



Minnamurra Point

Kiama Downs

Cathedral Rocks

Boyd's Beach

Pheasant Point

Blow Hole Point

KIAMA

Kaleula Head

Marsden Head

Kiama Heights

Bare Bluff

Red Cliff

Werri Beach

Boat Harbour

Walkers Beach

Shelly Beach

Black Head

Gerringong Headland

Master Plan - Option 1

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1.1 Introduction

To ensure orderly and appropriate development of the Gerringong Headland, Kiama Council and the Noble family engaged a project team to develop a place based Master Plan and site specific Planning Controls for the "Noble Lands".

The Master Plan has been developed with the cooperation and guidance of the following Government Agencies -

- Department of Infrastructure, Planning and Natural Resources (formerly PlanningNSW, NSW Coastal Council and the Department of Land and Water Conservation)
- National Parks and Wildlife Service

and follows a series of studies and investigations that have been previously undertaken in relation to the land -

- Illawarra Region Landscape Study, by the National Trust, 1981
- Local Environmental Study by ERM Mitchell McCotter of 1995
- Gerringong Charette Report, by Chip Kaufman, ESD Pty Ltd, 1995
- Visual Appraisal and Opinion of Gerringong Headland Development Proposals by Finn Thorvaldson, 1997.

1.2 Citation

This plan may be cited as the 'Gerringong Headland Master Plan 2003'.

1.3 Land covered by this Master Plan

This plan applies to the area known as the "Noble Lands", Lots 4 and 6 of DP 541889 being the precinct generally bound by the Gerringong Headland Foreshore Reserve, Belinda Street, Geering Street and the eastern boundary of existing land holdings in Armstrong Avenue and Osborne Street. The Noble Lands are identified in Figure 1.3.

1.4 Adoption of this Master Plan

The Gerringong Headland Master Plan 2003, was adopted by Kiama Local Environmental Plan 1996 (Amendment No 40) which commenced.....

1.5 Purpose and Aims of this Master Plan

This Master Plan provides detailed provisions for development of the "Noble Lands", on the Gerringong Headland. The aim of this Master Plan is to guide development of the Headland in a manner that -

- Preserves the character and primacy of Gerringong Headland;
- Implements the objectives of the NSW Coastal Policy and SEPP 71;
- Establishes a definitive limit to urban development and provides continuous access to the Foreshore Reserve;
- Increases the amount of public open space on the Gerringong Headland;
- Improves connectivity and access between the existing urban area and the Headland Foreshore Reserve;
- Interprets the cultural heritage of the site;
- Provides a high quality residential environment, of a scale and character worthy of such a remarkable site.

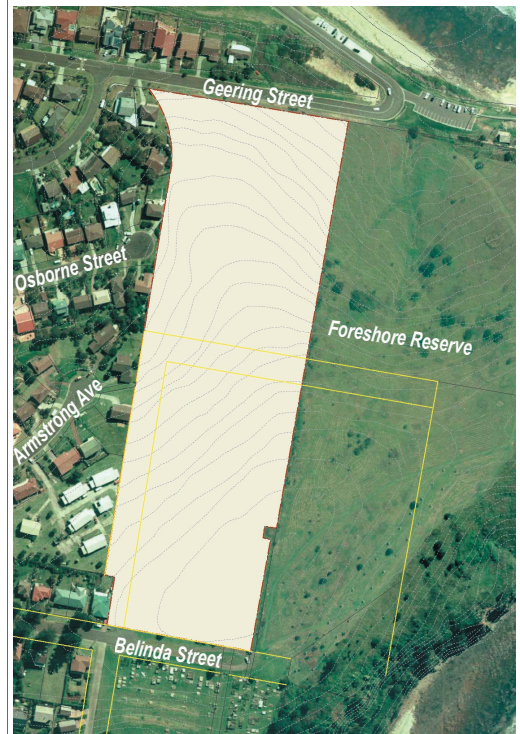


Figure 1.3 - The Noble Lands

Amendment 1 - 4th September, 2004

1.6 Use of this Plan

This document is a Master Plan as provided for under -

- Section 79(1)(a)(iv) and Section 80(11) of the Environmental Protection and Assessment Act;
- Cl. 92A(5) of the Environmental Protection and Assessment Regulation 2000, &
- Part 5 of State Environmental Planning Policy No. 71 - Coastal Protection.

These provisions require a Master Plan to be made or adopted by the Minister for Infrastructure and Planning. This Master Plan must be used together with State Environmental Planning Policy No. 71 and the Kiama Local Environmental Plan 1996, which provide the legal framework by which development decisions are made for the site.

This Master Plan sets out the vision for the development of the "Noble Lands" and is implemented using specific controls and guidelines. Proponents seeking to subdivide or construct dwellings on the Noble Lands will be expected to carefully consider the context of their proposal and identify with the Public Domain, and Private Domain controls within this Plan.

Compliance with the provisions of this Master Plan will not necessarily guarantee that consent will be granted for a Development Application. Each Development Application will be assessed having regard to -

- Kiama Local Environmental Plan 1996 and,
- State Environmental Planning Policy No. 71 - Coastal Protection.

With the exception of the following, Council's Development Control Plans do not apply to this land:

- Kiama DCP No. 20 *Parts 1 and 2 Exempt Development* to the extent that *Exempt Development* is consistent with the objectives and controls in this master plan. *Part 3 - Complying Development* does not apply to land to which this master plan applies.
- Kiama DCP No. 31 Landscape Guidelines
- Kiama DCP No. 32 Subdivision Code

However, the Master Plan provisions prevail where there is any inconsistency and where the provisions in those plans would be contrary to achieving the Objectives and Controls in this Master Plan with the following exceptions -

- where the Building Code of Australia requires compliance with specific standards; and,
- where civil engineering standards and practice require compliance.

1.7 Other Relevant Documents

Proponents should contact Kiama Council and the Department of Infrastructure, Planning and Natural Resources to ascertain whether there are additional or updated documents relevant to the lands that should be considered when making a Development Application.

A schedule of useful reference documents is included in the Appendices.

1.8 Consent Authority

The Minister for Infrastructure and Planning is the consent authority for the purposes of development requiring consent under SEPP No. 71. The Council of the Municipality of Kiama is the consent authority for other permissible development.

Amendment 1 - 4th September, 2004

1.9 Structure of this Master Plan

This Master Plan comprises 6 main sections -

Section 2 - Background

A brief outline of the history of development proposals for the site;

Section 3 - Urban Potential

Describes the historical, urban and landscape context;

Section 4 - Master Plan

Sets out the structure and objectives for development;

Section 5 - Public Domain

Provides the objectives and controls for the design of the public domain;

Section 6 - Private Domain

Provides the objectives and controls for the design of private development;

Section 7 - Illustrative Dwelling Types

Provides design strategies and illustrative examples of residential dwelling types.

The Objectives and Controls contained within this Master Plan are specific.

Compliance with them will be a significant consideration in determining Development Applications.

1.10 Development Application Submissions

Prior to lodging a Development Application, applicants are encouraged to discuss their proposal with Kiama Council, and the Department of Infrastructure, Planning and Natural Resources in the case of subdivision requiring consent under SEPP No. 71.

Pre Development Application meetings provide a valuable opportunity for Council officers to convey to potential applicants the requirements and intent of the Master Plan.

Schedule 3 in the Appendices provides a checklist of items required for Development Application Submissions.

1.11 Acknowledgements

The authors wish to acknowledge the input and assistance of the following people in the preparation of this Master Plan -

- The Noble family
- Col Stoddart, Cowman Stoddart Pty Ltd
- Peter Nelson, Kiama Municipal Council
- Roslyn Holmes, Kiama Municipal Council
- Mark Parker, Department of Infrastructure, Planning and Natural Resources
- Thomas Williams, The NSW Coastal Council
- Matt Wierzbicki, Storm Consulting Pty Ltd
- Anton Reisch, Christopher Stapleton Consulting Pty Ltd

Proposal for completion of the Osborne Street cul-de-sac - with no edge street and no improved surveillance of the Foreshore Reserve

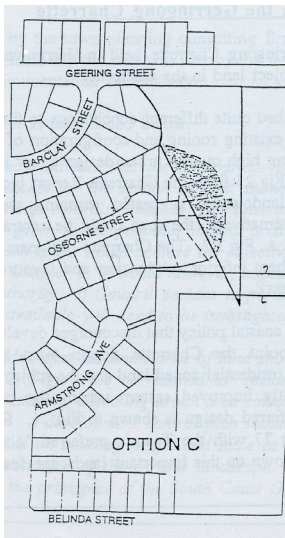


Figure 2.2 (i) LES proposal for the Noble Lands,
ERM Mitchell McCotter

Charette option with two rows of residential lots -

- lots facing the reserve and a new edge street, and
- battle axe lots with limited street frontage



Consultants preferred option - including three potential new rows of residential lots -

- a row adjacent existing development in Osborne St and Armstrong Ave, and
- and two additional rows in a new subdivision to the east of a new street.

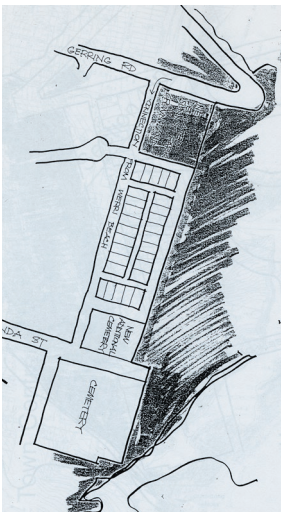


Figure 2.2 (ii) Gerringong Charette Proposals, 1995.
Chip Kaufman Ecologically Sustainable Design P/L

2.1 Gerringong Headland

The headlands of the South Coast are a highly valued natural and cultural resource. The coastal landscape of gently undulating hills terminating in vertical cliffs and dark rock formations contribute to the strong character of the towns and settlements of the South Coast.

Gerringong Headland, Werri Beach and Boat Harbour form a memorable natural edge to the town of Gerringong. The "Noble Lands" lie at the junction of these areas, positioned at the interface of Gerringong town and the foreshore. Currently, this land is not publicly accessible and impedes access from Boat Harbour to Werri Beach and from the town centre to the Foreshore Reserve.

2.2 Previous Proposals

The resolution of the town edge on Gerringong Headland has been the subject of debate for almost 10 years.

Various proposals have been investigated, seeking to overcome the limitations of the angular zoning boundaries, improve connectivity with existing adjacent residential areas and provide an appropriate use for the "deferred matter" 7(f1) zoned lands. Previous proposals have included -

ERM Mitchell McCotter proposal from Local Environmental Study 1996

The LES 1996 recommended a minor adjustment to the 7(f1) zone boundary at the north eastern edge to assist with subdivision of the land for residential purposes - facilitating completion of the Osborne Street cul-de-sac. The scheme had a number of design deficiencies.

This proposal did not provide access from Osborne Street to the Foreshore Reserve, and exacerbated the existing problem of the side and rear fences of dwellings fronting one of Gerringong's major public open spaces.

This scheme provided no definitive limit to development of the remaining vacant residential land, and reduced public access and connectivity with existing adjacent residential areas. The balance of the land remained as 7(f1) zoning - no additional land was dedicated to the public reserve.

Gerringong Charette, June 1995

The Gerringong Charette investigated two proposals for the "Noble Lands". Both options involved the adjustment of the zoning boundaries to improve opportunities for residential subdivision.

Option 26 was the Charette consultants preferred option. This proposal demarcated a definitive limit to development by the provision of an Edge Street, and provided increased connectivity and access to the Foreshore Reserve from Osborne Street and Armstrong Avenue. This proposal also made provision for the dedication of land to the Foreshore Reserve and extension of the town cemetery.

This scheme proposed two, and potentially three rows of residential lots concentrated in the centre of the "Noble Lands". The provision of such a deep residential subdivision pattern, and the resulting encroachment of development to such an eastward extent was considered undesirable and is inconsistent with the NSW Coastal Policy, 1997.

Visual Appraisal of Gerringong Headland Proposals, November 1997

Finn Thorvaldson, consultant Landscape Architect, was engaged in 1997 to prepare an assessment of the visual character of the headland and assist in reconciling the previous development proposals.

This report did not support either the LES 1996 or Charette 1995 proposals for the Headland. This report made two new recommendations for resolving the "deferred matter" lands.

Option 1

The first proposal was for acquisition of the site for Public Reserve or Foreshore Protection. Discussions were held with the then Department of Urban Affairs and Planning and the NSW Coastal Council. Both offered little prospect of the Department becoming involved in the acquisition of the land under the Coastal Lands Protection Scheme.

It is questionable whether the acquisition of all of the "Noble Lands" in their existing form would be the best outcome for this part of Gerringong. The existing town edge consists of the side and rear fences of residential allotments, and is an inappropriate interface between the town and such an important public space.

The existing configuration has many serious deficiencies in terms of current best practice in Urban Design, Safer by Design Objectives and the Coastal Design Guidelines for NSW - all of which promote the provision of Edge Streets bounding reserves and foreshore edges to provide definition and surveillance of public open space.

Option 2

The second proposal involved trading off a portion of the existing residential zone and permitting residential development on a portion of the "deferred matter" land.

The proposal involved a new street linking Belinda and Geering Streets with a single row of residential lots facing the new street. The balance of land to the east was to be dedicated as public reserve. This proposal has several advantages -

- Improvement of the existing residential interface in line with Safer by Design and Coastal Design Guideline objectives;
- Minimisation of the residential footprint in a linear configuration on the western side of the Gerringong Headland;
- Extension of the public foreshore reserve;
- Public Access to the Foreshore provided by a new Edge Street.

This strategy struck an appropriate balance between the provision of residential development and consolidation and expansion of public space on the Headland.

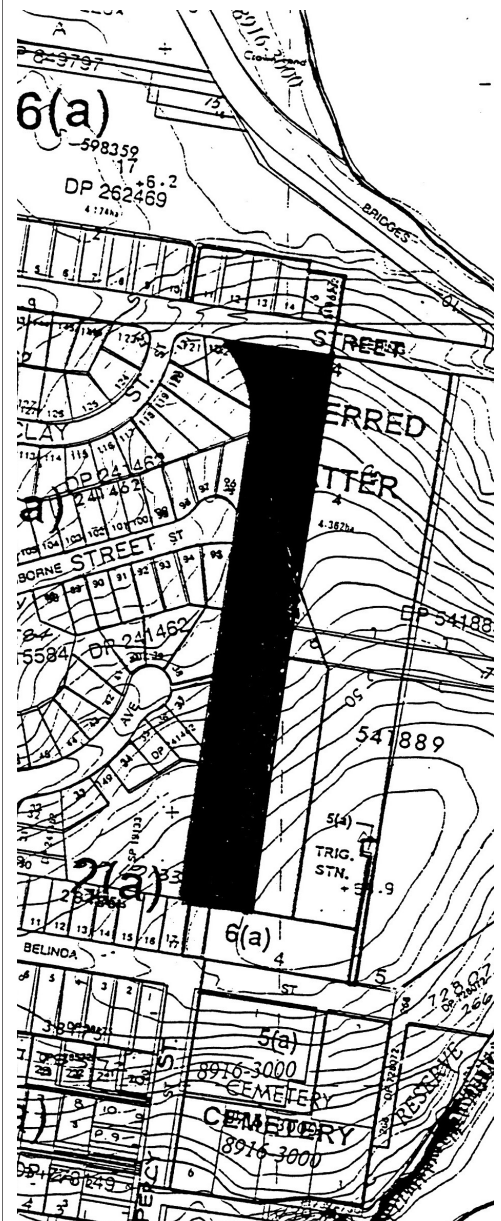


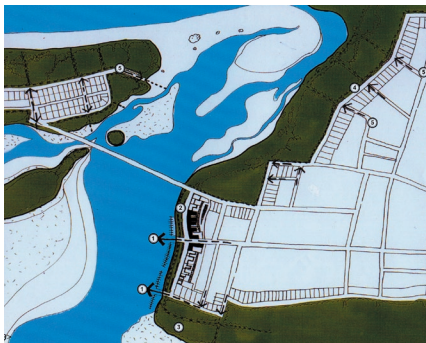
Figure 2.2(iii) Thorvaldson Proposal, 1997
Finn Thorvaldson, Landscape Architect

Figure 2.3(i) Excerpt - Coastal Design Guidelines for NSW
"Protecting the Natural Edges"
Illustrating desirable and undesirable practice.

NEW SETTLEMENT (VILLAGE)

- ③ A single-fronted road defines the edge of the village area.
- ④ The interconnected street system links with the foreshore and allows people to walk or ride a bike to all parts of the settlement.
- ⑤ On-street carparking is provided in preference to large off-street parking areas.
- ⑥ Pedestrian access along sensitive waterways is set well back from the edge.
- ⑦ Edge roads are reinforced between urban development and coastal lakes and estuaries.

DESIRABLE PRACTICE



- ① Town centre development respects view corridors.
- ② An urban park maximises opportunities for public access and use.
- ③ Native vegetation is protected with generous setbacks.
- ④ Single fronted edge roads define the coastal edge.
- ⑤ Streets provide access and views of the coast.

UNDESIRABLE PRACTICE



- ① Large commercial buildings block view corridors.
- ② Carparking dominates the foreshore.
- ③ Native vegetation is replaced with grass.
- ④ Houses back onto the river, privatising the edge.
- ⑤ Streets do not lead to the water, limiting access.
- ⑥ A golf course encroaches on the foreshore, restricting access.

2.3 Coastal Protection

Subsequent to the Charette proposals of 1995 and the Thorvaldson study of 1997, a number of planning instruments and urban design guidelines have been adopted by the State Government to promote and address Coastal Protection issues. These include -

The NSW Coastal Policy 1997

Department of Urban Affairs and Planning.

The 1997 NSW Coastal Policy responds to the fundamental challenge to provide for population growth and economic development without placing the natural, cultural, spiritual and heritage values of the coastal environment at risk. To achieve this, the Policy has a strong integrating philosophy based on the principles of ecologically sustainable development (ESD).

The Coastal Policy 1997 applies to the coastal zone as defined under the Coastal Protection Act 1979, amended in 1998. It currently applies to 21 local government areas in NSW. (Coastal Council 2003)

The "Noble Lands" fall within the curtilage of the Coastal Zone as defined under the Coastal Protection Act.

State Environmental Planning Policy 71 - Coastal Protection, 2002

State Environmental Planning Policy 71 - Coastal Protection, Amendment 1

State Environmental Planning Policy 71 - Coastal Protection, Amendment 2

Minister for Infrastructure and Planning

Made under the Environmental Planning and Assessment Act 1979 to ensure that

- development in the NSW coastal zone is appropriate and suitably located;
- to ensure that there is a consistent and strategic approach to coastal planning and management, and
- to provide a clear development assessment framework for the NSW coastal zone.

The drafting and preparation of the policy involved consultation with relevant State agencies and key stakeholders. (PlanningNSW 2002)

Coastal Design Guidelines for NSW - 2003

Coastal Council of NSW, Urban Design Advisory Service, Tourism NSW

The Coastal Design Guidelines support a place-based planning approach in line with PlanFirst the NSW State Government's plan making reform package released in 2002. The guidelines contribute to defining appropriate settlement types and developing place-specific development control plans.

The document is designed to provide a framework for discussion and decision making involving coastal planning, design and development proposals between all stakeholders in the context of caring for the natural beauty and amenity of coastal beaches, headlands, waterways and ecologies upstream. (UDAS 2003)

The current reconsideration of the status of the "Noble Lands" is timely, given the increased awareness of coastal protection issues and the planning framework that has been implemented to control urban development within the Coastal Zone.

These policies provide a sophisticated framework of objectives and recommendations guiding the resolution of the "deferred matter" lands on the Gerringong Headland.

2.4 'Place Based' Planning and Community Planning Issues

The period since the 1995 and 1997 planning proposals has also been characterised by increasing community awareness and involvement in planning issues relating to the future growth and character of Gerringong.

Blinkhorn and Wiggins Town Planners have recently coordinated a Community Participation Process culminating in a report discussing place-based residential strategies for the future growth of Gerringong and Gerroa.

The preparation of this report was based on a series of stakeholder meetings, community surveys, public information evenings and working parties to ascertain the communities current concerns and future objectives for Gerringong and Gerroa.

This report strongly supports the generation of place based Development Controls as opposed to traditional control plans comprising zoning and land use. The report also identified the following issues of particular relevance to the "Noble Lands" -

- An understanding of Gerringong headland as a critical part of the image and character of the township;
- Concern regarding the rationalisation of zone boundaries on the headland - with a strong desire for existing views to the headland from strategic public areas to be protected;
- A desire to safeguard the existing amenity enjoyed by residents and the existing character of Gerringong;
- Strong support for Council's "containment strategy" - opting for urban consolidation instead of continued expansion of urban areas;
- Considerable support for an increased mix of housing forms and housing affordability;
- Concern regarding the impact of large houses on the existing character of Gerringong.

Given the importance of the Gerringong Headland to the character and image of Gerringong, discussion about the resolution of the "Noble Lands" has been considered contentious. Accordingly, this Master Plan has been developed to -

- Acknowledge the primacy and importance of the Headland to the town and its residents;
- Propose the expansion of the Headland Foreshore Reserve in a manner that unifies Werri Beach, Boat Harbour and the Headland as a memorable and publicly accessible edge to Gerringong;
- Support Council's "urban containment strategy" - permitting residential development in a compact linear form that retains the open and grassy character of the headland and improves the safety and definition of the edge of the town along this important public space.
- Promotes the design of site specific dwellings tailored to the topography, orientation and character of the site.

The authors share the community's concern regarding the impact of recently constructed, large, bulky houses on the town character, both in Gerringong and other coastal towns. Detailed provisions relating to the siting and design of future dwellings have been included within this Master Plan to address this important issue.



Figure 2.4 (i) - Gerringong Town - Aerial Photograph
From Kiama Municipal Council, Dept. of Lands



Figure 2.4 (ii) - Gerringong Headland - Aerial Photograph
From Kiama Municipal Council, Dept. of Lands



Gerringong Headland and Werri Beach from Mount Pleasant Lookout

2.5 Master Plan Process

The Gerringong Headland Master Plan has been generated in response to current Coastal Protection Policies and the Community Participation Process Report as a specific 'place-based' planning document.

The Master Plan has been generated with the input and guidance of PlanningNSW, the Coastal Council of NSW, the Department of Land and Water Conservation and the National Parks and Wildlife Service.

The Master Plan has drawn upon specific and detailed analysis of the town of Gerringong including analysis of its -

- Historical development;
- Siting and appearance of the town 'edges';
- Street pattern;
- Permeability and Access, and
- Site Features.

The Master Plan has drawn on precedents of local streets and subdivision layouts within both Gerringong and Kiama as guides for appropriate ways to complete the "town edge".

The Master Plan has drawn upon the numerous studies and proposals relating to the Gerringong Headland, particularly Finn Thorvaldson's 1997 Visual Assessment of the Gerringong Headland.

The Master Plan has incorporated the expertise of qualified consultants to review and provide advice regarding Aboriginal Heritage, Landscape, Stormwater and Traffic issues.

The Master Plan has made extensive investigation of appropriate housing types for this site, with particular regard to the scale, plan form, material quality and character of coastal dwellings and holiday cottages.

The Master Plan has been submitted to the Department of Infrastructure, Planning and Natural Resources, The NSW Coastal Council, NSW Police Service and the National Parks and Wildlife service for formal review and comment as required under Section 62 of the Environmental Protection and Assessment Act.

Two alternative Master Plan layouts for the "Noble Lands" have been prepared. The Master Plan options will be placed on public exhibition to enable the residents of Gerringong to provide input and feedback on the proposals.

2.6 Master Plan Principles

The current zoning of the “Noble Lands” on the Gerringong Headland permits a mixture of Residential, Foreshore Protection and Recreation uses.

This Master Plan aims to rationalise and reconfigure these uses in accordance with the following principles -

- Formulate a ‘place-based’ strategy for development of the “Noble Lands”;
- Create a memorable town edge that forms a definitive completion to Gerringong’s strong historic layout and street pattern;
- Expand the public reserve on the Gerringong Headland to improve access between Boat Harbour and Werri Beach and unify Gerringong’s foreshore areas;
- Re-classify the private open space as an expanded public open space with 6(a) Recreation zoning to provide certainty of use and prohibit undesirable uses currently permitted in 7(f1) Foreshore Protection areas;
- Create a new Edge Street that provides unimpeded public access to the Foreshore Reserve;
- Provide a new Edge Street that clearly demarcates the limit of the town;
- Provide improved vehicular and pedestrian access and connectivity for existing residents to the expanded headland reserve and foreshore areas;
- Permit residential development in a manner appropriate to the completion of the town edge;
- Permit residential development that resolves the current deficiencies of the town edge in terms of Safer by Design initiatives;
- Permit residential development in a compact, linear fashion that provides surveillance and definition of the coastal reserve;
- Promote innovative and site specific dwelling types related to the particular site topography and character;
- Promote dwelling types that respond to the relaxed coastal atmosphere of Gerringong;
- Promote current best practice in the fields of Urban Design, Architecture, Landscape Architecture, Traffic Management and Stormwater Treatment;
- Promote current best practice in Environmentally Sustainable Design.



Figure 2.6 (i) Existing distribution of Public and Private Domain. Private areas dominate the Headland and prevent access from existing residential areas to the Foreshore Reserve.

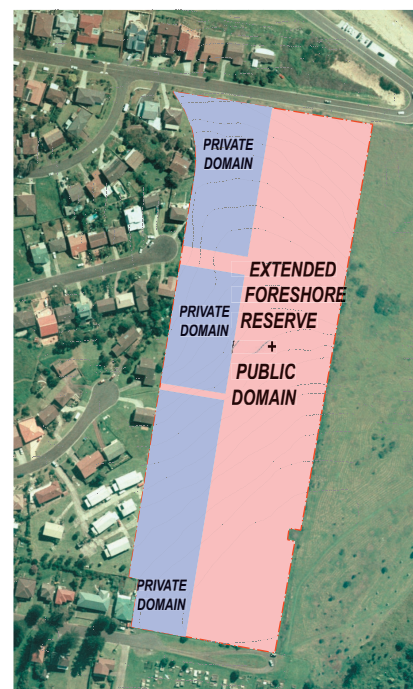


Figure 2.6(ii) - Proposed redistribution of Public and Private Domain. The Headland Foreshore Reserve is extended and access and views to the Reserve provided from Osborne Street and Armstrong Avenue. The proportion of publicly accessible land is substantially increased.