

Sutherland Shire
COUNCIL



PLAN OF MANAGEMENT

CRONULLA SURF LIFE SAVING CLUB

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1. INTRODUCTION

1.1. BACKGROUND

Plans of Management are required to be prepared for all Council owned community land under Local Government Act 1993. These 'Plans' provide a dynamic tool for Council and have been widely implemented.

The land management provisions of the Local Government Act enable Councils to move towards more positive land management practices with defined objectives and outcomes. Plans identify:

- Objectives;
- Performance targets;
- The means of achievement; and
- The assessment criteria,

all of which are accountable to the community. The Plans allow Council to effectively co-ordinate present use and planned future use of public land.

Community land is required to be used and managed in accordance with the following:-

- The Plan of Management applying to the land; and
- Any law which permits the use of land for a specific purpose, or otherwise regulates the use of the land. (This includes the Environmental Planning and Assessment Act and planning instruments made under the Act).

The main purpose of the specific plan of management is to provide all stakeholders with a consistent set of management guidelines and permissible uses of the premises as defined in the prevailing Sutherland Shire Planning instrument.

A Plan of Management should not be inconsistent with any environmental planning instrument applying to that land.

1.2. PURPOSE OF THE PLAN

Community land must be used and managed in accordance with a Plan of Management. Until a Plan of Management for community land is adopted by Council, the nature and use of the land must not be changed.

A Plan of Management enables management to proceed in an efficient manner; helps reconcile competing interests, identifies priorities for the allocation of available resources and facilitates public understanding.

Periodic revision of a Plan also enables changing social, economic and ecological conditions and relevant land management principals to be considered, as they arise.

The Plan of Management aims to be a useful resource for Council's decision making and an informative document for the public.

1.3. GUIDELINES FOR CATEGORISATION AS GENERAL COMMUNITY USE AREAS

In accordance with the Local Government (General) Regulation 2005- Reg106: Land should be categorised as general community use under section 36(4) of the Act if the land:

- a) may be made available for use for any purpose for which community land may be used, whether by the public at large or by specific sections of the public, and
- b) is not required to be categorised as a natural area under section 36A, 36B or 36C of the Act and does not satisfy the guidelines under clause 102 – 105 for categorisation as a natural area, a sportsground, a park or an area of cultural significance.

2 BACKGROUND

2.1 Evolution of this Plan of Management

Public land is categorised as being either community land or operational land. Any land classified as community land is required to be categorised and included in a Plan of Management. The Plan of Management establishes criteria for the continuing management and reporting on community land and assets.

The land under the surf clubs was in the first instance categorised as community land and classified as General Community Use under the requirements of the Local Government Act, 1993. The land was included in the generic GCU PoM. Council at its meeting on 21 February 2000 endorsed Amendment No. 91 (Restaurants in 6(a) Zones), to the Sutherland Shire Council LEP 1993. As a result of that provision it was imperative to draft site specific plans of management for the various locations permitted to have these enhanced and more sophisticated refreshments facilities on community land. Consequently the Surf Life Saving Clubs located on Bate Bay and various other locations were extracted from the generic GCU PoM and site specific PoMs were prepared exhibited reconsidered and ultimately endorsed by council.

The most recent Council planning instruments are prepared under the Department of Planning template. The changes to the most recent LEP particularly in respect of refreshment facilities in Public Open Space, has rendered the requirement for site specific PoM obsolete. However, as the documents are now in place and for instance the surf clubs are so unique in their utilisation of Public Open Space, it is entirely relevant to retain the site specific PoM.

2.2 History

The Surf Life Saving Association has a long history of involvement at Cronulla starting when the first Cronulla Surf Life Saving Club was formed in 1907 and there has been a

continuing surf life saving presence at the beach, since that time. The first buildings on the current site were erected in 1940 and have been altered and additions made over the years. The most recent alterations and additions were completed in 1994.

Surf clubs have traditionally provided voluntary service to the community in the form of beach management, identifying and marking for the public safer swimming areas, performing surf rescues and resuscitation and associated functions. To provide these services facilities in the form of club rooms, training and storage rooms have been permitted and erected on public open space throughout the country and in that regard Cronulla is no exception.

In current times these clubs provide many more community services such as surf awareness training, developing young children into good citizens through the “Nippers” programs and training people of all ages to be fit and give of their time voluntarily. To do this now requires substantial sources of funds and so, to avoid being a total drain on the public purse, Surf Clubs are becoming more self sufficient by way of operating income earning ventures which generally add value to the public enjoyment of the beach areas. Such ventures include kiosks and restaurants, public use of their specialist facilities such as gymnasiums, pools, function rooms and the like.

3 PROPERTY DESCRIPTION

3.1 Land to which this Plan Applies

Address	Legal Description	Locality Description
Gerrale Street, Cronulla	Lots A, B, C & Pt Lot D DP 173271; Lot 1 DP 963734; Lot 1 DP 172078; Lot 1 DP I958158; Lot 12 DP 12149, Lot 2223 DP 1182456	Cronulla SLSC is located at the south eastern corner of Cronulla Park, at Cronulla Beach. The complex is erected east of a small sandstone escarpment and west of the inter-tidal rock shelf. A pedestrian esplanade crosses between the inter-tidal zone and the club buildings.

Excludes Crown Land edged blue in Appendix A(i)

The Cronulla Surf Lifesaving Club Complex is comprised of three buildings erected upon the above noted land. This Plan of Management only addresses the land occupied by and curtilage to the buildings and as defined by the plan in Appendix A(i).

The plan provided in Appendix A(i) is an extract from SSLEP2015.

Appendix B offers an aerial view and elevation photos of the Cronulla SLSC complex.

3.2 Condition of Buildings and Curtilage

The building complex consists of three separate buildings. The northern building is the clubhouse and has been refurbished, with new additions. The building appears to be in sound structural condition, the exterior is well maintained with painting last completed in 2017.

Refurbishment of the Cronulla Sports Complex front façade was undertaken in 2007 and fresh paint to the exterior of the eastern facades of the building in 2017. The Cronulla SLSC Sports Complex was originally built in the 1930's. The building is located in a very corrosive environment externally exposed to the harsh salt and sand laden coastal environment and internally being exposed to the corrosive and corroding conditions associated with chlorinated indoor swimming pools.

At the southern end of the Sports Complex building is a commercial operation which supports an indoor / outdoor café restaurant with seating for approx. 150 people. (Refer to photographs in Appendix B)

The general curtilage is made up of concrete and bitumen concourse and a bitumen roadway between two of the buildings apparently only in fair to poor condition.

3.3 Building Facilities

The clubhouse is comprised of equipment storage rooms, meeting rooms function room change rooms with ablution facilities, offices and smaller storage areas.

The sports complex building has two indoor pools squash courts gymnasium and self contained flat. The take away kiosk is now represented as a juice bar.

The former kiosk building was demolished and now currently has a licensed and/or BYO restaurant (within the footprint of the building) with a maximum total seating capacity of 150 persons.

3.4 Restrictions, Covenants, Trusts or Other Interests

The property is subject to the prevailing planning instrument as amended from time to time which prescribes when consent is required and some development standards.

This building is listed as a heritage item in the relevant planning instrument. The heritage provisions include requiring consent for:

- altering a heritage item by making structural changes to its exterior;
- altering a heritage item by making non-structural changes to the detail, fabric, finish or appearance of its exterior;
- erecting a building on, or subdividing, land on which a heritage item is located.

Where any of these works are proposed heritage advice should be sought from Council prior to lodging the application. Significant works will require a Conservation Management Plan.

Maintenance necessary for ongoing protective care of the building and other minor works specified in the prevailing planning instrument may be carried out without the need for development consent. However, heritage advice should be sought from Council prior to undertaking any works.

4 GENERAL COMMUNITY USE MANAGEMENT STRATEGIES

4.1. Guidelines for Categorisation

Land should be categorised as *General Community Use* if the land:

- a) may be made available for use for any purpose which community land may be used, whether by the public at large or by specific sections of the public;
- b) is not required to be categorised as a natural area under Sections 36A, 36B or 36C of the Act and does not satisfy the guidelines under clause 102 – 105 for categorisation as a natural area, a sports ground, a park or an area of cultural significance.

4.2. Categorisation of the Subject Land

The land occupied by the Cronulla Surf Life Saving Club is categorised as “General Community Use”.

4.3 Core Objectives

The core objectives for land categorised as general community use are to:-

- 4.3.1 Promote, encourage and provide for the use of the land and to provide facilities on the land to meet the current and future needs of the local community and of the wider public:
 - (a) in relation to public recreation and the physical, cultural, social and intellectual welfare or development of individual members of the public.
 - (b) in relation to purposes for which a lease, license or other estate may be granted in respect of the land (other than the provision of public utilities and works associated with or ancillary to public utilities).

In addition to these, the Council has identified the following specific objectives:-

- 4.3.2 Allow auxiliary recreation and commercial activities to support the provision of services for the safe and orderly use of the land, beach and water adjacent to the land the subject of this Plan of Management.
- 4.3.3 Provide additional public amenity through provision of refreshments and dining facilities within the recreation area.

4.4 Activities Expressly Authorised by this Plan

Subject to compliance with the Local Government Act 1993 the Local Government Amendment (Community Land Management) Act 1998, the Environmental Planning and Assessment Act, 1979, the Liquor Act, 1982 and any other relevant act and regulations, and subject to compliance with the terms of any lease, license or other estate interest in respect of the property the following activities are expressly authorised:

The buildings will be permitted to be used for purposes of supporting provision to the public of the community service of surf life saving and beach amenity. This includes occupation and use of the buildings for:

- 4.4.1 Training and teaching in all the skills of surf life saving;
 - 4.4.2 Maintaining fitness levels and competency levels to carry on the various responsibilities of surf life saving;
 - 4.4.3. Encouraging and training people especially the young in water and surf safety awareness;
 - 4.4.4 Storage, parking, movement on and off site and maintenance of life saving equipment, water craft, surf boards, skis and other related equipment, motor vehicles and/or other towing appliances;
 - 4.4.5 To support the conduct of surf life saving carnivals or other special events.
 - 4.4.6 Public toilets, showers and change rooms;
 - 4.4.7 A kiosk to sell to the public pre packaged and prepared-off-site type food, sandwiches, hamburgers and non alcoholic beverages including tea and coffee and the like;
 - 4.4.8 Subject to the requirement of relevant planning laws and liquor licensing laws, function rooms (place of assembly) which may be used for club activities including (subject to liquor licensing laws) the sale and consumption of alcohol but which may also be let to members of the public for various functions such as meetings, wedding receptions, parties, social, religious and cultural activities, seminars, presentations, corporate functions, promotions and the like. Operating hours must be consistent with any development consent issued by Council. The area is identified as an Intermediate Activity Area. Base hours of operation are till 11pm (indoors) and 10pm (outdoors) (and 10pm and 9pm on Sundays). This may be extended to midnight (indoors) and 11pm (outdoors).;
- Sale of alcohol in the function room (place of assembly) except as permitted by a valid functions licence under s.51A of the Liquor Act, 1982 is prohibited. The application for any liquor licence other than a permanent on licence is prohibited. The operation of any liquor licence which conflicts with any part of this Plan of Management is prohibited. Gaming machines or poker machines are prohibited.
- 4.4.9 A licensed and/or BYO restaurant (within the footprint of the building) with a maximum total seating capacity of 150 persons. The café /restaurant is subject to all planning requirements and relevant laws. Operating hours must be consistent with any development consent issued by Council;

The restaurant (within the footprint of the building) is permitted to sell take away food, shall provide toilets for the use of restaurant patrons as required by law. Any liquor license shall be restricted by condition or otherwise to the sale and consumption of alcohol with a sit down meal and signs displaying this information shall at all times be on display to the patrons of the restaurant. This proviso may only be varied in case of individual functions in compliance with all relevant laws and by prior approval of Council. Any liquor license for the operation of the restaurant shall be in the name of the applicant for development consent for the restaurant from time to time;

- 4.4.10 Deliveries of goods and services to the premises for or ancillary to any activity authorised by the Plan of Management;
- 4.4.11 Waste storage, collection and removal including recycling;
- 4.4.12 A sub-lease of the building known as the “Cronulla Sports Complex” or part of it;
- 4.4.13 Club associated administration;
- 4.4.14 Caretakers residence
- 4.4.15 Ancillary overnight accommodation for community based groups participating in surf related activities.
- 4.4.16 Erection of temporary signs during Special Events - in accordance with the requirements of the Sutherland Shire Local Environmental Plan 2015 – Schedule 4: Exempt Development, the sign:
 - a) Must be displayed only on the property where the special event is to be held.
 - b) Must be constructed of lightweight, banner type material.
 - c) Not exempt for more than 14 days before the special event or more than 48 hours after the event is finalised.
- 4.4.17 Installation and maintenance of a grease arrestor and any other service utility such as gas, electricity, water and the like, building additions, demolition, general refurbishment, repairs and maintenance of the building.
- 4.4.18 Leasing, sub-leasing, licensing, or hiring of the Surf Club buildings for any purpose with the consent of Council. Section 7 details the leases, sub-leases and licenses that this plan expressly authorises.

5. CRONULLA SLSC FACILITIES

5.1. Primary Uses of Premises

The primary use of the land and buildings is to carry on the various functions and activities associated with providing the community service of surf lifesaving and to provide public toilet and change room facilities. These include in relation to the northern most building the following:-

- 5.1 Ground floor club room is used seven days per week during the day and in the evening for physical exercise training. It is also used at night for club member functions (place of assembly);
- 5.2 Patrol room on ground floor is used in association with beach patrols on every Saturday, Sunday and public holiday during the swimming season;
- 5.3 All other areas on the ground floor are used for equipment storage and members change facilities;
- 5.4 First floor Monro Room is used in the evenings for meetings and training and at other times for recreation with the bar in operation;
- 5.5 First floor secretaries room is used seven days per week;
- 5.6 First floor radio room is available and may be used at any time for emergency management;
- 5.7 First floor Purcell Room is used for member functions (place of assembly) but also let out for private functions (place of assembly) mostly on Friday and Saturday evenings, but is used at other times for this purpose and is used exclusively for Nippers every Sunday during the swimming season;
- 5.8 Second floor sun baking area and change room is used at all times;
- 5.9 At ground level public toilets and change room/ shower facilities are available for use by the public at all times;

5.2 Ancillary Use of Premises

The current uses of the premises ancillary to those of surf lifesaving are:-

- The centre building at ground level, two indoor pools open to the public, a gymnasium, two squash courts and fitness centre used every day and evening by members for training and fitness. management;
- Ground level, kiosk selling snack type food operates during day light hours daily through the year;
- In the southern most building at ground level facility ancillary to Public Open Space in the form of a licensed and/or BYO café/restaurant (within

the footprint of the building). Please refer to **Permitted Use of Premises** for details;

- Ancillary overnight accommodation for community based groups participating in surf related activities;
- Second floor caretakers flat which is occupied permanently.

6. PERMITTED USE OF PREMISES

6.1. Uses Which Require Specific Council Approval

- 6.1.1 Any Leasing or sub-leasing of any part of the premises.
- 6.1.2 Any use requiring development consent under the prevailing planning instrument.
- 6.1.3 Any restaurant operations within the footprint of the building, including type of restaurant and hours of operation and any other uses which require development consent.
- 6.1.4 Any function (place of assembly) which would or might result in alcohol being served sold or consumed other than with a sit down meal.
- 6.1.5 Any liquor license application (whether for a new license or amendment of any existing license from time to time).

6.2. Activities Expressly Prohibited by this Plan

Restaurant and function centres are prohibited within the Cronulla Sports Complex (entire two-storey building, including roof area) and the Cronulla Sports Complex is to be consistently used in accordance with SSLEP2015, any Development Consent issued by Council, and Council's Development Control Plan subject to any further restriction noted in the Local Government Act 1993.

7. LEASES LICENSES OR OTHER ESTATES EXPRESSLY AUTHORISED

The following future leases are expressly authorised by this Plan of Management:

1. Lease between Sutherland Shire Council and Cronulla SLSC over the Surf Life Saving Club building on Part Lot A DP 173271 (this Plan is not relevant to any proposed lease over land not owned by Council).
2. Lease between Sutherland Shire Council and Cronulla SLSC over the Sport Complex Building Part Lot A DP 173271, Part Lot B DP 173271, Part Lot C DP 173271.

3. Lease between Sutherland Shire Council and Cronulla SLSC over the restaurant building Lot 2223 DP 1182456 and Part Lot D DP 173271.

The term of the three leases will need to comply with sections 47,47A of the *Local Government Act 1993* as applicable

8 MANAGEMENT STRATEGIES

Management Issue	Objectives & Performance Targets	Means Of Achievement	Manner Of Assessment
Facilitate public enjoyment of beaches;	Provision of surf life saving club houses at each beach for: Beach user safety; Beach management services; Surf awareness education; Surf rescue training; Personal and group fitness; Youth programs such as Nippers;	30 year lease of premises with the surf life saving club entity. Lease of area defined on appended site plan; Lease terms comply with the principles of the Plan of Management which reflect the core objectives of Land Management of the LGA93 and Land Use zoning under SSLEP 2015 as amended or any applicable Development Control Plan.	Regular review of lease terms for compliance; Regular inspections of the land to ensure conformance with lease terms, zoning regulations, DA conditions and Monitor of council CRMS. Review of 'User Surveys' Review of lease terms to circumvent problems at lease renewal.
Facilitate public enjoyment of recreational facilities and land adjacent to beach	Provision of: Refreshment Kiosks; Café or dining facilities.	30 year lease of premises to the surf life saving club entity.	Balance the use of the lease site with utilisation of surrounding recreational areas, so as to not impinge on the wider community enjoyment of beaches. Regular review of lease terms for compliance; Regular inspections of the land to ensure conformance with lease terms, zoning regulations, DA conditions; Monitor of council CRMS

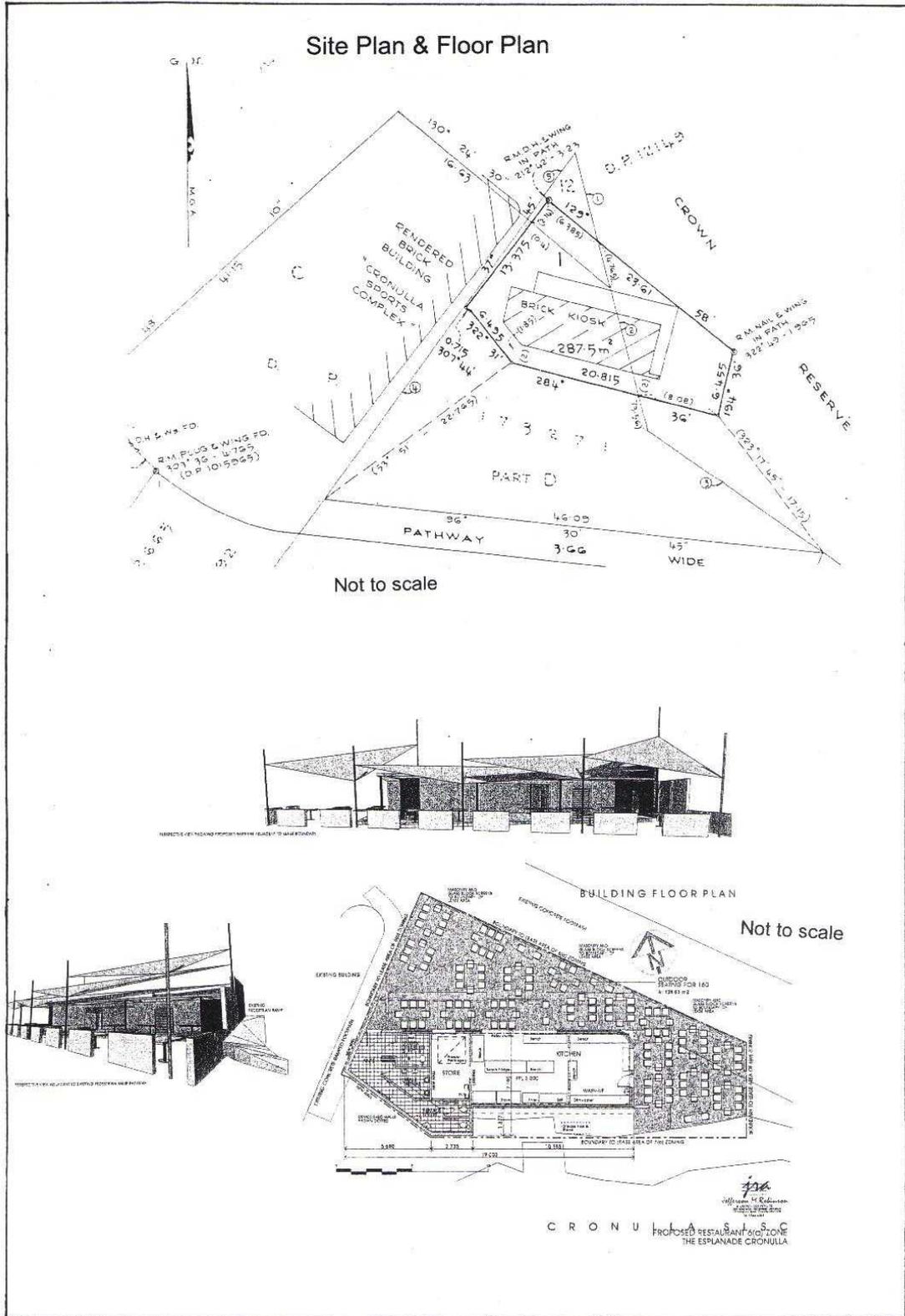
9. APPENDIX A:

- (i) SITE PLAN WITH BUILDING FOOT PRINT
- (ii) SITE PLAN AND FLOOR PLAN OF RESTAURANT

Appendix A(i)



Appendix A(ii)



APPENDIX B:

PHOTOGRAPHS OF CRONULLA SURF LIFE SAVING CLUB



Aerial image of club complex

Elevation photos of club complex



Club house building



Cronulla Sports Complex and Zimzala's Restaurant

Elevation photos of club complex



Looking north across Cronulla Surf Life Saving Club, heritage listed Cronulla Park and the Cronulla Esplanade path network