by Robertson Collectif shows that the use of contemporary materials like galvanised steel, hardwood timber and light coloured brick masonry walls would be distinct from the heritage significant fabric and would not mimic the heritage buildings. The muted colour scheme would ensure that the significance of the heritage listed dairy building is retained.</p>
<p><b>4.1.35</b> <i>When proposing to repaint external fabric of a heritage item, re-instatement of traditional colour schemes is strongly encouraged. Evidence of original schemes may be determined by scraping back paint from areas that are not subject to intense weathering. Advice may be sought from Council's Heritage Advisor should you wish to investigate colour schemes for your building.</i></p>	<p>The proposal would not include painting of the exposed brick masonry walls of the Gerringong Dairy Co-Op. Repainting within the heritage building would be limited to the timber elements of the main dairy building. The colours would be similar to the existing colour scheme and as such the proposed works would not engender a negative heritage impact on the heritage significance of the subject building.</p>

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<p><b>4.1.36</b> <i>Where new doors, windows or verandahs are visible from the street or prominent location, they should be of similar proportion, size, location and detailing to original elements. If there is no indication of original treatment, the design of new doors and windows should be generally vertically emphasised and kept simple.</i></p>	<p>The proposed building would mostly retain the original timber and steel sliding doors of the heritage listed building. The alterations and additions would be limited to the removal of the later addition roller shutter doors and infill brick walls. The new doors and windows would use a combination of contemporary materials including steel and clear glass which would be complimentary to the industrial character of the heritage listed building. The use of steel frames in the new clear glass doors and windows would retain the existing fenestration pattern of the building.</p>
<p><b>4.1.39</b> <i>Original verandas and external detailing in general should be preserved and restored, or reconstructed where necessary. Removal or infilling of verandahs visible from the street or prominent locations is generally not supported.</i></p>	<p>The subject building does not include any verandah. However, it includes timber decking along its western façade. This timber decking would be retained and the works would be limited to the repair and conservation works of this timber deck.</p>
<p><b>4.1.40</b> <i>Heritage items with original facades/walls comprised of unpainted brickwork or stonework are not to be painted, rendered or bagged.</i></p>	<p>The proposal would not involve any painting of the brick masonry walls of the Gerringong Dairy Co-Op building.</p>
<p><b>4.1.41</b> <i>Paint should not be applied to original brickwork, stonework, exposed bricks on chimneys, terracotta chimneypots, tessellated or glazed tiling, slate verandah edging and steps, or any other unpainted surfaces of a heritage item.</i></p>	<p>The proposal would not involve any painting of the brick masonry walls of the Gerringong Dairy Co-Op building. The repainting would be limited to the timber elements of the heritage building.</p>
<p><b>4.1.42</b> <i>New ancillary buildings including garages and carports proposed within the site of a heritage item should preferably be detached and located in traditional locations, that is, to the rear or side of the dwelling, and set back from the front façade.</i></p>	<p>The proposal does not include the construction of any garages or carports. The proposed development would include an open-air park along the southern boundary of the subject site which would not be visible from the entrance located along the road leading to the Gerringong Station. The open-air carpark would also not be visible from the Belinda Street.</p>
<p><b>4.1.43</b> <i>Garages, carports and outbuildings etc. should be designed to be subservient in scale to the main building, with recessive or darker colours that reduce visual prominence.</i></p>	<p>The proposal does not include the construction of any garages or carports. The proposed development would include an open-air park along the southern boundary of the subject site.</p>
<p><b>4.1.44</b> <i>Generally designs for garages, carports and out buildings etc. should be kept simple. Do not mimic elaborate design elements of the main dwelling if it overemphasises the garage or carport appearance.</i></p>	<p>The proposal does not include the construction of any garages or carports.</p>
<p><b>4.1.45</b> <i>Brushed concrete, gravel, crushed sandstone, dark segmental pavers, or driveways designed as separated wheel strips</i></p>	<p>The proposal would include an asphalt driveway similar to the existing one on site accessible from the road leading to Gerringong Station. As such, the proposal would not include light coloured</p>

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<i>are appropriate in preference to light coloured paving, "faux brick" or stencil finishes which are generally not supported.</i>	paving, "faux brick" or stencil finishes and would not engender a negative heritage impact on the heritage listed building.
<b>4.1.46</b> <i>Driveways and hardstands should be a maximum of 3.5 metres at the street frontage and should be kept simple.</i>	The subject site has an existing 6m driveway accessible from the road leading to the Gerringong Station. The driveway is not along Belinda Street. The proposal would retain the existing width of the driveway. As such, the proposed development would not impact the street frontage.
<b>4.1.47</b> <i>Existing fencing that is original should be retained and conserved.</i>	The subject site has wire fencing along the site boundary which is not original.
<b>4.1.48</b> <i>Alterations and additions or new buildings in urban areas should generally provide for a new fence of appropriate materials, colours and scale where no fencing exists. Fencing should be kept simple, with a level of detail compatible with the heritage item.</i>	The proposed development is not located in an urban area.

**6.2.5 Impact Assessment Against the NSW Office of Environment & Heritage guidelines**

<b>Question</b>	<b>Assessment</b>
<b>Demolition of a building or structure</b>	
<i>Have all options for retention and adaptive re-use been explored?</i>	<p>The proposal would include the demolition of the yellow brick masonry later addition hardware store building in the south-eastern corner of the subject site. This building is in an extremely poor condition and the roof of this building has deteriorated and collapsed. Some of the walls are also broken and as such the building is in a poor condition. This building does not have any significant architectural quality and it is not rare and as such the demolition of this building would not negatively impact the heritage significance of the subject site.</p> <p>The proposed development would retain the main Gerringong Dairy Co-Op building and would retain the external presentation of the building with the surrounding vicinity. The demolition would be limited to later addition non-significant fabric including the concrete platforms and ramps located along the southern façade of the main building. The proposal would retain the fabric of high significance and would also facilitate its repair and conservation. The proposal would involve the partial demolition of the internal walls and the rear (eastern) façade to accommodate windows and openings. These openings would retain spandrels ensuring that the original floor layout of the original dairy building remains legible. As such, the proposed demolition of the hardware store, partial demolition of the internal walls and the concrete platform and ramps along the</p>

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	southern façade, in the opinion of Heritage 21 would not engender a negative heritage impact on the significance of the subject site.
<i>Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site?</i>	The proposed demolition within the heritage building would be limited to its interiors and would largely retain the significant heritage fabric. The proposed later addition hardware store does not contain any heritage significant fabric. The proposed alterations and additions to the Gerringong Dairy building would not alter their external presentation and also would not change the existing form, bulk or scale of the buildings. The proposed new ancillary buildings on site would be separate structures and would be set away from the original dairy buildings. These buildings would be located to the rear of the heritage buildings and would be of a smaller scale compared to the heritage buildings. As such, the proposed development would not negatively impact the heritage significance of the subject site.
<i>Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible?</i>	Proposed partial demolition within the interior and along the rear (eastern) facades mainly to accommodate new openings and to improve the amenity of the existing buildings would ensure the adaptive reuse of the subject site, in turn ensuring that the heritage significant buildings are retained within the Gerringong locality. The proposed demolition of the non-significant 1970s former hardware store building which is in a poor condition and is almost falling apart as such would not negatively impact the heritage significance of the subject site.
<i>Has the advice of a heritage consultant been sought? Have the consultant's recommendations been implemented? If not, why not?</i>	Heritage 21 has been a part of the design development process to ensure that the significant fabric of the heritage listed buildings is retained. A detailed Heritage Management Document has been prepared outlining the detailed conservation actions for the significant fabric of the former Gerringong Dairy Co-Op.
<b>Minor partial demolition (including internal elements)</b>	
<i>Is the demolition essential for the heritage item to function?</i>	The proposed partial demolition within the interiors of the dairy buildings is not essential for it to function. However, the proposed partial demolition would improve the amenity of the site and would enable the building to be adapted for the new restaurants and retail areas. The demolition would not alter the existing bulk, form, scale of the heritage listed buildings.
<i>Are important features of the item affected by the demolition (e.g. fireplaces in buildings)?</i>	The proposal would retain all significant fabric of the subject site as per the detailed conservation actions outlined in the Heritage Management Documents. As such, the proposal would not impact any important features of the heritage listed building.
<i>Is the resolution to partially demolish sympathetic to the heritage significance of the item?</i>	The proposed partial demolition would be limited to the interiors and along the rear (eastern) elevation. The proposed demolition of the concrete ramps and platforms would ensure the removal of



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	intrusive elements from the heritage listed building. The demolition of the internal in order to accommodate new openings would retain spandrels ensuring that the original floor layout of the heritage buildings remains legible. As such, the proposed development would not negatively impact the heritage significance of the subject site.
<i>If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?</i>	The proposed partial demolition is not a result of the condition of the fabric.
<b>Major additions (see also major partial demolition)</b>	
<i>How is the impact of the addition on the heritage significance of the item to be minimised?</i>	The proposal would be limited within the interiors of the heritage listed building. The major addition would be within the kitchen and cooking areas of the restaurants which would include the installation of new walls within these areas. Heritage 21 has recommended that the finishes of these new walls should be installation against 90mm framed partition walls to ensure that the original brick masonry walls are not negatively impacted. The new wall finishes, and paint should be installed against the CFC or gyprock sheeting installed against these 90mm frames. The frames for the new walls should be fixed within the mortar joints of the brick masonry and not to the face bricks. This would ensure that the proposed alterations would be reversible, and it would be possible to reinstate it at a later stage.
<i>Can the additional area be located within an existing structure? If not, why not?</i>	The alterations to the main heritage listed building would be limited within its interiors. As such the proposal would not alter the existing building envelope of the Gerringong Dairy Co- Op building.
<i>Will the additions tend to visually dominate the heritage item?</i>	The proposed alterations and additions would be located within the interiors of the heritage buildings and as such would not change the building profile of the Gerringong Dairy Co-Op and ensure that the existing presentation of the heritage building is retained. As such, the proposed works would not visually dominate the heritage listed buildings.
<i>Are the additions sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?</i>	An archaeological assessment is beyond the scope of this report.
<b>New development adjacent to a heritage item (including additional buildings and dual occupancies)</b>	
<i>How is the impact of the new development on the heritage significance of the item or area to be minimised?</i>	The proposed new buildings would largely be located to the rear of the heritage buildings. The new ancillary buildings proposed on the subject site would be smaller in scale compared to the heritage building ensuring that its prominence is retained. The proposed development would not alter the existing design, bulk, scale or form of the heritage building. As such, in the opinion of Heritage 21 the proposed development would not engender a negative heritage impact on the subject site.

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<i>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</i>	The proposed new buildings would be sited to the rear of the heritage listed building and would be set behind the dairy buildings. The new buildings would be smaller in scale and form to the dairy buildings and would ensure that the presentation as well as the significance of the Gerringong Dairy Co-Op buildings is retained within the Gerringong locality.
<i>How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?</i>	The proposed development would be located to the rear and as such would not alter the presentation of the heritage buildings from the public realm.
<i>Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?</i>	An archaeological assessment is beyond the scope of this report.
<i>Will the additions visually dominate the heritage item? How has this been minimised?</i>	The proposed alterations and additions would be located within the interiors of the heritage buildings and as such would not change the building profile of the Gerringong Dairy Co-Op and ensure that the existing presentation of the heritage building is retained. The proposed new ancillary building in the proposed development would be smaller in scale and form to the heritage buildings. As such, the proposed works would not visually dominate the heritage listed buildings.
<i>Will the public, and users of the item, still be able to view and appreciate its significance?</i>	The proposed development at the subject site would improve the interaction of the public with the site ensuring that the heritage significance of the Gerringong Dairy Co-Op is retained within the locality.
<b>Repainting (using new colour schemes)</b>	
<i>Have previous (including original) colour schemes been investigated? Are previous schemes being reinstated?</i>	The proposal would retain the existing colours of the timber elements of the heritage items.
<i>Will the repainting effect the conservation of the fabric of the heritage item?</i>	The existing paint of the timber elements of the Gerringong Dairy Co-Op is in a poor condition and is peeling and deteriorated. The proposed repainting of the timber elements in the existing colour scheme would not impact the conservation of the significant fabric of the subject building. The proposed repainting would rather improve the presentation of the building within the locality.
<b>Re-roofing/re-cladding</b>	
<i>Have previous (including original) roofing/cladding materials been investigated (through archival and physical research)?</i>	The proposed new roof sheeting would be similar to the existing galvanised metal roof sheeting. It would follow the same colour and profile of the existing. As such, it would not engender a negative heritage impact.
<i>Is a previous material being reinstated?</i>	The existing galvanised metal sheeting would be retained, and the subject site and the new roof sheeting would be installed on top of

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	the existing roof ensuring that there is no loss of heritage significant fabric.
<i>Will the re-cladding effect the conservation of the fabric of the heritage item?</i>	The proposed re-roofing including the installation of new insulation and new metal roof sheeting would not affect the conservation of the fabric of the heritage item.
<i>Are all details in keeping with the heritage significance of the item (e.g. guttering, cladding profiles)?</i>	Heritage 21 has provided advice for the reinstatement of the rainwater goods including gutter and rainwater downpipes. The new rainwaters goods would be of galvanised steel and would follow traditional round profiles compatible with the heritage building.

## 7.0 CONCLUSION & RECOMMENDATIONS

### 7.1 Impact Summary

The NSW Office of Environment & Heritage's guidelines require the following aspects of the proposal to be summarised.<sup>12</sup>

#### 7.1.1 Aspects of the proposal which respect or enhance heritage significance

In our view, the following aspects of the proposal would respect the heritage significance of the subject site and heritage item in the vicinity:

- The proposal would ensure the retention of the heritage listed Gerringong Dairy Co-Op building;
- The proposal would improve the existing condition of the heritage listed building;
- The proposal would not alter the historic setback from Belinda Street and the road leading to the Gerringong Station;
- The proposal would ensure community engagement with the Gerringong Dairy Co-Op site as it is adapted for reuse as hospitality precinct;
- The proposal would facilitate conservation works to the dairy co-op building as it is being converted to accommodate the two new restaurants, and retail spaces as well take-away food services;
- The proposed alterations and additions to the historic building would be located within its interiors ensuring that the presentation of the building within the locality is retained;
- The design of the new buildings on the site have been appropriately designed to ensure that it would not generate a negative heritage impact upon the existing Gerringong Dairy Co-Op but would serve as a respectful, contemporary development, clearly differentiating between the original and the new. This includes the conservation of the original Gerringong Dairy Co-Op building, the incorporation of appropriate setbacks, scale, sympathetic materials and finishes; and
- The proposed adaptive reuse of the Gerringong Dairy Co-op would ensure public engagement with the heritage site and would bring about opportunities to educate the local community about the heritage and the significance of the subject site.

#### 7.1.2 Aspects of the proposal which could have detrimental impact on heritage significance

In our view, there are no aspects of the proposal which could be detrimental to the significance of the subject site and heritage item in the vicinity. The neutral and positive impacts of the proposal

<sup>12</sup> NSW Office of Environment and Heritage, 'Statements of Heritage Impact' (Heritage Office and Department of Urban Affairs & Planning, 1996), <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/hmstatementsofhi.pdf>.



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have been addressed above in Section 7.1.1. Recommendations are provided in Section 7.2 below as further mitigation measures.

**7.1.3 Sympathetic alternative solutions which have been considered and discounted**

Heritage 21 provided heritage advice to the applicant which has been incorporated in the final proposal as described in Section 5.0 and which includes:

- The alterations and additions to the Gerringong Dairy Co-Op building should be limited within its interiors and should limit the demolition of significant heritage fabric
- The proposed new building on site should be smaller in scale and should be clearly identifiable as later additions; and
- The original roof form and significant timber elements of the roof including the rafters, eaves, fascia boards should be retained. The repair works should be limited to the deteriorated timber elements and the replacement materials should be like for like to the existing on site.

No solutions of greater sympathy with the significance of the subject site, heritage conservation area or heritage items in the vicinity have been discounted to our knowledge.

**7.2 Recommendations**

To ensure maximum conservation of the significance of the subject site and heritage item in the vicinity, Heritage 21 also recommends the following:

**7.2.1 Heritage Tradesmen**

Any repair or conservation works onto the heritage fabric, as identified in the Heritage Management Documents prepared by Heritage 21, of the subject site should be carried out by suitably qualified heritage professionals and tradesmen.

**7.2.2 Photographic Archival Recording**

A Photographic Archival Recording (PAR) should be prepared by a suitably qualified Heritage Consultant prior to any development being carried out on the site.

The report must consist of an archival standard photographic record of the site and buildings externally including the existing character of the streetscape and the views to and from the subject site and heritage items in the vicinity, exteriors and interiors, and general views to and from the site.

The recording shall be undertaken in accordance with the guidelines for Photographic Recording of Heritage Items Using Film or Digital Capture (2006) prepared by the NSW Office of Environment & Heritage and copies should be retained in Council's Archives and Local Studies collection.

### 7.2.3 Penetration in Significant Fabric and 90mm framed partition walls

- The proposed new walls and services that are to be installed within the kitchen areas of the new restaurants, in the interiors of the Gerringong Dairy Co- Op should consider physical impact onto the original fabric of the building and should preferably be made of stand-alone fixtures which would be abutted against the wall rather than fixed onto it, thus limiting the need for drilling holes and penetrating the significant fabric of the building.
- Heritage 21 recommends that 90mm framed partitions should be installed within these areas. The frames should be fixed within the mortar joints of the brick masonry walls and should not be fixed to the brick face or the original tiles within the milk rooms. The new walls/ wall finishes should be fixed against the gyprock or CFC sheeting fixed to these 90mm framed partitions in order to ensure that the proposed changes do not negatively impact the heritage fabric of the subject building.
- CFC sheeting is also to be installed against the mortar joints of the brick masonry walls and timber flooring of the dairy co-op buildings in the areas of new toilets. This would ensure that the works are reversible, and it would be possible to reinstate it back to its original form at a later stage.
- The introduction of new services and amenities in the heritage listed building should ensure that the penetrations within the original fabric to accommodate these services are minimised. The services should not be chased into original fabric and should be surface mounted only.

### 7.2.4 Interpretation Strategy

An Interpretation Strategy should be prepared by a heritage professional. This would identify key users of the site, develop themes and key messages for the identified audience, and propose options for communication of heritage values to visitors and users of the site. This may be in the form of graphic display, art installations, design features or other interpretive media.

### 7.2.5 Interpretation Plan

An Interpretation Plan should be prepared to develop content, installation strategy and/or a maintenance plan for the proposed interpretive media. The focus of this exercise is not for passive historical instruction but for interactive engagement between a site and the community.

### 7.2.6 Onsite Heritage Architect Monitoring

A Heritage Architect should be engaged to periodically monitor the works on site, give necessary advice and sign off upon conclusion.

## 7.3 General Conclusion

The proposed development would aid in improving the existing condition and facilitate conservation works of the significant fabric of the Gerringong Dairy Co-Op. The proposal would include the removal of the intrusive additions to the original building and facilitate conservation works of the

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Statement of Heritage Impact • Gerringong Dairy Co-Op • 18 Belinda Street, Gerringong

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significant fabric. The construction of the new buildings on site to accommodate the outdoor seating area, amenities, services, barbeque hut and the take-away food and drink services would comprise of sympathetic design, scale, form and materiality. Heritage 21 has been actively involved in the design process to minimise the visual impact of the proposed development and to ensure that it would not detract the significance of the Gerringong Dairy Co-Op. The proposal would also ensure continued public engagement with the heritage site.

Heritage 21 is therefore confident that the proposed development complies with pertinent heritage controls and would not engender a negative impact on the heritage significance of the subject site, and the heritage item in the vicinity. We therefore recommend that Kiama Municipal Council view the application favourably on heritage grounds.

## 8.0 SOURCES

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**17.2 Question for future meeting: Female change room facilities**

CSP Objective: 1.0 A healthy, safe and inclusive community

CSP Strategy: 1.1 Developing and implementing services and programs that promote social cohesion, healthy and active lifestyles for residents of all ages, abilities and interests

Delivery Program: 1.1.5 Facilitate sport and health related facilities and programs

**Summary**

At the October 2021 Council Meeting, Councillor Westhoff requested a report on female change room facilities (including toilets and showers) at sportsgrounds across the Kiama Local Government Area (LGA). The matter was referred to the Director Engineering and Works for action.

**Financial implication**

N/A

**Risk implication**

N/A

**Policy**

N/A

**Consultation (internal)**

N/A

**Communication/Community engagement**

N/A

**Attachments**

Nil

**Enclosures**

Nil

**RECOMMENDATION**

That Council note the information contained in this report regarding female change room facilities in the Municipality.

**Background**

Female participation in sport is being actively promoted at all levels of government to encourage increased physical health, confidence, self-esteem and lower levels of depression among girls and women. Based on data received from local sporting groups, the registration of female participants across many sports is increasing exponentially each year. Recently a number of existing sport amenities buildings have

Report of the Director Engineering and Works

17.2 Question for future meeting: Female change room facilities (cont)

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been refurbished, or new facilities constructed by Council or sporting groups supported by external funding opportunities, at:

- Kevin Walsh Oval, Jamberoo
- Keith Irvine Oval, Jamberoo
- Bonaira Oval, Kiama

In consultation with the relevant sporting clubs, these amenities facilities have been designed and built to cater for the increasing number of female participants now and into the future. Given the size and local usage of the various sporting fields by both male and female participants, it would be challenging economically to provide dedicated male and female sport amenities and change facilities at all locations as this would require doubling the size of most existing and new facilities.

As a preferred alternative, the sports industry have moved away from the traditional male (or female) only change rooms and are now preferring inclusion of unisex facilities in their design by incorporating enclosed showers and replacing urinals with toilet cubicles. This allows the facilities to be multi-purpose in their use by the various sporting clubs on the days of games and events.

### **Current position**

Council currently has grant applications waiting on an outcome under the State Government's Stronger Country Communities Fund (Round 4) for further modest sport amenities upgrades at:

- Refurbishment of Gainsborough Oval Amenities
- Refurbishment of Chapman Oval Amenities
- New Bombo Hill Amenities

Each of these projects will provide improved accessibility and equity of female change facilities at these locations and are aimed to further promote female participation in local sport.

Council officers are also working with local clubs who have expressed needs and desires to upgrade Council owned amenities and change facilities at a number of sporting fields. Development of Council's Open Space and Recreation Strategy over the next 12 months will establish defined needs for all improvement ideas and needs (including female change facilities) and to allocate resources, supported by external funding assistance, to progressively deliver the highest priority projects that will deliver the best value to our community.

The preparation of concept designs and business cases for major upgrade proposals including those upgrading female change facilities at individual sites (for example at Kiama Quarry Precinct or Gerringong Sports Ground, will follow development of the higher-level LGA-wide strategy.

### **Conclusion**

Council is committed to the progressive improvement in the provision of female amenities and change facilities across the LGA and are awaiting the outcome of grant applications to fund modest improvements to a number of sites. Identification and

Report of the Director Engineering and Works

17.2 Question for future meeting: Female change room facilities (cont)

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prioritisation of major upgrades will be informed by Council's Open Space and Recreation Strategy to be developed in 2022.

**Item 17.2**

**17.3 Question for future meeting: Pump Track addition - Minnamurra Bike Skills Track**

CSP Objective: 1.0 A healthy, safe and inclusive community

CSP Strategy: 1.1 Developing and implementing services and programs that promote social cohesion, healthy and active lifestyles for residents of all ages, abilities and interests

Delivery Program: 1.1.7 Manage recreation and open space infrastructure to cater for current and future generations

**Summary**

At the August 2021 Council Meeting, Councillor Way requested a report on continuing the development of the Minnamurra Bike Skills Track at Sanctuary Place Quarry to be known as stage 2 – pump track. The report is to include a plan of the pump track to be incorporated within existing infrastructure, an estimate to construct the pump track and investigation and advice on the potential for grant funding to finance the project. The matter was referred to the Director of Engineering and Works.

**Financial implication**

Any expansion of the Bike Skills Track has not been included in the current 2021/22 Council budget. For the project to proceed, external grant funding would be required to fully fund the project.

**Risk implication**

A detailed risk assessment of any proposed expansion of the current Bike Skills Track would be required before proceeding with any proposal, such as a new pump track.

The proposed new Pump Track product offers improved safety and longevity over the Council's existing Pump Track.

**Policy**

N/A

**Consultation (internal)**

Nil

**Communication/Community engagement**

No consultation has occurred relating to the potential expansion of the Any expansion of the Bike Skills Track would require further external community consultation.

**Attachments**

- 1 Modular Pump Track - Speed Ring L2 [↓](#)
- 2 Modular Pump Track - Speed Ring L3 [↓](#)
- 3 Modular Pump Track - Speed Ring L5 [↓](#)
- 4 Modular Pump Track - Tristar [↓](#)



Supplementary Reports

17.3 Question for future meeting: Pump Track addition - Minnamurra Bike Skills Track (cont)

**Enclosures**  
Nil

**RECOMMENDATION**

That Council note the information contained in this report relating to the pump track addition at the Minnamurra Bike Skills Track.

**Background**

The Minnamurra Bike Skills Track was opened in June 2021 and has received highly positive feedback from users of all ages. Advocates for the original concept have written to Council seeking opportunity to continue funding expansion of the existing facilities in the quarry, some in accordance with Council’s adopted concept plan (as shown below in Figure 1) and others as additional elements.

Inclusion of a ‘pump track’ type element was identified in the original concept and is shown as two circular elements in the middle-right of the image below (yellow). The alignment of the final as constructed tracks differ from the concept shown here, meaning the location and extent of the ‘pump track’ elements would need to be reassessed.



Figure 1: Council adopted Concept Design

Item 17.3

## Supplementary Reports

## 17.3 Question for future meeting: Pump Track addition - Minnamurra Bike Skills Track (cont)

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Council experienced significant issues in sourcing, placing and refining suitable material to form the current skills track and jumps, resulting in time delays and cost implications to Council. It may therefore be prudent to utilise pre-fabricated pump tracks, should Council allocate or seek funding in the future.

Council has an existing modular pump track acquired in 2020 that provides a recreational facility that can be easily relocated to be readily accessible for youth across the Municipality. The track system is suitable for bikes, skateboards, scooters and roller blades and caters to a variety of ages and skills levels.

Initial enquiries have been made with Parkitect Australia, the supplier of Council's existing Modular Pump Track, regarding potential solutions for the Minnamurra Bike Skills Track location. Council were advised that a new model will be available in 2022 that is aimed at permanent pump track installations, or at sites where it may be moved infrequently.

The new system is made entirely of fibreglass with a tubular steel frame and no exposed plywood, which is reported to significantly increase the product's life and offer increased safety. The geometry has been revised and updated to better suit the ever-popular scooter riders and younger riders, whilst still be a true flowing Pump track for the BMX and mountain bike riders.

Council has obtained quotes for four options for the new Pump Track System including delivery and installation at the Minnamurra Bike Track. The quotes range from \$69,200 + GST to \$79,100 + GST including delivery to site. (see attached). An additional allowance of approximately \$5,000 is required for preparation and installation by Council staff.

**CONCLUSION**

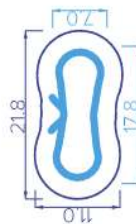
At this time there is no allocation in Council's current 2021/22 budget to undertake any expansion to the Bike Skills track and would require external grants to fully fund the project if it is to proceed.

# MODULAR PUMPTRACK SPEED RING L2

## Key Specifications

Track length	.....	37m
Track area	.....	125m <sup>2</sup>
Layout area	.....	240m <sup>2</sup>
Modules	.....	40
Material	.....	GFRP - glass fibre reinforced polymer
Structure	.....	Galvanised or powder coated tubular steel
Riding surface	.....	Non-slip resin coated
Connections	.....	Concealed bolted M10 stainless steel
Shipping	.....	Modules stacked & shipped on pallets
Weights	.....	Load handling upto 90kg
Installation	.....	2-3 man lifting

## Assembled Dimensions (metres)



## Riding Surface Colours

RAL Colour for fibreglass riding surface:



**Budget price - \$69,200+gst  
inc. delivery to Kiama**

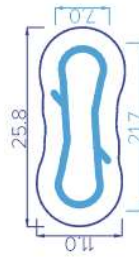


# MODULAR PUMPTRACK SPEED RING L3

## Key Specifications

Track length	46m
Track area	151m <sup>2</sup>
Layout area	283m <sup>2</sup>
Modules	48
Material	GFRP - glass fibre reinforced polymer
Structure	Galvanised or powder coated tubular steel
Riding surface	Non-slip resin coated
Connections	Concealed bolted M10 stainless steel
Shipping	Modules stacked & shipped on pallets
Weights	Load handling upto 90kg
Installation	2-3 man lifting

## Assembled Dimensions (metres)

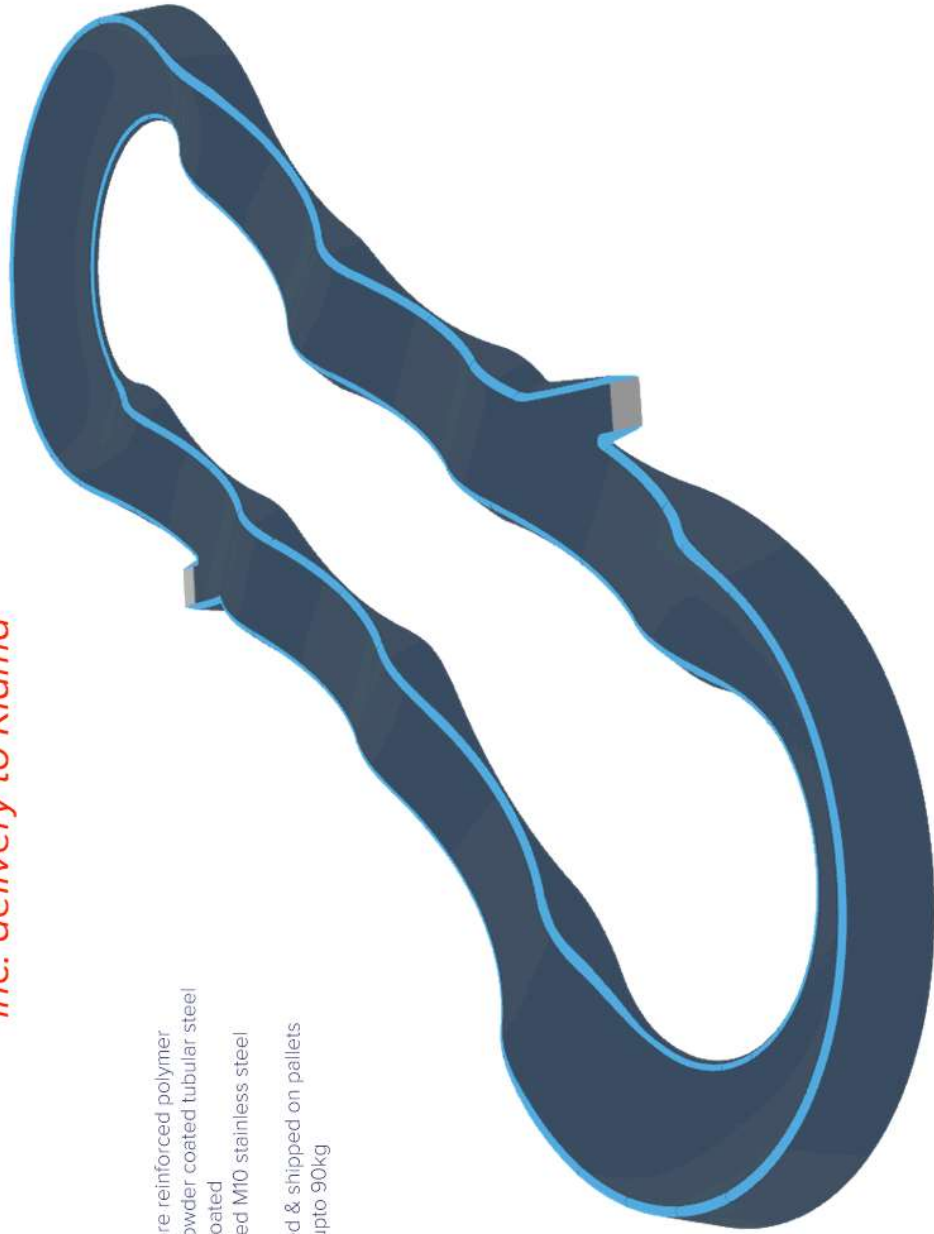


## Riding Surface Colours

RAL Colour for fibreglass riding surface



**Budget price - \$79,100+gst  
inc. delivery to Kiama**



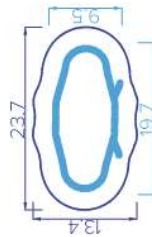


# MODULAR PUMPTRACK SPEED RING L5

## Key Specifications

Track length	44m	
Track area	187m <sup>2</sup>	
Layout area	318m <sup>2</sup>	
Modules	44	
Material	GFRP - glass fibre reinforced polymer	
Structure	Galvanised or powder coated tubular steel	
Riding surface	Non-slip resin coated	
Connections	Concealed bolted M10 stainless steel	
Shipping	Modules stacked & shipped on pallets	
Weights	Load handling upto 90kg	
Installation	2-3 man lifting	

## Assembled Dimensions (metres)

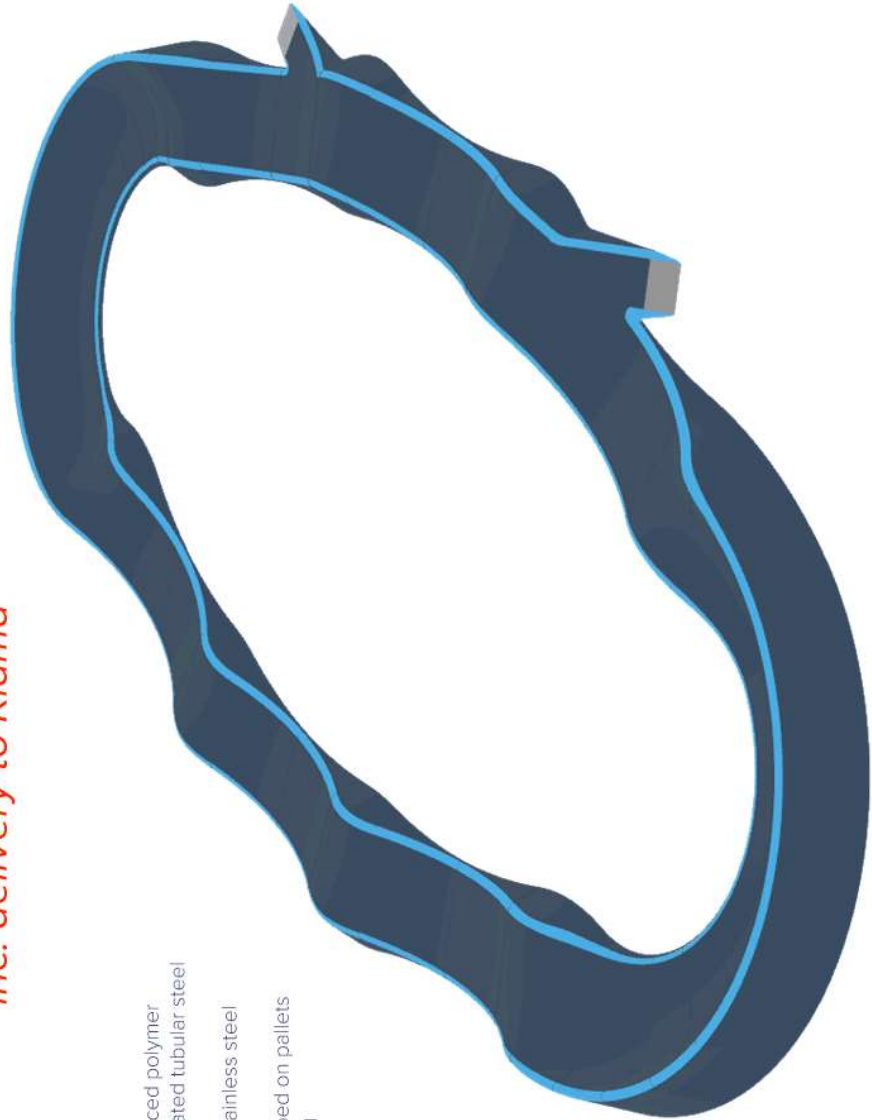


## Riding Surface Colours

RAL Colour for fibreglass riding surface



**Budget price - \$75,300+gst  
inc. delivery to Kiama**



**MODULAR  
PUMPTRACK  
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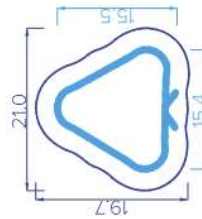


**Budget price - \$79,100+gst  
inc. delivery to Kiama**

**Key Specifications**

Track length	.....	47m
Track area	.....	240m <sup>2</sup>
Layout area	.....	413m <sup>2</sup>
Modules	.....	48
Material	.....	GFRP - glass fibre reinforced polymer
Structure	.....	Galvanised or powder coated tubular steel
Riding surface	.....	Non-slip resin coated
Connections	.....	Concealed bolted M10 stainless steel
Shipping	.....	Modules stacked & shipped on pallets
Weights	.....	Load handling upto 90kg
Installation	.....	2-3 man lifting

**Assembled Dimensions (metres)**



**Riding Surface Colours**

RAL Colour for fibreglass riding surface:



**17.4 Question for future meeting: Resident only parking system trial - Stafford Street, Gerroa**

CSP Objective: 1.0 A healthy, safe and inclusive community

CSP Strategy: 1.3 We live in a safe community

Delivery Program: 1.3.2 Implement public health and community compliance regulations and programs

Item 17.4

**Summary**

At the October 2021 Council Meeting, Councillor Reilly requested a report on instigating a trial 'Resident only Parking' system on the small carpark at Gerroa Headland during the 2021 end of year holidays. The matter was referred to the Director Engineering and Works for action.

**Financial implication**

The implementation of a resident only permit parking scheme would create a significant administrative burden on Council to implement, manage and monitor the scheme. There is currently no budget or resources allocated to this task.

**Risk implication**

Risks needing to be considered in any proposal to establish a resident only parking permit scheme would relate to reputational impacts, financial and resourcing impacts. Parking permit schemes are established under strict guidelines developed by the State Government. As detailed in this report, it is expected that the introduction of a permit scheme that would exempt residents from overnight parking restrictions, would not meet a number of the eligibility criteria listed.

**Policy**

N/A

**Consultation (internal)**

The existing overnight parking restrictions at the two carparks on Gerroa Headland were endorsed by the Kiama Local Traffic Committee at its 6 April 2021 meeting and adopted by Council at its meeting of 20 April 2021.

**Communication/Community engagement**

Establishment of a resident-only parking scheme, if deemed eligible against state Government guidelines, would require extensive community consultation.

**Attachments**

- 1 Blackhead Reserve - Overnight Parking Signage [↓](#)

**Enclosures**

Nil

Report of the Director Engineering and Works

17.4 Question for future meeting: Resident only parking system trial - Stafford Street, Gerroa (cont)

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### **RECOMMENDATION**

That Council note the information contained in this report regarding a resident only parking system trial.

### **Background**

In previous years, Council received ongoing complaints from local residents regarding the increasing trend of overnight camping and associated anti-social activities occurring in many of the prime coastal public carparks. In order to address this issue Council prohibited overnight parking between 9pm – 5am in the most popular carpark locations at Blowhole Point, North Bombo Beach, South Werri Beach and Seven Mile Beach. Signage erected at these locations also included pictograms which prohibit camping, littering or fires. This proved effective in reducing illegal overnight parking and allowing Council Rangers to issue infringements to offending vehicles. The signage also gave authority for Police Officers to formally move people on from these areas.

While the overnight parking prohibition proved effective at these locations, it became apparent that the campers were simply moving on to other un-signposted carparks. On this basis it was determined that all the coastal carparks needed to have consistent signage being applied. This included the two carparks on Gerroa Headland, the first located at the end of Stafford Street and the second off the eastern end of Headland Drive.

The proposed overnight parking restrictions at these locations were tabled to the Kiama Local Traffic Committee at its 6 April 2021 meeting, where the Committee endorsed the proposals for these and seven other locations.

Council at its meeting of 20 April 2021 subsequently resolved to accept the recommendations of the Kiama Local Traffic Committee Meeting (21/086OC).

### **Current position**

In recent months, following the installation of the new carpark signage, Council received complaints from adjacent landowners concerned about the loss of the overnight parking, particularly for their guests/clients. It is noted that a number of the nearby properties are listed as short term holiday accommodation, with some owners acknowledging that their guests utilise this carpark as overflow parking.

Other owners, who indicate that their properties are not holiday rentals and that due to the narrowness of the eastern end of the Headland Drive, on-street parking is restricted and unsafe. Although these properties have off-street garages with long driveways suitable to accommodate stacked parking for 1-2 vehicles each, it has been requested that Council either:

1. Remove the overnight parking restrictions from the Headland Drive carpark; or
2. Implement residential parking permits that authorise selected permit holders to park overnight in this carpark.

In response to item 1 above, the overnight parking restriction for this public carpark is consistent with restrictions at other coastal public carparks for the reasons outlined



Report of the Director Engineering and Works

17.4 Question for future meeting: Resident only parking system trial - Stafford Street, Gerroa (cont)

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above. The restricted time limits are considered to be sufficient to accommodate the majority of the legitimate public carpark users, the majority of which would be parking in daylight hours.

In terms of implementing a resident only parking scheme for this specific carpark, this would require a separate permit parking scheme to also be introduced that meets the TfNSW 'Permit Parking Guidelines'. Under these guidelines, the following eligibility criteria must be satisfied:

- There is a high demand for parking in the area;
- There is inadequate off-street parking and no potential to modify premises or create off-street parking;
- There is little or no unrestricted on-street parking close by;
- Eligible vehicle is not a truck, bus, tram, tractor or trailer (boat or caravan) and is registered in NSW or classified as a vehicle temporarily in NSW;
- There are no areas to be set aside exclusively for permit parking;
- Parking authorities to determine the total number of permit classes issued in their area of operations, but should not exceed the number of available on-street parking spaces in the area;
- Permit parking schemes must be distinct from other parking authorities' schemes;
- Permit parking schemes must be established and administered so users can readily identify which scheme applies to them or to their vehicle;
- Permit parking scheme identification codes must be displayed on permissive or pay parking signs.
- All permits other than resident's visitor permits must specify the vehicle registration to which they relate.

### Conclusion

Based on the above, it is expected that the introduction of a permit scheme that would exempt residents from overnight parking restrictions, would not meet a number of the eligibility criteria listed. It is also envisaged that the implementation of such a scheme would also create a significant administrative burden on Council to implement, manage and monitor a permit parking scheme which also has the potential to set a precedent for numerous other areas in the Municipality requesting similar schemes where residents perceive there is insufficient parking to meet their needs.



REGISTER OF INSTALLATION OF REGULATORY SIGNS

REGISTER NUMBER  
2021-13

SCALES  
PLAN N.T.S  
SECTIONS

DESIGNED ZH  
DRAWN ZH  
DATE MAR-21  
CHECKED DB

BLACK HEAD RESERVE  
OVERNIGHT PARKING SIGNAGE  
PLAN VIEW



SHEET 1 OF 2

FILE: J/Engineering Services/Traffic/337s

2021-13



S1

1006

Item 17.4

Attachment 1

REGISTER OF INSTALLATION OF REGULATORY SIGNS

REGISTER NUMBER  
2021-13

SCALES  
PLAN N.T.S  
SECTIONS

DESIGNED ZH  
DRAWN ZH  
DATE MAR-21  
CHECKED DB

BLACK HEAD RESERVE  
OVERNIGHT PARKING SIGNAGE  
SIGN DETAIL



SHEET 2 OF 2

FILE: J/Engineering Services/Traffic/337s

**17.5 Questions for future meeting: Unauthorised use of road reserve**

CSP Objective: 1.0 A healthy, safe and inclusive community

CSP Strategy: 1.1 Developing and implementing services and programs that promote social cohesion, healthy and active lifestyles for residents of all ages, abilities and interests

Delivery Program: 1.1.7 Manage recreation and open space infrastructure to cater for current and future generations

**Summary**

At the September 2021 Council meeting Councillor Reilly requested a report on the following:-

*Can Council as the owner and asset manager of the road reserve in the municipality exercise its' policy to ensure that an encroachment is either-*

- 1. Removed*
- 2. Subject to a Council resolution, permitted to remain by the adjoining owner entering into an appropriate agreement with Council to ensure public liability and public amenity issues are identified and managed and that a community benefit results which does not adversely impact on the owners of neighbouring properties.*

Following discussions with Councillor Reilly, it was clarified that the request sought information both on a general basis and in relation to tree planting in the road reserve at Coryule Place, Kiama.

**Financial implication**

N/A

**Risk implication**

Management of risks associated with unauthorised obstructions on Council land including road reserves is addressed through application of relevant Council policies as outlined in this report.

**Policy**

Council's Development Control Plan 2020 addresses trees on development sites and the management of trees on private land.

Council's Tree Planting Policy – Council reserves and public places 2015 addresses tree planting and removal on public lands including road reserves. This policy is currently under review.

The Public Land Management Guidelines (adopted March 2020) provide the relevant pathway to assess potential encroachment onto road reserves.

**Consultation (internal)**

This report has been prepared in consultation with staff from Council's property, planning, engineering and tree management functions.



Report of the Chief Executive Officer

17.5 Questions for future meeting: Unauthorised use of road reserve (cont)

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### Communication/Community engagement

On 4 July 2021 Council received written correspondence from the owners and occupiers of a number of properties in Coryule Place expressing their concern that trees had been planted without Council consent or authorisation that was impacting on their amenity. They were seeking action by Council to ensure that the trees did not impact their views and have requested that:

1. the trees be maintained at a height of no more than 2.5 metres above the ground level or
2. alternatively remove the trees and replace with more appropriate species.

It is understood that a number of Councillors met with the residents relating to this issue on or around 11 July 2021. On 16 August 2021 Council's Manager Design & Development sent a letter to the residents of Coryule Place (copy attached) advising of the Council's position on the matter as detailed in this report.

Council's Chief Executive Officer subsequently met with the affected residents in October 2021 to further discuss their concerns. A further reply will be issued to the residents following Council's consideration of this report.

### Attachments

- 1 Response Letter - Trees blocking view at Coryule Place Kiama - Various residents [↓](#)

### Enclosures

Nil

## RECOMMENDATION

That Council note the information contained in this report regarding management of road reserves.

### Background

Council's Public Land Management Guidelines (PLMG), adopted in March 2020, provide the relevant pathway to assess potential encroachment onto road reserves. It relates to structures and is called up by the Roads Act. Landscaping and planting is dealt with separately under the Development Control Plan (where it relates to planting on private lands) and Council's Tree Planting Policy – Council reserves and public places 2015 for planting on road reserves.

#### Physical encroachments

The PLMG's mainly exist to deal with permissible activities and encroachments in commercial areas (awnings and balconies over footpaths). Part 2 of the Guidelines deal with other structures and encroachments, as per the following as extracted from the Guidelines:

Report of the Chief Executive Officer

17.5 Questions for future meeting: Unauthorised use of road reserve (cont)

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**Structures over a road reserve**

*i. Awnings and balconies*

*Council can consider structures (eg awnings and balconies) under section 138/139 of the Roads Act 1993. A consent under section 138/139 will be issued after the granting of a development consent (use of the road reserve with a permanent structure). Existing awning structures attached to building shopfronts pre-dating development approvals are dealt with only under s138/139.*

*In the case of the former, new and redeveloped awnings will only be considered by Council for approval if there is:*

- an unobstructed vertical clearance (from the underside of the balcony) of 2,700mm from the respective point of the footpath finished surface level*
- awning support posts/structures are located 800mm from the top of the road kerb*
- a design by a suitably qualified chartered professional engineer and certified that the individual stanchions/posts dislodged with vehicle collision will not result in collapse/cantilevered to achieve structural integrity.*

*Consent for structures over a road reserve are issued for a maximum period of 3 years. To obtain a section 139 consent, structural certification from an appropriately qualified engineer needs to be provided by the owner of the property that the awning is attached to (the awning owner) and for each period of the section 139 consent. Council cannot issue a section 139 consent for an awning, balcony or the like without structural certification evidence each 3 year consent term.*

*The responsibility for awnings over roads belongs to the person who has the control, use or benefit of the awning under section 142 of the Roads Act. A certificate of currency of public liability insurance (\$20M) is also required to be held by the awning owner for the 139 consent/structural certification period.*

*All awnings and balconies extending over a public road reserve will be noted on a planning (section 10.7) certificate for the subject property to ensure current and future owners are aware of their responsibilities for the safety and structural integrity of the awning/balcony over the road reserve.*

*ii. Other structures and encroachments*

*Instances of minor encroachments of structures (other than awnings and balconies) will be considered on an individual basis. A section 139 consent is ordinarily the appropriate mechanism to manage minor encroachments on road reserves. Council will consider the following in its assessment of the need or otherwise for a section 139 consent:*

- if the public footpath area will be adversely impacted by the encroachment*

Report of the Chief Executive Officer

17.5 Questions for future meeting: Unauthorised use of road reserve (cont)

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- *if the encroachment is minor having regard to the total width of the footpath/road reserve*
- *if there is a material or monetary benefit accruing to the private property as a result of the encroachment and if so, is it measurable*
- *if there is any issue relating to public safety and the use of the footpath by the public.*

*In commercial/business areas of the LGA it may be justified to adopt a more stringent application of section 139 consents for encroachments given the potential for more intensive footpath public use of the footpath, public convenience and public safety.*

Trees and landscaping on road reserves

Council's Development Control Plan 2020 addresses trees on development sites and the management of trees on private land. The management of trees on public land is regulated by the Tree Planting Policy – Council reserves and public places 2015. Relevant sections relating to considering requests from residents to remove trees planted within the road reserve are listed below.

*“4.1 Unauthorised tree planting*

*Where a tree has been planted in any street or reserve by a resident and the Tree Management Officer is of the view that the species and/or site of the planting is contrary to this policy, then the Tree Management Officer shall take appropriate action for the removal or relocation of the unauthorised tree planting.”*

*“4.7 Consideration of views and tree placement*

*Any tree planted in streets or parks and reserves, by Council or volunteer organisations must consider the location of that tree, the impact of that tree when mature on the view lines of adjacent residents. Those residents likely to be adversely impacted by the tree planting must be consulted and their opinion taken into consideration before a tree is positioned or planted.”*

*6.1 Requests for removal of street trees or trees in parks and reserves*

*All requests by residents for the removal or pruning of street trees will be inspected by Council's Tree Management Officer. Council will base any decision to remove a tree or trees on one or more of the following:*

- I. The condition of the tree, where a tree is dead or dying, or where it is assessed to pose a hazard.*
- II. The ecological significance of the tree, including the trees habitat value.*
- III. The local significance of the tree*
- IV. Public infrastructure damage being caused by the tree, which is considered significant and which cannot be overcome by any other reasonable and practicable means.*

17.5 Questions for future meeting: Unauthorised use of road reserve (cont)

V. *Damage to significant structures on private land where mitigation of the damage cannot be overcome by any other reasonable and practicable means.*

VI. *Any other reason at the discretion of Council’s staff, which can be justified on either technical or legal grounds.*

*... If a tree is causing problems for a particular resident, a variety of solutions will be explored to resolve the problem rather than remove the tree. Residents will be advised on steps they can take to minimise the perceived undesirable traits of a tree.*

*... In general Council will not remove an established tree because the tree does not conform to this policy. Council will remove a tree in accordance with the criteria listed at the start of this section.”*

This 2015 policy and the Tree Vandalism Policy are currently under review and proposed to be combined to form the Draft Public Tree Management Policy. The draft policy will be put on public exhibition for 28 days in the near future.

Coryule Place / Collins Street trees

In July 2021 Council received requests from residents of Coryule Place to lop a number of trees planted within the unformed road reserve of Collins Street (as shown on Figure 1 below) by persons unknown to a maximum height of 2.5m high and to remove other trees, replacing them other lower growing species.



Figure 1. Collins Street unformed road reserve.

Item 17.5



Report of the Chief Executive Officer

17.5 Questions for future meeting: Unauthorised use of road reserve (cont)

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Council's tree management officer has inspected the trees and recommends the trees be retained based on the significance of the various species (Subtropical rainforest) that are endemic to the local area. While it is unclear which trees were planted or naturally regenerated in this area, it is considered that the majority of the trees are close to, or at their maturity and full height, and are unlikely to cause major obstruction due to above topography differences. Residents remained unhappy with this outcome and sought an onsite meeting the Chief Executive Officer, this occurred on 26 October 2021.

Also in this vicinity, Council authorised the removal of a nearby Moreton Bay Fig in accordance with the Policy, as it was considered that this tree would grow to a significant height and spread and was deemed inappropriate for this area.

While Council considers each location and request on merit, in accordance with the Policy, it does not generally remove trees in public places to maintain view lines, nor will we lop the tops of the trees (topping) to a height of 2.5 metres as requested, as this is against the Australian Standards (AS4373 – Pruning of Amenity Trees). It is also considered that based on the topography of the area, the ground levels in the unformed road reserve are approximately 2 – 8 metres below the ground level of one of the properties requesting their removal and between 8 – 16 metres below another. This was also taken into account when assessing likely impacts of the mature trees' heights.

### **Conclusion**

Council officers consistently apply the requirements and provisions of adopted Council policies in relation to encroachments, both physical and vegetated with the road reserves. Council's 2015 Tree Planting Policy – Council reserves and public places policy and the Tree Vandalism Policy are currently under review and proposed to be combined to form the Draft Public Tree Management Policy. The draft policy will be put on public exhibition for 28 days in the near future.



Phone enquiries:  
(02) 4232 0444

Reference:  
PG: AH – SC690:SC2050:21/79324

16 August 2021

{Insert Name and Address.}

Dear Sir/Madam

### Trees in Coryule Place

Thank you for your letter dated 4 July 2021 to the Chief Executive Officer Jane Stroud, regarding the trees in Coryule Place and in the unformed road reserve causing loss of views.

I apologise for the delay in responding to you. Council have investigated this matter and found that aerial photographs, show trees in the unformed road reserve as far back as 2003. Since then, the trees have grown and proliferated either by being planted or through natural regeneration. It is also noted that some street trees within Coryule Place were removed between 2013 and 2016.

Council's *Development Control Plan 2020* addresses trees on development sites and the management of trees on private land. The references to view sharing and protection of views are in the context of assessment of development applications. The management of trees on public land is regulated by the *Tree Planting Policy – Council reserves and public places 2015*. This policy details the criteria that will be considered after receiving requests to remove public trees. Council's tree management officer has inspected the trees and recommends the trees be retained. Maintaining views from private residences is not a reason to lop or remove trees in public places.

In response to your request, in accordance with the policy Council will not lop the trees to 2.5m high and will not remove the trees to replace them other lower growing species. The *Tree Planting Policy – Council reserves and public places 2015* policy and the *Tree Vandalism Policy* are currently under review. These two policies have been combined to form the *Draft Public Tree Management Policy*. The draft policy will be put on public exhibition for 28 days in the near future. During the exhibition period you will be able to make submissions on the new draft policy.

Should you have any further queries or need additional information, please do not hesitate to contact Council's Landscape Officer, Mr Peter Gill on the above telephone number or at [council@kiama.nsw.gov.au](mailto:council@kiama.nsw.gov.au)

Yours faithfully

Darren Brady  
Manager Design and Development