

ALLOCATED OFFICER	Mich Watt
DATE RECEIVED	21-Mar-2017
PROPERTY NUMBER	74600
PROPERTY ADDRESS	Life Saving Club , 100 and 120 Great Ocean Road, Anglesea
APPLICANT	Anglesea Surf Life Saving Club
OWNER	Anglesea Surf Life Saving Club
PROPOSAL	Building and Works Associated with the Redevelopment of the Surf Life Saving Club
ZONE	Public Park and Recreation Zone
OVERLAY/S	Nil

PROPOSAL

The application seeks approval to demolish the northern part of the existing Surf Life Saving Club building and to construct a new addition to the building in that location. The location of the building can be seen in the image below, as can the increase in building footprint proposed.

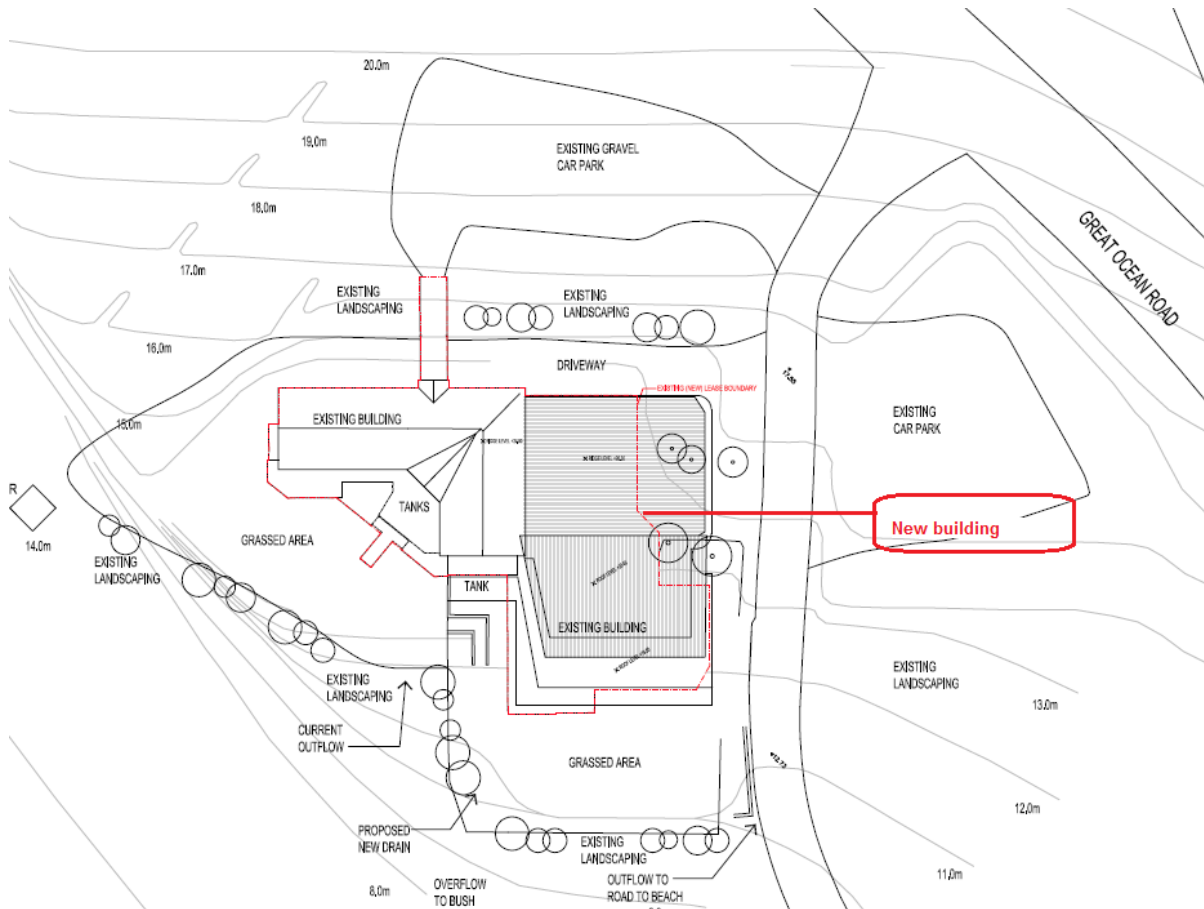


Figure 1– Site plan showing location of new building

The building is three stories in scale and is designed to be 3.6 metres higher than the existing building located on the land. It is no higher than the part of the building which is to be retained. The building can be seen in the images below.



Figure 2 – East elevation which shows existing building and height of the existing building to be demolished



Figure 3 – North elevation which shows existing building and height of the existing building to be demolished

The new building is designed to include the following:

Lower ground level

- Storage area;
- Change rooms and toilets;
- Garaging for patrol vehicle;
- Wash down area;
- Office and shop area;
- Lift.

A new stairwell will be created to connect the lower ground level to the ground level. Terraced areas will also be established to the north of the building, with shade sails over.

Ground level

- Reception and admin area;
- Training room;
- Patient and first aid rooms;
- Trailer and patrol vehicle store;
- Deck areas which are oriented to overlook the beach.

A bridge will be established to connect the new building with the existing building.

First floor

- Deck areas which are oriented to overlook the beach;
- Training rooms;
- Toilets;
- Kitchen, bar and storage areas;
- A new entry point from the west, via a bridge.

A range of building materials are proposed to be used in the construction of the building including: diamond cut limestone, timber panelling, bleached concrete panels, light silver grey titanium zinc and eucalypt colorbond roofing.

The Club has advised that the facilities on the upper level will provide the opportunity for community usage, which is consistent with the Crown Lease under which the Club operates.

Vegetation to the north of the building, within two patches, will be cut back and/ or removed as follows:

- Western Patch – One Tuart *Eucalytus gomphocephala* and two non-indigenous eucalypts, along with two small Boobialla *Myoporum insulare* and one small Seaberry Saltbush *Rhagodia candolleana*;
- Eastern Patch – Planted non-indigenous Yellow Gum Eucalyptus *leucoxylon* over scattered native and indigenous plants including: boobialla, seaberry saltbush, black anther flax lily, bidgee-widgee and bower spinach. Introduced species include: mirror bush, cocksfoot, karo, gazinia and sow thistle.

The vegetation can be seen in the photograph below.



Photo 1 – Vegetation to be impacted by construction

The vegetation removal does not require planning permission as the vegetation is planted within modified landscape areas.

SITE AND SURROUNDING AREA

The site can be seen in the aerial image below.



Figure 4 – Aerial Image – Site and Surrounding Area

The site is located on the south east side of the Great Ocean Road, opposite the intersection of Murray Street and Harvey Street. The site is currently developed and used as a surf lifesaving club, with the existing facility comprising two double storey buildings and a patrol tower. The buildings are setback around 35 metres from the cliff edge, while the tower is sited much closer to the cliff edge.



Photo 2 – Existing Development

The facility currently comprises:

Lower ground

- Gear patrol/ equipment storage;
- Change rooms; toilets and external showers. The toilets adjacent to the shade sails and the external showers will be available for use by the public;
- Nipper board storage;
- Other storage rooms.

Ground level

- Ski board store;
- Surf board store;
- Patrol member's kitchen;
- Club shop;
- Training room;
- Two offices;
- First aid room;
- Deck area overlooking the beach;
- Two dormitories with bathrooms;
- A gym.

First floor

- General purpose meeting room;
- Kitchen;
- Bar;
- Committee room;
- Deck areas overlooking the beach;
- Entry via a ramp from the west.

It is understood that the north building was constructed by volunteer labour in the early 1960s and has been extensively modified since that time. The original building suffers from severe weathering and corrosion. It has been determined that the building has reached the end of its life cycle and needs to be replaced.

Currently, rooms within the Club are leased to a range of community groups at a nominal cost to cover cleaning and power. In the past, the users have primarily been government, community groups and schools. Over the peak surf lifesaving period, the facility is wholly used by the club and no spaces are used by other groups.

Two small car parking areas are provided adjacent to the building, accessible from the Great Ocean Road.

Dwellings have been developed along Harvey Street and Murray Street, as well as along the Great Ocean Road to the north and north east of the site.

Relevant History and Background

Past permits:

Application No.	Proposal	Decision
14/0472	Redevelopment of Surf Life Saving Buildings	Withdrawn

Registered Restrictions

Under Section 61(4) of the *Planning & Environment Act 1987* the Responsible Authority must not issue a planning permit that would result in a breach of a registered restriction. The subject land is not affected by registered restrictions.

CULTURAL HERITAGE MANAGEMENT PLAN (CHMP)

The Aboriginal Heritage Regulations 2007 specify the circumstances in which a Cultural Heritage Management Plan is required for an activity or class of activity. Part 2 - Division 2 of the Aboriginal Heritage Regulations 2007 specifies exempt activities which do not require a Cultural Heritage Management Plan. The site is located within a lease area which has been subject to significant ground disturbance such that a CHMP is not required. An officer from the Office of Aboriginal Affairs Victoria has confirmed that a CHMP is not required.

REFERRALS

The following external referrals were undertaken:

Referral Authority	Type of Referral	Advice/ Comments/ Conditions
VicRoads	Section 52	<p>No objection, no conditions.</p> <p>A previous referral response from VicRoads for Planning Permit Application 14/0472 indicated that a pedestrian refuge and appropriate street lighting should be installed.</p> <p>The Planning Officer has clarified that this condition has not been applied to the current Planning Permit Application as VicRoads intends to install the pedestrian refuge.</p>

The following internal referrals were undertaken:

Department	Advice/ Comments/ Conditions
Infrastructure	<p>Further detail is required around storm water management.</p> <p>Note: A permit condition within the recommendation deals with this issue.</p>

Department	Advice/ Comments/ Conditions
Environmental Health	<p>Approvals are required under the Heath Act.</p> <p>Provision must be made on the land for the storage of garbage.</p> <p>The premises must be registered as prescribed accommodation.</p> <p>Recommendation for conditions around the Public Health and Wellbeing Act and noise control.</p>

Department	Advice/ Comments/ Conditions
Recreation and Open Space	<p>Council's Recreation and Open Space Planning Department supports the Anglesea Surf Life Saving Club upgrade project. We are pleased with the provision of community access to the facility, particularly as recently redeveloped Surf Life Saving Club facilities at Lorne and Fairhaven demonstrate that contemporary designed facilities sufficient in size to accommodate a range of multi-use community activities facilitate higher community participation levels.</p> <p>The design is generally consistent with the Surf Life Saving Clubhouses of the Future Guidelines ensuring that the Club can continue to operate effectively and efficiently</p>

	<p>from the site. However, it should be noted that Life Saving Victoria are currently updating these guidelines to accommodate more contemporary clubhouse design principles.</p> <p>In August 2015 Council endorsed the Surf Coast Shire Community Building Study. The study identified that providing accessible community buildings is an effective contribution Council can make to achieving connected communities and facilitating participation. The Anglesea Surf Life Saving Club was excluded from the study as it was not located on Council owned or managed land, however the key findings from the study support the club's rationale for expansion:</p> <ul style="list-style-type: none">• The community plays an important and valued role in the management and operations of community buildings.• Community buildings serve an important role in community connection around community participation and service provision.• Community buildings bring economic benefits to those who use them to run their business activities.• An important role of community buildings is to support and facilitate participation. The use audit revealed that community buildings are a place to experience health and wellbeing; exercise; relax; be creative; do business; welcome visitors; learn; support volunteers; connect and celebrate. <p>Key statistics from the 2016/17 summer season as provided by Life Saving Victoria further support the development of a larger facility to ensure the continued provision of high quality lifesaving services for the Anglesea beach and surrounds:</p> <ul style="list-style-type: none">• 38% increase in beach attendance.• 59% increase in preventative actions.• 34% increase in minor first aid cases.• 7% increase in rescues.
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Pursuant to Section 61(3)(a) of the *Planning and Environment Act 1987* Council must not decide to grant a permit to use or develop coastal Crown Land within the meaning of the Coastal Management Act unless the Minister administering that Act has consented under that Act to the use and development.

DELWP have issued Coastal Management Act Consent for the use and development of Coastal Crown Land. The consent was issued on 17 February 2017 and expires within two years of the date of issue unless an extension of time is applied for and granted by the Minister. The consent also expires if works are not completed within three years of the date of issue unless an extension is granted by the Minister.

A letter from Life Saving Victoria confirms that the club has been successful in accessing State Government funding for the redevelopment. Life Saving Victoria has advised that *the State Government funding decision was based on a proposal (business case) submitted to the Government's Expenditure Review Sub-Committee and developed by LSV in partnership with Emergency Management Victoria. The business case validated the need for club redevelopment.*

A letter from the Great Ocean Road Coast Committee consents to the application for permit being made and to the proposed development.

PUBLIC NOTICE

In accordance with Section 52 of the Planning and Environment Act 1987, public notice of the application was carried out in the following manner:

- Two signs were placed on the site;
- Notices were sent to property owners and occupiers along the Great Ocean Road;
- A notice was placed in the newspaper.

At the time of writing this report, a total of eleven submissions have been lodged with Council. Ten of the submissions are objections to the application, while a submission in support of the proposal was also received.

A number of the objections raised concerns about the bulk and scale of the development. As a result, height poles were erected to provide an indication of the size of the development. The height poles were erected in the

following locations:

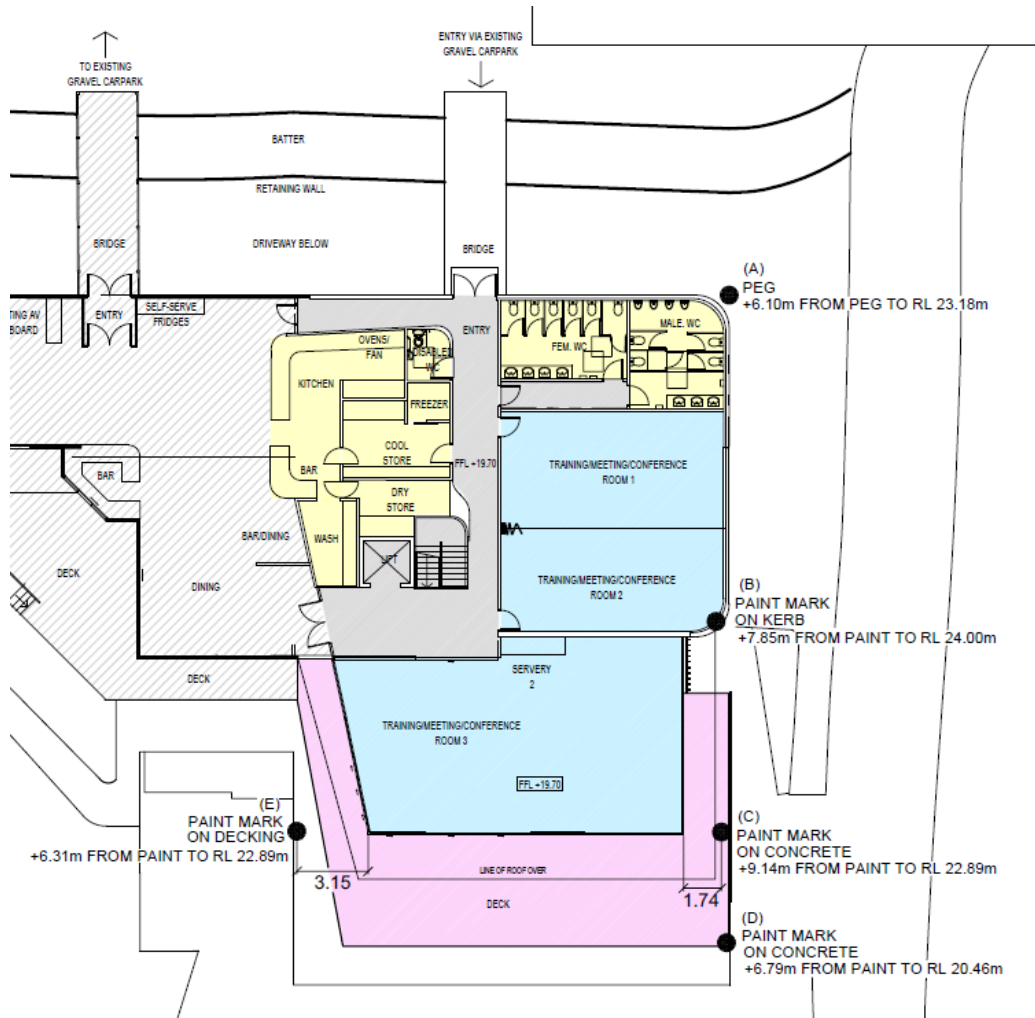


Figure 5 – Location of height poles

Photographs of the height poles, taken by Council Officers, are included below.



Taken at ground level outside property at 29 Harvey Street, Anglesea (height poles are not visible)



View from Anglesea Beach



View from Anglesea Beach



View from Intersection of Harvey Street and Great Ocean Road, Anglesea



View from Great Ocean Road, opposite the site

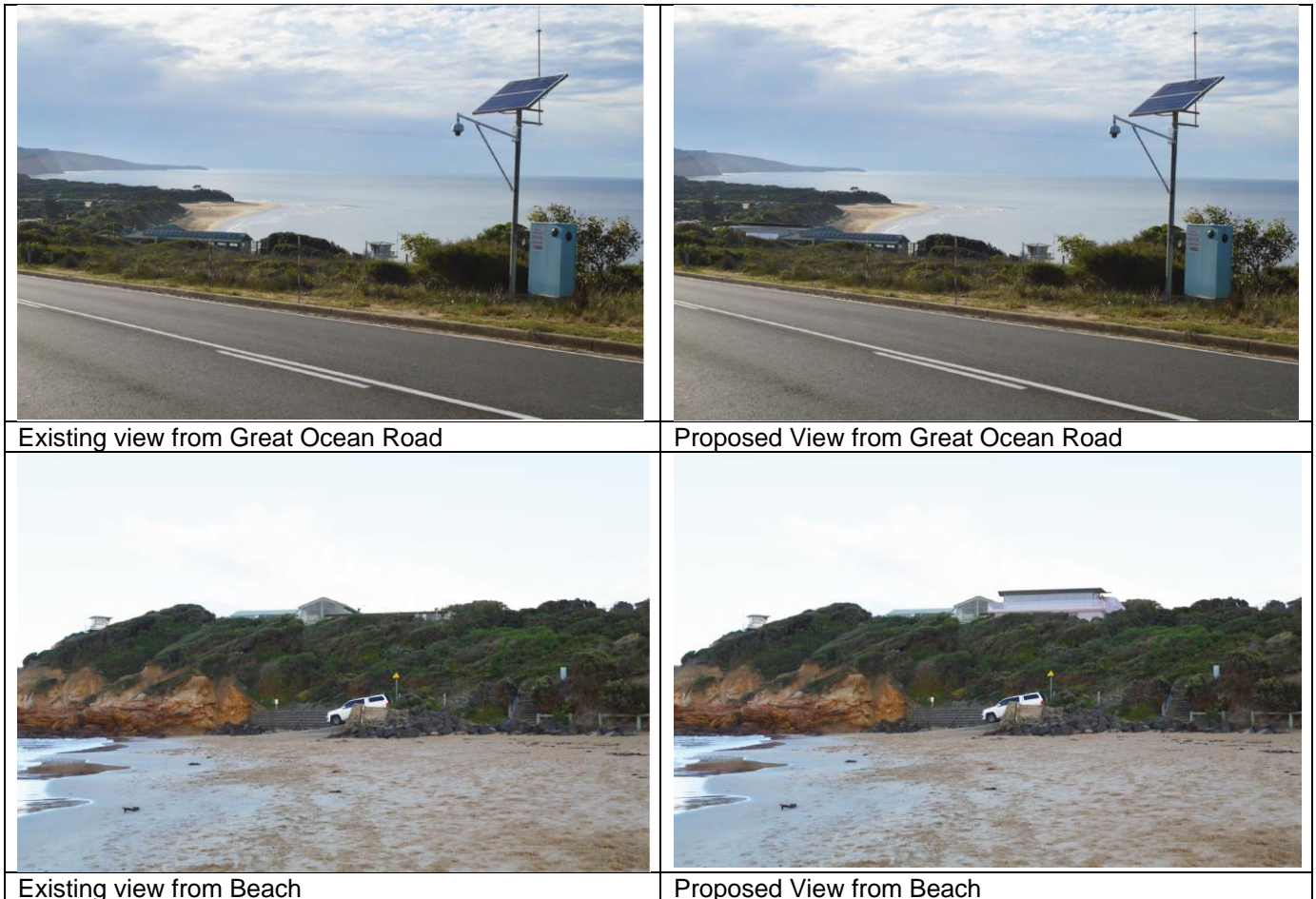


View from Accessway to Beach

Planning Officers also visited the Art Deco Lookout which is accessed via Harvey Street and the lookout to the south of the Club on the Great Ocean Road. The building is not visible from either location.

The building will be visible when driving down the Great Ocean Road from Aireys Inlet into Anglesea, however it is not a dominant element in this view and doesn't compromise the views of the beach and the cliffs at Point Addis when viewed from this road.

The following montages were submitted as part of the application:



AMENDMENT TO APPLICATION AFTER NOTICE

The application was not amended prior to or after notice.

OBJECTIONS

The concerns of objectors are summarised below:

- Bulk and height of the north eastern corner of the proposed building;
- Removal of trees from the north eastern corner which would expose the bulk and height of the building and affect amenity of existing view to the beach;
- No proposal to replant vegetation;
- No proposal for increased car parking;
- An underpass under the Great Ocean Road would be desirable;
- Views from my property would be diminished (29 Harvey Street);
- Impact on privacy of dwelling at 145E Great Ocean Road;
- The third level of the building appears to be a social space for out of town members;
- The removal of the toilet block is concerning;
- The new building will negatively impact on the informal character and amenity of our small coastal town.

PLANNING SCHEME PROVISIONS

Classification of Use

The correct classification of the use has previously been considered by the Victorian Civil and Administrative Tribunal (VCAT). VCAT in *Selby-Hele & Ors v Bass Coast SC* [2006] VCAT 2656, in relation to the redevelopment of the Inverloch Surf Life Saving Club made the following comments:

- “18. There was some conjecture about the proper categorisation of the use given that it involves various activities including club rooms used for administrative purposes, training and meetings, storage, accommodation for people attending the club and the kiosk.
22. In this case, the scheme allows for “innominate” uses. In my view, it would be inappropriate to describe what is proposed as a series of different uses given the relationship between them; or try to ‘shoehorn’ what is proposed into one or more of the land uses defined in the scheme when there is no comfortable

- fit.*
23. *The collection of activities proposed can be properly described as a ‘Surf Life Saving Clubhouse’, a use that is not defined within the Planning Scheme.’*

Existing Use Rights

Existing use rights are provided for by Clause 63 of the Planning Scheme. There is no contest that the use of the buildings as a Surf Lifesaving Clubhouse has been undertaken on the site for more than 15 years. As such, a permit is required for the development of the land, not the use.

Permit Requirements

The site is zoned Public Park and Recreation Zone and is assessed against the provisions of the Surf Coast Planning Scheme as follows:

Criteria	Standard	Proposal	Comment
<i>Clause 36.02-1 Use of land</i>	Existing use rights established	Continued use of the land as a Surf Life Saving Clubhouse	Permit not required for use
<i>Clause 36.02-2 Permit Requirement</i>	A permit is required to construct a building or construct or carry out works	Buildings and works	Permit required

Particular Provisions

The following particular provisions are considered in respect to this application:

Clause 52.06 – Car Parking

Clause 52.06-2 sets out that before the floor area of an existing use is increased the number of car parking spaces required under Clause 52.06-5 must be provided to the satisfaction of the responsible authority. It is important to note that Clause 52.06-5 does not include a car parking requirement for a Surf Life Saving Clubhouse such that there is no formal waiving of car parking required under this permit application.

Clause 52.06-6 requires that where a use of land is not specified in Clause 52.06-5, where the floor area of an existing use is increased car parking must be provided to the satisfaction of the Responsible Authority.

Clause 52.17 – Native Vegetation

As noted earlier, the vegetation removal proposed is planted vegetation (and in some cases non-native) and the following exemption for the removal of native vegetation applies:

The native vegetation has been planted or grown as a result of direct seeding for Crop raising, Extensive animal husbandry, aesthetic or amenity purposes, including: agroforestry (the simultaneous and substantial production of forest and other agricultural products from the same land unit), shelter belts, woodlots, street trees, gardens or the like.

State Planning Policy Framework

The following State policies have been considered with respect to this application:

- Clause 10.04 – Integrated decision making;
- Clause 11.07-1 – Regional planning;
- Clause 11.09-3 – Connected communities;
- Clause 11.09-4 – Environmental assets;
- Clause 12.02-1 – Protection of coastal areas;
- Clause 12.02-2 – Appropriate development of coastal areas;
- Clause 12.02-3 – Coastal Crown land;
- Clause 12.02-6 – The Great Ocean Road region;
- Clause 13.01-1 – Coastal inundation and erosion;
- Clause 15.01-1 – Urban design;
- Clause 15.01-2 – Urban design principles;
- Clause 15.01-5 – Cultural identity and neighbourhood character;
- Clause 15.02-1 – Energy and resources efficiency;
- Clause 19.02-3 – Cultural facilities.

Local Planning Policy Framework

The MSS is a statement of the key strategic planning, land use and development objectives for the municipality and the strategies and actions for achieving those objectives. The key provisions of the MSS as it relates to this application include:

- Clause 21.01 – Profile and Vision
- Clause 21.02 – Settlement, Built Environment, Heritage and Housing;
- Clause 21.11– Anglesea Strategy.

Relevant Incorporated and/or Reference Documents

The following relevant documents have been considered during the assessment of this application:

- *The Future of Surf Life Saving in Surf Coast Shire*, January 2016.
- *Clubhouse of the Future – Development Guidelines*, 2014.
- *Siting and Design Guidelines for Structures on the Victorian Coast*, 1998.

The Future of Surf Life Saving in Surf Coast Shire

The strategy was a collaboration between five agencies: Surf Coast Shire; Great Ocean Road Coast Committee; the Department of Environment, Land, Water and Planning; the Department of Justice; and Regional Development Victoria.

Through the course of developing the strategy, some key understandings have emerged and are articulated in the strategy as broadly accepted guiding principles as follows:

- *Surf lifesaving clubs are central to the culture, experience and community life of Surf Coast Shire.*
- *As recognised in legislation and supported by the community, surf lifesaving clubs should continue to be located on coastal Crown land, subject to environmental controls including coastal vulnerability.*
- *The coastal environment of Surf Coast is highly valued by residents and visitors alike, and it must be protected.*
- *The government agencies, Life Saving Victoria and the clubs are all committed to strong and cooperative relationships to support a well-trained, inclusive and adaptable lifesaving movement.*
- *The number of surf lifesaving clubs currently developed on coastal Crown land is sufficient, at least up to 2025.*
- *Currently there is not sufficient support for any new club location for this to be actively considered by the managing agencies. This position could be re-evaluated at any time approaching the ten year horizon, but would require detailed justification on the basis of risk, demographics and community support.*
- *The emphasis over the next ten years should be on consolidating, resourcing and possibly expanding outpost services with decisions made collaboratively between the agencies, clubs, and Life Saving Victoria, on a risk management basis.*
- *With the Shire's population forecast to grow from 28,810 in 2015 to 43,763 in 2036, it is anticipated that demand for life saving services will increase in future.*
- *Government agencies and the clubs agree that Surf Coast clubs do not have the infrastructure or beach environment to support mega-events such as the Australian Surf Life Saving Championships.*
- *However, many other smaller events such as international, national and state competitions and events such as the Lorne Pier to Pub are, and should continue to be supported to the benefit of clubs, local residents and visitors.*

A key finding is:

Future works to existing facilities must, as far as practical, be contained within the existing footprint, minimize environmental impact, be environmentally sustainable and responsive to their location.

Clubhouse of the Future – Development Guidelines

The clubhouse of the future should be developed on the basis of five key initiatives:

1. *Capacity to cater for the needs of a growing volunteer lifesaving membership. A membership committed to providing the optimum lifesaving service. A membership wanting to participate in the active aspects of the lifesaving movement from the competitive aquatic sports to the more recreational beach appreciation pursuits. A facility that is able to meet the growing expectations of the community and the club membership through increased services, access and parking.*
2. *Have a sense of an open, welcoming environment. This could include the introduction of kiosks and cafés to allow for public interaction not specific to lifesaving matters. Training rooms for members would be fitted out to also cater for community use at times when not being used by lifesavers. Both of these aspects will assist clubs to raise funds for life saving*

purposes and engage with the broader community.

3. *Aesthetically the clubhouse design will assimilate with its local coastal environment. This design will ensure the clubhouse and facilities are a local feature capable of standing up to the rigors associated with its location. Materials used will be leading edge in terms of their sustainability and durability.*
4. *Reduction in environmental impacts is a priority. From the use of water tanks and solar systems to recycling as appropriate, all new sustainability issues need to be considered.*
5. *The clubhouse will facilitate collaborative community education and schools based programs. In the design features, the clubhouse should include areas that enable education and school groups to utilise the benefits of the space and location to run programs for their students and candidates.*

Siting and Design Guidelines for Structures on the Victorian Coast

- *The form of structures should maintain and enhance the coastal landscape character of the area as expressed in the dominant forms of the surrounding environment.*
- *The siting and design of development should maintain and enhance the coastal landscape character of the area as expressed in the dominant line or linear relationships found in the surrounding environment.*
- *The design of structures should maintain and enhance the coastal landscape character of the area as expressed in the dominant colours found in the surrounding environment.*
- *Structures on coastal public land should not impair existing views to the water and should enrich views to and from the Coast.*
- *Key views should be maintained and protected from inappropriate development that may reduce or impinge on the setting land, views of attractive natural features (such as dunes, the surf, coastal bluffs, outcroppings and estuaries) from the nearest public thoroughfare should be protected and public viewing areas provided.*
- *Key views should be maintained and protected from inappropriate development that may reduce or impinge on the setting.*
- *In major new development on coastal public land, views of attractive natural features (such as dunes, the surf, coastal bluffs, outcroppings and estuaries) from the nearest public thoroughfare should be protected and public viewing areas provided.*
- *Development (including buildings, fences, paved areas, signs, landscaping) on coastal public land shall not be allowed to significantly block views of the shoreline from key public viewing points such as roads that terminate at the coast, roadside turnoffs, recreation areas and beaches.*
- *The design of structures, outdoor furniture, signs and utilities within a locality should be visually coordinated. · If development occurs on major landscape features such as headlands and ridges, it should be visually screened. · Signs should be clear and informative but generally unobtrusive.*
- *Utility services should be unobtrusive and, wherever possible, underground.*
- *Landscape design should maintain and enhance the coastal landscape character of the area as expressed by existing landforms, vegetation and materials.*
- *Landscape development (predominantly through vegetation and grading) should be utilised to visually integrate development with the site.*
- *Landscape development should be utilised to screen inappropriate existing structures.*
- *Landscape development should be utilised to direct views and maintain amenity.*

OFFICER DIRECT OR INDIRECT INTEREST

No Council officers have any direct or indirect interest in the matter to which this report relates, in accordance with Section 80 (C) of the Local Government Act.

DISCUSSION OF KEY ISSUES

The Anglesea Surf Life Saving Club is one of the biggest lifesaving clubs in Victoria. The Club has indicated that only a small percentage of members live locally. Current growth in Nipper numbers, and overall Club membership, along with the poor state of the northern building has led to the need for the redevelopment of the Club buildings. The Club has a current membership of approximately 2,000 members. The use of the facility peaks in December and January, with a lower level of use in the winter months.

Volunteer beach patrols are provided on weekends and public holidays from the last weekend in November through until Easter Monday. The clubhouse is also the base for lifeguards who provide lifesaving services at Anglesea and Point Roadknight from Monday to Friday during December and January. The Club also provides an incident response service to out of hours incidents from Point Addis to Urquharts Bluff in conjunction with Life Saving Victoria and Fairhaven SLSC.

The application has been supported by DELWP and GORCC, with DELWP supporting the application by issuing a Coastal Management Act Consent for the development. The approval was issued under the Coastal Management Act 1995, with the objectives of this Act being:

- (a) *to plan for and manage the use of Victoria's coastal resources on a sustainable basis for recreation, conservation, tourism, commerce and similar uses in appropriate areas;*
- (b) *to protect and maintain areas of environmental significance on the coast including its ecological, geomorphological, geological, cultural and landscape features;*
- (c) *to facilitate the development of a range of facilities for improved recreation and tourism;*
- (d) *to maintain and improve coastal water quality;*
- (e) *to improve public awareness and understanding of the coast and to involve the public in coastal planning and management.*

It is understood that the Club has entered into a licence and lease under Section 17D of the Crown Lands (Reserves) Act 1987 with the land manager (Great Ocean Road Coastal Committee) for the area on which the clubhouse is located. The term of the licence and lease is for 21 years, commencing 1 January 2014. The lease sets out, in relation to community use, that:

- *The club shall allow various 'not for profit' community groups to meet and hold functions, from time to time, at the club, providing these do not in any way interfere with the Club's own functions of lifesaving duties and general operations.*
- *Community access fees shall be a nominal charge to cover building cleaning and preparation for the event.*
- *The club agrees that during the term of the Crown Lease, the Club will allow the use of the building erected upon the propose Crown Lease area by community groups subject only to the requirements of the Club for purposes of surf club and associated activities.*

The application has been assessed as follows.

Zone

The subject site is located within the Public Park and Recreation Zone (PPRZ). The purpose of the zone is:

- *To recognise areas for public recreation and open space;*
- *To protect and conserve areas of significance where appropriate;*
- *To provide for commercial uses where appropriate.*

The decision guidelines of the zone have been assessed as follows:

- The application is consistent with the planning policy framework as can be seen below.
- The Public Land Manager (GORCC) supports the application and Coastal Management Act Consent has been issued by DELWP;
- The development is appropriately located within an area which is already used by the Club and is designed to be similar in height to the existing building. Important view sheds have been considered.

It is considered that the development is consistent with the purpose and decision guidelines of the zone.

New Building

The new building is designed to fit within the lease area, while allowing for a building which responds to the needs of the Club, now and into the future. The building is also designed to provide for new public toilets, which will improve public amenities in the vicinity of the Club.

The building is designed to be a similar height to the building being retained, but is a more contemporary design. Generally the materials which have been selected are responsive to the coastal context; however a permit condition requires that an alternative to the Light Silver Grey Titanium Zinc be selected.

A key issue for consideration is the visual impact of the building. The building will be larger than the existing building, but the eastern elevation which overlooks the beach has been designed to have a lightweight appearance with significant levels of glazing to this elevation and through the use of glazed balustrading.

The new building is located so that the expansive views available when driving along the Great Ocean Road will be maintained, and the view of the beach, extending to the cliffs of Point Addis will continue to be available. This is a landmark view which is appreciated by those who travel along the Great Ocean Road. The erection of height poles has provided certainty around this issue. The height pole photographs included at Figure 5 demonstrate that the building will be more visible than the building it is replacing, but it is not considered to be a dominant element in the landscape.

The new building has regard to the landscape setting in which it is located and is designed to ensure that only non-significant vegetation is removed to accommodate it.

The public access path to the beach is not impacted by the development and it is designed to provide for the passive surveillance of the access track, as well as car parking areas and the beach, which can enhance the safety of users. Public toilets and showers are located for convenience of access by beach users, while the small kiosk adds to the amenity of the beach. The public toilets will be operated by Great Ocean Road Coastal Committee, rather than the Club.

The siting and orientation of the building ensures that public spaces are not overshadowed, while access to passive northern sunlight is achieved through the use of glazing along the northern elevation. Permit conditions will ensure that there is no roof plant added to the building.

The above principles are designed to respond to Clause 15.01-2 – Urban Design Principles and Clause 15.01-5 – Cultural Identity and Neighbourhood Character, providing for a development which will contribute to the character of the area and enhance the public realm.

In summary, it is considered that the new building:

- Is responsive to its setting;
- Allows the landscaped setting surrounding the site to be maintained, confining the new building to the modified area which has historically been used by the Club;
- Is designed to provide for a contemporary addition to the building, which is appropriate in a coastal context;
- Provides for important public use facilities such as toilets and external showers;
- Is sited to ensure that important view sheds to landscape features such as the Point Addis cliffs are not compromised;
- Is designed to ensure that the Anglesea Surf Life Saving Club can continue to operate effectively and efficiently from the land;
- Ensures that passive surveillance is provided over the beach, car parking and beach access areas;
- Does not compromise views of the beach from nearby dwellings;
- Generally uses appropriate materials for its construction, although a permit condition requires an alternate material to Titanium Zinc to be selected.

It is important to recognise the function of the building. Surf Life Saving Club buildings are expected within the coastal landscape of Victoria, and minimising their visual impact is important, but must be balanced against the functionality of the building and how best these facilities can service the community. The granting of Coastal Management Act Consent for the development indicates that the State Government thinks the development is appropriate in light of the objectives of the Coastal Management Act 1995 and the Victorian Coastal Strategy.

Planning Policy

Key themes which emerge from the planning policy framework are: cultural/ social, landscape, environmental, built form and public access.

Planning policy encourages connected communities which have the necessary recreational facilities and social infrastructure to foster interaction and allow residents to participate within their local community. The redevelopment and enhancement of the lifesaving club assists in achieving this aim, while providing the potential for meeting rooms to be used for broader community uses.

The building is sited to recognise the value of coastal areas to the community and the new works are confined to an area which is already used by the Club. This outcome ensures that there is no impact on the significant Coastal Headland Scrub vegetation which surrounds the site, which includes Moonah, Seaberry Saltbush, Sea Box, Boobiialla, Prickly Moses, Bower Spinach, Coastal Beard-heath, Coast Sword-sedge and Coast Wattle Acacia. The vegetation loss associated with the development is minimal and is restricted to planted vegetation which can be removed without the need for a Planning Permit.

Risks from coastal hazard have been assessed in detail in the Coastal Hazard Vulnerability Assessment which was submitted with the application. The report concludes that:

- *The seaward side of the clubhouse is setback some 35 metres from the cliff edge or top of the dune at Anglesea. The land levels are +10 metres AHD or greater over the building site. Bluestone and rubble rock seawalls protect the site from the south and provide adequate protection from erosion for present day sea levels.*

- Storm water drainage presently is directed over the existing cliff – creating a potential source of erosion from the cliff. All storm water is to be directed away from the cliff and down the sealed road to the beach as part of the clubhouse upgrade;
- Existing land levels are well above any storm water level through and beyond the Year 2100, for which the storm tide level is 2.74 metres AHD. Consequently there is no risk from flooding.
- By 2040, the combined effects of future climate change (including predicted sea level rise and increased 'storminess') mean that the occurrence of a 100 year return period storm is likely to result in some damage to seawalls and erosion of the dune by tens of metres if remedial works are not carried out.
- Whilst this damage may not impact directly on the ASLSC clubhouse, it would make access to the beach unsafe and unsightly.
- It is important that the condition of the cliff, seawalls and dune are monitored so that remedial works can be planned well in advance of the failure of structures and a subsequent loss of foreshore infrastructure.

The Club redevelopment is considered to be responsive to the objective to *manage the sustainable development of the Great Ocean Road region*. The development is considered to be responsive to the landscape values of the area and an assessment of the visual impact of the proposal reveals that the important views available of the Anglesea Beach and towards the cliffs of Point Addis are maintained, when driving into Anglesea from Aireys Inlet along the Great Ocean Road.

The development is designed to provide glazing to the northern elevation of the building, promoting the use of passive solar energy.

The building design and materials are responsive to the coastal setting of the clubhouse and respond positively to the coastal landscape character of Anglesea as encouraged by Clause 21.11 – Anglesea. This policy also seeks to ensure that the appropriate range of community and recreation facilities is provided to meet the needs of the current and future population and to encourage inclusion and participation. The Anglesea SLSC provides an important role in this regard, and the lifesaving services provided from the facility ensures that the community can safely enjoy the beach.

The Anglesea Structure Plan 2012 does not make specific reference to the surf lifesaving club, but has aspirations of promoting a connected, active local community. It is considered that the Club has an important role to play in this area.

The Structure Plan recognises that there is high demand for car parking at the Surf Life Saving Club during peak holiday periods. The Structure Plan notes that the level of car parking available is adequate for most of the year and *providing more car parking would not be justified for the short periods it is needed*. It does encourage the formalisation of existing car parking areas and as a further action lists *investigate options to increase parking capacity at and in the vicinity of the Surf Life Saving Club*.

Other Relevant Documents

It is noted that *The Future of Surf Life Saving In Surf Coast Shire* (January 2016) is a document which has been adopted by Council but is not part of the planning scheme either as a reference document or policy. The document can be used to guide the redevelopment, but can't be considered to be mandatory requirements for a planning permit application.

Council's Recreation and Open Space Unit were a key stakeholder in the formulation of the document and have supported the redevelopment stating that it is *generally consistent with the Surf Life Saving Clubhouses of the Future Guidelines ensuring that the Club can continue to operate effectively and efficiently from the site*.

Siting and Design Guidelines for Structures on the Victorian Coast

It is considered that the design is responsive to the Siting and Design Guidelines as:

- The new works are confined to an area which has already been disturbed and used by the Club such that there is no loss of any significant vegetation;
- The new building is a contemporary design, with a predominantly glazed northern elevation;
- A permit condition requires an alternative to Titanium Zinc to be selected, to better blend with the natural environment, the remainder of the materials selected are low maintenance and responsive to the natural tones seen in the area;
- DELWP have supported the development of public land;
- The development doesn't impact on any key views;
- The development doesn't change the ability for the public to access the beach;
- An improved stormwater management outcome will be achieved as a result of the approval of the new building, with permit conditions requiring a different solution to that which is currently in place;

- The consolidation of the toilet facilities within the building allows the separate building to be demolished and revegetated, which limits the impact of buildings on the coastal dune;
- A Coastal Hazard Vulnerability Assessment has been undertaken in conjunction with a Geotechnical Assessment to ensure that the redevelopment would not impact on cliff stability and coastal erosion. The reports consider the viability of the existing tower and require a monitoring program for the tower. It is understood that the Club have accepted the recommendations of the report, permit conditions do not address the tower issue as it is an existing condition and not part of the application before Council;
- The Guidelines are focussed on ensuring that coastal crown land is not used unless there is significant community benefit and a functional imperative to being on crown land and close to the water. The Lifesaving Club facility is justified in being on coastal crown land given its function and its contribution toward ensuring a safe beach for users.

Car Parking

Issues of car parking are difficult. There is an existing car parking problem during peak periods which will not be exacerbated or improved as a result of this application.

The ability for new car parking to be provided proximal to the Club is constrained by the presence of significant vegetation. Approval of this application will not impact on the ability for car parking to be further considered via separate projects and it is noted that the Structure Plan has as an action to *investigate options to increase parking capacity at and in the vicinity of the Surf Life Saving Club*. The *Future of Surf Life Saving in Surf Coast Shire* document suggests that park and ride schemes might be able to address the car parking demand during peak periods. These issues need to be considered in detail by the relevant agencies.

It is noted that the redevelopment of the building is not designed specifically to attract new members, but rather to provide adequately for the existing needs of the Club. To this end, it cannot be suggested that there would be an increased demand for car parking arising from the approval of the development, ie the existing situation will not be made worse.

As noted earlier in this report, there is no specific car parking requirement within Clause 52.06-5 for a Surf Life Saving Clubhouse. A Car Parking Assessment was submitted with the application detailing that 38 car parking spaces are provided in the immediate vicinity of the Club. A public car parking area is located to the east of the Club and provide for approximately 183 spaces. The Assessment reaches a similar conclusion to the Structure Plan, noting that the car parking facilities are generally underutilised throughout the majority of the year, but are used to capacity over the peak summer period.

The assessment notes that car parking demand is driven largely by the nature of the patrolled beach and the desire for people to swim at a safe patrolled beach. The capacity of the beach will not be altered by the application and the building is designed to better provide for the needs of its members, such that a change to car parking demand is not expected even though there will be a larger building on the land.

Restrictions on Use

The Club has advised that rooms within the existing building are leased to a range of community groups at a nominal cost to cover cleaning and power. In the past, the users have primarily been government, community groups and schools. Over the peak surf lifesaving period, the facility is wholly used by the club and no spaces are used by other groups.

The Club have confirmed that there is no intention to lease out meeting rooms for commercial gain, nor is there any intention to hold conferences or similar events, as the club is not set up with the personnel or facilities to cater for these activities.

The restaurant/café which operates from the site has 680 seats inside for dining plus 30 seats for bar/drinking only, and can accommodate 120 patrons as per its existing liquor licence. The area available to be leased to the café will increase as a result of the relocation of toilet facilities and changes to the bar and kitchen layout.

It is appropriate to include some restrictions on the use of the building, even though this is an application under existing use rights, given that there will be a substantial increase in the size of the building, including an increase in floor area for the restaurant, which could potentially change the way the building is used. VCAT case history, including in *Motorcycling Australia v Surf Coast SC [2013] VCAT1388 (14 August 2013)*, allows for such an outcome.

Permit conditions within the recommendation restrict the use of the facility within the peak season to the Surf Lifesaving Club and also restrict the internal capacity of the café/restaurant to align with the current operation. The deck area is not changing such that there is no need to have conditions on this part of the restaurant.

Objections

The concerns of objectors are commented on as follows.

Bulk and height of the building

This issue has been discussed earlier in the report. In summary, the new building is larger than the existing building and will be visible from the beach and the Great Ocean Road. The building will not impact on key views and while visible in the landscape, it is not unreasonable to expect this would be the case with a Surf Lifesaving Club building.

Removal of vegetation which will expose the building

As noted earlier in the report, the vegetation which will be removed is exempt from requiring planning approval. Therefore, the vegetation could be removed at any time.

No proposal to replant vegetation

There is no room to replant vegetation, but it is noted that the building is located in a vegetated setting and this will continue.

No proposal for increased car parking

This issue has been discussed earlier in the report.

An underpass under the Great Ocean Road would be desirable

VicRoads have not required the construction of an underpass. VicRoads have advised that a traffic island within the Great Ocean Road road reserve, adjacent to the site, will be constructed to assist in ensuring the safety of those using the beach and crossing the Great Ocean Road.

Views from my property would be diminished (29 Harvey Street)

A photo was taken from ground level in the road reserve in front of the property at 29 Harvey Street (below) and the height poles were not visible from this location. It is not considered that the development compromises the available views from this property.



Impact on privacy of dwelling at 145E Great Ocean Road

The location of the objector's property relevant to the Surf Life Saving Club can be seen in the image below. Although the requirements of ResCode do not apply to this application, it is considered that the overlooking standard within ResCode provides a reasonable expectation in relation to overlooking/ privacy. ResCode seeks to limit views within a 9 metre arc to limit views into secluded private open space areas and habitable room windows.

The property at 145E Great Ocean Road is located more than nine metres away from the new building, on the other side of the Great Ocean Road such that any overlooking of this property is considered reasonable.

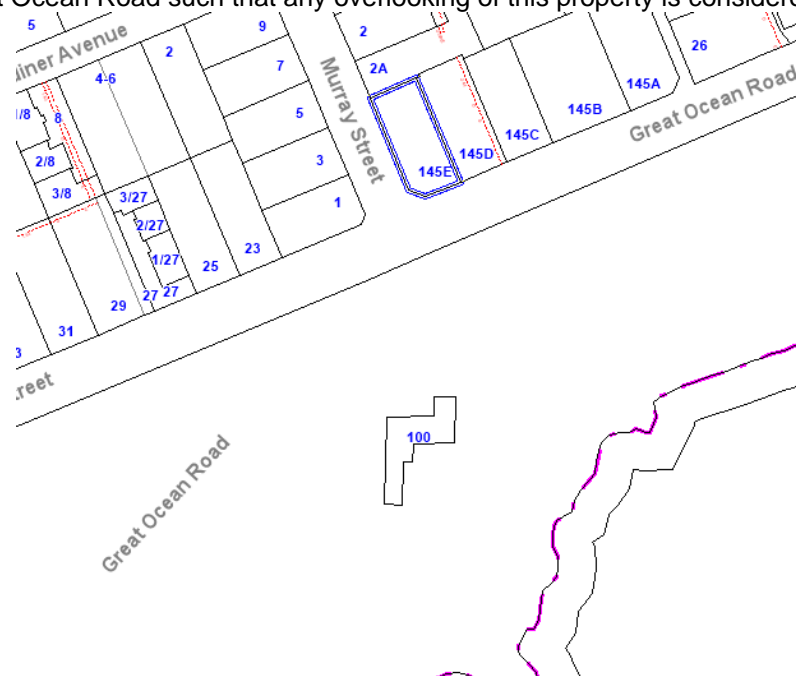


Figure 5 – Map Showing Location of Club and 145E Great Ocean Road, Anglesea

The third level of the building appears to be a social space for out of town members

The third level is not designed to accommodate the needs of out of town members, but to deliver the floor space required to allow the Club to operate effectively from the land.

The Club has noted that many of its Nippers are from out of town. The Associate Members, who are also often from out of town, are generally associated with the Nippers. The Nipper program is an integral part of the Club's community involvement and while only a small percentage of Nippers continue on as long term club members, the skills learnt as part of the program provide a significant benefit to those who participate in the program.

The removal of the toilet block is concerning

The new building contains public toilet facilities and will be managed by GORCC. As such, public toilet facilities will continue to be available for beach users.

The new building will negatively impact on the informal character and amenity of our small coastal town

The new building is a contemporary style of building, with a lightweight appearance when viewed from the beach due to the extensive use of glazing. The building design has been managed such that it is located within an area of the site already used by the Club and already highly modified. The vegetated setting, apart from the non-significant vegetation, which is to be removed will continue.

Like much of the development which has been undertaken in Anglesea, it is considered that the development will be located within a vegetated setting. This is a key feature of the township.

It proposes a development in a coastal hazardous areas as this cliff area has a significant history of erosion which included lookout tower almost falling off the cliff. Storm water along the Great Ocean Road is discharged into this area (unmanaged) and is causing cliff erosion. Cliff collapse, coastal erosion and drainage need to be considered are important at this location.

A Coastal Hazard Vulnerability Assessment has been undertaken and it makes recommendation to improve the drainage outcomes for the site in order to ensure that the cliff is not eroded by stormwater discharge. A permit condition addresses this issue.

A Geotechnical Assessment of the redevelopment has also been undertaken. The report concludes:

- Stability analysis indicates that the existing and/or proposed development associated with the Surf Lifesaving Club's buildings do not have any significant impact on cliff stability;
- Management of surface flows at the site is considered to be a very important issue as it has the potential to contribute to erosion and cliff edge stability;
- A preliminary risk assessment estimated risk levels due to the buildings associated with the redevelopment as being low to moderate and as such, are considered acceptable;
- Risk levels associated with construction activities on filled areas to the east of the existing facilities were considered moderate to high and are considered not tolerable to unacceptable. A permit condition is included which addresses the construction phase requires the restriction of materials storage, temporary buildings and non essential vehicle traffic on the eastern side of the building;
- The report identifies issues associated with the existing tower building, but these are outside the scope of this planning permit application;
- An inspection regime is recommended for all of the Club's assets, the cliffs and the blue stone wall.

The objector has not provided any new information which would indicate that the approval of this application would compromise cliff stability or coastal erosion.

The ecological impact cannot be overstated. The proposal seeks to remove even more threatened habitat and sever the corridor that runs the length of the coast.

The application does not seek to remove any significant vegetation. The removal of two patches of planted vegetation is proposed and this vegetation removal is exempt from requiring planning approval and could in fact, be undertaken at any time.

The building is located in an already modified area and it is not considered that there would be a change in habitat corridors as a result of approving the application.

The application is Inconsistent with the Siting and Design Guidelines for Structures on the Victorian Coast as the design will have a detrimental impact on the coastal landscape which should be maintained and enhanced.

As detailed earlier in the report, it is considered that the redevelopment provides an acceptable outcome in terms of the Guidelines. It is noted that the development has been supported by DELWP through the issue of Coastal Management Act Consent, which requires an assessment against the Victorian Coastal Strategy.

The existing vehicle access to the club is already hazardous particularly for vehicles turning north against the traffic. Increasing the use will only increase this traffic hazard.

While the redevelopment results in a larger building and increases in floor area, it is not considered that the redevelopment will increase traffic using the vehicle access point into the Club. It is noted that a limited number of car parking spaces are provided via the access and these are not proposed to be increased.

Net Community Benefit

Council's assessment of this application requires consideration of net community benefit. It is considered that new community benefit is realised as:

- The development of clubrooms which meet the requirements of the Club will assist the Club in providing efficient and effective lifesaving services from the land, enhancing the safe use of the beach, and nearby beaches for the community;
- The popularity of the beach could in part be attributed to the knowledge that the beach is patrolled and life guards are available to provide assistance;
- The redevelopment includes public toilet facilities which improve the standard of these facilities available for use by the community and beach goers;
- The core function of the Club is to provide surf lifesaving services. These services cover a broad range of operations, including patrol, rescue, education and training. The services are not provided to any select group, but rather to the boarder community, delivering enormous community benefit;
- The perceived detrimental impacts of the redevelopment, which generally relate to the form and scale of the building, loss of non-significant vegetation, changes in outlook and lack of additional car parking, are outweighed by the net community benefit derived from an efficient and effective surf lifesaving club.

CONCLUSION

It is recommended that a Notice of Decision to Grant a Planning Permit be issued for the Building and Works Associated with the Redevelopment of the Surf Life Saving Club subject to the conditions contained within the recommendation.

