



STATEMENT OF ENVIRONMENTAL EFFECTS (AMENDED FEBRUARY 2019)

Alterations and Additions to North Cronulla Surf Life Saving Club

62 Prince Street, Cronulla

Prepared for: North Cronulla Surf Life Saving Club

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Executive Summary

This application seeks consent from Sutherland Shire Council for alterations and additions to the North Cronulla Surf Life Saving Club (NCSLSC). This development application relates to an upgrade of the existing club to provide a high quality facility for the surf life saving club, additional commercial floor space and an upgrade to the adjoining open space areas. Additionally, the proposed DA is intended to address Building Code of Australia (BCA) non-compliances within the existing heritage building. The proposal has been specifically designed to complement the existing building and its setting within North Cronulla.

NCSLSC has a proud 90 year history of serving the community. Like many other clubs, its facilities are dated and not meeting the current needs of the club. For some years the club has been working on plans and considering funding models to achieve an upgrade of its facilities. The drivers have been to increase the space available to store equipment and resources, to upgrade general club facilities, upgrade public facilities (such as toilets and change rooms) and to create a space that can be commercially leased to provide ongoing income for the club. NCSLSC, in common with many other clubs, is seeking to become self-sufficient in its operation including commercial ventures (cafes and restaurants), and public use of facilities such as function rooms.

The proposed alterations and additions will result in a modern, high quality surf club which will provide new facilities to its members in terms of an upgrade to internal facilities including change rooms and storage of equipment. The new commercial space at the first floor will provide the opportunity for additional restaurant type uses within the Cronulla precinct. The specific use of that space will be subject of a future development application.

The proposed upgrading works to the adjoining open space areas will result in a useable, pedestrian friendly, and lively public space along the North Cronulla foreshore. The proposal has been designed through extensive consultation with Council staff.

The upgrading of surf club facilities within New South Wales and Queensland have resulted in well used club facilities which contribute to local and state tourism.

This SEE is an amended version (February 2019) to accompany the amended plans which have been prepared in response to written comments from the Design Review Forum and Council's assessment officers.





1. Introduction

This Statement of Environmental Effects has been prepared for North Cronulla Surf Life Saving Club (NCSLSC). The report is to accompany a development application to Sutherland Shire Council seeking consent for alterations and additions to the NCSLSC building at No.62 Prince Street, Cronulla.

The site is located at the north-eastern corner of Dunningham Park which fronts onto North Cronulla Beach. The building is owned by the Sutherland Shire Council and leased to the North Cronulla Surf Life Saving Club on a long standing lease.

The purpose of this Statement is to address the planning issues associated with the development proposal and specifically to assess the likely impact of the development on the environment in accordance with the requirements of S.4.15 of the Environmental Planning & Assessment (EP&A) Act, 1979.

This Statement is divided into five sections. The remaining sections include a locality and site analysis; a description of the proposal; an environmental planning assessment; and a conclusion.

This SEE is an amended version (February 2019) to accompany the amended plans which have been prepared in response to written comments from the Design Review Forum and Council's assessment officers.

1.1 SUPPORTING DOCUMENTS

This application is accompanied by the following supporting information:

- Architectural Plan Package - prepared by Bergstrom Architects;
- Statement of Heritage Impact prepared by NBRS+Partners;
- Technical Design Note (Traffic and Parking Impacts) prepared by Seca Solution;
- Waste Management Plan prepared by The Mack Group;
- Access Report – prepared by Design Confidence;
- Fire Safety Engineering Assessment Design prepared by Design Confidence;
- BCA Audit Report prepared by Building Control Group; and
- Arboricultural Impact Assessment Report prepared by Jackson Nature Works.

1.2 PLAN OF MANAGEMENT

The current Plan of Management for North Cronulla Surf Life Saving Club was adopted by Council on 21 June 2010. It is noted that the proposed development is not consistent with the terms of the current PoM for the NCSLSC and therefore the PoM is required to be amended.

NCSLSC and Council have been working closely to prepare a revised PoM which includes the amended footprint and allows for subsequent changes to use of the building. At its meeting on 20 March 2017 Council resolved that:

“Subject to the satisfaction of the General Manager the draft revised Plan of Management for North Cronulla Surf Life Saving Club be placed on public exhibition.”

At this stage the PoM has not been placed on public exhibition.



1.3 CONSULTATION

There have been informal meetings with Council officers and some Councillors over a number of years in relation to the proposed development. An informal presentation was provided to the Special Infrastructure Projects and Works Committee on 9 February 2015 by representatives of the North Cronulla Surf Life Saving Club. Whilst there was no detailed assessment of the proposal undertaken by Council officers at the time, the committee noted the following issues as requiring further consideration and assessment:

“Plan of Management

The plan of management (POM) under the Local Government Act for the park defines the site, scope and parameters within which the facility is permitted to operate. The proposed development would not fit within the terms of the current POM and it would therefore need to be formally amended. This requires public exhibition and resolutions of Council throughout the process.

Property lease

The current lease over the property to the club nominates a specific area and a specific range of activities that are permitted. The physical expansion of the building footprint and the expansion of the range of uses would require the lease to be renegotiated. Maintenance provisions would need to be reconsidered if a substantial part of the new building is to be a commercial space. The club would most likely seek the longest lease term possible to facilitate the securing of finance and commercial tenants for the project.

Funding

The project would require significant capital funding and any borrowings would need to be serviced. The expanded facility would also have a higher dollar value maintenance requirement, particularly in the harsh environment in which it sits. Council would need to be satisfied that a viable funding and business model are in place to support the construction and ongoing sustainable operation of the facility.

Increased building footprint

Dunningham Park is a very well used and valued piece of public open space, which hosts a number of events each year. The proposed driveways, loading area, back of house facilities, toilets and change facilities extend into the park, increasing the footprint of the club complex. Council would need to determine if this is an acceptable overall outcome for this public open space.

Parking

The proposal does not provide any parking for club members or for patrons of the proposed restaurant/function venue, which would seat in the vicinity of 300 guests. On street parking in the area is very heavily used across most of the week and is mostly time limited in this area. The acceptability of providing no parking would need to be assessed.

Heritage

The original surf club building is a listed heritage item. The vast majority of the work is outside the footprint of this building, however, the connection of the new to the old and the impact of the new work on the heritage building would need to be considered.

Visual impact

The building site is located in a very public and prominent position on the beach front. The visual impact of a larger building and the quality of the architecture would need careful consideration.



General public amenity impacts

The proposal would bring a new level of activity into the area with expanded club facilities and the new commercial component. The operation of the facility in terms of pedestrian access and circulation into and around the building, noise, waste management, crime prevention measures, vehicular access and safety, impact on trees, and view loss impacts would need to be assessed. There may be some sensitivity in the community around the extent of commercial activity proposed if the impacts of it on the locality are perceived to be substantial.

The comments of the Special Infrastructure Projects and Works Committee have been considered in the detailed design on the proposed development. The application is supported by a Statement of Heritage Impact, Traffic and Parking Assessment and Waste Management Plan. A detailed assessment of the proposal is provided in Section 4 of this report.

1.3.1 Architectural Review Advisory Panel Meeting

A meeting was held on 31 March 2016 with the Architectural Review Advisory Panel Meeting ("ARAP"). The panel was generally supportive of the proposal and acknowledged the challenges of the project. The ARAP report dated 15 April 2016 contained the following recommendations/conclusions:

"This is a very challenging project for the large expansion of a heritage-listed public building on a significant and sensitive site in coastal Cronulla. A strong and comprehensive urban design strategy is required, along with the protection of extant built and landscape heritage values.

Whilst built form and a possible aesthetic character for this scheme have been considered in this preliminary design submission, the Panel consider that there is a very significant amount of further work to be undertaken before design excellence is achieved. This includes determination of the best siting strategy that balances the Club's needs with public benefit, and how the new works will best integrate with the existing heritage building and its landscape setting. In this overall context the Panel make the following comments and recommendations:

- *It is noted that the proposed development is conditional on Council modifying the current Plan of Management for Dunningham Park and a commitment to extensive sea wall works to safeguard the site from storm surge events.*
- *A more comprehensive site appreciation, visual assessment and exploration of alternative siting options should be undertaken, leading to a wide stakeholder consensus for a preferred scheme that minimises impacts on Dunningham Park and integrates well with the existing heritage building.*
- *The preferred scheme should respect and maintain the views of the park and heritage building from both north and south approaches.*
- *The full impact of the proposed development on the existing Norfolk Island Pines within Dunningham Park should be defined as part of a comprehensive arborist report and landscape plan. The requirements of AS4970 must be met.*
- *The current proposal presents as too large and bulky, and its scale and visual impact must be reduced.*
- *The development must achieve design excellence at all levels through a strong conceptual design response to the project's environmental and heritage setting and the brief. The architectural character, massing, scale, materiality, fenestration and detailing of the building should arise from and resonate with the unique, place-specific characteristics of the site."*

The comments of the ARAP have been taken into consideration and have informed further refinement of the submitted proposal. Following the meeting the scheme was modified to increase the setback to the first floor and the floor level dropped to meet the existing level, the kiosk was relocated to the south and the south western corner was removed.



2. Site Analysis and Context

2.1 THE SITE

The North Cronulla Surf Life Saving Club (NCSLSC) is located at the north eastern corner of Dunningham Park and adjoins North Cronulla Beach to the east. The site is identified as No.62 Prince Street, Cronulla. The site comprises fourteen (14) allotments. The legal description of the site is Lot 1 in DP 17118 and Lots 1, 2, 3, 4, 5, 6, 14, 15, 16, 17, 18, 19 and 20 in DP 12825.

A site locality plan is provided at Figures 1 and 2 below, with the site highlighted in red.



Figure 1 Site Locality Plan - Cadastral



Figure 2 Site Locality Plan – Aerial photograph

2.2 EXISTING BUILDING

The main club building is a three storey building which was opened in 1950 (utilising building materials salvaged from the 3rd Club House) with minor alterations and additions occurring since the opening. The building is constructed of masonry walls, concrete and timber floors, timber framed metal roof structures and timber and aluminium windows.

The ground floor of the main club building consists of a gymnasium, administration area, change rooms, showers, training rooms, club room and caretakers flat at ground floor. A community/function room with adjoining kitchen, external balcony and toilets is located at the first floor. A club room, function room, bar area, kitchen, toilets and external balcony is located at the second floor. The main club building is depicted in Figures 3 and 4.

An outdoor swimming pool is located at the rear of the building. To the south of the pool is a 2 storey addition which is utilised for change rooms and a BBQ servery area at ground floor and a nippers room and terrace at first floor (see Figures 5 and 6).

Adjoining the main club building to the south is a single storey building which was constructed after the main building and contains public toilets and changing rooms, a café, first aid room and surf club board and storage areas (see Figure 7). The NCSLSC is listed as a heritage item (Item No.1044) under Sutherland Shire Local Environmental Plan 2015. Dunningham Park is also a locally listed heritage item (Item No.1033).



Figure 3 Main Surf Club Building (eastern façade viewed from The Esplanade)



Figure 4 Main Surf Club Building (northern façade)



Figure 5 Two storey building adjoining outdoor swimming pool



Figure 6 Existing buildings (Source: www.northcronullaslsc.com.au)



Figure 7 Single storey Building (Kiosk, first aid building and public amenities at rear)

2.3 SURROUNDING DEVELOPMENT

To the north of the existing club building is a public carpark accessed from Mitchell Road and Prince Street (see Figure 4 above). Further north (approximately 80 metres from the surf club) are three storey residential flat buildings fronting Prince Street.

To the east is the public footpath which follows the beach front Wanda Beach to the north to Bass and Flinders Point to the south (see Figure 7).



Figure 8 Public footpath and beach (as viewed from existing club building)

To the south and west of the existing club building is Dunningham Park which contains large Norfolk Island Pines, chairs and tables and a children's playground. Further to the south is Perryman Square, opposite which are a number of restaurants. Cronulla town centre is located approximately 400m to the south east.



Figure 9 Dunningham Park (view to the east from Elouera Road)



3. Description of the Proposal

3.1 OVERVIEW

The proposed development seeks to provide a modern facility for the NCSLSC which includes expanded facilities for associated commercial activities comprising an expanded kiosk at ground floor and a new commercial space at first floor. The works will upgrade the public amenities with new toilets provided at the rear of the southern end of the building (fronting Dunningham Park).

The works are primarily focused on the southern end of the existing building which comprise the single storey building utilised as a kiosk, public amenities, first aid and storage as well as the two storey component adjoining the outdoor swimming pool. The main 3 storey club building is the subject of minor internal alterations and external additions which seek to upgrade the existing facilities including compliance with the requirements of the Building Code of Australia.

The proposed works are shown on the architectural plans prepared by *Bergstrom Architects* and are described in detail below. The plans were amended in February 2019 to address comments made by the Design Review Forum and Council's assessment officer.

3.2 PROPOSED WORKS

3.2.1 Demolition Works

The existing kiosk, storage areas, public amenities and first aid station (i.e. the single storey component to the south of the main building) and the nippers room (i.e. rear 2 storey building) are to be demolished to enable the construction of the new 2 storey addition.

Internal walls at the ground and first floor will also be demolished to ensure the new additions interconnect with the existing main building.

3.2.2 Alterations and additions

Ground floor

The alterations at ground floor involve the provision of a new pedestrian entry and foyer to the surf club which will enable the building to better address Cronulla Beach and direct patrons into the building. There is also a visual connection provided to the outdoor swimming pool at the rear.

The ground floor will be largely occupied by a large equipment store (470m²) which will be accessible via roller shutters at the northern and southern ends.

Located at the south eastern corner of the new building is a kiosk (76m²). A lifeguard room and first aid station is located to the north of the kiosk.

The southern end of the new building will be occupied by toilets and change rooms, lift and stair access to level 2 and council storage area.

The western end of the building is occupied by a lunch room, fire egress stairs and commercial and surf club garbage storage areas. New change rooms and a BBQ/bar area adjoins the existing pool.

Internal alterations to the existing main building involve the provision of new female lockers and toilets.





First Floor

The new first floor will contain a large commercial space (495m²) with a balcony located at the eastern end of the building. A nipper's room with a balcony is located at the western end of the first floor, overlooking the existing outdoor pool. Specific use of the commercial space will be subject to a future development application.

The northern end of the existing terrace is to be modified to provide toilets. The existing kitchen and change rooms will be renovated. The existing function room will remain largely unchanged.

Level 2

New fire egress stairs and lifts are proposed to the south of the existing terrace. Small balconies are proposed to the east and west of the terrace. The existing function room remains largely unchanged with the existing bar and toilets to be renovated.

3.3 WASTE MANAGEMENT

A detailed Waste Management Plan (WMP) has been prepared by the Mack Group for the proposed development. The WMP has considered the requirements for Council bin storage, as well as the surf club, the commercial use and kiosk.

Waste from the NCSLSC will be stored in the waste store area on the ground floor (western side) of the new building. Waste from the commercial areas will be separately stored in a waste storage area, also located on the ground floor of the new building.

Waste bins will be moved along the existing driveway (along eastern side of driveway) to a proposed loading bay on the northern side of the building.

A new driveway and loading bay are proposed along the western edge of the building in order for waste bins and the grease arrestor to be accessed without conflicting with pedestrian movements along The Esplanade. A vehicle can reverse into this driveway to the loading bay and grease arrestor and exit the site in a forward direction.

3.4 SERVICING

To improve safety and reduce potential conflicts a new loading bay is proposed to be provided as part of the new western driveway.





4. Environmental Planning Assessment

4.1 PREAMBLE

This section of the Statement provides a planning assessment of the proposed development covering all relevant heads of consideration under Section 4.15 of the EP&A Act, 1979.

4.2 STATUTORY AND POLICY COMPLIANCE

The relevant matters for consideration under Section 4.15(1)(a) of the EP&A Act, 1979, are identified in the following Table:

Table 1 Section 4.15 Matters for Consideration				
EP & A Act, 1979.	Matters for Consideration	OK	See Comments	N/A
S.4.15(1)(a)(i)	State Environmental Planning Policy (Coastal Management) 2018	√	√	
"	Sutherland Shire LEP 2015	√	√	
S.4.15(1)(a)(iii)	Sutherland Shire DCP 2015	√	√	
S.4.15(1)(a)(iv)	Any other prescribed matter:- <ul style="list-style-type: none">• Government Coastal Policy;	√	√	
S.4.15(1)(v)	Any Coastal Zone Management Plan	√	√	

The matters identified in the above Table as requiring specific comment are discussed below. The primary statutory documents that relate to the subject site and the proposed development are State Environmental Planning Policy (Coastal Management) 2018 and Sutherland Shire Local Environmental Plan 2015 (SLEP 2015).

The primary non-statutory plan relating to the subject site and proposed development is Sutherland Shire DCP 2015. The relevant provisions of these documents and other relevant planning controls are summarised below and the proposal's compliance with them assessed.

4.2.1 State Environmental Planning Policy (Coastal Management) 2018

State Environmental Planning Policy (Coastal Management) 2018 commenced on 3 April 2018 and consolidates into one integrated policy SEPP 14 (Coastal Wetlands), SEPP 26 (Littoral Rainforests) and SEPP 71 (Coastal Protection). The subject site is located within the "Coastal environment area" (Clause 13) and "Coastal use area" (Clause 14) which are addressed below.

Clause 13 - Development on land within the coastal environment area

Clause 13 of the SEPP provides:

(1) Development consent must not be granted to development on land that is within the coastal environment area unless the consent authority has considered whether the proposed development is likely to cause an adverse impact on the following:



- (a) the integrity and resilience of the biophysical, hydrological (surface and groundwater) and ecological environment,*
- (b) coastal environmental values and natural coastal processes,*
- (c) the water quality of the marine estate (within the meaning of the Marine Estate Management Act 2014), in particular, the cumulative impacts of the proposed development on any of the sensitive coastal lakes identified in Schedule 1,*
- (d) marine vegetation, native vegetation and fauna and their habitats, undeveloped headlands and rock platforms,*
- (e) existing public open space and safe access to and along the foreshore, beach, headland or rock platform for members of the public, including persons with a disability,*
- (f) Aboriginal cultural heritage, practices and places,*
- (g) the use of the surf zone.*

(2) Development consent must not be granted to development on land to which this clause applies unless the consent authority is satisfied that:

- (a) the development is designed, sited and will be managed to avoid an adverse impact referred to in subclause (1), or*
- (b) if that impact cannot be reasonably avoided—the development is designed, sited and will be managed to minimise that impact, or*
- (c) if that impact cannot be minimised—the development will be managed to mitigate that impact.*

The proposed development is considered to be consistent with Clause 13 as the proposal will not change access opportunities to the foreshore and will improve recreational use of the coast. The proposal seeks to protect and preserve the beach environments and beach amenity. The proposal will not impact on natural features of the coastline. Provided compliance with standard conditions of consent during construction, the proposal will not result in any adverse impacts on marine habitat.

Clause 14 - Development on land within the coastal use area

(1) Development consent must not be granted to development on land that is within the coastal use area unless the consent authority:

(a) has considered whether the proposed development is likely to cause an adverse impact on the following:

- (i) existing, safe access to and along the foreshore, beach, headland or rock platform for members of the public, including persons with a disability,*
- (ii) overshadowing, wind funnelling and the loss of views from public places to foreshores,*
- (iii) the visual amenity and scenic qualities of the coast, including coastal headlands,*
- (iv) Aboriginal cultural heritage, practices and places,*
- (v) cultural and built environment heritage, and*

(b) is satisfied that:

- (i) the development is designed, sited and will be managed to avoid an adverse impact referred to in paragraph (a), or*



(ii) if that impact cannot be reasonably avoided—the development is designed, sited and will be managed to minimise that impact, or

(iii) if that impact cannot be minimised—the development will be managed to mitigate that impact, and

(c) has taken into account the surrounding coastal and built environment, and the bulk, scale and size of the proposed development.

As stated above, the proposal will not change access opportunities to the foreshore and will not affect recreational use of the coast. The proposal improves the existing public access for pedestrians by relocating waste collection and servicing from the existing public footpath to a separate driveway at the western boundary of the building and by providing a separate loading bay within the proposed driveway.

Shadow impacts of the proposal are considered in Section 4.3.6 and are considered acceptable. The proposal will not result in any unacceptable loss of views from public places.

The proposal does not affect any known Aboriginal cultural heritage or Aboriginal place and will not impact on natural features of the coastline.

The proposed development involves alterations and additions to the existing building. The works are largely within the existing building footprint. The bulk and scale of the proposed development is consistent with the relevant planning controls and the visual impacts are considered acceptable.

4.2.2 Sutherland Shire Local Environmental Plan 2015

Sutherland Shire Local Environmental Plan 2015 (SSLEP 2015) applies to the subject site. Under the LEP the subject site is within Zone RE1 Public Recreation. The following development is permissible with consent in the RE1 Zone:

“ Community facilities; Environmental facilities; Food and drink premises; Information and education facilities; Kiosks; Passenger transport facilities; Recreation areas; Recreation facilities (indoor); Recreation facilities (outdoor); Roads.”

The proposed alterations and additions to the existing surf club are therefore permissible with development consent.

A summary of the applicable LEP planning provisions is provided at Annexure A of this Statement, where it is demonstrated the proposal achieves full compliance with the applicable standards.

4.2.3 Sutherland Shire Development Control Plan 2015

The SSDCP 2015 was not adopted at the time of lodgement of this application (and was therefore not a matter for consideration). The provisions of the DCP that apply to the proposal are contained in Annexure B along with an assessment of the performance of the proposal with those controls.

4.3 IMPACTS ON NATURAL & BUILT ENVIRONMENT

4.3.1 Topography & Scenic Impacts

The proposed additions are generally located within the footprint of the existing building.

In terms of scenic impacts, the proposed alterations and additions have been carefully considered given the alterations are within view of Cronulla Beach and the iconic appearance of the existing surf club. The works involve demolition of the rear portion of the building which were later additions to the surf club building. The new additions are generally





located within the footprint of the existing building. The first floor has been setback to minimise any visual impact. Proposed materials are in keeping with the existing and new materials are contemporary in nature and will be intentionally contrasting but compliment the existing building.

As such, the proposal will not generate any adverse topographical or scenic impacts.

4.3.2 Micro-climate Impacts

The proposed development will have no significant impact on the micro-climate of the locality.

4.3.3 Water & Air Quality Impacts

The proposed development will have no significant impact on air or water quality in the locality.

In terms of dust and noise, all building works will be carried out in accordance with Council and EPA guidelines, which aim to maintain neighbourhood amenity during the construction phase. The proposed works are considered unlikely to impact significantly on the amenity of the neighbourhood, either temporarily or permanently, in relation to noise, vibration or dust if normal construction management practices are followed.

In any event, safety fencing will be provided in accordance with Council requirements and appropriate sedimentation control measures will be implemented to reduce silt laden stormwater runoff from the site during construction. Accordingly, the proposed development is considered unlikely to have any significant adverse impact in terms of water or air quality.

4.3.4 Flora & Fauna Impacts

An Arborist Report has been prepared by Jacksons Nature Works to accompany the application. The proposal requires the removal of 11 small trees at the site. Additionally, an existing Norfolk Island Pines is located within the footprint of the building. The Arborist Report recommends that this tree be considered for transplanting elsewhere in Dunningham Park. However, the costs for transplantation is prohibitive. As such, as per the report recommendation the trees are to be replaced with the largest commercially available trees.

Four trees located along the southern edge of the building will require pruning. The Arborist report supports the pruning, finding that it will not have a detrimental impact on these trees.

4.3.5 External Appearance & Design

The architectural style of the proposed additions are contemporary in form and provides for a facade presentation which is compatible with the existing heritage listed building and which is an appropriate design for the coastal location. The façade has been designed to sweep back and preserve views of the heritage building from the southern end of North Cronulla Beach. Existing and proposed perspectives are provided at Figures 10 and 11 below.

The design of the additions ensures a functional internal layout for the surf club which is currently lacking in the building due to the ad hoc evolution of the building. The proposal will promote passive surveillance of the street, and open space areas.

Materials used are detailed on the material schedule submitted separately with this application. Materials have been chosen to contrast lightweight materials against the existing heritage façade.





Figure 10 Existing photograph as viewed from Perryman Square looking north



Figure 11 Proposed perspective as viewed from Perryman Square looking north





4.3.6 Relationship to Neighbouring Properties

Overshadowing

The proposal is not considered to cast unreasonable shadowing within the Dunningham Park or the adjacent footpath and beach, given the locational characteristics of the surf club building within the park and the proximity of large Norfolk Island Pines.

Views

The proposed additions will result in additional built form to the south of the existing main building which is currently occupied by single and 2 storey buildings components. However, the new additions are located below the height of the existing surf club building.

The additions will result in minor view loss to certain apartments at No.1 Kingsway, Cronulla (which includes the Quest serviced apartments) of the beach front. However, the expansive views of Bate Bay will be retained by the apartments.

Views from residential flat buildings on the western side of Elouera Road to Cronulla Beach are currently impeded by the large Norfolk Island Pines located within Dunningham Park.

Views to the existing surf club building have been considered in the proposed design with the façade designed to sweep back and preserve views of the heritage building from the southern end of North Cronulla Beach (see Figures 10 and 11 above).

As such it is considered that there are no unreasonable impacts on views resulting from the proposal.

Aural & Visual Privacy

The existing surf club is located approximately 30m from residential flat buildings to the north west along Mitchell Road and over 75 metres from residential flat buildings to the west along Elouera Road. The proposed additions are located at the southern end of the building, away from the sensitive noise locations. Additionally, a number of large trees are located along the western edge of the building. This generally allows reasonable visual and acoustic privacy relationships to be maintained with surrounding properties.

Notably, the kiosk and surf life saving activities currently operate from the building. As such acoustic impacts will not significantly vary from the existing uses.

The future commercial use of the first floor will be subject to a future development application. The operation of the future use will be subject to operational controls provided in the Plan of Management.

As such, the proposal is considered acceptable in terms of aural and visual privacy impacts on adjoining development and the amenity of future residents.

Access, Servicing and Parking

The proposed works include the provision of a new loading bay within the proposed western driveway. The loading bay allows for vehicles which are a maximum of 10.5 metres long and allows a vehicle to reverse into this area and exit the bay in a forward direction.

Waste bins are to be moved along the proposed western driveway to the proposed loading bay. The grease arrestor will also be accessed via the new driveway.

A Technical Design Note has been prepared for the Traffic and Parking Impacts by Seca Solution to accompany the application and includes details of access, servicing and parking. In regards to parking the assessment notes the following:





“ Whilst the additional development on the site could generate increased parking demands, it can be seen that the site forms an integral part of the beach side precinct, where by people visit the area and utilise a number of entertainment options with the subject site being one of them. The proposed kiosks will form part of the overall generator of people and traffic to the precinct and will not be an individual generator of traffic or parking demands.

The major potential generator of additional parking demands would be the commercial lease area on Level 2 of the building, which will replace the existing function area within the club building. The proposed new function room could be used for a wide range of functions, including weddings, private parties and work functions such as seminars. These events will occur during the normal working week as well as over the weekend. When reviewing the potential parking demands for the new function room, the following points should be noted:

- 1. Mid week parking demands in the general locality of the site is much lower than the weekend, and observations on site during a typical early summer mid-week working day shows that the public parking in the locality is not fully utilised and the on-street parking in the locality is not full;*
- 2. The building is within 1,000 metres of the railway station in Cronulla, which provides access to the greater railway network on Sydney and would appeal to patrons of the building and the precinct;*
- 3. If the new area is used as a café / restaurant open to member of the public then these patrons are already visiting the precinct area and form part of the parking demand in the locality;*
- 4. Large functions in the building would typically allow for significant sharing of trips, with car pooling (family or friends) as well as potentially charter bus use. This would generate lower parking demands overall for the function room;*
- 5. The function centre will often be fully used in the evening rather than the day time of a weekend. At this time the parking demands in the general locality of the subject site are much lower than the day time and as such, there will be a significant number of public parking spaces available in the locality of the site.*

Overall, it is concluded that the proposed refurbishment and upgrade to the building will not be a major generator of traffic, and when the peak events occur, the use of public transport and private coaches would significantly reduce the potential parking demand. The potential parking demand is considered to be low for the majority of the time and at peak times, which could be in the evening, the public parking in the locality has low demands.”

4.4 ECONOMIC & SOCIAL IMPACTS

The proposed development will result in a significant positive social impact as the functionality and accessibility of the community facility will be greatly improved. Upgrade and maintenance of the surf club will encourage greater sense of community ownership and participation in community recreational activities. The alterations and additions will provide a significant benefit to the community through to the provision of upgraded emergency services and improved Nipper training facilities.

The undertaking of construction works will have some short-term positive economic impacts through employment generation, both direct employment and multiplier effects. The proposal involves works to a community facility and therefore there is no direct economic gain as a result of the proposed works. The ability to accommodate functions within the surf club will enable funding for regular maintenance of the surf club and limit the need for membership fees to increase.





4.4.1 Crime Prevention through Environmental Design

Part B of the Department of Urban Affairs and Planning's (now Department of Planning and Environment) Crime Prevention and the Assessment of Development Applications: Guidelines under Section 4.15 of the Environmental Planning and Assessment Act 1979 identify four Crime Prevention through Environmental Design (CPTED) principles (Table 2). Each of the principles seeks to reduce opportunities for crime and have been used to inform the NSW Police Safer by Design Guidelines for Crime Prevention. The principles are:

- Surveillance;
- Access control;
- Territorial reinforcement; and
- Space management

The subject development performs well in terms of achieving the safer by design guidelines for crime prevention. The development is deemed to be either safe or safe subject to the implementation of the following recommendations:

- The proposed vegetation located at the frontage of the site is to be limited to shrubs that do not preclude direct lines of sight from the public footpath to the pedestrian entrances. The vegetation at the site frontage is to be maintained to ensure that vegetation does not obstruct sight lines to building entries;
- The main pedestrian access points to the building as well as the frontage of the building at the ground level is to be illuminated during the evening to a level that allows clear lines of sight from public footpath and carpark; and
- All painted surfaces on the external parts of the ground floor level are to be treated with a graffiti resistant coating.

The proposed works will encourage greater sense of ownership and higher levels of utilisation of the community facility which may discourage anti-social behaviour and improve natural surveillance.

4.5 THE SUITABILITY OF THE SITE

The proposed works will improve the existing surf club building and public amenities and access to these. The use of the building directly relates to and supports recreational activities that are carried out on the beach on which it is located.

4.6 THE PUBLIC INTEREST

The proposal is in the public interest in that it will improve the function of lifeguard operations, provide public amenities accessed from the beachfront, provide much needed building upgrades and improve access to public open space and a community facility. Accordingly, the proposed development is considered to be in the public interest.





5. Conclusion

The proposed development has been assessed in light of Section 4.15 of the Environmental Planning & Assessment Act, 1979, State Environmental Planning Policies and Council's planning instruments.

The proposal is permissible with Council's consent within the zone and meets the relevant requirements of the State Environmental Planning Policy (Coastal Management) 2018 and Sutherland Shire LEP 2015.

As discussed throughout this report, the proposed alterations and additions will result in a modern, high quality surf club which will provide a much needed upgrade for the facility. The proposed works are appropriate to the site context and will maintain the existing character of the locality. The proposal is not likely to result in any visual impact or significant loss of privacy to nearby residents and will offer a significantly improved surf club facility.

The proposal will have immediate and ongoing public benefits including the provision of much needed surf club facilities and the upgrade of public spaces.

The completed development will have no unreasonable impact on solar access to adjoining residential properties, nor will the proposal change the topography, micro-climate, air or water quality of the locality.

Undertaking the construction works will have some short-term positive economic impacts through employment generation, both direct employment and multiplier effects. Accordingly, in the circumstances of the case, the proposal is considered to be in the public interest and worthy of Council's support.





ANNEXURE A

Sutherland Shire LEP 2015 – Compliance Table



Table 2 Sutherland Shire Local Environmental Plan 2015 - Compliance Table

Clause / Control	Requirement	Proposal	Complies?
2.3 Zone Objectives & Land Use Table	<p>Zone RE1 – Public Recreation</p> <ul style="list-style-type: none"> To enable land to be used for public open space or recreational purposes. To provide a range of recreational settings and activities and compatible land uses. To protect and enhance the natural environment for recreational purposes. <p>Amongst other things, community facilities, kiosks and food and drink premises are permissible with consent from Council.</p>	<p>The proposed development is entirely consistent with the relevant zone objectives in that the works will enable the ongoing use of an existing community facility.</p>	Y
		<p>The proposal alterations and additions to the existing community facility are permissible with consent from Council.</p>	Y
5.5	<p>(2) Development consent must not be granted to development on land that is wholly or partly within the coastal zone unless the consent authority has considered:</p> <p>(a) existing public access to and along the coastal foreshore for pedestrians (including persons with a disability) with a view to:</p> <p>(i) maintaining existing public access and, where possible, improving that access, and</p> <p>(ii) identifying opportunities for new public access, and</p> <p>(b) the suitability of the proposed development, its relationship with the surrounding area and its impact on the natural scenic quality, taking into account:</p> <p>(i) the type of the proposed development and any associated land uses or activities (including compatibility of any land-based and water-based coastal activities), and</p> <p>(ii) the location, and</p> <p>(iii) the bulk, scale, size and overall built form design of any building or work involved, and</p>	<p>The relocation of the loading bay away from the public footpath and the waste collection point (off a new driveway to the west of the existing building) will result in improved public access along the foreshore.</p>	Y
		<p>The proposal is to upgrade the existing facility to assist with the management of land based and coastal activities</p>	Y
		<p>As discussed in detail in Section 4.3.5, the architectural style of the proposed additions are contemporary in form and provides for an facade presentation which is compatible with the existing heritage listed building and is which is an appropriate design for the coastal location. The façade has been designed to sweep back and preserve views of the heritage building from the southern end of North Cronulla Beach.</p>	Y

Table 2 Sutherland Shire Local Environmental Plan 2015 - Compliance Table

	<p>(c) the impact of the proposed development on the amenity of the coastal foreshore including:</p> <p>(i) any significant overshadowing of the coastal foreshore, and</p> <p>(ii) any loss of views from a public place to the coastal foreshore, and</p> <p>(d) how the visual amenity and scenic qualities of the coast, including coastal headlands, can be protected, and</p> <p>(e) how biodiversity and ecosystems, including:</p> <p>(i) native coastal vegetation and existing wildlife corridors, and</p> <p>(ii) rock platforms, and</p> <p>(iii) water quality of coastal waterbodies, and</p> <p>(iv) native fauna and native flora, and their habitats, can be conserved, and</p> <p>(f) the cumulative impacts of the proposed development and other development on the coastal catchment.</p> <p>(3) Development consent must not be granted to development on land that is wholly or partly within the coastal zone unless the consent authority is satisfied that:</p> <p>(a) the proposed development will not impede or diminish, where practicable, the physical, land-based right of access of the public to or along the coastal foreshore, and</p> <p>(b) if effluent from the development is disposed of by a non-reticulated system, it will not have a negative effect on the water quality of the sea, or any beach, estuary, coastal lake, coastal creek or other similar body of water, or a rock platform, and</p> <p>(c) the proposed development will not discharge untreated stormwater into the sea, or any beach, estuary, coastal lake, coastal creek or other similar body of water, or a rock platform, and</p> <p>(d) the proposed development will not:</p> <p>(i) be significantly affected by coastal hazards, or</p> <p>(ii) have a significant impact on coastal hazards, or</p> <p>(iii) increase the risk of coastal hazards in relation to any other land.</p>	<p>The proposed additions will not overshadow the foreshore area. Views from Dunningham Park to the foreshore remain largely unchanged with the additions being located within the footprint of the existing building.</p> <p>The siting and location of the additions is suitable and consistent with the existing building footprint. Scenic views of the ocean are therefore maintained at various points along Elouera Road.</p> <p>No native coastal vegetation is being removed.</p> <p>No rock platforms are impacted.</p> <p>Drainage will be provided to Council's requirements.</p> <p>No removal of habitats is proposed.</p> <p>The proposal will not have any adverse impacts on the coastal catchment.</p> <p>As discussed above, the proposed works will improve public access along the foreshore by relocating the loading bay and waste collection away from the public footpath.</p> <p>Effluent and stormwater will be connected and discharged to the existing stormwater and sewage systems.</p>	<p>Y</p> <p>Y</p> <p>Y</p> <p>Y</p> <p>Y</p> <p>Y</p> <p>Y</p> <p>Y</p>
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Table 2 Sutherland Shire Local Environmental Plan 2015 - Compliance Table

5.10 Heritage Conservation	<p><u>Local Heritage Item 1033</u>: Dunningham Park</p> <p><u>Local Heritage Item 1044</u>: North Cronulla Surf Club</p>	<p>A Statement of Heritage Impact has been prepared by NBRS + Partners to accompany the application. The report concludes that:</p> <p><i>“ The proposed works in the application for extensions to the North Cronulla Life Saving Club described above do not adversely affect the identified heritage significance of that property or the significance and character of the parkland in which it is located.</i></p> <p><i>The design is well considered, has minimal adverse impacts and will provide a substantial public benefit in terms of improved facilities and amenity on the beach front.</i></p> <p><i>I recommend the heritage aspects of this application be approved.”</i></p>	Y
6.16 Urban Design – General	<p>(1) In deciding whether to grant development consent for any development, the consent authority must consider the following:</p> <p>(a) the extent to which high quality design and development outcomes for the urban environment of Sutherland Shire have been attained, or will be attained, by the development,</p> <p>(b) the extent to which any buildings are designed and will be constructed to:</p> <p>(i) strengthen, enhance or integrate into the existing character of distinctive locations, neighbourhoods and streetscapes, and</p> <p>(ii) contribute to the desired future character of the locality concerned,</p> <p>(c) the extent to which recognition has been given to the public domain in the design of the development and the extent to which that design will facilitate improvements to the public domain,</p> <p>(d) the extent to which the natural environment will be retained or enhanced by the development,</p> <p>(e) the extent to which the development will respond to the natural landform of the site of the development,</p>	<p>The proposed development is of a high quality design which responds to the existing heritage listed building and its location within Dunningham Park (also a locally listed heritage item).</p> <p>The proposal will create an engaging and activated façade to the public foreshore area and provide an upgraded public outdoor space in accordance with the desired future character of the area.</p> <p>The proposal provides an active frontage to the public domain.</p> <p>The proposal has been located to avoid the removal of existing large trees. However, 2 Norfolk Island Pines will need to be removed (and possibly transplanted) as part of the proposed works.</p> <p>The proposed building has been sited and designed to respond to the existing topography of the site. The visual quality of the proposal is discussed in detail in section 4.3.5 of this report.</p>	<p>Y</p> <p>Y</p> <p>Y</p> <p>Y</p>

Table 2 Sutherland Shire Local Environmental Plan 2015 - Compliance Table

	(f) the extent to which the development will preserve, enhance or reinforce specific areas of high visual quality, ridgelines and landmark locations, including gateways, nodes, views and vistas,		Y
	(g) the principles for minimising crime risk set out in Part B of the Crime Prevention Guidelines and the extent to which the design of the proposed development applies those principles.	The Crime Prevention Guidelines are addressed in Section 4.4.1 of the Statement.	Y



ANNEXURE B

Sutherland DCP 2015– Compliance Table



Table 3 Sutherland Shire DCP 2015 - Compliance Table

Clause / Control	Requirement	Proposal	Complies?
Chapter 19 B3 Commercial Core Cronulla			
	Chapter 19 provides specific planning control for development of land within land zoned B3 Commercial Core. The NCSLSC is not mapped as being within the commercial core of the Cronulla town centre.	Notwithstanding that the controls of Chapter 19 do not directly apply to the site, the proposed alterations and additions are considered to be in accordance with the objectives aims of the open space and built form controls for Cronulla.	Y
Chapter 36 Roads, Vehicular Access, Traffic, Parking and Bicycles	Chapter 36 stipulates the required parking rates based on the development and proposed use	The site currently has no onsite parking and there is no potential for parking to be provided on the site due to the unique location of the site. As detailed in the traffic and parking impacts assessment prepared by Seca Solutions and discussed in Section 4.3.6 of this report, the potential parking demand is considered to be low for the majority of the time and at peak times (evenings) the adjoining public parking areas have low demands.	Y
Chapter 37 Late Night Trading	Chapter 37 identifies the NCSLSC as being located within a "low activity area. The DCP recommends base and extended hours of operation for uses situated within a 'low activity area'.	The use of the facility is subject to the restrictions in the North Cronulla Surf Life Saving Club Plan of Management. NCSLSC and Council have been working closely to prepare a revised PoM which includes the changes in use of the building. At this stage the PoM has not been placed on public exhibition	Y