

IRF24/2478

Gateway determination report – PP-2024-2150

North Cronulla Surf Life Saving Club Reclassification

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Acknowledgment of Country

The Department of Planning, Housing and Infrastructure acknowledges the Traditional Owners and Custodians of the land on which we live and work and pays respect to Elders past, present and future.

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Table 1 Reports and plans supporting the proposal

Relevant reports and plans

North Cronulla SLSC Reclass Planning Proposal (Sutherland Shire Council)

Letter requesting Gateway (Sutherland Shire Council, September 2024)

LEP practice note PN 16 (Sutherland Shire Council)

Report – Council meeting 15 July 2024 (Sutherland Shire Council)

Resolution – Council meeting 15 July 2024 (Sutherland Shire Council)

Letter Response to information request and attachments (Sutherland Shire Council, October 2024)

Council Meeting 15 July 2024 - Reports Under Separate Cover COR030-24 and COR031-24 (Sutherland Shire Council)

Registered Lease

Letter to North Cronulla SLSC

Extract - NSW Government Gazette

Certificate of Title - October 2020

Registered Plan of Consolidation

Certificate of Title - October 2000 edition 1

Certificate of Title - October 2000 edition 2

Plan of Management North Cronulla Surf Life Saving Club (Sutherland Shire Council)

CEO Determination LPP Direction (Sutherland Shire Council, October 2024)

1 Planning proposal

1.1 Overview

Table 2 Planning proposal details

LGA	Sutherland
РРА	Sutherland Shire Council
NAME	North Cronulla Surf Life Saving Club Reclassification
NUMBER	PP-2024-2150
LEP TO BE AMENDED	Sutherland Shire Local Environmental Plan 2015
ADDRESS	Part of Lot 1 DP 1264560
RECEIVED	25/09/2024
FILE NO.	IRF24/2478
POLITICAL DONATIONS	There are no donations or gifts to disclose and a political donation disclosure is not required
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal

1.2 Objectives of planning proposal

The planning proposal contains objectives and intended outcomes that adequately explain the intent of the proposal.

The objectives of the planning proposal are to:

 amend the Sutherland Shire Local Environmental Plan 2015 (SSLEP2015) at the North Cronulla Surf Life Saving Club (SLSC), being Part of Lot 1 DP 1264560. The Planning Proposal seeks a reclassification of the SLSC building from 'Community' to 'Operational' Land.

The intended outcomes of the planning proposal are to:

- allow greater certainty around the completion of the North Cronulla SLSC site upgrades and to ensure the continuation of community benefits provided by the facility
- facilitate greater flexibility for the site to meet community needs and its ability to support the surrounding recreational precinct

1.3 Explanation of provisions

The planning proposal seeks to amend the Sutherland Shire Local Environmental Plan 2015 per the changes below:

Table 3 Current and proposed controls at 62 Prince Street, Cronulla

Control	Current	Proposed
Zone RE1 Public Recreation		No change
Classification	Community land	Operational land
Heritage	North Cronulla Surf Club and Dunningham Park are listed as items of Local Heritage in Schedule 5 Environmental Heritage	No change

The planning proposal also seeks to amend the SSLEP 2015 Land Reclassification (Part Lots) Map to show the footprint of the subject building.

The planning proposal contains an explanation of provisions that adequately explains how the objectives of the proposal will be achieved. It is noted that no rezoning is required for the subject lands and the site will maintain its RE1 Public Recreation Zoning.

1.4 Site description and surrounding area

The subject site is located at 62 Prince Street, Cronulla and has frontages to Elouera Road, Mitchell Road and Prince Street.

North Cronulla Beach is located immediately to the east of the site. Cronulla Centre is approximately 285 metres southwest of the surf club, while Cronulla Train Station is situated approximately 765 metres to the southwest. The vicinity of the site includes residential suburbs to the north and west, and E2 Commercial Centre zoned land to the west and south.

Existing on the site is North Cronulla Surf Lifesaving Club and part of Dunningham Park, which wraps around the western and southern façade of the surf club. The North Cronulla Surf Club building has a primary use related to the functions and activities associated with surf lifesaving and to provide public toilet and change room facilities. The facility includes a pool, and gym. It also includes restaurants, kiosks, and licensed function rooms used for club activities, but which are commercially let for social and cultural activities, as an ancillary part of the premises.



Figure 1 Subject site (Source: SixMaps)

1.5 Mapping

The planning proposal seeks to amend the SSLEP 2015 Land Reclassification (Part Lots) Map to show the footprint of the subject building.

To clearly identify the proposed mapping amendments for community consultation, a gateway condition will be included to require that the at the planning proposal is updated prior to exhibition to provide a Land Reclassification Map for the proposed site.



Figure 2 Area subject to reclassification (Source: Planning Proposal)

1.6 Background

Table 4 Timeline

Date	Event	
15 July 2024	Council considered the planning proposal for land at 62 Prince Street Cronulla. Council resolved that:	
	 The report 'Reclassification of Council Land – North Cronulla Surf Life Saving Club' be received and noted. 	
	 A draft Planning Proposal to reclassify Part Lot 1 DP1264560, 62 Prince Street, Cronulla from 'Community' to 'Operational' land be prepared in accordance with the requirements of the Local Government Act 1993 and Environmental Planning and Assessment Act 1979. 	
	3. The Planning Proposal for Part Lot 1 DP1264560, 62 Prince Street Cronulla be referred to the Department of Planning, Housing and Infrastructure for Gateway Determination.	
	4. Subject to an approval being granted at Gateway, the Planning Proposal for Part Lot 1 DP1264560, 62 Prince Street, Cronulla be exhibited for 28 days, and a public hearing held in accordance with legislation and any conditions specified in the Gateway Determination.	
25 September 2024	Proposal submitted by Council for Gateway.	

2 Need for the planning proposal

Q1. Is the Planning proposal a result of an endorsed Local Strategic Planning Statement, strategic study or report?

The planning proposal is not the result of a study or strategy. However, the proposal has strategic merit having regard to the Region, District and Local strategic plans and policies.

Council's LSPS identifies Cronulla as a 'large local centre' and as 'the centre of a precinct of exceptional recreational, scenic, community and historic value'.

The planning proposal states that it is the result of a Council resolution to reclassify a portion of the subject site, specifically the North Cronulla Surf Life Saving Club.

Q2. Is the Planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

A planning proposal is the best means of achieving the objectives and intended outcomes for the site in a manner that will support a greater level of flexibility and club needs.

3 Strategic assessment

3.1 Regional Plan

The Greater Sydney Region Plan – a metropolis of three cities (the Region Plan), released by the NSW Government in 2018, integrates land use, transport and infrastructure planning and sets a 40-year vision for Greater Sydney as a metropolis of three cities. The Region Plan contains objectives, strategies and actions which provide the strategic direction to manage growth and change across Greater Sydney over the next 20 years.

Under section 3.8 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) a planning proposal is to give effect to the relevant District Plan. By giving effect to the District Plan, the proposal is also consistent with the Regional Plan. Consistency with the District Plan is assessed in section 3.2 below.

3.2 District Plan

The site is within the South District. The Greater Sydney Commission released the South District Plan on 18 March 2018. The plan contains planning priorities and actions to guide the growth of the district while improving its social, economic and environmental assets.

The planning proposal is consistent with the priorities for infrastructure and collaboration, liveability, productivity, and sustainability in the plan as outlined below.

The Department is satisfied the planning proposal gives effect to the District Plan in accordance with section 3.8 of the *Environmental Planning and Assessment Act 1979*. The following table includes an assessment of the planning proposal against relevant directions and actions.

Table 5 District Plan assessment

District Plan Priorities	Justification
Planning Priority S1: Planning for a city supported by infrastructure	The planning proposal notes that the reclassification will assist in providing certainty around the delivery of the North Cronulla SLSC redevelopment project, providing a multi-

	function site to deliver a space promoting heath, recreation and community connection.
	Department comment
	The proposal is consistent with this priority as the reclassification of the site will facilitate the optimal use of the facility to continue to adapt and support the needs of the local community.
Planning Priority S3: Providing services and social infrastructure to meet people's changing needs Planning Priority S4: Fostering healthy, creative, culturally rich and socially connected communities Planning Priority S6: Creating and renewing great places and local centres and respecting the District's heritage	The planning proposal notes that the reclassification will support and secure the delivery of the SLSC facility upgrade, which has the aim of providing a desirable and high-quality outlet for community wellbeing. Department comment The proposal is consistent with this priority as the reclassification of the site will facilitate the optimal use of the facility to continue to adapt and support the needs of the local community.
Planning Priority 12: Delivering integrated land use and transport planning and a 30-minute city	The planning proposal advises that the site is within 30 minutes (and walkable distance) of transport options, residential land uses, services, and open space. <u>Department comment</u> The proposal is considered to be consistent with this priority.
Planning Priority 13: Protecting and improving the health and enjoyment of the District's waterways Planning Priority S14: Protecting and enhancing bushland, biodiversity and scenic and cultural landscapes and better managing rural areas	The proposal states that the intended outcome of this planning proposal is to allow greater certainty around the completion of the North Cronulla SLSC site upgrades and to ensure the continuation of community benefits provided by the facility. The reclassification facilitates greater flexibility for the site to meet community needs and its ability to support the surrounding recreational precinct.
Planning Priority S16: Delivering high quality open space	The planning proposal states that the reclassification will relate to the land on which the SLSC building is situated only, retaining the adjacent Dunningham Park as Community Land. The upgrades facilitated by this Planning Proposal will support and complement the use of Dunningham Park as public open space.
	Department comment
	The proposal does not include rezoning or changes to development controls. The reclassification is considered to facilitate the optimal use of the facility to continue to adapt and support the needs of the local community.
	The proposal is consistent with this priority.

3.3 Local

The proposal states that it is consistent with the following local plans and endorsed strategies. It is also consistent with the strategic direction and objectives, as stated in the table below:

Table 6 Local strategic planning assessment

Local Strategies	Justification
Local Strategic Planning Statement (LSPS)	Council's LSPS identifies Cronulla is identified as a 'large local centre'. The LSPS also identifies Cronulla as 'the centre of a precinct of exceptional recreational, scenic, community and historic value'.
	The planning proposal states that the North Cronulla SLSC building will continue to be an important asset which strengthens community activity, education and social connection. The proposal advises that the upgraded facilities will meet local community needs for infrastructure in key areas. In particular, the commercial component of the clubhouse will provide jobs required to support the growth of the area and contribute to Cronulla and North Cronulla's focus as a recreational and tourism hub, by encouraging visitors to beachside attractions.
	Department comment
	The planning proposal is broadly consistent with the vision and priorities of Council's LSPS in particular:
	Priority 1: Align Planning to Existing Infrastructure
	Priority 8: Open Space and Sporting Needs
	Priority 9: Community Connections
	Priority 11: Attractive and Distinctive Centres and Places
	The planning proposal seeks a reclassification of the surf life saving club building from 'community' to 'operational' land. The proposal does not include rezoning or changes to development controls. The reclassification is considered to facilitate the optimal use of the facility to continue to adapt and support the needs of the local community. The proposal is considered consistent with the priorities of the LSPS.

3.4 Local planning panel recommendation

In accordance with Local Planning Panels Direction, issued under Section 9.1 of the Environmental Planning and Assessment Act 1979 (EPA Act), Planning Proposal must be referred to the local planning panel for advice unless the Council's general manager determines that the planning proposal relates to:

- (a) the correction of an obvious error in a local environmental plan,
- (b) matters that are of a consequential, transitional, machinery or other minor nature, or
- (c) matters that council's general manager considers will not have any significant adverse impact on the environment or adjoining land. the planning proposal will not have any significant adverse impact on the environment or adjoining land.

Council advised that the Planning Proposal was not referred to the Sutherland Shire Local Planning Panel for advice in accordance with the Local Planning Panels Direction – Planning Proposals (Direction 1) as in the opinion of the CEO the planning proposal will not have any significant adverse impact on the environment or adjoining land.

In line with the provisions of the Direction, Council's CEO has determined that the that referral to the Local Planning Panel in accordance with the S.9.1 Direction is not warranted as the reclassification of the footprint of the North Cronulla Surf Lifesaving Club will not have any significant adverse impact on the environment or adjoining land (see Determination LPP Direction - Sutherland Shire Council CEO).

3.5 Section 9.1 Ministerial Directions

The planning proposal's consistency with relevant section 9.1 Directions is discussed below:

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
1.1 Implementation of Regional Plans	Consistent	The objective of this direction is to give legal effect to the vision, land use strategy, goals, directions and actions contained in Regional Plans. The planning proposal is broadly consistent with the planning priorities contained in the Region Plan, South District Plan and LSPS.
3.2 Heritage Conservation	Consistent	The objective of this direction is to conserve items, areas, objectives and places of environmental heritage significance and indigenous heritage significance.
		The site is listed as Local Heritage in Schedule 5 Environmental Heritage.
		The proposal seeks to reclassify part of 62 Prince Street, Cronulla from 'Community' to 'Operational'. There are no changes to development standards, including Schedule 5, sought by the planning proposal.
		The proposal is considered consistent with this Direction.
5.2 Reserving Land for Public Purposes	Consistent	The objective of this direction is to facilitate the provision of public services and facilities by reserving land for public purposes and facilitate the removal of reservations of land for public purposes where the land is no longer required for acquisition.
		The planning proposal seeks to reclassify a portion of council- owned land, being the footprint of the North Cronulla Surf Club building, from 'community' to 'operational'.
		The proposal does not seek to alter the site's RE1 Public recreation zoning and there are no changes to development standards proposed as part of the planning proposal.

Table 7 9.1 Ministerial Direction assessment

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
		Furthermore, Council has confirmed that it does not seek to extinguish the public reserve status of the subject site.

3.6 State environmental planning policies (SEPPs)

The planning proposal's consistency with all relevant SEPPs is discussed in the table below.

Table 8 Assessment of	planning proposal	l against relevant SEPPs
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SEPPs	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
Transport and Infrastructure 2021	Consistent	The planning proposal notes that it seeks a reclassification of public land and the project does not propose physical works as part of the proposal.
		The planning proposal is not inconsistent with the aims of this SEPP.
		Any future development application would be able to address any key requirements of the SEPP (Transport and Infrastructure) 2021.
Resilience and Hazards 2021	Consistent	The site is identified within the coastal environment area map and coastal use area map.
		The planning proposal notes that it has no physical environmental implications as it is administrative in nature.
		The planning proposal is not inconsistent with the aims of this SEPP. Any future development application would be able to address any key requirements of the SEPP (Resilience and Hazards) 2021.

3.7 Reclassification of Land

LEP Practice note PN 16-001 Classification and reclassification of public land through a local environmental plan and the Department's 'Local Environmental Plan Making Guideline' (August 2023) provide guidance on preparing planning proposals seeking to reclassify public land through an LEP.

The Practice Note contains an information checklist of considerations to be discussed within reclassification proposals. This checklist, known as Attachment 1, identifies the information required to accompany a planning proposal for reclassifying land.

The Department's 'Local Environmental Plan Making Guideline' (August 2023) outlines the Planning Secretary's requirements for reclassifying land is discussed below:

Secretary Requirement	Justification
Is the planning proposal the result of a strategic study or report?	The planning proposal is a result of a Council resolution, see section 2.
Is the planning proposal consistent with the council's community plan, or other local strategic plan?	The planning proposal is a result of a Council resolution, see section 2.
If the provisions of the planning proposal include the extinguishment of any interests in the land, an explanation of the reasons why the interests are proposed to be extinguished should be provided.	The planning proposal notes that the reclassification does not propose to extinguish any existing registered interests on title. Council's ownership of the land is not subject to any express trust created by statute or deed.
The concurrence of the landowner must be obtained, where the land is not owned by the PPA.	Not Applicable.
The effect of the reclassification, including loss of open space, any discharge of interests, and/ or removal of public reserve status.	The proposal does not seek to discharge any interests or alter the existing public reserve status of the land. The site is zoned RE1 Public Recreation and the planning proposal does not propose rezoning of the subject land.
The strategic and site-specific merits of the reclassification and evidence to support this.	The proposal has strategic merit having regard to the Region, District and Local strategic plans and policies, see Section 2.
Does the planning proposal deliver a public benefit?	The proposal states that the intended outcome of this planning proposal is to allow greater certainty around the completion of the North Cronulla SLSC site upgrades and to ensure the continuation of community benefits provided by the facility. The reclassification facilitates greater flexibility for the site to meet community needs and its ability to support the surrounding recreational precinct.
Have the implications for open space in the LGA in relation to current and future open space needs been considered and will there be a net gain to open space?	The site is zoned RE1 Public Recreation and the planning proposal does not propose rezoning or extinguishing the existing public reserve status of the subject land.
	The proposed reclassification applies to the existing structure only. Open space assets and Dunningham Park will remain intact.

How funds obtained from any future sale of the land will be used.	Council has indicated that it is not its intent to sell the land. Council has also advised that it does not have a policy which governs the sale of public land, and that this policy is currently being developed. Any proposal for the sale of public land would be required to be reported to Council on an as needs basis and carried out in accordance with the requirements of the Local Government Act 1993.
How council will ensure funds remain available to fund proposed open space sites or improvement referred to in justifying the reclassification, if relevant.	The site is zoned RE1 Public Recreation and the planning proposal does not propose rezoning of the subject land. The proposed reclassification applies to the existing structure only. Open space assets and Dunningham Park will remain intact.

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4 Site-specific assessment

4.1 Environmental

The following table provides an assessment of the potential environmental impacts associated with the proposal.

Table 9 Environmental impact assessment

Environmental Impact	Assessment
Open space	The proposed reclassification applies to the existing structure only. Open space assets and Dunningham Park will remain intact.
	The reclassification of North Cronulla Surf Life Saving Club building is not considered to have any significant environmental impact or impact to the adjoining open space.

4.2 Social, economic and infrastructure

The planning proposal does not seek change to any development controls. There are no expected social or economic impacts from the proposal.

The planning proposal seeks to amend the classification of the land from 'community' to operational'.

The proposal states that the intended outcome of this planning proposal is to allow greater certainty around the completion of the North Cronulla SLSC site upgrades and to ensure the continuation of community benefits provided by the facility. The reclassification facilitates greater flexibility for the site to meet community needs and its ability to support the surrounding recreational precinct.

5 Consultation

5.1 Community

Council proposes a community consultation period of 28 days.

The planning proposal is categorised as complex under the LEP Making Guidelines (August 2023), due to the additional steps required in the reclassification process such as a public hearing. Per the Guidelines, the planning proposal is to be publicly exhibited for a minimum 30 working days.

LEP practice note 'PN16-001 Classification and reclassification of public land through a local environmental plan' requires planning proposals to reclassify public land are to be publicly exhibited for at least 28 working days.

A gateway condition is recommended requiring public exhibition to comply with the requirements of LEP practice note PN16-001.

A public hearing is also required to be held in accordance with Section 29 of the Local Government Act 1993 and the Practice Note PN 16-001. A gateway condition has been recommended in this regard.

5.2 Agencies

The proposal does not specifically raise which agencies will be consulted.

Given the administrative nature of the proposal, consultation with government agencies is not required within the recommendation for gateway determination.

6 Timeframe

Council proposes a 6 month time frame to complete the LEP.

The LEP Plan Making Guidelines (August 2023) establishes maximum benchmark timeframes for planning proposal by category. This planning proposal is categorised as complex.

The Department recommends an LEP completion date of 11 December 2025 in line with its commitment to reducing processing times and with regard to the benchmark timeframes. A condition to the above effect is recommended in the Gateway determination.

7 Local plan-making authority

Council has advised that it would like to exercise its functions as a local plan-making authority.

Per LEP Practice Note 16-001, Council may be delegated plan-making functions where the Governor's approval is not required to complete the reclassification.

The Governor's approval is not required as the proposal does not seek to remove any public reserve status and/or discharge any interests affecting public land (s.30).

Per the LEP making Guideline, Council's are not authorised to be the LPMA in cases where the reclassification involves significant open space. The proposed reclassification applies to the existing structure only. Open space assets and Dunningham Park will remain intact and there is no proposed change to the existing RE1 public recreation zoning.

Given the above, and that the proposal is consistent with all 9.1 directions, it is considered appropriate to authorise Council to be the local plan-making authority for this proposal.

8 Assessment summary

The planning proposal is supported to proceed with conditions for the following reasons:

- facilitate greater flexibility for the site to meet community needs and its ability to support the surrounding recreational precinct.
- it is consistent with and gives effect to the South District Plan and Sutherland Shire Council's Local Strategic Planning Statement.
- it is generally consistent with State Environmental Planning Policies and Section 9.1 Ministerial Directions.
- it has given consideration to the likely environmental, social, economic and infrastructure impacts.

9 Recommendation

It is recommended the delegate of the Minister determine that the planning proposal should proceed subject to conditions.

The following conditions are recommended to be included on the Gateway determination:

- 1. Prior to exhibition, the planning proposal is to be updated to:
 - a. Address Ministerial Direction 5.2 Reserving Land for Public Purposes. As confirmed by Council, detail that the subject site is a public reserve and Council does not propose to alter the public reserve status.
 - b. Address the matters identified in LEP practice note 'PN16-001 Classification and reclassification of public land through a local environmental plan' including:
 - i. provide a copy of the titles for all lots to be reclassified;
 - ii. specify the land is a 'public reserve' (defined under the Local Government Act 1993);
 - iii. provide a summary of council's interests in the land including how the land was first acquired and the nature of any trusts or dedications;
 - iv. provide a Land Reclassification Map.
- 2. Public exhibition is required under section 3.34(2)(c) and clause 4 of Schedule 1 to the Act as follows:
 - (a) the planning proposal is categorised as complex as described in the *Local Environmental Plan Making Guideline* and must be made publicly available for a minimum of 30 working days; and
 - (b) the planning proposal authority must comply with the notice requirements for public exhibition of planning proposals and the specifications for material that must be made publicly available along with planning proposals as identified in *Local Environmental Plan Making Guideline*.
- 3. The planning proposal authority must comply with the requirements for public exhibition of planning proposals identified in LEP practice note 'PN16-001 Classification and reclassification of public land through a local environmental plan'.
- 4. A public hearing is not required to be held into the matter by any person or body under section 3.34(2)(e) of the Act. This does not discharge Council from any obligation it may otherwise have to conduct a public hearing.

- 5. A public hearing is required to be held in accordance with Section 29 of the Local Government Act 1993 and the Practice Note PN 16-001.
- 6. Council is authorised to exercise the functions of the local plan-making authority.
- 7. The LEP should be completed by 11 December 2025 in accordance with Table 2 of the LEP Plan Making Guideline 2023.

1 November 2024

Rukshan De Silva A/Director, Local Planning (Central, West and South)

24 October 2024

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