

AGENDA

Environment and Planning Committee

Monday, 12 May 2025

7:00 PM

Dragon Room

Georges River Civic Centre,

Hurstville



OATH OF OFFICE OR AFFIRMATION OF OFFICE

All Georges River Councillors are reminded of their Oath of Office or Affirmation of Office made at the time of their swearing into the role of Councillor.

All Councillors are to undertake the duties of the office of Councillor in the best interests of the people of the Georges River Council area and are to act faithfully and impartially carry out the functions, powers, authorities and discretions vested in them under the *Local Government Act 1993* or any other Act to the best of their ability and judgement.

DISCLOSURES OF INTEREST

All Georges River Councillors are reminded of their obligation to declare any conflict of interest (perceived or otherwise) in a matter being considered by Council or at any meeting of Council.

ENVIRONMENT AND PLANNING COMMITTEE MEETING

ORDER OF BUSINESS

OPENING

ACKNOWLEDGEMENT OF COUNTRY

Council acknowledges the Bidjigal people of the Eora Nation, who are the Traditional Custodians of all lands, waters and sky in the Georges River area. I pay my respect to Elders past and present and extend that respect to all Aboriginal and Torres Strait Islander peoples who live, work and meet on these lands.

APOLOGIES / LEAVE OF ABSENCE

REQUEST TO JOIN VIA AUDIO VISUAL LINK

NOTICE OF WEBCASTING

DISCLOSURES OF INTEREST

PUBLIC FORUM

CONFIRMATION OF MINUTES OF PREVIOUS MEETINGS

ENV013-25	Confirmation of the Minutes of the Environment and Planning Committee Meeting held on 14 April 2025	
	(Report by Executive Services Officer)	5

COMMITTEE REPORTS

ENV014-25	Hurstville Golf Course Clubhouse Planning Proposal	
	(Report by Manager Strategic Planning)	13
ENV015-25	Carss Bush Park and Todd Park Plan of Management and Master Plan - Resolution to exhibit	
	(Report by Manager Strategic Planning)	25
ENV016-25	Donnelly Park Plan of Management and Master Plan update	
	(Report by Manager Strategic Planning)	50

CONFIRMATION OF MINUTES OF PREVIOUS MEETINGS

Item: ENV013-25 Confirmation of the Minutes of the Environment and Planning Committee Meeting held on 14 April 2025

Author: Executive Services Officer


Directorate: Office of the General Manager

Matter Type: Previous Minutes

RECOMMENDATION:

That the Minutes of the Environment and Planning Committee Meeting held on 14 April 2025, be confirmed.

ATTACHMENTS

Attachment [1](#)  Minutes of the Environment and Planning Committee Meeting held on 14 April 2025

ENV013-25

MINUTES

Environment and Planning Committee

Monday, 14 April 2025

7:00 PM

Dragon Room

Georges River Civic Centre,
Hurstville



PRESENT

COUNCIL MEMBERS

Councillor Elise Borg (Mayor), Councillor Peter Mahoney (Chairperson), Councillor Matthew Allison Councillor Tom Arthur, Councillor Christina Jamieson, and Councillor Kathryn Landsberry.

COUNCIL STAFF

Director Environment and Planning – Joseph Hill, General Manager – David Tuxford, General Counsel – James Fan, Director Business and Corporate Services – Danielle Parker, Manager Strategic Planning - Catherine McMahon, Coordinator Strategic Planning – Luke Oste, Manager Office of the General Manager – Vicki McKinley, Executive Services Officer – Marisa Severino, Executive Assistant to the Director, Environment and Planning – Leanne Allen, Technology Business Support Officer – Lee Fermor.

OPENING

The Chairperson, Councillor Mahoney, opened the meeting at 7pm

ACKNOWLEDGEMENT OF COUNTRY

The Chairperson, Councillor Mahoney acknowledged the Bidjigal people of the Eora Nation, who are the Traditional Custodians of all lands, waters and sky in the Georges River area. I pay my respect to Elders past and present and extend that respect to all Aboriginal and Torres Strait Islander peoples who live, work and meet on these lands.

APOLOGIES/LEAVE OF ABSENCE

There were no apologies or requests for leave of absence.

REQUEST TO ATTEND VIA AUDIO VISUAL LINK

There were no requests to attend via Audio Visual Link.

NOTICE OF WEBCASTING

The Chairperson, Councillor Mahoney advised staff and the public that the meeting is being recorded for minute-taking purposes and is also webcast live on Council's website, in accordance with section 5 of Council's Code of Meeting Practice. This recording will be made available on Council's Website.

CODE OF MEETING PRACTICE

Council's Code of Meeting Practice prohibits the electronic recording of meetings without the express permission of Council.

DISCLOSURES OF INTEREST

Special Interest Disclosure - Councillor Borg submitted a Special Disclosure of Pecuniary Interest in item **ENV012-25 Impact of the Low and Mid Rise Housing Policy Stage 2 on the Georges River LGA** for the reason that the Biodiversity Character and FSPA Planning Proposal proposes to include the park adjacent to her principal place of residence to the FSPA area. Councillor Borg will partake in any deliberations on this matter and will remain in the meeting and participate in the consideration and voting on this item.

Special Interest Disclosure - Councillor Mahoney submitted a Special Disclosure of Pecuniary Interest in item **ENV012-25 Impact of the Low and Mid Rise Housing Policy Stage 2 on the Georges River LGA** for the reason that the address specified in the disclosure is subject to a change in zone / planning control by the proposed LEP (the subject land). Councillor Mahoney will partake in any deliberations on this matter and will remain in the meeting and participate in the consideration and voting on this item.

Special Interest Disclosure - Councillor Borg submitted a Special Disclosure of Pecuniary Interest in item **ENV012-25 Impact of the Low and Mid Rise Housing Policy Stage 2 on the Georges River LGA** for the reason that her principal place of residence specified in the disclosure is subject to a change in zone/planning control by the proposed LEP (the subject land). Councillor Borg will partake in any deliberations on this matter and will remain in the meeting and participate in the consideration and voting on this item.

Special Interest Disclosure - Councillor Borg submitted a Special Disclosure of Pecuniary Interest in item **ENV012-25 Impact of the Low and Mid Rise Housing Policy Stage 2 on the Georges River LGA** for the reason that her investment property specified in the disclosure is subject to a change in zone/planning control by the proposed LEP (the subject land). Councillor Borg will partake in any deliberations on this matter and will remain in the meeting and participate in the consideration and voting on this item.

Non- Significant Non – Pecuniary Interest - Councillor Landsberry submitted a Special Disclosure of Pecuniary Interest in item **ENV012-25 Impact of the Low and Mid Rise Housing Policy Stage 2 on the Georges River LGA** for the reason that the property leased is located within an indicative LMR Housing area under the Low and Mid- Rise Housing Policy, the property appears within an indicative map and does not factor in individual property constraints. Councillor Landsberry will partake in any deliberations on this matter and will remain in the meeting and participate in the consideration and voting on this item.

Special Interest Disclosure - Councillor Allison submitted a Special Disclosure of Pecuniary Interest in item **ENV012-25 Impact of the Low and Mid Rise Housing Policy Stage 2 on the Georges River LGA** for the reason that his principal place of residence is located within the existing Foreshore Scenic Protection Area. Councillor Allison will partake in any deliberations on this matter and will remain in the meeting and participate in the consideration and voting on this item.

Special Interest Disclosure - Councillor Jamieson submitted a Special Disclosure of Pecuniary Interest in item **ENV012-25 Impact of the Low and Mid Rise Housing Policy Stage 2 on the Georges River LGA** for the reason that the address specified in the disclosure is subject to a change in zone/planning control by the proposed LEP (the subject land). Councillor Jamieson will partake in any deliberations on this matter and will remain in the meeting and participate in the consideration and voting on this item.

PUBLIC FORUM

ITEM	SPEAKER
ENV012-25 Impact of the Low and Mid Rise Housing Policy Stage 2	Adrian Polhill

Note: The Mayor, Councillor Borg arrived at the meeting at 7.16pm and was not present for voting on this item.

CONFIRMATION OF MINUTES OF PREVIOUS MEETINGS

ENV011-25 Confirmation of the Minutes of the Environment and Planning Committee Meeting held on 10 March 2025
(Report by Executive Services Officer)

RECOMMENDATION: Councillor Landsberry, Councillor Allison

That the Minutes of the Environment and Planning Committee Meeting held on 10 March 2025, be confirmed.

Record of Voting

For the Motion: Councillor Mahoney, Councillor Allison, Councillor Arthur, Councillor Jamieson, Councillor Landsberry

On being PUT to the meeting, voting on this Motion was UNANIMOUS. The Motion was CARRIED.

Note: The Mayor, Councillor Borg arrived at the meeting at 7.16pm.

Note: Councillor Ben Wang, Leon Pun and Elaina Anzellotti arrived at the meeting at 7.17pm.

Note: Councillor Natalie Mort arrived at the meeting at 7.20pm.

COMMITTEE REPORTS

ENV012-25 Impact of the Low and Mid-Rise Housing Policy Stage 2 on the Georges River LGA
(Report by Principal Strategic Planner)

RECOMMENDATION: Councillor Allison, Councillor Landsberry

- (a) That Council endorse proceeding with Scenario 3 of the Mortdale Local Centre Master Plan Implementation as outlined in this report which will implement the Master Plan except for the following:
 - (i) The deletion of the proposed R3 Medium Density Residential Zone fronting Newman Street, Cross Street, Victoria Avenue, and Cooks Lane, Mortdale; and
 - (ii) The alignment of the Floor Space Ratio (FSR) and Height of Building (HOB) to the Low and Mid-Rise Housing (LMR) Policy controls for the R4 High Density Residential Zone.
- (b) That Council seek an exclusion from the LMR Policy for those parts of the Beverly Hills Station LMR Housing Area affected by the Probable Maximum Flood (PMF) identified in the *Overland Flow Floodplain Risk Management Study and Plan for the Hurstville, Mortdale and Peakhurst Wards catchment (2023)*.
- (c) That the preparation of the Riverwood Local Centre and Kogarah Strategic Centre Master Plans take into consideration the potential application of the LMR Policy for land zoned R2, R3 and R4 within the study areas.
- (d) That Council note the implications of the LMR Policy on the Hurstville, Penshurst and Oatley LMR Housing Areas and monitor DAs lodged that utilise the LMR Policy development standards.
- (e) That Council endorse not proceeding with *Part B: Additional and Diverse Housing (PP2024/0004)* of the Integrated Planning Proposal (PP) for Housing and Biodiversity and seek an Alteration of Gateway Determination to only progress *Part A: Biodiversity, Character and FSPA (PP2024/0002)* of the PP.

Record of Voting

For the Motion: Councillor Mahoney, The Mayor, Councillor Borg, Councillor Allison, Councillor Arthur, Councillor Jamieson, Councillor Landsberry

On being PUT to the meeting, voting on this Motion was UNANIMOUS. The Motion was

CARRIED.

PROCEDURAL MOTION

CONFIDENTIAL ITEMS (CLOSED SESSION)

At this stage of the meeting, time being 7.41pm the Chair, Councillor Mahoney advised that the meeting would move into Closed Session in accordance with Section 10A of the *Local Government Act 1993*.

Accordingly, members of the press and public are excluded from the Closed Session and access to the correspondence and reports relating to the items considered during the course of the Closed Session will be withheld.

This action was taken to allow discussion of the following item/s:

ENV014A-25 Expansion of Development and Building Resourcing - Item 7 of the Action Plan to the Department of Housing and Infrastructure (DPHI)

The Chair, Councillor Mahoney asked the Director Environment and Planning if any representations had been received from the public that the item should not be discussed in Closed Session.

The Director replied that no representations had been received in relation to the item in Closed Session.

The Chair, Councillor Mahoney asked if there were any members of the public gallery who would like to speak on the reasons Council proposes to consider the items in closed session. There were none.

MOTION: The Mayor, Councillor Borg, Councillor Allison

That in accordance with the provisions of Part 1 of Chapter 4 of the Local Government Act 1993, the following matters be considered in closed meeting at which the press and public are excluded.

ENV014A-25 Expansion of Development and Building Resourcing - Item 7 of the Action Plan to the Department of Housing and Infrastructure (DPHI)

(Report by Director Environment and Planning)

THAT in accordance with the provisions of Part 1 of Chapter 4 of the Local Government Act 1993, the matters dealt with in this report be considered in closed Council Meeting at which the press and public are excluded. In accordance with Section 10A(2) (a) it is considered the matter deals with personnel matters concerning particular individuals (other than Councillors).

THAT in accordance with Section 10D it is considered that if the matter were discussed in an open Council Meeting, it would on balance, be contrary to the public interest as it deals with personnel matters concerning particular individuals (other than Councillors).

That in accordance with the provisions of Section 11(2) of the Act, the reports and correspondence relating to these matters be withheld from the press and public.

Record of Voting

For the Motion: Councillor Mahoney, The Mayor, Councillor Borg, Councillor Allison,
Councillor Arthur, Councillor Jamieson, Councillor Landsberry

On being PUT to the meeting, voting on this Motion was UNANIMOUS. The Motion was CARRIED.

CLOSED CONFIDENTIAL SESSION

CONSIDERATION OF CONFIDENTIAL RECOMMENDATIONS

ENV014A-25 Expansion of Development and Building Resourcing - Item 7 of the Action Plan to the Department of Housing and Infrastructure (DPHI)

(Report by Director Environment and Planning)

RECOMMENDATION: Councillor Landsberry, Councillor Jamieson

- (a) That the Council notes this report in response to *'Item 7 of the Council Report CCL020-25 (Statement of Expectations – Endorsement for Written Response and Action Plan to DPHI)* in relation to exploring expansion of development assessment resourcing – recruiting staff over and above the existing establishment.
- (b) That the Council urgently approve a budget increase of \$150,000 for the 2024/25 financial year resulting in a reduction of the current budgeted operating surplus to \$4.4 million as at the Quarter 2 revision.
- (c) That the Council urgently approve a budget increase of \$640,000 for the 2025/26 financial year resulting in a reduction to the preliminary draft budgeted operating surplus to \$2.4 million.
- (d) That Council acknowledges this will negatively affect its financial projection over the 10-year forecast in the Long-Term Financial Plan (LTFP) but remains a priority for both Georges River Council and the NSW Government to address and improve this issue, with Council working to resolve the financial impact within the LTFP.

Record of Voting

For the Motion: Councillor Mahoney, The Mayor, Councillor Borg, Councillor Allison, Councillor Arthur, Councillor Jamieson, Councillor Landsberry

On being PUT to the meeting, voting on this Motion was UNANIMOUS. The Motion was CARRIED.

PROCEDURAL MOTION

OPEN SESSION

MOTION: Councillor Jamieson, Councillor Allison

That the meeting revert to Open Session, the time being 7.58pm.

Record of Voting

For the Motion: Councillor Mahoney, The Mayor, Councillor Borg, Councillor Allison, Councillor Arthur, Councillor Jamieson, Councillor Landsberry

On being PUT to the meeting, voting on this Motion was UNANIMOUS. The Motion was CARRIED.

OPEN SESSION

CONFIRMATION OF RECOMMENDATIONS FROM CLOSED SESSION

RECOMMENDATION: The Mayor, Councillor Borg, Councillor Jamieson

That the recommendations from the Closed Session be confirmed as recommendations of the Committee.

Record of Voting

For the Motion: Councillor Mahoney, The Mayor, Councillor Borg, Councillor Allison,
Councillor Arthur, Councillor Jamieson, Councillor Landsberry

On being PUT to the meeting, voting on this Motion was UNANIMOUS. The Motion was CARRIED.

CONCLUSION

The Meeting was closed at 8.01pm

Chairperson

UNCONFIRMED

COMMITTEE REPORTS**Item:** ENV014-25 Hurstville Golf Course Clubhouse Planning Proposal**Author:** Manager Strategic Planning and Senior Strategic Planner**Directorate:** Environment and Planning**Matter Type:** Committee Reports

ENV014-25

RECOMMENDATION:

That Council endorses the preparation of the Hurstville Golf Course Clubhouse Planning Proposal to amend the *Georges River Local Environmental Plan 2021*, by inserting into *Schedule 1 additional permitted uses*, “function centre” as an additional permitted use on the site of the Hurstville Golf Course Clubhouse (part of Lot 1 DP176469, Hurstville Golf Club, No.57 Lorraine Street, Peakhurst).

EXECUTIVE SUMMARY

1. Council at its meeting held 24 March 2024 considered a report (COM005-25) on a plan for optimising community access to Council's Premium Facilities. One of the medium term (12 months to 2 years) action in the *Optimising Community Access and Facility Use Plan* (The Plan) is: *Submit a Planning Proposal and then a Development Application (DA) for the Hurstville Golf Course Function Room.*
2. The construction and use of the new Hurstville Golf Course Clubhouse building approved in December 2020 (DA2020/0115) restricts the use of the Clubhouse as ancillary to the Hurstville Golf Course, making it unavailable for hire or use by a third party for events and functions.
3. The purpose of this Report is to seek Council's endorsement to prepare the planning proposal to amend Georges River Local Environmental Plan (GRLEP) 2021 by inserting into *Schedule 1 additional permitted uses*, a “function centre” as an additional permitted land use on the site of the Hurstville Golf Course Clubhouse (part of Lot 1 DP176469, Hurstville Golf Club, Lorraine Street, Peakhurst).
4. The inclusion of this additional use as a function centre will ensure that the clubhouse building can be used by the wider community for events, functions, conferences, and receptions.
5. An amendment to the *Generic Plan of Management – Sportsground* will also be required as it currently restricts development to be in accordance with the zoning (i.e. the RE1 Zone), and a function centre is not a permissible use in the RE1 Zone. This will be the subject of a separate process which is anticipated to be reported to Council following the receipt of a Gateway Determination from the DPHI.

BACKGROUND

6. The Hurstville Golf Course was opened in 1968. The Hurstville Golf Course is located at 57 Lorraine Street, Peakhurst and is legally identified as Lot 1 in DP 176469, Lot 1 DP33385 and Lot 7054 DP1127614 and Lot 3 DP522691 (57A Lorraine Street). Refer to **Figures 1 and 2** and **Table 1** below.

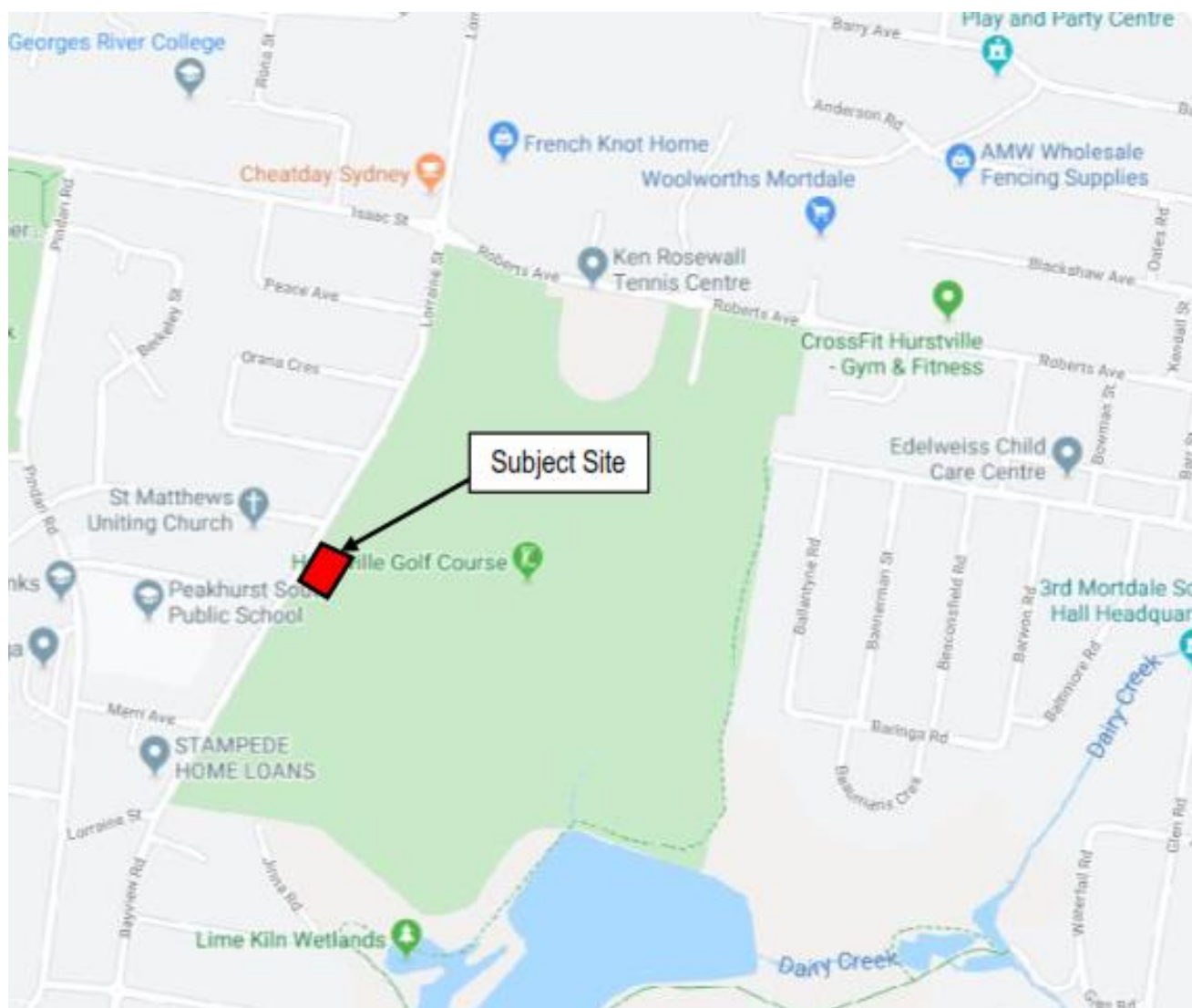


Figure 1 - Hurstville Golf Course

Table 1 – List of Lot and DP for Hurstville Golf Course

Address	Lot/DP	Ownership	Classification under Local Government Act 1993
57A Lorraine Street	Lot 3 DP522691	Council	Community Land
57 Lorraine Street	Lot 1 DP176469	Council	Community Land
57 Lorraine Street	Lot 1 DP33385	Council	Community Land
57 Lorraine Street	Lot 7054 DP1127614	State of NSW R100110, gazetted 3/7/1987 – Public recreation	Community Land



Figure 2 - Extract from Generic Plan of Management - Sportsgrounds showing Hurstville Golf Course

7. The Clubhouse is sited on Lot 1 of DP176469 – **Figure 3** below is an aerial of the Clubhouse.



Figure 3 - Aerial of Clubhouse

8. The construction and use of the new Hurstville Golf Course Clubhouse building was approved in December 2020 (DA2020/0115). As the DA was for the construction and use of a new clubhouse building – which is an ancillary use to the golf course – additional uses were not considered for the Hurstville Golf Course during the preparation of the Georges River LEP 2021.
9. The Clubhouse is restricted via the consent granted under DA2020/0115 to its use being associated with the golf course and cannot be hired or used by a third party for events and functions without prior consent.
10. The consent does not permit the Clubhouse being used as a community facility, nor as a restaurant/café, which are both permitted uses in the RE1 zoning.
11. MOD2022/0063 was approved on 17 November 2022 for amendments to a consent granted under DA2020/0115, for demolition, construction, and use of new clubhouse building. The modifications included changes to conditions relating to the landscape plans and tree planting.
12. The Clubhouse was completed in February 2023, built at a cost of \$3.3m, with \$2.5 million received in grant funding under the NSW Stronger Communities Fund. **Figures 4 to 8** show the clubhouse as built and the surrounding area.
13. DA2024/0189 was lodged in May 2024 seeking to amend the use of the Clubhouse to a function centre. Specifically, the application sought to use the first floor as a function

centre for a maximum of 110 persons for both golf and non-golf related events until 12 midnight up to a maximum of 100 times per year with a maximum of 2 per week. Advice was provided to the applicant via Council letter dated 25 November 2024 that a function centre is prohibited in the RE1 zone. The DA was withdrawn on 5 December 2024.

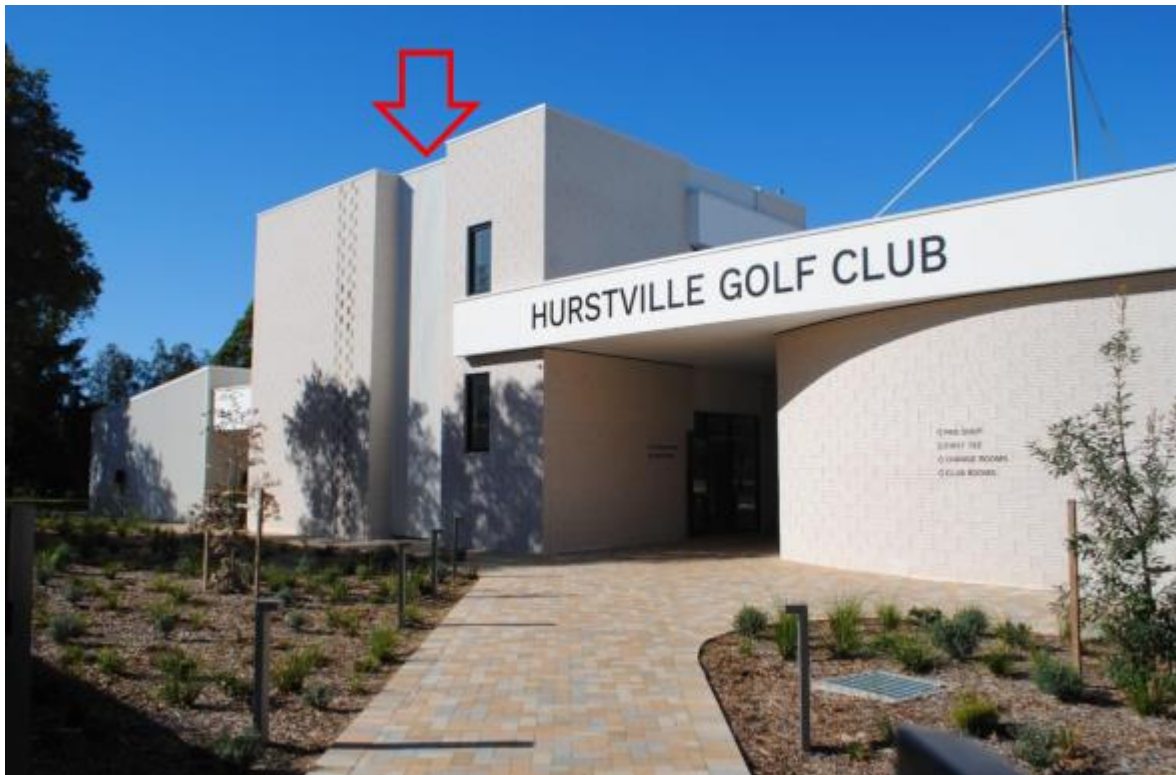


Figure 4 - Front of the Clubhouse (red arrow indicates the location of the function room on the first floor)



Figure 5 - Looking northwest into the Clubhouse



Figure 6 - View from Golf Course - looking southwest



Figure 7 - Parking along Lorraine Street



Figure 8 - Dwellings opposite the Golf Course along Lorraine Street, looking northwest

COMMUNITY ACCESS TO COUNCIL FACILITIES

14. Council at its meeting held 24 March 2024 considered a report (COM005-25) on a plan for optimising community access to Council's Premium Facilities and resolved that:

- (a) *Council receive and note the plan for optimising community access to Council's Premium Facilities.*
 - (b) *That Council note short-term actions underway including the review of Council's fees and charges and the centralisation of all sports fields and facilities into Council's new online booking system.*
 - (c) *That the draft Georges River Council Grants and Donations Policy be placed on public exhibition for a period of no less than 28 days.*
 - (d) *That the draft Georges River Council Sports Grounds Access Policy be placed on public exhibition for a period of no less than 28 days.*
 - (e) *That a further report be submitted to Council on the feedback received during the exhibition period, together with any recommended changes for both policies prior to adoption.*
15. The *Optimising Community Access and Facility Use Plan* (The Plan) has been developed to increase community access at all Council facilities. It establishes new processes for transparent, fair, and equitable use by both community and commercial groups. To ensure asset sustainability, this plan optimises utilisation, promotes greater community engagement, and addresses reputational concerns about excluding the community from valuable public assets.
 16. Council's Premium Facilities portfolio consists of 13 facilities, one of which is Hurstville Golf Course. One of the medium term (12 months to 2 years) action in the Plan is: *Submit a Planning Proposal and then a Development Application (DA) for the Hurstville Golf Course Function Room.*
 17. This Report seeks Council's endorsement to prepare the planning proposal, in accordance with the recommendation in The Plan. The planning proposal intends to amend Georges River Local Environmental Plan (GRLEP) 2021 by inserting into *Schedule 1 additional permitted uses*, a "function centre" as an additional permitted land use on the site of the Hurstville Golf Course Clubhouse (part of Lot 1 DP176469, Hurstville Golf Club, Lorraine Street, Peakhurst).
 18. Council has previously utilised *Schedule 1 additional permitted uses* to the GRLEP 2021 to permit additional uses on specific Council owned land zoned RE1 Public Recreation zone. This has included registered clubs and entertainment facilities which are uses prohibited in the RE1 Public Recreation zone.
 19. The inclusion of this additional use as a function centre will ensure that the clubhouse building can be used by the wider community for events, functions, conferences, and receptions. The use of the clubhouse by the wider community will positively impact the Council's identity, given it was built by grant funds. The expansion of the permitted uses of the clubhouse will increase revenue for the club and ultimately Council.
 20. If the Planning Proposal is endorsed and the amendment is made to GRLEP 2021, a development application would be required to seek consent for the use of the clubhouse as a function centre.
 21. An amendment to the *Generic Plan of Management – Sportsground* will also be required as it currently restricts development to be in accordance with the zoning (i.e. the RE1 Zone), and a function centre is not a permissible use in the RE1 Zone. This will be the subject of a separate process which is anticipated to be reported to Council following the receipt of a Gateway Determination from the DPHI.

HURSTVILLE GOLF COURSE CLUBHOUSE PLANNING PROPOSAL

22. The Hurstville Golf Course is zoned RE1 – Public Recreation under the *Georges River Local Environmental Plan 2021* (GRLEP) which permits the following uses: *Aquaculture; Boat launching ramps; Centre-based child care facilities; Community facilities; Emergency services facilities; Information and education facilities; Jetties; Kiosks; Markets; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Respite day care centres; Restaurants or cafes; Roads; Signage; Take away food and drink premises; Water recreation structures; Water storage facilities.*
23. A golf course is a land use permitted in the RE1 Zoning and is defined as:
- “recreation facility (outdoor) means a building or place (other than a recreation area) used predominantly for outdoor recreation, whether or not operated for the purposes of gain, including a golf course, golf driving range, mini-golf centre, tennis court, paint-ball centre, lawn bowling green, outdoor swimming pool, equestrian centre, skate board ramp, go-kart track, rifle range, water-ski centre or any other building or place of a like character used for outdoor recreation (including any ancillary buildings), but does not include an entertainment facility or a recreation facility (major).”*
24. The following uses are not permitted in the RE1 zoning:
- Registered club which *means a club that holds a club licence under the Liquor Act 2007.*
 - Function centre which *means a building or place used for the holding of events, functions, conferences and the like, and includes convention centres, exhibition centres and reception centres, but does not include an entertainment facility.*
 - Entertainment facility which *means a theatre, cinema, music hall, concert hall, dance hall and the like, but does not include a pub or registered club.*
25. It should be noted that Schedule 1 additional permitted uses to the GRLEP permits the following additional uses on Council owned land zoned RE1:
- a registered club at 87A Jubilee Avenue, Beverley Park at Beverley Park Golf Course
 - a registered club at 7 Holley Road, Beverly Hills, being Lot 78, DP 16723 at Olds Park Club
 - an entertainment facility at Jubilee Oval and Kogarah Park, Princes Highway, Carlton.
26. A planning proposal is required to permit the use of the clubhouse building as a function centre. The Hurstville Golf Course Clubhouse Planning Proposal will seek to amend the GRLEP to insert into *Schedule 1 additional permitted uses* to the GRLEP 2021 a function centre as an additional permitted use on the site of the Hurstville Golf Course Clubhouse.
27. The intended outcomes of the planning proposal are to:
- allow the use of the Clubhouse to be used as a function centre by the wider community
 - support the long-term viability of the facility as multi-purpose venue
 - implement the recommendations of the Council’s *Community Access and Facility Use Plan*.
28. The planning proposal aligns with the following Council strategies that identify the priority and positive lifestyle outcomes of providing community access to open space, community hubs, quality parks and facilities:

- *Community Strategic Plan 2022-2032;*
 - *Open Space, Recreation and Community Facilities Strategy 2019-2036;* and
 - *Georges River Council Community Infrastructure Needs Assessment and Acquisition Area Strategy.*
29. It is considered inappropriate to provide “function centre” as an additional permitted use to the entire portion of Lot 1 of DP176469 which has an area of approximately 29.4 hectares – as this would allow functions centres to be built all over the golf course.
 30. The additional use is more appropriately restricted to the Golf Clubhouse building and its immediate surrounds. Refer to **Figure 9** for the indicative extent of the additional use which suits the purpose of this report, noting that the exact dimensions will be defined in the Planning Proposal itself.
 31. A Development Application will be required to be lodged for the use of the Golf Clubhouse as a “function centre” if this amendment to the GRLEP 2021 is gazetted as well as for the use of the building for a community facility if desired (which is permitted in the RE1 Zoning).



Figure 9 - Aerial image of the clubhouse - the red outline indicates the extent of the additional permitted use of "function centre"

AMENDMENT TO THE GENERIC PLAN OF MANAGEMENT

32. Council's *Generic Plan of Management - Sportsground (PoM)* covers the Hurstville Golf Course. The course is community land and is categorised as sportsground. The core

objectives for Sportsgrounds as defined by the *Local Government Act 1993*, is to facilitate recreational pursuits in the community involving organised and informal sporting activities and games. Section 3.5 of the PoM states:

In accordance with the core objectives for Sportsground as defined by the Local Government Act 1993, Sportsgrounds under the plan of management will be subject to improvement so as to promote and facilitate its use. Any development shall be in accordance with the zoning...(the RE1 Zone in the GRLEP 2021).

33. Given that a “function centre” is not listed as permissible use in the RE1 Zone, an amendment to the Plan of Management will be required to include the use.
34. This will be the subject of a separate process which is anticipated to be reported to Council following the receipt of a Gateway Determination from the DPHI.

NEXT STEPS

35. The anticipated project timeframe for the preparation of the Hurstville Golf Course Clubhouse Planning Proposal is shown in **Table 2** below:

Table 2 – Anticipated Planning Proposal Timeline

Task	Anticipated Timeframe
Prepare Planning Proposal	May 2025
Referral to LPP in accordance with S9.1 Ministerial Directions	June 2025
Report to Council on Planning Proposal seeking endorsement to forward Planning Proposal for a Gateway Determination	August 2025
Planning Proposal to be forwarded to the DPHI for a Gateway Determination	August 2025
Anticipated commencement date (date of Gateway Determination)	October 2025
Timeframe for public exhibition (including both government agency and community consultation as required by Gateway Determination)	November 2025
Timeframe for consideration of submissions	December 2025
Report to Council on community consultation and finalisation	February 2026
Submission to the Department to finalise the Planning Proposal as an amendment to the GRLEP	February 2026

FINANCIAL IMPLICATIONS

36. Within budget allocation, however if the Gateway Determination requires any studies to support this planning proposal, additional funding may be required.

RISK IMPLICATIONS

37. Strategic Risk 1 – Financial Sustainability: The expansion of the permitted uses of the clubhouse will increase revenue for the club and ultimately Council.
38. Strategic Risk 3 – Assets and Infrastructure: The Hurstville Golf Clubhouse is restricted via the consent granted under DA2020/0115 to its use being associated with the golf course.

The consent also states that the premises shall not be available for hire or use by a third party for events and functions without prior consent. The inclusion of additional uses will ensure that the clubhouse building can be used by the wider community and not just the Golf Club. The clubhouse will be able to be used for events, functions, conferences, and reception centres.

39. Strategic Risk 6 – Reputation: The clubhouse was built at a cost of \$3.3m from grants. Use of the clubhouse by the wider community will positively impact the Council's identify. Its limited use may impact negatively on Council's reputation given it was built by grants.

COMMUNITY ENGAGEMENT

40. Should the Hurstville Golf Course Clubhouse Planning Proposal be supported, it will be forwarded to the DPHI requesting a Gateway Determination to proceed to formal public exhibition.
41. Formal public exhibition of the Planning Proposal will be undertaken in accordance with the conditions of the Gateway Determination and with the provisions of the *Environmental Planning and Assessment Act 1979* and its *Regulation 2021*.
42. Any future Development Application and amendment to *Generic Plan of Management - Sportsground* will be placed on community consultation and any potential development impacts that arise can be addressed either as conditions of consent or as actions in the Plan of Management.

CONCLUSION

43. This Report seeks Council's endorsement to prepare the planning proposal, in accordance with the recommendation in The Plan. The planning proposal intends to amend Georges River Local Environmental Plan (GRLEP) 2021 by inserting into *Schedule 1 additional permitted uses*, a "function centre" as an additional permitted land use on the site of the Hurstville Golf Course Clubhouse (part of Lot 1 DP176469, Hurstville Golf Club, Lorraine Street, Peakhurst).
44. If the Planning Proposal is endorsed and the amendment is made to GRLEP 2021, a development application would be required to seek consent for the use of the clubhouse as a function centre.
45. An amendment to the *Generic Plan of Management – Sportsground* will also be required as it currently restricts development to be in accordance with the zoning (i.e. the RE1 Zone), and a function centre is not a permissible use in the RE1 Zone. This will be the subject of a separate process which is anticipated to be reported to Council following the receipt of a Gateway Determination from the DPHI.

FILE REFERENCE

D25/104766

ATTACHMENTS

Nil

Item: ENV015-25 Carss Bush Park and Todd Park Plan of Management and Master Plan - Resolution to exhibit

Author: Manager Strategic Planning and Senior Strategic Planner

Directorate: Environment and Planning

Matter Type: Committee Reports

ENV015-25

RECOMMENDATION:

- (a) That Council endorse the Draft Carss Bush Park and Todd Park Plan of Management and Master Plan for public exhibition for a period of no less than 28 days in accordance with section 38 of the Local Government Act 1993.
- (b) That Council notify the draft Plan of Management and Master Plan to the Minister (NSW Department of Planning, Housing and Infrastructure), as the representative landowner of part of the land under section 39 of the Local Government Act 1993, to obtain owner's consent prior to public exhibition.
- (c) That Council seek written consent from the NSW Department of Planning, Housing and Infrastructure to adopt the draft Plan of Management, in accordance with section 3.23(6) of the Crown Land Management Act 2016.
- (d) That Council endorse the proposed changes to the land categorisation and hold a public hearing under section 40A of the Local Government Act 1993.
- (e) That Council note the progress of the concurrent exercise to formalise the reservation of several areas of Crown land within Carss Bush Park as Crown Reserve for ongoing management by Council and the non-claimant application that must be finalised prior to the final adoption of the Plan of Management by the Minister for Lands and Property and Council.

EXECUTIVE SUMMARY

1. A draft Plan of Management (PoM) (refer to **Attachment 1**) and Master Plan (refer to **Attachment 2**) have been prepared for Carss Bush Park and Todd Park for Council by Environmental Partnership.
2. The PoM will consolidate and supersede a series of older PoM documents (Carss Bush Park & Todd Park Plan of Management 2004 - Kogarah Council, Carss Park Bowling Club Surrounding Parkland PoM Review 2008 – Landscape Australia Consultants, and Carss Bush Park Landscape Master Plan 2011 - Knox & Partners Landscape Architects) into one succinct Master Plan and PoM in accordance with the legislative requirements of the Local Government Act (LG Act), 1993 and Crown Land Management (CLM Act), 2016.
3. Extensive engagement was undertaken to raise awareness of the preparation of the draft PoM and Master Plan and to develop a vision for the subject site with opportunities for input by the community, Council staff and Councillors.
4. The draft PoM acts as an agreement between Council and the community and identifies how Carss Bush park and Todd Park will be used, improved and managed in the future. It identifies Council's goals and vision, establishes direction for planning and resource management allowing Council to set priorities when preparing works programs.
5. Council is required to notify the draft PoM and Master Plan to the Minister (NSW Department of Planning, Housing and Infrastructure), as landowner of part of the land

under section 39 of the Local Government Act 1993 to obtain owner's consent prior to public exhibition.

6. Whilst Council, subject to Crown consent, can place the Master Plan and PoM on public exhibition, the non-claimant application must however be finalised prior to the final adoption of the PoM by the Minister for Lands and Property and Council.
7. This report recommends that the draft Plan of Management and Master Plan be placed on public exhibition for a minimum of 28 days to receive feedback from the local community in accordance with the requirements of the Local Government Act 1993.
8. A concurrent exercise to formalise the reservation of several areas of Crown land within the park as Crown Reserve for ongoing management by Council is being undertaken to address Native Title requirements under the Crown Land Management Act 2016 (CLM Act). As of March 2025, the status of this process is as follows:
 - (a) The survey has been completed and lodged for registration of Deposited Plan 1311599, and
 - (b) The Application documentation for the non-claimant application has been prepared and awaits registration of Deposited Plan 1311599 for lodgement with the Federal Court.

BACKGROUND

Subject Site

9. Carss Bush Park and Todd Park (the Site) are in the suburb of Carss Park with a major foreshore frontage to Kogarah Bay. The Site adjoins residential areas on much of its northern boundary, with Todd Park adjoining the Princes Highway to the west. Refer to **Figure 1** below.
10. The Site covers a total area of approximately 31.2 hectares and is made up of 22 individual parcels of land (refer to **Table 1** below). Most of these land parcels (19) are community land that is owned and managed by Georges River Council. In addition, Crown Reserve R83252 which comprises an original crown reserve area to the north of Carlton Crescent and the foreshore reclamation areas which were previously unreserved crown land prior to being added to the reserve in 2024, are lands for which Georges River Council is appointed Crown Land Manager (CLM) under the Crown Land Management Act 2016. The Crown Reserve now comprises 8.579 hectares of the overall reserve area.
11. The Site also includes two parcels of land owned by other government agencies/authorities. Lots 1 and 2 DP 238843 adjoining the Princes Highway in the northwest of Todd Park are owned by Transport for NSW with Georges River Council having management responsibility for both land parcels.
12. Carss Bush Park is accessed from Carwar Avenue. The Narani Childcare Centre and 3 Bridges Community Centre is accessed from Carlton Crescent and Todd Park is accessed from Bunyala Street.
13. Off-street parking areas are available off Bunyala Street serving Carss Bush Park and Todd Park, off Carwar Avenue adjacent to the Carss Park Lifesaving Club building, and the former Kogarah War Memorial Olympic Pool site. On-street parking is available along Bunyala Street serving Todd Park and along Carwar Avenue serving Carss Bush Park and Carss Park Flats. On-street parking along Carlton Crescent serves Carss Park Flats and the Narani Childcare Centre / 3 Bridges Community Centre and Carss Park Community Gardens.

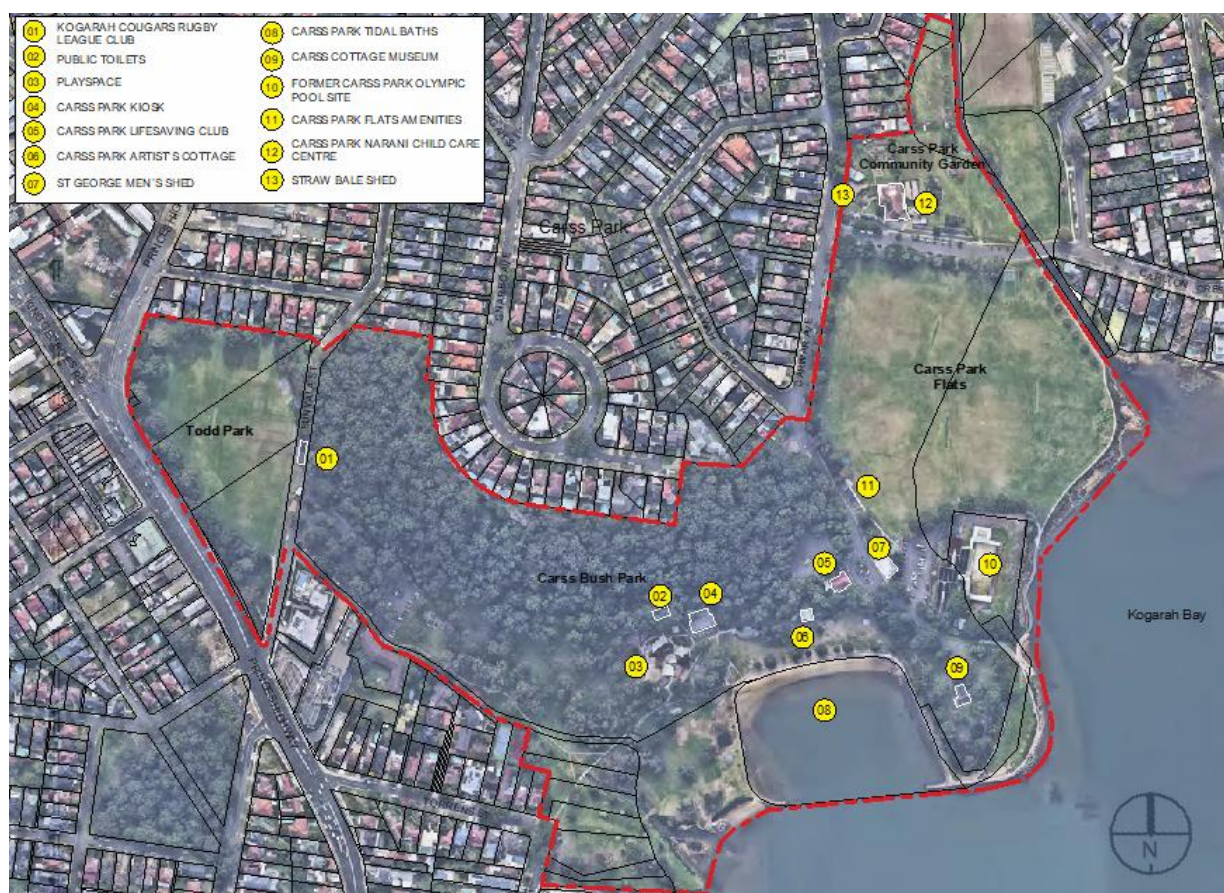


Figure 1 - Carss Bush Park and Todd Park

Table 1 – Property Details

Park area	Crown Reserve	Lot No	DP No	Description	Ownership	Classification	Proposed Category
Carss Bush Park		376	1118749	Carss Bush Park, west section of Carss Flats, Carss Bush Community Gardens, Narani Child Care Centre, 3 Bridges, Carss Cottage, St George Men's Shed and Carss Park Café	Council	Community Land	General Community Use
Carss Bush Park		1	177114	Vicinity of Beach and Torrens Streets	Council	Community Land	Park
Carss Bush Park		1	1109360	Vicinity of Beach and Torrens Streets	Council	Community Land	Park
Carss Bush Park		4	668319	Vicinity of Beach and Torrens Streets	Council	Community Land	Park

Park area	Crown Reserve	Lot No	DP No	Description	Ownership	Classification	Proposed Category
Carss Bush Park		5-8	10791	Vicinity of Beach and Torrens Streets	Council	Community Land	Park
Carss Bush Park		511	752056	Former Kogarah War Memorial Olympic Pool	Council	Community Land	General Community Use
Carss Bush Park		1	125981	Strip of land around the headland below Carss Cottage Museum	Council	Community Land	Park
Carss Bush Park		2	503496	Land north of Carss Bush Park Community Gardens area and dog park	Council	Community Land	Park
Carss Bush Park		6	530273	Land north of Carss Bush Park Community Gardens area	Council	Community Land	Park
Carss Bush Park		4	503495	Land north of Carss Bush Park Community Gardens area and dog park	Council	Community Land	Park
Carss Bush Park	R.83252 Gazetted 30/06/1961 Purpose: Public Recreation	1	89019	Land north of Carss Bush Park Community Gardens area	NSW Government	Part of Crown Reserve R.83252 for Public Recreation	Park
Carss Bush Park	R.83252 Gazetted 30/06/1961 Purpose: Public Recreation	new lots under creation (they will be Lots 1 and 2 DP 1311599 once registered)		Reclaimed land forming part of park to west of tidal baths	NSW Government	Part of Crown Reserve R.83252 for Public Recreation	Park and Natural Area - Foreshore
Carss Bush Park	R.83252 Gazetted 30/06/1961 Purpose: Public Recreation	new lots under creation (they will be Lots 1 and 2 DP 1311599 once registered)		Reclaimed land forming east part of Carss Flats	NSW Government	Part of Crown Reserve R.83252	Sports ground and Natural Area - Foreshore

ENV015-25

Park area	Crown Reserve	Lot No	DP No	Description	Ownership	Classification	Proposed Category
Carss Park Tidal Pool	R.83252 Gazetted 30/06/1961 Purpose: Public Recreation	543	727276	Crown land below mean high water mark	NSW Government	Part of Crown Reserve R.83252	Natural Area – Water course
Todd Park		13	133445	Northern zone of Todd Park	Council	Community Land	Sports ground and Park
Todd Park		12	133445	Central zone of Todd Park	Council	Community Land	Sports ground and Park
Todd Park		28	1246418	Southern zone of Todd Park	Council	Community Land	Sports ground and Park
Todd Park		2	238843	Northern zone of Todd Park	TfNSW	Not available	Park
Todd Park		1	238843	Northern zone of Todd Park	TfNSW	Not available	Park
Notes	The RMS in 2019 compulsorily acquired part of Todd Park (a narrow strip of land at southwest edge of Todd Park adjoining Princes Highway - Lot 41 DP 1246418, now zoned SP2 Infrastructure Classified Road) for road widening purposes. Lot 41 in DP1246418 was previously part of Todd Park being Lot 14 in DP133445. Lot 28 in DP1246418 (which forms a part of the subject land parcels) is the residue/current lot. Council in August 2018 resolved to allow the matter to proceed by compulsory acquisition process.						

ENV015-25

Subject Zoning

14. Under the Georges River Local Environmental Plan (LEP) 2021, the Site comprising Carss Bush Park and Todd Park are zoned RE1 - Public Recreation. The land use table for the RE1 Public Recreation Zone is as follows:

(a) *Objectives of zone*

- (i) *To enable land to be used for public open space or recreational purposes;*
- (ii) *To provide a range of recreational settings and activities and compatible land uses; and*
- (iii) *To protect and enhance the natural environment for recreational purposes.*

(b) *Permitted without consent*

- (i) *Environmental facilities: Environmental protection works.*

(c) *Permitted with consent*

- (i) *Aquaculture; Boat launching ramps; Centre-based child care facilities; Emergency services facilities; Information and education facilities; Jetties; Kiosks; Markets; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Respite day care centres;*

Restaurants or cafes; Roads; Signage; Take away food and drink premises; Water recreation structures; Water storage facilities.

(d) *Prohibited*

(i) *Any development not specified in item 2 or 3*

15. Under the Georges River LEP 2021:

- (a) Carss Bush Park (Item I46) is listed as a Local Heritage Item and Carss Cottage (Item I45) is listed as a Local and State Heritage Item (Listing No. 00587 & Gazette Date: 2/4/1999),
- (b) The foreshore of Carss Bush Park has a foreshore building line affectation as well as covered by the Foreshore Scenic Protection Area (excluding the land which contains Narani Child Care Centre),
- (c) The Site is affected by Class 1 and 2 Acid Sulfate Soils,
- (d) The foreshore of Carss Bush Park is affected by the Riparian Lands and Waterways Map, and
- (e) Carss Bush Park is affected by the Coastal Hazards and Risk Map.

Council Resolutions (CCL116-22) dated 22 November 2022 & (CCL014-23) dated 27 March 2023

- 16. Georges River Council (Council) resolved (CCL116-22) at its meeting held 28 November 2022 to commence the preparation of a new Master Plan and Plan of Management (PoM) for Carss Bush Park and Todd Park. Environmental Partnership (consultants) were commissioned in August 2023 to prepare the Master Plan and PoM in conjunction with Council officers.
- 17. A review of the site's management requirements revealed that Council was not the reserve manager for the Crown land below mean high water mark being lot 543, D.P. 727276 being the tidal pool/swimming area (shaded orange in **Figure 2** of this report) nor two reserves - R.56146 & R.1011268 (shaded blue in **Figure 2**).
- 18. Advice from the former Department of Planning and Environment – Crown Lands indicated that Council could request to be appointed as Crown Land Manager (CLM) for R.56146 & R.1011268. With respect to the land below mean high water mark (i.e., the tidal baths) Council was required to submit additional information to Crown Lands such as any Native Title matters, when the baths were first constructed, and how long they have been utilized as baths, etc. Council was also required to engage a registered surveyor to prepare a plan for first title creation for the lodgement and registration with LRS.
- 19. These issues were reported to Environment and Planning Committee (ENV004-23) on 13 March 2023 and Council on 27 March 2023 (CCL014-23) resolved that:
 - (a) Council request Crown Lands, Department of Planning and Environment to be appointed as CLM for Crown Land Reserves R.56146 & R.1011268 at Carss Bush Park Reserve, and
 - (b) Council supply the information required to Crown Lands on Lot 543 DP727276 – being the Crown land below mean high water mark – as part of the preparation of the new plan of management.
- 20. In response to the March 2023 resolution, Council sent a request dated 29 March 2023 to Crown Lands to be appointed as CLM for Crown Land Reserves R.56146 & R.1011268. Council provided additional information to Crown Lands via email dated 29 February 2024 on Lot 543, D.P. 727276 (tidal pool/swimming area) and reserves - R.56146 & R.1011268.

21. As of 14 June 2024, Council is now the CLM for R.56146 & R.1011268 (unidentified Crown Land) and Lot 543. The unidentified Crown Land currently have new lots under creation (they will be Lots 1 and 2 DP 1311599 once registered).

Native Title Requirements

22. All Crown land in NSW can be subject to a native title claim under the Commonwealth Native Title Act 1993 (NT Act), unless those interests and rights have been extinguished or the Crown land is considered to be 'excluded land' (where native title has been extinguished).
23. Native title is extinguished by:
- (a) freehold and other exclusive possession tenures
 - (b) enactment of Acts of Parliament
 - (c) valid public works constructed prior to 23 December 1996
 - (d) some limited future acts if validly done under the Native Title Act.
24. Reserves R.56146 & R.1011268 (shaded blue in **Figure 2** below) do not fall within the category of "excluded land" – native title rights have not been extinguished.
25. In order to prepare a PoM, councils are required to employ or engage a qualified native title manager to provide advice. Investigations by the native title manager will include validating acts (developments and tenures) over the reserve, in line with the NT Act. The most effective way to validate acts under the NT Act is to ensure all activities align with the reserve purpose.
26. Where the PoM includes Crown reserves, councils are required to obtain written advice from a qualified native title manager that the PoM and activities under the PoM comply with provisions of the NT Act.
27. Section 8.7 of the Crown Land Management Act 2016 (CLM Act) states that written native title manager advice is required before a Council Crown land manager does any of the following:
- (a) grants leases, licences, permits, forestry rights, easements or rights of way over the land
 - (b) mortgages the land or allows it to be mortgaged
 - (c) imposes, requires or agrees to covenants, conditions or other restrictions on use (or removes or releases, or agrees to remove or release, covenants, conditions, or other restrictions on use) in connection with dealings involving the land
 - (d) approves (or submits for approval) a plan of management for the land that authorises or permits any of the kinds of dealings referred to in paragraph (a), (b) or (c).
28. This means that Council cannot approve (adopt) a PoM until it has obtained written advice from a qualified native title manager that the PoM complies with any applicable provisions of Commonwealth native title legislation.
29. As R.56146 & R.1011268 (blue colour on **Figure 2**) are not 'excluded land'; and are unidentified Crown Land (new lots are currently under creation) and did not have a reserve purpose until June 2024, Council must (under the NT Act) assume that native title exists. If there are no known native title claims for the land, it does not mean that native title has been extinguished.
30. Determinations about whether native title has been extinguished are complex and can only be made by the Federal Court.

31. Council's consultant advised that the applicable provisions of the NT Act had been completed with in respect of R.83252 (coloured pink in **Figure 2** below) and possibly Lot 543 (the baths) (with limits depending on the status of any licence Council has).
32. However, in respect of the unidentified crown land (R.56146 & R.1011268 – coloured blue in **Figure 2** the applicable provisions of the NT Act have not been completed. Whilst Council is now CLM of the land, the land does not satisfy the requirement of Section 24JA of the NT Act (i.e., the Reserve was not created prior to 23 December 1996).
33. The gazette notice of 14 June 2024 (which made Council CLM of these Reserves) does not remove the land from the Crown estate. It only provides Council with an interest in the land and hence removes the requirement to obtain a licence for site investigation.



Figure 2 – Crown Land within Carss Bush Park

34. As such, the Native Title management requirements for R.56146 & R.1011268 subject to this PoM need to be addressed. To finalise this process, Council has undertaken to prepare, lodge and prosecute a non-claimant application with the Federal Court of Australia (FCA) for future act protection (the future act being the reservation of the land and the adoption of the PoM), to address Native Title requirements under the CLM Act.
35. As of March 2025, the status of this process is as follows:
 - (a) The survey has been completed and lodged for registration of Deposited Plan 1311599, and
 - (b) The Application documentation for the non-claimant application has been prepared and awaits registration of Deposited Plan 1311599 for lodgement with the Federal Court.

36. Council is required to notify the draft PoM and Master Plan to the Minister (NSW Department of Planning, Housing and Infrastructure), as landowner of part of the land under section 39 of the Local Government Act 1993 to obtain owner's consent prior to public exhibition.
37. Council is also required to seek the DPHI's written consent to adopt the draft PoM under clause 70B of the Crown Land Management Regulation 2018. Consent to adopt is intended to be obtained at the same time as notifying the landowner of the draft PoM.
38. Whilst Council, subject to Crown consent, can place the Master Plan and PoM on public exhibition, the non-claimant application must however be finalised prior to the final adoption of the PoM by the Minister for Lands and Property and Council.

PRELIMINARY COMMUNITY CONSULTATION

39. Preliminary consultation occurred from 8 November to 8 December 2023, including a Community Drop-in session held on 25 November 2023. Approximately, 190 submissions were received and about 40 community members attended the Drop-in session. The combined feedback has informed the preparation of the Draft Master Plan and PoM for Carss Bush Park and Todd Park.
40. The following engagement measures were undertaken to raise awareness of the Draft Plan's preparation and opportunities for input:
 - (a) "Have Your Say" webpage,
 - (b) Online Community and User Group Surveys
 - (c) Direct liaison with User Groups
 - (d) Community Drop-in Day on 25th November 2023
 - (e) Input from key GRC staff including Parks and Waterways, Environmental Health, Infrastructure and Strategic Planning
41. Respondents (181) were typified by the following general background regarding users and their use of the subject site:
 - (a) 66% of respondents were over 50, and 87% over 35
 - (b) 34 % of respondents were couples
 - (c) 34 % of respondents were couples with children
 - (d) 29% of respondents lived in Carss Park, and 61% lived in either Carss Park, Blakehurst, Kogarah Bay or Oatley
 - (e) 30% of respondents visit several times a week and 22% daily
 - (f) Visitation is relatively consistent across the week and weekends except for the evenings when it drops off
 - (g) The foreshore, open space areas and the Carss Park Café were the most frequently visited areas / facilities
 - (h) Being near the water, views and ambience, walking / pathway access to bushland and trees and landscaping were the top 5 important qualities of the park
42. Respondents (181) identified the following key themes in terms of the pressures and opportunities that need to be addressed by the Draft Plan of Management and Master Plan:
 - (a) Resolve the future of the Olympic pool site
 - (b) No commercial development/preserve green space

- (c) Conserve bushland / natural qualities
- (d) Improve public toilets
- (e) Upgrade play space
- (f) Clarify and make safer cycle access through the reserve
- (g) Improve pedestrian lighting
- (h) Improve park facilities
- (i) Improve pedestrian access
- (j) Better water quality tidal cove
- (k) Basketball-courts and skating for youth
- (l) Mitigate noise from Princes Highway

43. A copy of the Phase One – Preliminary Consultation Report is provided in **Attachment 3**.

Councillor Workshops

Councillor Workshop 4 December 2023

44. The outcomes of the public engagement phase were provided to the Councillors on 4 December 2023.

Councillor Workshop 5 August 2024

45. The preferred Master Plan option was workshopped with the Councillors on 5 August 2024. Proposals were outlined and questions and comments discussed in a workshop forum. The following summarises some key questions with project team responses in italics:

- (a) The existing cricket nets jut into the park – would it be better if they were reconfigured?

Response: The field arrangement effectively works around the cricket nets and there are not alternative locations. An action in the Draft PoM is the review of field marking layouts to ascertain any potential improvements. This issue can be further reviewed with stakeholders then.

- (b) Is the Motion regarding the boom gate reflected in the consolidation of the parking area?

Response: The Master Plan 10km/hr shared zone proposal aligns with the previous proposal to remove public vehicle movements beyond the pool carpark. Any changes in the traffic conditions will need to be reviewed by the Georges River Local Traffic Advisory Committee.

- (c) Why are new pedestrian ramps required to connect Carwar Avenue to both sides of the park?

Response: The existing roads do not provide compliant pedestrian access.

- (d) If Carss Cottage is leased to the Historical Society, do they have to maintain it?

Response: The existing lease does require the lessee to undertake maintenance. However, maintenance of a heritage building is complicated, and Council is investigating ways to assist.

- (e) Is the connection across the swimming cove a floating pontoon?

Response: *It is designed as a jetty - goes up and down with the tide. It may also have an environmental function like collecting waste. Reference is made to the pontoons on the Brisbane River – there are floating walkways along the river which also house shark nets. There is also a connection of walkways on the river that make a natural loop.*

- (f) Why is Café building proposed to be redeveloped?

Response: *The proposal is for a building set further back to enable better pedestrian circulation and be of more sympathetic design to the park character. The project would provide toilets within the café for patrons and a separate new public toilet block will be built to serve the park and playspace.*

- (g) We should replace the half-court basketball court if it is being removed from the current location as it is highly utilised. Replace it in the blue area?

Response: *Element 24 of the Master Plan requires Council to investigate decommissioning of existing playground and replacing it with youth facilities (e.g., potential relocation of existing half basketball court). The “blue area” has been designated for its placement.*

- (h) Will the Native Title process potentially disrupt a future aquatic facility project?

Response: *The Native Title process is underway, and it should be resolved prior to any aquatic facility project commencing on site.*

DRAFT PLAN OF MANAGEMENT AND MASTER PLAN

46. A draft PoM (**Attachment 1**) and Master Plan (**Attachment 2**) have been prepared for Carss Bush Park and Todd Park by Environmental Partnership.
47. The PoM has been prepared under the provisions of the Local Government Act 1993 and provides statutory requirements, clear guidelines and the designation of areas, to enhance the use of open space and minimise any conflict between user groups. The key objective of the PoM is to provide a clear strategic direction for future management and use of the Site.
48. This PoM is intended to be read and implemented in conjunction with the Carss Bush Park and Todd Park Master Plan 2025 which has been prepared concurrently with the PoM. The Master Plan was prepared in response to consultation with the community, organised sporting users, Council Officers and Councillors across 2023 – 2024.
49. The Master Plan illustrates some of the key recommendations of the PoM related to facilities and site planning and design but does not provide an exhaustive listing of all required actions. As such, the PoM and Master Plan must continue to be read in conjunction with one another.

ELEMENTS OF THE DRAFT MASTER PLAN

50. The Master Plan provides recommendations for key spaces and facilities across the park as listed in Table 2 below, illustrated in **Figure 3** and attached in **Attachment 2**.

Table 2 - Elements of the Master Plan

Elements of the Master Plan
Element 1 - Off leash Dog Park
<ul style="list-style-type: none"> Enhance connections to Narani Childcare and related community facilities like Carss Park Dog Park and Charles Pierie Field

Elements of the Master Plan	
<ul style="list-style-type: none"> Consider installing more shade sails or similar Consider installing additional bench seating as required Consider potential for additional landscape enhancement Consider future demolition of the shed building Consider future plantation in the subject area 	
Element 2 - Carss Park Facilities (Including Narani Childcare Centre, 3bridges, Straw Bale Shed and Community Garden)	
<ul style="list-style-type: none"> Investigate the future capacity to redevelop the Narani Childcare Centre to provide improved facilities Plan and implement improvements to the community gardens operation including dedicated storage, gate and more security fencing 	
Element 3 - Carlton Crescent Parking and Access	
<ul style="list-style-type: none"> Reduce parking lanes and traffic lanes to width required Provide standard kerb to road edge to discourage vehicular access to verge Provide shared path linkage to south side of Carlton Crescent and east side of Carwar Avenue Investigate pedestrian refuges on Carlton Crescent to assist safe road crossing Investigate and action formalised parking with line marking along Carlton Crescent 	
Element 4 - Carss Park Flats Sportsfields	
<ul style="list-style-type: none"> Investigate field reconstruction to include raising of levels, drainage, irrigation and grass resurfacing Review field configuration to optimise utilisation Investigate optimisation of sports lighting on site to increase lighting coverage and energy efficiency Include the current facilities for its sporting users in any future updates, e.g. the existing cricket net facilities Install spectator seating including some shaded areas around sports fields, and other street furniture Consider construction of new amenities building that supports co-location for multiple sporting club use, including canteen and storage, separate male and female change rooms and public amenities Consider event management impacts for Council and community major events – e.g., carparking and stall installation on flats - note that parking on the flats grass is causing maintenance issues - investigate ways to reduce the impact of parking on this area 	
Element 5 - Carss Park Flats Foreshore Path	
<ul style="list-style-type: none"> Widen foreshore path to minimum 2.5m clear width to provide shared bi-directional pedestrian and cycle access Provide native shade tree planting where possible Consider public art, decorative lighting, and interpretative signage to complement and enhance the environment Investigate low level lighting Manage and maintain foreshore riparian vegetation 	
Element 6 - Carss Park Flats Amenities / Men's Shed Integrated Building	
<ul style="list-style-type: none"> Investigate the redevelopment of men's shed, public amenities and sporting amenities into one integrated building. Also investigate potential integration with future aquatic facility site to make facility more central to fields Provide light weight ramp / stair structure linking to Carwar Avenue Investigate DDA compliant access from carparking to broader Carss Park site and the potential relocation/upgrade of existing fitness equipment 	

Elements of the Master Plan	
Element 7 - Carwar Avenue Shared Zone	
<ul style="list-style-type: none"> Create shared vehicle / cycle / pedestrian movement zone from Allawah Avenue intersection to prioritise pedestrian and cycle movement, reduce traffic speed and use space effectively 	
<ul style="list-style-type: none"> Provide surface treatments and signage to reflect shared zone as per TfNSW Shared Zone technical direction 	
<ul style="list-style-type: none"> Remove existing middle parking island on Carwar Ave and create a formalized drop off zone. Reconfigure carriageway and parking (revised to ninety degree) 	
<ul style="list-style-type: none"> Add accessible carparking spaces where suitable on the shared zone 	
<ul style="list-style-type: none"> Investigate bus movements to minimise negative impact to all site users 	
<ul style="list-style-type: none"> Consider public art, decorative lighting, and interpretative signage to complement and enhance the environment 	
<ul style="list-style-type: none"> Any future changes to consider event management impacts for Council and community major events 	
Element 8 - Ramp Access to Park Level	
<ul style="list-style-type: none"> Provide lightweight ramp and stair structure from Carwar Ave shared zone to park level allowing for universal access 	
<ul style="list-style-type: none"> Ramp to sit sympathetically within the vegetated zone and amphitheatre 	
<ul style="list-style-type: none"> Amphitheatre to be conserved as it is a vital space during events 	
<ul style="list-style-type: none"> Consider public art, decorative lighting, and interpretative signage to complement and enhance the environment 	
Element 9 – Carss Cottage Museum	
<ul style="list-style-type: none"> Undertake heritage assessment including Cyclical Maintenance Plan, Conservation Management Plan and Schedule of Conservation Works as part of the Plan of Management 	
<ul style="list-style-type: none"> Seek funding and implement priority maintenance works 	
<ul style="list-style-type: none"> Consider upgrade to outdoor area to increase community utilisation 	
<ul style="list-style-type: none"> Maintain access for maintenance and emergency vehicles 	
Element 10 – Eastern and Northern Foreshore	
<ul style="list-style-type: none"> Consider removal of existing fence to eastern edge and replace with 400x400mm sandstone hob foreshore edge as replacement barrier e.g. Sydney Royal Botanic Gardens foreshore to Sydney Harbour 	
<ul style="list-style-type: none"> Consider widening foreshore promenade to 2.5m and upgrading promenade pavement 	
<ul style="list-style-type: none"> Investigate viewing and rest deck point to be oriented towards Kogarah Bay as rest and viewing point 	
<ul style="list-style-type: none"> Investigate potential for floating walkway connection between the “points” 	
<ul style="list-style-type: none"> Consider public art, decorative lighting, and interpretative signage to complement and enhance the environment 	
Element 11 – Western Foreshore	
<ul style="list-style-type: none"> Integrated pockets of planting behind seawall enable shade canopy and riparian planting to assist with moisture management to grassed area 	
<ul style="list-style-type: none"> The planting on western edge of the seawall to be carefully chosen as the seawall is heritage listed 	
<ul style="list-style-type: none"> Consider removal of existing fence to western edge and replace with 400x400mm sandstone hob foreshore edge as replacement barrier e.g. Sydney Royal Botanic Gardens foreshore 	
<ul style="list-style-type: none"> Provide a paved area at western point and connect to proposed floating walkway 	
<ul style="list-style-type: none"> Consider any required upgrade to the sea enclosures 	
<ul style="list-style-type: none"> Investigate seawall condition - any required renewal of bath wall to be sandstone to match existing site amenity and heritage elements 	

Elements of the Master Plan	
	<ul style="list-style-type: none"> Investigate increased landscaping adjoining the foreshore
Element 12 – Western Grassed Picnic Zone	
	<ul style="list-style-type: none"> Integrate upgrade of soils and grass cover with foreshore upgrade
	<ul style="list-style-type: none"> Consider drainage options to improve drainage and recovery time of grassed area
	<ul style="list-style-type: none"> Improve surface finish to improve passive/environmental overland flows
Element 13 – Carss Park Lifesaving Hall	
	<ul style="list-style-type: none"> Investigate provision of new plaza space adjoining building
	<ul style="list-style-type: none"> Rationalise rear external areas and rationalise and provide consistent fencing to all buildings
	<ul style="list-style-type: none"> Include Heritage investigation and reconstruction/management /maintenance plan for building as part of the PoM
Element 14 – Carss Park Hilltop Carpark	
	<ul style="list-style-type: none"> Investigate improved vehicle access and appropriate traffic management structures to assist with current narrow circulation
	<ul style="list-style-type: none"> Any future changes to consider event management impacts for Council and community major events
	<ul style="list-style-type: none"> Investigate improved pedestrian access to carpark
Element 15 – Artists Cottage	
	<ul style="list-style-type: none"> Include Heritage investigation and reconstruction / management /maintenance plan for building in the PoM
	<ul style="list-style-type: none"> When building requires major renewal investigate potential to increase set back from roadway/pathway
	<ul style="list-style-type: none"> Provide consistent fencing to any external areas
	<ul style="list-style-type: none"> Consider public art, decorative lighting, and interpretative signage to complement and enhance the environment
Element 16 – Shared Path	
	<ul style="list-style-type: none"> Provide cross site bi-directional shared pedestrian and cycle access to replace existing narrow cross park path links
	<ul style="list-style-type: none"> Provide for maintenance and delivery access to Café and for general Council maintenance across park
	<ul style="list-style-type: none"> Pop-up bollards at road junction to adjoining streets to restrict vehicular access
	<ul style="list-style-type: none"> Consider public art, decorative lighting, and interpretative signage to complement and enhance the environment
Element 17 – Upgrade path link to Gnarbo Avenue	
	<ul style="list-style-type: none"> Improve bushland path network
	<ul style="list-style-type: none"> Upgrade existing lookout area – rationalise security fencing
	<ul style="list-style-type: none"> Consider public art, decorative lighting, and interpretative signage to complement and enhance the environment
Element 18 – Café and Toilets	
	<ul style="list-style-type: none"> Redevelop café building and set back further to free up more public movement space
	<ul style="list-style-type: none"> Café building to be aligned to capture views of the Baths and Kogarah Bay and avoid disruption/obstruction of plaza and playground access in any future redevelopment
	<ul style="list-style-type: none"> Any future design option should consider the retention of large native trees (Eucalyptus microcorys) in good condition
	<ul style="list-style-type: none"> Include patron toilets within any Café redevelopment
	<ul style="list-style-type: none"> Provide simplified and more generous paved plaza space to replace existing paths and connecting the play space to the Café

Elements of the Master Plan	
	<ul style="list-style-type: none"> • Provide seating, wayfinding, bins and drinking fountains
	<ul style="list-style-type: none"> • Integrate heritage significant Carss Grave plot sensitively within plaza space
	<ul style="list-style-type: none"> • Maintain strong visual links from plaza to Kogarah Bay
	<ul style="list-style-type: none"> • Replace existing public toilet block with new Toilet Block adjoining plaza space (example - Centennial Park, Grand Drive below Reservoir Fields)
Element 19 - Playspace	
	<ul style="list-style-type: none"> • Upgrade playspace as required
	<ul style="list-style-type: none"> • Integrate the playspace with proposed plaza space
	<ul style="list-style-type: none"> • Playspace to be served by new public toilet building
Element 20 – Creek Channel	
	<ul style="list-style-type: none"> • Investigate potential for additional future channel naturalisation having regard for role of adjoining grassed areas for passive recreation
	<ul style="list-style-type: none"> • Investigate potential boardwalk link across channel connecting grassed recreation areas
	<ul style="list-style-type: none"> • Consider public art, decorative lighting, and interpretative signage to complement and enhance the environment
Element 21 – Southern Grasslands	
	<ul style="list-style-type: none"> • Improve picnic and BBQ facilities
	<ul style="list-style-type: none"> • Consider improved drainage for the area as feasible
Element 22 – Bunyala Street Carpark	
	<ul style="list-style-type: none"> • Investigate improvements to parking configuration and circulation
	<ul style="list-style-type: none"> • Consider selected rationalisation of lower-level vegetation/tree branches to improve sight lines and public safety
	<ul style="list-style-type: none"> • Review carpark lighting for compliance and safety and undertake improvements as necessary
Element 23 – Todd Park Premium Sporting Facility	
	<ul style="list-style-type: none"> • Amenities upgrade as per future design proposals
	<ul style="list-style-type: none"> • Field reconstruction with improved drainage, irrigation, surface profile and lighting
Element 24 – Todd Park	
	<ul style="list-style-type: none"> • Provide shared bi-directional pedestrian and cycle path loop integrated with Bunyala Street
	<ul style="list-style-type: none"> • Investigate decommissioning of existing playground and replacing it with youth facilities (e.g. potential relocation of existing half basketball court)
	<ul style="list-style-type: none"> • Upgrade paths with energy efficient lighting and fencing
Element 25 – Future Aquatic Facility	
	<ul style="list-style-type: none"> • Community Open Space Site identified for future aquatic facility development
Element 26 – Boat Ramp	
	<ul style="list-style-type: none"> • Council will address the history of conflicts and safety concerns by managing public use of the boat ramp, considering the high pedestrian traffic and the challenging alignment of the ramp
	<ul style="list-style-type: none"> • Consider closing the boat ramp to general public use, retaining it solely for maintenance and Council operations as required
Element 27 – Bushland Management	
	<ul style="list-style-type: none"> • Ongoing bushland management in accordance with Councils Bushland Management policies and strategies and section 10.2 Action Plan for Habitat Management, including weed management, tree protection, and regeneration

Elements of the Master Plan

- Selection of trees for planting and regeneration within Carss Bush Park should consider the introduction of other endemic species to reduce the current reliance upon *Eucalyptus botryoides* (Bangalay), *Casuarina cunninghamiana* (River She-Oak) and *Casuarina glauca* (Swamp She-Oak). Species selected should be consistent with mapped Endangered Ecological Communities (EECs) which occur within the park, including Swamp Sclerophyll Forest on Coastal Floodplains of the Sydney Basin Bioregion and Swamp Oak Floodplain Forest of the Sydney Basin Bioregion

Element 28 – Landscape Management

- Undertake recurrent maintenance for park in accordance with asset Service levels and systems as per Council's "Mobile Maintenance Operations" system
- Note item 27 regarding selection of trees for planting within Carss Bush Park – this should be implemented through general landscape plantings within the park



Figure 3 - Draft Master Plan

CONTENT OF THE DRAFT PLAN OF MANAGEMENT

51. The draft PoM is structured in two parts as outlined below:

PART A - Basis for Management

- Introduction and Background: describes what plans of management are; why and how they are prepared; and what land is included.
- The Plan of Management Process: describes the draft plan of management process and the integration of consultation and key outputs.

54. Open Space Planning Context: Describes the planning context to the development of the Draft PoM for the Site, including Councils strategy and policy framework, studies and strategies relevant to site and studies of Kogarah War Memorial Pool Site.
55. Legislative context: Legislation guiding the planning and management requirements that a PoM is required to address.
56. Description of the lands: Description of the Site including its environment its assets; facilities; usage and condition.
57. Categorisation of Community Lands: Outlines the categorization process and key terminology and systems.
58. Leases License and Other Estates: Provides the requirements for the management of leases, license and other estates.
59. General Principles That Apply to All Categories Of Community Land: Lists the general principles for application in planning and management of all categories. This includes:
 - (a) Priorities and funding for maintenance and development of community land.
 - (b) Permissible use and development of community land.
 - (c) Environmental management and protection.
 - (d) Accessibility and inclusion.
 - (e) Protection of Indigenous and Non-Indigenous cultural heritage.
60. Concept Master Plan: Describes the concept Master Plan that has been developed.

PART B. Management of Community Land Categories

61. Part B contains an Action Plan for the management of the Site that has actions relating to:
 - Organised recreation – organised sports on Carss Flats and Todd Park, maintenance of sports surfaces and amenities, allow for multiple use of facilities.
 - Informal recreation - plan and implement facilities improvements (seats shelters, bins that support and enhance informal usage of park.
 - Aquatic recreation – the construction of a new aquatic facility.
 - Water based recreation / water edge recreation - enhance visual and physical access to the water for recreational activities.
 - Access – relating to vehicular access and parking, accessible ramps and walkways, pedestrian movement, cycle access and related facilities.
 - Community and social activity through improved amenities, additional seating, community use and events.
 - Built facilities for diverse community uses - manage the existing buildings on site available for flexible community use. Investigate potential for upgrade of café building to provide improved facility and better integrate with adjoining park.
 - Play fitness and exercise - complete the upgrade of Carss Bush Park playspace and integrate with future central gathering space / plaza. With upgrade of Carss Bush Park playspace remove play equipment in Todd Park to enable provision of youth activation node including multipurpose court facilities.
 - Heritage conservation and interpretation - use and manage the Carss Cottage building and curtilage in accordance with its conservation management plan (CMP)

and applicable heritage policies. Use and manage the Carss Bush Park area in accordance with any future Heritage Studies and applicable heritage policies.

- Natural habitats - conserve and protect the Carss Bush bushland area, plan design and implement further marine habitat enhancement in the southern area of the park foreshores, and further naturalisation of the existing stormwater channel passing through the southern park and foreshore. There is also an action to restrict public boat launching from boat ramp near Carss Cottage.
- Tree canopy and heat island management - undertake Arborists assessment of existing tree stock to identify current condition safe useful life expectancy (SULE) and recommendations for management. Develop a plan of tree planting and tree management to implement arborist recommendations and plan for future tree removal with replacement plantings as applicable. Identify opportunities for additional tree planting and implement.
- Effectively and sustainably managed and maintained – actions to reflect Councils overarching policies related to sustainable facilities and operations.

62. A requirement of the Local Government Act 1993 is that all community land must be assigned to one or more land categories whereby the land categorisation defines how Council will manage each parcel of land
63. Section 36(4) of the Local Government Act 1993 requires that community land be categorised according to the five categories of sportsground, park, area of cultural significance, natural area or general community use. The natural area category is further divided into five sub-categories – bushland, wetland, escarpment, watercourse or foreshore.
64. The Crown Land Management Act 2016 provides that this same requirement for categorisation now also applies to Crown reserves under the control of a ‘Council manager’.
65. Part B covers the categorisation of the Site and lists permissible uses and development as well as permissible leases/licences each category within the Site.
66. Park categorisation: Land should be categorised as a park under section 36(4) of the LG Act if the land is, or is proposed to be, improved by landscaping, gardens or the provision of non-sporting equipment and facilities, for use mainly for passive or active recreational, social, educational and cultural pursuits that do not unduly intrude on the peaceful enjoyment of the land by others.
67. The PoM has assigned the category of Park to the areas of Carss Bush Park and Todd Park that:
 - (a) Are of informal recreational use and support to recreational use (for example parking and access) but exclude organised sports use.
 - (b) Are not required to be categorised as Natural Area.

This covers a major proportion of the site which supports informal recreational activities and includes the open grassed areas to the foreshore and surrounding sports field areas.
68. Sportsground categorisation: Land should be categorised as a sportsground if the land is used or proposed to be used primarily for active recreation involving organised sports or the playing of outdoor games.
69. The PoM has assigned the category of Sportsground to the following areas of the of Carss Bush Park and Todd Park:
 - (a) The developed turf grass playing field for organised sports usage.

This categorisation assumes that the playing field can be used as a 'village green' grassed area for informal community use and events when not being used for organised sports training and games.

70. General Community Use categorisation: Land should be categorised as General Community Use if the land 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 is not required to be categorised as a natural area under section 36A, 36B or 36C of the Local Government Act and does not satisfy the guidelines under the Local Government Regulation for categorisation as a natural area, a sportsground, a park or an area of cultural significance.
71. The PoM has assigned the category of General Community Use to the following areas of the subject site:
 - (a) Buildings providing for commercial uses that support recreation and community activities in Carss Bush Park and Todd Park including the redevelopment of an Aquatic facility on the subject lands.
 - (b) Buildings housing community organisations operating within the reserve.
 - (c) The Carlton Crescent road reserve which traverses the community land subject to this PoM and which is zoned RE1 Public Recreation in the Georges River LEP 2021.
72. Natural Area Bushland categorisation: Land that is categorised as a natural area should be further categorised as bushland under section 36 (5) of the Act if the land contains primarily native vegetation and that vegetation:
 - (a) is the natural vegetation or a remainder of the natural vegetation of the land, or
 - (b) although not the natural vegetation of the land, is still representative of the structure or floristics, or structure and floristics, of the natural vegetation in the locality.
73. Specifically to Carss Bush Park and Todd Park, the PoM has assigned Natural Area - Bushland to the remnant bushland slopes to the centre of the site.
74. Natural Area Foreshore categorisation: Land that is categorised as a natural area should be further categorised as foreshore under section 36 (5) of the Act if the land is situated on the water's edge and forms a transition zone between the aquatic and terrestrial environment.
75. Specifically to Carss Bush Park and Todd Park, the PoM has assigned Natural Area - Foreshore to the natural and remade natural zones adjoining Kogarah Bay and at the interface of creek lines with the bay.
76. Natural Area Watercourse categorisation: Land that is categorised as a natural area should be further categorised as a watercourse if the land includes:
 - (a) any stream of water, whether perennial or intermittent, flowing in a natural channel, or in a natural channel that has been artificially improved, or in an artificial channel that has changed the course of the stream of water, and any other stream of water into or from which the stream of water flows, and
 - (b) associated riparian land or vegetation, including land that is protected land for the purposes of the Rivers and Foreshores Improvement Act 1948 or State protected land identified in an order under section 7 of the Native Vegetation Conservation Act 1997.
77. Specifically to Carss Bush Park and Todd Park, the PoM has assigned Natural Area - Watercourse to the natural and remade natural waterbodies including the Carss Park Tidal baths and the naturalised drainage channel in the southern zone of the subject site.

LAND CATEGORISATION AND PUBLIC HEARING

78. As stated, Part B of the PoM covers the categorisation of the Site in the PoM and lists permissible uses and development as well as permissible leases/licences each category has within the Site.
79. The existing Carss Bush Park and Todd Park Draft Plan of Management, 2004 categorises the subject site as Park, Sportsground, General Community Use, Bushland and Area of Cultural significance. Refer to **Figure 4** below for the existing categorisation. The existing and recently added Crown Reserve areas are not categorised as they were at the time (2004) unreserved Crown land or in the case of the existing Crown Reserve area north of Carlton Crescent outside of the 2004 study area.

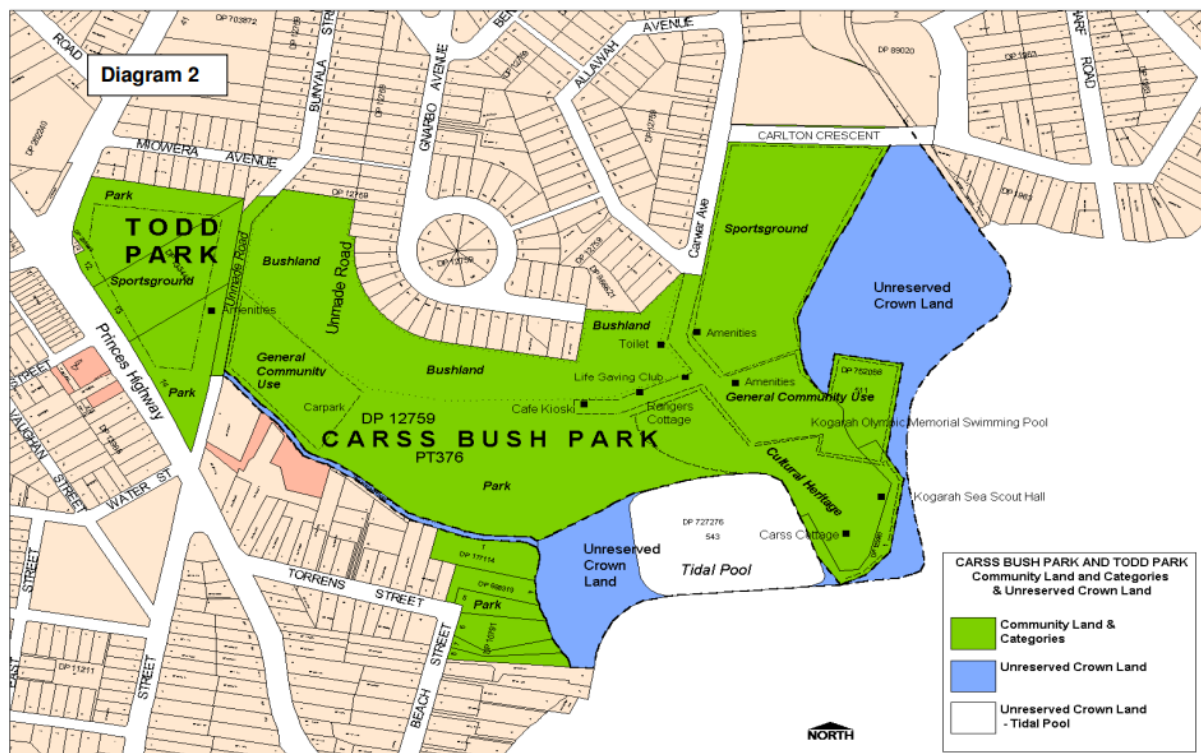


Figure 4 - Existing Plan of Management Categorisation

80. Considering the values and attributes, uses, type and level of development, character, management and intended future character and uses of the various precincts of Carss Bush Park and Todd Park, some revisions to the existing 2004 categories and extent of the categories are proposed.
81. Generally, Park and Sportsground remain with slight refinements, Bushland is corrected to Natural Area Bushland, and Natural Area Watercourse and Natural Area Foreshore have been added to reflect the environmental character of the site.
82. Area of Cultural Significance is not required as the elements of heritage significance are already defined and have specific management requirements detailed in other documents. This includes the State Heritage Listing for Carss Cottage and the 1993 Conservation Guidelines for Carss Cottage. It also includes the Local Heritage Listing for Carss Bush Park and related 2004 Landscape Heritage Study. This specialised guidance should guide management and protection of these heritage elements.

83. **Figure 5** below illustrates the proposed community land categorisations across the subject site.



Figure 5 - Community Land Categories

84. Where there is a change to existing categorisation under an approved PoM, or a reserve is being categorised for the first time, the LG Act requires that a council must hold a public hearing. Such a public hearing is typically held during the public exhibition of the relevant Draft Plan of Management and provides the community with the opportunity to make formal comment on the categorisations proposed within the proposed Draft Plan of Management.

85. As outlined in the Crown Land Management Amendment (Plan of Management) Regulation 2021, Councils are no longer required to hold a public hearing for proposed plans of management (under section 40A of the LG Act) where the proposed plan would alter the land categorisations assigned to Crown Reserves. This exemption applies to all Plans of Management for Crown land managed by Council.
86. In this case there are categorisation changes as outlined in **Table 3** below and as such a public hearing is required under section 40A of the LG Act 1993.

Table 3 – Land Categorisation – existing and proposed

Location	Crown Reserve	Past categorisation	Proposed categorisation	Notes	Public Hearing required
Carss Bush Park and Carss Park Flats	Part Crown Reserve R.83252 Gazetted 2024 Purpose: Public Recreation	2004 PoM Park Sportsground General Community Use Bushland Area of Cultural Heritage Note: creek / watercourse previously un-categorised being Crown Land	2025 PoM Park Sportsground General Community Use Natural Area Bushland Natural Area Watercourse Natural Area Foreshore	Categorisation added in 2025 PoM for creek / watercourse. Area of Cultural Heritage category removed as the park's heritage is addressed through its Heritage Listings and conservation strategies for park and Carss Cottage. The PoM defers to this detailed guidance for management of heritage in the park	Yes
Carss Bush Community Gardens	Part Crown Reserve R.83252 Gazetted 30/06/1961 Purpose: Public Recreation	2004 PoM Park Natural Area Watercourse	2025 PoM General Community Use Park	General Community Use category added for Narani Childcare, 3 Bridges Community Centre and Carss Park Community Gardens facilities	Yes
Todd Park		2004 PoM Park Sportsground	2025 PoM Park Sportsground		No

87. This report seeks Council endorsement of the changes to the land categorisation.

TREE CANOPY

88. The Master Plan contains elements tree planting, and these are:
- (a) Element 5 – Carss Park Flats Foreshore Path: *Provide native shade tree planting where possible.*
 - (b) Element 18 – Café and Toilets: *Any future design option should consider the retention of large native trees (Eucalyptus microcorys) in good condition.*

(c) Element 27 – Bushland Management:

- (i) *Ongoing bushland management in accordance with Councils Bushland Management policies and strategies and section 10.2 Action Plan for Habitat Management, including weed management, tree protection, and regeneration.*
- (ii) *Selection of trees for planting and regeneration within Carss Bush Park should consider the introduction of other endemic species to reduce the current reliance upon Eucalyptus botryoides (Bangalay), Casuarina cunninghamiana (River She-Oak) and Casuarina glauca (Swamp She-Oak). Species selected should be consistent with mapped Endangered Ecological Communities (EECs) which occur within the park, including; Swamp Sclerophyll Forest on Coastal Floodplains of the Sydney Basin Bioregion and Swamp Oak Floodplain Forest of the Sydney Basin Bioregion.*

89. The PoM contains the following actions:

- (a) Action 10.1 – To protect and conserve and enhance the remnant bushland area of Carss Bush Park.
- (b) Action 10.3 - To further enhance the extent and quality of marine habitat at the waters edge.
- (c) Action 11.1 - To maintain healthy tree canopy to existing tree stock.
- (d) Action 11.2 - To plan for tree replacement to maintain tree canopy.
- (e) Action 11.3 - To plan for increase of tree canopy where sustainable with ground surfaces and seasonal requirements for shade.

LAND CONTAMINATION

90. The draft PoM outlines the Site's history as a landfill and foreshore reclamation site and provides background on previous site management and contamination studies to address legacy environmental issues. These issues have been investigated in extensive detail in background documentation for potential redevelopment of the aquatic facility at the Site.

91. Considerations for the Master Plan and Draft PoM derived from past studies and investigations included:

- (a) Geotechnical limitations and contamination deriving from past landfilling works to the eastern half of the Carss Park Flats is a major constraint to be considered in future planning for the park.
- (b) Upgrading of the grassed sports field surfaces to Carss Park Flats is challenging due to the high water table, saline conditions and contamination of the eastern landfill zone – drainage, irrigation or other works would need to occur above existing levels requiring a raising of the field platform generally.
- (c) Any remedial works in the park should integrate potential to further enhance natural ecologies along the foreshores.
- (d) Previous studies have identified that the construction of a new aquatic facility on the existing pool site would have significant challenges to be addressed including:
 - (i) depth of water table and past contamination on construction feasibility and cost, and
 - (ii) management of potential impacts on Heritage listed item (with regards to State Heritage listing of Carss Cottage – it is noted that the pool site is just outside the curtilage of the Carss Cottage heritage item identified on the State Register – but impacts would need to be carefully considered)

FINANCIAL IMPLICATIONS

92. The preparation of the PoM and Master Plan are within budget allocation.
93. Budget will be required for any works identified in the draft PoM and Master Plan.

RISK IMPLICATIONS

94. Strategic Risk 3 – Assets and Infrastructure. The preparation of a Master Plan and Plan of Management for the Site will mitigate this risk, by planning for and facilitating infrastructure that is reflective of the ongoing needs and/or expectations of our community and the infrastructure required to provide high quality of service demanded by the community.
95. Strategic Risk 7 – Ineffective governance. A Plan of Management (PoM) is a legislative requirement for Council owned community land, and Crown Land where Council is the appointed Crown Land manager. The PoM is intended to ensure Council's compliance with the *Crown Land Management Act 2016* and *Local Government Act 1993*.

COMMUNITY ENGAGEMENT

96. Extensive preliminary community engagement was undertaken from 8 November to 8 December 2023 to raise awareness of the preparation of the draft PoM and Master Plan and provide opportunities for input.
97. Following endorsement from Council to place the Plans on exhibition and obtaining landowner's consent from Crown Land, the draft PoM and Master Plan will be placed on public exhibition for a period of no less than 28 days and allow submissions to be received up until 42 days in accordance with section 38 of the *Local Government Act 1993*.
98. It is intended to make the draft PoM and Master Plan available for viewing at:
 - Council's Your Say website;
 - Georges River Civic Centre, MacMahon Street, Hurstville, between 8.30am and 5.00pm, Monday to Friday;
 - Clive James (Kogarah) Library and Service Centre, during library hours; and
 - Hurstville Library, during library hours.
99. Notification of the public exhibition and exhibition methods will comprise:
 - Direct letterboxing or email to participants involved in the community consultation undertaken to inform the preparation of the draft PoM and Master Plan;
 - Direct letterboxing to all properties within a 300m radius of the Site;
 - Direct letter and/or email contact with known stakeholders or user groups;
 - Council's Your Say website;
 - Newspaper advertisement in The Leader; and
 - Corflute signs installed on-site.
100. A public hearing for the draft PoM will be held in accordance with the provisions of section 40A of the *Local Government Act 1993*, as the PoM categorises community land not previously included in a PoM.




CONCLUSION

101. The draft PoM and Master Plan for the Site are now ready for public exhibition. The concurrent exercise to formalise the reservation of several areas of Crown land within the Site as Crown Reserve for ongoing management by Council will be ongoing.
102. Whilst Council, subject to Crown consent, can place the Master Plan and PoM on public exhibition, the non-claimant application must however be finalised prior to the final adoption of the PoM by the Minister for Lands and Property and Council.

FILE REFERENCE

D25/106229

ATTACHMENTS

- Attachment 1  Carss Bush Park and Todd Park Draft Plan of Management March 2025 - 100425 - *published in separate document*
- Attachment 2  Carss Bush Park and Todd Park Master Plan March 2025 - 090425 - *published in separate document*
- Attachment 3  Phase One Consultation Report dated December 2024 - *published in separate document*

Item: ENV016-25 **Donnelly Park Plan of Management and Master Plan update**

Author: Manager Strategic Planning

Directorate: Environment and Planning

Matter Type: Committee Reports

ENV016-25

RECOMMENDATION:

- (a) That Council adopt the amended Donnelly Park Plan of Management (**Attachment 1**) and amended Master Plan (**Attachment 2**) in accordance with section 40 of the *Local Government Act 1993* and section 3.23(6) of the *Crown Land Management Act 2016*.
- (b) That Council authorise the General Manager to make minor editorial modifications in the finalisation of the Donnelly Park Plan of Management and Master Plan.
- (c) That all individuals who provided a submission during the public exhibition of the Donnelly Park Plan of Management and Master Plan be notified of Council's decision.
- (d) That the adopted Donnelly Park Plan of Management and Master Plan be forwarded to the NSW Department of Planning, Housing and Infrastructure (DPHI) – NSW Crown Lands for information.
- (e) That the Donnelly Park Plan of Management and Master Plan be placed on Council's website following adoption by Council.

EXECUTIVE SUMMARY

1. Council at its meeting held 24 February 2025 resolved (CCL005-25) to adopt the Donnelly Park Plan of Management (PoM) and Master Plan in accordance with section 40 of the Local Government Act 1993 and section 3.23(6) of the Crown Land Management Act 2016, subject to the following amendments:
 - (a) Remove the path along the park's northern and western boundaries.
 - (b) That tree planting along the northern and western boundaries of the park (action item 21) be removed, due to the presence of large infrastructure pipes from Sydney Water and Council's stormwater pipes and the open stormwater culvert along the northern boundary.
 - (c) That tree planting in other parts of Donnelly Park be increased so that tree canopy cover is greater than that shown on the Donnelly Park Plan of Management and Master Plan.
2. Gondwana was requested to update the PoM and Master Plan in accordance with the Council's resolution. Gondwana suggested three additional areas for planting:
 - (a) additional infill tree planting between the Sea Scouts Hall and Kyle Parade,
 - (b) linking the tree planting corridor along the southern section of Kyle Parade, and
 - (c) as part of the already proposed terrestrial plantings landward of the new seawall, which would also provide shade to the proposed foreshore path.
3. This report recommends that the infill tree planting be located between the Sea Scouts Hall and Kyle Parade and along the southern section of Kyle Parade. The tree planting along the new sea wall is not supported as it may interfere with the Donnelly Park Foreshore Protection and Environmental Enhancement Project which has commenced.

4. Overall the area of tree planting proposed in the amended PoM and Master Plan will not increase so that tree canopy cover is greater than that shown on the exhibited versions as required by the Council resolution dated 24 February 2025. This is explained in this report.
5. The additional infill planting as proposed by Gondwana is a minor change to the PoM as adopted by Council on 24 February 2025 and does not require re-exhibition. However, it is outside the authorisation given to the General Manager by Council as the amended actions in the PoM relating to the infill landscaping are not minor editorial modifications.

BACKGROUND

6. At its meeting on 25 September 2023, Council endorsed the draft Donnelly Park Plan of Management (PoM) and Master Plan for public exhibition and for the draft PoM to be forwarded to the then Department of Planning and Environment (DPE) for landowners' consent; which was provided on 7 March 2024.

Public Exhibition of the Draft PoM and Master Plan

7. The draft PoM and Master Plan were publicly exhibited for a period exceeding 28 days, from 27 March 2024 until 26 April 2024.
8. The two recurring concerns raised in the submissions received related to the:
 - (a) Opposition to Action 21 – boundary tree planting along the north and west boundaries, and
 - (b) Opposition to the proposed perimeter pathway by residents whose properties back onto the park due to privacy and noise issues.

Environment and Planning Committee held 10 February 2025

9. The Council's Environment and Planning Committee held 10 February 2025 considered a report (ENV002-25) recommending the adoption of the Donnelly Park PoM and Master Plan.
10. That report recommended that Action 21 be retained, as the action aligns with Council's Tree Management Policy and directly contributes to mitigating Strategic Risk 5: Climate Change, as identified in Council's Strategic Risks 2024/25.
11. With respect to the objections received regarding the construction of new paths Action AM11 of the PoM was amended to state:

Construct a sealed path looping around the large western grassed area (as shown indicatively on the Master Plan – Figure 9). This path will run along the rear of the redeveloped seawall/foreshore zone (see Action DF15), as a feature of this area, and the western edge of the large, sealed parking/manoeuvring area above the larger boat ramp. This path will be sealed and provide for accessible use. It will preferably follow a gently meandering alignment and aligned around the perimeter of the western open grassed area so as not to “sterilise” this large space for special events and other uses.

Alignment of this loop path along the Park's northern and western boundaries will also consider the privacy/visibility of adjacent residences and proposed landscape works.

12. The Council's Environment and Planning adopted the report which recommended:
 - (a) *That Council adopt the Donnelly Park Plan of Management and Master Plan in accordance with section 40 of the Local Government Act 1993 and section 3.23(6) of the Crown Land Management Act 2016.*

- (b) *That Council authorise the General Manager to make minor editorial modifications in the finalisation of the Donnelly Park Plan of Management and Master Plan.*
- (c) *That all individuals who provided a submission during the public exhibition of the Donnelly Park Plan of Management and Master Plan be notified of Council's decision.*
- (d) *That the adopted Donnelly Park Plan of Management and Master Plan be forwarded to the NSW Department of Planning, Housing and Infrastructure (DPHI) – NSW Crown Lands for information.*
- (e) *That the Donnelly Park Plan of Management and Master Plan be placed on Council's website following adoption by Council.*

Council Meeting held 24 February 2025

13. Council at its Meeting held 24 February 2025 considered the recommendation of the Environment and Planning Committee dated 10 February 2025 and resolved (CCL005-25):
- (a) *That Council adopts the Donnelly Park Plan of Management and Master Plan in accordance with section 40 of the Local Government Act 1993 and section 3.23(6) of the Crown Land Management Act 2016, subject to the following amendments:*
 - (i) *Remove the path along the park's northern and western boundaries.*
 - (ii) *That tree planting along the northern and western boundaries of the park (action item 21) be removed, due to the presence of large infrastructure pipes from Sydney Water and Council's stormwater pipes and the open stormwater culvert along the northern boundary.*
 - (iii) *That tree planting in other parts of Donnelly Park be increased so that tree canopy cover is greater than that shown on the Donnelly Park Plan of Management and Master Plan.*
 - (b) *That Council authorise the General Manager to make minor editorial modifications in the finalisation of the Donnelly Park Plan of Management and Master Plan.*
 - (c) *That all individuals who provided a submission during the public exhibition of the Donnelly Park Plan of Management and Master Plan be notified of Council's decision.*
 - (d) *That the adopted Donnelly Park Plan of Management and Master Plan be forwarded to the NSW Department of Planning, Housing and Infrastructure (DPHI) – NSW Crown Lands for information.*
 - (e) *That the Donnelly Park Plan of Management and Master Plan be placed on Council's website following adoption by Council.*

ACTIONS TAKEN

14. Gondwana were requested to update the PoM and Master Plan in accordance with the Council's resolution.
15. The following has been removed from the PoM and Master Plan as per the Council's resolution dated 24 February 2025:
- (a) the path along the park's northern and western boundaries, and
 - (b) Action 21 relating to tree planting along the northern and western boundaries of the park.

16. With respect to the Council's resolution (a)(iii) (in **Paragraph 12** above), relating to increasing the provision of tree planting in other parts of Donnelly Park so that tree canopy cover is greater than that shown on the PoM and Master Plan, Gondwana advised that that was a challenge as the options for increasing tree planting are limited.
17. The Master Plan already showed trees, existing or proposed, across almost all parts of the park that are not used/required for other purposes and the relevant management action refer to maintaining tree cover/health and undertaking infill planting as needed in already treed areas.
18. Gondwana suggested three areas (refer to **Figure 1** below):
 - A. additional infill tree planting between the Sea Scouts Hall and Kyle Parade,
 - B. linking the tree planting corridor along the southern section of Kyle Parade, and
 - C. as part of the already proposed terrestrial plantings landward of the new seawall, which would also provide shade to the proposed foreshore path.

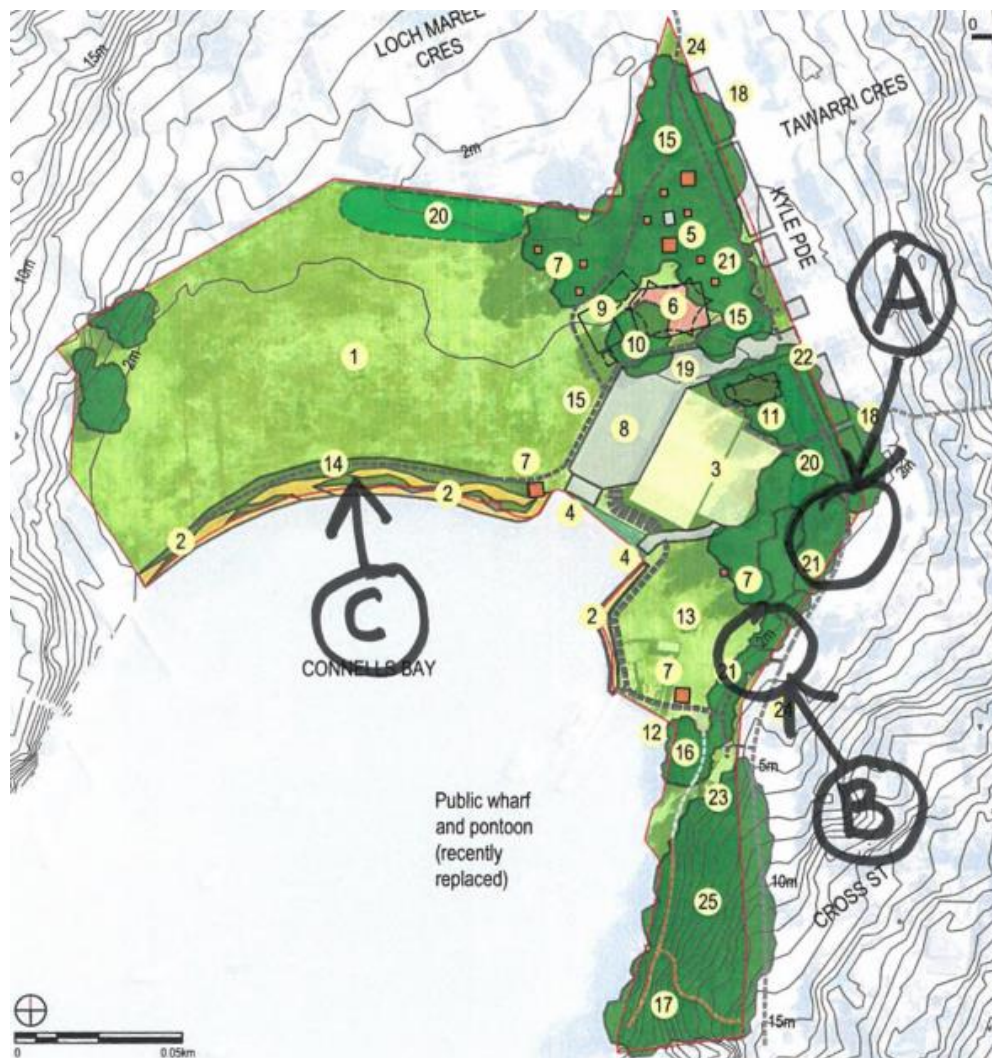


Figure 1 - Location of additional planting

19. These options excluded the larger western open grass area (west of the boat ramps and carpark) and the south-eastern grassed area (south of the Sea Scouts Halls) – as any extensive tree planting in these areas would “sterilise” them for the recreational activities now undertaken in these places and which are key values of the park. Both these areas are used for boat rigging and assembly on sailing days/races and for larger regattas. The

western area is also the largest free activity space for ball games and more active uses (as well as site of the past GRC outdoor cinema event), and the south-eastern area is also used for informal junior sports training as well as by the Sea Scouts. Therefore, any tree planting to reduce or break up these spaces would disadvantage these existing uses/users.

20. Additional tree planting in the south-east bushland zone is not an effective option – as this area is well-treed with no capacity for increasing the tree canopy cover (and the PoM already provides for bush regeneration here, in Action NRM1).
21. So the remaining areas to show extra tree planting – beyond the current Master Plan – are limited to the areas marked A, B and C in **Figure 1** above. Areas A and B are further highlighted in red in **Figure 2** below.
22. Area C would provide shade to the proposed foreshore path, but this is very likely to cause the same concerns raised in the public exhibition of the Draft PoM and Master Plan. Furthermore the Donnelly Park foreshore area is covered by the Donnelly Park Foreshore Protection and Environmental Enhancement Project which has commenced. This Project was identified as a priority in the Georges River Foreshore Access and Improvement Plan and is focused on the construction of an eco-engineered seawall to rectify existing seawall failures and improve environmental and community value of the area. The new design includes a replacement seawall, improved foreshore access, saltmarsh planting and adjoining landscaping.
23. Therefore the amended Master Plan (in **Attachment 2**) indicates additional planting in Areas A and B, and the amended PoM in **Attachment 1** has been updated to reflect these areas.
24. Overall the tree planting proposed in amended PoM and Master Plan will not increase so that the tree canopy cover is greater than that shown on the exhibited versions. **Figure 2** below shows the areas of tree planting deleted because of Council's resolution dated 24 February 2025. The red circles in **Figure 2** indicate Areas A and B and the limited area available for tree planting.



Figure 2 - Areas of trees planting removed

25. The main changes to the PoM due to Council's resolution (a)(iii) above are highlighted in yellow below:
- (a) Include words in Section 5.3 Donnelly Park Master Plan: *Plant suitable tree species in appropriate locations throughout the Park to increase the overall tree canopy within the parkland.*
 - (b) Amend Action AM10: *Construct a Park access/entry path (as shown indicatively on the Master Plan – Figure 9) – running south of the playground and sealed basketball key (and north of the Park's short access road), connecting from the existing north-south path along Kyle Parade and leading west into the Park (and ultimately accessing the proposed foreshore path – see Action AM11 below). This path will be sealed and provide for accessible use.*
 - (c) Amend Action AM11: *Construct a sealed path along the rear of the redeveloped seawall/foreshore zone (see Action DF15) as a feature of this area (as shown indicatively on the Master Plan – Figure 9). This foreshore path will link to the Park's wider existing and proposed path network by a new sealed path constructed along the eastern edge of western open grassed area and beside the large, sealed parking/manoeuvring area (as also shown indicatively on the Master Plan – Figure 9). Both paths will provide for accessible use.*
 - (d) Amend Action AM12: *Construct a Park access/entry path – from the existing north-south path along Kyle Parade, in the Park's far north-east corner, and leading south/south-west past the picnic/barbeque area into the Park (and ultimately accessing the proposed foreshore path – see Action AM11 above) (as shown indicatively on the Master Plan – Figure 9). This path will be sealed and provide for accessible use.*

- (e) Amend Action GL9: *Undertake tree plantings along the Park's Kyle Parade frontage and east of the community facility currently occupied by the Sea Scouts (as shown indicatively on the Master Plan at Figure 9) – to enhance the streetscape, screen larger buildings, increase the area's total tree cover, provide additional fauna habitat, and enhance biodiversity "links" (while also considering "Crime Prevention Through Environmental Design" principles). Such additional or reinforcement tree planting will also aim to:*
- (i) *retain a predominately "open parkland" character across most of the area, by avoiding understorey plantings and view obstruction; and*
 - (ii) *provide for the succession/replacement of aging, diseased or inappropriate trees.*

FINANCIAL IMPLICATIONS

26. Additional budget of \$1,980.00 was spent in updating the PoM and Master Plan as per the Council's resolution dated 25 February 2025.

RISK IMPLICATIONS

27. Adopting the final Donnelly Park PoM and Master Plan directly contributes to mitigating Strategic Risk 5: Climate Change, as identified in Council's Strategic Risks 2024/25, by aligning with Council's Tree Management Policy and fostering climate-resilient practices.
28. The adoption of the PoM and Master Plan demonstrates a proactive commitment to managing climate-related risks while preserving and enhancing both the natural and built environment in Donnelly Park.
29. This approach reinforces Council's dedication to biodiversity, liveability, and the sustainability of natural systems, ensuring the park remains a valuable community asset for future generations.

COMMUNITY ENGAGEMENT

30. The draft PoM and Master Plan for Donnelly Park were on public exhibition for a period exceeding 28 days, from 27 March 2024 to 26 April 2024, with submissions accepted until 7 May 2024.
31. A webinar was held on 16 April 2024 from 6:00 pm to 7:00 pm.
32. A Public Hearing was held on 30 April 2024 regarding the proposed recategorisation of Donnelly Park.
33. The additional infill planting as proposed by Gondwana is a minor change to the PoM as adopted by Council on 24 February 2025 and does not require re-exhibition.

CONCLUSION

34. The report recommends that Council adopt the Donnelly Park Plan of Management (**Attachment 1**) and Master Plan (**Attachment 2**) as amended to address the Council's resolution dated 24 February 2025.
35. All submitters who provided a submission during the public exhibition of the Donnelly Park Plan of Management and Master Plan will be notified of Council's decision.
36. The adopted Donnelly Park Plan of Management and Master Plan will be placed on Council's website.

FILE REFERENCE

D25/117019

ATTACHMENTS

Attachment 1  Donnelly Park Plan of Management - *published in separate document*

Attachment 2  Donnelly Park Master Plan - *published in separate document*

ENV016-25