

**21.08**

15/09/2016

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[Proposed C119](#)**TORQUAY-JAN JUC STRATEGY****21.08-1****Overview**

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Torquay-Jan Juc is the main urban growth centre of the Surf Coast Shire. It is a popular destination for surfers, tourists, holiday makers and retirees, but is also becoming increasingly popular for permanent settlement by those valuing a coastal lifestyle. It is amongst Victoria's fastest growing areas and is expected to grow to 25,000-30,000 people by the year 2040. In addition, during the summer months the township's population increases substantially with holidaymakers and overnight visitors.

The coastline and areas of remnant vegetation and landscape quality surrounding Torquay-Jan Juc contribute strongly to the character and amenity of the town.

The economy of Torquay-Jan Juc is largely based on tourism and the surfing industry. Torquay is the home of major international surf companies such as Rip Curl and Quiksilver and the Surf City tourist precinct on the Surf Coast Highway is a primary destination for many tourists and others visiting Torquay.

**Key Issues and Influences****Settlement, Built Environment and Housing**

- State and regional policies identifying Torquay-Jan Juc as a growth node in the Great Ocean Road and G21 regions.
- Making adequate provision for additional residential land and key services and infrastructure (e.g. schools, retail and employment areas, open space and community facilities, public transport) to support future growth.
- Balancing growth and development densities against a community desire to maintain the coastal character of Torquay-Jan Juc whilst also achieving overarching sustainability objectives. The five values identified in *Sustainable Futures Plan Torquay Jan Juc 2040* (2012) to help manage this are:
  - Value 1: Places for People – The importance of a close knit community
  - Value 2: The Natural Environment – Protecting and enhancing the natural environment
  - Value 3: The Built Environment – Fostering the unique coastal look and feel
  - Value 4: Services and Infrastructure – Planning for services and infrastructure with development
  - Value 5: A Local Economy – Providing employment opportunities locally.
- Increasing housing diversity and affordability in response to socio-demographic change.

**Environment and Landscape**

- Loss and degradation of stands of remnant vegetation, in particular Bellarine Yellow Gum and Coastal Moonah Woodland vegetation communities (both listed under the *Flora Fauna Guarantee Act 1988*).
- Listing of Jan Juc as one of Victoria's high risk bushfire towns.
- Erosion of significant landscape qualities and coastal viewsheds through the visual prominence of buildings and removal of vegetation.
- Loss of vegetation and historic buildings in established areas through redevelopment.
- Protection of the Great Ocean Road including Bells Beach on Australia's National Heritage List.
- Pressures to expand the settlement boundary to facilitate residential development (often at lower densities which consumer large quantities of land) into areas of high landscape significance.

### **Economic Development**

- Pressure is growing for the establishment of a (discount) department store within the town. Development of this type of retail outlet in an inappropriate location could undermine the essence and attractiveness of the town resulting in a net community loss.
- Attracting a (discount) department store into the town centre that can be suitably integrated into the streetscape, maintaining the strip shopping experience for residents and visitors and the sense of ‘main street’.
- Regional development, particularly the Armstrong Creek urban growth area, creating opportunities for Torquay-Jan Juc such as additional visitation, regional employment and higher order retail, but also competition and a higher level of escape expenditure, especially if Torquay does not obtain sub-regional status through securing a (discount) department store in the short to medium term.
- Integrating the western and eastern ends of the Torquay Town Centre with a focus of day to day resident shopping in the central area and western end of the centre and maximising the foreshore end of the centre for visitors.
- The need to promote visitor activities along key boulevards (Bell Street and The Esplanade) but in condensed locations to ensure the visitor experience is engaging and continuous and can be experienced on foot.
- The continued growth of Torquay as a tourist/holiday destination, but also as a weekend and night-time shopping and entertainment attraction for the new Armstrong Creek population.

### **Transport and Infrastructure**

- Traffic implications for Torquay-Jan Juc arising from the completion of the Geelong Ring Road, including its connection to the Surf Coast Highway, and development of the Armstrong Creek urban growth area.
- Busy roads such as the Surf Coast Highway and The Esplanade creating barriers to local access, including access to the beach.
- Existing imbalance in the distribution of passive open space, with historical over-reliance on the foreshore.
- The limited capacity of drainage infrastructure in the older parts of Torquay which will struggle to cope with redevelopment using traditional drainage models.
- Improved public transport underpinning Torquay-Jan Juc’s future development, including connection to Armstrong Creek.
- Provision of neighbourhood responsive streets particularly in new estates that are permeable and well-connected and designed to reflect the coastal character requiring an innovative application of engineering standards.

## **21.08-2 Settlement, Built Environment and Housing**

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### **Objective**

To accommodate and manage the projected population growth and demographic change of Torquay-Jan Juc in an environmentally sustainable manner that respects and celebrates the distinct surfing identity and coastal character of the town and responds to Value 1 ‘Places for People’ and Value 3 ‘The Built Environment’ from the *Sustainable Futures Plan Torquay Jan Juc 2040 (2012)*.

### **Strategies**

- Contain and consolidate urban development within the defined settlement boundary as indicated on Map 1 of Clause 21.08 – Torquay-Jan Juc Framework Map.
- Preserve the clear delineation between the urban township and the rural landscape of the Thompson Creek valley, afforded by the northern ridgeline.

- Retain the green break between the Torquay-Jan Juc settlement boundary shown on Map 1 to Clause 21.08 and Bellbrae.
- Facilitate new residential growth in Torquay North up to South Beach Road, north west of Messmate Road up to the ridgeline and to the west in the Spring Creek Valley up to one kilometre west of Duffields Road.
- Promote a range of lot sizes and housing types, including medium density development in appropriate locations, in the new growth areas and ensure good access to surrounding areas, public transport, public open space and other facilities.
- Encourage lower housing densities in the Spring Creek valley up to one kilometre west of Duffields Road
- Provide a range of housing types, sizes and configurations at suitable densities to cater for the changing housing needs of current and future populations, taking account of the differential capacity of the various areas to accommodate housing growth and change (in accordance with Map 2 to Clause 21.08 – Torquay-Jan Juc Residential Development Framework).
- Encourage a variety of well-designed medium and higher density housing types and sizes in the form of units, townhouses, terrace housing and low-rise apartments (including smaller sized dwellings with only one or two bedrooms) in Old Torquay and within walking distance of neighbourhood activity centres, ensuring such developments value add to the evolving urban character.
- Support a moderate level of housing growth and change in general residential areas in the form of well-designed single dwellings and dispersed medium density developments (second dwellings, dual occupancies, villa units, townhouses) that contribute positively to the preferred neighbourhood and coastal landscape character.
- Limit housing growth and change in areas with significant vegetation or landscape values, high bushfire risk or predominant single dwelling character.
- Protect existing areas within the Low Density Residential Zone to continue to provide low density housing types and to provide a transition to surrounding rural land.
- Ensure new residential development is of a high standard and builds on the coastal character by incorporating contemporary designs, with an articulated built form and a range of visually interesting building materials, colours and façade treatments that respond to the local context and preferred character of the neighbourhood.
- Promote the development of retirement villages that are of a scale commensurate with their neighbourhood, that integrate with the surrounding road and pathway network and that are in areas that are fully reticulated, within walking distance of existing or proposed centres, services and facilities and served by public transport.

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To protect and enhance significant environmental, landscape and cultural heritage features which contribute to the ecological values, coastal character and residential amenity of Torquay-Jan Juc in response to Value 2 ‘The Natural Environment’ from the *Sustainable Futures Plan Torquay Jan Juc 2040 (2012)*.

**Strategies**

- Maintain non-urban breaks to Geelong and Bellbrae to protect the landscape and rural values of the Thompson Creek and Spring Creek valleys beyond the settlement boundary.
- Place high priority on the protection and enhancement of remnant vegetation throughout Torquay-Jan Juc, particularly Coastal Moonah Woodland community species and the Bellarine Yellow Gum.

- Recognise the contribution of places of cultural heritage significance to the character of Torquay-Jan Juc.
- Minimise the visual appearance of development on surrounding land as viewed from the Bells Beach Recreation Reserve to preserve the reserve's heritage values and the sense of cultural experience afforded by this stretch of coastline. Discourage new subdivision and development within this vista.
- Ensure the siting and design of new development sensitively responds to interfaces with environmentally sensitive areas, including:
  - Foreshore and creek environments;
  - Karaaf Wetlands;
  - Areas of identified significant vegetation and fauna habitat; and
  - Other nature reserves and public parks.
- Ensure that landscaping and trees remain a major element in the appearance and character of Torquay-Jan Juc's residential environments by protecting or re-establishing vegetation, in particular locally indigenous canopy trees and shrubs, that softens the appearance of development within the streetscape and when viewed from public spaces.
- Ensure development layout responds to the area's natural features, establishes a natural environment character throughout the development area and applies medium density in areas close to activity centres and lower densities for sites containing significant vegetation or that are visually prominent.
- In areas of high bushfire risk, manage the impact of bushfire protection measures on native vegetation cover and neighbourhood character.
- Ensure future residential subdivisions meet the requirements of Clause 56.07-4 that address the potential impact of increased urban stormwater runoff.
- Consider the longer term impacts of climate change on land use and development in Torquay-Jan Juc.

## 21.08-4 Economic Development

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### Objective 1

To support a strong hierarchy of mixed use, sustainable, attractive and accessible activity centres in Torquay-Jan Juc and ensure sufficient retail and commercial facilities are provided to cater for the growing population and visitors in response to Value 5 'A Local Economy' from the *Sustainable Futures Plan Torquay Jan Juc 2040 (2012)*.

### Strategies

- Reinforce the hierarchy and role of the established and planned activity, tourist and employment centres in accordance with Map 3 to Clause 21.08 – Torquay-Jan Juc Activity Centre Hierarchy.
- Consolidate and strengthen the role of the Torquay Town Centre as the major retail centre in Torquay-Jan Juc, promoting its status as a sub-regional centre and the place where higher order retailing and major activity will be directed, generally in accord with Map 4 of Clause 21.08 – Torquay Town Centre Precinct Plan.
- Encourage the establishment of a neighbourhood activity centre in Torquay North providing a range of shopping and commercial services, including a full-line supermarket, to provide a hub to the growing community.
- Consider the establishment of small local activity centres (no more than 1 to 5 shops with a total retail floor area of 80-400 square metres) in areas where other activity centres are beyond convenient walking distance.
- Reinforce the tourist retailing role of Surf City and encourage activities in this area that will promote the surfing culture of this precinct.

- Encourage the establishment of a suitably integrated (discount) department store in the Torquay town centre.
- Ensure that development within the activity centres is of outstanding built form and design, using colours, materials, architectural features and landscaping that promotes and celebrates the surfing, beach and coastal image of Torquay-Jan Juc.
- Encourage mixed-use development within activity centres, with shop-top apartments and offices, at an intensity and scale that is in keeping with the scale and character of the centre.

## Objective 2

To protect land within the employment precincts as an industrial land resource to maximise local employment growth in response to Value 5 ‘A Local Economy’ from the *Sustainable Futures Plan Torquay Jan Juc 2040 (2012)*.

### Strategies

- Encourage land in the West Coast Business Park to be used for a range of uses such as light industry, service industries, warehousing, trade supplies retail and bulky goods retail to cater for necessary industrial services, local manufacturing and employment opportunities.
- Encourage small and medium sized specialist (surf and leisure related) bulky goods retail outlets to locate within the Baines Crescent precinct.
- Ensure that development adjacent the Surf Coast Highway in the West Coast Business Park enhances the entrance to Torquay through design and landscaping.
- Preserve long term options on the east side of Messmate Road for employment generating land uses.
- Continue to build on the local surf industry and support its continuing growth.

## Objective 3

To grow a vibrant and sustainable local tourism industry while marrying with the Torquay-Jan Juc lifestyle and promoting/showcasing the community’s values.

### Strategies

- Strengthen the role of the Surfing and tourist activity precincts at Surf City, Bell Street and The Esplanade.
- Ensure that all tourist development is of high quality design and respectful of the low-rise character of Torquay-Jan Juc, using colours, materials, architectural features and landscaping that builds on the surfing, beach and coastal character of the town.

## 21.08-5 Transport and Infrastructure

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### Objective 1

To plan and deliver a range of services and infrastructure in association with new development in response to Value 4 ‘Services and Infrastructure’ from the *Sustainable Futures Plan Torquay Jan Juc 2040 (2012)*.

### Strategies

- Provide a linked network of walking and cycling paths throughout Torquay-Jan Juc, enabling direct access to all activity centres (neighbourhoods targeted at a 400-800 metre radius) and to and through all areas of public open space.

- Develop community hubs within close proximity to all major and neighbourhood centres that provide multi-use facilities and shared spaces.
- Ensure services and facilities are distributed effectively amongst the established and new growth areas and cater for different life stages, from early years to ageing in place.
- Facilitate the provision of dedicated facilities to acknowledge and promote the local arts community.
- Improve access to aged care services and facilities.
- Encourage the distribution of recycled water into new subdivision (third pipe).

## Objective 2

To promote street design that makes a positive contribution to the urban landscape and the coastal character of Torquay-Jan Juc, and enhances walking and cycling, use of public transport and social interaction.

### Strategies

- Design urban arterials and collector streets to present as parkways/avenues that link key destinations, and local streets that present as an extension of the open space system primarily through the planting of large shade trees.
- Replicate the interconnected, grid based street network of Old Torquay in future infill developments.
- Develop The Esplanade in a manner that acknowledges its important role and function of providing access to the foreshore and being the visual link between the town and the coast.
- Encourage the improvement of the public bus service, both within the urban areas of Torquay-Jan Juc and between Torquay and Geelong.

## Objective 3

To increase the provision and quality of all forms of open space to meet the broad range of needs of the Torquay-Jan Juc community, and to site new open space to ensure its accessibility to all members of the community.

### Strategies

- Provide a network of high quality open space in growth areas easily accessible by pathways, serving a range of different functions and linked to existing networks and areas.
- The open space areas and buffers along creek corridors to create a network of access pathways enabling movement between neighbourhoods and the rest of towns.
- Develop Grass Tree Park as a major district conservation park providing both passive and conservation values for the town and surrounding rural communities.

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### Implementation

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These strategies will be implemented by:

#### Using policy and the exercise of discretion

- Assessing the timing of new development proposals against the need for land supply, the completion of existing development areas, the availability of infrastructure and the broader regional context.
- Using local policy (Clause 22.02) to encourage the use of predominantly indigenous plant species in landscaping and the use of shade trees in street tree planting.

- Using local policy (Clause 22.09) to recognise the differential capacity of Torquay-Jan Juc's residential areas to accommodate housing growth and change and to promote appropriate densities and design outcomes that contribute to the preferred neighbourhood character.
- Discouraging new subdivision and development within the vista of the Bells Beach Recreation Reserve.
- Reinforcing and strengthening Torquay-Jan Juc's activity centres through strongly discouraging the establishment of anchor stores outside designated major or neighbourhood activity centres.
- Discouraging the establishment of commercial uses such as restaurants, cafes etc in the residential zones along The Esplanade and Bell Street.
- Encouraging large bulky goods retail outlets to establish in Armstrong Creek.
- Supporting the establishment of discretionary non-residential land uses along the north side of Bristol Road directly opposite Torquay Central in the interim to protect its potential future rezoning.
- Reinforcing the fine grained subdivision and development pattern of strip shopping within all major, neighbourhood and local activity centres, with large format retail premises and large surface car parking sleeved to ensure streets provide an active, safe and vibrant edge.
- Ensuring car parking is designed and sited in accordance with the Car Parking Precinct Plans for the Torquay Town Centre and the Tourist Activity Precinct on the Surf Coast Highway.

#### **Applying zones and overlays**

- Applying a Significant Landscape Overlay to the residential areas of Old Torquay and Jan Juc to protect the vegetated character of the townships.
- Applying a Vegetation Protection Overlay to areas of significant native vegetation and *Eucalyptus leucoxylon ssp. Bellarinensis* (Bellarine Yellow Gum).
- Applying Design and Development Overlays to the residential areas of Torquay-Jan Juc to encourage built form and landscaping outcomes that respect and contribute to the preferred neighbourhood character.
- Applying Design and Development Overlays to the activity, tourist and employment centres to encourage urban form that reinforces the coastal character and surfing culture of the town.
- Applying a Development Plan Overlay to the area between Pearl and Payne Streets to facilitate integration of Torquay Central with the balance of the town centre.
- Applying a Development Plan Overlay to each new growth area specifying a range of guidelines to assist in implementing the values and principles for growth as outlined in the *Sustainable Futures Plan Torquay-Jan Juc 2040* (2012).
- ~~Applying the Public Acquisition Overlay to properties required for public car parking in the Torquay town centre.~~
- Applying the Parking Overlay to designated areas to manage the supply and design of car parking.
- Applying the Development Contributions Plan Overlay to enable the levying of development contributions to contribute to the provision of physical and community infrastructure.

#### **Undertaking further strategic work**

- Investigating the potential to increase lot densities within the Bells Boulevard East Low Density Residential Area (refer to Map 3 to Clause 21.08). Any such investigation should include a detailed analysis of the physical conditions of the site and surrounding land, and assess the potential impacts of an increase in lot density upon, including but not limited to:

- Flora and fauna values, including vegetated drainage lines and roadside vegetation;
  - The landscape character and visual amenity of the area;
  - Bushfire risk and the need to provide defendable space within lot boundaries;
  - The safe and efficient operation of the surrounding road network;
  - The amenity of adjoining properties;
  - Servicing implications;
  - The visibility of development from key public vantage points; and
  - The relationship of the area to Bells Boulevard as a gateway to the Bells Beach Surfing Recreation Reserve.
- Investigating the potential for increasing housing densities in the Low Density Residential area between Strathmore Drive, Great Ocean Road, Bells Boulevard and the upper tributary of Jan Juc Creek, ensuring that any proposal would not detract from the landscape character of the area which is highly prominent due to its elevation and proximity to the Great Ocean Road.
  - Establishing the exact settlement boundary on the northern ridgeline of Torquay when outline development plans are prepared for the relevant area, with the aim of avoiding any visual intrusion of development north of the ridgeline.
  - Undertaking a review of the Significant Landscape Overlay Schedule 1 to ensure its relevance and effectiveness in protecting the significant landscape values of the Bells Beach environs.
  - Reviewing the planting guide for Torquay-Jan Juc to include a broadened selection of suitable tree species to be used for educative purposes.
  - At the appropriate time investigating the rezoning of the rear half of the lots fronting Boston Road between Pearl and Payne Streets for commercial development to facilitate the integration of the Gilbert Street end of the town centre with Torquay Central.
  - When retail demand warrants, investigating extending the Commercial 1 Zone to land on the north side of Bristol Road as far as necessary to establish a clear linkage between the Gilbert Street end of the town centre and Torquay Central, but not further west than the commercial zoning opposite.
  - Developing urban design guidelines and parking management plans for the Bell Street and Jan Juc activity centres.
  - Identifying impediments to the development of tourist uses in the Special Use Zone on the Esplanade at the eastern end of Gilbert Street and work with investors to create further tourism activity in this location.
  - Preparing a parking management plan for the Baines Crescent precinct.
  - Developing an Infrastructure Plan for Torquay-Jan Juc and updating the existing Development Contributions Plan to include the new growth areas for the provision of new infrastructure and community facilities.
  - Developing an Outline Development Plan for the Messmate Road area.
  - At the appropriate time, investigating the potential for urban growth to the north-east of Torquay to facilitate growth beyond 2030.
  - Developing and applying environmental guidelines to new development.
  - Undertaking a strategic planning exercise with community engagement for the Spring Creek Valley past the one kilometre west of Duffields Road to identify preferred land uses that assist in establishing and maintaining a green break to Bellbrae.
  - Review and confirm the location for a Neighbourhood Activity Centre to serve the west of Torquay-Jan Juc.
  - Undertaking a structure planning project to identify, support and encourage diverse and higher density housing opportunities within 400 metres of activity centres, in particular within proximity of the Torquay Town Centre.



- Investigating opportunities and appropriate locations for the establishment of caravan parks and other forms of tourist accommodation.
- Developing a masterplan for The Esplanade between Bell Street and Zeally Bay Road that addresses the overall role, function and appearance of the boulevard.
- Reviewing the planning framework applying to the Torquay Town Centre and investigating opportunities to reinvigorate and redevelop the central business area, including the provision and management of car parking, and to include opportunities to accommodate discount department store(s), in consultation with Torquay Commerce and Tourism and other stakeholders.
- Reviewing the Design and Development Overlay Schedule 13 as it applies to land within Old Torquay in light of Old Torquay's role as an urban consolidation area to accommodate future growth.

#### **Other actions**

- Working with the City of Greater Geelong to encourage the early provision of sub-regional shopping facilities at the Armstrong Creek Major Activity Centre.
- Working with investors and landholders to assemble an appropriate site for a department store in the Torquay Town Centre.
- Working with landholders and investors to develop a strong neighbourhood activity centre in Torquay North.
- Working with landholders, investors and the community to facilitate the redevelopment of the Surf World/Surf City complex to strengthen surf related tourism and retailing, entertainment and community facilities.
- ~~Acquiring land in the Torquay town centre through cash-in-lieu payments to provide additional shared public car parking.~~
- Planning for the provision of safe, informal car parking overflow areas to meet short term peak parking demands over the summer tourist period.
- Encouraging the development of regional cycle routes linking Torquay with Geelong and the surrounding region.
- Working with the Department of Transport to facilitate the provision of a transit corridor from Armstrong Creek to Torquay.
- Working with the Department of Education and Early Childhood Development on the provision of a new primary school in Torquay North.

#### **21.08-7**

#### **Reference Documents**

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*Torquay and Jan Juc Structure Plan (2007)*

*Torquay-Jan Juc Neighbourhood Character Study and Vegetation Assessment (2006)*

*Sustainable Futures Plan Torquay-Jan Juc 2040 (2012)*

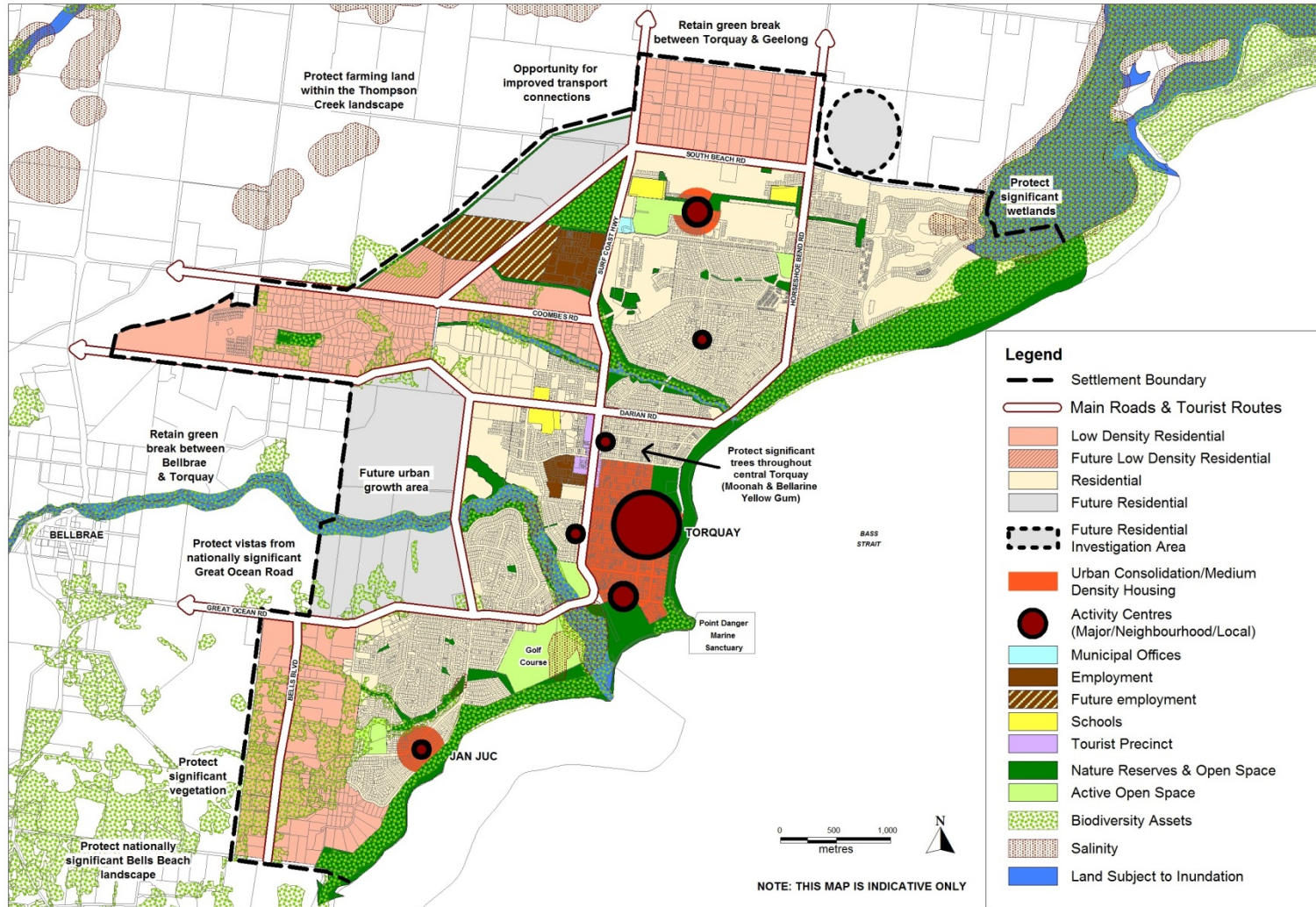
*Torquay-Jan Juc Neighbourhood Character Study Review (2012)*

*Torquay North Outline Development Plan (Revised, 2012)*

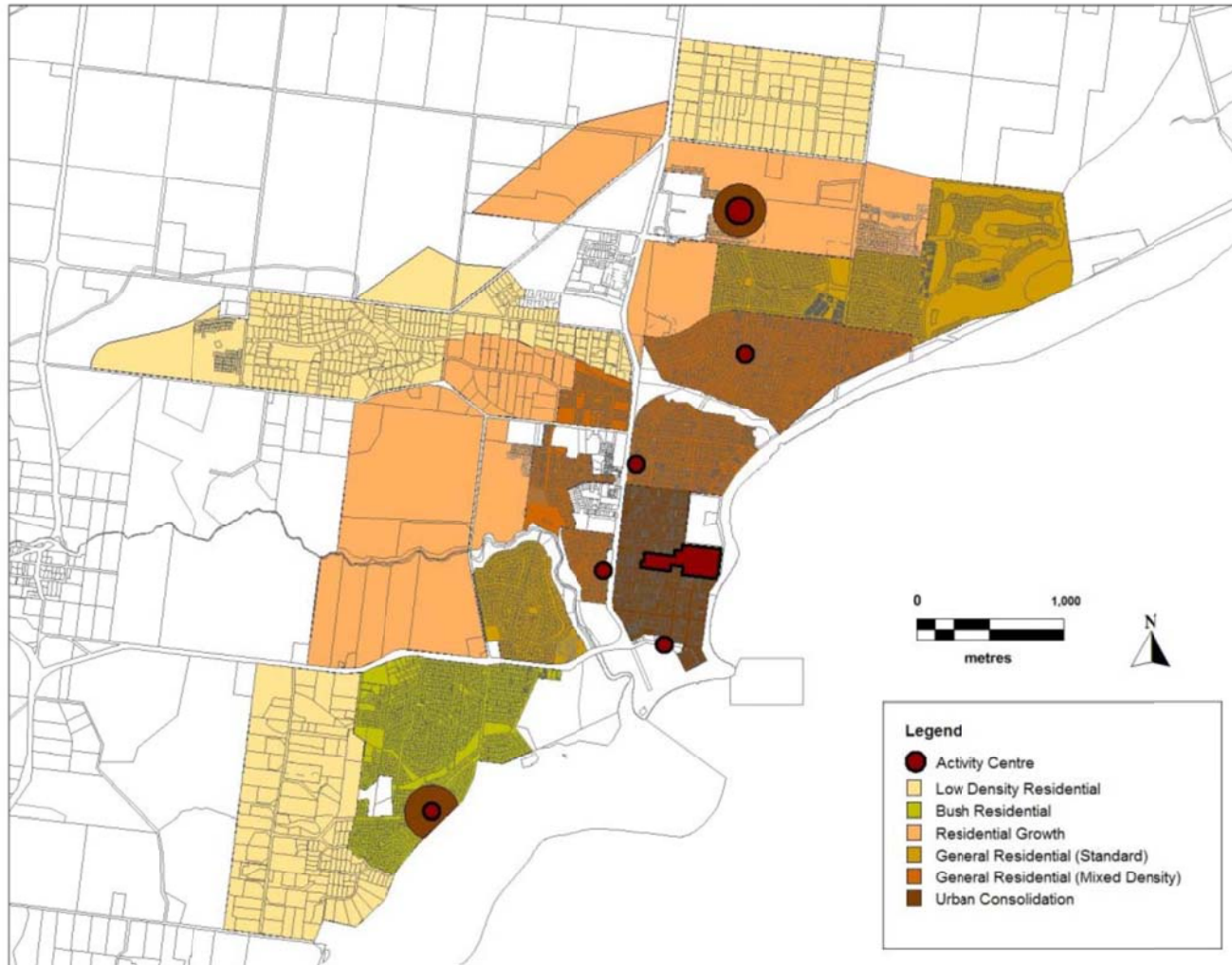
*Torquay Town Centre Parking and Access Strategy 2011-16 (2011)*

*Torquay/Jan Juc Retail Strategy (2011)*

Map 1 to Clause 21.08: Torquay-Jan Juc Framework Map

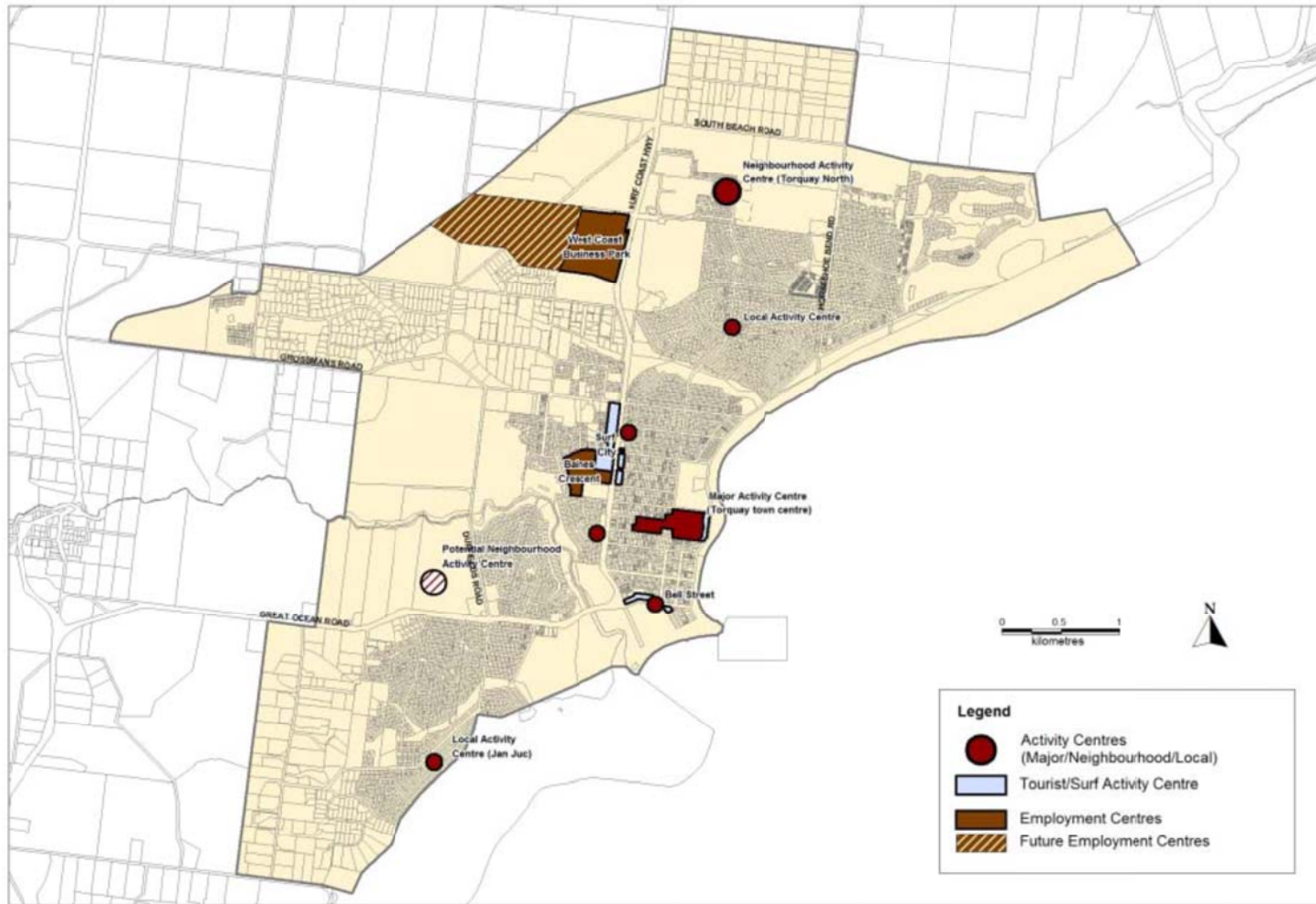


Map 2 to Clause 21.08: Residential Development Framework

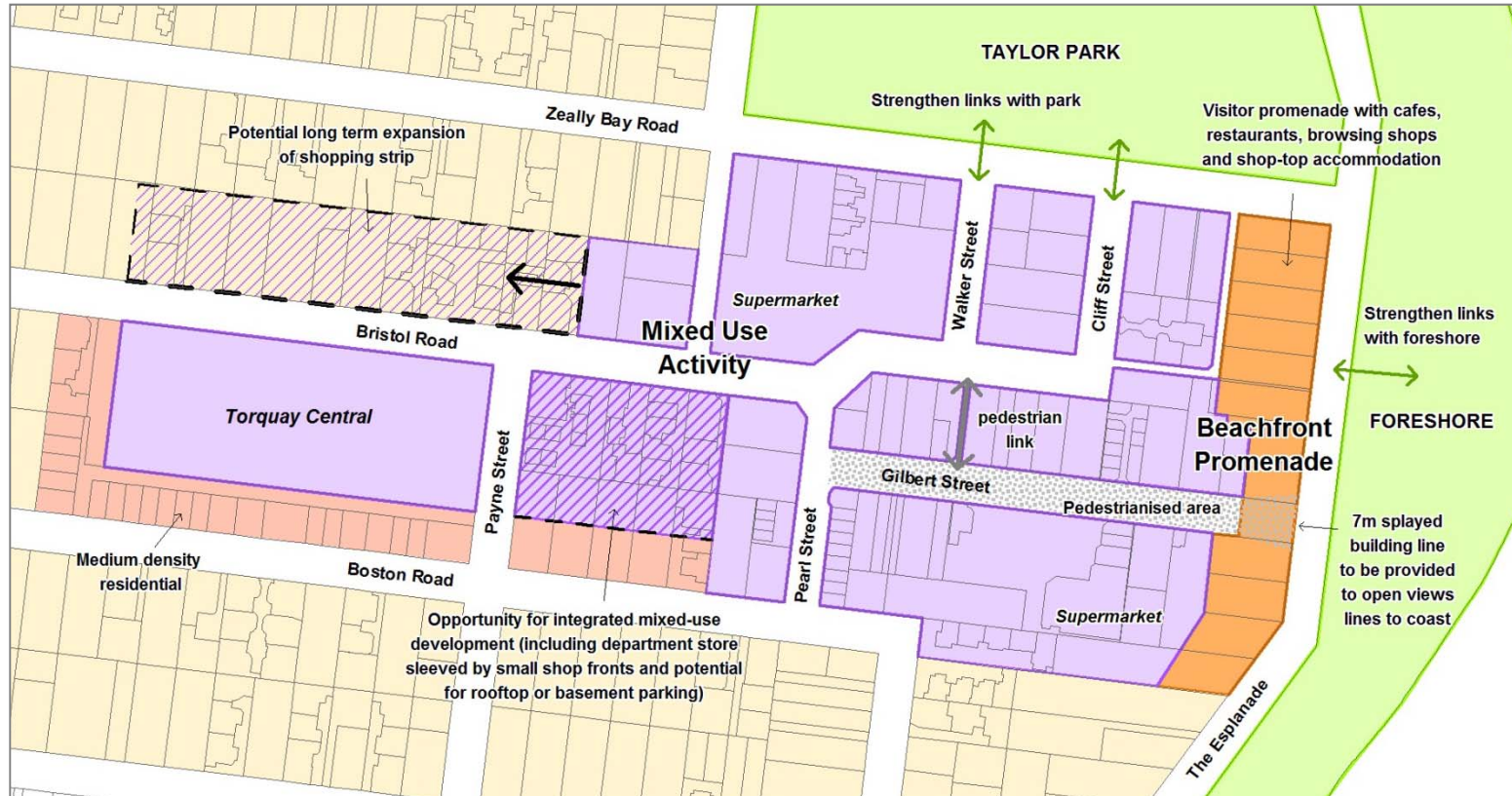




Map 3 to Clause 21.08: Activity Centre Hierarchy



Map 4 to Clause 21.08: Torquay Town Centre Precinct Plan



**Map 5 to Clause 21.08: Bells Boulevard East Low Density Residential Area**

