

03

Strategic Context

3.1 OVERVIEW

The master plan for the Site will need to reflect existing policy, strategy and work undertaken at both local and state levels of government.

This section provides a summary of relevant strategy documents and the planning policies and controls applying to the site.

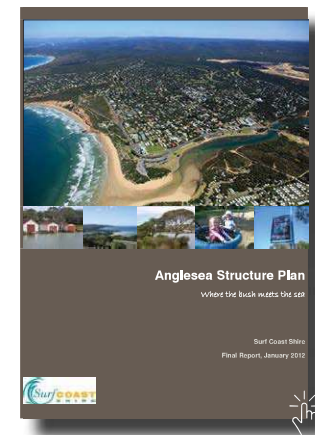
3.2 STRATEGIC DOCUMENTS

3.2.1 Anglesea Structure Plan 2012

Developed to provide a strategic planning framework for the future growth and development of the town over 20-30 year period from 2012, the Structure Plan builds on the town's qualities and opportunities and community vision and values.

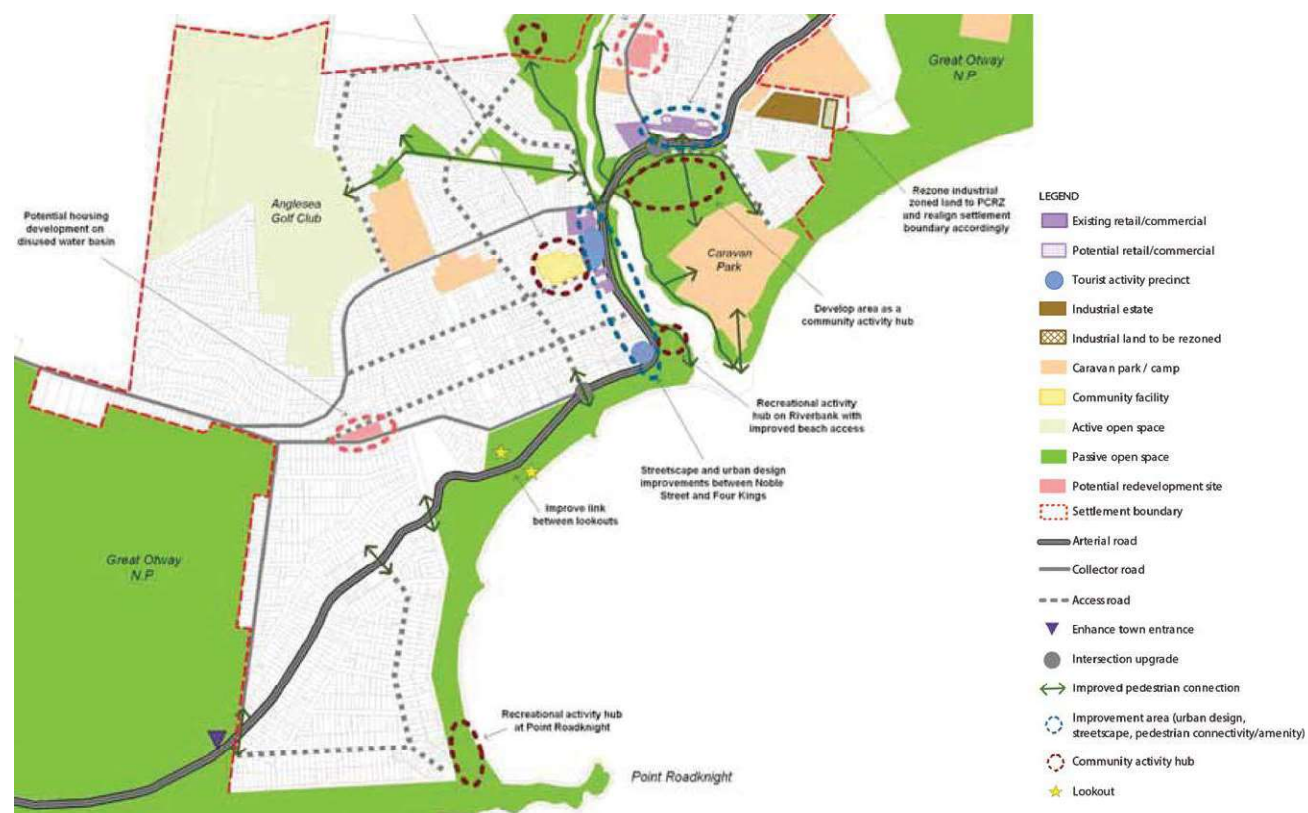
The Structure Plan outlines the following vision for Anglesea:

"Anglesea will remain a small coastal village that offers a harmony of permanent and non-permanent living for all, in a healthy and sustainable environment. A place that achieves a balance between built environment and nature, celebrating and protecting its natural setting with the surrounding bush, heathland and ocean an integral part of the town. The town continues to be attractive to families and there is a range of accessible services, infrastructure and facilities including an integrated open space network, community hubs and a vibrant and attractive town centre to cater for community and visitor needs."



The Structure Plan provides the following findings which have relevance to the Precinct Plan:

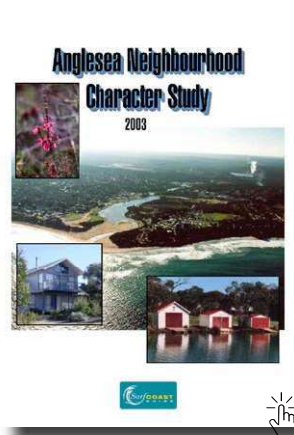
- It identifies the Site's role as a community and health hub and promotes its role as a mixed use, multi-functional, inter-generational hub encouraging integration between ages and knowledge sharing.
- Recommends investigation of the Abbeyfield model for aged care living on the site.
- Identifies a marked deficiency in occasional child care and aged care services.
- Promotes increased densities within walking distance of commercial and community services and that will encourage vibrant, versatile community spaces reflecting the town's character and accommodating a broad range of uses and age groups.
- Encourages development that reinforces Anglesea's coastal, bushland character and specifically calls for improved pedestrian connectivity along McMillan Street.
- Notes the challenge to hospitality and retail sector posed by seasonal visitation and associated expenditure patterns.



3.2.2 Anglesea Neighbourhood Character Study 2003

The Anglesea Neighbourhood Character study was prepared in by Council in 2003. It recognises Anglesea as having 'a low-density vegetated character, reflective of its past history as a small coastal settlement and its setting in an environmentally sensitive part of the coast'.

The study aimed to maintain and enhance the distinctive coastal character and features of Anglesea township, facilitate the provision of a diversity of housing and provide greater certainty in terms of what type of development, and development attributes, may be compatible with the character of the town.



3.2.3 Anglesea Great Ocean Road Study 2013

This Study provides a land use review, urban design and streetscape master plan for land fronting the Great Ocean Road in Anglesea.

The Site is located immediately west of the area identified as the Riverside Precinct. For the this Precinct, the study outlines Urban Design Guidelines to guide new development and recommends building heights of 2-3 storeys.

The outcomes of this study have been implemented into the Planning Scheme through Schedule 25 to the Design and Development Overlay (DDO25).



3.2.4 Anglesea McMillan Street Community Precinct Master Plan 2009

The Surf Coast Shire previously identified the McMillan Street Precinct identified the cultural and social importance of the precinct through the development of the McMillan Street Community Precinct Master Plan

The McMillan Street Community Precinct Master Plan was adopted by Council in January 2009. The plan aims to:

- Facilitate provision for future facilities and improvement of existing community infrastructure.
- Set priorities for future planning, development and expenditure across the site.
- Improve legibility, connectivity, functionality and safety of both vehicular and pedestrian traffic through the site, and for all users.
- Maintain the sites existing leafy character, representational of Anglesea, by strengthening existing vegetation assets, and the promotion of indigenous, drought tolerant, local plant material through use and interpretation.

Council supported Option 2 of the Master Plan. This includes review of existing buildings and uses, consideration of new buildings and development possibilities, provision of a new circulation network and a landscape improvement program. Implementation of the plan commenced with the construction of new car parking adjacent the Community House.

3.2.5 Community Engagement Report, March 2021

This summary report details the community and stakeholder engagement activities undertaken and feedback received by the Surf Coast Shire as part of the development of the Council Plan and Health and Wellbeing Plan.

The report shows that community health and wellbeing is ranked the second highest value for the Surf Coast community as a place people want to live in (56% of respondents). While a range of affordable housing options is ranked at number 18 (11% of respondents).

Anglesea community responses identified the following for protection in Anglesea:

- The town's visual character
- Evidence of community activity
- The sense of belonging to the local community
- Local community groups and organisations
- General condition of Anglesea's public open spaces
- The town's walking/jogging/bike paths that connect housing to community activities
- The amount and quality of open space in Anglesea

Anglesea community responses identified access to shared community and commercial assets as a high priority.



Top 15 Place Values (by Age)

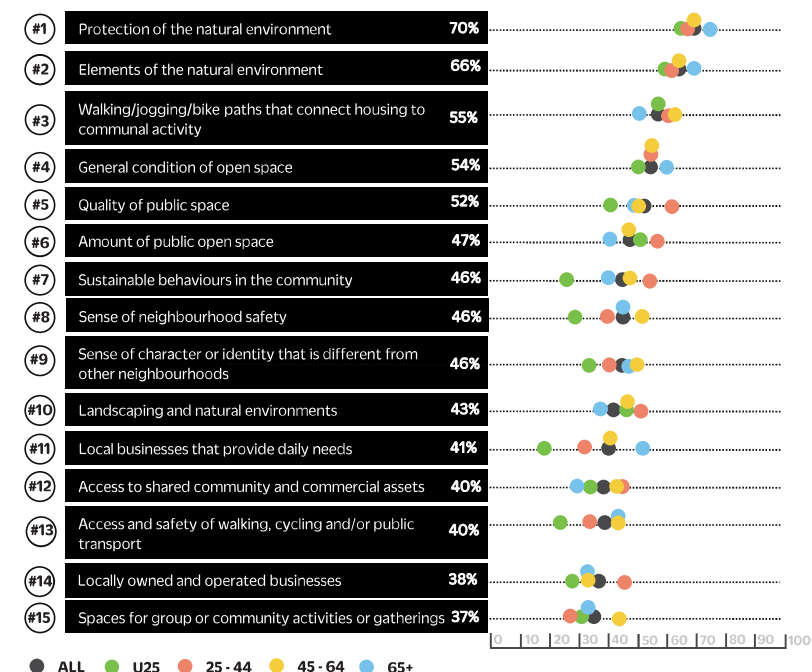


Figure 4. Excerpt from the Community Engagement Report showing the top 15 values of the Surf Coast Shire community, by age group.

3.2.6 Council Plan and Health and Wellbeing Plan 2021-2025

This Plan, which is heavily drawn from the Community Engagement Report, sets out the Council's health and wellbeing strategic direction between 2021 and 2024, describing goals for the current council and providing a road map to achieving these.

The Plan outlines the following community Vision:

“From the hinterland to the coast, from first peoples to children of the future, we are an active, diverse community that lives creatively to value, protect and enhance the natural environment and our unique neighborhoods. We will leave the Surf Coast better than we found it.”

The Plan identifies that a lack of affordable residential accommodation as a major local problem for the Shire, so much so that in May 2021 the Council declared a key worker accommodation crisis because the impacts the lack of key worker housing was having on the economy and sustainability of local communities.

This is exacerbated by the fact that short term holiday rental is a financially more appealing to landlords than long term rentals, effectively reducing the pool of appropriate rental accommodation near jobs for workers.

The Plan also promotes:

- Provision of social infrastructure and open space to enable healthy lifestyles
- Access to local services and programs that support people to live well and healthily
- Strengthening social connections and community participation
- Building on existing community strengths to remove barriers to community life.



3.2.7 Surf Coast Shire Economic Development Strategy 2021-2031

The Strategy lays out the future aspirations for the Shire's economic ecology and is informed by the Shire's Economic Story.

The Strategy sets a vision for the Surf Coast economy as:

“prosperous and having shaped its own identity that successfully combines lifestyle, environment business and a strong sense of place.”

Key items highlighted in the strategy include:

- A call for an increase in local jobs, primarily in lower skills and part time sectors.
- Younger people of working age are leaving the Surf Coast as job prospects are unclear.

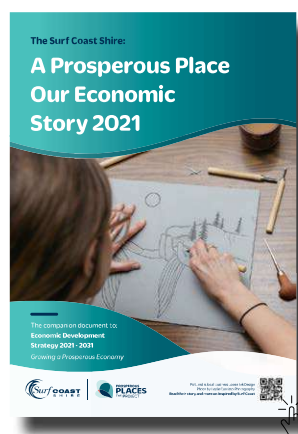


3.2.8 Surf Coast Shire Economic Strategy - A Prosperous Place, Our Economic Story 2021

This document provides a high level summary of how places, people and business link together in the Shire, with the aim of providing ways to improve quality of life. It was used to inform the Council's Economic Development Strategy.

The document identifies a number of key economic issues in the Shire including:

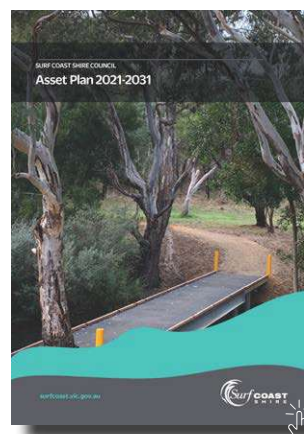
- Difficulties in recruiting and retaining chef, skill kitchen staff
- Problems scaling up in peak season
- Lack of/limited availability of rental accommodation
- Recruitment and retention issues
- Ageing population and regional growth is increasing demand for allied health, aged-care and disability workers, similarly increasing demand in nurses, physiotherapists, occupational therapists, dental assistants, personal care workers, childcare workers.



3.2.9 Council Asset Plan 2021-2031

This plan provides an overview of the key elements and processes required by Surf Coast Council for responsive management of assets to ensure compliance with regulatory requirements and funding needed to provide required levels of service over a 20 year planning period.

Based on various drivers such as population growth, seasonal population and legislative change, the Asset Plan forecasts future service demands within the Shire which may affect the use of assets. The Plan also highlights how service demands will be managed through Council's lifecycle management plan for assets.

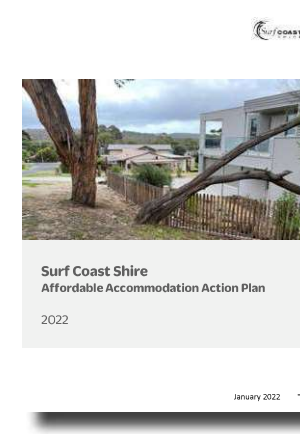


3.2.10 Surf Coast Shire Affordable Accommodation Action Plan 2022

The goal of the Action Plan is to enhance Surf Coast Shire's capacity to delivery safe, secure, appropriate and affordable housing as part of planning and supporting healthy, prosperous and sustainable communities.

The Plan specifically calls out need to develop, implement and evaluate short term plans to address key worker housing shortfalls in Anglesea.

One of the key actions in the Plan includes the identification of Council Land for the facilitation of suitable housing projects.



3.2.11 Key and Essential Worker Housing Supply Action Plan; Victorian Planning Authority 2020

Surf Coast Council, along with five other local government areas from Victoria's Great South Coast and Barwon regions collaborated with the State Government to prepare a plan to improve the quality and quantity of affordable and appropriate housing for key workers in this region.

The purpose of the plan is to increase the supply of low-to high-end rental and ownership accommodation for the region's permanent and seasonal key workers from a range of industries.

The plan identifies a number of barriers and issues the region is facing in terms of key worker housing, including shortage of suitable housing stock including long term rental, high housing costs, seasonality of some key worker groups. For the Surf Coast, the plan specifically calls out significant increases in median rents and identifies a correlation between high housing prices and the number of holiday homes in the area, with 62% of dwellings in Anglesea reported at the 2016 Census.



In order to prevent an estimated loss of between \$400 and \$600 million to the Barwon and Great South West region's local economy the plan provides a series of planning and governance recommendations and actions to achieve its objectives.

The Action Plan also provides a high level review of key worker housing best practice solutions.

3.2.12 Geelong Region Alliance G21 Regional Growth Plan 2013

Developed by G21, a government, business and community alliance this Strategy is designed to manage growth and land pressures in the Greater Geelong Region through to 2050.

While now a decade old, this Strategy recognized the need for sufficient land supply to provide affordable and diverse housing choices so that the region can facilitate a growing economy.



3.3 MUNICIPAL PLANNING STRATEGY

The Municipal Planning Strategy (MPS) outlines the planning outcomes the municipality seeks to achieve that will be implemented by the policies and requirements of the planning scheme.

- Clause 02.03 – Strategic Directions recognises Anglesea as a coastal town which as the highest percentage of permanent residents after Torquay. Anglesea provides local convenience and tourist-related retailing services and tourism is a vital component of the local economy. In regard to housing, Council seeks to support a range of housing types, sizes and configurations to accommodate the future needs of the growing and changing population.
- Clause 02.04 – Strategic Framework Plans includes an Anglesea framework plan which identifies the Site as being Anglesea's primary community hub.

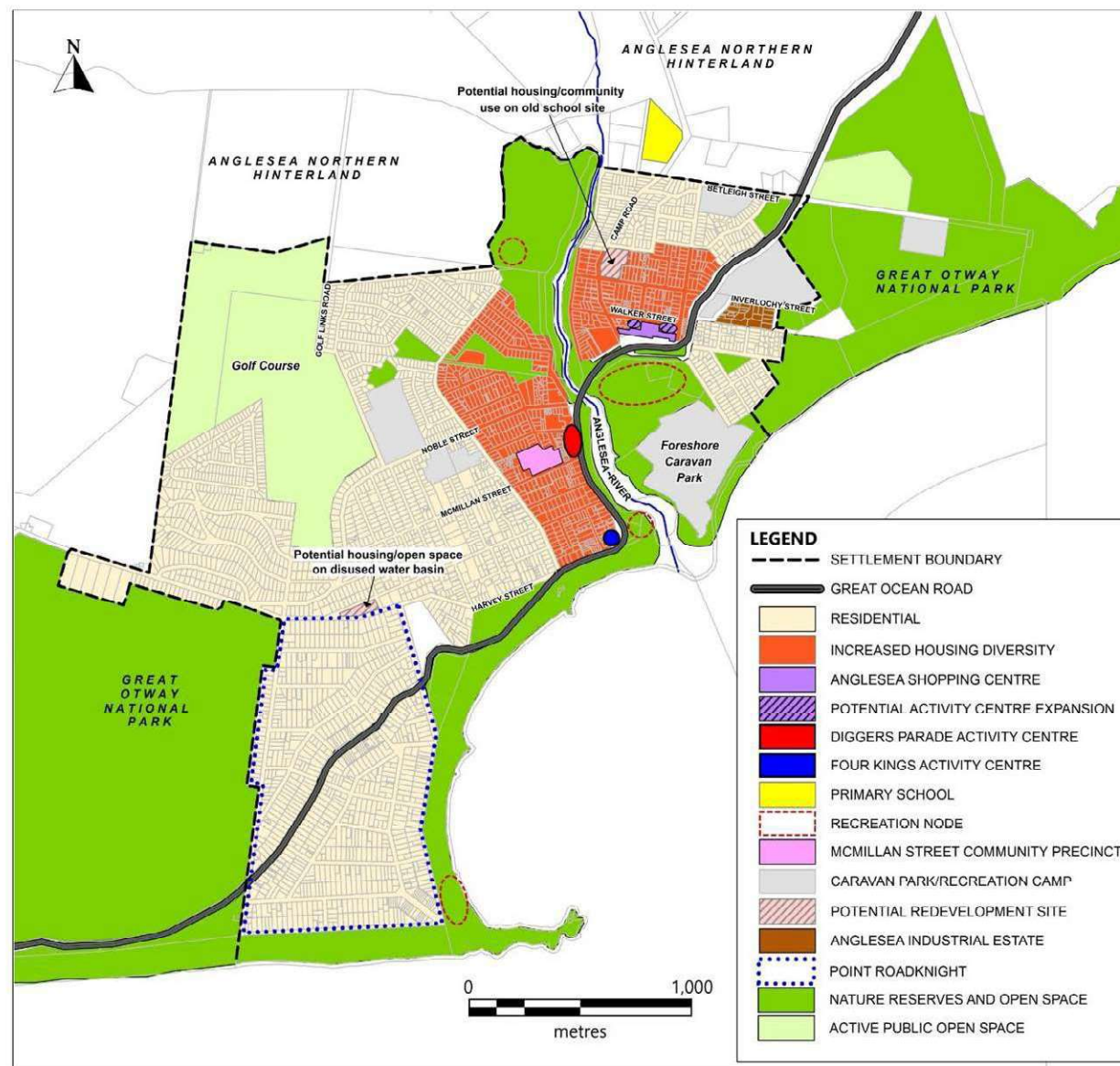


Figure 5. Anglesea Structure Plan Map

3.4 PLANNING POLICY FRAMEWORK

To ensure the overarching objectives of planning in Victoria are met, policies contained within the Planning Policy Framework (PPF) must be considered. The PPF clauses of most relevance to the Site and proposal are set out below.

Clause 11- Settlement

Clause 11 states that planning is to facilitate sustainable development that takes full advantage of existing settlement patterns and investment in transport, utility, social, community and commercial infrastructure and services.

Clause 12- Environmental & Landscape Values

Clause 12 states that planning should help to protect the health of ecological systems and the biodiversity they support (including ecosystems, habitats, species and genetic diversity) and conserve areas with identified environmental and landscape values.

Clause 13 – Environmental Risks and Amenity

Clause 13 seeks to ensure planning is able to strengthen the resilience and safety of communities by adopting a best practice environmental management and risk management approach. It also seeks to ensure planning identifies, prevents and minimises the risk of harm to the environment, human health, and amenity through land use and development compatibility assurance and effective controls for prevention or mitigation.

Clause 15 – Built Environment and Heritage

Clause 15 seeks to ensure all land use and development appropriately responds to its surrounding landscape character, valued built form and cultural contexts. This includes the protection of places and sites with significant heritage, architectural, aesthetic, scientific and cultural value. Specific sub-clauses relevant to the Site and proposal include:

Clause 16 – Housing

Clause 16 states that planning should provide for housing diversity and ensure the efficient provision of supporting infrastructure. Planning should also promote the provision of land for affordable housing.

Clause 19 – Infrastructure

Clause 19 states that planning should ensure that the growth and redevelopment of settlements is planned in a manner that allows for the logical and efficient provision and maintenance of infrastructure, including the setting aside of land for the construction of future transport routes.

3.5 LAND USE ZONES

The site is covered by two planning zones, as shown in Figure 6.

The land identified as 5 McMillan Street is located within the **General Residential Zone** - Schedule 1 (GRZ1) covering an area of approximately 3,909 sq.m. The remainder of the site is located within the **Public Use Zone** - Schedule 6 (PUZ6) covering an area of approximately 1.34 Ha.

Beyond the Site, the Diggers Parade Precinct is located within the **Special Use Zone** - Schedule 8 (SUZ8).

3.5.1 Public Use Zone – Schedule 6

The purpose of the Public Use Zone is to:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To recognise public land use for public utility and community services and facilities.
- To provide for associated uses that are consistent with the intent of the public land reservation or purpose.

Planning Permit Triggers

- Pursuant to Clause 36.01-2, a permit is required to construct a building or construct or carry out works.
- Pursuant to Clause 36.01-2, a permit is required to subdivide land.

3.5.2 General Residential Zone - Schedule 1

The purpose of the GRZ1 is to:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To encourage development that respects the neighbourhood character of the area.
- To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.
- To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

Planning Permit Triggers

- Pursuant to Clause 32.08-6, a permit is required to construct a dwelling if there is at least one dwelling existing on the lot.
- Pursuant to Clause 32.08-6, a permit is required to construct two or more dwellings on a lot.
- Pursuant to Clause 32.08-6, a permit is required to Construct or extend a dwelling if it is on common property and construct or extend a residential building.

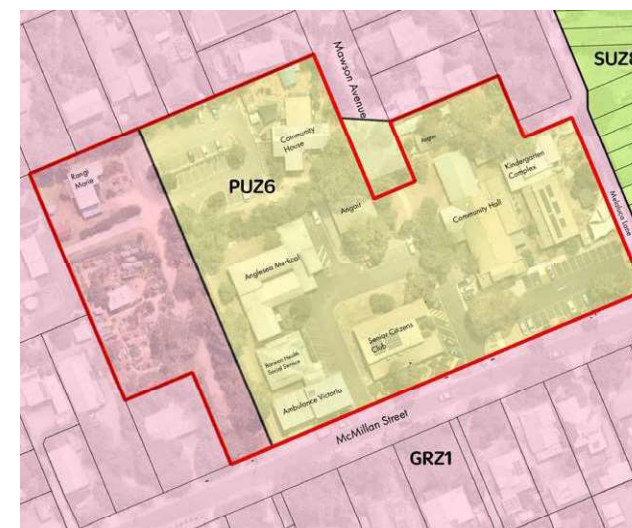


Figure 6. Planning Zone Map



3.6 OVERLAYS

- The Site is impacted by the following overlays:
- Bushfire Management Overlay – Schedule 2 'Aireys Inlet, Anglesea, Lorne BAL-29 Areas' (BMO2)
- Significant Landscape Overlay – Schedule 3 'Anglesea' (SLO3)
- Design & Development Overlay – Schedule 19 'Anglesea Residential Area's' (DDO19)
- Neighbourhood Character Overlay – Schedule 3 Anglesea Residential Area's' (NCO3)
- Heritage Overlay – Schedule 100 'Anglesea Memorial Hall' (HO100)
- Heritage Overlay – Schedule 101 'Rangi Marie' (HO101)
- The following sections will outline the purpose and relevant controls of each overlay

3.6.1 Bushfire Management Overlay – Schedule 2

The Site is subject to the Bushfire Management Overlay – Schedule 2 (BMO2).

The BMO is intended to ensure development is designed and constructed to respond to site specific bushfire risks and as such, have appropriate design mechanism in place to reduce the risk bushfire. Specifically, the purpose of the BMO is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To ensure that the development of land prioritises the protection of human life and strengthens community resilience to bushfire.
- To identify areas where the bushfire hazard warrants bushfire protection measures to be implemented.
- To ensure development is only permitted where the risk to life and property from bushfire can be reduced to an acceptable level.

The purpose of BMO2 is:

- To specify bushfire protection measures to construct or extend one dwelling on a lot.
- To specify referral requirements for applications to construct or extend one dwelling on a lot.

Planning Permit Triggers

- Pursuant to Clause 44.06-2, a permit is required 'to subdivide land.'
- Pursuant to Clause 44.06-2, a permit is required 'to construct a building or construct or carry out works' associated with associated with accommodation. Building and/or works not used for accommodation do not require a permit. The requirements of the schedule to this overlay apply only to construction or extension of one dwelling on a lot. In all other circumstances (relevant to this Site), the requirements of Clause 53.02 apply.

3.6.2 Significant Landscape Overlay – Schedule 3

The Site is subject to the provisions of the Significant Landscape Overlay – Schedule 3 (SLO3).

The SLO is intended to identify significant landscapes and ensure the conservation and enhancement of the environmental character of significant landscapes. Specifically, the purpose of the SLO is to:

- To identify significant landscapes.
- To conserve and enhance the character of significant landscapes.

The purpose of SLO3 is:

- To reinforce a landscape character that comprises:
 - A low scale, non-suburban residential environment dominated by native vegetation, where the built form is visually recessive in the landscape and contained in a bushland setting.
 - Viewsheds of natural landscapes including the ocean, cliff tops, Point Roadknight, Anglesea River, and the natural bush and heathland surrounding the town.
- To protect and enhance the native indigenous vegetation cover and protect the flora and fauna values of local nature reserves and surrounding public lands from the effects of urban development.

Planning Permit Triggers

- Pursuant to Clause 42.03-2, a permit is required to construct a fence.
- Pursuant to Clause 42.03-2, a permit is required to remove, destroy or lop native vegetation. This does not apply to native vegetation that is:
 - Dead
 - Less than 2 metres in height and is not a species of Grass Tree (*Xanthorrhoea*)
 - On the building side of a vertical line 2 metres from the outer edge of the roof of an existing or approved building, or
- Listed as an environmental weed in the incorporated document Weeds of the Surf Coast Shire (2013).



Figure 7. Bushfire Management Overlay - Schedule 2

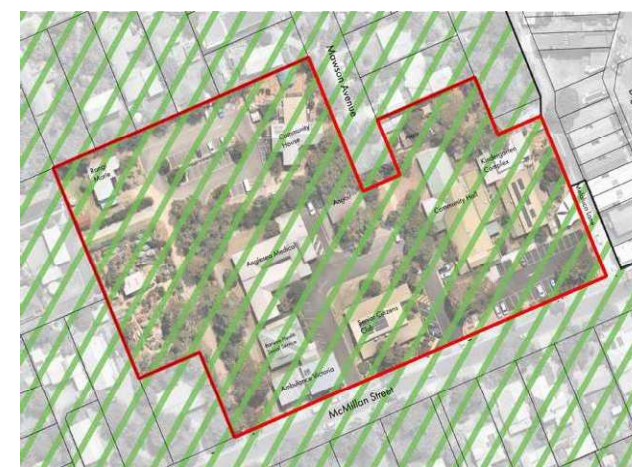


Figure 8. Significant Landscape Overlay - Schedule 3

3.6.3 Heritage Overlay – Schedule 100 (Anglesea Memorial Hall) & Schedule 101 (Rangie Marie)

The Sites located at 1-1B McMillan Street, Anglesea are subject to the provisions of the Heritage Overlay – Schedule 100 (HO100). The Heritage Overlay applies to heritage places of natural or cultural significance and describes the requirements that apply. Specifically, the purpose of the Heritage Overlay is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To conserve and enhance heritage places of natural or cultural significance.
- To conserve and enhance those elements which contribute to the significance of heritage places.
- To ensure that development does not adversely affect the significance of heritage places.
- To conserve specified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.

Schedule 100 refers to the 'Anglesea Memorial Hall'. Schedule 101 specifies that:

- External paint controls do not apply.
- Internal alteration controls do not apply.
- Tree controls do not apply.
- Prohibited uses do not apply.

Planning Permit Triggers

- Pursuant to Clause 43.01-1, a permit is required to demolish or remove a building, and to construct a building or construct or carry out works.

Schedule 101 refers to the 'Rangie Marie'. Schedule 100 specifies that:

- External paint controls do not apply.
- Internal alteration controls do not apply.
- Tree controls do not apply.
- Prohibited uses do not apply.



Figure 9. Heritage Overlays

3.6.4 Design and Development Overlay – Schedule 19 (DDO19)

The Site identified as 5 McMillan Street is impacted by the Design and Development Overlay – Schedule 19 (DDO19).

The Design and Development Overlay (DDO) is principally intended to implement requirements based on a demonstrated need to control built form and the built environment. Specifically, the purpose of the DDO is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To identify areas which are affected by specific requirements relating to the design and built form of new development.

Schedule 19 relates to 'Anglesea Residential Areas' for which the following design objectives are stipulated:

- To preserve and enhance the low density non-suburban coastal character of Anglesea and retain the sense of houses in a bush setting.
- To ensure lots are of a sufficient size and dimension to maintain adequate area around buildings to support the preservation and re-establishment of vegetation that enhances screening of development from adjoining properties and public areas, and to allow for the creation and management of defendable space for bushfire protection.

- To encourage a diversity of dwelling types and sizes within walking distance of the commercial centres.
- To retain a sense of openness between properties by encouraging the use of open style fencing and vegetation in preference to solid forms of fencing.
- Schedule 19 exempts this proposal from requiring a planning permit, stipulating that 'a permit is not required to construct a building or construct or carry out works'.

DDO19 outlines a number of subdivision requirements for the subject site. It identifies the site in Precinct C, which stipulates that a lot must have an area of at least 400sq.m. This requirement can be varied if the creation of lots less than 400sq.m 'increases dwelling diversity by providing smaller dwelling types (in floor area and number of bedrooms).'



Figure 10. Design and Development Overlay - Schedule 19

3.6.5 Neighbourhood Character Overlay – Schedule 3 (NCO3)

The Site identified as 5 McMillan Street is subject to the Neighbourhood Character Overlay – Schedule 3 (NCO3)

The Neighbourhood Character Overlay (NCO) is intended to ensure development is responsive to the character of the area and doesn't erode streetscapes

Specifically, the purpose of the NCO is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To identify areas of existing or preferred neighbourhood character.
- To ensure that development respects the neighbourhood character.
- To prevent, where necessary, the removal of buildings and vegetation before the neighbourhood character features of the site and the new development have been evaluated.

Schedule 3 of the NCO relates to the 'Anglesea Residential Area' for which the neighbourhood character objective is:

- To preserve and enhance the low density non-suburban coastal village character of Anglesea and retain the sense of houses in a bush setting.
- To retain and enhance the existing cover of indigenous vegetation with particular emphasis on Messmate Stringybark and Coastal Moonah Woodland species, where this does not increase bushfire risk.

- To encourage development and infrastructure that retains a non-suburban and informal appearance, reflective of the coastal character of the town and its bushland / heathland environment.
- To maintain a sense of space around buildings to support the preservation and re-establishment of vegetation that enhances screening of the development from adjoining properties and public areas, and to enable the creation and management of defensible space for bushfire protection.
- To maintain a low-profile building height that minimises the visibility of buildings in the broader landscape, particularly where the vegetation canopy height is low or a site is prominently located.
- To ensure that buildings are sited and designed to avoid protruding over or above ridgelines or form a silhouette against the sky when viewed from the Great Ocean Road or any other significant viewing point
- To protect residential amenity by achieving a reasonable sharing of views of significant landscape features, including views of the ocean and coastal shoreline, the Anglesea River and surrounds and natural bushland in the hinterland
- To encourage development that is well designed with a lightweight coastal image and avoids a typical suburban or historic replica appearance.
- To encourage the use of natural colours as opposed to strong, bold or dark colour schemes to allow buildings to blend with the natural surroundings.

- To discourage the establishment of recreational structures such as tennis courts and swimming pools that prevent long term enhancement of the vegetation cover.
- To ensure that applications for more than one dwelling can be subdivided in accordance with the subdivision requirements of Schedule 19 to the Design and Development Overlay (Clause 43.02).

NCO3 outlines modifications to the development Standards outlined in Clause 54 and 55 of the Surf Coast Planning Scheme. Key variations include:

- Building heights should not exceed 7.5 metres.
- 9m front setback or average distance of front walls to existing abutting buildings
- Building site coverage should not exceed 30%.
- New buildings should be set back at least 3 metres from the side and rear boundaries.

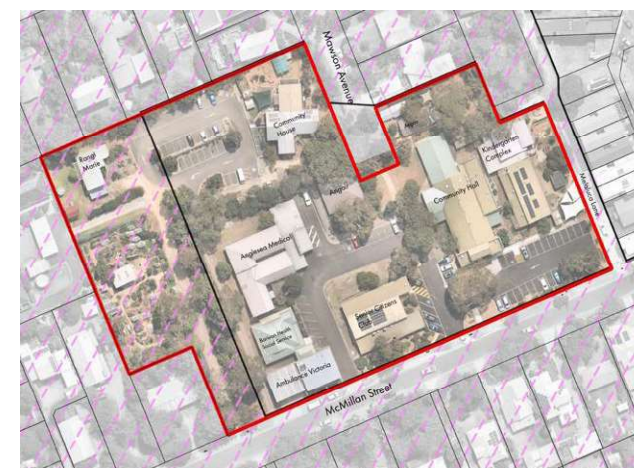


Figure 11. Neighbourhood Character Overlay - Schedule 3

3.7 PARTICULAR PROVISIONS

Particular provisions within the Surf Coast Planning Scheme apply to certain kinds of use or activity on any land subject to the Planning Scheme. The below particular provisions are relevant to the Site and proposal.

- Clause 52.05 – Signs: Seeks to ensure that signage is compatible with the amenity and visual appearance of the area.
- Clause 52.06 – Car Parking: Outlines requirements around the design and numbers of car spaces required for a range of land uses
- Clause 52.34 – Bicycle Facilities: Outlines requirements for bicycle parking and associated infrastructure
- Clause 52.17 - Native Vegetation: Seeks to ensure that there is no net loss to biodiversity caused by the removal, destruction or lopping of native vegetation.
- Clause 53.02 - Bushfire Planning: Outlines defendable space, Bushfire Attack Level and water supply requirements for accommodation uses.
- Clause 53.18 – Stormwater Management in Urban Development: Seeks to ensure that stormwater is managed to mitigate impacts on the environment, property and public safety, and provides local habitat and amenity benefits.



Existing native planting on Site

3.8 PLANNING ASSESSMENT

State and Local strategic planning policies expressly support the redevelopment of the site for its ongoing use as a community and health hub.

The use of part of the site for the provision of key worker dwellings is also supported under various strategic planning documents. Planning policy is generally supportive of higher-density residential activity, so long as this does not contravene or contradict the provisions of local neighbourhood and design policies (NCO3 and DDO19).

Various strategic plans and documents as highlighted in [3.2](#), promote the Site as Anglesea's leading health and community services precinct, and further, promote a mixed use redevelopment approach to revitalising the Site. These documents also identify the critical need for affordable accommodation for key workers in the town.

When considering site layout, distribution of uses and built form as part of a redevelopment of the site, the split zoned nature of the site between General Residential and Public Use zones will impact these options in different ways and determine whether a rezoning of uses is the most appropriate outcome.

To provide for community and health services as well as key worker housing, we have identified three land zoning scenarios pertaining to the site's redevelopment.

3.8.1 Scenario One: Key worker housing in the existing General Residential Zone - Schedule 1

As detailed above, the vast majority of the precinct is located within the PUZ6, while the western portion of the precinct is located within the GRZ1.

The general purpose of the GRZ1 is to encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport. The use of 'Accommodation' is aligned with the core purposes of the GRZ and provide an opportunity to diversify the current housing offer within Anglesea.

Assuming the 'Accommodation' land use and works are located with the GRZ, the provisions of the DDO19 and NCO3 will be relevant and will require a high level of compliance. DDO19 and NCO3 are the primary guiding provisions for residential development and seek to enhance and preserve the low density non-suburban coastal character of Anglesea and retain the sense of houses in a bush setting and in doing so, support the detached housing stock that is well aligned with the desired built form character. Any variation to this typology would be heavily scrutinized and assessed as to how "in accordance" with the provisions it is, accordingly, variations will be limited.

Based on the buildings and works requirements set out under the NCO3, there is an opportunity to explore a building envelope on the basis of the below parameters:

- **Maximum building height of 7.5 metres.**
- **Site coverage (by buildings) not in excess of 30 per cent.**
- **Building details to include natural colours, be receding and unobtrusive and assist in visually blending the building with the surrounding natural landscape and vegetation.**

It is noted that these parameters provide key constraints for architectural design in the form of accommodation development and there will be limited opportunities to achieve further uplift through the consideration of innovative design solutions and land use mixes that provide enhanced community benefit. The provisions allow the establishment of detached dwellings and will be of hindrance to an accommodation-based outcome.

Proposed key worker housing may introduce an alternative density to the Site, that will potentially exceed the built form parameters listed within the NCO & DDO. These restrictions will limit the potential for any upgrades or expansion across the Site. Should any improvements, upgrades, expansions, or works be considered for these areas within the site, the type of development will be required to assimilate with the surrounding residential area.

3.8.2 Scenario Two: Accommodation in the PUZ

The PUZ generally supports the continuation of development across the Site. Given the longstanding function of the Site under the Public Use Zone and the quota of land available for development, the PUZ supports both community-based uses and residential uses in the form of accommodation.

The area of the Site located within the Public Use Zone is not affected by overlays such as the NCO & DDO, seeking to implement requirements based on a demonstrated need to control the built form and the built environment or protecting areas of existing or preferred neighbourhood character. It is noted that there will be limited parameters to provide key constraints for architectural design. A proposal will be required to consider performance measures to ensure the amenity of adjoining residential properties is managed appropriately. Amenity measures such as hours of operation, peak hours and noise attenuation measures should be of consideration, while new buildings should be consistent with the ResCode objectives and/or standards.

Subject to the Public Use Zone, **Council will formally be identified as the Public Land Manager for all development with the PUZ boundaries.**

A public land manager should be able to use and develop public land for **any purpose under its relevant land management legislation without the need for a permit.** This is achieved by allowing many uses to be Section 1 within a Public Use Zone, subject to the **use being conducted by or on behalf of the public land manager or a specified public authority.**

Whilst beneficial in the short-term, should Council seek to disinvest and or sell the accommodation to a public health body/organisation, an amendment to rezone the site will be required. PUZ's are not intended to provide for privatised or semi-privatised bodies which carry out a function of a broadly public nature. Accordingly the delivery and management model for key worker affordable housing on the site will play a key role in determining whether this Scenario Two is applicable.

3.8.3 Scenario Three: Rezoning of the Site with a site specific schedule under a Special Use Zone.

It is understood that Surf Coast Shire's aspirations for the Site primarily relate to the continued use and operation of the Site as a community and public health precinct, with the additional introduction of key worker housing while seeking to future-proof the Site to ensure a long-term outcome that is sustainable and sympathetic with the surrounding area.

Current zoning provisions do provide opportunity for development, however, an amendment to rezone the Site under the Special Use Zone (SUZ) has the potential to provide an integrated and structured development outcome.

Within the Surf Coast Shire, SUZ has been implemented to recognise or provide for the use and development of land for specific purposes.

There is local precedence that identifies a preference to provide for the use and development of land for public use under precinct specific schedules to the Special Use Zone.

Schedule 4 to the Special Use Zone provides key statutory direction for the Torquay Community Development Precinct, ensuring the orderly development of land for public and community services and facilities. Whilst not directly applicable to the McMillan Street Precinct, a similar precinct specific zoning schedule could be considered in this instance that will formally guide community development at the Site.

Should a similar schedule be sought for the Site, the SUZ4 has a wide range of as-of-right (Section 1) uses and permit required (Section 2) uses.

Whilst many land uses may be possible, the following land uses are identified for consideration given their inherent ability to fulfil the purposes of the McMillan Street precinct:

Section 1 Uses (No Permit Required)

- Childcare centre
- Medical Centre
- Office

Section 2 Uses (Permit Required)

- Residential building (accommodation)
- Place of Assembly
- Education Centre

Whilst the rezoning of the Site will formally remove the built form overlays from the site and improve the future use of the land, as part of the rezoning process, Council should consider the inclusion of a precinct specific Design and Development Overlay. This will ensure the design makes a positive contribution to the urban landscape and the coastal character of Anglesea, and enhance walking and cycling, use of public transport and social interaction. It will establish the Site as an attractive and accessible community centre and public health precinct that reinforces the ecological values, coastal character and amenity of Anglesea.

Should Council seek to disinvest in the Site in the future, there is local precedence to suggest Council will be successful in seeking an additional amendment to rezone the Site for residential purposes. Amendment C76 formally rezoned the excess land at 25 Grossmans Road from Special Use Zone 4 (Torquay Community Development Precinct) to Residential 1 Zone. Whilst we acknowledge this outcome is unlikely, it provides Council with greater long-term assurance and flexibility.

Overall, **Scenario 3 provides Council with the greatest level of control, feasibility and flexibility.** A development comprising accommodation and community-based land uses is highly consistent with the outcomes sought under Special Use Zone. Similarly, additional statutory support under the DDO could be established to include built form principles, innovative accommodation typologies and a sensitive transition to surrounding land within the Heritage Overlay.

3.9 SUMMARY OF KEY FINDINGS

The following summarises the key findings of the review of strategic documents, planning policies and controls, site attributes and other considerations:

- The Site benefits from strong regional policy support that seeks to encourage the enhancement of key-worker housing/accommodation offerings in Anglesea. This policy direction is echoed throughout strategic documents such as the Anglesea Structure Plan, The Surf Coast Statement of Planning Policy, The Surf Coast Council Plan 2021 and the Anglesea Great Ocean Road Study, which concurrently seek the improvement of the access to affordable residential accommodation as part of mixed-use development to support the revitalisation of the McMillan Street precinct. This weighs in favour of both the intensification and diversification of the accommodation offering at the Site.
- The current zoning parameters provide constraints for architectural design that will impact the form of accommodation development and there will be limited opportunities to achieve further uplift through the consideration of innovative design solutions and land use mixes that provide enhanced community benefit. Whilst there are statutory merits for the development to occur under the current zoning provisions, this is likely to be detrimental to any future plans for redevelopment of the precinct.
- On this basis, should rezoning of the precinct be sought, it is recommended that the Special Use Zone be applied to encompass the Site. Rezoning of the Site will most likely remove the built form overlays from the Site, however it is recommended that a precinct specific Design and Development Overlay be provided to ensure Council has design and development control over the Site.
- A built form outcome in the order of 2-3 storeys is a reasonable starting point for architectural design development. There may be opportunities to achieve further uplift through the consideration of innovative design solutions and land use mixes that provide enhanced community benefit. It is recommended that the development utilises a site responsive design with a natural colour palate that compliments landscape.
- Whilst development does not need to mimic the scale of form to appropriately respond to neighbourhood character, particular consideration should be given to the urban and building design outcomes along the McMillan Street streetscape. Key neighbourhood character elements include but is not limited to the presence of street trees, building setbacks, space around buildings and roof form and the predominant detached, single storey-built form which contribute to the lower-scale character of the area.
- Given the longstanding function of the land as a community health precinct, the introduction of residential accommodation will not be detrimental provided the proposed works respond to the landscape character and policy objectives for the Site and surrounds.

Summary of built form requirements for land within the General Residential Zone - Schedule 1

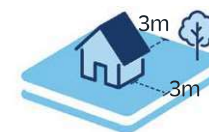


MAXIMUM HEIGHT



MINIMUM FRONT
SETBACK

9m to front street
4m to side street



MINIMUM SIDE/REAR
SETBACK



MAXIMUM SITE
COVERAGE
Gross Floor Area
Less than 0.4 of site area



MINIMUM PRIVATE OPEN
SPACE PER DWELLING
Flats - 8m²



MINIMUM
PERMEABILITY

A low-angle shot of a weathered wooden post with a rusty metal sign hanging from it. The sign is shaped like a leaf and has the words 'ANGLESEA COMMUNITY GARDEN' in blue, sans-serif capital letters. The background shows a blue sky with white clouds and some green foliage. A large, solid teal shape is in the bottom right corner of the image.

ANGLESEA
COMMUNITY
GARDEN