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# Comprehensive Strategy Plan for Torquay / Jan Juc



Prepared For  
*Surf COAST* Shire

By

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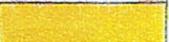
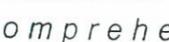
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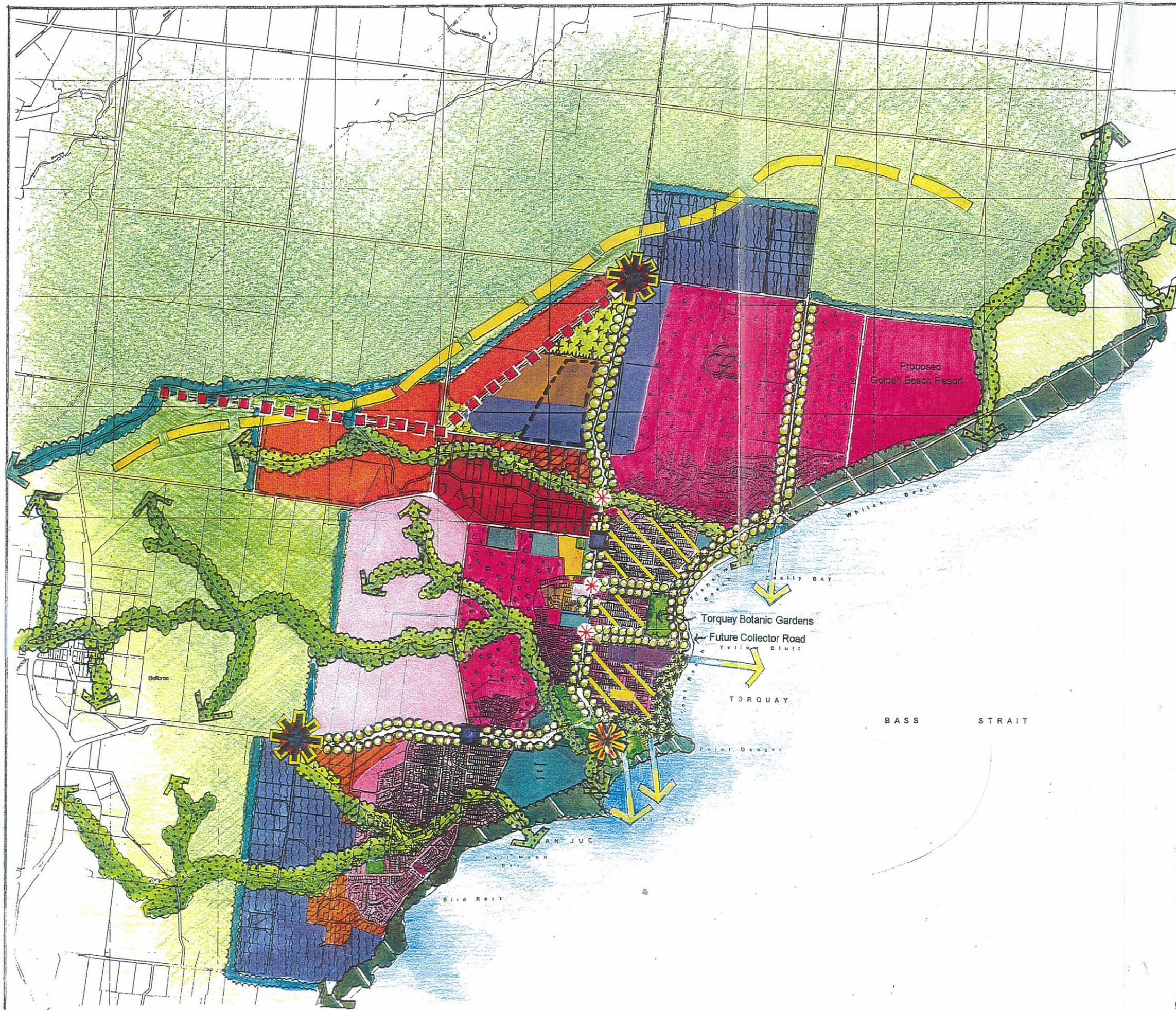
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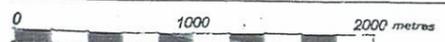
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## Comprehensive Plan for Torquay / Jan Juc

Surf Coast Shire

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 In association with:  
 Chris Dance Land Design Pty. Ltd. Landscape Architects  
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# TORQUAY / JAN JUC - COMPREHENSIVE PLAN

## "CAPITAL OF THE SURF COAST"

### VISION STATEMENT

#### THE VISION

*Torquay / Jan Juc, Victoria's premier surfing town, home of Victoria's surf industry and the "Capital of the Surf Coast", will fulfil its potential as the only coastal town in the Surf Coast Shire with the ability to grow. However, whilst this growth occurs, through careful planning and as a result of the community's courage to make difficult decisions about future development, the town will retain the essence of those features of its natural and built environments which define its character and identity and which make it such a popular place to live, work and holiday.*

#### *Respecting the existing*

Key features which endear Torquay / Jan Juc to the people who live, work and holiday there must be reflected in the future form of the town, if its character and identity is to be retained in the face of population growth and new development. The features which are particularly important to the character of the town include:

- *The beaches and foreshore* - where the need for protection and conservation will be balanced with sustainable levels of access and use. Significant improvements will occur such as revegetation, rationalisation of car parks, a pedestrian walk the full length of the foreshore, and the identification and protection of conservation areas. Urban design improvements will aim to enhance visual and pedestrian linkages to the beach throughout Torquay / Jan Juc, in order to strengthen its influence on all aspects of the town.
- *The Gilbert Street Shopping Centre* - which is the traditional commercial heart of Torquay / Jan Juc and which contributes significantly to its "coastal town" feeling. It will remain the main shopping centre and will be expanded to accommodate the needs of a growing community.
- *The Esplanade* - which will essentially retain its residential nature and general scale of buildings, although some change will take place as the Gilbert Street Shopping Centre is "opened out" to the beach and as areas south of Gilbert Street intensify slightly and provide more accommodation for tourists and visitors.
- *The influence of surfing on the town and the presence of the surf industry* - which will be reinforced through improvements to the Surf Coast Plaza (which will retain its high profile highway site) and will be enhanced by the introduction of urban art throughout the town in celebration of its surfing origins.
- *The importance of the creeks and parks to the character of the town, such as Spring Creek, Deep Creek, Jan Juc Creek and Taylor Park* - which will be respected by adjacent development, conserved (where appropriate) and enhanced as part of the natural environment and as part of the open space system of the town.
- *The open rural landscape surrounding the town* - which will be protected from inappropriate development to retain the beauty of the town's natural rural setting and its sense of separation from Geelong.

### *Planning the new*

Good planning will ensure that the Torquay / Jan Juc of 2011, whilst nearly double the population of today, will respect the above key features:

- *Consolidation of existing urban areas* - will slow the rate of outward expansion and encourage quality medium density residential redevelopment, especially in Old Torquay, as well as the more efficient use of land in new residential areas.
- *New residential areas* - will be well planned, well laid out and well serviced. The emphasis will be on improving the landscape of new estates to "tone down" the dominance of buildings. In most cases new residential development areas will be "out-of-sight" from main roads and beaches, and where they are not they will be planned to ensure an appropriate appearance.
- *More services and facilities will be available for residents* - in an expanded municipal precinct in Grossmans Road, which will accommodate major local government facilities and which will adjoin a new primary school and outdoor park and playing fields.
- *The appearance of the town will be improved* - through extensive landscaping of main roads, the foreshore and key activity centres such as Gilbert Street, Bell Street and the Bird Rock Shopping Centre
- *More jobs will be provided* - by maximising the opportunities presented by the surf industry, as well in the community service and the retail industry as Torquay / Jan Juc becomes more self-sufficient, in the craft and cottage industries, and for businesses seeking the natural environment and lifestyle provided by the town.
- *A Surf Coast Architectural Style will be encouraged* - not only in Torquay / Jan Juc but elsewhere throughout the municipality as well, especially in public buildings, but also in commercial, industrial and residential buildings, in order to reinforce the coastal image and attractiveness of the town.

The Comprehensive Plan prepared to guide the future planning and development of Torquay / Jan Juc precedes this vision statement. The matters taken into consideration in preparing that plan and the detailed goals, policies and actions which explain the Plan are included in the body of this report. The main features of the Plan and the implications of its recommendations on Torquay / Jan Juc are summarised below.

## POPULATION

Torquay currently has a population of about 5,500. It is anticipated that the population will grow to around 10,000 people by 2011 - i.e. it will nearly double. This relates to an average annual growth rate of about 3.6% and to an average of about 250 to 300 new residents a year.

The Plan aims to accommodate ongoing population growth in Torquay / Jan Juc and to respond to "natural" pressures for growth. Whilst the municipal strategy *Surf Coast 2020 - A Preferred Future* envisages "limited expansion of the population" of the municipality, it is important to note that Torquay / Jan Juc does not suffer from the same environmental constraints as other towns in the municipality. Accordingly, the need does not exist to limit growth for either environmental or amenity reasons. Neither does the need exist to try to accelerate growth for economic reasons. The "natural rate" of growth envisaged is sufficient to ensure a healthy economy, and yet is manageable in terms of accommodating the infrastructure needs of new residents and moderating the impacts of growth on the character of the town.

## ENVIRONMENT

Recommendations in terms of the environment include:

- (1) Conserve and enhance the areas of highest conservation significance, such as the Breamlea Wetlands and coastal sand dunes (from White's Beach to Point Impossible) and the cliff top areas from Jan Juc around to Bells Beach and beyond. Access to these areas will be limited to those points where access is essential for beach and cliff access
- (2) Emphasis on the main swimming and tourist beaches and foreshore areas, from Fisherman's Beach around to Jan Juc, will be on achieving a sustainable balance between pedestrian and vehicle access, and protection of environmental features. Detailed design concepts will need to be prepared for these areas in conjunction with the Department of Conservation and Natural Resources and the Foreshore Management Committee, as appropriate. Recommendations include:
  - A major revegetation program and rationalisation of car parking at Fisherman's Beach, and linking that area with the native vegetation theme of Yellow Bluff and with Taylor Park.
  - Enhancing Yellow Bluff and improving its linkages to Gilbert Street and Taylor Park. The tourist office will be removed and ocean views will be created from Gilbert Street.
  - Reinforcing the 20th Century theme of the front beach as the centre piece of the Torquay foreshore. Extend this theme towards Gilbert Street and also around the corner into Bell Street, as part of a comprehensive streetscape project for the Bell Street area.
  - Re-vegetating the foreshore at the main Torquay Surf Beach, redesigning and visually linking the beach (at least) to the Bell Street Shopping Centre, and strongly integrating it with Point Danger and Rocky Point. This will require rationalisation of the caravan park.
  - Undertaking special investigations regarding the establishment of a Surf Coast / Great Ocean Road Tourist and Interpretative Centre (with direct links to the surf beach and life saving club) adjacent to Spring Creek, off Davidson Street. The responsive design of such a facility should complement the revegetation and landscape concepts to be prepared for this area.
- (3) Improve the appearance and amenity of the urban areas of Torquay / Jan Juc generally through theme landscaping on major roads and entries, substantial landscaping within new residential subdivisions and enhancing visual and pedestrian links between urban areas and the beach and foreshore.
- (4) Build on the higher profile which Taylor Park will obtain as a "town park" once the Gilbert Street Shopping Centre fronts the park, and revitalise and enhance its status as Torquay's Native Botanic Gardens.
- (5) Preserve the rural character of the rural areas surrounding Torquay / Jan Juc, especially the areas of high landscape value such as the Thompson Creek Valley and the Bells Beach / Ironbark Basin hinterland.
- (6) Plan the Torquay Hills area and the Torquay North area, adjacent to the Highway, as a transition zone between the rural areas of the Thompson Creek Valley and the urban parts of Torquay / Jan Juc.
- (7) Protect the natural features of Spring Creek and Deep Creek and ensure that adjacent development responds to the environmental features of these watercourses.

- (8) Enhance and integrate the municipal offices and Surf Coast Plaza precinct, which should have a subtle urban character evoking seaside, surf culture and a coastal landscape.

## HOUSING

### Recommendations in relation to housing:

- (1) Promote urban consolidation in all residential areas in Torquay / Jan Juc, but with particular attention on quality medium density residential redevelopment in Old Torquay, especially in the core area around Gilbert Street, Taylor Park, Bell Street and the foreshore.
- (2) Whilst promoting urban consolidation, continue to enable on-going urban development in designated fringe areas.
- (3) Plan for at least two major residential fronts to coexist in Torquay / Jan Juc at any one time, in order to ensure competition and locational choice.
- (4) Torquay North will be one of two major residential development areas, ultimately extending north to South Beach Road. No development will occur in this area until an ODP has been prepared. Horseshoe Bend Road will emerge as a new development focus and will be transformed into an attractively designed and landscaped avenue of generous proportions. A neighbourhood activity centre will be required in this area. Special measures will be taken to establish a strong, common landscape theme along the Surf Coast Highway, with low density activities, to retain the area as a transition zoned between the rural landscape of the Thompson Creek Valley and urban Torquay.
- (5) Torquay West will continue as the second major residential growth area, in accordance with the ODP currently being finalised by Council. Consideration will be given to establishing a new "residential" entry to the northern part of this area, possibly via Grossmans Road, as an alternative to the "commercial" character evolving for the Beach Road entry.
- (6) Duffields Road will be the interim boundary to urban development to the west of Torquay. No development will be considered to the west of Duffields Road until Torquay West is approaching full development. When this time approaches the decision regarding urban development to the west of Duffields Road should not be automatic, but should be the subject of a review of the overall development strategy for Torquay / Jan Juc.
- (7) Infill development will continue to occur on remaining vacant land in Jan Juc, in the Strathmore Drive area.
- (8) In relation to rural residential development:
  - the opportunity will exist for limited further subdivision in the Bells Boulevard area and in the area to the north of South Beach Road.
  - the possibility will be investigated of reducing the minimum subdivision size of land between Deep Creek and Coombes Road to 0.4ha.
  - Council will liaise with the owners of existing rural residential properties between Grossmans Road and Deep Creek, regarding possible resubdivision to large urban density lots.
  - Land on the north side of Coombes Road (between Surf Coast Highway and Messmate Road) subject to the preparation of an ODP for the area and negotiations with the owner regarding

the boundary to the industrial / employment area to the north and the use of land along the Surf Coast Highway frontage for employment uses.

- The following areas are suggested for investigation by the consultants preparing the Rural and Environmental Strategy for Council:
  - Land on the north side of Messmate Road and on the north side of Coombes Road (west of Messmate Road but east of Ghazepore Road), provided that no development extends beyond the ridgeline to the north, or north of the westerly extension of the alignment of South Beach Road.
  - Land bounded by Coombes Road, Messmate Road, Grossmans Road and Ghazepore Road.

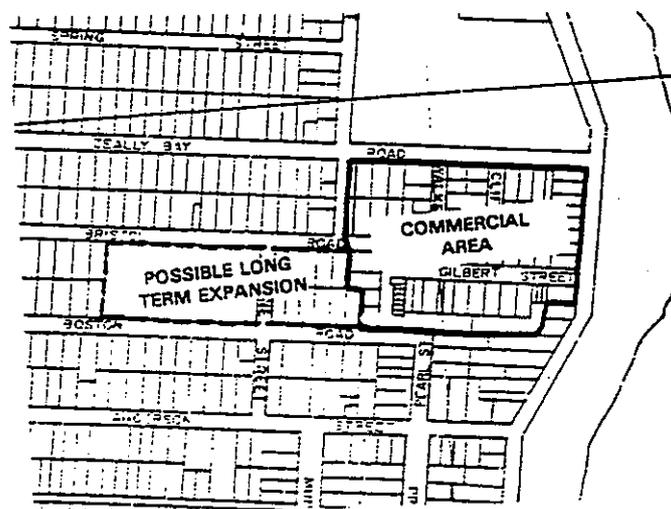
## THE ECONOMY

Recommendations in relation to the economy:

- (1) Promote Torquay/Jan Juc as a location for investment, employment and tourism bearing in mind the assets of the area and the need for appropriate development.
- (2) To integrate and promote the main commercial / tourism features located in and around central Torquay, in order that they combine in a complimentary manner to maximise their joint contribution to the economy of the town. The core features in this area of concentrated activity include Gilbert Street, The Esplanade, Bell Street and Surf Coast Plaza.
- (3) Reinforce Gilbert Street as the commercial heart of the town by:

- rezoning all the land between Cliff Street and Fischer Street for retail and commercial development (changing the residentially zoned part of this area to the new Business 1 Zone);
- rezoning land on The Esplanade between Zeally Bay Road and Gilbert Street (including the vacant lot on the south side of Gilbert Street) to the new Business 1 Zone, allowing shops and tourist services;
- Council being prepared to assist retail developers with site assembly of sufficient properties to allow development of a new supermarket and specialty shops to the north of the existing centre. Funding for possible land acquisition could come for a special rate established for the improvement of Torquay / Jan Juc (see Chapter 11); and
- Preparing a detailed urban design and traffic management study to assist developers in expanding the Gilbert Street Shopping Centre.

Gilbert Street Commercial Area



- (4) Reinforce Bell Street as a secondary retail focus in Torquay / Jan Juc with a strong entertainment and tourism role.
- (5) Encouraging development of facilities and services for tourism (such as shops, restaurants, accommodation and surf-related goods and services) at the following locations:
- Gilbert Street and the Esplanade;
  - Bell Street;
  - Surf Coast Plaza (the main focus for surf and related retail); and
  - Surf Coast Highway (the parcel of land immediately south of Grossmans Road which will require rezoning to the new Business 4 zone, possibly with a local variation to enable the provision of tourist related commercial activities such as take-away food establishments, restaurants, petrol stations, hotels, motels etc. Normal shops and surf retail will be prohibited in this area.

In addition, Council will be prepared to consider the planning merits of high quality accommodation and conference facilities in the rural hinterland of Torquay / Jan Juc, especially in the attractive areas to the west of the town, provided that strict environmental and design controls can be met. Such development would require rezoning.

- (6) Ensure that the outline development plans for new residential areas provide for sufficient well-located retail and community services. These facilities should be co-located to create focal points for the community. The provision of retail floorspace should be modest, to cater for convenience needs only, in order to preserve the primacy of the Gilbert Street Shopping Centre.
- (7) Promote Torquay / Jan Juc as a location for industrial and commercial activities which require high quality accommodation in a rural or coastal environment. To enable major employment activities to locate in Torquay, land between Coombes Road and the Flora Reserve to the north, on the west side of the Surf Coast Highway, will be rezoned to the new Business 3 Zone. Flexibility should exist for a wide range of major employment generating uses in this area, including garden industrial, office, institutional etc. An overlay control will establish guidelines for design and setbacks which will protect the appearance of the town entrances.
- (8) Provide for growth in industrial services (builders yards, concrete batching plants, auto repairs, warehouses etc) by rezoning land fronting Messmate Road on the east side to the new Industrial 1 Zone. The activities in this area will be screened from the Surf Coast Highway by development of the new Business 3 Zone (see policy 5 in this section). Appropriate building setbacks and landscaping to Messmate Road would retain an attractive appearance along the new alternative route around Torquay / Jan Juc.
- (9) Promote Gilbert Street and surrounds as a location for small offices, and plan for incremental expansion of Gilbert Street for retail and commercial uses in a westerly direction towards the Surf Coast Highway, including the existing Torquay Primary School site.
- (10) To support neighbourhood level convenience retail facilities on the vacant land on the north side of Beach Road, opposite the Surf Coast Plaza. The purpose of this centre would be to provide a service to employees in the area, as well as to residents of Torquay West.

## COMMUNITY AND OTHER SERVICES

Recommendations in relation to community and other services:

- (1) The municipal offices site in Grossmans Road will be developed as the main municipal precinct in Torquay / Jan Juc. Other major local government facilities required to meet the needs of a growing population will be located in this area. Potential uses include a further expansion of the municipal offices (if or when required), a library, a large hall / theatre, an indoor swimming pool, a multi-purpose community centre (as determined as necessary by Council). A municipal outdoor recreation complex will also to be established in this area.
- (2) For a secondary precinct for municipal facilities (of a more local nature) to be established in Price Street, Old Torquay. This will require coordinated action between other public land owners in the area and the preparation of an integrated redevelopment concept for the precinct.
- (3) For Council to commence planning for other neighbourhood clusters as required, especially in the Torquay North area, as part of the preparation of an outline development plan for that area.
- (4) For Council to work with the Department of School Education (DSE) in relation to education planning in Torquay / Jan Juc, with the aims of:
  - Establishing a new primary school in Grossmans Road.
  - Seeking the Department's assistance in acquiring additional land in Grossmans Road for a joint primary / post primary school. If this is not forthcoming, for Council to assess whether it can retain this option using its own resources.
  - Decommissioning the existing Torquay Primary School site in Bristol Road, rather than retaining it as a possible second primary school site. This would provide the opportunity for long term expansion of the town centre.
  - Identifying an appropriate site for a second primary school in Torquay North (long term). This site may be planned as a joint primary / post primary site, depending on whether land is retained for a post primary school in Grossmans Road.
- (5) For Council to resolve the outstanding issue of an indoor swimming pool in Torquay / Jan Juc.
- (6) For Council to prepare a detailed Community Services Plan and Leisure and Recreation Plan to accommodate the existing and future needs of the community of Torquay / Jan Juc, and for these plans to be integrated with this plan.

## TRANSPORT AND ACCESS

Recommendations in relation to transport and access:

- (1) The main access issue addressed by the plan is improving access onto and across the Surf Coast Highway and the Great Ocean Road, particularly during holiday periods. This will be achieved through signalisation of appropriate intersections with these roads, such as Darian Road and Duffields Road.

- (2) In the short term, Bristol Road will be the principal access road to the Gilbert Street Shopping Centre from the Highway. However, as the centre expands to link to Taylor Park, Zeally Bay Road will become the major access road.
- (3) Messmate Road and Coombes Road will be upgraded and signposted to provide an alternative route around Torquay / Jan Juc for through traffic.
- (4) Outline development plans will be required for the Torquay North and Torquay West areas to provide a guide to subdivision and to facilitate an appropriate road network pattern. The road network in Torquay North should generally have a grid pattern and provide links to existing adjoining subdivisions.
- (5) The Esplanade has a multi-purpose role in the road network and provides access to foreshore facilities and attractions, access to abutting properties, access to the commercial precincts from the urban areas, and a tourist route and scenic drive. The emphasis along this route will be for a low speed environment through appropriate physical road design (eg a roundabout at Zeally Bay Road) and urban design treatments.
- (6) The provision of formal car parking to meet peak period demands within the commercial centres and the foreshore area would result in excessive expenditure on infrastructure and undesirable visual impacts. Along the foreshore, formal car parking areas should be constructed to meet typical demands throughout the year, with designated overflow areas for use in peak periods. A paved area should be constructed abutting the main access road/route to car parks, with a grassed overflow area between the car park and shoreline. Concept layouts and design of car parking areas for the foreshore, Point Danger and Jan Juc need to be developed jointly incorporating urban design and engineering design input.
- (7) Bus services between Torquay / Jan Juc and Geelong need to recognise and provide for secondary school students, particularly whilst no secondary school exists in the town. Service times must recognise start and finish times of the main schools in the Geelong area. More than one service may be necessary to cater for pre-school or after-school activities by students.
- (8) An internal local network bus may be appropriate to cater for the local needs of older/retired members of the community who are no longer able to drive, or provide access for families with one car with the car used for commuter purposes.

## INFRASTRUCTURE FUNDING

Recommendations in relation to infrastructure funding:

- (1) Council will establish a fair, equitable and efficient funding policy framework. This will identify the funds needed for improvement works and for the provision of new local government services and facilities in Torquay / Jan Juc.
- (2) The following funding principles have not been adopted by Council at this stage but are suggested for Council to consider in preparing such a policy:
  - *Municipal wide local government services and facilities* - That infrastructure which is commonly required by all residents / businesses in the municipality generally be funded from general sources of funds such as general rates, accumulated funds, borrowings, grants and user charges, as appropriate.

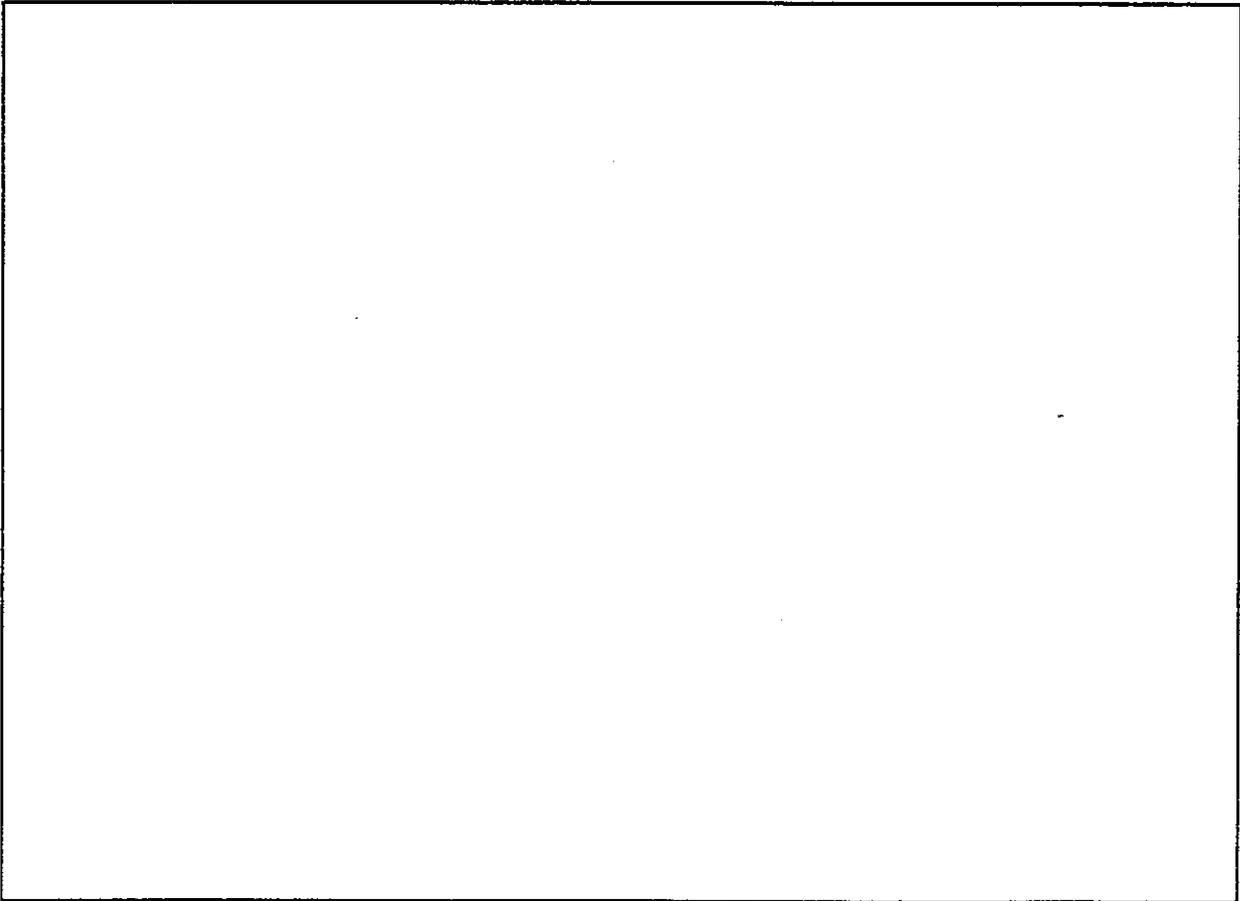
- *Township - wide local government services and facilities* - That infrastructure which is specific to the needs of the residents of a discrete town such as Torquay / Jan Juc, generally be funded by a combination general funds and area specific funds such as a special rate for Torquay / Jan Juc. Such a rate could be established to fund improvements and infrastructure identified as required specifically for the benefit of ratepayers of the town.
- *Local area services and facilities* - That development contributions be sought for infrastructure required for areas within Torquay which are undergoing development (ie residential development areas, new industrial areas, town centre etc).
- *Development specific infrastructure and services* - That infrastructure that is required to be provided within a development for the benefit of that development, be provided by the developer.
- *Negotiations agreements* - be entered into for additional items of infrastructure for which development contributions are not required, but for which developments can be reasonably expected to contribute.

ACTIONS TO IMPLEMENT STRATEGY (Summary only. Body of report should be referred to for full details)	PRIORITY
<b>General</b>	
(1) Establish management procedures and responsibilities within Council to implement Strategy Plan.	High
(2) Monitor outcomes of the Greater City of Geelong Strategy Plan Study (which is currently underway) and assess its possible impacts on growth in Torquay / Jan Juc.	High
<b>Population</b>	
(1) Continually monitor population growth in Torquay / Jan Juc and update population estimates accordingly.	Ongoing
(2) Prepare a detailed socio-economic and demographic analyses of the four residential localities of Jan Juc, West Torquay, Old Torquay and Wombah Park and review as development occurs.	Ongoing
<b>Environment</b>	
(1) Thompson Creek Valley - Complete guidelines for Landscape Development and encourage private initiatives directly with farmers and with other land care groups.	Low
(2) Breamlea Wetlands - Work with the Department of Conservation and Natural Resources to produce a Management Plan to revitalise and protect the area.	Medium
(3) Eastern Low Lands - Produce an outline development plan.	Low
(4) Torquay Hills - Complete guidelines for development, including a streetscape and open space plan, avenue concept for Surf Coast Highway, and guidelines for visually intensive uses such as rural residential and employment uses along the highway.	High
(5) Spring Creek Valley - Prepare a detailed ODP to create a "natural systems" led land-use and circulation plan.	High
(6) Bells Beach Hinterland and Ironbark Basin - Explore with the Surfing Industry and State Agencies feasibility for a Surfing Icon near the Bells area, for information on conditions, cultural interpretation, education etc, and prepare an ODP for the area.	Medium
(7) Gilbert Street Commercial and Retail Centre <ul style="list-style-type: none"> <li>• Prepare an Urban Design Framework Plan.</li> <li>• Publish a Gilbert Street Information Sheet and, with Traders, quickly assemble an Action Committee to push for realisation of the goals of the Strategy Plan.</li> <li>• Identify and begin immediate works - including tree planting.</li> <li>• Create a special fast-track approach process for private projects, which are clearly meeting the goals and creating the vision for Gilbert Street.</li> </ul>	High
(8) Bell Street / Torquay Camping and Caravan Park <ul style="list-style-type: none"> <li>• Rationalise the caravan park area and redevelop the coast car park and ensure that the visual / physical links between Bell Street and the beach are realised.</li> <li>• Develop a re-vegetation program for the entire precinct, consistent with indigenous planting patterns that also extend along the foreshore (including the Surf Life Saving Club area) and into the Spring Creek Valley west and Point Danger area east.</li> <li>• Create street planting in a median, consistent with the above, that increases amenity and helps enframe views to the coast.</li> <li>• Examine the grades closely in this area of the coast, to determine if (with relatively modest works), further visual exposure of the ocean is possible.</li> <li>• In concert with this, create a public liaison programme, attracting Beach/Foreshore related uses in Bell Street, e.g. Restaurants, clothing shops, cabins, motels, restaurants, surf-hire etc.</li> <li>• Complete a detailed Urban Design Concept for Bell Street.</li> </ul>	Medium

ACTIONS TO IMPLEMENT STRATEGY (Summary only. Body of report should be referred to for full details)	PRIORITY
<p>(9) Wombah Park Estate / Torquay West</p> <ul style="list-style-type: none"> <li>• Commence preparation of an open space and streetscape concept plan that addresses streets as part of the open space system.</li> <li>• Provide technical information to landowners (e.g. plant lists and handy hints) to encourage landscape development on private land.</li> <li>• Identify immediate action areas - on Council controlled land, where works can be quickly planned and implemented.</li> </ul>	High
<p>(10) Surf Coast Plaza and Municipal Precinct</p> <ul style="list-style-type: none"> <li>• Complete a landscape plan for the precinct that would enable immediate mass-planting, to quickly transform the character of the area.</li> <li>• Create either a frontage for Civic functions on the Surf Coast Highway or by way of set backs and view corridors give greater visual presence to the existing facilities.</li> <li>• Encourage with guidelines, publicity, technical notes etc. private owners to pursue implementation of the plan.</li> <li>• Identify at least one street (probably Zeally Bay Road) as the link to Gilbert Street and then give it a special treatment that makes it an obvious and Central Avenue in the Torquay Township.</li> </ul>	High
<p>(11) Stuart Avenue, Jan Juc</p> <ul style="list-style-type: none"> <li>• Identify early works such as forward planting of the adjacent foreshore and surrounding streets.</li> <li>• Carry out special treatments and signage works on Government Road, Ocean Boulevard and Sunset Strip to underscore their importance.</li> <li>• Make traffic and parking improvements.</li> <li>• Prepare detailed Urban Design Concept Plans need to be prepared, followed by construction.</li> </ul>	Medium
<p>(12) Jan Juc Foreshore</p> <ul style="list-style-type: none"> <li>• Set up Advisory Committee for Coast Strategy.</li> <li>• Review Jan Juc Beach car parks and, in the context of the strategy, re-design and re-vegetate these.</li> <li>• Examine the impacts of the Golf Course on the Spring Creek and Coastal Environment.</li> <li>• Prepare resources plan in order to realise the above goals.</li> </ul>	Medium
<p>(13) Main Surf Beach</p> <ul style="list-style-type: none"> <li>• Initiate the above policies as soon as possible.</li> <li>• Determine and initiate works that could commence immediately, such as further re-vegetation.</li> <li>• Enhance access and visual links from the Bell Street area.</li> </ul>	Medium
<p>(14) Point Danger and Front Beach</p> <ul style="list-style-type: none"> <li>• Commence immediate works, such as re-vegetation etc, consistent with the goals for the area.</li> <li>• Commencement of detailed studies is required.</li> </ul>	Medium

ACTIONS TO IMPLEMENT STRATEGY (Summary only. Body of report should be referred to for full details)	PRIORITY
<p>(15) Fishermans Beach and Yellow Bluff</p> <ul style="list-style-type: none"> <li>• Commence preparation of Detailed Concept Plan.</li> <li>• Remove/relocate the toilet block.</li> <li>• Commence works that could occur immediately - re-vegetation of the Fishermans Beach area, using indigenous vegetation.</li> <li>• Create pedestrian access-ways, especially from the Gilbert Street area and Yellow Bluff, to the Beach.</li> <li>• Limit direct vehicle access form The Esplanade by way of kerbs or bollards.</li> </ul>	Medium
<p>(16) Whites Beach</p> <ul style="list-style-type: none"> <li>• Limit car parking and access roads and re-vegetate.</li> <li>• Continue re-vegetation in the back dune area.</li> <li>• Fence sensitive areas as has been done around water bodies (at north-east end).</li> </ul>	High
<p>(17) Taylor Park</p> <ul style="list-style-type: none"> <li>• Establish and pursue a Master Plan Brief for this area.</li> <li>• Commence preliminary work by carrying out a vegetation and site features survey.</li> </ul>	Medium
<b>Housing</b>	
(1) Review and rationalise the existing residential land use zones to incorporate the new state-wide residential zones.	High
(2) Support current amendments R29 (land on Horseshoe Bend Road) and RL33 (Strathmore Drive, Jan Juc).	High
(3) Initiate consultation with residents and land owners to the north of Grossmans Road to review the potential for this parcel of rural residential development to be subdivided further.	Medium
(4) Refer suggestions regarding rural residential areas to the consultants undertaking the Rural Strategy.	High
(5) Monitor residential development and dwelling commencements on an annual basis for Torquay / Jan Juc.	Ongoing
<b>Economy</b>	
(1) Continue to monitor the rate of investment and the creation of employment in order to gauge the demand for land for various economic activities.	Ongoing
(2) Refuse the planning application for a new shopping centre on the Surf Coast Highway (and discuss with the applicant alternative uses for the land including tourist related commercial activities such as fast-food outlets, peripheral sales activities, petrol stations and visitor accommodation).	High
(3) Immediately seek investor interest in developing a major retail expansion of Gilbert Street.	High
<b>Community Services</b>	
(1) Ensure that detailed Community and Leisure Plans prepared by Council are integrated with this strategy.	Medium
(2) Undertake detailed studies and prepare policies regarding the need for and the timing of the provision of major new local government facilities which may be required in Torquay / Jan Juc in the future.	Medium
(3) Reinvestigate the feasibility of an indoor swimming pool now that a commercial learn-to-swim pool has been established in Torquay.	High
(4) Commence discussions with other public agencies and land owners in the Price Street area and prepare a integrated concept plan for the development of this area as a secondary municipal precinct.	High

ACTIONS TO IMPLEMENT STRATEGY (Summary only. Body of report should be referred to for full details)	PRIORITY
(5) Commence discussions with DSE regarding education planning in Torquay and prepare a formal submission to the Department seeking special consideration of the early provision of a post primary school and implement other elements of the strategy.	High
(6) Ensure that outline development planning for the future residential development area in North Torquay takes into account the need for a possible primary school, post primary (depending on outcome of discussions with Council), outdoor recreation facility, local community services and facilities and retail / commercial facilities.	Medium
(7) Regularly monitor the rate and location of population growth within Torquay / Jan Juc and the changing characteristics of the population, to provide a sound basis for the planning of community and leisure services and facilities.	Ongoing
<b>Transport</b>	
(1) In the short term, signalise the intersection of Grossmans Road/Surf Coast Highway and then the Duffields Road/Great Ocean Road intersection.	High
(2) Prepare a design of the Surf Coast Highway/Messmate Road/South Beach Road intersection as a roundabout.	Medium
(3) Prepare a bicycle strategy for the existing Torquay area and incorporate bicycle facilities within new subdivisions complementary to the bicycle strategy.	Medium
(4) Develop a Master Plan for The Esplanade incorporating urban design and traffic engineering treatments to reinforce a low speed environment along the route.	High
(5) Develop a Master Plan for car parking areas along The Esplanade, Point Danger, and Jan Juc incorporating urban design and traffic engineering treatments that rationalises formal car parking areas and designates appropriate grassed areas for overflow parking.	Medium
(6) Liaise with bus operators to: <ul style="list-style-type: none"> <li>• review the start / finish times for schools in the Geelong area and the bus service times; and</li> <li>• identify the pattern of 0 and 1 car permanent households in the urban areas and the need for a local service.</li> </ul>	High
(7) Establish a traffic count programme throughout the urban area, including surveys to compare flows in the holiday and non-holiday periods.	Medium
(8) Establish a car parking survey programme of the commercial precincts and foreshore attractions to compare demands in the holiday and non-holiday periods.	High
<b>Infrastructure</b>	
(1) Liaise with authorities and give early notice of proposed zoning changes so that service upgrading can be undertaken in a timely and rational manner.	Ongoing
<b>Planning Scheme Amendments</b>	
(1) Follow through the draft amendment process with the new State-wide residential zones and to implement these accordingly.	High
(2) Initiate draft amendments for new Business and Industrial zones to replace existing business and service zones etc.	High
<b>Funding</b>	
(1) Prepare a municipal funding policy.	High
(2) Investigate the possibility of establishing a special rate, called the <i>Torquay / Jan Juc Improvement Rate</i> for improvement projects and town-wide infrastructure in Torquay / Jan Juc.	High
(3) Prepare Development Contributions Plan(s) and subsequent planning scheme amendments for developing areas within Torquay Jan Juc.	High



CHAPTER 1

*INTRODUCTION*

# 1 INTRODUCTION

## 1.1 Purpose of the Plan

The purpose of this Plan is to present a comprehensive strategy to guide the future planning and development of Torquay / Jan Juc over the next 20 years to the year 2015.

The Plan sets out Council's policies for the area to assist it in making planning decisions regarding land use zonings and development applications. It also provides a basis upon which Council and other authorities and agencies can plan to provide the range of services, facilities and infrastructure that will be required to accommodate the needs of a growing community. In addition, the Plan presents a vision regarding the way Torquay / Jan Juc is likely to develop over the next 15 years to 2011.

In particular the Plan reviews the Torquay / Jan Juc Structure Plan, which was prepared for the town by the Geelong Regional Commission (GRC) in 1992. The GRC Plan sets out the framework upon which Council has been basing its planning decisions to date. However, it is appropriate to review the Plan given the reorganisation of local government and the change in planning responsibilities which has occurred since.

The Plan only relates to the urban areas of Torquay / Jan Juc. However, it is not possible to prepare such a plan without having regard to the wider area, which includes the beaches and other assets of the hinterland and surrounding countryside.

Some issues such as rural residential development and rural subdivision in the surrounding area (especially along major entries to the town) are closely related to the planning and development of Torquay / Jan Juc. The Plan comments on these matters where relevant to the planning of the town, even though it does not contain specific recommendations regarding these land uses. A Rural and Environmental Study has been commissioned by the Surf Coast Shire to address issues in the rural parts of the municipality, including rural residential development.

## 1.2 Structure of this Report

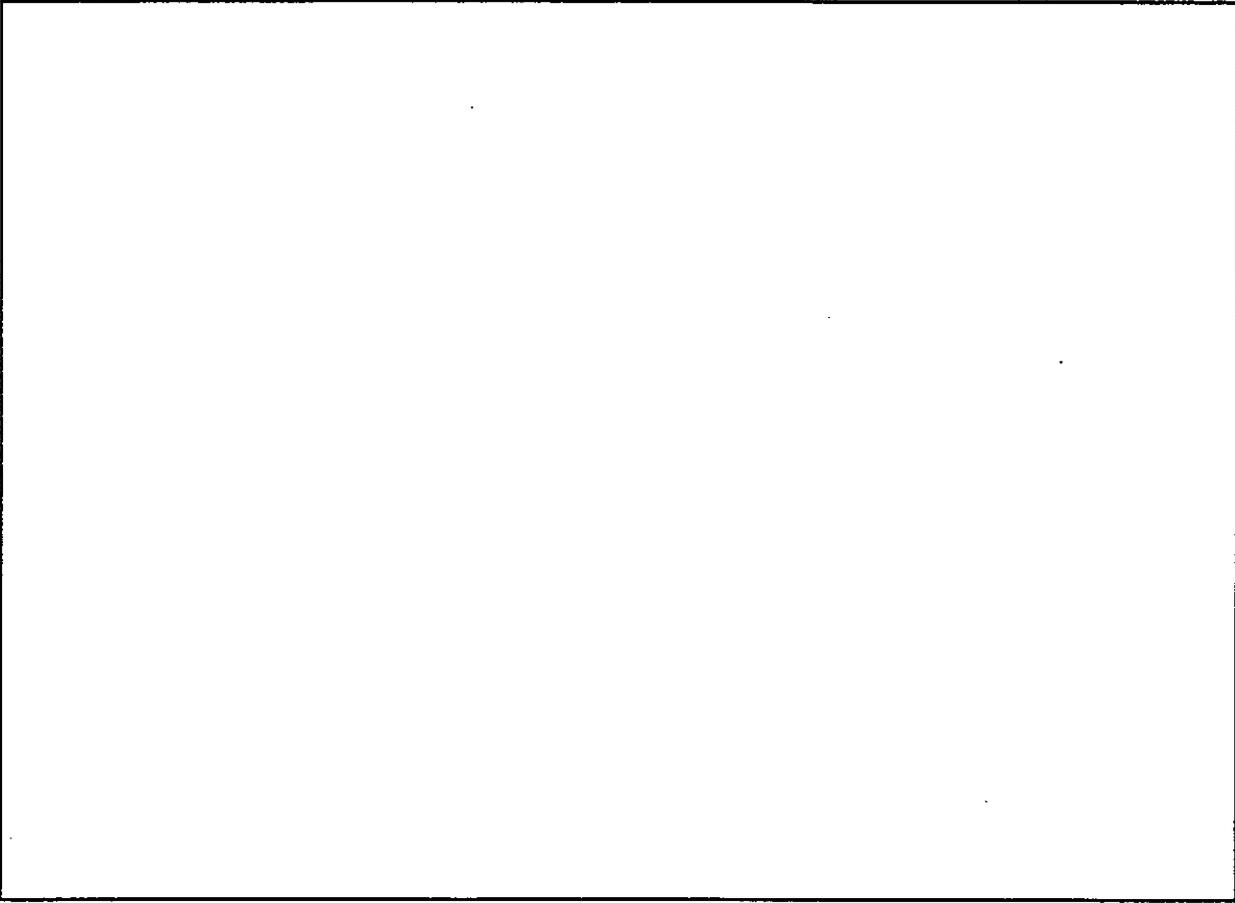
Each of the chapters contained in this report includes two parts:

- Part A: Background and Issues
- Part B: The Plan

Part A presents background information and identifies the key issues relevant to each chapter. It essentially repeats the information that was presented in Report 1, the Background and Issues Report.

Part B presents the goals, policies and actions recommended for each topic area.





CHAPTER 2

*TORQUAY / JAN JUC IN CONTEXT*

## 2 TORQUAY / JAN JUC IN CONTEXT

This chapter examines the features which contribute to Torquay / Jan Juc's individual identity, its relationship with Geelong and the other towns in the Surf Coast Shire, and the implications of previous strategic planning policies on the future planning and development of the town. It sets the basis for preparing a strategy for the town from the perspective of Torquay / Jan Juc, rather than that of the wider region.

### PART A: BACKGROUND AND ISSUES

#### 2.1 Background

Strategic planning for Torquay / Jan Juc has previously been undertaken, from a regional perspective, by the (former) Geelong Regional Commission (GRC). The regional approach adopted by the GRC has not been widely accepted by members of the Torquay / Jan Juc community, who have expressed the view that Torquay / Jan Juc was planned by the GRC more as a dormitory to Geelong, rather than as an individual town in its own right.

There is optimism in the local community about the future planning and development of Torquay / Jan Juc now that the town has been included in the recently created Surf Coast Shire. The new Shire is seen as comprising areas which have more in common with Torquay / Jan Juc, and as providing the opportunity for greater independence in the planning of the town, than was possible when these localities were included in a planning region dominated by Geelong. However, even though the "surf coast" theme is seen as linking coastal towns which have common interests, it is important to realise the very different features and characters which remain between each of these towns.

#### 2.2 The Relationship between Torquay and Jan Juc

This study examines the future planning and development of Torquay and Jan Juc as a single entity. However, the actual relationship between these two localities needs to be understood if appropriate planning policies are to result.

Traditionally the two areas have been physically separated, and they continue to possess a number of significant differences:

- Spring Creek and the Spring Creek Reserve, the Torquay Golf Club and the Torquay Camping and Caravan Ground, physically separate the two areas.

- Torquay is the more established of the two areas and contains most of the services and facilities including the main shopping centre, two primary schools and the majority of human services. Jan Juc is a more recent subdivision.
- The topography of Jan Juc is elevated and undulating whilst that of Torquay is flat.
- The characteristics of the population of the two areas are significantly different, with Torquay having an older population, smaller households, a higher proportion of single persons and higher proportion of holiday houses than Jan Juc.
- Each locality has its own surf beach and surf life saving club, which contribute to their individual identity.
- Jan Juc has a relatively small range of services and facilities within its own area and residents normally use many of the facilities in Torquay.

These differences are not as pronounced when the newer developing areas of Wombah Park are included in what is described as Torquay, but many differences remain. An issue which exists between the two localities is access to services and facilities in Torquay, for those living in Jan Juc without access to a car. Whilst the sense of physical separation which exists between the two areas will reduce as infill development occurs in the Torquay West area, as Jan Juc is approaching full development, it is unlikely to support considerably more services than those that currently exist.

As discussed later in this report there are a number of distinct residential precincts in Torquay / Jan Juc which include not only Jan Juc and the older parts of Torquay, but also Wombah Park and Torquay West. A fifth area might be established in the future with the proposed development of Golden Beach.

## 2.3 Culture and Identity

Torquay / Jan Juc has a unique culture and identity which is different from any other coastal town in the region or elsewhere in Victoria. This culture is not due merely to the location of the town on the coast, as many other towns such as Ocean Grove, Barwon Heads, Anglesea, Aireys Inlet and Lorne share this characteristic. What Torquay / Jan Juc has - in addition to a coastal location - and what gives it its unique culture and identity, is the quality of the surf which exists along the nearby beaches and points, and the way in which a "surf culture" has evolved in the town. This "surf culture" influences many aspects of life in Torquay / Jan Juc.

The area between Point Impossible and Point Addis has some of the best surf beaches and reef breaks in Victoria. This includes the internationally recognised Bells Beach, the popular Torquay and Jan Juc surf beaches, and lesser known breaks such as Point Impossible, Bird Rock, Steps, Boobs, Winky, Rincon and others. Whilst to the uninitiated the beaches of Ocean Grove, Anglesea and Lorne appear to be good surf beaches, for surfers it is the Torquay / Jan Juc area and the Bells Beach Reserve which are the quality breaks and which present the main attraction. Other coastal towns attract residents and holiday-makers seeking good beaches and an attractive coastal lifestyle or holiday environment, but such people are not necessarily surfers, and the surf culture which prevails in Torquay / Jan Juc has not been generated to the same degree in those towns.

Most of these other coastal towns are more physically attractive than Torquay / Jan Juc in terms of their surrounding scenery and the character of their urban development. Again, these features attract residents and tourists with different interests and priorities to those attracted to Torquay / Jan Juc. For example, Torquay / Jan Juc does not compare with the stunning scenery of Lorne, with the high environmental qualities of Anglesea or with the high residential amenity in parts of Ocean Grove and Barwon Heads. Torquay / Jan Juc is closer to Geelong and in many ways is more "suburban".

Torquay / Jan Juc is seen by residents contacted during this project as more "down to earth" compared to the more glamorous and affluent tourist towns elsewhere along the coast. When a reference group for this study was asked what they considered to be the attractive features of the urban area of Torquay / Jan Juc, they struggled to identify any one feature. Whilst there are a number of factors which contribute to the popularity of Torquay - such as its proximity to Geelong and its moderate land prices - it is the towns association with surf and surfing which mostly influences its unique culture and identity.

Surfing has a particular culture associated with it. For those committed to it, it is more than just a sport or a form of recreation, it is a lifestyle. It can influence people's attitudes to life, personal values and work ethic. Many community leaders in Torquay are surfers who have established successful businesses, which in turn have an enormous impact on the culture as well as the prosperity of the local community. It is this culture and the values and attitude of many of those living in the town, which make Torquay / Jan Juc such a unique community.

The surf culture also has a significant impact on many other aspects of life in the towns:

- It is the basis of the single biggest tourist event in the area - the Bells Beach Easter Surf Classic - which gives Torquay / Jan Juc a national and international profile.

- It is responsible for the "pilgrimage" of surfers who visit the area throughout the year, in summer and winter, and especially on weekends.
- It forms the basis of the local economy, with major international surf companies such as Rip Curl and Quiksilver having been established in the area by local surfers, and with over 500 jobs directly associated with the industry.
- It is the major attraction for the influx of tourists who visit the town during summer.
- It influences fashion and the clothes worn by children and adults alike.
- It forms the main recreation and pastime for many people.

This is not to say that surfing is the sole influence on the identity and growth of Torquay / Jan Juc. Many people live in Torquay / Jan Juc who are not surfers or who may not have an interest in surf. For example, many are attracted to retire in Torquay / Jan Juc because of the coastal environment offered by the town, its small town character and intimacy, its proximity and accessibility to Geelong and the affordability of local housing. For others, Torquay / Jan Juc is merely the closest surf beach to the western suburbs of Melbourne, to Ballarat and Bendigo, and to many rural areas in central and western Victoria.

## 2.4 Relationship to Geelong

Geelong is the major population centre and economic focus in the region. It has had a substantial impact on the development of Torquay / Jan Juc in the past and will continue to do so in the future. However, there is a strong feeling in the local community that the influence of Geelong over Torquay / Jan Juc has been misinterpreted by previous planning authorities, and as a result, Torquay / Jan Juc has been seen more as a dormitory coastal satellite of Geelong rather than as an individual community in its own right. Whilst Torquay / Jan Juc is closely related to Geelong in many ways, it remains quite clearly a separate community which is strongly parochial and which has its own identifiable culture and character.

With companies like Rip Curl and Quiksilver together employing around 280 people, and estimates of over 500 jobs in the town in the surf industry alone, Torquay / Jan Juc has a remarkably high level of self-sufficiency in employment for a town of only 5,000 to 6,000 people. This is enhanced by the permanent and part time employment available in the building and construction industry along the coast, which also employs many local residents. This local employment provides the opportunity for many residents to work in the town rather than commute to Geelong. Such an opportunity is not available to residents of other coastal towns, and strengthens the sense of community which exists in Torquay / Jan Juc today.

Being only a small town Torquay / Jan Juc is not self-sufficient in terms of many of the services and facilities required by its population. As a result there is considerable movement between Torquay / Jan Juc and Geelong for weekly food shopping, comparison shopping, school (especially for teenagers as there is no secondary school in Torquay), and social and entertainment outings, and well as for work.

However, as the population of the town has grown over the years the range of services and facilities which are available has increased, which in many ways has reduced the town's dependence on Geelong. The range of shops and ancillary services available in Gilbert Street has improved considerably, there are more professional services available such as doctors, dentist etc, and many of the daily convenience needs of the community are now accommodated within Torquay / Jan Juc. These trends are likely to continue as the population of the town grows. However, links with Geelong will continue to increase, as the accessibility between Torquay / Jan Juc and the higher order services and facilities available in the southern suburbs of Geelong improve, and as population and labour-force growth in Torquay / Jan Juc out paces employment growth in the town.

## **2.5 Factors Affecting Growth in Torquay / Jan Juc**

Discussions with local real estate agents suggest that the factors which lead to the ongoing growth and development of Torquay tend to be related to local circumstances rather than to the proximity of the town to Geelong.

Events identified as having stimulated development of the town in the past include:

- 1956 - when the Torquay Surf Beach was used for surfing during the Olympics
- Early 1960s - when Bells Beach was initially widely promoted
- Mid 1960s - when the Westgate Bridge was opened
- 1983 - following the Ash Wednesday Fires
- Mid to late 1980s - when the Barrabool Shire Offices were established
- Early 1990s - following the upgrading of the Surf Coast Highway

Agents suggest that whilst Geelong obviously has a large impact on Torquay in terms of weekend visitors etc, relatively few residents of Geelong choose to move to Torquay to live. It was identified by one agent that typically:

- the majority (around 50%) of sales of residential properties are to locals who are either establishing a new household or trading up;
- around 25% of sales are to Melbourne people, either as holiday homes or for people moving into the area to work, possibly in Geelong; and
- Ballarat is an area from which a number of sales are generated (possibly 10%).

The strength and resilience of the local economy is seen as a major factor contributing to the growth and development of Torquay / Jan Juc. Particular features identified include:

- the high level of employment provided in the surf industry (over 500 jobs);
- the influx of tradespeople and their families who moved into the town following the Ash Wednesday bushfires in 1983, and who have remained and who service the coastal region using Torquay / Jan Juc as a base;
- the popularity of the towns as a place for teachers who move into the region to live; and
- the strength of the weekend visitor trade, especially during the busy summer period, but also throughout other times of the year.

## 2.6 Strategic Planning Background

### Geelong Region Development Strategy

Previously, strategic planning in Torquay was undertaken at a regional level by the GRC, prior to its abolition in 1993. Criticism exists in the local community about the approach of the GRC, with many locals having the view that the planning and development of the town was too closely aligned with that of Geelong and the wider region, rather than recognising the unique characteristics of Torquay / Jan Juc.

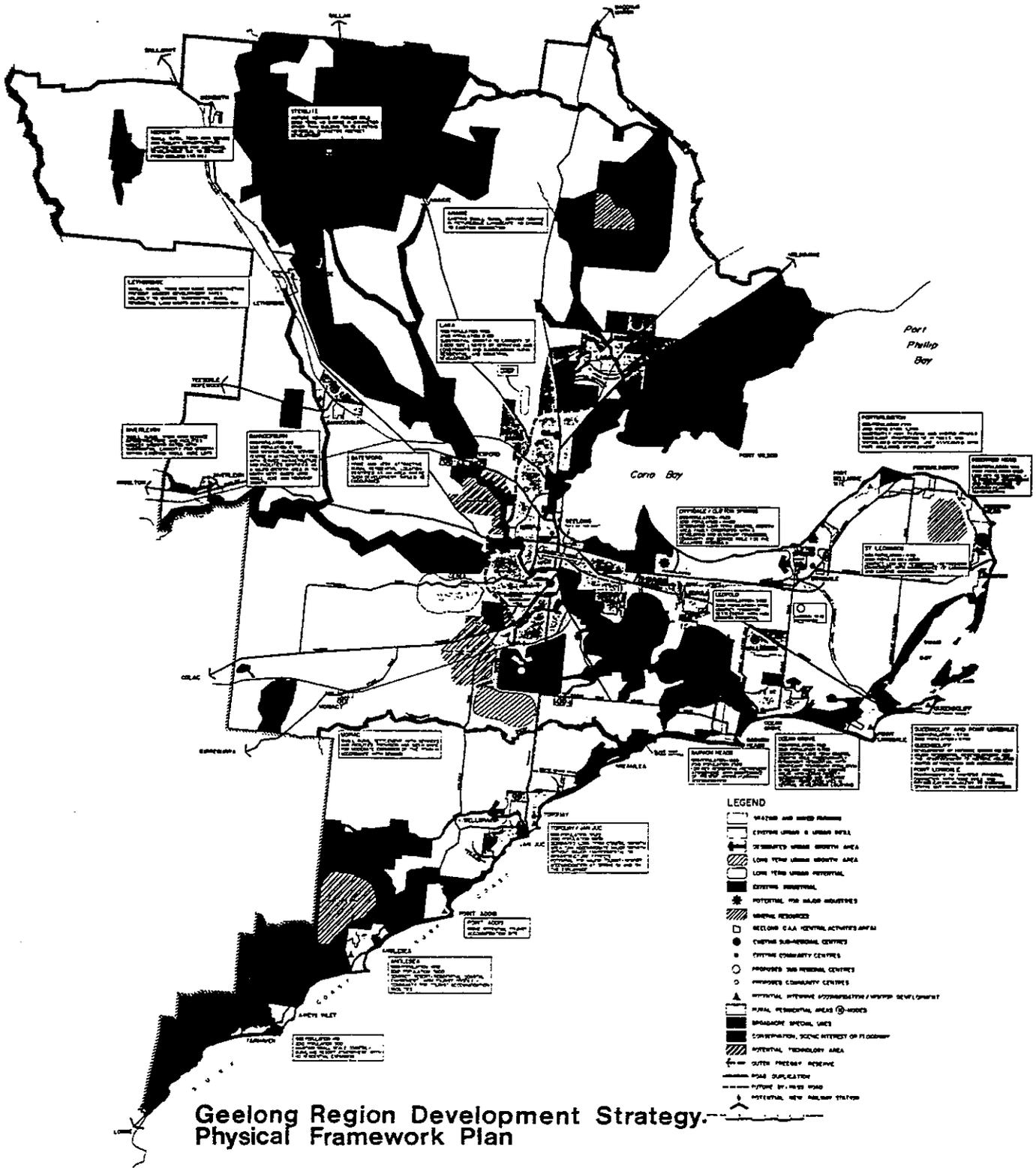
The 1988 Geelong Regional Development Strategy set out an overall framework for planning and development in the region which included general parameters for Torquay / Jan Juc. The relevance of the Strategy Plan is now limited, given the demise of the GRC and the reorganisation of local government and planning responsibilities which has since taken place. However, the Strategy does provide

relevant background to a number of planning matters, including strategic planning policies which have shaped past development in Torquay / Jan Juc, which are useful background to current zoning patterns, and the relationship between Torquay / Jan Juc and Geelong.

The Physical Framework Plan from the 1988 Geelong Region Development Strategy is shown in Figure 2.1. Following are aspects of the strategy that are most relevant to Torquay / Jan Juc:

- The designation of Torquay / Jan Juc, along with Ocean Grove / Barwon Heads and Drysdale / Clifton Springs as preferred centres for urban growth on the coast. This created the potential for higher levels of growth to be focused into these areas than might otherwise have occurred.
- The restriction of urban expansion at other coastal towns such as Anglesea, Aireys Inlet / Fairhaven and North Lorne to existing designated urban areas. Again, this had the impact of focusing coastal growth in Torquay / Jan Juc and the other designated coastal growth areas.
- The identification of the Armstrong Creek and Mt Duneed area to the south of Geelong as the preferred corridor for the future urban expansion of Geelong. The Strategy included the following designations:
  - the whole of the area south to Mt Duneed Road as an "urban growth area"; and
  - land to the south of Mt Duneed Road, extending to Thompson Creek (on the west of the Surf Coast Highway), as having long term urban growth potential.
- Major urban growth to the south of Geelong has the potential to significantly change Torquay / Jan Juc's relationship to Geelong and to impact on the culture and identity of the town.
- The stimulation of new investment in surf-related manufacturing and other activities along the "surf coast", focusing on the promotion of the Bell's Beach Easter Surf Carnival, and the completion of the Surf Coast Plaza and a surf museum at Torquay.

Figure 2.1  
Physical Framework Plan  
1988 Geelong Regional Development Strategy



- The objective of maintaining an adequate stock of rural residential land in the Region. This recognised rural residential subdivision as a valid land use and provided quite considerable opportunities for rural residential development to the north and west of Torquay / Jan Juc.
- The identification of limits to urban growth to the south-west of Jan Juc (ie towards Bells Beach) and to the east of Torquay (ie towards the swamps in the direction of Point Impossible).
- The identification of infill development areas in Torquay West (to Duffields Road) and to the north of Torquay (ie Wombah Park).
- The designation of a potential future urban growth area to the west of Torquay between Grossmans Road and the Great Ocean Road, west of Duffields Road.

#### Greater City of Geelong Strategy Plan Review

With the reorganisation of local government boundaries and the abolition of the GRC, the City of Greater Geelong is now responsible for the strategic planning of Geelong and most of the Bellarine Peninsula, including two of the three previously identified coastal growth areas (ie Ocean Grove / Barwon Heads and Drysdale / Clifton Springs).

The City of Greater Geelong is currently reviewing those elements of the Geelong Regional Development Strategy which are relevant to its municipality. No findings or preliminary directions are currently available from that review. Aspects of the review that will be particularly relevant to future planning and development of Torquay / Jan Juc will be the status given to the Mt Duneed urban growth corridor to the south of Geelong, and the role and future development potential identified for the two coastal towns within its boundaries.

If the review identifies any constraints to development of the two coastal towns, the likely implication will be more pressure for urban growth to be focused on Torquay / Jan Juc, as it would remain the only unconstrained coastal town in the region.

#### Mt Duneed Urban Expansion Area

The Mt Duneed area to the south of Geelong is an important part of the buffer which separates Torquay / Jan Juc from Geelong, and which assists in retaining its unique culture and identity. This buffer essentially comprises two valleys which are separated by Mt Duneed; namely the Armstrong Creek valley to the north and the Thompson Creek valley to the south. The southern valley, south of Mt Duneed, is particularly important as it provides an attractive rural landscape which is highly visible when viewed from the heights of Mt Duneed in the north or from the ridge to the north of Torquay. The containment of Geelong's urban expansion within the

northern valley would retain the expansive rural vista provided by the southern valley and would continue to provide an intact rural buffer between the two towns. However, any intrusion into the southern valley, from either side, would place the two towns within sight of each other, and this would significantly detract from the sense of separation between the towns and the individual identity of Torquay / Jan Juc.

A 1994 planning investigation of the Mt Duneed / Armstrong Creek corridor (by Henshall Hansen Associates) identified a number of constraints to development in the corridor, including the Geelong Airport, and also identified the long lead time before development is likely to occur in that area. The report suggested that:

- urban development should be contained to the north of Armstrong Creek;
- rural residential development could occur between the creek and Mt Duneed Road (west of the Surf Coast Highway); and
- the area between the creek and Mt Duneed Road (east of the Highway) should be retained as rural.

The suggestions contained in the 1994 study are subject to review as part of the study currently being undertaken by the City of Greater Geelong. The City of Greater Geelong is also undertaking an inventory of vacant residential land within the municipality to determine likely future land requirements and the possible timing of development in new expansion areas such as Mt Duneed and its coastal settlements. Whilst the findings of the study are not yet available, preliminary views are that a considerable backlog of vacant zoned land exists in Geelong and that development in the Mt Duneed area may be many years off, possibly beyond the time frame of this plan.

#### Torquay / Jan Juc Structure Plan

Within the general parameters of the Geelong Region Development Strategy, the GRC prepared a more detailed structure plan for Torquay / Jan Juc in 1992. The review of the structure plan is one of the main objectives of this present study.

A copy of the 1992 structure plan is included in Figure 2.2. The main elements of the plan which are relevant to this study include:

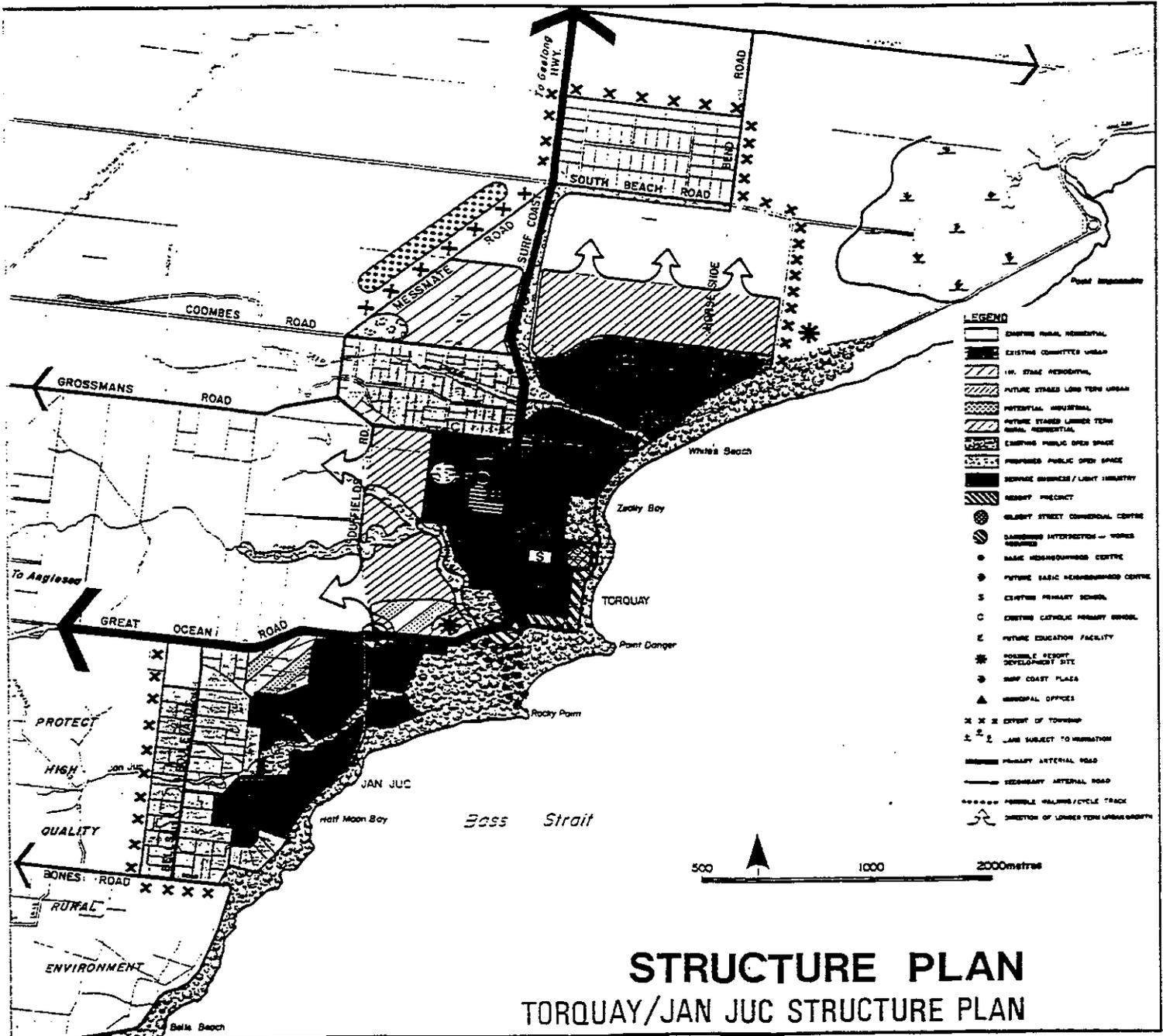
- An estimated population for Torquay / Jan Juc of 8,600 by 2010.
- An estimated average annual rate of development of 73 new residential lots per year to 2010.

- Clear delineation of the extent of future expansion of the township in all directions, except to the west of Duffields Road between Grossmans Road and the Great Ocean Road, which was identified for longer term urban growth.
- The identification of land in the north of Torquay, north of the Wombah Park Estate (half way up to South Beach Road) for future staged long term urban development.
- The opportunity for longer term growth to the north of Torquay up to South Beach Road (and to the west of Duffields Road as previously mentioned).
- The potential for industrial development to the north of Messmate Road.
- Future long term rural residential development to the north of Coombes Road.
- Gilbert Street as the main shopping centre, with the opportunity for a neighbourhood centre in the vicinity of Surf Coast Plaza.

#### Torquay West Outline Development Plan

This plan was prepared in 1993 to assist Council in coordinating development between a number of different land owners in Torquay West. This Outline Development Plan is shown in Figure 2.3. Most relevant to this current study are the recommendations of the plan in relation to land uses in the vicinity of the municipal offices in Grossmans Road and Surf Coast Plaza. Land use issues that were current at that time, and which are still to be resolved, include the possible relocation / location of a number of community, emergency and commercial facilities in the area including a primary school / post primary school, open space and neighbourhood shopping centre.

Figure 2.2  
Torquay / Jan Juc Structure Plan, 1992

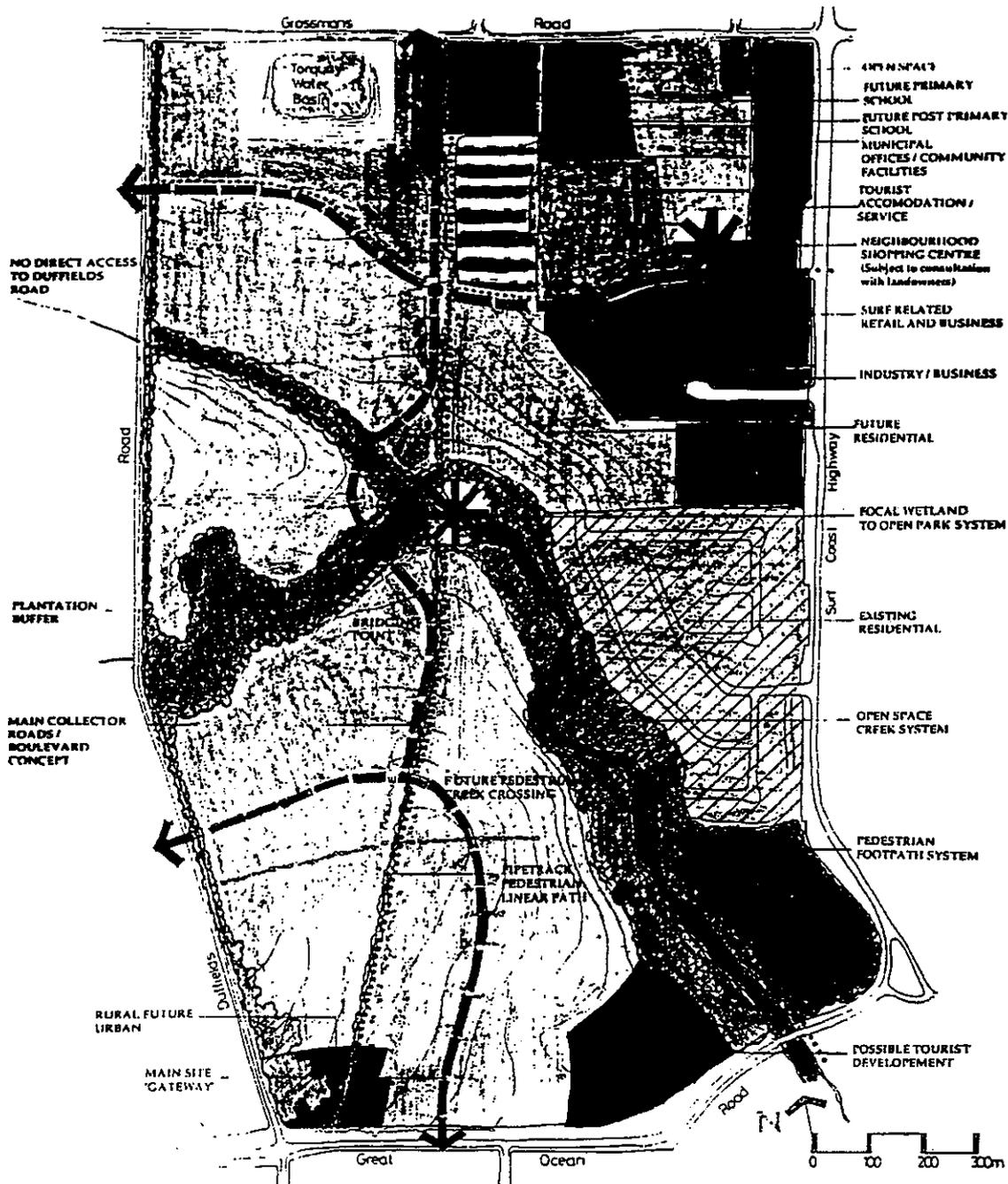


## 2.7 Issues for the Comprehensive Plan

The following is a summary of the key issues identified from the matters raised in this chapter that will need to be addressed in the Plan:

- (1) Recognition of the fundamental influence of surf and surfing on most aspects of life in Torquay / Jan Juc, and the unique culture and character which surfing has created which differentiates Torquay / Jan Juc from Geelong and from other coastal towns in the region.
- (2) Identifying ways in which the unique culture and identity of Torquay / Jan Juc can be retained and reinforced in the future planning and development of the town by the plan.
- (3) Correctly reflecting the relationship that exists between Torquay / Jan Juc and Geelong and ensuring that the town is planned as a community in its own right rather than as a satellite of Geelong.
- (4) Recognising that whilst Torquay / Jan Juc is an integral part of the wider Surf Coast Shire, and has a strong common interest with other coastal towns in the Shire such as Anglesea and Lorne, it is also very different from each of those towns.
- (5) Being aware of the implications on the planning and development of Torquay / Jan Juc in the future, which might stem from the review of the Geelong Region Development Plan which is currently being undertaken by the City of Greater Geelong. Key matters that have the potential to impact on Torquay / Jan Juc are planning decisions taken in relation to the coastal towns of Ocean Grove / Barwon Heads and Drysdale / Clifton Springs, and decisions made regarding the Mt Duneed / Armstrong Creek urban expansion area.
- (6) The relevance of the 1992 Torquay / Jan Juc Structure Plan and the 1993 Torquay West ODP (particularly in relation to land in the vicinity of the municipal offices and Surf Coast Plaza) to future planning and development in the town.
- (7) The relationship between the two localities of Torquay on the one hand and Jan Juc on the other, and the integration of those two areas as well as other newly developing areas such as Wombah Park, Torquay West, and in the future the Golden Beach development.

Figure 2.3  
Torquay West Outline Development Plan, 1993



# TORQUAY WEST

## Outline Development Plan

SHIRE OF BARRABOOL

April 1993

## PART B: THE PLAN

### 2.8 Goals

The following are the overall goals in relation to the character and context of Torquay / Jan Juc:

- (1) To acknowledge and reinforce the existing character and identity of Torquay / Jan Juc as a growing coastal town based on the surf industry and surfing and as the "Capital of the Surf Coast", and to retain and reinforce the essential elements of that character and identity whilst the town continues to grow over time.
- (2) To protect and manage the foreshore adjacent to the urban areas of Torquay / Jan Juc, which is the major environmental feature which contributes to the character of the town, whilst maximising its use within sustainable limits.
- (3) To protect and manage the rural hinterland of Torquay / Jan Juc generally as a major feature in determining the character of the town, and in particular to protect and manage the major environmental features such as the sand dunes and wetlands to the east and the iron bark forests to the west.
- (4) To acknowledge that the town has more growth potential than any other town within the Surf Coast Shire and is one of the main potential coastal growth areas on the Bellarine Peninsula. This potential should be realised through steady, ongoing and orderly growth within the framework set by this Plan.
- (5) To improve the overall appearance and amenity of Torquay / Jan Juc.
- (6) To retain the sense of physical separation which exists from Geelong and the sense of community which exists in Torquay / Jan Juc as a small coastal town.
- (7) To emphasise local interests in the planning and development of Torquay / Jan Juc and the interests of the local community, whilst having regard to wider municipal and regional issues.
- (8) To use environmental features and constraints and soundly based strategic planning reasons to define the longer term growth potential of Torquay / Jan Juc.

## 2.9 Policies

Council will plan to minimise the effects of urban expansion, new development and change generally on the key features which contribute to the character and identity of the town. This will be achieved by:

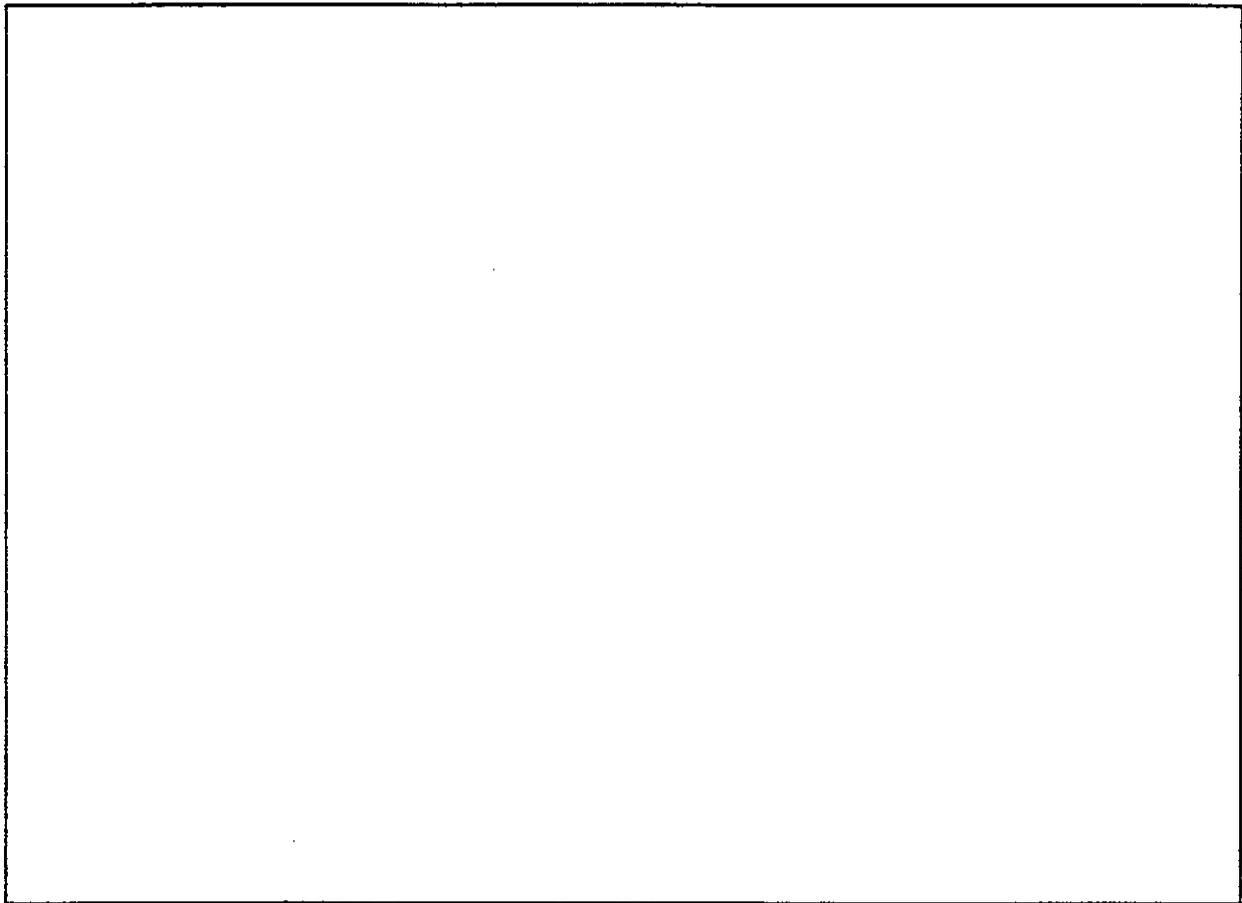
- (1) Retaining Gilbert Street as the main shopping centre and expanding that centre to accommodate future retail needs. Gilbert Street is a traditional strip centre which to date has been successfully expanded to accommodate additional shops, without losing its atmosphere. Its continued viability is important in terms of retaining the commercial "heart" of Torquay, which is close to the beach, and to build upon that character in the daily lives of the community. A highway location for new retail facilities would move the centre of gravity away from the beach and the link with this element of Torquay's traditional character would be lost.
- (2) Improving visual and pedestrian links to the foreshore from all parts of Torquay / Jan Juc, but especially in key public areas such as between Gilbert Street and Yellow Bluff and between Bell Street and the Surf Beach.
- (3) Retaining the open rural landscape of the major approaches into Torquay / Jan Juc in order to retain the "township" character of the town, and its sense of separation from Geelong. In particular Council will seek to ensure that the rural valley between Torquay and Mt Duneed remains as open farmland and that urban development does not encroach into this valley from either the Torquay or Geelong side. No urban development associated with Torquay / Jan Juc will extend beyond the ridge to the north of the town.
- (4) Retaining the predominately residential nature of uses and the general scale of buildings along The Esplanade, which is Torquay's most recognisable streetscape. However, some change is appropriate in order to facilitate the expansion of the Gilbert Street shopping centre and redevelopment of those parts of the street south of the shopping centre for commercial residential accommodation and compatible activities (tourist accommodation etc), at a slightly higher intensity than currently exists.
- (5) Planning and designing new urban areas on the fringe of Torquay / Jan Juc to minimise their visibility from the major roads leading into the towns and to ensure where they are visible an appropriate appearance is presented.
- (6) Retaining the treed appearance of Bells Boulevard and the sweeping panoramic views over the Bells Beach Reserve from its intersection with Bones Road.
- (7) Creating and promoting a surf coast architectural style for use in buildings throughout the town. This will be particularly successful if public buildings

and prominent commercial buildings (for example Surf Coast Plaza) adopt this style.

- (8) - Continuing to support the surf industry in Torquay / Jan Juc and retaining its prominent role in the local economy.

## **2.10 Actions**

- (1) Adopt this Plan and establish management procedures and responsibilities within Council to implement it.
- (2) Monitor outcomes of the Greater City of Geelong Strategy Plan Study (which is currently underway) and its possible impacts on growth in Torquay / Jan Juc.



**CHAPTER 3**

***POPULATION TRENDS AND  
CHARACTERISTICS***

### 3 POPULATION TRENDS AND CHARACTERISTICS

This section examines population trends in Torquay / Jan Juc and presents forecasts for population growth in the future. It also summarises key socio-economic characteristics of residents such as age profile, household types, household size, nature of occupancy and median household income.

#### PART A: BACKGROUND AND ISSUES

##### 3.1 Recent Population Trends

The estimated resident population of Torquay / Jan Juc in 1995 is approximately 5,500 people. Torquay / Jan Juc is characterised by an expanding population and this has been the case for many years.

As indicated in Table 3.1, the population of the towns increased by almost 1,200 people between 1986 and 1991 (around 230 people per annum, on average). The average rate of population growth over this period was around 5.6% pa and this compares with 1.1% pa for Victoria as a whole. This comparatively high rate of population growth is however characteristic of small towns in coastal regions in Victoria.

Table 3.1 Distribution of Population in Torquay / Jan Juc, 1991

Location	1986 Population (Census Figures Rounded)		1991 Population (Census Figures Rounded)		Average Annual Rate of Growth
	No. Persons	% of Total	No. Persons	% of Total	
Jan Juc	1,190	32%	1,930	40%	10.2%
Torquay West	470	13%	600	12%	5.0%
Torquay Old	1,860	50%	1,800	37%	-0.7%
Wombah Park	200*	5%	560	11%	22.9%
Total	3,720	100%	4,890	100%	5.6%

Source: 1986 and 1991 ABS Census of Population and Housing (Unpublished Data)

Note: \* The population figure for Wombah Park is not available from the 1986 Census. The figure as shown is based on the estimate provided in the Torquay / Jan Juc Structure Plan, 1992. Note that this growth is from a very low population base.

Torquay / Jan Juc generally comprises four distinct residential areas including:

- Jan Juc;
- Torquay West;
- Old Torquay; and
- Wombah Park.

The areas with a growing population (see Table 3.1) include Jan Juc, Torquay West and Wombah Park, and the growth rates in these areas vary. Old Torquay, however, experienced a decline in population numbers between 1986 and 1991.

This overall pattern of urban growth in the town is explained by the various times at which these areas were separately developed with new residential subdivisions.

Old Torquay is the most established residential area and relatively few opportunities exist for further residential development other than through medium density redevelopment. This is reflected in the average annual rate of population decline from 1986 to 1991 of -0.7%. In addition, the age profile of Old Torquay, (as described later in this chapter) is comparatively older than other parts of the town; this indicates smaller household types and lower household occupancy rates, hence the population loss.

Jan Juc, Torquay West and Wombah Park all experienced population growth between 1986 and 1991 due to new residential subdivisions and the comparatively young population in those areas. Annual growth rates varied from 22.9% (from a very low base) for Wombah Park, 10.2% for Jan Juc and 5.0% for Torquay West. These areas will continue to experience population growth, with the potential for Torquay West and Wombah Park to have the most significant increase given the amount of vacant residential land which exists. Jan Juc is likely to experience reduced growth in coming years as the land supply becomes limited and the population continues to mature.

## 3.2 Forecast Population Levels

The following factors are relevant to assessing the likely future population of Torquay / Jan Juc:

- Between 1986 and 1991 Torquay / Jan Juc grew at a rate of 5.6% pa, which represents an average annual population inflow of approximately 230 people.

- Over a longer period, from 1981 to 1991, the growth rate was 4.9% pa which equates to an average inflow of approximately 190 people per year.
- The 1992 Torquay / Jan Juc Strategy Plan forecast population growth at a rate of 2.9% per year up to 2010, which results in a population of around 8,600 (2010), and which represents an average annual increase of about 190 people a year from 1991 to 2011.
- Forecasts by the Department of Planning and Development for growth in the former municipalities of Barrabool (Part B) and South Barwon (Part B) are 3.2% pa and 2.7% pa respectively, which represents a rate for the combined shires of 3.0% pa. These figures indicate a forecast slowing of growth compared to the recent combined shire rate of 3.9% pa (1986 - 1991).
- During the period 1986 to 1991, Torquay / Jan Juc absorbed about 8% of population growth in the wider Geelong Region. During that time the region grew at a rate of 1.5% pa, or a total increase in population of around 15,000 people (average yearly inflow of 2,880 people). DPD forecasts that growth in the region is likely to slow to just 1.1% pa in the years 1991 to 2011 (2,380 on average each year). Assuming that Torquay / Jan Juc retained a similar share of this growth, as has been the case in the past, this would equate to a population of around 8,700 people by 2011.

Past growth trends provide a reasonable basis for future growth trends, unless particular impacts can be identified which are likely to change future patterns of growth. In Torquay / Jan Juc's case, growth would appear to be largely dependant on factors such as: the rate of household formation within the local community; general economic circumstances which influence people's decision to purchase a house, including holiday houses which form a considerable proportion of Torquay / Jan Juc's housing market; local economic circumstances and job opportunities which may attract more people to move into the area; and the availability, choice and price of houses and residential land. Whilst such changes are difficult to anticipate the following observations are relevant:

- The recent upgrading of the Surf Coast Highway has increased access to the town and is likely to have a positive impact on growth.
- The creation of the new Surf Coast Shire and location of the municipal headquarters in Torquay / Jan Juc is likely to have positive impact.
- DPD forecasts for slower growth in the former municipalities which covered Torquay / Jan Juc, and in the wider Geelong Region, suggest that future rates of growth may be slightly lower than previously experienced.

- Strategies which are yet to be determined by the City of Greater Geelong regarding the Mt Duneed Growth area and the coastal towns of Ocean Grove / Barwon Heads, and Drysdale / Clifton Springs may have either a positive, neutral or no impact on growth in Torquay / Jan Juc.

Table 3.2 and Figure 3.1 indicate a number of alternative forecasts for Torquay / Jan Juc based on a combination of the above matters. The following comments are relevant to each of these scenarios:

- The high-growth scenario, which is based on growth continuing at the rates experienced from 1986 to 1991 (5.6% pa), projects a population of nearly 14,500 in the year 2011, at an average inflow of approximately 480 persons per year. This is likely to be unreasonably optimistic, as small towns which are experiencing high growth often encounter diminishing population growth in percentage terms as their base population increases in comparison to the number of in-coming residents.
- The Geelong Regional Commission's Torquay / Jan Juc Structure Plan (1992), assumed a lower rate of growth of under 3% pa, and projects a population of around 8,650 by 2011 (adjusted for comparison purposes as project related to 2010). This forecast was derived by apportioning growth across the Geelong region in accordance with the Commission's development policies. Since the Geelong Region as a whole has experienced lower growth than Torquay / Jan Juc, this value tends to underestimate growth in the Torquay area.

**Table 3.2 Estimated Resident Population Projections and Growth Rates for the Torquay Urban Area**

Projection	Average Annual Growth Rate, 1991 - 2011	Projected Population, 2011	Average Population Inflow Per Year, 1991 - 2011
Geelong Regional Commission (1992)	2.9%	8,650	190
Department of Planning*	3.0%	8,800	195
Projected 1981 - 1991 Growth Rate	4.9%	14,000	390
Projected 1986 - 1991 Growth Rate	5.6%	17,400	480
Projected 1986 - 1991 Incremental Increase	3.4%	9,520	230
Henshall Hansen Associates (1995)	3.6%	10,000	250

Note: \* The Department of Planning forecast is based on growth rates for the combined shires of South Barwon (Part B) and Barrabool (Part B).

- The Department of Planning estimate is similarly low, at 3.0% pa, but this is based on growth rates forecast for the former municipalities of Barrabool (Part B) and South Barwon (Part B). In the period 1986 - 1991, these municipalities grew at a combined rate of 3.9% pa. In the same period, however, Torquay / Jan Juc grew at 5.6% pa. This suggests that growth in the future is likely to be higher than the 3% pa forecast for these former municipal areas.

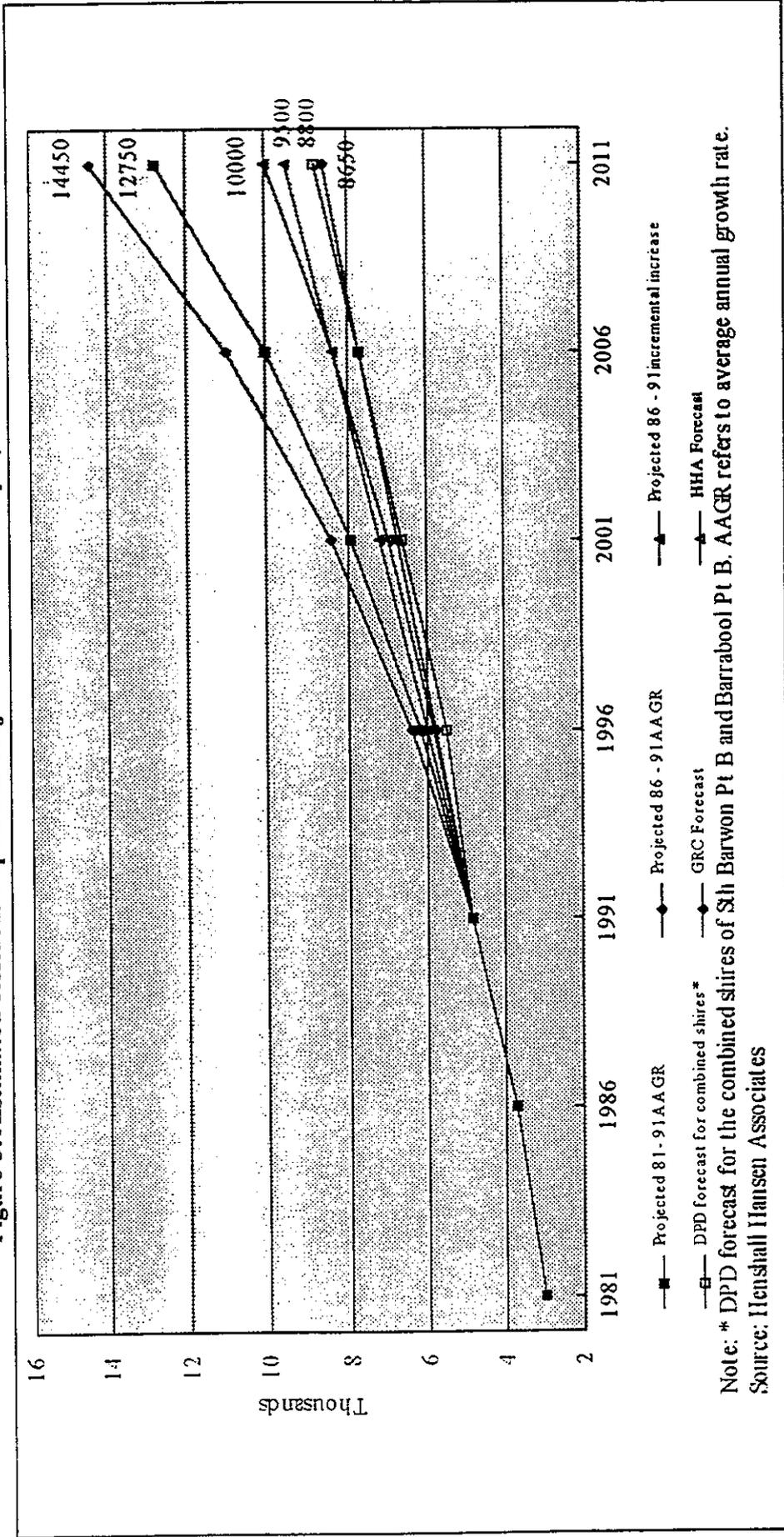
For the purpose of preparing a likely population scenario for this study the following assumptions have been made:

- Growth in Torquay / Jan Juc is unlikely to remain at the high levels of recent years, considering growth in the wider region is forecast by the DPD to slow into the next century.
- Growth in Torquay / Jan Juc is likely to be greater than that forecast for the wider region. This is based on historical trends, but also on our opinion that Torquay / Jan Juc will continue to attract new residents at a strong rate, drawn by its lifestyle attributes and pleasant setting.

For the purpose of this study it is forecast that the population of Torquay / Jan Juc will grow to around 10,000 people by 2011. This forecast translates to an average annual growth rate of 3.6% pa. It represents an increase of 4,700 persons from the 1995 estimated population of 5,500, or an average inflow of around 250 new residents each year. This represents a slowing of the rate of growth in relative terms, when compared to recent growth rates of 5.6% pa (1986 - 1991), but a similar absolute increase to that which occurred over the period 1986 to 1991.

It should be recognised that the rate of population change is the product of many factors. Some of these are local factors, such as the availability and price of land; others reflect national and international trends such as the rate of immigration and the national economic outlook. For these reasons it is important that Council monitor population growth against the forecasts presented in its strategy, and either bring forward or delay decisions depending on the rate of growth which actually occurs.

Figure 3.1 Estimated Resident Population Projections for the Torquay Urban Area



Note: \* DPD forecast for the combined shires of Sh Barwon Pt B and Barrabool Pt B. AAGR refers to average annual growth rate.  
Source: Henshall Hansen Associates

### 3.3 Permanent / Temporary Population

A feature of Torquay / Jan Juc is the high level of non-permanent population (with 38% of dwellings unoccupied at the 1991 Census), which largely reflects the holiday role of the town.

The following provides an overview of the trends associated with permanent and temporary residency in Torquay / Jan Juc based on Table 3.3 below. That table shows the number of occupied and unoccupied private dwellings in Torquay / Jan Juc on the night of the Population Census in 1986 and 1991.

The following main points can be made from Table 3.3:

- The overall level of occupancy in the towns is very low (62% in 1991 compared to a State average of 90%).
- The level of occupancy did increase between 1986 and 1991 (from 58% to 62%) and this trend is likely to continue for some time as more permanent residents move into the area.
- The occupancy rate varied considerably between different areas within the town, with Torquay West having the highest proportion of occupied dwellings (82%). Occupancy rates in the other areas were considerably less ie Jan Juc at 68%, Wombah Park at 65% and Old Torquay at 54%. The low rate for Old Torquay is due to this area being the traditional holiday home area whereas a more permanent population is settling in the newly developing areas.
- At the 1986 Census it is estimated that about 35% of all dwellings in Torquay / Jan Juc were holiday homes. On this basis, 83% of all unoccupied dwellings were vacant because they were holiday houses. Given that there were about 3,120 dwellings in Torquay in 1991 and assuming that the proportion of holiday homes has declined from 35% (in 1986) to about 30% (1991) it is estimated that about 940 holiday houses existed in Torquay / Jan Juc in 1991.

These broad figures suggest that there is a trend for an increasing number and proportion of permanent residents in Torquay / Jan Juc, although the town's role as a holiday and weekend destination remains very strong.

**Table 3.3 Occupied and Unoccupied Private Dwellings on Census Night in Torquay / Jan Juc compared to the Barwon Region and Victoria, 1986 and 1991**

Location	1986 Private Dwellings		1991 Private Dwellings	
	Occupied	Unoccupied	Occupied	Unoccupied
Jan Juc	61 %	39 %	68 %	32 %
West Torquay	69 %	31 %	82 %	18 %
Old Torquay	54 %	46 %	54 %	46 %
Wombah Park	N/A	N/A	65 %	35 %
Torquay / Jan Juc *	58 %	42 %	62 %	38 %
Barwon Region	84 %	16 %	83 %	17 %
Victoria	90 %	10 %	90 %	10 %

Source: ABS Census of Population and Housing, 1991

Note: \* Torquay / Jan Juc excludes Wombah Park area in 1986

### 3.4 Length of Residence

Table 3.4 shows the period over which residents have lived in their present address, which provides an indication of how stable the existing population is, where new growth is occurring and the degree to which people are moving into Torquay / Jan Juc. The following points are apparent from that table:

- Old Torquay has the most stable population, and was the only location of the four that had over 50% of its population living at the same address in 1991 as in 1986;
- Torquay West had 49% of its population living at the same address in 1991 as in 1986, whilst Jan Juc had a lesser 36% and Wombah Park only 27%;
- Wombah Park experienced an increase in its population level, potentially contributed by people moving into the area from outside the Statistical Local Area (SLA - being South Barwon at 1991);
- Jan Juc also experienced a population change, possibly contributed to by the movement of people into the area with 47% coming from outside the SLA (being Barrabool at the time).

Whilst it is possible that some of the population movement within the town could have been from the former Barrabool Shire to South Barwon Shire and vice versa (the two municipalities divided the town), from our discussions with real estate agents it is apparent that many people moved to Torquay / Jan Juc from Melbourne, Ballarat and other more distant locations.

**Table 3.4 Movement of Population from 1986 Census to 1991 Census**

Population Movement	Jan Juc	Torquay West	Torquay Old	Wombah Park	Total
Total persons (figures rounded)	1,930	600	1,800	560	4,890
Same address 5 years ago (1986)	600	260	850	130	1,830
% of total persons	36%	49%	55%	27%	44%
Different address but same SLA	11%	7%	4%	12%	8%
Different address and different SLA	47%	34%	37%	57%	43%

Source: 1991 ABS Census of Population and Housing

### 3.5 Age Profile

Table 3.5 shows the age profile for Torquay / Jan Juc as a whole and for different areas within the town.

There are some significant differences in age groups between the four localities, with the most notable being the proportionately younger population of Jan Juc. In 1991 the average age in Jan Juc was 28 years, which compares to an average age of 41 years in Old Torquay. The average age for Torquay / Jan Juc as a whole is 33 years, compared to 35 years for Victoria as a whole.

The main points apparent from the comparative assessment provided in Table 3.5 include the following:

- Jan Juc has the youngest population in the town. The figures indicate:
  - a high proportion of young families with children, with more than one-fifth (21%) of the population aged under 10 years;

- a high proportion of the population between 20 and 39 years (46%), which would include parents with dependant children and also young group households; and
- only a small proportion aged 60 years or more (9% compared to 16% for Torquay / Jan Juc as a whole).
- Old Torquay has a very different age profile to Jan Juc. It has far fewer young families and proportionately more people at retirement age. Almost one-quarter (24%) of the population are aged 60 years or more. Only 10% of the population are aged under 10 years.
- Torquay West and Wombah Park (which is where the majority of new residential growth is occurring) have similar age profiles, with a mix of family types including families with both younger and teenage children. There is also a reasonable representation of older families and retirees.

**Table 3.5 Age Profile of Torquay / Jan Juc shown by the areas of Jan Juc, Torquay West, Torquay Old and Wombah Park, 1991**

Age Group	Jan Juc	West Torquay	Old Torquay	Wombah Park	Total
0-9 years	21%	15%	10%	19%	16%
10-19 years	12%	15%	15%	13%	14%
20-39 years	46%	32%	33%	32%	38%
40-59 years	12%	23%	18%	21%	17%
60+ years	9%	15%	24%	15%	16%

Source: ABS Census of population and Housing (Unpublished Data), 1991

Table 3.6 provides a comparison of the age profile of Torquay / Jan Juc with the Barwon region and Victoria. It is apparent that:

- In 1991 Torquay / Jan Juc had a higher proportion of young adults aged 20-39 years (38%) than either the Barwon region (30%) or Victoria as a whole (32%). This is likely to reflect the appeal of the lifestyle offered by Torquay / Jan Juc to young families and young adults.
- There are proportionately fewer middle aged adults of 40 to 59 years in Torquay / Jan Juc (17%) compared to the Barwon region and Victoria (both 22%).

- The proportion of people aged 60+ years in Torquay / Jan Juc (16%) is similar to the Barwon region and Victoria (17% and 15% respectively). However, between 1986 and 1991 the proportion of people aged 60+ in Torquay / Jan Juc decreased from 20% to 16%, whilst the proportion remained stable in the Barwon Region and Victoria.

**Table 3.6 Age Profile of Torquay / Jan Juc compared to the Barwon Region and Victoria, 1991**

Age Group		Torquay / Jan Juc*		Barwon Region		Victoria	
		1986	1991	1986	1991	1986	1991
Age	0-9	15%	16%	15%	15%	15%	15%
	10-19	13%	14%	18%	16%	17%	15%
	20-39	37%	38%	30%	30%	32%	32%
	40-59	15%	17%	20%	22%	21%	22%
	60+	20%	16%	17%	17%	15%	15%

Source: ABS Census of Population and Housing, 1991

Note: \* Total for Torquay / Jan Juc excludes Wombah Park - not available for 1986

### 3.6 Household Types

The range of household types prevalent in the study area, compared to the Barwon region and Victoria as a whole, is illustrated in Table 3.7. The following points can be made:

- There is proportionally more group households in Torquay / Jan Juc (7.1%) compared to Victoria (4.3%); Jan Juc has the highest proportion of group households in the study area (9.3%).
- Old Torquay has a very different composition of household types compared to the Victorian average. In Old Torquay there are far fewer single family households (57%) compared with the State average (74.0%). This is due to the high proportion of lone-person households (31.9% compared to Victoria's 20.0%) and the higher proportion of group households (7.1% compared to Victoria's 4.3%).
- Wombah Park has proportionally more than the average number of single family households (83.5% compared to 74.0% for Victoria), which reflects the housing and market type of this expanding residential area.

- Torquay / Jan Juc as a whole, when compared to both the wider Barwon region and Victoria, has proportionally fewer single family households, but more lone persons and groups households. This highlights the attraction of the area for retirees and young adults who may share accommodation.

**Table 3.7 Household Types in Study Area compared to the Barwon Region and Victoria, 1991**

Household Type	Jan Juc	Torquay West	Torquay Old	Wombah Park	Torquay /Jan Juc	Barwon	Vict'
One family	70.3%	73.5%	56.6%	83.5%	66.2%	74.4%	74.0%
Two+ families	0.0%	0.0%	0.0%	0.0%	0.0%	0.4%	0.7%
Group	9.3%	3.5%	7.1%	2.7%	7.1%	3.3%	4.3%
Lone person	18.1%	21.5%	31.9%	11.7%	23.7%	20.8%	20.0%
Visitors only	2.3%	1.5%	4.3%	2.1%	3.1%	1.0%	1.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: ABS Census of Population and Housing, 1991

### 3.7 Household Size

Table 3.8 shows the average household size of occupied dwellings in Torquay / Jan Juc for both 1986 and 1991. The main points to note are:

- in 1991 Torquay / Jan Juc had an average household size (2.5 persons) that was smaller (by about 14%) than the Victorian average (2.9 persons);
- Old Torquay had the smallest household size (2.4 persons in 1986 and 2.3 in 1991), which reflects the high proportion of lone person households and the older age profile of the population residing in this location;
- the average household size in Jan Juc increased slightly between 1986 and 1991 from 2.6 persons per household to 2.7 persons, which generally goes against the wider trend of a decreasing household size. This might reflect the relatively high proportion of young family households in Jan Juc; and
- Wombah Park, in 1991, had the largest average household size in the town (2.8 persons), which was the same as the average for the Barwon Region (2.8) and slightly less than the Victorian average (2.9).

**Table 3.8 Average Household Size in Torquay / Jan Juc compared to the Barwon Region and Victoria, 1986 and 1991**

Year	Jan Juc	Torquay West	Torquay Old	Wombah Park	Torquay / Jan Juc	Barwon Region	Victoria
1986 *	2.6	2.7	2.4	N/A	2.5	2.8	2.9
1991	2.7	2.6	2.3	2.8	2.5	2.8	2.9

Source: ABS Census of Population and Housing, 1991

Note: \* Total for Torquay/Jan Juc excludes Wombah Park as figures not available

### 3.8 Nature of Occupancy

Table 3.9 shows the nature of occupancy in the four locations within the town, with comparisons against the Barwon region and the Victorian average:

- Jan Juc has proportionally fewer homes that are owned outright than other areas of the town (31% compared to 40% for Torquay / Jan Juc overall) but a higher proportion being purchased (43% compared to 31%), which reflects the age profile and proportion of young families living there.
- Old Torquay has a higher proportion of fully owned homes (45%), with far fewer being purchased (18%), reflecting the longer occupancy of this area.
- A reasonable proportion of houses throughout the town are rented (similar to the State average). This is to be expected given the high level of vacant houses throughout the year and the opportunity for renting which exists. The proportion is particularly high in Old Torquay (31% compared to 24% for the town).
- Torquay West and Wombah Park have a proportionally higher home ownership level (owned and being purchased combined) than the average for the town, which reflects the nature of these developing residential locations.
- As a whole, the nature of occupancy for Torquay / Jan Juc does not vary significantly from the Victorian average.

**Table 3.9 Nature of Occupancy in Torquay Jan Juc, compared to the Barwon Region and Victoria, 1991**

Nature of Occupancy	Jan Juc	Torquay West	Torquay Old	Wombah Park	Torquay /Jan Juc	Barwon Region	Victoria
Owned	31%	47%	45%	46%	40%	45%	42%
Being Purchased	43%	29%	18%	39%	31%	29%	30%
Rented	21%	17%	31%	14%	24%	21%	23%
Other/NS	5%	8%	6%	2%	5%	4%	4%
Total	100%	100%	100%	100%	100%	100%	100%

Source: ABS Census of Population and Housing, 1991

### 3.9 Median Household Income

Median income levels of a municipality provide important information about the earning and spending power of its population. Table 3.10 shows median income levels for individuals and households in Torquay / Jan Juc, compared to the Barwon region and Victoria. The following main points can be made:

- In 1991 Torquay / Jan Juc as a whole had a median household income of \$27,060 which is around 10% less than the Victorian average of \$29,970. The median individual income in Torquay / Jan Juc (\$10,820) however, is slightly higher than the Victorian average (\$10,330), which reflects the smaller average household size of the town.
- In 1991 Jan Juc and Wombah Park had the highest median household income levels in the town (\$31,730 and \$31,490 respectively). Old Torquay by comparison had a substantially lower median household income level (\$21,570) which was around 30% less than Jan Juc. Old Torquay also had a lower median income level on average, which reflects the many lone person households, smaller average household size and the older age profile.
- Between 1986 and 1991 Jan Juc became the area with the highest average median income, exceeding that of West Torquay which was the highest in 1986. The difference however is only marginal.

**Table 3.10 Median Household Income Levels for Torquay / Jan Juc compared to the Barwon Region and Victoria, 1986 and 1991**

Location	1986		1991	
	Individual *	Household	Individual*	Household
Jan Juc	\$8,750	\$22,740	\$11,750	\$31,730
West Torquay	\$8,670	\$23,410	\$11,790	\$30,650
Old Torquay	\$6,780	\$16,280	\$9,380	\$21,570
Wombah Park	N/A	N/A	\$11,250	\$31,490
Torquay / Jan Juc	\$7,750	\$19,370	\$10,820	\$27,060
Barwon Region	\$7,220	\$20,210	\$11,350	\$31,770
Victoria	\$7,920	\$22,970	\$10,330	\$29,970

Source: ABS Census of Population and Housing, 1991

Note: \* Individual income based on average household size

### 3.10 Issues for the Comprehensive Plan

There are a number of issues relating to the population that are relevant to the future planning of Torquay / Jan Juc including:

- (1) The forecast average annual rate of population growth for Torquay / Jan Juc, as estimated by the consultants, is around 3.6% per annum between 1995 and 2011. This growth rate equates to a net population increase of 250 people pa on average. Based on this estimate the population in the study area will reach around 10,000 people by 2011.
- (2) There are four distinct residential areas: Jan Juc, Torquay West, Old Torquay and Wombah Park. These areas will experience varying rates of population growth due to land availability, housing type and market forces. Rates of growth will be greatest in Torquay West and Wombah Park. Jan Juc will experience a slowing in population growth as opportunities for residential development are gradually depleted. Old Torquay lends itself to an increasing population level in the future through renewed opportunities for redevelopment and a diversification of housing types.
- (3) The provision of services and facilities will require monitoring as requirements to meet the needs of the population throughout the four residential locations will be ever changing having regard to the demographic and socio-economic characteristics of the population.

Jan Juc has the youngest population in the study area characterised by young adults with dependent children and young adults living in group households. The Old Torquay area essentially has an aging population.

- (4) The population of the study area is represented in numerous household types which proportionately differ from Victorian averages for example, 9.3% group households in Jan Juc (compared to 4.3% for Victoria); 31.9% lone person households in Old Torquay (20.0% for Victoria); and 83.5% single family households in Wombah Park (74.0% for Victoria).

Additionally, average household size is smaller in Torquay / Jan Juc as a whole (2.5 persons) than compared to Victoria as a whole (2.9 persons).

Council needs to be aware of these household types and actively encourage and facilitate a variety in housing choice suitable to accommodate the needs and requirements of the population.

- (5) The study area has shown changes to the composition of permanent residents with an increase over recent years. However, the town's role as a holiday and weekend destination remains very strong.

Social infrastructure including employment opportunities should be facilitated by Council to ensure the proportion of permanent residents continues to increase or is at least maintained at its current level.

## PART B: THE PLAN

### 3.11 Goals

The goals in relation to population are:

- (1) To ensure planning in Torquay / Jan Juc accommodates ongoing population growth generated by "normal" market forces. Given the relative absence of environmental constraints compared to other towns in the municipality, no need exists to limit growth. Given the rates of growth envisaged no benefit exists in trying to accelerate growth either, as higher growth rates will merely threaten the character and identity of the town.
- (2) To encourage a diverse and well balanced population mix throughout Torquay / Jan Juc.
- (3) To maximise the benefits of continued population growth to the local economy, such as the improved range of services and facilities that can be supported by a growing population.
- (4) To be aware of the ongoing changes which will occur to the characteristics of the population of the town, and within different parts of Torquay / Jan Juc, and to be aware of the community service implications of these changes.

### 3.12 Policies

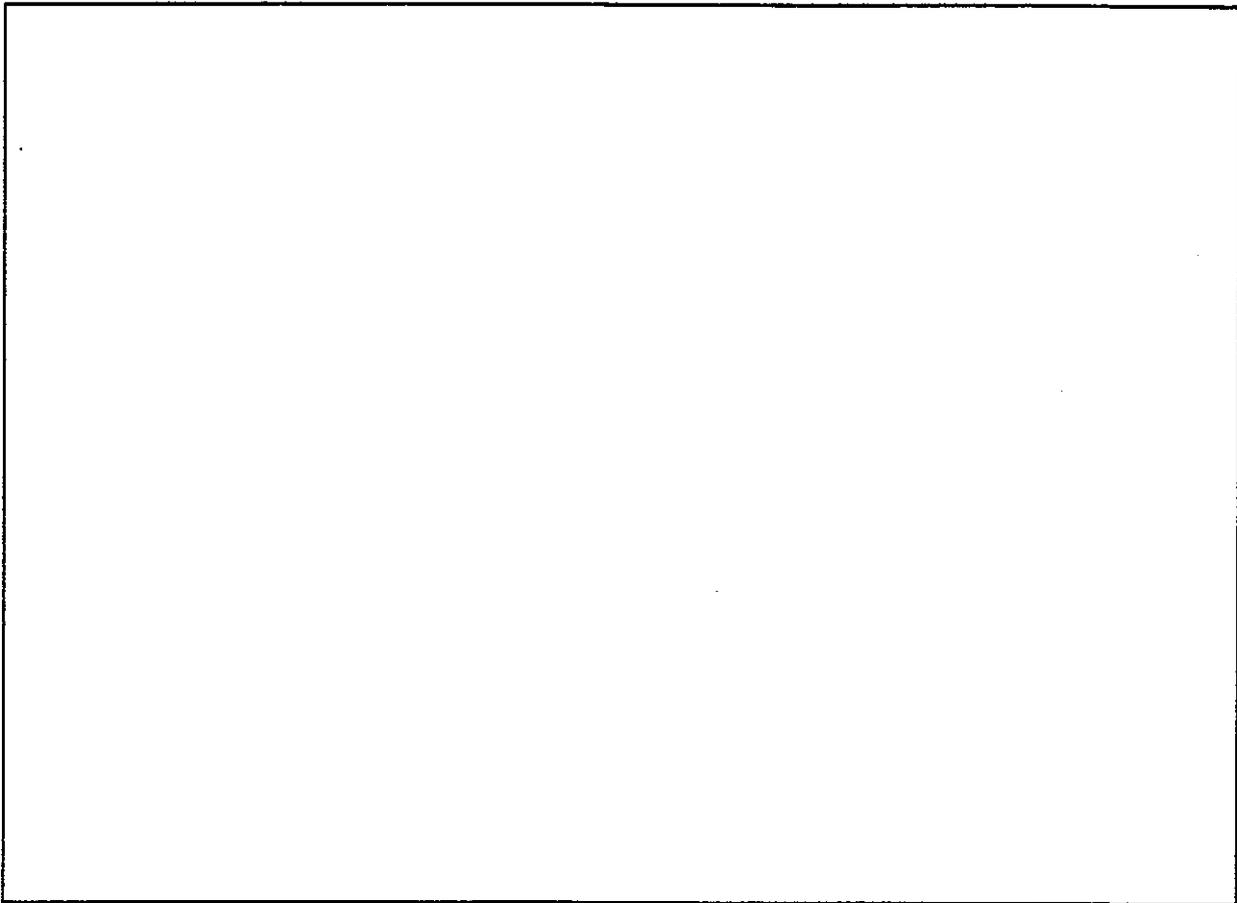
Policies in relation to population are:

- (1) Adopt a forecast estimated resident population for Torquay / Jan Juc of around 10,000 people by 2011. Recognise that this forecast population level is an estimate only and that population growth is the product of many factors. Some factors are attributable to local influences such as the availability of land for residential and other urban development, facilitation of development opportunities, housing choice and standards, etc. Council should be aware of the local factors influencing population change.
- (2) Ensure that human services and facilities and commercial services and facilities meet the needs of the growing population and reflect the changing socio-economic and demographic characteristics of the population.

### 3.13 Actions

- (1) Council to continually monitor population growth and update population estimates accordingly.
- (2) Council to prepare detailed socio-economic and demographic analyses of the four residential localities of Jan Juc, West Torquay, Old Torquay and Wombah Park from 1991 ABS Census of Population and Housing and to regularly update this information as a basis for the planning of community services and facilities in the town. Past census data (1986 and 1981) can be analysed to determine trends in population characteristics and stage of life cycles. This monitoring is important for the future planning and provision of human services and should continue to be undertaken at the advent of new census data.

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CHAPTER 4

*THE ENVIRONMENT*

## 4 THE ENVIRONMENT

### PART A: BACKGROUND AND ISSUES

#### 4.1 Introduction

The Torquay / Jan Juc Study Area occupies part of the western coastal plains area of Victoria's Southern Lowlands, which stretch from the South Australian border in the west to East Gippsland in the east. The Coastal Plain is intercepted within the region by the Otway ranges some 20kms west of the subject land and by the Lake Connewarre and Marcus Hill East. To the north, the Merrigig and Thomson Valleys form subtle but important boundaries in this quarter.

Geology of the region is broadly sedimentary. The landscape, in general, gently undulates with mixed vegetation cover including bushland pasture and some more intensive horticultural land uses.

Bass Strait forms the southern edge to the study area with Point Addis (West) and Point Impossible (East) framing the coastal boundaries.

Analysis of the physical / visual environment reveals a number of issues that help inform future development within the Study area.

The study area frames that part of the Southern Coastal Plain between Angiesea and the Otway Ranges (west) and the Breamlea Freshwater Creek area (east and north). About 10kms north of the area are Mount Duneed and Freshwater Creek while 20kms north is the expanding Geelong urban area.

The relationship between Torquay / Jan Juc and Geelong is of critical importance to the lives of people in the region well into the 21st Century.

#### 4.2 Land Use

Generally, land use in the peripheral areas is predominantly agricultural with rapidly expanding residential development within the study area responding to considerable and increasing demand for this type of land use. In order of land coverage, principle land uses are set out as follows:

- Agricultural (mainly horticulture, grazing)
- Conservation (coastal reserves, parks etc.)

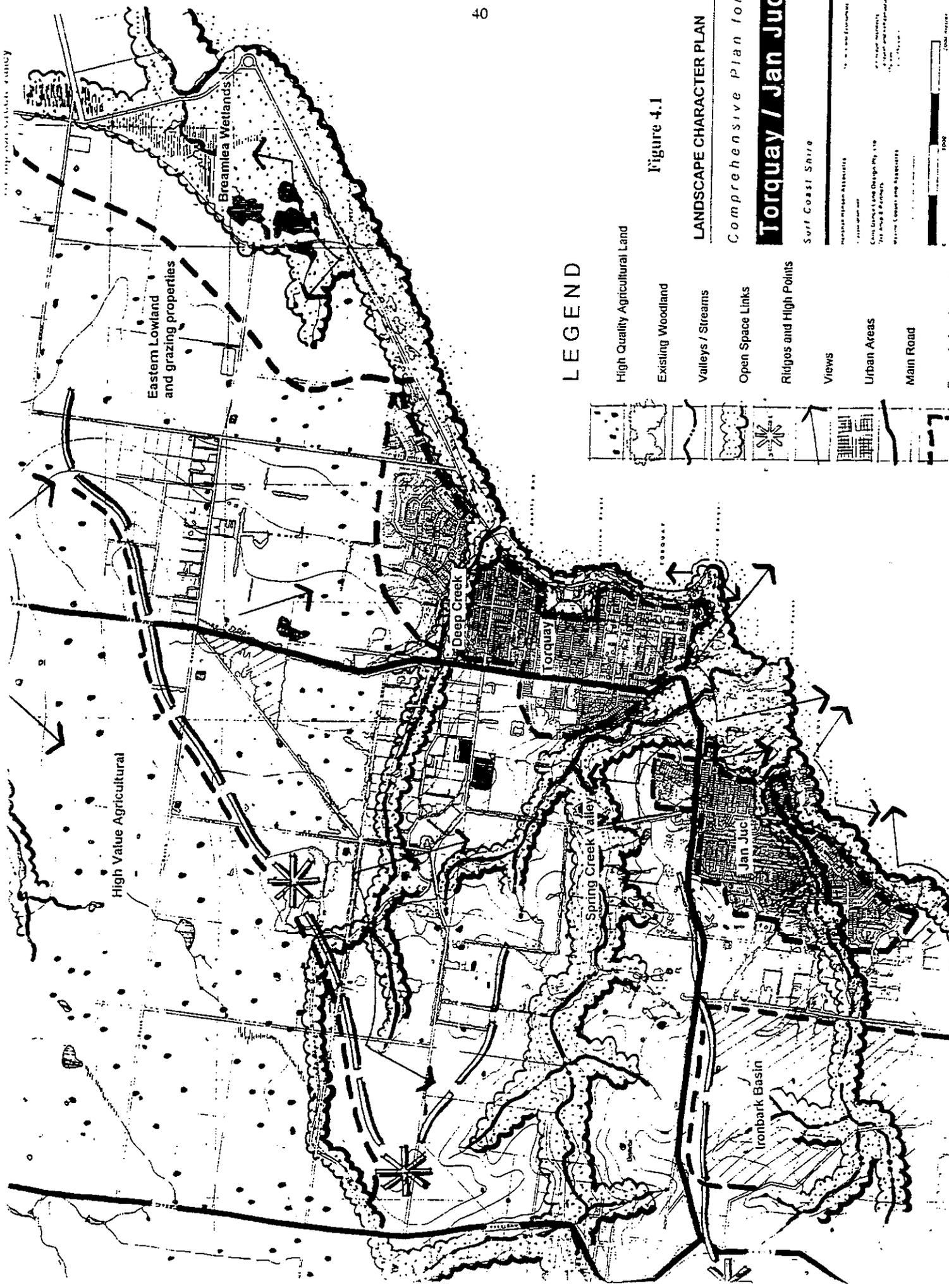
- Urban (mainly residential, commercial, surf industry)
- Tourist related uses

### 4.3 Landscape Character / Issues

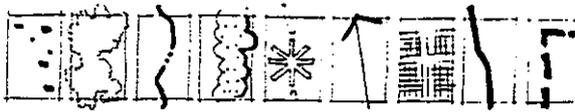
As set out above, the subject area comprises undulating country of mainly grazing land which is bisected by a number of east-west flowing watercourses, such as Spring and Deep Creeks. There are a number of important areas of high landscape value; in particular, the coastline proper, the culturally significant surf breaks such as Bells and Winky, the Ironbark Forests to the west and the Breamlea Wetland.

Principal Land Units within the hinterland include:

- *The Thompson Creek Valley*, across which visitors to Torquay drive on the divided highway from Geelong. This is mainly occupied by grazing uses. Mount Duneed is a clear northern extremity to this valley system. Because it is highly exposed to the Geelong Torquay Road, the valley is visually sensitive. The experience of travelling through this rural valley provides a clear sense of separateness between the Torquay and Geelong urban areas.
- The hills immediately north of the Torquay urban area, consisting of grazing properties, mixed vegetation and the Conservation Area, are important units. These start at the Anglesea and Grossmans Road intersection and descend across the Geelong Torquay Road to the South Beach Road rural residential area.
- The Breamlea Wetlands is an extremely important and fragile natural system that should be enhanced and protected. Expanding development should consider drainage regimes, flora and fauna habitats as well as visual sensitivity.
- The area east of Horseshoe Bend Road, known as The Eastern Lowlands. This area abuts the wetlands and the coast, is relatively open in character and is used for grazing and high quality agricultural and horticultural purposes.
- The Spring Creek valley with its open pasture and views of relatively high quality vegetation and wooded valley form. It provides a green divide between the Torquay and Jan Juc urban areas.
- The wooded area to the south and west including the Bells Beach hinterland area and the Iron Bark Basin. This is a relatively flat area of high landscape quality with dense woodland.



# LEGEND



High Quality Agricultural Land

Existing Woodland

Valleys / Streams

Open Space Links

Ridges and High Points

Views

Urban Areas

Main Road

Figure 4.1

## LANDSCAPE CHARACTER PLAN

Comprehensive Plan for

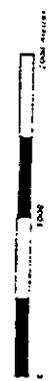
# Torquay / Jan Juc

Soil Coast Shire

Prepared by

City of Torquay and Design Pty Ltd  
For SoC & Partners

Working with the community  
to create a better future



## 4.4 Torquay Urban Area

The Torquay Urban Area includes the Highway, the surf commercial area and the local commercial centre with both westerly and easterly expanding suburban areas.

- Create a strong and legible sense of entry and arrival into Torquay.
- Integrate the Surf Industry and the Community Centre and Shire Offices and the (hidden) local Retail and Commercial areas.
- Effectively link the Commercial, Residential and Retail areas with the beach and open space system; in particular, Spring, Deep and Jan Juc Creeks.
- Create a greater celebration of surfing within the urban symbolism of the town eg. by the creation of a surf related civic area close to the surfing industry and directly linked to the local centre and surf beach.
- Transform a utilitarian, suburban character into an artful, pleasurable and more natural environment that exemplifies the locality's most famous pastime and industry.
- Link urban nodes with the coast.
- Gilbert Street
  - Improve visual / physical links to the ocean (by removing the Information Centre) and north through to Taylor Park.
  - Reinforce surfing culture imagery in street with artworks and architecture.
  - Buffer car park from Gilbert Street and Boston Road.
- Bell Street / Torquay Camping and Caravan Park
  - Reinforce east / west gateway entries.
  - Minimise the strong physical and visual barrier to Main Beach.
  - Opportunity for shared open space links through the park.
  - Rationalise caravan and camping lots as well as circulation patterns.
  - Create a defined entry.

- Wombah Park Estate
  - Heavy dose of suburbanism needs to be diminished.
  - Need for overall Landscape Masterplan to emphasise the natural environs and the local landscape character.
  - Clearly define links to foreshore reserve and beach.
- Surf Coast Plaza, Beach Road and Municipal Precinct:
  - Major change will occur in this area due to the proposals to redevelop the Surf Coast Plaza and to establish a community services precinct at the rear of the municipal offices.
  - The potential exists for the opportunities presented by redevelopment in this precinct to be lost if careful consideration is not given to the redevelopment of this area in a comprehensive manner.
  - Beach Road presents a lost opportunity in terms of creating an entry to this area and to the developing residential areas further west. Industrial and residential development on either side of the road are already presenting amenity concerns which will only intensify unless careful attention is paid to the future use and design of development in this area.

## 4.5 Jan Juc Urban Area

The Jan Juc urban areas bounded by the Golf Course and Spring Creek area (east), The Great Ocean Road (north), the coast (south) and the Jan Juc rural residential area (west).

- Create a more legible community centre with a strong sense of entry and arrival.
- Create better and more obvious links to the coast and to weave Jan Juc into the overall open space system of the Torquay area.
- Take greater advantage of Jan Juc Creek as a positive focus to existing and future development.
- Accentuate the Spring Creek area as a buffer between Jan Juc and adjoining Torquay.

- Refine land uses adjacent to the coast including configuration of car parks.
- Create a more effective approach to the Bells Beach surfing area.
- Stuart Avenue
  - Low visual and physical amenity.
  - Opportunity to enhance and expand strong surfing theme as expressed in Bird Rock Cafe and possible expansion fronting Princes Terrace.
  - Opportunity to create visual and improve physical links to the beach across Ocean Boulevard.
  - Need for street tree and car park planting.
- Foreshore
  - Link urban nodes with the coast and develop a strong coastal walk.
  - Rationalise and redefine land use to create a more powerful link between the urban edge and the coast itself eg: Caravan Park area.
  - Reinforce landscape character of the beaches through appropriate planting.
  - Minimise impact of existing foreshore facilities.
  - Rationalise and minimise vehicle entry points and circulation patterns.

## 4.6 Torquay Foreshore

- Main Beach
  - Opportunity for direct visual and physical links (pedestrian) through camping ground to Bell Street.
  - Large asphalt CAR PARK needs shade and buffer planting.
  - Enhance open space links along Spring Creek corridor to the Urban Centre.

- Point Danger
  - Spectacular headland with striking panoramic views across Bass Strait should be enhanced in accordance with D.C.N.R. Masterplan.
  - Opportunity to reinforce Bell Street / Esplanade intersection with planting.
  - Circulation paths should be upgraded and rationalised.
  - Opportunity for tourist information / education facilities and improved amenities.
  - Improve links to Front Beach, Cosy Corner and Surf Beach.
- Front Beach
  - The spectacular promenade of established Norfolk Island trees set in rolling lawn expresses the old 19th Century character of Torquay.
  - These strong visual and landscape qualities need to be reinforced.
  - Opportunity to extend strong planting up to and around Point Danger.
  - The visual impact of tourist and recreational facilities should be minimised.
  - Existing large cypress trees at northern end continue Front Beach character and should be retained.
  - Opportunity for play park area expansion and links to Taylor Park.
  - Tourism information shelter should be relocated to allow ocean vistas down Gilbert Street.
- Fishermans Beach / Yellow Bluff
  - Native character planting on bluff should be enhanced and protected.
  - A clearly defined pedestrian link needed to connect Front Beach.
  - Opportunity to define character of Fishermans Beach with bold native plantings extending from the bluff.

- Vehicle access to the foreshore should be minimised and the car park enhanced.
- Whites Beach
  - Wild, untamed dune character along beach should be protected and enhanced with native planting.
  - Pedestrian access paths to the beach need to be clearly defined and minimised.
  - Important open space connection along Deep Creek should be reinforced.
  - Vehicle access should be restricted and the Esplanade link to Thompson's Creek limited to pedestrian traffic only.
- Taylor Park
  - Important open space amenity.
  - Needs detailed assessment and Masterplan.
  - Opportunity for some commercial development as well as strong visual and physical links to Gilbert Street.
  - Improve links to Fishermans Beach, Yellow Bluff and the play park.
  - Retain and enhance native flora.
- Jan Juc Foreshore
  - Rocky Point / Half Moon Bay / Bird Rock
  - Continue surf coast walk to link up with Bell's Beach.
  - Reinforce native planting
  - Minimise impact of parking, particularly at Bird Rock.

## 4.7 Visual Character

Principal views are mainly determined by common viewing points especially the main road system and vegetation. These are described as follows:

- The Gateway view to Freshwater Creek Valley, close to Mount Duneed and the Geelong Torquay main road. This is a most important view of the rural break between the urban areas of Geelong and Torquay.
- The pastoral vista up and down Freshwater valley from this main road. Comparable views can be engaged along Blackgate Road.
- The closed view created by dense natural vegetation enclosing in on the road approaching South Beach Road after which the view into Torquay is revealed after crossing the creek and some enclosed changes in direction.
- The Torquay Urban area has a variety of views which often include glimpses to the Ocean and to the rural hinterland. Because this area is generally flat these views are rarely of a dramatic nature.
- Currently views in the eastern lowlands area are generally open.
- The Spring Creek valley is a very strong visual landscape element and important in determining a strong separation between the Torquay / Jan Juc areas. Development needs to be carefully controlled in such a sensitive landscape.
- The coastal areas are critical from the visual standpoint - especially the wild high cliff landscapes (west) and the rolling dunes (east).
- The hills area around Grossmans Road to the South Beach Road area are visually expressed in some areas yet in others could visually obstruct development.
- The same applies in the Jan Juc western area.
- Both Torquay and Jan Juc urban areas are of generally moderate visual quality - with suburban elements dominating the urban environment especially utility poles, wide pavements, extensive concrete usage, poor signage management and poor street tree planting. However there is high potential for improvement.

## 4.8 Vegetation

Vegetation cover varies from open pasture - particularly in the Freshwater Creek Valley region of the central hills area and the eastern lowland of the Spring Creek Valley to the densely wooded Bellarine forest in the south west of the study area. Coastal vegetation varies from strongly indigenous distribution west to a strongly modified and introduced type in the Torquay urban area.

Much of the agricultural land includes rectilinear plantations of lines and cypress species.

## 4.9 Natural Drainage

Principal natural drainage systems in the study area are described as follows;

- Freshwater creek system which rises in the Mount Duneed area and whose mouth occurs at Point Impossible near Breamlea.
- Spring Creek, which rises in the Anglesea / Bellbrae area and descends to the Ocean at Rocky Point Torquay.
- Other local systems include local (Jan Juc and Deep) creeks.

## 4.10 Issues for the Comprehensive Plan

The following is a summary of the key issues identified from the matters raised in this chapter that will need to be addressed in the Plan:

- (1) There are a number of important areas of high landscape value within the Torquay / Jan juc urban area and surrounding hinterland.
- (2) Torquay / Jan Juc needs to be protective of its significant landscape assets and embrace its unique cultural values.
- (3) Areas of high visual and ecological sensitivity should be protected by providing strong revegetation and open space development.
- (4) Protect and enhance important views, particularly to Bass Strait
- (5) Weave within the urban fabric of the town a greater celebration of the surfing culture.

- (6) Integrate urban and natural environments by strengthening open space and physical links.
- (7) Create a strong sense of entry and arrival to the urban areas.
- (8) Develop an overall landscape strategy and improve the general appearance and amenity of urban areas.

## PART B: THE PLAN

### 4.11 Goals

The following goals apply to the natural and built environments of Torquay / Jan Juc:

- (1) To adopt an ecologically sustainable approach to planning and development in Torquay / Jan Juc.
- (2) To protect and enhance the significant environmental features in and around Torquay / Jan Juc such as foreshore areas of conservation significance, creeks, forest areas and wetlands and to plan to minimise impacts from urban development and human activities on the environment.
- (3) To enhance and upgrade the appearance and quality of foreshore areas within the town and provide for the needs of users in a balanced and sustainable manner.
- (4) To retain an attractive rural environment around Torquay / Jan Juc and in particular to retain an unspoilt rural landscape between Torquay / Jan Juc and Mt Duneed.
- (5) To retain and enhance the key elements of the urban form of Torquay / Jan Juc which contribute to its character and which will be important to maintain in order to retain the character of the town as it continues to grow.
- (6) To improve the appearance and amenity of the urban area of Torquay / Jan Juc.

### 4.12 Policies

Council will implement the following policies in relation to the natural and built environments:

#### Hinterland

- (1) Thompson Creek Valley

Protect the rural character of the valley in order to maintain a distinct separation between the urban areas of Geelong and Torquay. This will be achieved by:

- Preventing the encroachment of urban and rural residential development.

- Maintaining minimum lot sizes to enable viable farming units.
- Retaining existing vegetation by way of tree control.
- Encouraging revegetation of boundaries, ridge lines, drainage areas and road reserves.
- Discourage intrusive development.

(2) Breamlea Wetlands

Enhance, extend and protect this environment. This is an important area from the standpoint of natural conservation which is under substantial pressure, given urban expansion and associated human activity, and the proximity of the Golden Beach Development.

- Adopt strong boundaries and buffers from urban areas and appropriate controls in the planning scheme.
- Restrict motor vehicle access.
- Ensure catchment protection and enhancement, to enhance water quality by linking upstream effluent disposal etc.
- Restrict dog and cat intrusions into the area.
- Devise a Management Plan.

(3) Eastern Low Lands

Acknowledge that this area east of the Horseshoe Bend Road abuts the Breamlea Wetlands and that account needs to be taken of the sensitive environment and its important function as a transition and buffer to the Thompson Creek Valley and the Breamlea Wetlands. Some parts of the Eastern Low Lands also retain high agricultural capability and need to be protected for this reason.

- Establish a clear limit to north - eastern residential expansion.
- Protect productive agricultural land.
- Complement conservation and management policies for the Breamlea Wetlands.
- Recognise the important transition between urban and rural character.

(4) Torquay Hills

- Ensure that this important area creates an effective transition between the rural Thompson Creek Valley area and the urban area.
- Recognise the visually prominent ridge-line (running from the Anglesea/Grossmans Road intersection through to the Horseshoe Bend Road/South Beach Road Area. This land form effectively shields the urban area from southerly directed views - particularly from the Geelong Torquay Road and Mt Duneed.

These policies will be achieved by:

- Ensuring retention of rural character, with minimum lot areas.
- Establishing a common landscape theme for roadside planting and planting along the front of lots and requiring boundary, ridgeline and water course re-vegetation, as part of any permit conditions issued.
- Creating a strong sense of entry to Torquay.
- Encouraging "sensitive" development in siting and design.
- Creating further reinforcement to plantation patterns.

(5) Spring Creek Valley (west of Duffields Road)

Protect the qualities of this area with a site responsive approach to development. This would require protection / enhancement of the valley drainage system as a key part of the future Open Space System. Residential uses that respond to the natural pattern of the landscape, possibly incorporated with a nature-based golf and recreation development, could be suitable for consideration in this area, in the longer term. Ensure that this natural / recreational corridor links to the coast and becomes a key focus in the urban area.

- Protect the natural features, including key vegetation and water courses.
- Identify suitable areas for residential and recreational uses. (long term)
- Create visual controls that preserve rural views along the Great Ocean Road (north side) approaches into Jan Juc.

(6) Bells Beach Hinterland and Ironbark Basin

Acknowledge that this area forms the transition between Torquay / Jan Juc and the western Ironbark bushland and Bells Beach coast. It comprises dense bushland to the west, which grades into small farms, enframed by bushland closer to Torquay. The famous and sacred surf spots such as Winky, Bells and Southside form the southern edge to this area. These places need careful management, as do adjoining uses in order to preserve their special qualities. A special "Surfing Temple" - sensitive to the qualities outlined above - could be considered for this precinct. Also the Great Ocean Road forms the northern edge to this unit and, given it's tourist importance, needs to be treated with considerable sensitivity.

- Allow for some re-subdivision of the Bells Boulevard area, provided visual, engineering, overlooking and vegetation removal issues are addressed (see Chapter 5).
- Consider, on their merits, planning scheme amendments for exceptional, environmentally responsive development proposals that complement and enhance through building design, location, scale and replanting, the retention of existing mixed bushland and rural character. These could include "modest forms" of tourism, leisure, recreation or education activities.
- Establish siting and design guidelines to enable these uses to happen appropriately.
- Prevent further rural residential or small lot rural subdivision.

Torquay Urban Area

(7) Gilbert Street Commercial and Retail Centre

Retain, enhance and strengthen Gilbert Street as the principal retail area, as this is exciting in terms of the urban evolution of Torquay. A number of problems need to be addressed to make Gilbert Street function more effectively for Torquay's growing community. Greater visual prominence for the Centre - particularly with regard to visitors - needs to be created by establishing a better presence in the road network and by signage. Gilbert Street needs:

- to have a face to the Esplanade and to Taylor Park (Zeally Bay Road);
- to have principal streets, such as Zeally Bay Road, Bristol / Gilbert Street and Beach Road linking it to the Geelong Torquay Road;

- to provide easy and clearly discernible access and car parking;
- to link to the open space system via connections with the foreshore reserve, Taylor Park and beyond;
- to provide a highly attractive and high amenity local environment, with professionally executed urban design solutions that celebrate Torquay's unique culture and not just surfing; and
- to have a clear link back to the burgeoning Surf Coast Plaza and adjoining municipal precinct.

(8) Bell Street / Torquay Camping and Caravan Park

Policies for this area are to:

- Create stronger links (including some visual links) between Bell Street and the Torquay Surf Beach.
- Rationalise the oval / camping ground area, to help establish a stronger indigenous vegetation that at the same time facilitates the links called for above.
- Redesign the large foreshore car park and associated works, to reduce its very strong visual intrusion into the coastal environment.
- Strongly integrate the main surf beach with adjoining Point Danger and the front beach east and Rock Point and Spring Creek west. (After all, the Surf Beach is a central part of Torquay's Open Space System).
- Encourage tourist and related uses that would capitalise on the proximity of the Main Surf Beach in the Bell Street precinct.

(9) Wombah Park Estate

Acknowledge this relatively new area in the Torquay Area. It has a distinctly bare and unattractive Australian Suburban character, which should be softened with more planting, by way of greater pedestrian and open space links. It is also remote from the rest of the Torquay urban area, which can be overcome by extending the changing "old" Torquay character northwards to include this precinct.

- Prepare streetscape and open space plans for this area.

- Individual home owners need to be encouraged to develop their gardens in a way that will help create the more attractive character and amenity described above.
- In strategic areas, such as main entries to the precinct, Council may consider volunteering to plant or provide certain tree species.

(10) Surf Coast Plaza and Municipal Precinct

Design emphasis in the precinct could and should have a far more subtle urban character, evoking seaside, fishing village, coastal landscape and surf culture character. It needs to present to the Surf Coast Highway a depth of view where many of its surfing and civic functions can be recognised at a glance. The Shire offices are remote from the public domain. It also needs more shade and greater visual integration - at the moment its landscape and architectural character is ad hoc, with unplanted car parks and crude signage dominating a series of relatively uninspired buildings.

- Complete the current studies and ensure that they address the goals set out above.
- Embody in those plans a series of links to adjoining areas.
- Link this area into Torquay's Open Space System.
- Give greater visual prominence to the civic precinct.
- Review the Surf Coast Highway road entry sequence and establish a Civic Design Concept for it, that would help achieve the above goals.

Jan Juc Urban Area

(11) Policies for Stuart Avenue are to:

- Acknowledge the Stuart Avenue Retail area has the potential to become an attractive and stimulating retail and community centre for the Jan Juc community. Currently it evidences symptoms of urban blight with apparent dominance of the motor vehicle, poor conditions of buildings, vacant lots and lack of vegetation.
- Encourage a stronger link to the foreshore. With attention to vegetation, paving, building design and backdrop landscape development of the neighbouring foreshore land, it would meet its promise as an effective community centre.

- Acknowledge that Stuart Avenue is remote. Local knowledge is normally required to find it, yet it could become more prominent, with more considered streetscape and signage changes in the Jan Juc area.

#### Torquay / Jan Juc Foreshore

##### (12) Jan Juc Foreshore

Accommodate demand for access to Jan Juc Beach and other areas, e.g. Bird Rock surf spots. At the same time, the coast requires protection and especially re-vegetation.

- Produce a detailed coastal strategy in liaison with management and users.
- Commit to creating only essential beach and cliff access areas. Fence the balance of coastal areas.
- Embark upon a major re-vegetation program.

##### (13) Main Surf Beach

Acknowledge that Bell Street should be linked, at least visually, with the Main Surf Beach. Given that it is such a wide street, a 3 - 4 metre median could be inserted into it, which would render it less divisive and help change Bell Street into a coastal boulevard.

- Council needs to commit to a complete re-design (not just a Management Plan) of this important Australian Beach.
- Associated work needs to be carried out, including a review of recreation demand and a traffic and access study.

##### (14) Point Danger and Front Beach

Policies are to:

- Recognise this area's strong 19th Century feel, with its introduced vegetation and navigation markers. Point Danger has potential as a look-out (views are available from this knoll).
- Address car access and parking needs to minimise the impacts of vehicles, which currently is excessive. Greater attention to amenity is required and, in achieving this, more logical and attractive pedestrian / cycle links back to Yellow Bluff and the Gilbert Street Shopping Centre.

- Acknowledge the special 19th Century landscape design, with it's Norfolk Island Pines, needs to form a centre-piece in the Foreshore Design for Torquay.

(15) Fishermans Beach and Yellow Bluff

Policies are to:

- Enhance Yellow Bluff as an interesting Coastal Landmark that abuts the Gilbert Street Retail Centre and Taylor Park. With it's interesting geological formations and relatively dense Moonah (*Melaleuca lanceolata*) plantings, Yellow Bluff contributes a natural look-out and divide between the Front Beach and Fishermans Beach. These characteristics should be enhanced with provision for beach access. Erosion control measures need to be implemented if further use of the Bluff is to be invited. The tourist office needs to be removed and careful attention should be given to the creation of visual links between Gilbert Street and the ocean.
- Recognise that Fishermans Beach is dominated by the boat ramp, fishing club buildings, yacht club and car parking. With the exception of The Esplanade, roadside plantings of Ti-tree and some other minor plantings, this area lacks vegetation and therefore shade and shelter.
- Extend the character of Yellow Bluff at least to Deep Creek and the sand dunes commencing at Whites Beach. Part of the challenge for public leadership on the foreshore is to convert an excessive open and windswept area into a green and shady coastal environment.

(16) Whites Beach

Policies are to:

- Acknowledge that this has been a degraded strip of the coastal area, with excessive vehicle tracks, including the (now closed) road to Point Impossible and land-fill.
- Acknowledge that the area is characterised by a relatively strong dune system, with the former Point Impossible track occupying lower and wetter land on the hinterland side. The landscape character is open, with little tree growth, although quite strong vegetation would normally occur in this lower area, as it does further east towards Breamlea.
- To take advantage of the recent road closures and Council's willingness to limit uncontrolled vehicle and pedestrian access in this

area, to take the opportunity to create extensive plantings in the Whites Beach area.

(17) Taylor Park

Acknowledge that with the consolidation and expansion of the Gilbert Street Shopping Centre and the re-vitalisation of the foreshore, Taylor Park (with its charming mixed native and exotic plantings) will become the "Town Park" of Torquay. Moreover, it could as well take on the status of Torquay's Botanic Gardens, with links to the retail area, foreshore and surrounding residential area. The Park is currently overgrown and underutilised. Yet it is a gem whose time has come.

- Prepare a comprehensive Master Plan for the Park, that will fulfil its central role in Torquay.
- Link the park into the open space and traffic strategies for the town.
- Ensure that the park and redeveloped Gilbert Street area are planned as part of a single central entity in Torquay.

## 4.13 Actions

Council will initiate the following actions:

### Hinterland

(1) Thompson Creek Valley

- Complete guidelines for Landscape Development, with advice on planting, water course, revitalisation etc.
- Encourage such private initiatives directly with farmers and with groups such as Land Care and Agencies, Department of Conservation and Natural Resources and Department of Agriculture

(2) Breamlea Wetlands

Work with the Department of Conservation and Natural Resources to:

- Fence the area with dog/cat proof materials.
- Create vegetated buffers.

- Limit urban intrusion by limiting road access, carefully designing pedestrian access, using turn styles, boardwalks, narrow path system.
  - Produce a Management Plan to revitalise with re-vegetation etc.
- (3) Eastern Low Lands
- Produce an outline development plan for this transitional area.
  - Create urban design and open space links to this area.
- (4) Torquay Hills
- Complete Guidelines for development.
  - Complete streetscape/open space plan.
  - Complete avenue/concept plan for the Surf Coast Highway entry.
  - Issue guidelines for development for more visually intensive uses, such as rural residential development and industry.
  - Incorporate the conservation area along the Highway into the landscape design for the precinct.
- (5) Spring Creek Valley
- Carry out a detailed ODP process to create a "natural systems" lead land-use and circulation plan.
  - Establish simple guidelines for achieving the ODP with individual developments.
  - Encourage public agency support in carrying out the plan (e.g. D.C.N.R. and Council).
  - Assist private landscape development by providing advice on suitable re-vegetation information (species links, planting technology advice etc.).
- (6) Bells Beach Hinterland and Ironbark Basin
- Explore with the Surfing Industry and State Agencies feasibility for a Surfing Icon near the Bells area, for information on conditions, cultural interpretation, education etc.

- Provide summary information, embracing guidelines, planting and planting technology.
- Summarise all this into a ODP.

### Torquay Urban Area

#### (7) Gilbert Street Commercial and Retail Centre

- Commence Gilbert Street Urban Design Framework Plan.
- Publish a Gilbert Street Information Sheet and, with Traders, quickly assemble the Action Committee to push for realisation of the goals.
- Identify and begin immediate works - including tree planting.
- Create a special fast-track approach process for private projects, which are clearly meeting the goals and creating the vision for Gilbert Street.

#### (8) Bell Street / Torquay Camping and Caravan Park

- Rationalise the caravan park area and redevelop the coast car park and ensure that the visual / physical links between Bell Street and the beach are realised.
- Develop a re-vegetation programme for the entire precinct, consistent with indigenous planting patterns that also extends along the foreshore (including the Surf Life Saving Club area) and into the Spring Creek Valley west and Point Danger area east.
- Create street planting in a median, consistent with the above, that increases amenity and helps enframe views to the coast.
- Examine the grades closely in this area of the coast, to determine if (with relatively modest works), further visual exposure of the ocean is possible.
- In concert with this, create a public liaison programme, attaching Beach/Foreshore related uses in Bell Street, e.g. restaurants, clothing shops, cabins, motels, restaurants, surf-hire etc.
- Complete a detailed Urban Design Concept for Bell Street.

#### (9) Wombah Park Estate

- Commence preparation of an open space and streetscape concept plan that addresses streets as part of the open space system.

- Provide technical information to landowners (e.g. plant lists and handy hints) to encourage landscape development on private land.
  - Identify immediate action areas - on Council controlled land, where works can be quickly planned and implemented.
- (10) Surf Coast Plaza and Municipal Precinct
- Complete a landscape plan for the precinct that would enable immediate mass-planting, to quickly transform the character of the area. There should be a stronger "local character" here.
  - Try to create either a frontage for Civic functions on the Surf Coast Highway or by way of set backs and view corridors give greater visual presence to the existing facilities.
  - Encourage with guidelines, publicity, technical notes etc. private owners to pursue implementation of the plan.
  - Identify at least one street (probably Zeally Bay Road) as the link to Gilbert Street and then give it a special treatment that makes it an obvious and Central Avenue in the Torquay Township.

#### Jan Juc Urban Area

- (11) Stuart Avenue
- Early works need to be identified, such as forward planting of the adjacent foreshore and surrounding streets.
  - Special treatments and signage works underscoring their importance need to be carried out on Government Road, Ocean Boulevard and Sunset Strip.
  - Traffic improvements and parking need to be made.
  - Detailed Urban Design Concept Plans need to be prepared, followed by construction.
  - Work closely with stakeholders, such as Traders, D.C.N.R., closely abutting residential properties. A local Action Committee should be formed to assist with this process.

Torquay / Jan Juc Foreshore

## (12) Jan Juc Foreshore

- Set up Advisory Committee for Coast Strategy.
- Review Jan Juc Beach car parks and, in the context of the strategy, re-design and re-vegetate these.
- Examine the impacts of the Golf Course on the Spring Creek and Coastal Environment.
- Prepare resources in order to realise the above goals.

## (13) Main Surf Beach

- Initiate the above policies as soon as possible.
- Determine and initiate works that could commence immediately, such as further re-vegetation.
- Enhancement of access and visual links from the Bell Street area.

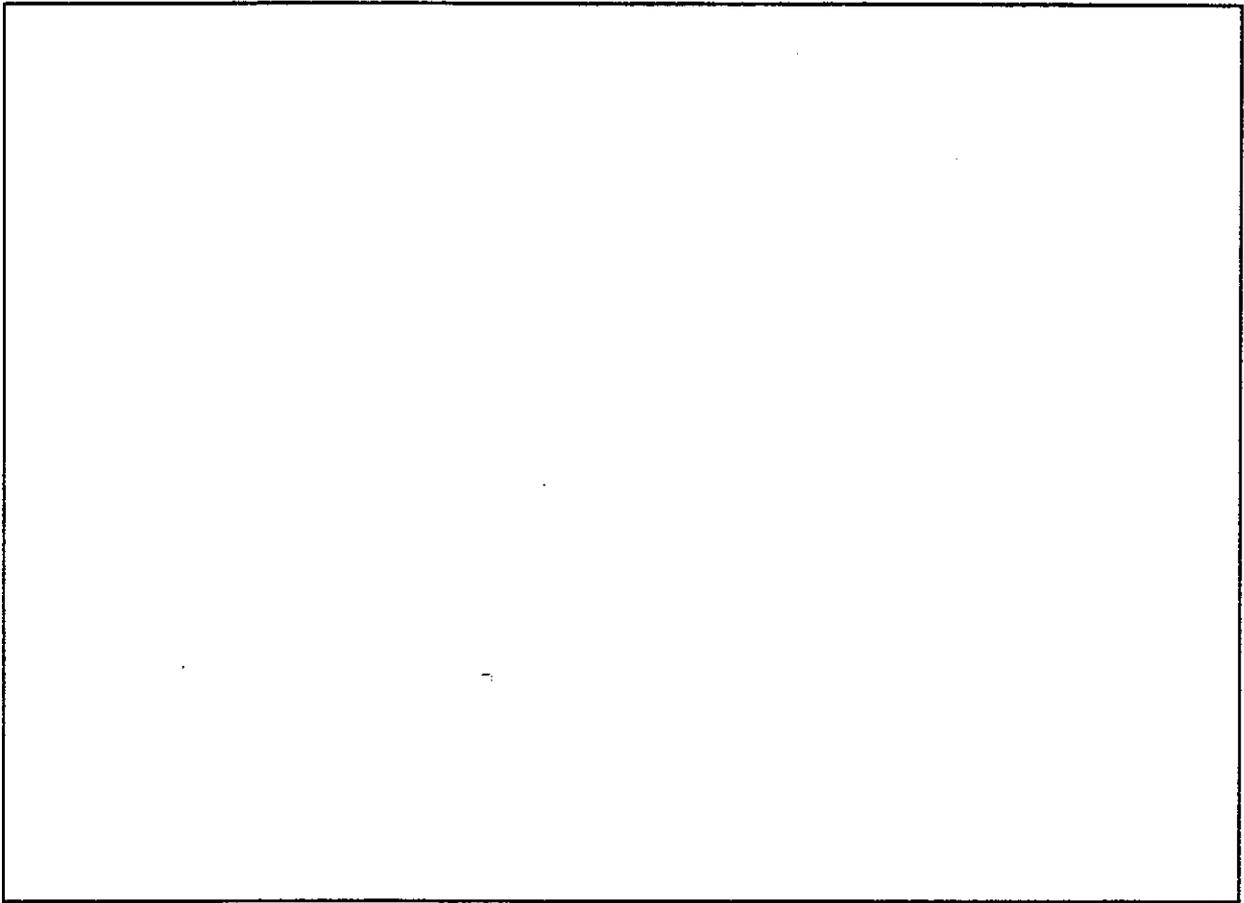
## (14) Point Danger and Front Beach

- Prepare concept plans for Point Danger and the Front Beach to give physical expression to the above policies.
- Review car parking and access needs.
- Create pedestrian, cyclist and visual links between this area and the Gilbert Street commercial area and Taylor Park.
- Immediate works, such as re-vegetation, consistent with the above goals should be commenced.

## (15) Fishermans Beach and Yellow Bluff

- Ensure full access and embrace the foreshore landscape, and develop a car parking policy for the foreshore which limits destruction.
- Produce a Concept Plan for this part of the foreshore, that:
  - retains the special 19th Century landscape character;
  - minimises buildings and roads;

- calls for the removal of buildings that have no direct relationship to foreshore functions;
  - removes or relocates buildings and trees that interfere with sea views down the main streets (e.g. toilet block opposite Zeally Bay Road and surrounding Cypress Trees).
- Remove/relocate the toilet block mentioned above.
  - Commence works that could occur immediately - re-vegetation of the Fishermans Beach area, using indigenous vegetation.
  - Create pedestrian access-ways, especially from the Gilbert Street area and Yellow Bluff, to the Beach.
  - Limit direct vehicle access from The Esplanade by way of kerbs or bollards.
- (16) Whites Beach
- Undertake a traffic and parking study aimed at meeting access requirements, but limiting road and car interference with sensitive landscaping.
  - Undertake a detailed Concept Plan that recognises the needs of vegetation, habitat requirements and the fact that this is a wild and windswept environment and should remain so.
  - Limit car parking and access roads and re-vegetate.
  - Continue re-vegetation in the back dune area.
  - Fence sensitive areas as has been done around water bodies (at north-east end).
- (17) Taylor Park
- Establish and pursue a Master Plan Brief for this area.
  - Commence preliminary work by carrying out a:
    - vegetation survey; and
    - site features survey.



CHAPTER 5

***HOUSING AND RESIDENTIAL  
DEVELOPMENT***

## 5 HOUSING AND RESIDENTIAL DEVELOPMENT

This chapter addresses housing and residential development issues. It describes the overall character of the residential areas of Torquay / Jan Juc, documents past residential building and development activity statistics, examines the existing supply of residential land, comments on the pattern of residential zones which exists and identifies key residential issues to be addressed in the Plan.

### PART A: BACKGROUND AND ISSUES

#### 5.1 Residential Character

The community reference group involved in this study, in response to a question asking them to describe the attractive features of Torquay / Jan Juc's built environment, remained silent for a relatively long time whilst trying to think of the town's attractive built features. This confirms a view expressed by many people spoken to as part of the consultation, that whilst residents of Torquay / Jan Juc find it an attractive place to live, the general amenity and quality of the built and natural environments in the town are quite different to that of other coastal towns such as Lorne, Anglesea and Barwon Heads.

Torquay / Jan Juc essentially developed as a modest coastal holiday centre after the Second World War. The town was traditionally centred around Old Torquay, focusing on the Esplanade and the Front Beach area, the Gilbert Street and Bell Street shopping centres and Taylor Park. This area is characterised by its strong grid street pattern, established tree cover (in parts), and large residential lots occupied by modest beach houses dating from the 40's and 50's, many of fibro construction, and many of which are now being redeveloped.

Jan Juc represents an interim period in the development of the study area. It has a totally different character to Old Torquay due to the undulating nature of the land and the elevated areas along cliff tops and along Ocean Boulevard which provide spectacular sea views. It has a more modern curvilinear street pattern. Much of the housing constructed during its early years of development are of modest yet more modern form than their Old Torquay counter parts, and a considerable contrast exists with the larger and higher quality houses constructed in parts of the area throughout the late 1970s and 1980s.

Newer estates such as Wombah Park and the more recently developed Great Ocean Views represent the modern face of Torquay / Jan Juc, with curvilinear streets and more substantial and modern houses which are designed as permanent places of residence rather than as holiday homes as was the case in the past. Building form in these areas is dominant due to the distinct lack of established trees and vegetation.

A number of residential pockets exist around Torquay / Jan Juc which have unique and special residential qualities. These include:

- Lower density and rural residential lots on elevated land to the south-west of Jan Juc, towards the Bells Beach Reserve, which border onto the Iron Bark forest areas and onto the coastal foreshore reserve; in many cases these lots have spectacular sea views.
- Rural residential lots in the Iron Bark forest along Bells Boulevard, which have particularly high environmental qualities.
- The Rocklea Drive subdivision, which is a small somewhat individual residential community which runs down to Spring Creek.
- Residential areas along The Esplanade in Old Torquay, adjacent to the Front Beach and Fishermans Beach, which are in a prime position overlooking Zeally Bay.
- Residential areas north of Darian Drive in Old Torquay, backing onto Deep Creek.

## 5.2 Residential Building Activity in Torquay / Jan Juc

### Dwelling Approvals

Based on building permit approvals detailed in the 1992 Torquay / Jan Juc Structure Plan a total of 713 building permits were issued for dwellings in Torquay / Jan Juc between July 1986 and May 1992. From May 1992 to 30 June 1995 there were 193 building permits issued for residential dwellings.

On the basis of these figures, for the nine years from July 1986 to June 1995, the Torquay / Jan Juc area had a total of 906 building approvals for residential dwellings. This equates to an average of around 100 building permits a year.

This nine year time frame provides an excellent indicator of average trends, as it includes both the boom period of the late 1980s and the recession of the early to mid 1990s. It is noted that from May 1986 to January 1991 (the boom period), an average of 137 building approvals for dwellings were issued per annum. From January 1991 to 30 June 1995 this average decreased substantially to 65 approvals per annum.

It is noted that a small proportion of these permits may be for dwellings on rural residential lots on the outskirts of Torquay / Jan Juc. However, it nevertheless provides a good overview of the extent of building activity in the study area.

Whilst figures are not available for specific locations within Torquay / Jan Juc (ie Wombah Park), it is evident from Council records that of all building permits issued for new dwellings from January 1991 to July 1995 (refer Table 5.1), 95 of the 288 approvals (33%) were for Jan Juc. The Torquay area, which includes Wombah Park, had two-thirds (66%) of all new dwellings approvals. It is assumed that the vast majority of the approvals in the Torquay area were for Wombah Park and the more recently subdivided Great Ocean Views estate.

**Table 5.1** Number of Building Permits Issued for New Dwellings (valued at over \$40,000) for Torquay / Jan Juc from January 1991 to June 1995

Location	Building Approvals for New Dwellings					Total
	1991	1992	1993	1994	1995 to 30 June	
Torquay*	38	42	27	53	33	193
Jan Juc	36	18	5	17	19	95
Total	74	60	32	70	52	288

Source: Council Records

Note: \* Figures for 1991, 1992 and January and February 1993 from South Barwon and Barrabool Councils. Figures from March 1993 from Surf Coast Shire

### Residential Sales

Table 5.2 presents data obtained from the Valuer General regarding the sale of houses, units and vacant residential lots zoned Residential A in Torquay / Jan Juc from 1990 to 1994 (inclusive). The main points from the table are as follows:

- *House Sales* (representative of activity in the housing market and not of new lot consumption):
  - In the 5 years from 1990 to 1994 (inclusive) a total of 584 single dwellings were sold throughout Torquay / Jan Juc, which is an average of 117 sales per annum.
  - Of all sales, 57% (334 dwellings) were in Torquay (which includes Wombah Park and Torquay West) and 43% (250 dwellings) were in Jan Juc.

- Between 1990 and 1994 (inclusive) the sale of houses accounted for around 40% of all residential sales (which includes, houses, units and vacant lots).
- The median sale price for a single dwelling in Torquay over this five year period was \$125,000 which compares with a slightly lesser median price in Jan Juc of \$118,000.
- *Unit Sales*
  - In the five years to 1994 (inclusive) there were 171 units / flats sold in Torquay / Jan Juc. The vast majority of these unit sales (85%) were in Torquay with a far smaller proportion sold in Jan Juc (15%), which also provides a good representation of the housing stock in these areas.
  - The sale of units accounted for around 12% of all residential sales in Torquay / Jan Juc over this five year period.
- *Vacant Lot Sales*
  - In the five years from 1990 to 1994 (inclusive) there were 704 vacant lots sold in Torquay / Jan Juc which presents an average of 141 vacant residential lot sales per annum.
  - Around two-thirds (66%) of these vacant lots were sold in Torquay and around one-third (34%) sold in Jan Juc.
  - The median sale price for a vacant residential lot over this five year period was around \$45,000 in Torquay and \$42,000 in Jan Juc. Prices for a vacant lot have fluctuated over the period, however, they have not changed substantially. Looking at Torquay / Jan Juc as a whole, the median cost for a vacant lot in 1990 was \$43,000 and in 1994 \$44,000. This reflects trends in the broader residential market, but may also reflect the good supply of vacant land.

**Table 5.2 Sale of Houses, Units and Vacant Lots (Zoned Residential A) in Torquay / Jan Juc from 1990 to 1994**

Year		Houses		Units		Vacant Land	
		No. Sales	Median \$	No. Sales	Median \$	No. Sales	Median \$
1990	Torquay	68	122,000	27	113,000	85	45,000
	Jan Juc	49	110,000	4	97,500	61	41,000
	Total	117	117,000	31	111,000	146	43,000
1991	Torquay	51	118,000	20	115,000	92	45,500
	Jan Juc	49	119,500	5	90,500	40	41,000
	Total	100	119,000	25	110,000	132	44,000
1992	Torquay	74	126,500	36	77,500	73	40,000
	Jan Juc	36	127,500	6	111,000	29	41,000
	Total	110	127,000	42	82,000	102	40,000
1993	Torquay	63	125,000	34	110,500	105	46,500
	Jan Juc	50	115,000	8	99,000	54	44,500
	Total	113	121,000	42	108,000	159	46,000
1994	Torquay	78	129,000	29	90,000	109	45,000
	Jan Juc	66	119,000	2	129,750	56	43,000
	Total	144	124,000	31	93,000	165	44,000
Total	Torquay	334	125,000	146	99,000	464	45,000
	Jan Juc	250	118,000	25	102,000	240	42,000
	Total	584	122,000	171	99,000	704	44,000

Source: Office of the Valuer General, 1995

### 5.3 The Supply of Residential Land

The following section details the land availability for residential development in the future and makes estimates of supply and demand based on lot consumption. The location of the areas referred to are shown in Figure 5.1.

Surf Coast Shire

HENNING HANSEN ASSOCIATES  
PLANNERS AND ECONOMISTS

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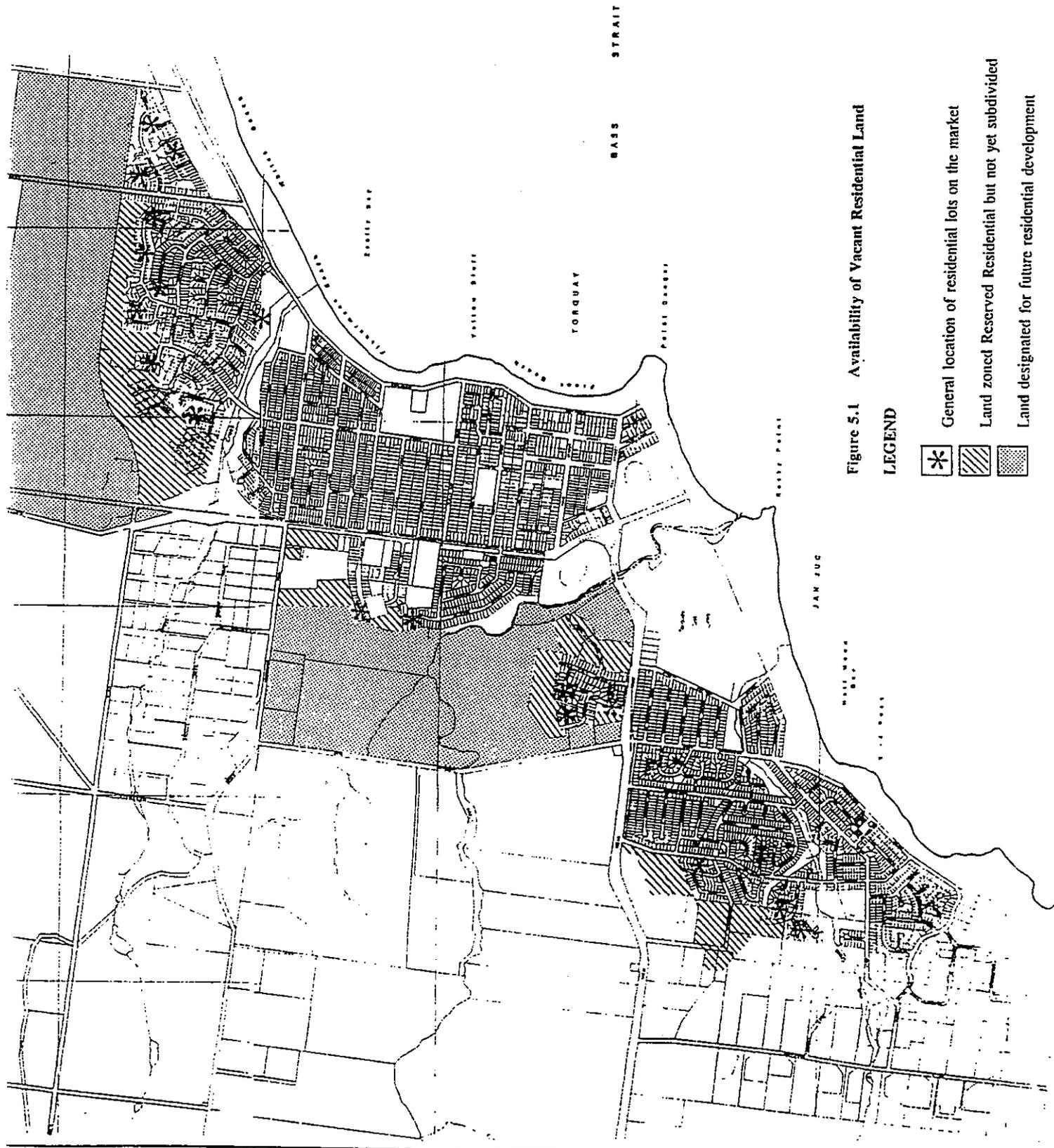


Figure 5.1 Availability of Vacant Residential Land

LEGEND

- General location of residential lots on the market
- Land zoned Reserved Residential but not yet subdivided
- Land designated for future residential development

### Wombah Park

Wombah Park is the main residential development area in Torquay / Jan Juc. It is located to the north of Deep Creek, generally between the Surf Coast Highway and the Esplanade. The land was first released for residential development in the early 1980s. The land is currently zoned Residential A and Reserved Residential.

It is estimated that the total capacity of Wombah Park (including the land to the east of Horseshoe Bend Road) is around 1,200 lots. From site surveys (undertaken July, 1996) it is estimated that around 860 lots (72%) have been subdivided to date and that the remaining unsubdivided land (zoned Reserved Residential) can accommodate a further 340 lots (28%).

Of the 860 lots released for development a considerable proportion remain vacant. As a broad estimate, just over 10% of all lots (say 90 to 110) are vacant with a "for sale" sign on-site and a further 10% or more are vacant but are not advertised for sale (ie no "for sale" signs). Of the houses constructed throughout the estate, a similarly high proportion (ie 10%) are advertised for sale.

Based on the estimated number of vacant lots currently existing in Wombah Park, it is estimated that around 200 subdivided lots and possibly more are yet to be developed with a dwelling. Therefore vacant subdivided lots together with those lots yet to be subdivided account for around 45% (540 lots) of the total capacity in Wombah Park.

Based on the average of around 100 building permits for new dwellings per annum in Torquay / Jan Juc, and assuming approximately 50% of these are for Wombah Park, it is estimated that Wombah Park has possible about five to six years supply of zoned land available (unsubdivided).

### Torquay West

The Great Oceans Views Estate is located to the north of the Great Ocean Road and west of Spring Creek. Land bounded by the Great Ocean Road, Duffields Road and Spring Creek was rezoned in February 1992 from a Rural General Farming zone to part Reserved Residential zone and part Rural (Future Urban).

In addition to the Great Ocean Views Estate, other residential land located in Torquay West includes land around Beach Road to the south and south-west of the municipal offices and land generally north of Baines Court.

Residential land in these areas are included in two zones:

- *Reserved Residential*

Land zoned Reserved Residential in the Great Ocean Views Estate comprises an area of approximately 24 hectares. As at August 1995 approximately 10.5 hectares of this land had been subdivided into about 110 lots. Around 40 lots of these lots are currently "for sale" (approximately 35%), including 16 smart lots which range in area from 360m<sup>2</sup> to 560m<sup>2</sup>. Again, like Wombah Park, there are numerous lots that are vacant but not "for sale". It is assumed that most of these lots have been purchased for development at a later date.

Land zoned Reserved Residential but not subdivided in the Great Ocean Views Estate comprises an area of approximately 13.5 hectares. Based on an average yield of 10 lots per hectare, this land area would accommodate a further 135 lots or so.

Land zoned Reserved Residential around Baines Court and Beach Road comprises an area of approximately 9 hectares. A portion of this land has been subdivided (say around half or 4.5 hectares) and development of dwellings has commenced. The land located at the western end of Beach Road and land located to the west of the municipal offices is yet to be subdivided.

In addition, an area of land zoned Reserved Residential fronts the Surf Coast Highway (at the corner of Grossmans Road). This land is presently vacant and has an area of about 2.5 hectares.

- *Rural (Future Urban)*

Land surrounding the Great Ocean Views Estate and south of Spring Creek (currently in one ownership), is presently zoned Rural (Future Urban) and comprises an area of around 43 hectares (this excludes the Reserve along Spring Creek). Approximately 5 hectares of this area has been identified in the Torquay West Local Structure Plan (1993) for "resort" purposes (although is not yet zoned for such a use). The remaining 38 hectares has the potential to be developed over time for residential purposes. The land area equates to around 380 lots (based on an average yield of 10 lots per hectare).

To the north of Spring Creek another parcel of land (in two ownerships) is also zoned Rural (Future Urban). This land comprises an area of

approximately 60 hectares and would have the potential for around 600 residential lots (based on a minimum of 10 lots per hectare).

### Jan Juc

Reserved Residential zoned land in Jan Juc which is not yet subdivided totals approximately 20 hectares and is located as follows:

- land to the west of Strathmore Drive and north of Ozan Drive (around 5 hectares);
- land to the west of Ozan Drive and north of Strathmore Drive (approximately 3.5 hectares);
- land subject to amendment RL33, if approved will create around an additional 3 hectares of land zoned Reserved Residential in this general location;
- land to the west of Strathmore Drive (about 1.5 hectares);
- land to the south of Strathmore Drive, and bisected by land proposed for public open space (an area of around 5 hectares); and
- land north of Sunset Strip and east and south of a public open space (around 2 hectares).

In addition there are a number of small residential subdivisions in the western part of Jan Juc which are currently on the market. A total of around 50 lots is available in this area, including:

- Kristy Drive - 14 lots (land zoned Residential A)
- Ozan Court - around 12 lots (Reserved Residential).
- In and around Cedar Court, Sky Court and Delview Drive - 24 lots (Reserved Residential).

### Torquay North

To the north of Wombah Park is a large area of land which is currently zoned Rural (Future Urban). This land is held in three ownerships and has a total area of around 130 hectares.

One parcel of land, located to the east of Horseshoe Bend Road, is the subject of an amendment which is currently "on hold". The amendment proposes to rezone the land, which has an area of 35 hectares, from a Rural (Future Urban) zone to Reserved Residential. It is estimated that around 300 lots could be created on this

land. However, an outline development plan is required to allow for an integrated development with areas located to the west of this land which has an area of about 95 hectares. Based on an average lot yield of 10 lots per hectare, that land could accommodate around 900 to 950 lots. The two areas combined could yield up to 1,200 lots.

### Summary

The following summarises the availability of land for residential development in Torquay / Jan Juc:

- existing vacant lots in new subdivisions ("for sale"):
  - number of lots: around 200
  - number of years supply: 2
  - location: Jan Juc, Great Ocean Views and Wombah Park.
- unsubdivided residential zoned land
  - area of land: 76 hectares
  - potential lots: 760 lots
  - number of years supply: 7 to 8 years
  - locations: 46% (approximately 35 hectares) in Wombah Park, 28% (21 hectares) in Torquay West and 26% (20 hectares) in Jan Juc.
- land zoned Rural (Future Urban)
  - area of land: 228 hectares
  - potential lots: 2,280 lots
  - number of years supply: 20 to 25 years
  - locations: 57% (130 hectares) north of Wombah Park and 43% (98 hectares) in Torquay West.

(Note: Calculations assume an average demand for 100 lots per year and an average yield of 10 lots per hectare)

Based on the above information there is currently nine to ten years supply of land zoned for residential in Torquay / Jan Juc. There is possibly around 30 years supply of residential land if the longer term growth areas which are currently zoned for future urban purposes are also taken into consideration.

Assuming that a five year supply of zoned land provides an adequate stock to enable forward planning and appropriately staged development, Council may seek to ensure that a reasonable area of residentially zoned land exists to accommodate likely future demand. Considering Torquay / Jan Juc as a whole, there is more than enough land zoned to accommodate future demand. However, it is also important to ensure that locational choice exists within the residential market. In this regard it will be important to ensure that land is progressively rezoned in areas such as Wombah Park and Torquay West to maintain choice and competition in the market.

## 5.4 Current Residential Development Proposals

Figure 5.2 shows the location of residential development proposals which have recently been approved, are currently under consideration or have been presented to Council or the consultants through consultations for this report.

### *Amendment R29*

This amendment affects land located on Horseshoe Bend Road (Lot 2 LP 111630), Torquay (Reference Number 1 of Figure 5.2). The amendment proposes to rezone 35 hectares of land from Rural Future Urban Zone to Reserved Residential Zone. The subdivision of land would be required to be undertaken in accordance with an Outline Development Plan. The amendment has been exhibited and is currently on hold pending the outcome of this study. One objection has been received by Council by the owner of land to the west of Horseshoe Bend Road (land also zoned Rural Future Urban). It is understood that the purpose of that objection is to express the view that land to the west of Horseshoe Bend Road should be rezoned at the same time as land to the east.

### *Amendment R24*

Amendment R24 has been approved (April, 1995) and is included in the Surf Coast Planning Scheme under Clause 57 (Ref No. 2). The land located to the north of the Esplanade and west of Whites Beach was rezoned from Rural General Farming to Golden Beach Resort Zone.

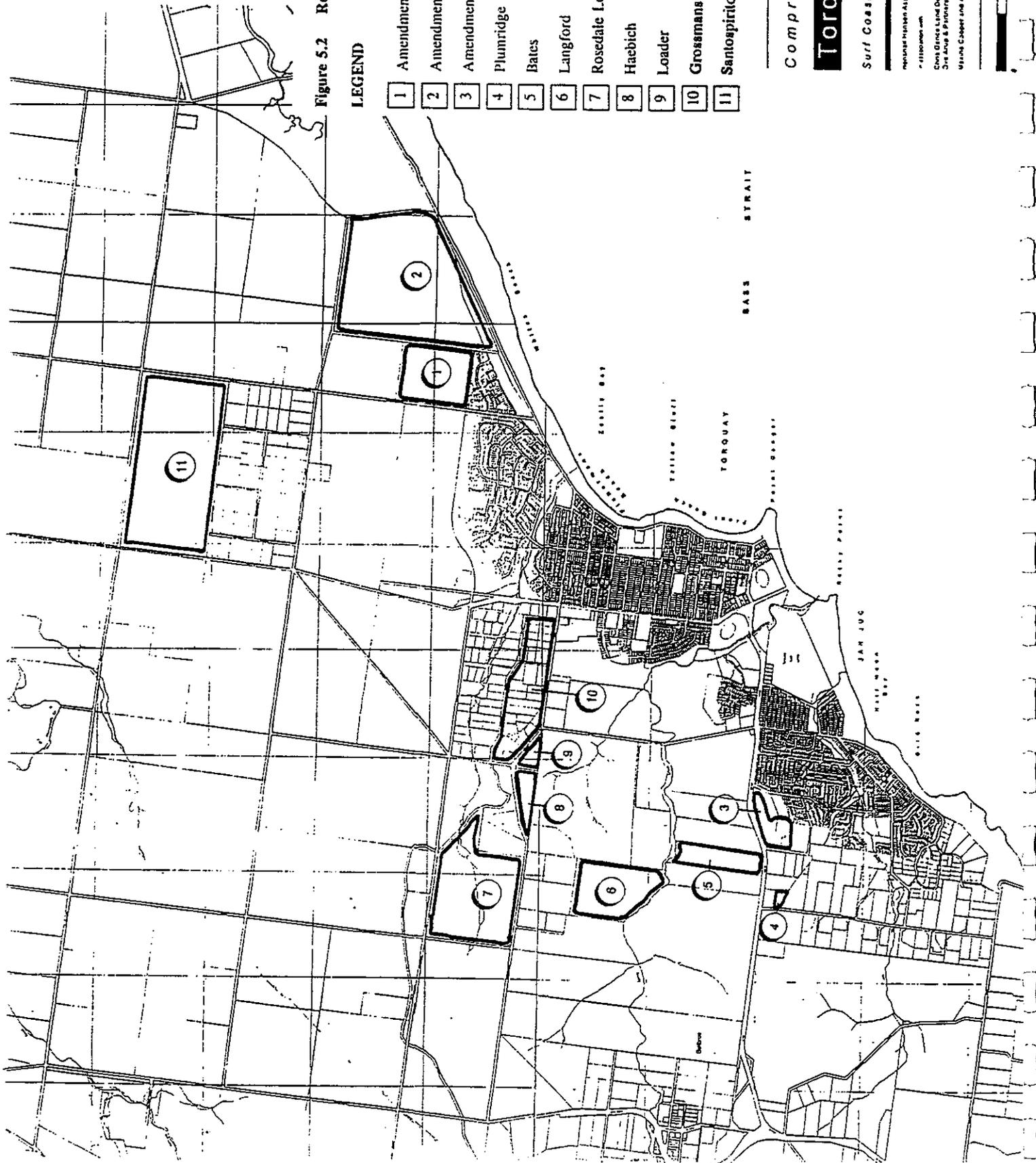


Figure 5.2 Residential Development Proposals

**LEGEND**

- 1 Amendment R29 - Hayes
- 2 Amendment R24 - Golden Beach Resort
- 3 Amendment RL33 - Strathmore Drive
- 4 Plumridge
- 5 Bates
- 6 Langford
- 7 Rosedale Lodge
- 8 Haebich
- 9 Loader
- 10 Grossmans Road
- 11 Santo Spirito

Comprehensive Plan for

**Torquay / Jan Juc**

Surf Coast Shire

Prepared by: **PLANNING DESIGN ASSOCIATES**  
 Prepared and Illustrated by: **PLANNING DESIGN ASSOCIATES**  
 Checked by: **CLIVE LIND**  
 Drawn by: **DAVID J. P. HARRIS**  
 MAPPING COORDINATOR: **DAVID J. P. HARRIS**



The amendment allows for the development of the Golden Beach Resort which includes a residential component comprising 100 residential lots and 300 condominium units. Other components of the proposed development include:

- a five storey international resort hotel with 250 rooms
- an 18 hole golf course and club house
- a convention hall with a seating capacity of 1,000
- an indoor sports complex including squash and badminton courts, a basketball court and tennis courts
- a retail component
- a horse academy with a 30 room hostel, an equestrian/dressage area and riding track and
- car parking for 615 vehicles.

The land to which this development proposal applies has an area of 122 hectares.

If the development has not been commenced by 30 June 1997, the provisions of the relevant control clause in the planning scheme (Clause 57) will cease to apply and the land will revert back to its former Rural General Farming Zone.

#### *Amendment RL33*

Amendment RL33 affects part of the land bounded by Strathmore Drive and the Great Ocean Road, Jan Juc (Ref No. 3). The amendment proposes to rezone one portion of land with an area of around 3 ha from Rural Residential to Reserved Residential and another portion of land with an area of approximately 4 ha (and which is located above the 55m Australian Height Datum where reticulated water supply is not available) to Residential C zone (minimum lot size of 1 ha).

## **5.5 Potential for Urban Consolidation**

Urban consolidation is the process of intensifying the use of existing urban areas. It has the benefits of better utilisation of existing infrastructure which in most cases has excess capacity; stabilising population losses from established urban areas as the population ages and as household size declines; and slowing the outward growth of residential development on the fringe.

Consolidation mainly occurs through the redevelopment of lots previously used for a single detached house with dual occupancy or multi-dwelling developments.

The traditionally planned areas of Old Torquay are more suited to urban consolidation than the newer areas of Jan Juc and Wombah Park. They generally have larger lots with many older style houses and many lots are underutilised. The generous street widths, grid street pattern and substantial street tree planting provide the potential for

this area to accommodate medium density housing with minimal impacts on its amenity or residential character. Consolidation in this area also provides social benefits in terms of meeting the changing housing needs of an older population and maximising access to the wide range of community services and facilities which are located in this area.

Less opportunity exists for consolidation in newer areas as lot sizes are generally smaller, building coverage is greater and redevelopment is less likely because of the relative age of the dwelling stock. However, such development should still be promoted in these areas wherever possible.

Multi-dwelling development and a wide range of housing types (particularly smaller and more compact houses) should be encouraged in all areas of Torquay / Jan Juc in order to better meet the changing housing needs of the community. Whilst such development should not be discouraged from any urban area, Old Torquay is the area in which it should be particularly encouraged. Within Old Torquay locations around the Gilbert Street and Bell Street shopping centres, Taylor Park and the foreshore are the most appropriate.

## 5.6 Future Urban Expansion Options

Despite a policy of urban consolidation a significant proportion of new households will continue to be accommodated in newly developing areas on the fringe of Torquay / Jan Juc.

Areas for urban expansion around Torquay / Jan Juc have been identified for many years in the Geelong Region Development Strategy (1988) and in the 1992 Torquay / Jan Juc Structure Plan.

These documents effectively identified future long term boundaries to urban development which remain relevant for this strategy. The documents recommend that urban expansion be accommodated in two major areas including Torquay North extending up to South Beach Road in the long term, and Torquay West extending initially to Duffields Road but beyond in the longer term.

This strategy generally adopts those boundaries but recommends that priority be placed on North Torquay (eventually up to South Beach Road) and Torquay West to Duffields Road only. The previously identified long term growth area to the west of Duffields Road is acknowledged as having potential for urban development, but should not be permitted to be developed at this stage. Development to the west of Duffields Road will constitute a major new growth initiative into an area which has a very attractive landscape and significant environmental features, such as the upper reaches of Spring Creek. No development should be contemplated in this area until land to the east of Duffields Road is almost fully developed. At that time

development should not be automatic, but should only occur after a review of the overall strategy for Torquay / Jan Juc, an assessment of the success of urban consolidation policies, an assessment of the availability of remaining vacant land in Torquay North, and a review of community attitudes (at that time) about the desirability of development extending to the west of Duffields Road.

Local Structure Plans (LSP) should be prepared for all new development areas. In relation to the Torquay North area, the LSP should address issues such as the location of a new activity centre in the area, open space and the appearance and type of land uses appropriate for the Surf Coast Highway frontage.

Generally it is considered that two major growth areas should be available in Torquay / Jan Juc at any time in order to provide choice and competition in the market. Development could occur in a couple of different locations within each main area to add further choice and competition. The Torquay North and Torquay West development areas will satisfy this need. Jan Juc, which has traditionally provided a major development option in Torquay is approaching capacity apart from the Strathmore Drive area. The Torquay West area is developing on two fronts, Great Ocean Views and Beach Road, and this is appropriate. Development in the Torquay North area is limited to Wombah Park. Whilst considerable vacant unsubdivided land remains in Wombah Park (at least 5 to 6 years), no options or competition exists in that area now that the Golden Beach Way development is fully subdivided. Horseshoe Bend Road is evolving as a secondary entry to Torquay from the north, and has the potential to become a major development focus. It is considered appropriate to start planning for development along that road in order to establish an option to Wombah Park and to commence development activities in what will become Torquay's major new growth area for the long term.

## 5.7 Rural Residential

Three areas of rural residential development exist around Torquay / Jan Juc

- the Bells Boulevard Area to the west of Jan Juc - about 60 to 70 lots;
- the Illawong area to the north of Grossmans Road and straddling Deep Creek - about 70 to 80 lots; and
- the South Beach Road estate to the north of Torquay - about 60 lots

All of these areas are basically fully developed with houses except for a small area between Coombes Road and Deep Creek. The land owner has in the past released only a few lots at a time onto the market which means that effectively there is no ready supply of vacant rural residential land in Torquay / Jan Juc.

A considerable number of proposals for rural residential rezoning exist around the periphery of Torquay / Jan Juc. Whilst this study is not directly concerned with rural residential development and will not be making recommendations regarding rural residential subdivision, it is necessary to identify the proposals as they may effect future urban growth options. The proposals are shown on Figure 5.2 and include the following:

- Bates - a request for a rezoning to allow about 10 rural residential lots with an average size of about 1.5 acres. Has been deferred by Council.
- Langford - a verbal inquiry to Council has been made about the possibility of a rural residential rezoning.
- Rosedale Lodge Pty Ltd - a submission for a rural residential rezoning was made to Council in 1994 but has since been withdrawn. The land has an area of 77 ha and has experienced considerable disturbance from previous soil removal operations. A concept plan prepared for the site indicated a 45 lot subdivision with a minimum size of 1 ha and an average size of about 1.5 ha.
- Loader - a request for a rural residential subdivision was lodged with Council but has been deferred pending the outcome of this study.
- Haebich - whilst a request for an amendment has not been lodged with Council for this property, the owner is interested in pursuing a rural residential subdivision.
- Santospirito - a request has been lodged with Council for a rezoning of this property but has been deferred pending the outcome of this study. It is proposed that development would mirror the design of the South Beach Road rural residential subdivision which abuts the site to the south.
- Plumridge - seeking a two lot subdivision of a 5 acre rural residential lot in Bells Boulevard.

Having regard to the large lot sizes in rural residential zones in Torquay the potential may exist for resubdivision. One area which may have potential for resubdivision for urban residential purposes, is the land on the north side of Grossmans Road. Given current development patterns in Torquay / Jan Juc, in particular the intensification of community and commercial uses around the municipality offices and Surf Coast Plaza, this area is well located for conventional residential development. Discussion with a former strategic planner from the GRC indicated that consideration had been given to the possible long term rezoning of the rural residential land along the north side of Grossmans Road to allow conventional density residential development. Land owner views would be required before such a proposal could be given serious consideration, but further attention is warranted to this issue in the preparation of the strategy plan.

A second issue is whether consideration should be given to allowing rural residential areas generally to be resubdivided into smaller rural residential lots than currently exist. The provisions of the existing rural residential zone allow a minimum lot size of 1 ha, with an average of 1.5 ha, and a proviso that lots of less than 3.5 ha cannot be further subdivided. This was based on thorough investigations and surveys undertaken by the GRC of rural residents and their preferences regarding the use of such lots. A 0.4 ha minimum lot size is commonly allowed for rural residential development throughout Victoria and is included in the new State-wide rural residential zone. If this provision was applied uniformly through Torquay / Jan Juc it would enable the opportunity for considerably more rural residential lots, without alienating any further rural land.

Allowing smaller lot sizes in rural residential areas, is supported as a general principle, in order to maximise the use of these areas for housing, provided that no major environmental or amenity reasons exist for retaining existing lot sizes.

Bells Boulevard is a location where such a constraint exists. To allow resubdivision of existing lots, many of which are 3.5ha, into 0.4ha, would result in a significant loss of native vegetation and would change the appearance of the road with many more houses being visible to passing traffic. However, it is considered that larger lots (of about 3.5ha) could be further subdivided into two lots only (ie a two lot battleaxe subdivision, as has already occurred on some lots) without impacting on the appearance of the road or the amenity of the area.

The South Beach Road area is strategically located at the northern entrance to Geelong, and part of the subdivision extends beyond the ridge which is planned to define the northern boundary of Torquay, and is visible from the Mt Duneed approach to the town. Some further subdivision of land in this area would be appropriate subject to consultation with existing land owners to ascertain their views. Inclusion in the new State rural residential zone would not be appropriate as redevelopment into 0.4ha lots would have the potential to impact on the appearance of the entrance to Torquay and increase the visibility of development in parts of this area from the Mt Duneed approach.

Generally other areas currently zoned Rural Residential or included in a Residential C zone would be appropriate to be included in the new State rural residential zone.

The 1992 Structure Plan identified land to the north of Coombes Road, between the Surf Coast Highway and Messmate Road for future development. The option should be retained for land immediately to the north of Coombes Road, but land further to the north should be retained for employment and industrial purposes. The boundary between these uses should be determined in discussions between Council and the owner of the land. (Refer to Section 6)

## 5.8 Residential Zones

### Existing Zones in Torquay / Jan Juc

The following five residential land use zones apply to Torquay / Jan Juc:

#### *Residential A Zone*

The purpose of the zone under the Surf Coast Planning Scheme is to provide for a variety of residential densities and dwelling types and whilst housing is the predominant use, community and related facilities can be accommodated where compatible.

The Residential A zone is the main urban residential zone and generally covers the more established residential areas in the towns. It covers all residential areas of Old Torquay, the well established parts of Jan Juc (excluding some of the western areas), that part of Torquay West comprising Rocklea Drive (Great Ocean Views in not included in this zone) and the more established areas of Wombah Park.

#### *Residential C Zone*

The purpose of the zone is to provide for low density residential development relative to the environmental characteristics of the land and effective waste disposal. The minimum lot size in this zone is 3,000m<sup>2</sup>.

There is only one small area (about 50 lots) where this zone applies which is in Jan Juc, south of Sunset Strip and south-west of Ocean Boulevard.

#### *Reserved Residential Zone*

The purpose of this zone is to designate land suitable for residential use and ensure that essential planning (ie, housing densities, roads, provision of land for community services etc) is carried out before subdivision.

The zone generally covers the newly developing residential areas in Torquay / Jan Juc, including the western parts of Jan Juc generally to the west of Domain Drive and around Strathmore Drive, and a small area to the south of Sunset Strip between land zoned Residential A and Residential C. The Great Ocean Views Estate is zoned Reserved Residential, as is land to the west of Surf Coast Highway around Beach Road. Land in Wombah Park that is yet to be subdivided is also zoned Reserved Residential.

### *Rural Residential Zone*

The purpose of this zone is to provide for limited residential development in a semi-rural or open environment. The minimum lot size is 1 hectare, however, lots under 3.5 hectares are not permitted to be further subdivided.

The zone covers land located in the western part Jan Juc around Bells Boulevard and near the northern entrance to Torquay, west of the Surf Coast Highway and north of Grossmans Road. Another area of rural residential land exists to the north of South Beach Road, approximately 1.5 kilometres north of Torquay.

### *Rural Future Urban Zone*

The purpose of the zone is to designate areas which are to be considered for future urban development and to ensure that interim development of the land does not preclude urban expansion. The minimum lot size under the Rural Future Urban zone is 50 hectares.

There are two significant areas of land on the outskirts of Torquay / Jan Juc zoned Rural Future Urban including land in West Torquay which extends west to Duffields Road, between the Great Ocean Road and Grossmans Road and land located to the north of Wombah Park.

### New State Residential Zones

The State government has introduced new standard residential zones for use throughout Victoria. The applicability of those zones to Torquay / Jan Juc and the rationalisation of existing residential zones is discussed in Chapter 10.

## **5.9 Residential Policies**

The Good Design Guide is a recent policy document of the State Government which encourages multi-dwelling developments to be site responsive, promoting well designed developments to suit a variety of people's needs. The Surf Coast Shire uses the Guide in the assessment of new multi-dwelling developments, noting that it is a policy guide without prescriptive statutory requirements.

## 5.10 Issues for the Comprehensive Plan

Following is a summary of the key issues relating to the existing and likely future population of Torquay / Jan Juc that will need to be addressed in the plan:

- (1) *How much residentially zoned land is needed* - There is an estimated two years supply of vacant residential lots in Torquay / Jan Juc and together with unsubdivided land zoned residential, up to ten years supply of land. An estimated 30 years supply of land has been identified for long term future urban development. It is unlikely the strategy will identify further areas of land for urban development. The strategy will however need to address sequence and timing of development in currently designated areas.
- (2) *Providing for locational choice and competition* - Whilst on face value it seems that there is more than an adequate amount of unsubdivided residential land available to accommodate short to medium term needs, it is important that an adequate supply of land is available in a number of areas and on a number of development fronts in order to maintain choice and a healthy competitive situation in terms of the supply of land. As the few remaining infill development opportunities remaining in Jan Juc are realised and full development is reached, what has been a major location option in the past will be exhausted. The options for choice / competition will then come down to Torquay West and Wombah Park. Currently in Torquay West, whilst Great Ocean Views is developing well in response to market demand, the opportunity exists to provide a second front in the northern part of that area off Beach Road, which does not seem to be fully realised at this time. An issue to be addressed in North Torquay is whether development should proceed on one or on a number of fronts in that area. A specific issue that needs to be addressed in that area is the resolution of Amendment R29.
- (3) *Retaining options for long term expansion* - Around 30 years supply of residential land is currently zoned for long term development. In addition, this Strategy identifies possible "growth corridors" for even longer term development. It is critical that long term options for growth be retained so that future communities have the opportunity to make their own decisions about the size and direction of growth of Torquay / Jan Juc. However, retaining long term options does limit the future use of such land and because of this it is necessary to ensure that the options identified are justifiable and based on sound planning criteria. This is particularly relevant to identifying future options for rural residential development around the town.
- (4) *Rural residential development* - Rural residential development is a valid land use and adds considerably to the housing and lifestyle choices available in Torquay / Jan Juc and contributes considerably to the identity of the town. The supply of vacant rural residential land is virtually non-existent at present

and this market segment is not being accommodated. Whilst a separate study is investigating rural residential land use options throughout the Shire, it is considered appropriate that new opportunities for rural residential development be investigated.

- (5) *Opportunities for residential redevelopment* - It is considered that opportunities exist for residential redevelopment throughout parts of the established residential areas of Torquay. The large lots, relatively poor quality of many older style beach houses, and generous grid street pattern throughout Old Torquay make this area suitable, particularly in key locations such as in the vicinity of the Gilbert Street shopping centre, around Taylor Park, along the Esplanade and around Bell Street. The strategy will need to address the way in which such redevelopment has regard to the existing character and amenity of these established areas and the "degree of change" considered acceptable to the local community. The existing Torquay Primary site in Bristol Road / Boston Road, also presents a possible residential redevelopment site, although it may also have potential for commercial use associated with the expansion of Gilbert Street.
- (6) *Opportunities to rethink rural residential areas* - With the changing distribution of development and urban activities in Torquay over recent years the opportunity exists to rethink the long term appropriateness of some existing rural residential areas. This particularly applies to the rural residential properties to the north of Grossmans Road which are located close to what is likely to become a central focal point for a wide range of urban services in for Torquay / Jan Juc. Is there any potential for this area to evolve into a more conventional density residential area? Are current provisions for minimum lot size appropriate or does the potential exist to adopt a more flexible approach which allows smaller lots, without adversely affecting the amenity of those residents currently enjoying that lifestyle.
- (7) *Monitoring of residential development activity in Torquay / Jan Juc* - Given that Torquay / Jan Juc has traditionally been divided by two municipalities, the recent restructuring of local government boundaries and the fact that many development activity statistics are recorded by municipality rather than by locality, it is difficult to obtain other than the most basic information of the type of residential development being undertaken in Torquay / Jan Juc. Council needs to establish a monitoring system which provides an appropriate data base not only for residential but for other types of development, to assist in the implementation and future review of this strategy plan.

## PART B: THE PLAN

### 5.11 Goals

The following goals are presented for housing and residential development in Torquay / Jan Juc.

- (1) To ensure that the supply of houses and land zoned for residential purposes accommodates the needs of the growing population of Torquay / Jan Juc, up to the limits of development identified in the strategy plan.
- (2) To encourage urban consolidation and containment within the established urban areas of Torquay / Jan Juc through infill development, dual occupancy, multi-dwelling and small lot subdivision and redevelopment. Any redevelopment of this nature should be appropriately designed to minimise impacts on existing residences.
- (3) To enable the on-going expansion of urban development in those areas on the fringe of Torquay / Jan Juc identified in the strategy plan in accordance with natural market demand.
- (4) To ensure that residential subdivision occurs progressively and in a logical sequence through the preparation of outline development plans for development areas and the issue of planning permits in accordance with those plans.
- (5) To ensure that at least two major residential fronts exist at any one time to ensure competition and location choice.
- (6) To define urban development boundaries for the long term to ensure urban containment.
- (7) To identify land banks for long term future urban development.
- (8) To ensure appropriate residential development in environmentally sensitive areas and highly exposed locations at entrances to the townships.
- (9) To achieve a higher rate of permanent occupancies throughout Torquay / Jan Juc.
- (10) To endorse current State Government policy with regard to residential development and encourage a variety of housing types and choice in appropriate locations, and to rationalise residential land use zones throughout Torquay / Jan Juc.

## 5.12 Policies

Policies for housing and residential development in Torquay / Jan Juc are summarised below. Figure 5.3 illustrates the affect of these policies.

### Old Torquay

(1) Urban Consolidation:

- Promote well designed medium density residential redevelopment in the existing residential areas of Torquay / Jan Juc. This could occur through the redevelopment of sites with existing detached houses, the development of dual occupancies, multi-dwelling developments and small lot subdivisions and infill developments on vacant sites.
- In particular, medium density residential redevelopment should be encourage in Old Torquay, especially in the core area around Gilbert Street, Taylor Park, Bell Street and the foreshore.

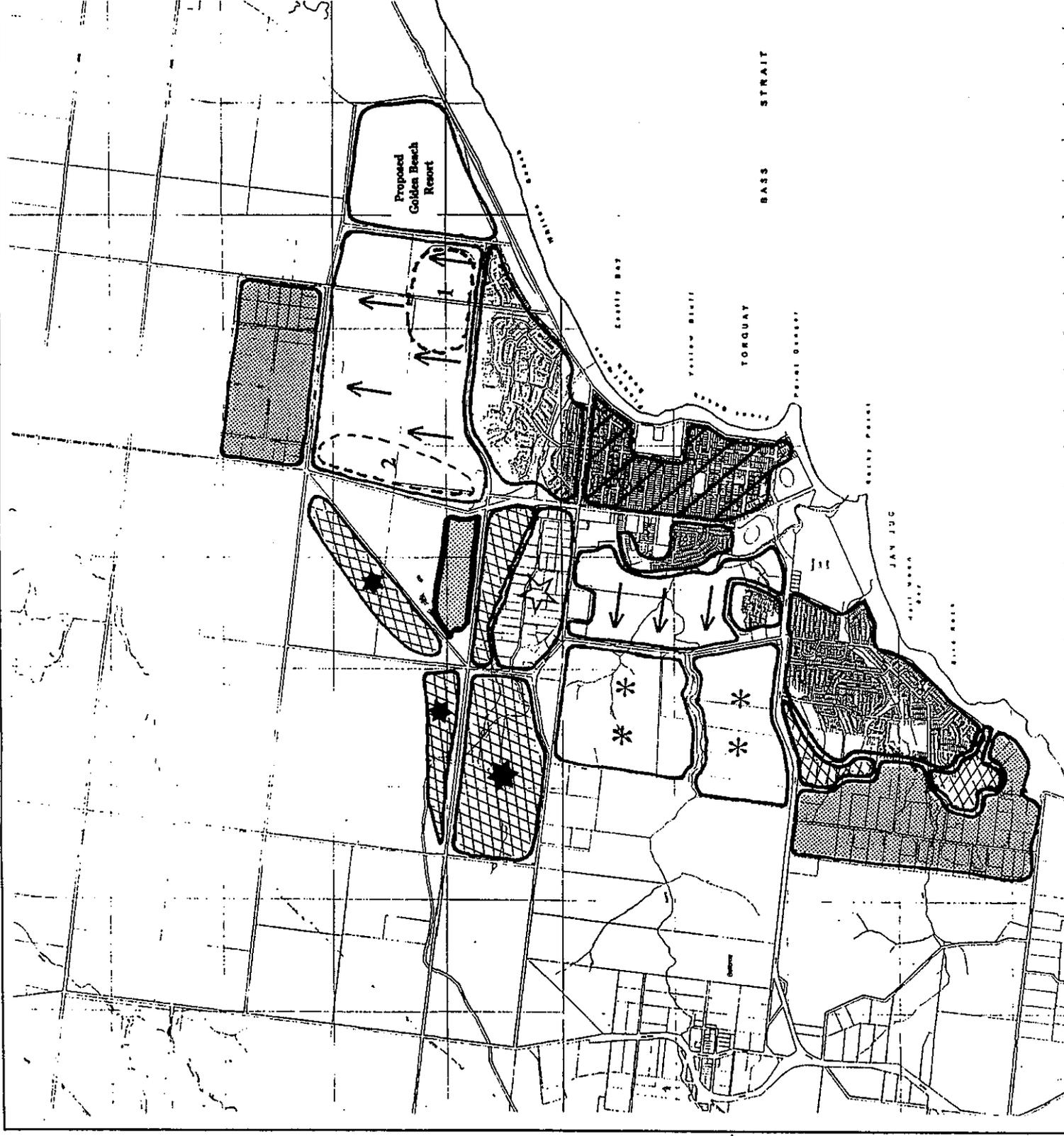
### Torquay North

(1) South Beach Road

- South Beach Road will be the long-term boundary to urban development for Torquay to the north. Generally land bounded by the Surf Coast Highway, South Beach Road and extending to the east of Horseshoe Bend Road, will be one of two major future growth areas. Only part of this area is likely to be developed within the time-frame of this strategy plan and the remainder will be retained for long term urban development.
- No development should occur in this area until an outline development plan has been prepared. The following features, among other things, should be incorporated into an ODP:
  - . Integrating development in this area with adjoining development in Wombah Park and the proposed Golden Beach development.
  - . Upgrading Horseshoe Bend Road into a major urban design feature. The road should take the form of a wide avenue with an attractively landscaped median and verges.

Figure 5.3  
Housing and Residential Development Policies

	Existing Residential
	Existing Residential - Urban Consolidation Emphasis
	Rural Living
	Rural Residential
	Rural Residential - Investigation Area
	Residential Re-Subdivision (Possible)
	Future Residential New Development Focus Low Density Residential, Integrated Landscaping, Open Spaces, etc
	Possible Long Term Residential



Comprehensive Plan for  
**Torquay / Jan Juc**

Surf Coast Shire

Marshall Hansen Associates  
 Planners and Economists  
 in Association with  
 Chris Davies Land Design Pty. Ltd.  
 Landscape Architecture  
 Chee Ann & Partners  
 Planning and Infrastructure  
 Maxine Cooper and Associates  
 Social Planning



- . The need for a neighbourhood activity centre to be provided in the area. This should include local shops and professional services and should, wherever possible, be located with other community facilities such as kindergartens, creches, schools, public open space etc in order to create a busy and successful centre.
  - . Generally urban density residential development should be kept to the east of the ridge which exists to the east of Surf Coast Highway in order to avoid an urban residential appearance along the Highway in this location. An integrated landscape theme should be established for the road reserve and on private properties fronting the Highway in order to provide an attractive entry to Torquay. Uses appropriate for this area include: low density residential (0.4 to 2.0ha), with larger lots along the highway and substantial building setbacks, possibly a major outdoor open space area integrated with a secondary school (long term possibly). This will assist in establishing a semi-rural landscape theme. The precise boundary of this area will be determined in the preparation of the ODP. (The boundary shown on the Strategic Plan is indicative only.)
  - . A preference for a grid pattern of collector roads throughout the area utilising the regular pattern of windrow planting, with a new entry road to the Surf Coast Highway, which will provide a connection to the extension of Fisher Street and continue through to Horseshoe Bend Road.
- (2) Within the Torquay North area:
- (a) Land to *east* of Horseshoe Bend Road (Hayes land) which is currently subject to Amendment 29:
    - Should be rezoned to a Residential A (or Residential 1- new State-wide zone);
    - Should not be subdivided until an ODP has been prepared for the whole area.
    - Staging of development will be controlled through the permit process.
- Land north of that affected by the amendment, up to the eastern extension of South Beach Road, should be retained for possible long term urban development, when required.

- (b) Land to the west of Horseshoe Bend Road (McCann's land):
- An equivalent area of land to that included in Amendment 29 could be rezoned to Residential A (or Residential 1) to establish Horseshoe Bend Road as a growth area and facilitate its upgrading.
  - The same conditions apply as for the Hayes' land.
  - Land between McCann's and South Beach Road should be retained for future long term residential development, as required.
- (3) Golden Beach Resort (Amendment R24):
- This amendment has been approved and incorporated into the Surf Coast Planning Scheme. Development must commence by 30 June 1997 otherwise the amendment lapses.
  - In the event of development not proceeding an alternative future use of this land and its appropriateness for urban development would need to be reassessed.

### Torquay West

(1) East of Duffields Road

(a) Generally:

The Torquay West area, which is generally bounded by Grossmans Road, Duffields Road, the Great Ocean Road and urban development fronting the west side of the Surf Coast Highway will be the second major growth area in Torquay / Jan Juc. Development has already commenced on two fronts in this area and planning is well advanced with Council currently in the process of reviewing earlier outline development plans prepared for the area.

(b) South of Spring Creek (the Great Ocean Views Estate)

This area is in the one ownership and is currently being subdivided. The whole of the land will be developed in accordance with outline development plans which have already been prepared. In the past, relatively small rezonings have occurred to allow staged development. It is considered appropriate that the whole of the land be included in a Residential A (or Residential 1) Zone and that staging be controlled by the planning permit process.

(c) North of Spring Creek

Residential development is occurring in this area from Beach Road (slowly). The existing outline development plan is currently being reviewed by Council. Given the multiple ownership of this land and the less coordinated approach to development, rezoning should proceed upon request and on the basis of development plans being submitted by land owners / developers.

The potential for an alternative major entrance to the residential parts of this area, other than Beach Road, should be investigated as part of the review of the outline development plan. The commercial / industrial character emerging at the eastern end of Beach Road detracts from the appeal of that road as the entrance to a new, large residential precinct. An alternative worthy of investigation would be from Grossmans Road, possibly with alterations to the alignment of unconstructed parts of Beach Road to reduce its function as a main entry road.

(2) West of Duffields Road and south of Spring Creek:

Generally:

- Duffields Road will be the interim boundary to urban development to the west of Torquay. No development should occur to the west of Duffields Road until Torquay West is approaching full development. When this time approaches, the decision regarding urban development to the west of Duffields Road should not be automatic, but should be the subject of a review of the overall development strategy for Torquay / Jan Juc. This review should take into account the rate at which development has occurred in the interim, the success of consolidation policies, the vacant land remaining for development to the north of Torquay, and community attitudes at the time.
- In the interim the land should be retained in rural use to preserve its potential for long term urban development. Rural residential development is not appropriate in this area at this time as it would prevent efficient resubdivision to urban density lots in the long term if it is decided that should occur. Other land uses which may be discretionary in a rural zone but which may be incompatible with long term residential development should not be permitted in the area.

If or when urban development occurs in this area a detailed ODP should be prepared. The following matters are suggested for consideration in the preparation of such a plan:

- Priority on the preservation and enhancement of Spring Creek and its associated tributary as a major natural environment and linear open space feature.
- The ultimate western boundary of urban development should align with Bells Boulevard, which represents the extent of urban and related development on the southern side of the Great Ocean Road. Drainage lines and the features of the land should be taken into account in determining the actual boundary.
- Low density development with an integrated landscape theme should occur between the Great Ocean Road and the ridge-line to the north, with urban density development being kept below the ridgeline. This will present a landscaped "non-urban" appearance along the northern side of the Great Ocean Road, which is the main gateway to Torquay / Jan Juc from this direction. Development should be well setback from Spring Creek.
- Land to the south of Spring Creek is considered better suited for the initial stages of urban development than land to the north and could represent the first phase of expansion. Land to the north of Spring Creek presents a particularly attractive undulating landscape and could be considered for a special use development (eg resort, golf course residential estate, tourist facility, education facility, accommodation, etc) subject to further detailed investigations.

#### Jan Juc

(1) Within the established parts of Jan Juc:

- To encourage the development of appropriately designed multi-unit dwellings throughout the established urban areas and to promote urban consolidation throughout Jan Juc.
- To encourage infill development where opportunities exist including Strathmore Drive, Kristy Court, Ozan Court and Cedar Court, Sky Court and Delview Drive. The former Jan Juc primary school site would also be appropriate for medium density residential development.

- (2) Amendment L33 (in the vicinity of Strathmore Drive)
- This amendment is supported. However, land proposed to be rezoned to Reserved Residential should be considered for rezoning to Residential A (or Residential 1) as that zone will become redundant with the introduction of state-wide residential zones.
  - A submission to Amendment L33 requested the rezoning of land to the west of the western part of Strathmore Drive to a Residential C Zone (ie low density residential). It is considered appropriate that all lots fronting the western side of the western leg of Strathmore Drive be rezoned Residential C. This will provide an appropriate interface between urban density residential development in Strathmore Drive and larger lots fronting Bells Boulevard.

#### Rural Residential Development

The issue of rural residential development is not a formal part of this study. However, given that rural residential development (ie lots from 0.4 to 2.0ha) is essentially an urban land use and is a use which impacts on the character and lifestyle choices available in Torquay, it is appropriate to include suggestions which should be considered by Council's other consultants in the preparation of the rural strategy.

#### *Existing Rural Residential Areas*

- (1) Bells Boulevard:

Existing larger lots in this area (ie about 3.5ha) which have not previously been subdivided into two lots have may have the potential to be subdivided into two lots, subject to Council approval. Subdivision will generally be of a battleaxe form. In assessing permit applications Council will seek to ensure that no additional house is visible from Bells Boulevard and that tree removal is minimised.

- (2) Illawong Drive / Briody Drive:

Council will liaise with the owners of the existing rural residential properties between Grossmans Road and Deep Creek and seek their views on the rezoning of this land to allow urban density resubdivision. This would require sewerage of the area. Rezoning will not proceed without general support from owners in the area.

(3) Coombes Road (south side)

This area is considered appropriate for inclusion in the proposed state-wide rural residential zone which would enable resubdivision into 0.4 ha. However, as this would not require sewerage of the land, rezoning will not occur until Council / or land owners have undertaken investigations to demonstrate that the increase in density of development will not adversely affect water quality in Deep Creek. Land owner comments on the desirability of rezoning should be considered at the time of exhibition.

(4) South Beach Road:

Council will liaise with the owners of the existing rural residential properties and seek their views on allowing two lot subdivisions on existing lots within this estate. It would not be appropriate to include this estate in the proposed new state-wide Rural Residential Zone.

*Possible new rural residential areas*

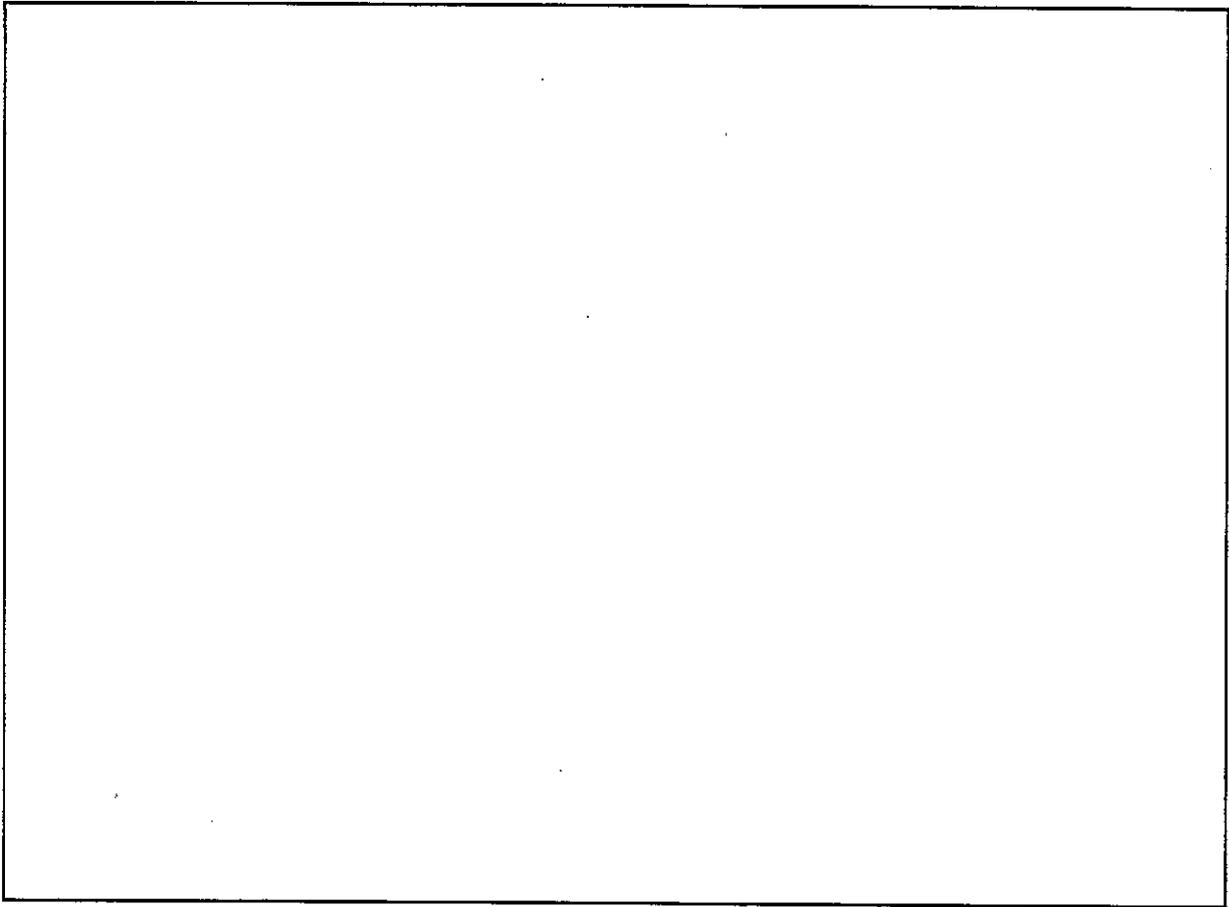
The following areas are suggested for consideration by the consultants preparing the Rural Strategy for Council as possible new rural residential areas. It should be noted that these areas are suggestions for consideration only and rural residential development will not be supported in these areas unless adopted in the Rural Strategy.

- (1) Land on the north side of Messmate Road and Coombes Road (west of Messmate Road but east of Ghazeepore Road), provided that no development extends beyond the ridgeline to the north, or north of the westerly extension of the alignment of South Beach Road.
- (2) Land to the north-west of Torquay / Jan Juc bounded by Coombes Road, Messmate Road, Grossmans Road and Ghazeepore Road.
- (3) Land to the north of Coombes Road between Surf Coast Highway and Messmate Road. Negotiations will be required between Council and the owner of the land regarding an appropriate boundary to proposed employment areas on the northern part of their land. Negotiations are also required regarding the use of the frontage, with the aim of deterring rural residential development to retain the possibility of a major employment use locating on that prime site.

## 5.13 Actions

Council will initiate the following actions in relation to housing and residential development.

- (1) Review and rationalise the existing residential land use zones to incorporate the new state-wide residential zones. Developing areas to the north and west of Torquay have been clearly identified for future urban development and an outline development plan can guide residential development in these locations to ensure that it occurs in a timely and appropriate manner.
- (2) Support current amendments R29 (land on Horseshoe Bend Road) and RL33 (Strathmore Drive, Jan Juc).
- (3) Initiate consultation with residents and land owners to the north of Grossmans Road to review the potential for this parcel of rural residential development to be subdivided further.
- (4) Develop residential and urban development guidelines for areas of high environmental value, particularly along ridgelines at the entrances to Torquay on the Surf Coast Highway and in Jan Juc along the Great Ocean Road.
- (5) Prepare an outline development plan for the Torquay North future development area.
- (6) Refer suggestions regarding rural residential areas to the consultants undertaking the Rural Strategy for Council.
- (7) Monitor residential development and dwelling commencements on an annual basis for Torquay / Jan Juc. This action requires an annual and on-going survey of residential areas, in particular Torquay North and Torquay West. The data collection should cover each locality and include information, for example, on:
  - the number of vacant residential lots (by a size category);
  - the number of new residential lots created (by a size category);
  - the estimated lot yield of vacant unsubdivided land based on the average lot size for the preceding year; and
  - the number and type of dwellings constructed.



**CHAPTER 6**

***THE ECONOMY***

## 6 THE ECONOMY

### PART A: BACKGROUND AND ISSUES

#### 6.1 Introduction

This chapter details the economic activity in Torquay / Jan Juc including:

- an analysis of the skills and occupations of the resident labour-force and the future growth in jobs required;
- an examination of existing key economic sectors in the study area including the outlook for the surf industry, tourism, retailing and other services; and
- key issues to be addressed in the Comprehensive Plan.

##### Overview of the Local Economy

Torquay / Jan Juc has a current resident population of around 5,500 people. The population of the study area increases over the various peak holiday periods throughout the year. Popular estimates suggest that the town's population increases to around 30,000 people during summer, including overnight and day visitors.

The coastal environment provides the basis for the local economy, directly through tourism, and indirectly through the location of manufacturers producing surfing equipment and clothing.

This economic base, and the high level of commuting to Geelong, support a variety of other economic activities, such as retailing, community services and construction.

The following sections provide details about the resident labour-force and the main sectors of the Torquay / Jan Juc economy with information obtained from the Australian Bureau of Statistics, the Greater City of Geelong, and consultations and land use surveys undertaken by the consultants.

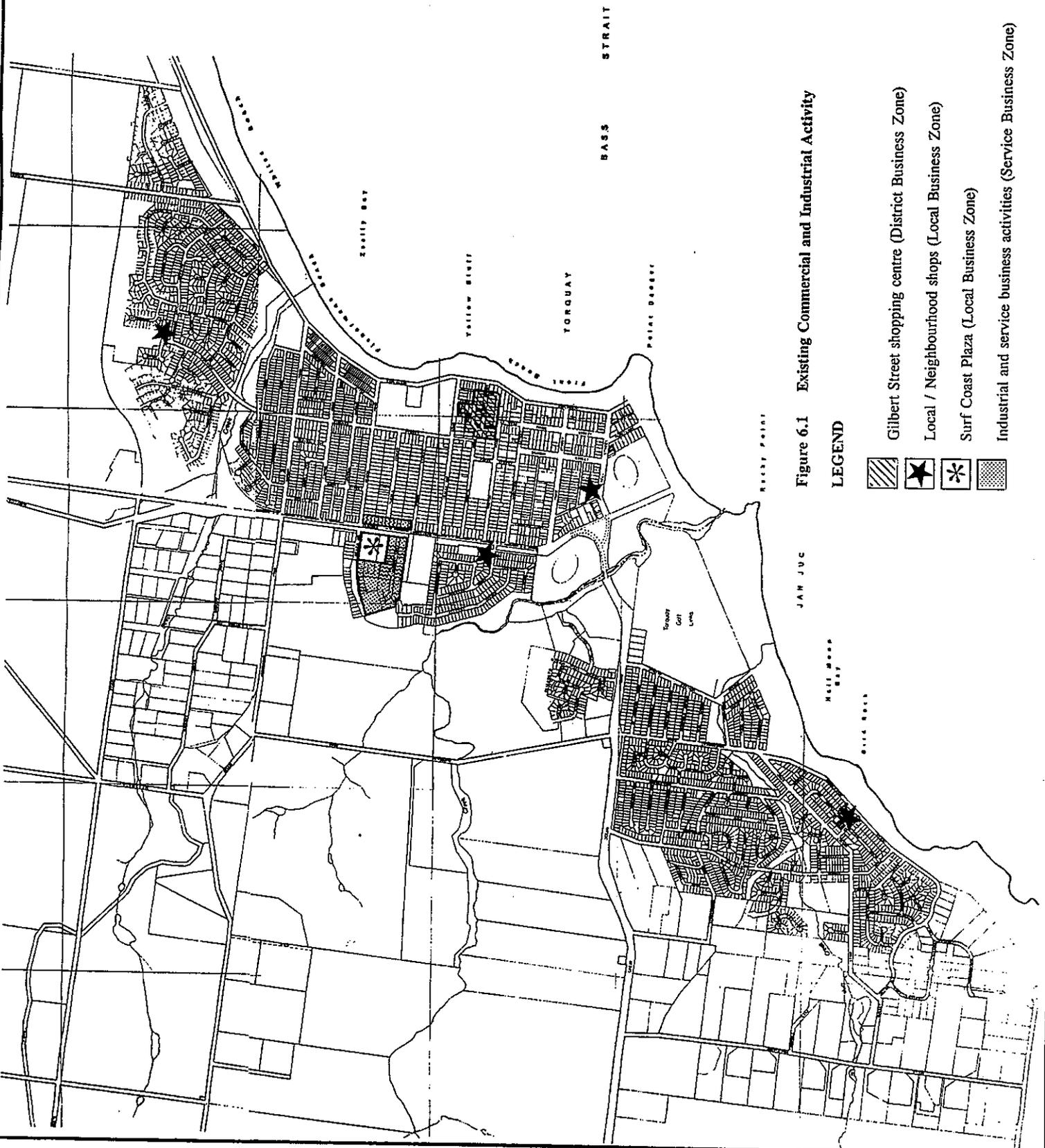


Figure 6.1 Existing Commercial and Industrial Activity

LEGEND

-  Gilbert Street shopping centre (District Business Zone)
-  Local / Neighbourhood shops (Local Business Zone)
-  Surf Coast Plaza (Local Business Zone)
-  Industrial and service business activities (Service Business Zone)

Comprehensive Plan for

**Torquay / Jan Juc**

Surf Coast Shire

Henshall Hansen Associates  
In association with

Chiswick Group Design Pty. Ltd.  
One Stops & Printers  
Masimo Cooper and Associates

Planners and Economists

Landscape Architects  
Transport and Infrastructure  
Planners  
Social Planners



Drawing No:

## 6.2 The Resident Labour-force

### (1) Industry Structure

Table 6.1 illustrates industries in which the Torquay / Jan Juc resident labour-force are employed (at the time of the 1991 Census). This information provides an overview of the resident labour-force skills, and an indication of the available local human resources. The following main points can be made from the table:

- Community Services employs over one-quarter (26.0%) of the Torquay / Jan Juc resident labour-force. This proportion compares with 19.2% for Victoria as a whole.

In our discussions with locals it is apparent that many teachers and other professionals choose to live in Torquay / Jan Juc as a lifestyle choice; they work in nearby Geelong which has many employment opportunities in community services/education. Locally, Torquay has two primary schools and is home to many of the Surf Coast Shire's community service facilities.

- Wholesale and Retail Trade employs 18.2% of the Torquay / Jan Juc resident labour-force (proportionately the second largest industry sector in which the resident labour-force is employed). This proportion is slightly less than the Victorian average of 20.7%.

In the study area, the retail trade is located mainly in the Gilbert Street shopping centre, in the surf industry retailing at Surf Coast Plaza and in other tourism related retailing.

- Manufacturing industries employ 16.4% of the Torquay / Jan Juc resident labour-force. This proportion is comparable to the Victorian average of 17.7%.

Employment in manufacturing is provided by the local surf industry, as well as the many large manufacturing enterprises in nearby Geelong.

- The construction industry employs 10.3% of the Torquay / Jan Juc resident labour-force which compares to 5.7% in Victoria as a whole.

This relatively high proportion reflects the urban development of Torquay / Jan Juc and the nearby coastal townships. In addition, locals consulted for this study have commented that after the 1983 Ash Wednesday fires there was an influx of construction and trades-people who located in Torquay / Jan Juc and have since remained as permanent residents.

- Recreation, Personal and Other Services employ 10.3% of the Torquay / Jan Juc resident labour-force which compares to 6.7% for Victoria as a whole. This comparatively high proportion reflects tourism activity and its relationship to health and fitness, surf lifesaving, swimming and other sporting activities.

**Table 6.1 Industry Structure of the Torquay / Jan Juc Resident Labour-force, compared to Victoria, 1991**

Field of Industry	Torquay / Jan Juc	Victoria
Agric, Forestry, Fishing / Hunting	1.3%	4.2%
Mining	0.3%	0.3%
Manufacturing	16.4%	17.7%
Electricity, Gas, Water	1.6%	1.5%
Construction	10.3%	5.7%
Wholesale and Retail Trade	18.2%	20.7%
Transport and Storage	1.5%	4.5%
Communication	0.7%	2.0%
Finance, Property, Business	8.9%	11.9%
Public Admin' and Defence	4.3%	5.6%
Community Services	26.0%	19.2%
Recreation, Personal & Other Services	10.3%	6.7%
Total (*)	100.0%	100.0%

Source: ABS Census of Population and Housing, 1991

Note: (\*) Excludes Not Stated and Inadequately Described

## (2) Occupations

Table 6.2 below shows the occupational categories of the resident labour-force of Torquay / Jan Juc at 1991. The following main points can be made:

- Manager and Administrators - proportionately there are slightly fewer managers and administrators living in Torquay / Jan Juc (12.1%) than Victoria as a whole (13.2%).
- Torquay / Jan Juc has proportionately more professionals and para-professionals (25.6%) than Victoria (21.5%).

This high level of professional occupation reflects Torquay / Jan Juc's role as a lifestyle choice for people working in Geelong. In addition, the administration headquarters of Rip Curl and Quiksilver - two of the largest surf wear manufacturers in the world - are located in Torquay. The Surf Coast Shire offices also boost the opportunity for professional employment for the resident labour-force.

- Sales and Personal Services - there is a slightly higher proportion of the Torquay / Jan Juc resident labour-force employed in sales and personal services (17.5%) than compared to Victoria (14.7%). This reflects the tourism and associated retail role of the surf industry in Torquay / Jan Juc.
- Tradespersons - proportionately there are slightly more tradespersons living in Torquay / Jan Juc (17.0%) compared to Victoria (14.4%), which emphasises the role of the construction industry in the local and regional economy.

**Table 6.2 Occupation of the Resident Labour-force in Torquay / Jan Juc compared to Victoria, 1991**

Occupation	Torquay / Jan Juc	Victoria
Managers and Administrators (including farmers)	12.1%	13.2%
Professionals / Para Professionals	25.6%	21.5%
Clerks	12.9%	15.9%
Sales and Personal Service	17.5%	14.7%
Tradespersons	17.0%	14.4%
Plant and Machine Operators	6.4%	7.8%
Labourers and Related	8.6%	12.6%
Total	100.0%	100.0%

Source: ABS Census of Population and Housing, 1991

### (3) Unemployment

Unemployment in the Surf Coast Shire is around 10.6% (December Quarter 1994) which is around the same as that for the Barwon-Western Region (10.5%) but which is higher than the average for Country Victoria (9.5%) or for Victoria as a whole (9.6%).

The number of people unemployed in Torquay / Jan Juc is around 270.

Unemployment in the Surf Coast Shire has been consistently between 9% and 12% of the labour-force over the last three years. This relatively high unemployment has been a reflection of the general recession and continued restructuring of major businesses in Geelong. As well, there is likely to be some drift of both short-term and long-term unemployed people to attractive coastal areas such as Torquay / Jan Juc.

#### **(4) Forecast Growth in the Labour-Force**

The size of the current labour-force is around 2,540, of whom, around 270 people are unemployed.

The forecast population of the study area in the year 2011 is 10,000. Currently, around 46% of the population participate in the labour-force. If this rate continues into the future, by 2011 the labourforce will be 4,600.

The number of jobs required for the additional population by 2011 is therefore 2,060. Adding the 270 jobs required for the people who are currently unemployed, the total number of jobs required by 2011 is 2,330.

Provision of employment opportunities for people in Torquay / Jan Juc will be vital to the economic health of the area. Without sufficient job opportunities, it is unlikely that population growth will be as high as forecast.

#### ***Where will the new jobs be found?***

It is likely that a significant proportion of people will continue to live in Torquay and work in Geelong, which is a major provincial centre with a diverse economy and a wide range of job opportunities. However, Geelong continues to have relatively high unemployment because of the restructuring of its manufacturing industries. This may ease over time as the regional economy becomes more service-oriented. Nevertheless, as Torquay grows, it will become increasingly important that there are a range of local employment opportunities. The land-use strategy plan must ensure that there is sufficient well-located land to provide this range of jobs.

## **6.3 The Surf Industry - A Look at Rip Curl and Quiksilver**

### **(1) Existing Situation**

Rip Curl and Quiksilver commenced operations in Torquay in the late 1960s - over 25 years ago. Over this period both companies have had a major influence on Torquay / Jan Juc and the wider region. Direct spin-offs include employment and

tourism, and indirectly the companies have supported the establishment of some associated services and businesses in Torquay.

At the outset Rip Curl manufactured wetsuits and surfboards. Quiksilver started out by making board-shorts. Both companies have expanded their markets and range of goods over the years to include a combination of surf wear including T-shirts, jeans, knitwear, shorts, etc, and also accessories and ski-wear - these goods are manufactured and sold by one or both of the companies.

The manufacturing of surf industry goods, in addition to being undertaken in Torquay, is also carried out in Geelong, Melbourne and overseas by both firms or under licence. Both companies, in addition to their administration offices, warehouses and manufacturing establishments in Torquay, also have retail outlets; the Rip Curl shop and Quiksilver in Surf Coast Plaza.

In Torquay alone, Rip Curl and Quiksilver together employ over 280 people in the following areas:

- manufacturing (around 170 people);
- administration and finance (around 40 people);
- dispatch/warehouse/customer service (around 30 people);
- retail sales (around 20 people); and
- product managers, designers, artists (around 20 people).

The majority of all employees in the two firms live locally, although a significant proportion of the firms' manufacturing workers live in Geelong and commute to Torquay for their employment.

Together, the companies have world wide sales in excess of US \$200 million per annum.

## **(2) Outlook**

Rip Curl is currently completing extensions to their business operations through an addition to the existing warehouse and the construction of a new warehouse and factory building. The new building is being constructed in Perkins Place, to the rear of the existing building. The extensions will accommodate the T-shirt manufacturing operation which is currently being carried out from two leased buildings located in Baines Court. Employment is expected to remain stable given the additions are essentially a relocation of an existing manufacturing operation from two small buildings into a larger and more appropriate premises. Whilst these additions carry Rip Curl into the foreseeable future, the company does own a further three lots, also in Perkins Place, for expansions in the future if required.

In discussions with Quiksilver, the consultants were informed that this firm has no plans for major expansion in Torquay. The buildings from which Quiksilver now operate are around capacity in relation to employment. Employment in Quiksilver has been fairly consistent over the past five years and significant future growth is not envisaged for the Torquay operations.

Whilst both companies did mention some disadvantages of the Torquay location, such as freight costs for transporting fabrics/goods to and from Melbourne, they consider that the costs are not significant given the value of locating in Torquay. The Torquay location is their history and a part of their product, marketing and image.

## 6.4 Other Surf Businesses / Service Industries

### (1) Existing Situation

In addition to Rip Curl and Quiksilver there are various other industry operations and smaller surf related businesses located in Torquay. These operations are essentially located around Baines Court, on the western side of Surf Coast Highway. Land in Baines Court and including the south side of Beach Road and Perkins Place is zoned Service Business under the Surf Coast Planning Scheme. The purpose of the zone is to provide for "service industry, light industry, business and certain semi-retail uses".

The land zoned for Service Business comprises a total area of around 7 hectares. Land in this Service Business zone was first released in 1984. A subsequent stage was undertaken ten years later, in 1994, with Baines Court (previously a no-through road) being extended to Beach Road.

From a land use survey undertaken in August, 1995, it is estimated that 20 of the 48 lots in Baines Court have either been developed or are currently under construction. The remaining 28 lots are vacant, although five of these have been sold. Lot sizes range from 810 m<sup>2</sup> to 1,770 m<sup>2</sup>.

The following provides an overview of the activities presently operating in the Baines Court precinct, at August, 1995:

#### *Surf Related:*

- warehouse and office (Rojo)
- warehouse (No Fear)
- warehouse (Quiksilver)
- warehouse/assembly (Oakley)
- warehouse/factory outlet (Rip Curl "seconds")
- manufacturing (Rip Curl)
- cutting/manufacturing (Rip Curl)

- manufacturing/shaping (Gash surfboards)
- a warehouse (620 m<sup>2</sup>) and factory for manufacturing (1,360 m<sup>2</sup>) for Rip Curl currently under construction

*Other Service Business Activities:*

- warehouse
- joinery
- office/showroom (builder)
- building supplies/sales
- screen-printers
- hardware sales (Mitre 10)
- upholsterer
- auto repairs
- decking
- vintage car restorer

From the above inventory of current activities in the Baines Court precinct, it is evident that almost half of the operations are surf related.

Other surf related operations are situated on the eastern side of the Surf Coast Highway between Beach Road and Spring Street, where the land is also zoned Service Business. Whilst a number of these operations comprise retail outlets, there are several buildings from which Quiksilver operate, including administration and manufacturing. There are also other surf-related manufacturers including Peter Ashley Glassing Co, Moonlight Laminating and Strapper Surfboards, etc.

**(2) Outlook**

Around 20 of the lots located in the Service Business zone around Baines Court have been developed over a ten year time frame. Around 28 lots remain vacant and based on previous demand, it is possible that the majority of these lots will be developed over the coming ten years.

A higher permanent resident population will fuel demand for land as locals choose to locate and operate a business from Torquay. With a growing population, there is likely to be more demand for the local provision of industrial services including car repairs and maintenance, domestic equipment suppliers and servicers, builders and so on.

Given the presence of world-leading firms in surf-gear industries, there may also be an opportunity to attract more firms in this sector. This is likely to rely on the ability of such firms to find a suitable site and a skilled and willing labour-force, as well as being able to transport their goods to the market at a reasonable price. A land-use

strategy can have an influence on some aspects of these requirements, particularly the provision of suitable industrial sites.

To facilitate growth in local employment opportunities and ensure a diversified industry base, land supply for the purpose of service business and industrial uses (having regard to the environment in which they are set) should continue to be made available. An area for the future development of these land uses must be investigated for Torquay / Jan Juc, given that in Baines Court is likely to be approaching full development in ten years.

In addition, the lots currently available in Baines Court are comparatively small in area (maximum lot size around 1,770 m<sup>2</sup>) and whilst there is currently some opportunity for consolidation, this process is likely to be slow and restrictive.

The proximity of residential development to the Service Business zone also restricts land use types. However, it is essential that future service and industrial developments have due consideration to the residential amenity of the area.

### **(3) New Industrial Locations**

#### ***Messmate Road***

Interest has been expressed by the owner of land to the west of Messmate Road to create an industrial sub-division. This area was identified as a potential industrial area in the previous strategy plan for the Torquay / Jan Juc (GRC, August 1992).

Messmate Road could accommodate industries which are unattractive and which do not require a main road frontage. Such activities could include builders yards, concrete batching facilities, fuel depots, scrap metal dealers and so on.

#### ***Surf Coast Highway***

Other industrial activities may require a main road location (as granted to the surf industries in Baines Court). A suitable location could be the west side of the Highway to the north of existing rural residential development (ie north of Deep Creek). This area is currently zoned rural and is identified in the 1992 Structure Plan for future rural residential development. In order to protect the entrance to the town, any such development would need to be attractively landscaped and set well back from the road. The opportunity could continue to exist for some future rural residential development to the north of Coombes Road.

This location could accommodate light industrial activities and significant office-users requiring a rural environment. A well-designed employment precinct in this very accessible location could provide a significant economic boost to the town and may be highly marketable to firms with a coastal or environmental connection. Such firms

could include new entrants to, or expansions of the local surf industry. Its main role would be to provide employment opportunities, and flexibility should be retained for a wide range of job creating activities, including institutional.

## 6.5 Tourism

The tourism industry is a major contributor to the local economy in Torquay / Jan Juc. Tourism is based partly on the world-renown surf beaches, particularly Bells Beach, and the wider surf industry. More generally, tourism is based on the many coastal environment features of the study area such as family swimming beaches and foreshore areas, coastal and creek side reserves and walks, golf and other recreational and leisure pursuits.

Broadly, it is estimated that there are over 484,000 visitor nights in Torquay / Jan Juc annually. In addition to these overnight visitors, the study area captures a high proportion of the estimated 460,000 day visitors per annum, to the Surf Coast Shire (estimated day visitors from Surf Coast News, August 1995).

### (1) Tourist Attractions

The following list provides an overview of the tourism attractions and features of Torquay / Jan Juc:

- Bells Beach and Bells Beach Surf Classic event (held at Easter)
- Numerous other surf / sailboarding beaches including Torquay surf beach, Jan Juc surf beach, Point Danger, Point Addis, Point Impossible etc.
- Numerous safe swimming beaches
- Surf clubs and schools, eg Surfworld Surf Schools, Westcoast Surf School
- Surfworld Museum
- Numerous sporting clubs, eg Torquay Golf Club, Torquay Bowling Club, Torquay Sailing Club, Torquay Tennis Club, Jan Juc Tennis Club
- Torquay Surf Life Saving Club and Jan Juc Surf Life Saving Club
- Mini Golf
- Ironbark Basin Reserve and bushwalks
- Deep Creek walks
- Spring Creek walks
- Great Ocean Road
- Southern Rose Restaurant

Two of the more significant attractions, namely the Bells Beach Surf Classic and Surfworld Museum, are described below in more detail.

### *Bells Beach Surf Classic*

Bells Beach has been "surfed" since the 1950s. In 1963 the first Bells Beach Easter contest took place. Through consistently good surf, Bells Beach was chosen for the 1970 World Surfing Championship and this event attracted national and international competitors and spectators. Bells Beach draws up to 60,000 spectators and in addition the event receives worldwide television, radio, newspaper and magazine coverage (Insight, City of Greater Geelong, August 1995).

### *Surfworld Museum*

Surfworld Museum opened in December 1993 and in its first year recorded visitor numbers of around 22,000 people. During the peak summer periods and Easter, the museum can attract up to 400 visitors per day, however these figures taper off during the winter months when visitor numbers to the district are relatively low. The museum has been marketing to school groups, and this has been a successful pursuit with around 80 individual school groups visiting the museum in the past 12 months.

Surfworld consider that their location at the rear of Surf Coast Plaza (where exposure to passing trade is virtually non-existent) is an impediment to their further success. Ideally, a highway frontage or a foreshore/beach frontage location would be an advantage for the Museum. In the event of Surf Coast Plaza being redeveloped Surfworld Museum considers that an open access should be available to all shops and businesses and not just those located on the highway.

## **(2) Visitor Accommodation**

Visitor accommodation in Torquay / Jan Juc is offered through various sources including:

- commercial visitor accommodation - motels and caravan parks;
- holiday houses (owned by non-permanent residents or rented by permanent residents during peak visitor periods); and
- staying with friends and relatives.

Commercial visitor accommodation in Torquay / Jan Juc can accommodate a total of around 3,400 people on any one night, based on the analysis of bed spaces and caravan sites. These commercial accommodation facilities in Torquay / Jan Juc include:

- Torquay Tropicana Motel
- Surf City Motel
- Torquay Motel

- Bernell Caravan Park
- Zeally Bay Caravan Park
- Torquay Caravan Park
- Jan Juc Caravan Park
- Torquay Country Retreat
- Ocean Country Park

In total there is an estimated 110 rooms in motels, on-site units / cabin-vans and cottages and 1,210 caravan park sites in Torquay / Jan Juc. Accommodation facilities are also offered in Bellbrae and other areas in the Torquay / Jan Juc hinterland.

Table 6.3 below summarises the number of visitors staying in commercial accommodation in Torquay / Jan Juc.

**Table 6.3 Commercial Visitor Accommodation In Torquay / Jan Juc**

Variable	Motel Room / On-site vans / cabins	Caravan Park Sites	Total Commercial Accommodation
No. Rooms /Sites	110	1,210	1,320
Room Occupancy Rate	50%	13 %*	16 % (d)
No. Occupied Rooms / Sites	55	157	212
No. Room Nights / Year	20,075	57,415	77,490
Average No. Persons / Room	2.5	3	3.0 (d)
No. Person Nights	50,190	172,245	222,435
Average Length of Stay	2 nights	3 nights	2.7 (d)
No. Visits by Individuals to Commercial Accommodation	25,095	57,415	82,510

Source: Table prepared by HHA based on accommodation provision in Torquay / Jan Juc

Note: \* Occupancy Rate for motels based on average for Surf Coast Shire, year ending March 1995, ABS Visitor Accommodation, Catalogue No. 8635.2. OR for caravan sites provided by McFarlane, Bernell Caravan Park, Torquay.

(d) "Total" occupancy rate is a derived figure.

In addition to the commercial accommodation available in Torquay / Jan Juc visitors stay in holiday houses and with friends and relatives.

At June 1995, there is an estimated 3,370 dwellings in Torquay / Jan Juc. Based on around 30% of these being holiday houses there is an estimated 1,010 holiday houses in the study area. Allowing each house to be occupied for 12 visits per year by an

average of 3.5 people there are around 42,500 overnight visitors. The average length of stay is 6 nights, giving 254,500 visitor nights in holiday homes.

For those visiting friends and relatives, it is assumed that one half of the estimated permanent resident households in Torquay / Jan Juc (1,180 houses) have on average two visitors per nights for three nights annually. This equates to around 2,360 visitors and 7,080 visitor nights.

The following Table 6.4 summarises the estimated total number of overnight visitors and visitor nights in Torquay / Jan Juc per annum.

**Table 6.4 Estimated Overnight Visitors and Visitor Nights in Torquay / Jan Juc**

Type of Accommodation		No. Visits by Individuals staying one or more nights	No. Visitor Nights / Annum
Commercial Accommodation	Rooms	25,095	50,190
	Caravan Sites	57,415	172,245
Holiday Houses		42,420	254,500
Visiting Friends & Relatives		2,360	7,080
<b>Total</b>		<b>127,290</b>	<b>484,015</b>

Source: Table Prepared by HHA, 1995

### (3) Visitor Numbers

No detailed figures on visitor numbers are available. However, it is estimated that the number of visitor days is around 778,000 based on the number of overnight visitors and day-trippers for the Shire, and this calculation is illustrated in Table 6.5.

**Table 6.5: Number of Visitor Days in Torquay / Jan Juc**

Visitors	Number of visitors staying one or more nights	Average Length of Stay (days=night plus 0.5 day)	Visitor Days
People in commercial accommodation	82,510	3.2	264,032
People in holiday homes	42,420	6.5	275,730
People visiting friends and relatives	2,360	3.5	8,260
Daytrippers		1	230,000
<b>Total</b>	<b>127,290</b>		<b>778,022</b>

Source: Henshall Hansen Associates

Note: We have assumed that half of all day-trippers to the Shire stop in Torquay.

#### (4) Viewpoints on Tourism

In consultations on tourism in Torquay / Jan Juc a number of viewpoints have been made known which raise issues for the Plan to take into account. These are summarised below.

##### *Visitors and Accommodation*

Some owners / managers of tourist accommodation facilities and others, say that visitor numbers throughout the peak summer period could support double the existing level of commercial accommodation. Any additional commercial accommodation facilities (similar to those existing) would, however, be likely to find it difficult to remain viable during the non-peak periods. The three existing motels are all "fairly quiet" over the winter period and the ABS figures show motel occupancy rates at around 34% in winter (September Quarter, 1994 for Surf Coast Shire). As one motelier stated, "some rooms may be occupied over weekends during low seasons; however, during the week, room occupancies are generally very low."

The standard and mix of commercial accommodation offered in Torquay / Jan Juc is limited. There are only three motels (two of which have a 3.5 star rating in the RACV accommodation guide and one which has 2.5 stars) and four caravan parks (one 4 star, two 3½ and one 2 star). Alternative forms of accommodation (such as a backpacker hostel, B & B's, guest houses, etc) would be likely to extend the tourist market to which Torquay / Jan Juc currently caters for.

A "backpackers facility" is one form of accommodation which could be popular in Torquay / Jan Juc. In addition, there are only three or four bed and breakfast outlets in or nearby Torquay / Jan Juc and there is probably potential for more. Even a resort development (having regard to the environment in which it is being set) could be a potential in Torquay / Jan Juc. Whilst the Golden Beach resort is a proposed development, the exact timing has not yet been confirmed (the proposal is described in Section 5.6).

Generally there is a lack of short-term good quality accommodation in Torquay / Jan Juc.

The provision of a wider variety of accommodation is likely to attract more visitors throughout the year and different tourist market sectors. Generally, visitors to Torquay / Jan Juc tend not to be "commercial travellers" as these type of travellers tend to stay in larger cities (eg Geelong) and visit the town on business while they are passing through. Through the provision of different quality and standards of accommodation those seeking a "weekend getaway" may be attracted to Torquay / Jan Juc. Additional environmental qualities of the study area, other than the surf beaches, could be marketed to attract more visitors throughout the year.

#### *Tourism Opportunities*

There are a number of tourism opportunities that could be pursued in the future in Torquay / Jan Juc. Some of the opportunities mentioned by those people consulted include:

- The provision of a wider variety of tourism accommodation.
- The relocation of the tourist information centre from the foreshore to the east side of the Surf Coast Highway, near the entrance to the town would allow visitors to stop at the beginning of their visit, where they could be informed of the various attractions, including the location of Gilbert Street shopping centre. Adequate rest facilities could be also be provided.
- The potential opportunity to open up Gilbert Street, creating a better connection with the foreshore environs area. This "opening up" of Gilbert Street would allow visitors and locals alike to know they are shopping in a coastal town. There are opportunities for landscaping the foreshore area by removing some of the large cypress trees to create a "view" which "draws the ocean into the town".
- The Esplanade could have a mix of commercial and residential development, creating more activity in this precinct, which might feed back into Gilbert Street retailing activities.

- The Bell Street precinct currently provides a variety of services for visitors. However, there is ample room to accommodate further retail and commercial activities on this street to serve beach-goers and the caravan park.
- Greater utilisation of the foreshore area in Torquay could be achieved through non-permanent structures during the peak holiday periods, such as kiosks with table and chairs etc.
- Increased tourist entertainment, in particular more family outlets and facilities. Whilst the focus for tourism in Torquay / Jan Juc will remain around surfing and the coastal environment, there is the opportunity for greater diversification of tourism into other forms of leisure, recreation, sporting activities, etc.
- An internal bus system which can take visitors to Bells Beach and other coastal attractions such as the Iron Bark Reserve and into Gilbert Street etc. This could be facilitated by Council during the peak visitor periods, with the tourist information centre being the departure / return point.

#### *Tourism Potential*

The following viewpoints were provided on tourism potential in Torquay / Jan Juc by those consulted:

- There is a big future in tourism which has been assisted by the duplication of the Surf Coast Highway. The highway makes Torquay / Jan Juc very accessible to the towns and the beginning of the Great Ocean Road.
- Tourism growth must be managed having particular regard to protection of the foreshore reserve areas.
- Diversification of the tourism industry and facilities is needed so as to market and expand tourism throughout non-peak periods, thus overcoming existing seasonal peaks and troughs in the industry.
- The split nature of the town, with the Surf Coast Highway dissecting the town - you can pass through the town without realising that Gilbert Street exists.
- Through the role of the Surf Coast Shire Tourism Development Officer, tourism development can be promoted, with encouragement and support to those investigating the establishment of a new business/operation.
- Through tourism marketing in conjunction with Geelong-Otways Tourism, the tourist market can be extended to families, the backpackers, etc covering eco-tourism, cultural tourism, major events, conferences and corporate visits.

- The possibility of promoting more major events is being pursued by Council, such as the High Tide Community Festival, Surf Coast Fishing Classic, Strong Man Triathlon and other events are in the pipeline for summer.

These tourism opportunities appear to be realistic and they reinforce the strong view that tourism is essential to the economic and community base of the town.

#### **(5) Tourism Outlook**

Torquay / Jan Juc currently provides an inexpensive beach holiday destination, mainly for Victorians. The high level of visitation to the area is concentrated in the summer and easter periods, with a marked decline in visitors at other times of the year. Achieving growth in tourism revenues and employment will rely on:

- increasing the number of visitors, and
- increasing the average spending of visitors.

#### ***Increase in Visitation***

The Bureau of Tourism Research has forecast an increase in domestic trips of 1.9% per year over the six years from 1993-94 to 1998-99 (BTR, 1995). If Torquay can achieve 1% growth in visitors per year over the period to 2011, the number of visitor days could increase to 903,000, or an additional 125,000 visitor days. The number of visitor nights could increase by 78,000 to 562,000.

On current retail expenditure per person per day (see section 6.6), this increase could generate an additional \$2,663,000 in retail expenditure alone, leading to perhaps 30 new jobs in local shops (based on a figure of \$90,000 in turnover per retail job from the ABS Retail Census and updated for inflation). As well, there would be jobs generated in accommodation and transport.

Achieving growth in visitation during the summer may be difficult, given the capacity constraints of the town's infrastructure and services. However, there is ample capacity to increase the visitation at non-peak periods. This will require the provision of attractions which can draw people into the area during the off-season. As suggested by local people, these attractions could include:

- a larger variety of commercial accommodation, including guest houses;
- creation and promotion of local festivals and events; and
- provision of more commercial activities that can take advantage of the coastal environment and the off-season climate (and these could include amusement arcades, more sporting facilities, restaurants and so on).

The land-use strategy should identify areas where these commercial activities can locate. In particular, areas on the foreshore around the Gilbert Street entrance to the Esplanade, and Bell Street, could accommodate more intensive commercial activities. As well, the redeveloped Surf Coast Plaza should be capable of expansion in the future.

### *Increasing Visitor Spending*

Current visitor spending on retail goods and services in Torquay is estimated to be \$21.30 per person per day (see Section 6.6). This is a relatively low figure compared with other tourist destinations, where retail spending is often in the range \$25-\$30 per person per day. This low figure reflects the kind of holiday visitor attracted to Torquay:

- young families who come for the safe and attractive beaches,
- young surfers,
- pensioners.

The budget visitor, wanting a traditional summer beach holiday is well-catered for in Torquay / Jan Juc. This visitor market defines the current feel of the area. Whilst there are many people who return again and again, there are also people who seek out other attractions. This is particularly the case with people who may once have come with their families, then come back as young singles for the surf, but growing older and with more disposable income, prefer more cosmopolitan attractions. These people are catered for in different places on the west coast such as Lorne or Queenscliff.

Providing inexpensive beach holidays is a role with which local operators and residents are comfortable, and this is likely to remain the mainstay of tourism in the area. However, there may be scope to provide some more up-market attractions to cater for those with more disposable incomes and to create a more complete tourism destination. These kind of commercial tourist activities could include higher standard hotels, up-market restaurants, beach-front apartment blocks and so on.

If the Golden Beach resort development proceeds (see Section 5.4), the nature of the tourism product in Torquay / Jan Juc will change significantly. The development would provide exclusive recreational facilities and would cater for business tourism, through the attraction of conventions. These activities would inevitably have an effect on the rest of the town, creating demand for more up-market facilities. As well, the development would be a major employer, reinforcing population growth pressures through the creation of perhaps 300 jobs.

As an indication of the potential employment benefits from an increase in visitor spending, Table 6.6 shows the results of various increases in spending per person on the retail sector.

**Table 6.6: Potential Generation of Additional Retail Floorspace and Employment through Increases in Visitor Spending**

Visitor spending per person per day	\$21.30	\$25.00	\$30.00
Visitor days	778,000	778,000	778,000
Total retail spending	\$16,532,000	\$19,450,000	\$23,340,000
Additional spending compared with the present	0	\$2,918,000	\$6,808,000
Turnover per job	\$90,000	\$90,000	\$90,000
Additional retail employment	0	32	75
Turnover per m <sup>2</sup> of retail floorspace	\$3,161	\$3,161	\$3,161
Additional retail floorspace	0	920 m <sup>2</sup>	2,150 m <sup>2</sup>

Source: Henshall Hansen Associates

Table 6.6 shows that if average daily visitor spending can be increased to \$25 per person per day, the resulting turnover could support an additional 30 jobs and around 900 m<sup>2</sup> of retail floorspace (or perhaps 10 shops). Given a greater range of commercial activities, this increase in visitor spending seems quite achievable.

In most cases, the tourism industry is supply-led. That is, people come to attractions rather than the other way around. Even if the Golden Beach resort development does not proceed, it is clear that any increase in visitor numbers and average expenditure will result from an increase in development.

Some towns, such as Queenscliff, have a unique built heritage upon which to base their tourism product; others, such as Lorne, have a stunning natural setting and hinterland. Torquay / Jan Juc has the beach environment and the town will rely for increasing tourism revenue on new development. The land-use strategy plan must recognise this, establishing safeguards for the beach environment and identifying areas where new tourism development can proceed with ease.

## 6.6 Retailing in Torquay / Jan Juc

### (1) Description

Based on a land use and floorspace survey undertaken in Torquay / Jan Juc (HHA July, 1995), there is a total provision of around 9,500 m<sup>2</sup> of retail floorspace in the study area. There is a current vacancy rate of around 5% of floorspace which is quite acceptable. Table 6.5 summarises the composition of retailing in the study area.

Gilbert Street is the main shopping centre and it comprises 45% of the total occupied retail floor area in Torquay / Jan Juc. The centre's role is largely one of convenience retailing with two supermarkets and various other food shops. There are several comparison shops such as clothing and gifts. The shopping centre also comprises 11 occupied office/services including real estate agents, banks, secretarial services and post office etc.

In addition to Gilbert Street, there are some small neighbourhood shopping centres such as Jan Juc (which also services beach-goers) and Wombah Park and shops located on the western side of Surf Coast Highway in West Torquay.

Another component of retailing in Torquay is that of the surf industry which is essentially located along the Surf Coast Highway and in Surf Coast Plaza. There are some 11 surf-related retail outlets comprising a total floor area of 2,050 m<sup>2</sup>, which equates to around 22% of the total retail floor area in Torquay / Jan Juc. The majority (80%) of this surf retailing is located in Surf Coast Plaza.

**Table 6.7: Provision of Retail Floorspace in Torquay / Jan Juc, 1995**

Location	Number of Shops	Retail Floorspace	
Gilbert Street, Torquay	Food	16	2,330 m <sup>2</sup>
	Non-Food	19	1,540 m <sup>2</sup>
	Personal Services	9	430 m <sup>2</sup>
	<b>Sub-Total</b>	<b>44</b>	<b>4,300 m<sup>2</sup></b>
	Vacant	7	530 m <sup>2</sup>
The Esplanade, Torquay	Food	2	180 m <sup>2</sup>
	Personal Services	2	400 m <sup>2</sup>
	<b>Sub-Total</b>	<b>4</b>	<b>580 m<sup>2</sup></b>
Bell Street, Torquay	Food	6	560 m <sup>2</sup>
	Non-Food	2	190 m <sup>2</sup>
	Personal Services	2	220 m <sup>2</sup>
	<b>Sub-Total</b>	<b>10</b>	<b>970 m<sup>2</sup></b>
Surf Coast Plaza	Food	1	120 m <sup>2</sup>
	Non-Food	2	110 m <sup>2</sup>
	Surf-Related (non-food)	7	1,620 m <sup>2</sup>
	Personal Services	2	200 m <sup>2</sup>
	<b>Sub-Total</b>	<b>12</b>	<b>2,050 m<sup>2</sup></b>
Surf Coast Highway	Vacant	2	150 m <sup>2</sup>
	Food	4	400 m <sup>2</sup>
	Non-Food	1	70 m <sup>2</sup>
	Surf-Related (non-food)	4	430 m <sup>2</sup>
	Personal Services	3	250 m <sup>2</sup>
<b>Sub-Total</b>	<b>12</b>	<b>1,150 m<sup>2</sup></b>	
Wombah Park	Non-Food	2	280 m <sup>2</sup>
	<b>Sub-Total</b>	<b>2</b>	<b>280 m<sup>2</sup></b>
	Vacant	2	260 m <sup>2</sup>
Jan Juc	Food	3	160 m <sup>2</sup>
	Personal Services	1	30 m <sup>2</sup>
	<b>Sub-Total</b>	<b>4</b>	<b>190 m<sup>2</sup></b>
	Vacant	1	30 m <sup>2</sup>
<b>Total Retailing Torquay / Jan Juc</b>	<b>Occupied Retail Floorspace</b>	<b>88</b>	<b>9,520 m<sup>2</sup></b>
	<b>Vacant Retail Floorspace</b>	<b>12</b>	<b>440 m<sup>2</sup></b>

Source: HHA Land Use and Floorspace Survey, July 1995

There are also retail premises located along The Esplanade and Bell Street. The Esplanade has two restaurants and two convenience food shops and Bell Street is primarily fast food orientated, providing a service to beach visitors and those staying in nearby accommodation.

### ***Trade Catchment Area***

Our discussions with traders from Gilbert Street indicate that the main trade area for the shopping centre is the Torquay / Jan Juc townships. Traders also mentioned drawing a smaller proportion of customers from Bellbrae, Anglesea, Aireys Inlet and beyond, and Breamlea. Up to 90% of trade comes from Torquay / Jan Juc for many traders during the non-peak seasons. However, most traders did make mention of the tourist trade, recognising the contribution from this sector, especially during the summer months.

### ***Land Use Zoning in Gilbert Street***

The Gilbert Street shopping centre is currently zoned District Business. The land use zone extends from the shops on the northern side of Pearl Street, extending west along Gilbert Street to one property length short of The Esplanade. It runs east - west, generally from Boston Road through to Zeally Bay Road (between Cliff and Walker Streets). Refer Figure 6.1 for area covered by the District Business zone.

The purpose of the zone is to encourage a range of commercial, professional, cultural, entertainment and community activities and to ensure there is regard vehicle and pedestrian movement and car parking.

At present the area bounded by Cliff Street, Walker Street, Zeally Bay Road and Boston Road comprises a gravel car parking area, with residential properties fronting Zeally Bay Road (and adjacent to Taylor Park). This area therefore has the potential to accommodate an expansion to the Gilbert Street shopping centre in the future.

## **(2) Viewpoints of Traders**

A variety of traders in Gilbert Street were consulted about numerous issues relating to retailing in Torquay. A number of details about retailing were gained and viewpoints on particular issues (which are not necessarily the viewpoints of the consultant). The results are summarised below:

### ***Competing Centres:***

- The most frequently-mentioned competing centre for Torquay is Waurm Ponds where there is a Franklins supermarket and a Safeway supermarket. In addition, Belmont shopping centre - in particular KMart - was mentioned, and also Geelong City and Bay City shopping centres. Numerous traders have the

view that "Geelong is always going to be cheaper for shopping" and offer a greater diversity of goods.

*Locals' Shopping Patterns:*

- It is the opinion of all traders interviewed that locals do shop in Geelong for both comparison and convenience items.
- Traders are of the view that the duplication of the Surf Coast Highway has had a negative impact on Gilbert Street shopping centre, as Geelong is now so easily accessible.
- Whilst a large proportion of locals are employed in Geelong, and shopping can be carried out in conjunction with these trips, it is also considered that many locals do not hesitate to drive into Geelong, just to shop, a couple of times a week.
- A number of traders mentioned that weekly grocery shopping in Torquay is too expensive, and that there is a lack of variety.
- An alternative view, as one trader mentioned is that "it is an on-going battle to get people to shop in Torquay, where some locals are not even aware of the variety of goods offered in Gilbert Street - it is difficult to get people to change old habits."

*What is Missing from Gilbert Street?:*

- Some traders mentioned specific shop types such as a music / cd shop, a lingerie and ladies sportswear shop. However, it was also recognised that it is difficult to sustain such specialty shops in a centre like Gilbert Street, especially having regard to the proximity of Geelong and its extensive retail selection.
- It was mentioned that whilst there seems to be a demand for specialty shops, people have tried to set up new comparison retailing businesses but have not succeeded. It was also questioned as to whether more retail floorspace could really be supported in Gilbert Street.
- Parking was mentioned as being a problem, in particular during the peak summer periods. This lack of parking is a feature of most tourists towns which have peaks during summer periods and this is difficult to address without having parking areas under-utilised 80% of the year.

- Something missing from Gilbert Street, according to one trader, is a sign or banner, etc to tell visitors and shoppers that they are shopping in the surf capital of Australia.

*Expansion of the Shopping Centre?:*

- Some traders would like to see the shopping centre expand but have reservations about the ability for support of additional retail floorspace on a year-round basis.
- Some traders are concerned that more retail floorspace would create a demand for more car parking, and this is already considered to be a problem.
- Some traders favour the opening up of Gilbert Street towards The Esplanade which would create opportunities for additional retailing, but possibly with a different focus. Whilst there might be potential opportunities for retail expansion along The Esplanade, some traders are concerned about the fragmentation of the retail function of Gilbert Street.

*Retailing on Surf Coast Highway:*

- Traders are concerned about further retailing on Surf Coast Highway, which detracts from trade in Gilbert Street. Essentially the viewpoint is that retailing is already fragmented throughout the town. The Surf Coast Highway serves a purpose for surf-related retailing and Highway trade. However, the provision of day-to-day type retailing and services in this area, such as banks and a supermarket etc, is generally not desired by Gilbert Street traders.
- Traders' concerns relate to the already inappropriate directional signage to Gilbert Street and if the provision of additional retailing is provided on the highway, many people would not be aware that Gilbert Street exists and as a result trade would definitely be lost from Gilbert Street shops.

*Main Improvements that could be undertaken in Gilbert Street:*

When asked about the main improvements that could be undertaken in Gilbert Street, the following suggestions were made by traders:

- increased provision of car parking spaces;
- further streetscape works and beautification;
- reducing fragmentation of the shopping centre and looking at opportunities to extend the centre up to and including the primary school site; and

- the provision of better signage, alerting passers-by on the highway of the Gilbert Street shopping centre.

*Advantages / Disadvantages of Retailing in Torquay:*

The main advantages of doing business in Gilbert Street, as mentioned by the traders include:

- Torquay / Jan Juc is a tourist destination and much trade is generated by visitors to the town;
- there is a community feel about the place and it is an attractive environment in which to locate; and
- the duplication of the Surf Coast Highway has made Torquay / Jan Juc more accessible, with more visitors passing through.

Some of the disadvantages mentioned by traders include:

- the proximity to Geelong and the easy accessibility made available through the duplication of the Surf Coast Highway - locals tend to shop in Geelong;
- many locals are employed in Geelong and therefore shop there too - they are not back in Torquay / Jan Juc before shops close - and regardless, there is a lot of competition from Geelong;
- retailing in Torquay is considered to be fragmented - and a disadvantage of being in Gilbert Street is that so many visitors do not know the shopping centre exists; and
- some traders find that prices are too expensive in Torquay for weekly supermarket shopping and this contributes to other reasons for locals choosing to shop in Geelong.

**(3) Supply and Demand of Retail Floorspace in Torquay / Jan Juc**

This section provides an analysis of the current supply and demand for retail floorspace in the study area and makes forecasts for retail growth in the future.

*Retail Floorspace and Turnover*

- Retail floorspace is currently 9,520 m<sup>2</sup> (from consultant surveys).

- Retail turnover in the study area is currently around \$3,161/m<sup>2</sup> (based on the 1991-92 retail census from the ABS and updated for inflation).
- Total retail turnover in Torquay / Jan Juc is \$30,093,000.

#### *Available Expenditure of Residents*

- Retail expenditure per household in Torquay is estimated to be \$16,328 per year, (based on the Victorian average and adjusted for the slightly lower median income in Torquay / Jan Juc and revised for inflation).
- Retail expenditure per person is estimated to be \$6,530 per year (ie \$16,328 ÷ 2.5 people per household).
- Total retail expenditure of residents of the study area is estimated to be \$35,980,300 (ie \$6,530 x 5,510).

#### *Local Expenditure by Visitors and Residents*

From the floorspace surveys, the consultants estimate that around 55% of the retail floorspace in the study area is there because of tourism. This includes the surf-related shops, gift shops, fast food outlets and cafes. Of course, local people also use these tourist shops, but tourists also use the local grocery shops. On balance, the 55% of retail floorspace for tourism-related shops is likely to reflect the share of retail expenditure provided by visitors.

- The expenditure by visitors to the study area is around \$16,551,000 (ie \$30,093,000 x 55%). Given the estimate of 778,000 visitor days, each visitor spends around \$21.30 per day in shops and cafes.
- The expenditure by residents in shops in the study area is therefore around \$13,542,000 (\$30,093,000 x 45%). This represents 38% of the total available spending of local residents.
- The retail expenditure by local residents which is not spent locally but is spent in Geelong or elsewhere, amounts to \$22,308,000, or 62% of the available spending of residents. This represents the "escape expenditure" from Torquay / Jan Juc.

**(4) Capacity to Increase Retail Provision*****Current Retail Growth Potential***

The ability to increase the provision of shopping facilities in Torquay / Jan Juc depends on retaining escape expenditure of local people and increasing the level of spending by visitors.

Retaining escape expenditure involves competing more successfully with the main shopping destinations for local residents. These include Waurm Ponds (two supermarkets), Belmont (discount department store and supermarkets) and Geelong City Centre (department store, discount department store and many speciality shops).

The following table provides an indication of the additional retail expenditure which could be generated for the study area if more spending by local residents could be captured.

**Table 6.8: Reducing Escape Expenditure**

	Proportion of expenditure by local residents retained in the study area			
	38% (currently retained)	40%	45%	50%
Total available expenditure	\$35,980,000	\$35,980,000	\$35,980,000	\$35,980,000
Expenditure in the study area	\$13,672,000	\$14,392,000	\$16,191,000	\$17,990,000
Additional spending compared with present	0	\$720,000	\$2,519,000	\$4,318,000
Retail floorspace supported	4,300 m <sup>2</sup>	4,600 m <sup>2</sup>	5,100 m <sup>2</sup>	5,700 m <sup>2</sup>
Additional floorspace supported compared with the present	0	300 m <sup>2</sup>	800 m <sup>2</sup>	1,400 m <sup>2</sup>

Source: HHA

Note: Floorspace estimates are based on an average turnover of \$3,161/m<sup>2</sup> (see above). Turnover per m<sup>2</sup> is more for supermarkets (around \$5,000/m<sup>2</sup>) and less for speciality shops (around \$2,200/m<sup>2</sup>).

Table 6.8 illustrates that retaining only an extra 2% of residents spending would generate a further 300 m<sup>2</sup> of retail floorspace (possibly four more shops). With the retention of 45% of resident spending, Torquay / Jan Juc could support an additional 800 m<sup>2</sup> of retail floorspace (possibly 10 shops, or a small supermarket).

Whether this level of resident spending can be captured depends on the kind of new retail facilities which are provided and the extent to which they can compete successfully with similar facilities outside the study area, principally in Geelong. However, from these figures it would seem that there is some scope for increasing retail provision and to reduce escape expenditure.

In addition to the floorspace which could be supported by residents, there is the potential to increase the retail spending by visitors, by encouraging more visitors and providing a wider range of commercial services (see Section 6.5).

#### *Future Retail Growth Potential*

The population forecasts provided in this report suggest that there will be an additional 4,490 people in the study area by 2011. These people will support new retail floorspace.

- The increase in population (4,490 people) will generate additional retail expenditure of \$29,320,000 per year (4,490 x \$6,530).
- This expenditure will support 9,300 m<sup>2</sup> of retail floorspace (\$29,320,000 ÷ \$3,161/m<sup>2</sup>).
- If escape expenditure is maintained at 62%, Torquay / Jan Juc will accommodate an additional 3,500 m<sup>2</sup> of retail floorspace (9,300 m<sup>2</sup> x 38%).

This growth in the demand for retail floorspace averages at 220 m<sup>2</sup> per year.

Generally, larger towns are able to retain more expenditure of local residents because it becomes more viable for retail providers to establish operations. It can be expected, therefore, that the study area will be able to support more than an additional 3,500 m<sup>2</sup> in retail floorspace. Table 6.9 examines the potential growth in retail floorspace.

We suggest that retaining 45% of resident spending in the study area is achievable, providing an additional 5,000 m<sup>2</sup> of retail floorspace compared with existing provision.

**Table 6.9: Potential Growth in Retail Floorspace Supported by Local Residents in Torquay / Jan Juc by 2011**

	Proportion of expenditure by local residents retained in the study area			
	38% (currently retained)	40%	45%	50%
Population	10,000	10,000	10,000	10,000
Expenditure per person	\$6,530	\$6,530	\$6,530	\$6,530
Total available expenditure	\$65,300,000	\$65,300,000	\$65,300,000	\$65,300,000
Expenditure in the study area	\$24,815,000	\$26,120,000	\$29,385,000	\$32,650,000
Retail floorspace supported by residents in the study area	7,900 m <sup>2</sup>	8,300 m <sup>2</sup>	9,300 m <sup>2</sup>	10,300 m <sup>2</sup>
Additional spending compared with present	\$11,143,000	\$12,448,000	\$15,713,000	\$21,978,000
Additional retail floorspace supported compared with the present	3,500 m <sup>2</sup>	3,900 m <sup>2</sup>	5,000 m <sup>2</sup>	7,000 m <sup>2</sup>

Source: HHA

Note: Floorspace estimates are based on an average turnover of \$3,161/m<sup>2</sup> (see above). Turnover per m<sup>2</sup> is more for supermarkets (around \$5,000/m<sup>2</sup>) and less for speciality shops (around \$2,200/m<sup>2</sup>).

Combining this analysis of resident spending with the forecasts for visitor spending from Section 6.5, the following estimates for total retail spending and retail floorspace provision in the study area by 2011 are provided.

### *Conservative Estimate*

This conservative estimate is based on a resident population of 10,000 which has the existing rates of escape expenditure (62% of resident spending); and a growth in visitor numbers of 1% per year with visitor expenditure remaining at \$21.30 per person per day.

	Residents	Visitors	Total
Spending in the study area	\$24,815,000	\$19,234,000	\$44,002,000
Floorspace supported	7,900 m <sup>2</sup>	6,100 m <sup>2</sup>	14,000 m <sup>2</sup>

The conservative estimate of retail growth suggests a provision of 14,000 m<sup>2</sup> in retail floorspace in Torquay / Jan Juc by 2011, *an additional 4,500 m<sup>2</sup> over the present.*

### ***Growth Estimate***

Our growth estimate is based on reducing the rate of escape expenditure of residents to 55% and increasing visitor expenditure to \$25.00 per person per day.

	Residents	Visitors	Total
Spending in the study area	\$29,385,000	\$22,575,000	\$51,960,000
Floorspace supported	9,300 m <sup>2</sup>	7,100 m <sup>2</sup>	16,400 m <sup>2</sup>

This growth estimate is very achievable and is adopted in this report as a forecast for new shops which need to be accommodated in the town. It provides for *an additional 6,900 m<sup>2</sup> of retail floorspace* in Torquay / Jan Juc by 2011, including an additional 5,000 m<sup>2</sup> in neighbourhood shopping and 1,900 m<sup>2</sup> in tourist-related shopping.

### **(5) Location of Retail Growth**

For the land-use planning process, the location of retail growth is the key issue. There appear to be three main options for the location of the major part of future retail development in Torquay / Jan Juc:

- Option 1      expansion and redevelopment of Gilbert Street and surrounds, with some additional tourism retailing on the Esplanade, Bell Street and the Surf Coast Highway as well as two new local centres to service residential growth
- Option 2      infill development and redevelopment of all existing and potential centres

Option 3 development of neighbourhood shopping centre on the Surf Coast Highway, with infill development in the other centres

***Option 1: Growth of Gilbert Street***

Gilbert Street, is the main convenience shopping centre of Torquay / Jan Juc. However, it is surrounded by residential development and there is only limited capacity to expand easily into adjacent areas. Despite this, there is strong local opinion that the majority of new retail development should be located in Gilbert Street because of the existing investment and community support for the centre.

Careful expansion of retailing at Gilbert Street could greatly enhance the centre, providing frontage to the foreshore and more convenient access from the main Highway.

- Development of the foreshore entrance of Gilbert Street could accommodate growth in tourism-related retailing, including properties which front onto the Esplanade, between Zeally Bay Road and Gilbert Street.
- The shopping centre could be extended northward to the southern edge of Taylor Park. The area between Cliff Street and Fischer Street is approximately 2 hectares and redevelopment of this site could accommodate a medium sized supermarket (say 2,500 m<sup>2</sup>), specialty shops (a further 2,500 m<sup>2</sup>) and car-parking. Such a development would accommodate the forecast growth in resident shopping, provide the centre with an attractive outlook to Taylor Park and enable much clearer access to the centre from the Highway.
- In the longer term, Gilbert Street could be extended to the Primary School site, between Bristol Road and Boston Road. The primary school is to be relocated, and this site could be the location of a major retail or community facility in the future, anchoring one end of the expanded shopping centre.

Expansion of Gilbert Street will require rezoning of existing residential properties and redevelopment. Parcels of land for large-scale retail development will be relatively costly to acquire and the process will require commitment from Council and the community over an extended period. To facilitate development Council should seek to enter into an agreement with an interested developer and provide assistance with site assembly, and to initiate a speedy approvals process and an appropriate traffic management system.

***Option 2: Expansion of all shopping centres***

Incremental expansion of all existing shopping centres plus development of other centres to service the new residential development at Wombah Park and west of the

Surf Coast Highway could be undertaken to provide for the necessary increase in retail floorspace.

This approach would have the benefit of reinforcing the role of existing centres. However, a new supermarket will be required in order for Torquay / Jan Juc to reduce escape expenditure. The space required for such a development would mean favouring one centre over the others; and whichever existing centre was chosen for the location of a supermarket, substantial redevelopment of surrounding land would be required.

***Option 3: The Surf Coast Highway Proposal***

The McMullin Family have proposed a freestanding shopping centre on the corner of Grossmans Road and the Surf Coast Highway. The size of the centre is around 5,450 m<sup>2</sup> including a supermarket, specialty shopping and fast-food outlets (*Torquay West Retail Proposal*, Retail Planning Associates, December 1995).

This proposal would provide a shopping centre with good access to the Highway and which may be capable of further expansion to the west onto land presently owned by Council. It is also well located in relation to other activities such as the Surf Coast Plaza, the municipal offices and the Bains Court industrial area. However, this centre would compete with the existing facilities in Gilbert Street, splitting the retail provision for the study area between two sites and foregoing the benefits of concentration.

Concentration of retail activities in a central, accessible location provides a better service for the consumer in the following ways:

- Firstly, shoppers can make one trip to get their goods and services, rather than several trips if the retail provision is spread over a number of locations.
- Secondly, concentration of retail activity creates more competition between shops, keeping prices down.
- Thirdly, competition between shops tends to encourage specialisation, broadening the range of goods and services which are available, making the centre as a whole more attractive for shoppers (and for further retail investment).

## **(6) Strategy for Major Retail Growth**

The expansion of Gilbert Street as the main retail focus of the study area is the key element of the retail strategy. This option has been chosen for the following reasons:

- (1) Gilbert Street is the existing focus of the town for shopping and other services, with the majority of existing investment in retail facilities. The attractiveness of Gilbert Street as a shopping destination, and the value of the existing retail investment, would be adversely affected by the development of a new centre elsewhere.
- (2) The benefits of concentration of retail activity are noted above. This option will reinforce Gilbert Street as the main shopping centre. The creation of one large centre rather than a number of smaller centres will enable the retention of a greater proportion of resident spending. With two equally sized centres (at Gilbert Street and the Surf Coast Highway), there is less likely to be price competition and specialisation with the result that local people will continue to find shopping centres in Geelong more attractive to visit.
- (3) Whilst the necessary space for retail expansion around Gilbert Street is likely to be relatively expensive, further well-planned development has the potential to create a much more attractive and accessible centre. New outlooks onto Taylor Park and the Esplanade will make the centre more outward looking, linking the business centre with the natural attractions of the area.
- (4) A fundamental principle of this strategy is to retain, as far as practicable, the existing character and identity of Torquay / Jan Juc in the face of population growth and new development. Retaining Gilbert Street as the principal shopping centre, and which is currently a focal point for the local community, is an important element of this principle.
- (5) Retaining the key shopping centre close to the beach, which is the major environmental feature which characterises Torquay, is also seen as critical to reinforcing the character of the town as it grows. A highway based shopping centre, remote from the beach, would fail to build upon what is one of Torquay's unique assets - the beach.
- (5) The site on the corner of Grossmans Road and the Surf Coast Highway would be better used to accommodate the growth of activities which require Highway frontage such as petrol stations, fast-food outlets, peripheral sales and tourist accommodation.

It should be stressed that expansion of Gilbert Street will take a high level of commitment from the Council and the community, with hard decisions required about rezoning residential properties and increasing expenditure to create a commercial

focal point for the town which can grow successfully into the future. Whilst it is clearly not the "easy option", it is considered that long term benefit will accrue to the identity and character of Torquay, as well as to its local economy, if the Gilbert Street option is successfully pursued and an expanded centre with frontage to Taylor Park and to The Esplanade is achieved.

### ***Other Retail Locations***

Other existing retail locations can accommodate growth, particularly for tourism-related goods and services. These include:

- Bell Street, where there is significant demand from the adjacent caravan park and from the visitors to the main beaches.
- The Surf Coast Plaza and surrounds which could accommodate a wider range of leisure retailing to complement the surf-related goods and services currently on offer. The Surf Coast Plaza will shortly undergo a redevelopment and is likely to provide a larger retail floorspace.
- Small local shopping centres providing convenience goods (milk-bars, newsagents, fast-food outlets, video stores etc) will be needed to service the expanding residential areas to the north and west. Precise locations for such centres will need to be provided as part of Outline Development Plans for these areas.
- The major Golden Beach development is planned to accommodate some retail floorspace, providing services to the residents and hotel guests. Tourism retailing provided as part of this development is likely to be needed in addition to the 1,900 m<sup>2</sup> estimated above because of the specialist nature of the market.

### ***Indicative Locations for Forecast Growth in Retail Floorspace***

The Strategy Plan can set the broad locations for growth in retail floorspace but the precise size and mix of shops will be decided by the market in line with investor interest and community expectations.

The following Table illustrates a broad allocation of growth in retail floorspace to existing and proposed shopping centres.

**Table 6.10: Indicative Growth in Retail Floorspace by Centre to 2011**

Centre	Area	Retail floorspace to cater for residents (m <sup>2</sup> )	Retail floorspace to cater for visitors (m <sup>2</sup> )	Total retail floorspace (m <sup>2</sup> )
Gilbert Street	north to Zeally Bay Road	4,000		4,500
	Esplanade		500	
Bell Street			800	800
Surf Coast Plaza			600	600
New Centre to the north of Wombah Park		500		500
New Centre to the west of Surf Coast Highway		500		500
<b>Total</b>		<b>5,000</b>	<b>1,900</b>	<b>6,900</b>

These figures are provided to indicate the broad scale of growth at each location. The actual growth in retail demand and shopping provision should be monitored carefully by Council in order to flexibly plan for the future.

## 6.7 Other Economic Activities

### (1) Commercial Offices

#### *Existing Situation*

Local offices provide a range of services such as real estate agencies, solicitors, accountants, secretarial services and so on. These are mainly located in Gilbert Street. There are also a number of recently completed vacant office units in Gilbert Street. It can be expected that these will be tenanted by local business services as the population grows.

#### *Large Offices*

Government services are likely to continue to be located in Geelong as the regional centre. However, the study area may be able to accommodate some Government

services, perhaps a Job Centre or a State Government service office, as population growth warrants. Such facilities should be located around the main shopping centre.

Major private sector offices for the region will continue to locate in Geelong, which is central to a large white-collar labour-force. However, from time to time, there may be interest from firms which would like a semi-rural or coastal setting for their operation. Such firms could be accommodated around the main town centre (Gilbert Street) but this would be subject to the same constraints described in section 6.6. Alternative locations could be found on the Surf Coast Highway with good access and visibility. The attraction of such firms to Torquay / Jan Juc would provide an important boost to the local economy.

### *Small Offices*

In addition to the office-based business providing services to the local community described above, developments in communications and computer technology are enabling greater flexibility in the location of many small businesses providing a wide range of services for the national and international economy. These include design, publishing and consulting services of all kinds. Given a greater choice of location, many small business operators may choose to live and work in a coastal environment, especially in places such as Torquay which has good access to Geelong and Melbourne. While some of these people will choose to work from home, some will progress to office space which has the advantages of a business address and a degree of separation from family life. Small offices may therefore be increasingly in demand.

The demand for small offices can be satisfied currently because of the apparent oversupply in Gilbert Street. However, in the future, new office units are likely to be required in the main town centre with easy access to lunchtime services and close contact with colleagues in related industries. A well-located and attractive office precinct or series of small office developments will provide Torquay with a competitive advantage in attracting small office users who are looking to relocate to a pleasant environment.

## **(2) Community Services**

As indicated in Section 6.2, community services are the largest employers of people who live in the study area. Whilst many of these services are located in Geelong (hospitals, schools, local and state government administration), the study area contains two primary schools and the Surf Coast Shire offices. Community services will be an increasingly important employer in the study area. As population grows, thresholds will be reached at which new community facilities are warranted. These issues are discussed elsewhere in this report. However, it should be stressed that provision of key facilities such as a secondary school will be vital for the town to be able to attract new economic activity in the long term. Given that the ultimate

population of the town is highly likely to support a secondary school, a site should be identified as soon as possible, in order that other facilities can be planned around it.

### **(3) Recreation and Leisure**

This sector is closely linked to tourism, and the recreational assets are described in Section 6.5. However, there is a need to provide recreation opportunities for both visitors and residents. The growing population is likely to demand more recreational facilities, and these could include another golf course (and although this may be provided as part of the Golden Beach resort; this course may be difficult or expensive to access), indoor sporting facilities, a swimming pool, gym and so on. Employment in this sector is likely to grow.

## **6.8 Key Economic Issues for the Comprehensive Plan**

The current labour-force of Torquay / Jan Juc is around 2,500. By 2011, this is forecast to grow to 4,600. The number of new jobs required by that time (including jobs for people who are currently unemployed) is around 2,300. Although many people will continue to work in Geelong, more jobs will be required locally and space for this expansion of local employment needs to be identified by the comprehensive plan.

The Torquay economy is based around its coastal environment and surf beaches. The surf-gear manufacturing industry is a major employer which has grown from local beginnings. However, the latest round of expansion in the two main firms (Quiksilver and Rip Curl) may mark the limit of their employment growth as they expand production in other locations in Australia and overseas. Future employment growth in this sector may come from the expansion of existing small firms or from new entrants to the local industry.

The local tourism industry caters for traditional family beach holidays and for surfers. There are around 484,000 visitor nights and 780,000 visitor days to the study area. However, expenditure per person is relatively low compared with other holiday destinations. Expansion of tourism revenues will rely on increasing visitor numbers, especially in the off-season, and in increasing visitor spending. This will require the provision of a wider range of attractions, particularly in more up-market accommodation and services.

Retail floorspace is currently around 9,500 m<sup>2</sup> and is forecast to grow to 16,900 m<sup>2</sup> by 2011, with an expansion of 5,000 m<sup>2</sup> in shops for residents and 1,900 m<sup>2</sup> in tourist retailing.

Other sectors such as industrial, community and business services, recreation and leisure will all expand to cope with the demand from the increasing resident population and visitors.

***Key Issues***

- (1) Space for the expansion of industry will be required to provide choice in the local industrial land market in five to ten years. Whilst the area identified in the previous strategy plan on Messmate Road would be appropriate for some businesses, a well-designed and accessible location on the Surf Coast Highway will be required to attract high profile businesses which can make a significant contribution to the employment needs of the town. Such an employment area could accommodate light industry and offices. A suitable location may be on the western side of the Surf Coast Highway, north of Coombes Road.
- (2) Areas should be identified for the location of high quality tourism developments in order to broaden the market appeal of Torquay as a visitor destination. These could be accommodated along the Esplanade, especially around the entrance to Gilbert Street, and on Bell Street. Out of the towns, the rural areas around Bells Boulevard may be an appropriate location for world-class accommodation or conference facilities. The design of such facilities will need to be of a very high standard to blend with the surrounding environment.
- (3) Space for an additional 6,900 m<sup>2</sup> of retail floorspace by 2011 will be required. The majority of this should be accommodated around the existing Gilbert Street shopping centre, involving the redevelopment of housing and new traffic management arrangements. A high level of commitment by Council and the community will be needed to implement this option.
- (4) Small commercial offices will continue to be required in the future despite the current oversupply. Attractive town centre office locations will be in demand and space for these should be identified in order to improve the ability of the study area to accommodate incoming professionals.

## PART B: THE PLAN

### 6.9 Goals

- (1) To improve the rate of investment in Torquay/Jan Juc.
- (2) To improve the rate of employment growth in Torquay / Jan Juc in order to reduce local unemployment, to support population growth and to reduce the need for local people to travel outside the area to work.
- (3) To make the best sustainable use of the assets of the town.
- (4) To attract more tourists by broadening the range of visitor activities and facilities.
- (5) To ensure that Torquay / Jan Juc has a commercial heart which maximises the service and employment potential of expenditure by local residents and visitors.
- (6) To ensure that adequate services are provided for the needs of growing residential areas.
- (7) To identify land for development of service industry to provide for the needs of a growing population.

### 6.10 Policies

The following policies have been identified for Council to achieve the economic goals of the Plan.

- (1) Promote Torquay/Jan Juc as a location for investment, employment and tourism bearing in mind the assets of the area and the need for appropriate development.
- (2) To integrate and promote the main commercial / tourism features located in and around central Torquay, in order that they combine in a complimentary manner to maximise their joint contribution to the economy of the town. The core features in this area of concentrated activity include Gilbert Street, The Esplanade, Bell Street and Surf Coast Plaza.

- (3) Reinforce Gilbert Street as the commercial heart of the town by:
- rezoning all the land between Cliff Street and Fischer Street for retail and commercial development (changing the residentially zoned part of this area to the new Business 1 Zone);
  - rezoning land on The Esplanade between Zeally Bay Road and Gilbert Street, and the vacant lot on the south-west corner of The Esplanade and Gilbert Street, to the new Business 1 Zone, allowing shops and tourist services;
  - Council being prepared to assist retail developers with site assembly of sufficient properties to allow development of a new supermarket and specialty shops to the north of the existing centre; and
  - preparing a detailed urban design and traffic management study to assist developers in expanding the Gilbert Street centre.

Funding for possible land acquisition could come for a special rate established for the improvement of Torquay / Jan Juc (see Chapter 11).

As identified in Section 4, a number of problems need to be addressed to make Gilbert Street function more effectively for Torquay's growing community. Greater visual prominence for the Centre - particularly with regard to visitors - needs to be created by establishing a better presence in the road network and by signage. Gilbert Street needs (these comments included from Section 4):

- to have a face to the Esplanade and to Taylor Park (Zeally Bay Road);
- to have principal streets, such as Zeally Bay Road, Bristol / Gilbert Street and Beach Road linking it to the Geelong Torquay Road;
- to provide easy and clearly discernible access and car parking;
- to link to the open space system via connections with the foreshore reserve, Taylor Park and beyond;
- to provide a highly attractive and high amenity local environment, with professionally executed urban design solutions that celebrate Torquay's unique culture and not just surfing; and
- to have a clear link back to the burgeoning Surf Coast Plaza and adjoining municipal precinct.

- (4) Reinforce Bell Street as a secondary retail focus in Torquay / Jan Juc with a strong entertainment and tourism role. Policies outlined in Section 4 seek to achieve this by upgrading its appearance and amenity and improving links to surround features ie:
- Create stronger links (including some visual links) between Bell Street and the Torquay Surf Beach.
  - Rationalise the oval / camping ground area, to help establish a stronger indigenous vegetation that at the same time facilitates the links called for above.
  - Redesign the large foreshore car park and associated works, to reduce its very strong visual intrusion into the coastal environment.
  - Strongly integrate the main surf beach with adjoining Point Danger and the front beach east and Rock Point and Spring Creek west. (After all, the Surf Beach is a central part of Torquay's Open Space System).
  - Encourage tourist and related uses that would capitalise on the proximity of the Main Surf Beach in the Bell Street precinct.
- (5) Encouraging development of facilities and services for tourism at the following locations:
- Gilbert Street and the Esplanade;
  - Bell Street;
  - Surf Coast Plaza; and
  - Surf Coast Highway ( the parcel of land immediately south of Grossmans Road which will require rezoning to the new Business 4 zone, possibly with a local variation to enable the provision of tourist related commercial activities such as take-away food establishment, restaurants, petrol stations, hotels, motel etc. Normal shops will be prohibited in this area.

Such facilities could include shops, restaurants, accommodation and surf-related goods and services.

In addition, Council will be prepared to consider the planning merits of high quality accommodation and conference facilities in the rural hinterland of Torquay / Jan Juc, especially in the attractive areas to the west of the town,

provided that strict environmental and design controls can be met. Such development would require rezoning.

- (6) Ensure that the outline development plans for new residential areas provide for sufficient well-located retail and community services. These facilities should be co-located to create focal points for the community. The provision of retail floorspace should be modest, to cater for convenience needs only, in order to preserve the primacy of the Gilbert Street shopping centre.
- (7) Promote Torquay as a location for employment generating uses such as industrial, commercial and institutional activities which require high quality accommodation in a rural or coastal environment. To enable such activities to locate in Torquay, land between Coombes Road and the Flora Reserve to the north, on the west side of the Surf Coast Highway, will be rezoned to the new Business 3 Zone. An overlay control will establish guidelines for design and setbacks which will protect the appearance of the town entrances. An area of land will remain on the north side of Coombes Road for rural residential development (refer to Section 5).
- (8) Provide for growth in industrial services (builders yards, concrete batching plants, auto repairs, warehouses etc) by rezoning land fronting Messmate Road on the east side to the new Industrial 1 Zone. The activities in this area will be screened from the Surf Coast Highway by development of the new Business 3 Zone (see policy 5 in this section).
- (9) Promote Gilbert Street and surrounds as a location for small offices, and plan for incremental expansion of Gilbert Street for retail and commercial uses in a westerly direction towards the Surf Coast Highway, including the existing Torquay Primary School site.
- (10) Support neighbourhood level convenience retail facilities on the vacant land on the north side of Beach Road, opposite the Surf Coast Plaza. The purpose of this centre would be to provide a service to employees in the area, as well as to residents of Torquay West.

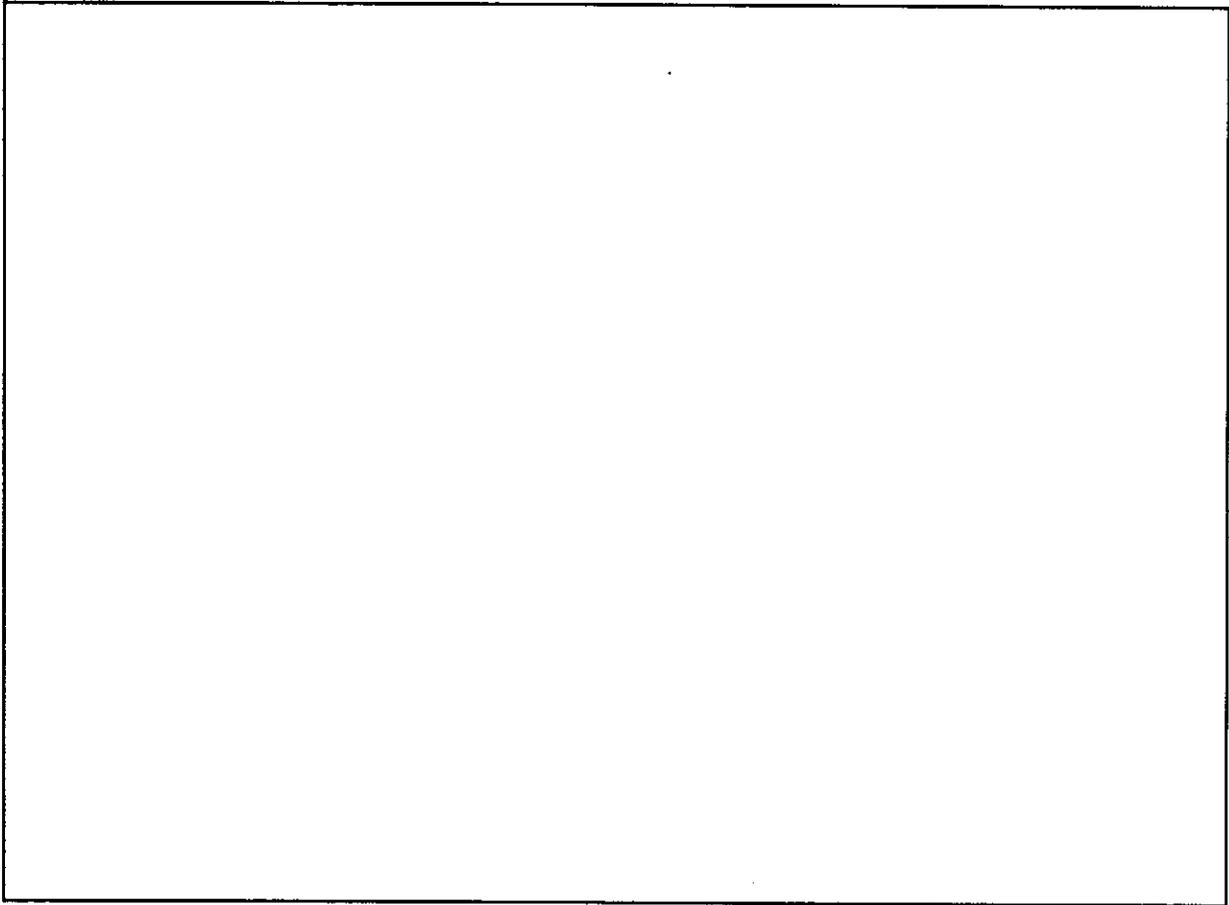
## 6.11 Actions

- (1) Implement the policy outlined above.
- (2) Continue to monitor the rate of investment and the creation of employment in order to gauge the demand for land for various economic activities.
- (3) Refuse the planning application for a new shopping centre on the Surf Coast Highway (and discuss with the applicant alternative uses for the land including

tourist related commercial activities such as fast-food outlets, peripheral sales activities, petrol stations and visitor accommodation).

- (4) Immediately seek investor interest in developing a major retail expansion of Gilbert Street.
- (5) Amend the planning scheme to enable the expansion and enhancement of the Gilbert Street Shopping Centre.





**CHAPTER 7**

***COMMUNITY, LEISURE AND  
EMERGENCY SERVICES***

## 7 COMMUNITY, LEISURE AND EMERGENCY SERVICES

This section addresses issues regarding community, leisure and emergency services in Torquay / Jan Juc. It does not present a strategy for the provision of all of these services as such, but provides background information which will assist Council in the preparation of such a plan(s) in the future. It also addresses outstanding issues regarding the location of major services and facilities in the town.

### PART A: BACKGROUND AND ISSUES

#### 7.1 Existing Community and Emergency Services

Figure 7.1 shows the location of the main community and emergency services which presently exist in Torquay / Jan Juc.

#### 7.2 Estimated Population Growth

Planning for the provision of community services is closely related to population numbers and the composition of the population, particularly in terms of its age structure.

##### 1. Total Population

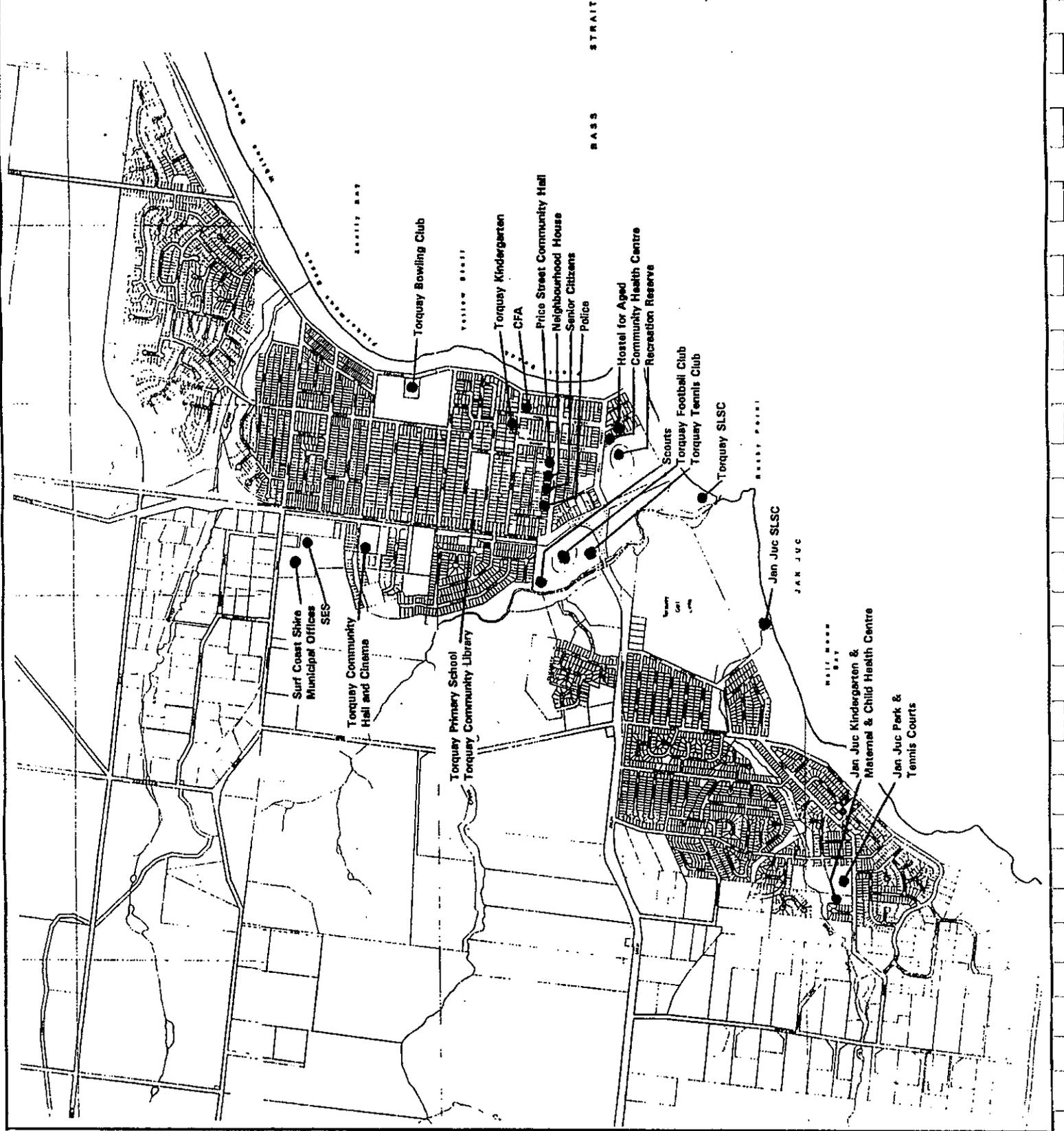
From the population growth estimates provided in Section 3 of this report, Table 7.1 shows the population growth which is expected to occur in Torquay / Jan Juc up to 2011. This growth relates to an average annual rate of growth of 3.6%, or about 250 to 300 persons per year over the period.

**Table 7.1 Estimated Population Growth - 1996 to 2011**

Year	Estimated Population	Estimated Increase
1996	5,860	N/A
2001	7,010	1,150
2006	8,370	1,360
2011	10,000	1,630
<b>Total</b>		<b>4,140</b>

Figure 7.1

Location of Existing Community, Leisure and Emergency Services in Torquay / Jan Juc



Comprehensive Plan for

Torquay / Jan Juc

Surf Coast Shire

Partners and Consultants

In Association with

Chm Dixon Land Design Pty. Ltd.

Planning and Environment

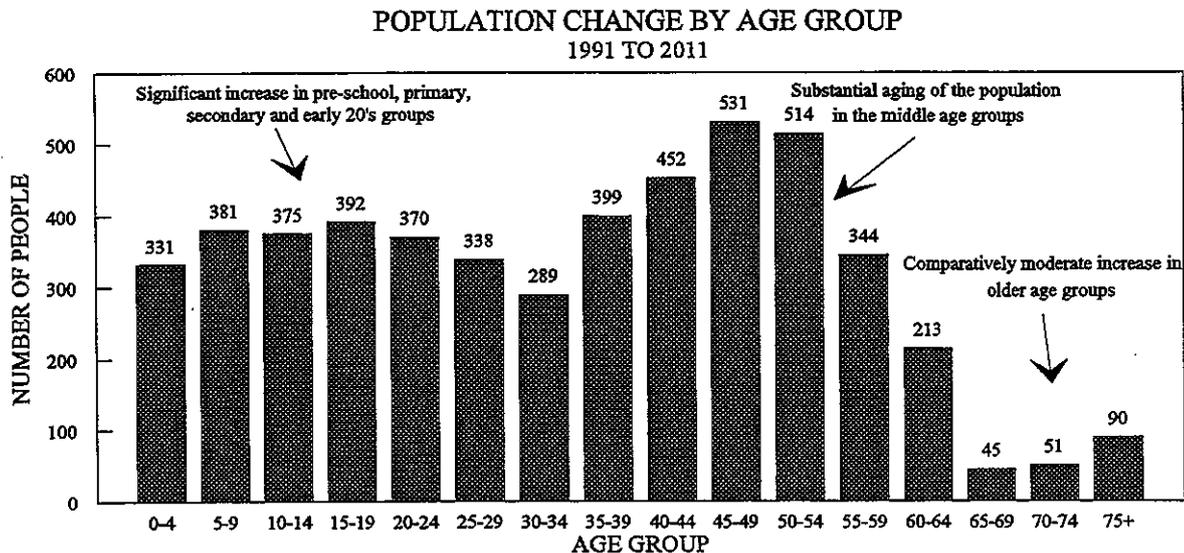
One Angle & Partners

Maime Cooper and Associates

Scale 1:5000  
Drawing No.

## 2. Age Structure

Figure 7.2 shows the estimated change in the age structure of the population up to 2011.



From Figure 7.1 it can be seen that:

- Significant increases are estimated in the number of children in the pre-school age group (0-5), and throughout the primary and secondary school age groups (5-9, up to 15-19 age groups). This will impact on Council's planning for facilities and services for pre-school children such as kindergartens, child care, maternal and child health etc. Increases in the number of children in the primary and secondary school age groups will impact on planning for schools by the Department of School Education (DSE) as discussed below.
- There will be substantial increases in the number of people in the middle age groups of 35-39 up to 55-59. This indicates an aging of the existing population and of residents who will be moving to Torquay in future years, who are mainly young and middle aged adults between 20 and 40 (ie parents of young families).
- A considerably lesser increase (in absolute terms) is estimated in the number of elderly persons in the 60 plus age groups. However, numbers in these age groups will continue to increase and these age groups are often the focus of specialised Council services and facilities.

Note: These estimates are derived from a model which takes into account past movement patterns of people into and out of Torquay / Jan Juc. If elderly people have tended to move out of Torquay in the past in search of higher levels of care (as is likely as little specialist care is available in Torquay), the number of people estimated to be included in these older age groups would be underestimated. Council will need to closely monitor the needs of these age groups on a regular basis.

## 7.3 Education

There are a number of key issues in relation to the planning of schools in Torquay / Jan Juc which are relevant to this strategy:

- The relocation of the existing Torquay Primary School.
- The likelihood of a post primary school in the town.
- Longer term planning for an additional primary school.

### 1. Primary Schools

#### *Relocation of the existing Torquay Primary School*

Discussion has occurred for some time about the possible replacement of the existing Torquay Primary School, which is located in Bristol Street / Boston Road, Torquay. A new site has been suggested for a replacement school in Grossmans Road, to the west of the municipal offices, adjacent to the water tanks. A site was conceptually identified in the 1992 Torquay / Jan Juc Structure Plan and also in the more recent 1993 Torquay West ODP.

Discussions with the Department of School Education (DSE) indicate that a report has now been prepared for consideration by the Minister, which recommends that a 4ha site be purchased in Grossmans Road for a replacement school. That report is likely to be approved by the Minister in the near future, which would enable negotiations to proceed immediately for the purchase of the site.

The timing of the construction of the new school is less certain, but is unlikely to occur before at least 2000. A forecast enrolment of about 600 students is required in the existing school to trigger the need for the new facility. Enrolment in 1995 was 484 students.

### *The need for a second primary school in Torquay*

Given the amount of future residential land which exists in Torquay / Jan Juc, and the opportunity for continuing population growth in the long term, the need for a second primary school should also be considered.

In determining the need for a second primary school DSE considers that the Bellbrae Primary School effectively operates as a second primary school for the wider area comprising the two towns. Accordingly, the issue of a second primary school in Torquay / Jan Juc should really be viewed in terms of the need for a third school in the wider area.

DSE policy sets an enrolment benchmark of 450 students (long term) for a new primary school. This equates to a population of about 5,500 (given the age structure of the population of Torquay / Jan Juc). DSE indicates that a new primary school might be built when the initial enrolment for that school is estimated to be around 300 students.

Assuming Bellbrae does not grow into a full 450 student capacity school, as directly it serves only a small settlement (assume a capacity of around 300 students), then about 1,050 government primary school students would need to be generated from within the wider area to justify the establishment of a second primary school in Torquay / Jan Juc. Reference to Table 7.2 indicates that this is estimated to occur around 2011 to 2016.

### *The future of the existing Torquay Primary School Site*

If or when the need exists for a second primary school in Torquay / Jan Juc, preliminary discussions with DSE indicate that an option would be to retain the existing school in Bristol Street. Whether this occurs would depend on the timing of when a second school may be required compared to when the replacement school would be justified, and the timing of when the decision about decommissioning the existing school has to be made. If the need for a second school is foreseen at around the same time as the replacement school is scheduled to be constructed, DSE may delay construction of the replacement school until a time when both schools can be justified.

### *The location of a second primary school in Torquay / Jan Juc*

The logical location for a second primary school in Torquay / Jan Juc is in the residential growth area to the north of Wombah Park (Torquay North). However, the planning logic of such a location may not be sufficient to convince DSE to abandon the Bristol Street site given the investment that exists in that property.

**Table 7.2 Estimated Student Numbers in Torquay Jan Juc**

Year	Government Primary School Enrolments		Government Post primary School Enrolments	
	From Torquay / Jan Juc only	..... including Bellbrae	From Torquay / Jan Juc only	..... including Anglesea and Bellbrae
1996	485	590	335	461
2001	578	689	399	539
2006	690	807	477	629
2011	824	946*	569	735#
2016	983	1,112*	679	849
2021	1,173	1,308	810	985
2026	1,400	1,542	967	1,146
2031	1,671	1,820	1,154	1,337

\* Time at which consideration might be given to the establishment of a second primary school in Torquay / Jan Juc

# Time at which consideration might be given to the establishment of the first stages of a post primary school in Torquay / Jan Juc

If DSE decides to decommission the existing primary school site in Bristol Street, an appropriate location for a new school in Torquay North should be identified in the outline development plan prepared for that area.

### *The future of the Jan Juc Primary School Site*

DSE owns a primary school site in Jan Juc which is surplus to its needs. That site will be sold at the time negotiations are entered into for the purchase of the Grossmans Road site.

## **2. Post primary School**

### *The importance of a post primary school to Torquay / Jan Juc*

A post primary school is a major community facility which is not currently available in Torquay / Jan Juc. As a result, all teenagers in the town must travel to Geelong for post primary schooling, either in government or private schools.

A post primary school would have a substantial impact on the attractiveness of Torquay / Jan Juc as a place to live. It is likely that the lack of a post primary school has a negative impact on the growth of the town, in that prospective residents may

be discouraged from moving to Torquay / Jan Juc if they know that their children will have to commute to Geelong every day to school. It may also have a negative effect on the local economy, as people (both children and parents) must leave Torquay / Jan Juc for schooling, which often leads to shopping, entertainment and recreation trips out of the town as well.

### *The likelihood of a post primary school establishing*

In its recent assessment of the need for a replacement primary school in Torquay / Jan Juc, DSE also assessed the possible need for a post primary school (so that it could acquire sufficient land for a combined facility, if necessary). DSE's assessment concluded that there is no likelihood that a post primary school would be required in Torquay / Jan Juc in the near future, that it was not necessary to acquire additional land in Grossmans Road for a future post primary school, and that adequate opportunity would exist to acquire land in another appropriate location at a later date.

DSE's enrolment benchmark for a new post primary government school is 1,100 students (long term). This equates to a population of around 20,000 people in its catchment. However, as post primary schools are constructed in stages, a new school may be established once forecast enrolments reach around 600 to 700 students, if the 1,100 student enrolment level is likely to be achieved in the following 3 to 5 years.

In determining future enrolments for a post primary school in Torquay / Jan Juc, it may be assumed that Anglesea and Bellbrae (and surrounding rural areas) would fall within the catchment. From the estimates provided in Table 7.2, it may be seen that by around 2011 to 2016 the catchment is estimated to generate around 600 to 700 government post primary school students. However, the 1,100 student criterion would not be reached until around 2026.

DSE's policy does allow "special factors" to be taken into account in determining the requirement for new schools. However, these factors are not stated and have not been tested for situations like Torquay / Jan Juc. The policy, as stated, seems to relate to rapidly growing metropolitan areas which have other post primary schools nearby, or to smaller established country towns which already have a post primary school. It does not logically relate to a growing residential area which is physically separated from a metropolitan area or a country town (in which existing post primary schools are available), as is the case with Torquay / Jan Juc.

Torquay / Jan Juc is an individual community which is physically and socially separated from Geelong. It is considered that a case exists for a post primary school to be located in Torquay / Jan Juc, at the earliest possible time.

This would have significant planning benefits as it would assist in supporting the individual identity and character of the town, and would also recognise Torquay / Jan Juc's role as one of the faster growing areas in the Geelong Region. However, given

forecast enrolments, it is unlikely this would occur until around 2011 to 2016 (at the earliest), at which time the first stages of a post primary school might be justifiable.

In determining the need for a new post primary school DSE would also take into account the impact on enrolments in existing schools. Grovedale Secondary College is the closest school to Torquay / Jan Juc, and it relies quite heavily on students from coastal areas to make up its numbers. This would also impact on DSE's decision regarding a post primary school in Torquay / Jan Juc. The outcome of the Geelong Strategy Plan which is currently being prepared may impact on education planning in the area depending on its recommendations for development to the south of Geelong in the Mt Duneed area.

#### *The location of a post primary school*

The 1993 Torquay West Outline Development Plan identified a site for a joint primary / post primary school in Grossmans Road. Given that DSE is unlikely to purchase sufficient land in Grossmans Road at this time, Council would need to take action itself to retain the land for this option. This may require Council purchasing the land.

Whilst there are benefits in the co-location of primary and post-primary schools, DSE does not see it as being essential. Given the long lead time before a post primary school is likely to be contemplated, and the fact that its timing approximates that of a second primary school, an alternative might be to co-locate a post primary school with a second primary school, possibly in Torquay North. The disadvantage of this would be a less central location and a significant distance from the major community facilities which are likely to be located on or near the municipal offices site.

#### *A private post primary school*

Given the long leadtime before a public post primary school is likely to locate in Torquay / Jan Juc, Council may seek to promote the attractions of the area to a private post primary school. The attractive countryside surrounding Torquay / Jan Juc, the proximity to the coast and proximity to Geelong and Melbourne may appeal as a site for a campus of an established school. Utilising the assets of the area, such a campus could concentrate on courses focused on the environment (especially the coastal and marine environment), tourism, sport and leisure etc.

## 7.4 Emergency Services

For some time the Surf Coast Shire and its predecessor, the Shire of Barrabool, have been working with an number of organisations within Torquay / Jan Juc to establish a community and emergency services precinct. Uses involved in the discussions have included:

- the police;
- the CFA;
- the Torquay Community Health Centre;
- an aged persons hostel which is seeking to establish in Torquay / Jan Juc; and
- with the possibly of an ambulance station being considered as well.

These uses are currently scattered around Old Torquay (see Figure 7.1). Many require larger sites in order to accommodate plans for expansion.

Amendment R34, which was placed on public exhibition in August 1995, proposed to rezone Council owned land at the rear of the municipal offices (fronting Beach Road) to accommodate these uses.

In response to objections received following exhibition, and concerns about compatibility of emergency service uses with a community health centre and aged persons hostel, Council modified the amendment to make emergency services (ie police, CFA etc) discretionary rather than as-of-right uses.

Subsequent negotiations between Council and emergency service groups have resulted in agreement on alternative sites for the Police and CFA in front and to the side of the municipal offices in Grossmans Road. The community health centre and aged persons hostel will remain on the site at the rear of the Council offices.

This resolution is appropriate for these uses, subject to detailed design and siting of the facilities. Site layout and design are particularly relevant in relation to the site fronting Beach Road. This land, being publicly owned, is strategically located between what will become two major activity nodes in the future: the municipal offices precinct and schools (existing and future) in Grossmans Road; and the Surf Coast Plaza complex. The land provides the opportunity for visual and functional linkages between these nodes to assist in integrating activities. Many design issues in this precinct remain outstanding: Fisher Stewart has recently been engaged to prepare a concept plan for the municipal offices precinct; and Hames Sharley have been engaged to prepare a concept plan for the redevelopment of Surf Coast Plaza.

This work will need to be integrated to maximise the opportunities available in the area.

## 7.5 Local Government Facilities

### 1. Location

The area between Grossmans Road and Surf Coast Plaza is emerging as a focal point for a wide range of activities in Torquay / Jan Juc. If this continues the result will be two major activity centres in the town:

- Gilbert Street - which is planned to remain the retail focus of Torquay / Jan Juc
- Torquay West - which will become the tourist and municipal focus.

The question has been posed by Council officers whether Torquay West is appropriate as a focal point for Council activities, and whether the location of the municipal offices is sufficient to justify the clustering of other local government facilities in the future.

Ideally it would be preferable (if possible) to locate municipal facilities and community services and facilities close to the Gilbert Street shopping centre. Gilbert Street is, and is planned to remain, the major retail activity centre in Torquay. This would achieve a general planning objective of concentrating community and commercial uses for maximum accessibility by the community. A location near Gilbert Street would also have the advantage of being close to the beach, which would contribute to reinforcing the coastal town character of Torquay / Jan Juc as it grows.

However, Gilbert Street is in the middle of an established residential area and the location of new activities is constrained by existing uses. Policies supporting Gilbert Street as the main retail focus will require expansion of the centre for retail and car parking purposes. Whilst there are good retail planning reasons to support the expansion of the centre for shopping, to locate major community uses there as well, would require additional encroachment into residential areas. This is unlikely to be either possible or desirable.

The Torquay Primary School site presents an opportunity in this area. Whilst it may be possible to co-locate a mix of community and commercial uses on this site, this would constrain its possible long term use for expansion of Gilbert Street as a commercial centre.

There are a number of factors which contribute to the emergence of the Torquay West area as a logical location for a concentration of community facilities:

- The location of the municipal offices in Grossmans Road and considerable vacant Council owned land which provides the potential for further Council facilities and provides a relatively unconstrained site.
- The existence of Surf Coast Plaza, Surf World Museum and the Torquay Community Hall, which are major activity generators.
- Highway exposure and high levels of accessibility.
- Proximity of the Baines Court industrial area, which is a major employment focus.
- The location of the St Therese Primary School in Grossmans Road and the proposed relocation of the Torquay Primary school, which would benefit through the possible multi-use of some adjacent community facilities.
- The potential for ongoing residential development in Torquay West, which would make the area more central to the population of Torquay / Jan Juc in the future.

On the basis of the above, it is not considered that the location of the municipal offices is the only reason which makes the Torquay West area attractive for the location of major community facilities in the future. However, there is no doubt that it contributes to the attractiveness of this location for community facilities.

On the issue of the appropriateness of the location of the municipal offices, given the investment on the site, especially with the recent expansion and the amount of vacant Council owned land available, it is unlikely the offices would be relocated elsewhere in Torquay in the future. In any event no comparable sites are considered to realistically exist. As with most activities in Torquay / Jan Juc, a site with a beach frontage or view would present a major benefit in that it would assist in contributing to the coastal character of the town and to the "surf coast" image of the municipality. However, without alienating established public uses like Taylors Park, the foreshore reserve on which the Torquay Camping Ground and Caravan Park is located, or the Golf Club, no other appropriate foreshore areas are available. A possible alternative would be the designated development areas on the highway to the north of Spring Creek. However, the existing site is more central and highway frontage could be achieved on that site if considered necessary by Council.

## 2. New Facilities Required

From discussions with Council staff there are a number of major community facilities which may be required in the future. These include:

- A library.
- A large community hall and theatre.
- A swimming pool.
- A multi-purpose community centre.

The actual need for these facilities will have to be determined by more detailed investigations by Council, having regard to its total obligation to the wider Surf Coast Shire and the appropriateness of providing facilities of various size in different towns throughout the municipality.

Subject to detailed design and site planning, these major facilities would be appropriate to locate on the site of the municipal offices. Any concept plan for that site should take into account the location of these facilities.

## 3. Price Street

A small concentration of community facilities exists in Price Street. The opportunity exists to expand community interests in this area given existing land use and ownership patterns. Facilities and opportunities in this area include:

- Existing police station - which is planned to be relocated to Grossmans Road.
- Senior Citizens Club - has funds to expand and upgrade and have drawn up plans.
- Community House (old Water Board Offices) - needs to be upgraded and expanded.
- Old Torquay Hall - owned by the Torquay Improvement Association (TIA) and condemned as a public building. It is presently used for storage. The hall could be refurbished but it would be very expensive and may not provide a facility of a type or a size that is most needed in Torquay.
- Tennis Courts and vacant land owned by TIA at the corner of Price and Munday Streets

With most land in this area in public ownership of some kind, and most buildings either soon to become redundant or requiring expansion and refurbishment, an excellent opportunity exists for the coordinated redevelopment of this area as a post primary node for more local community services and facilities within Torquay. This would complement major facilities provided near the municipal offices. Council should enter into discussions with other land owners in this area with the aim of preparing a concept plan for the integrated redevelopment of the precinct.

An alternative to continuing community activities on this site would be to re-establish such facilities on the existing Primary School site, integrated with a possible longer term expansion of the shopping centre on that site. The scale of the facilities involved is unlikely to prejudice expansion of the shopping centre (as would be the case if major uses such as a swimming pool established on the site).

#### **4. Community Facilities in Newly Developing Areas**

Within the planning period new residential development is forecast to occur as follows:

- One major development area will exist to the north of Torquay, with infill of Wombah Park and new development further to the north
- A second major development area will exist to the west of Torquay, with development proceeding on two fronts, from Great Ocean Views in the south and from Beach Road in the north.
- Infill development in Jan Juc.
- Consolidation in existing residential areas, but with an emphasis on Old Torquay.

The pattern of activity centres and community activities is essentially established for all areas except Torquay North:

- The amount of infill development in Jan Juc will not demand the need for a change in existing activity centres patterns.
- Development in Torquay West will essentially be serviced by existing and new facilities located in the vicinity of the municipal offices precinct and Beach Road.

The Torquay North area is potentially the largest growth area and is also the most remote from existing community services and facilities, as well as from shops and other centres. In the long term residential development in this area could extend to South Beach Road. Community facilities will need to be provided in a location

accessible to the future population, and should be located in the vicinity of other activities such as shops, schools, open space etc, wherever possible. The location of such facilities should be determined during the preparation of a local structure plan for the Torquay North area.

## 7.6 Torquay Recreation / Cultural Facility and Development Study

A recent study has been undertaken for Council which examines and makes recommendations in relation to an indoor swimming pool in Torquay / Jan Juc and development of the Spring Creek Reserve. (*Torquay Recreation / Cultural Facility Development Study and Spring Creek Reserve Masterplan, Jeavons & Jeavons Pty Ltd, May 1995*)

That report has been referred by Council to the Torquay 2000 Committee. The recommendations have not yet been considered or adopted by Council.

### 1. Indoor Swimming Pool

At the time the study was undertaken the need for a 25 metre indoor swimming pool was seen as the highest priority in Torquay / Jan Juc by the local community. The study investigated the feasibility of such a facility and concluded that:

- an indoor swimming pool would not be feasible; and that
- a large facility which comprised a wave pool was likely to be more feasible.

The report recommended that Council:

- ..... *commence the planning and design of an indoor swimming facility to serve Torquay and the Shire;*
- ..... *consider the inclusion of a wave pool within the facility .....; and*
- *give preference to a site for such a facility which has at least a visual connection with the sea. (p 53)*

Since that report was completed an indoor learn-to-swim pool has been established in the Baines Court industrial area. That may well have implications on the report and it is likely that a further feasibility study would have to be undertaken if Council decided to proceed with any initial plans for an indoor swimming pool.

The question of whether an indoor swimming pool should be established by Council in Torquay / Jan Juc is beyond the scope of this report. However, if Council decides to proceed with such a facility its location would have implications for this strategy.

The Jeavons' report considered a number of alternative sites and concluded that a site with a connection to the sea would be preferable, with a site near Point Danger being discussed. The merits of such a location are apparent if the facility is designed as a wave pool and requires high levels of exposure for tourists. However, if the pool is a 25 metre indoor pool for local needs only, a location in the municipal precinct, adjacent to the Council offices and other major facilities suggested for that area, would be appropriate. Such a location would also be accessible to schools along Grossmans Road and workers from Surf Coast Plaza and the Baines Court Industrial area.

## **2. Outdoor Recreation Areas**

The report also included recommendations regarding outdoor recreation areas. It:

- provided a Master Plan for the redevelopment of Spring Creek; and
- recommended an additional outdoor sport complex, preferably in the vicinity of the proposed school in Grossmans Road.

The recommendation for a new outdoor sports complex in Grossmans Road is supported by the strategy. Such a facility should accommodate the recreational needs of future residents of the Torquay West area. In addition it is considered that further outdoor recreation facilities will need to be provided in the Torquay North area, to accommodate future population growth in Torquay's major growth corridor. Such a facility should be planned having regard to the location of other commercial, community and educational facilities in that area, and should be taken into account in the preparation of an outline development plan for the area.

## PART B: THE PLAN

### 7.7 Goals

Goals in relation to community services, leisure and emergency services are:

- (1) To accommodate and integrate community, leisure and emergency service needs of the existing and future population of Torquay / Jan Juc with the overall strategic planning of the town.
- (2) To provide guidance for Council and other planning and infrastructure agencies on the expected rate and pattern of development in Torquay / Jan Juc in order to facilitate the integrated planning of community, leisure and emergency services.
- (3) To input into the resolution of a number of key issues regarding the planning of community, leisure and emergency services and facilities in the town.

### 7.8 Policies

Policies in relation to community services, leisure and emergency services are:

- (1) For the municipal offices site in Grossmans Road to be developed as the main municipal precinct in Torquay / Jan Juc and to locate other major local government facilities on that site. Potential uses include expansion of the municipal offices as required and other major uses which Council may determine necessary in the future, such as a library, large hall / theatre, indoor swimming pool or multi-purpose community centre (if or when any such facilities are required). A municipal outdoor recreation complex is also to be established in this area.
- (2) For the area in the vicinity of existing Council facilities in Price Street (Old Torquay) to be established as a secondary precinct for more local municipal services and facilities. This will require coordinated action between other public land owners in the area and the preparation of an integrated redevelopment concept plan for the precinct.
- (3) For Council to commence planning for other neighbourhood clusters as required, especially in the Torquay North area as part of the preparation of an outline development plan for that area.

- (4) For Council to work with the Department of School Education (DSE) in relation to education planning in Torquay / Jan Juc, with the aims of:
- Establishing a new primary school in Grossmans Road.
  - Seeking the Department's assistance in retaining additional land in Grossmans Road for a joint primary / post primary school. If this is not forthcoming, for Council to assess whether it can retain this option using its own resources.
  - Decommissioning the existing Torquay Primary School site in Bristol Road, rather than retaining it as a possible second primary school site. This would provide the opportunity for the town centre expansion on this site in the long term.
  - Identifying an appropriate site for a second primary school in Torquay North (long term). This site may be planned as a joint primary / post primary site depending on whether land can be retained for a post primary school in Grossmans Road.
- (5) For Council to resolve the outstanding issue of whether and / or when an indoor swimming pool will or will not be established in Torquay / Jan Juc.
- (6) For Council to prepare a detailed Community Services Plan and Leisure and Recreation Plan to accommodate the existing and future needs of the community of Torquay / Jan Juc, and for these plans to be integrated with this comprehensive strategy plan.

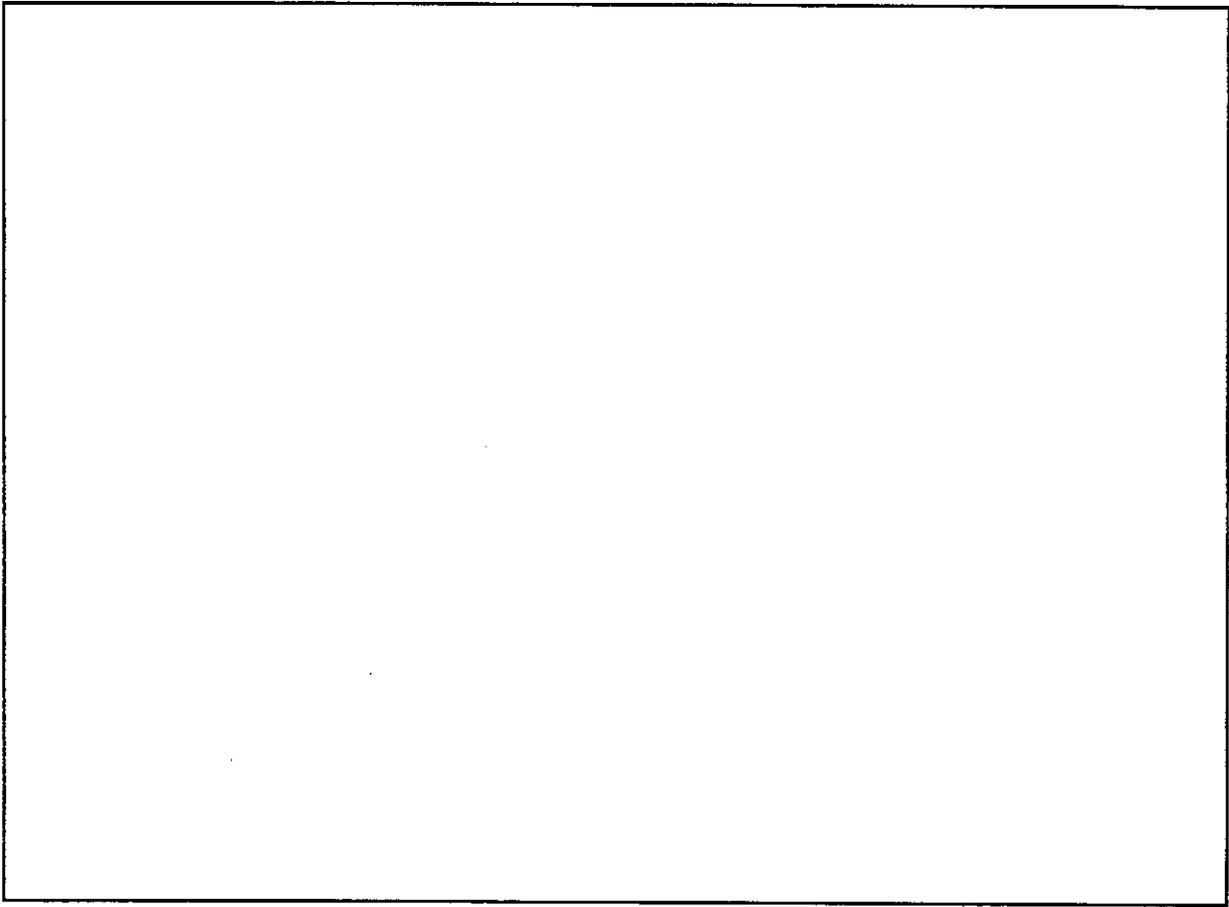
## 7.9 Actions

Actions in relation to community services, leisure and emergency services are:

- (1) Ensure that detailed Community and Leisure Plans prepared by Council are integrated with this strategy.
- (2) Undertake detailed studies and prepare policies regarding the need for and the timing of the provision of major new local government facilities which may be required in Torquay / Jan Juc in the future. For example a library, large hall / theatre, indoor swimming pool, multi-purpose community centre. In particular, Council should reinvestigate the feasibility of an indoor swimming pool now that a commercial learn-to-swim pool has been established in Torquay and resolve this issue, which remains outstanding within the community.

- (3) Prepare a concept plan for the development of the Grossmans Road municipal precinct. This plan should identify all uses likely to be located on the site, endeavour to integrate the municipal precinct with the proposed redevelopment of Surf Coast Plaza, and identify additional land requirements for local government facilities in the vicinity of this precinct, if any.
- (4) Commence discussions with other public agencies and land owners in the Price Street area and prepare a integrated concept plan for the development of this area as a secondary municipal precinct.
- (5) Commence discussions with DSE regarding education planning in Torquay. In particular, Council should take a strongly proactive role in establishing a post primary school in the town. It should prepare a formal submission to the Department which seeks special consideration in the early provision of a post primary school and which seeks to implement other elements of the policy expressed above.
- (6) Ensure that outline development planning for the future residential development area in North Torquay takes into account the need for a possible primary school, post primary (depending on outcome of discussions with Council), outdoor recreation facility, local community services and facilities and retail / commercial facilities.
- (7) Regularly monitor the rate and location of population growth within Torquay / Jan Juc and the changing characteristics of the population, to provide a sound basis for the planning of community and leisure services and facilities.





**CHAPTER 8**  
***TRANSPORT***

## 8 TRANSPORT

Two traffic management studies have been undertaken for the Surf Coast Shire Council and VicRoads for the Torquay township and Torquay/Jan Juc area. These were undertaken by Turnbull Fenner Smith in June 1994 and Turnbull Fenner in July 1995. These reports provide background data on traffic flows, traffic accidents, and pedestrian and cyclist volumes along the Surf Coast Highway - Great Ocean Road corridor. The emphasis of the studies was to develop a program of measures along the Surf Coast Highway and Great Ocean Road to address safety and access issues.

### PART A: BACKGROUND AND ISSUES

#### 8.1 The Road Network

The overall road network for the area is shown in Figure 8.1.

The dominant element of the road network in Torquay / Jan Juc is the Surf Coast Highway. It is a four lane divided highway which extends through Torquay to Spring Creek. West from Spring Creek, the Surf Coast Highway becomes the Great Ocean Road. The Great Ocean Road is a two lane road.

The Surf Coast Highway provides a direct north-south route to Geelong, linking with the Princes Highway at Belmont. The Great Ocean Road provides the coastal highway route to the south-western towns including Anglesea, Lorne, Apollo Bay and further to Port Campbell, Peterborough and Warrnambool.

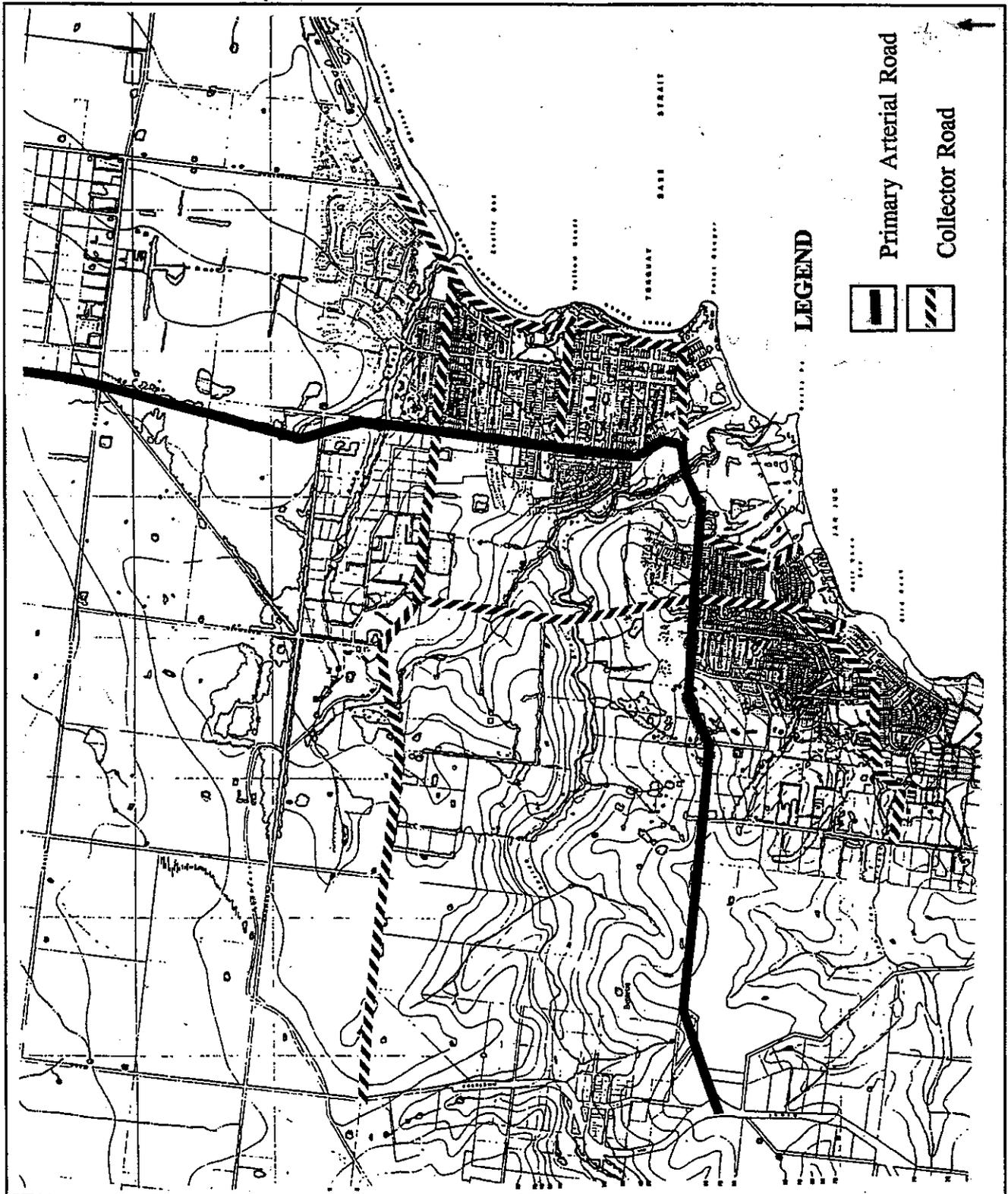
The Surf Coast Highway and Great Ocean Road provide the principal traffic route into and through the town, serving a significant regional role.

The Surf Coast Highway is a declared highway, whilst the Great Ocean Road is a declared tourist road under VicRoads functional classification. VicRoads directly undertakes works on the Surf Coast Highway and Great Ocean Road.

The collector roads serving the area are also shown in Figure 8.1 and these can be described as:

- Bell Street - The Esplanade along the foreshore in Torquay;
- Zeally Bay Road, Darian Road and Fischer Street within the eastern precinct of Torquay;

**Figure 8.1  
Road Network**



- Duffields Road, Grossmans Road and Messmate Road in the western area of Torquay;
- Duffields Road, Sunset Strip, Bells Boulevard, Princes Terrace, Hoylake Avenue and Carnarvon Avenue in Jan Juc; and
- Bones Road and Jarosite Road in the Bells Beach area.

In addition, Bells Beach Road has been declared a tourist road under VicRoads classifications. Council undertakes works on Bells Beach Road with funds provided by VicRoads.

## 8.2 Traffic Flows

Figure 8.2 indicates the daily traffic volumes. This information has been sourced from the Surf Coast Shire, as presented in the two traffic studies that have been undertaken for Torquay and Jan Juc.

The figures indicate:

- the high volume of traffic on Surf Coast Highway and Great Ocean Road with an annual average traffic flow currently of over 7,500 vehicles per day (vpd)
- other roads with over 2,000 vpd are:
  - Darian Road
  - Bristol Road
  - Bell Street
  - Baines Court
  - Duffields Road (south of Great Ocean Road).

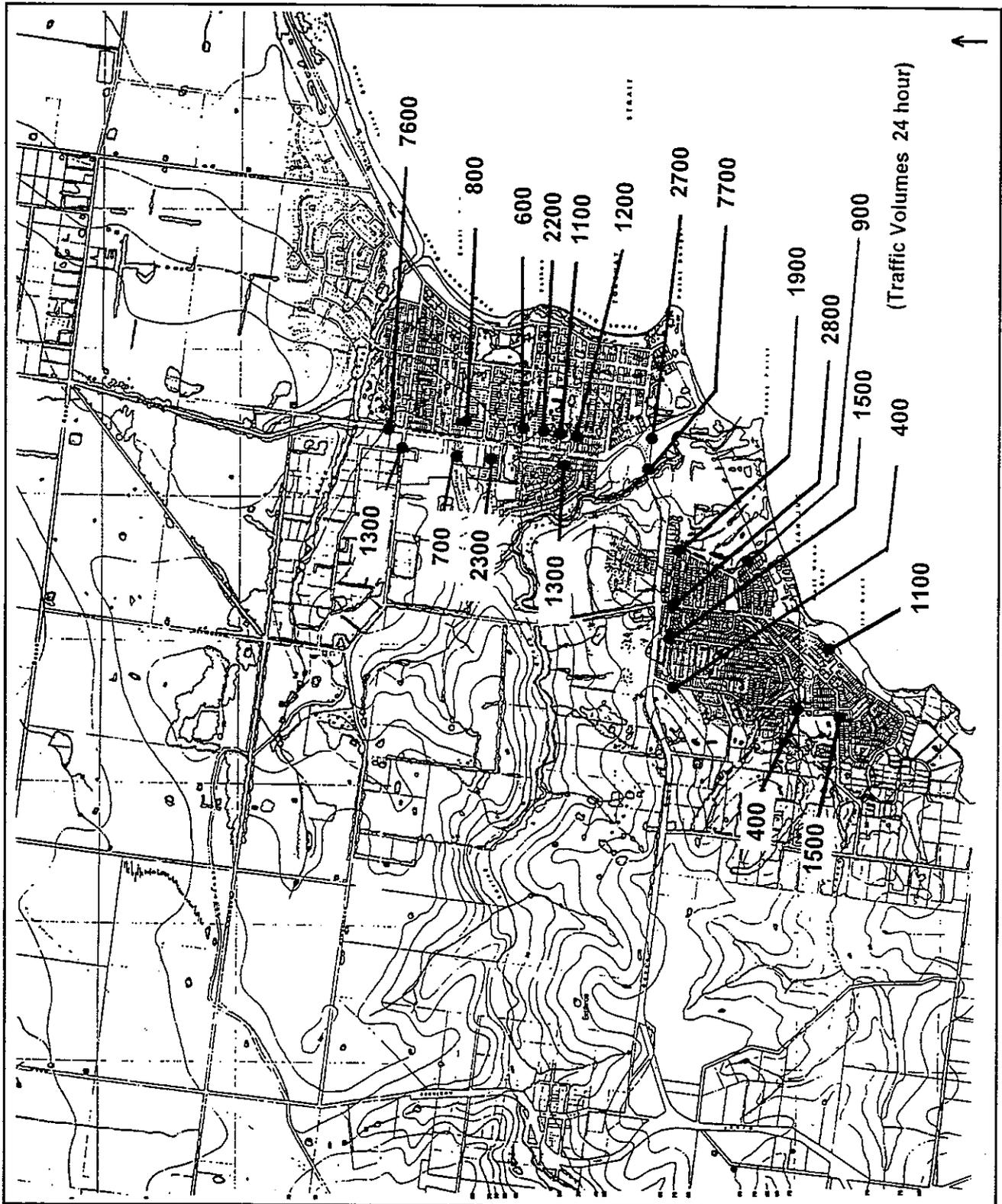
Of these roads Baines Court and Bristol Road are classified as local streets.

### *Peak Periods*

A major issue for Torquay / Jan Juc is the effect of the main holiday season throughout December and January. In this regard, traffic counts are provided below, where the count has been undertaken in the same location at two different periods in one year, where we find:

- Great Ocean Road (west of Domain Drive) - in January 1990 there was an average of 4,900 vpd and in August 1990 an average of 2,500 vpd which equates to around 2,400 additional vehicles per day;

Figure 8.2  
Traffic Volumes



- Torquay Boulevard (south of Great Ocean Road) - in January 1991 there was an average of 2,000 vpd and in March 1991 this average figure had been reduced to 1,500 vpd;
- Surf Coast Highway (north of Grossmans Road) - in January 1994 there was an average of 13,800 vpd and by February 1994 this had dropped to an average of 9,800 vpd.

Traffic growth on the Surf Coast Highway and Great Ocean Road is not only influenced by development within Torquay / Jan Juc, but also growth of the tourism industry and development of coastal towns further along the Great Ocean Road. This growth can occur from permanent residents commuting to Geelong or elsewhere, or as recreational activity.

### 8.3 Public Transport

Bus routes within the area are shown in Figure 8.3. The following bus services operate to and within the area:

- V-Line Bus Service - operates from Geelong to Apollo Bay on weekdays and on the weekends. There are generally two services on a weekday (mid-morning and late afternoon) and a morning and evening service on Saturdays and Sundays
- McHarrys Bus Line - operates a service from Geelong to Torquay and Jan Juc on a regular basis from Monday to Saturday. There are five services every weekday to/from Torquay, four of which extend to Jan Juc. There are four services on Saturdays.

### 8.4 Bicycle and Pedestrian Networks

The "Torquay / Jan Juc Structure Plan 1992" prepared by the Geelong Regional Commission highlighted the provision of bicycle paths along Jan Juc Creek and Carnarvon Avenue, and noted that further bicycle tracks are proposed in the "Barrabool Shire Bicycle Strategy Plan, 1992". Figure 8.4 indicates the route network plan from the Strategy Plan.

There is no plan for the Torquay area east of the Surf Coast Highway.

The Surf Coast Highway and Great Ocean Road between Geelong and Anglesea have been constructed with sealed shoulders to provide for cyclists. This route is regarded by VicRoads as one of the six strategic bicycle routes in the region.

Figure 8.3  
Bus Routes

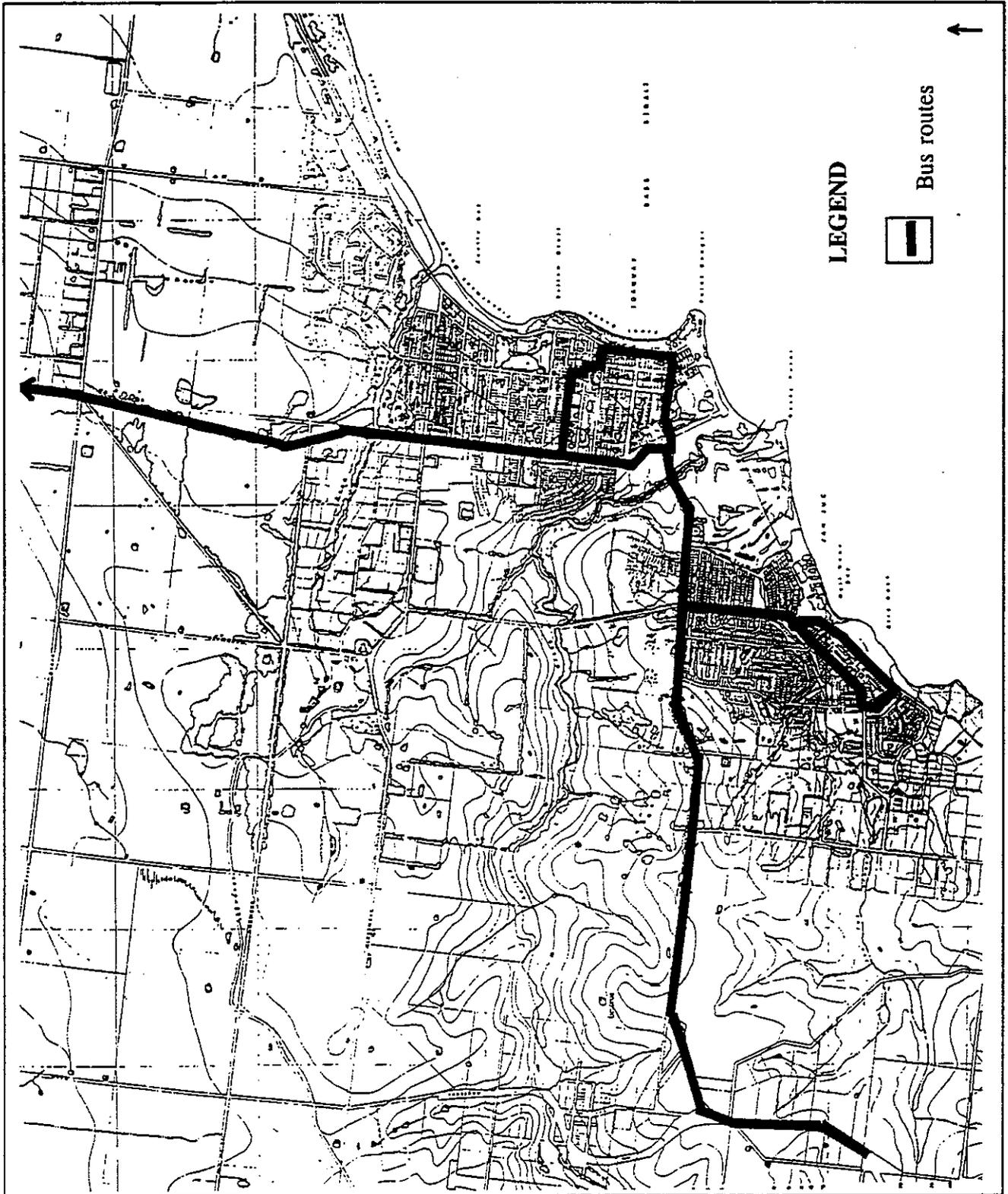
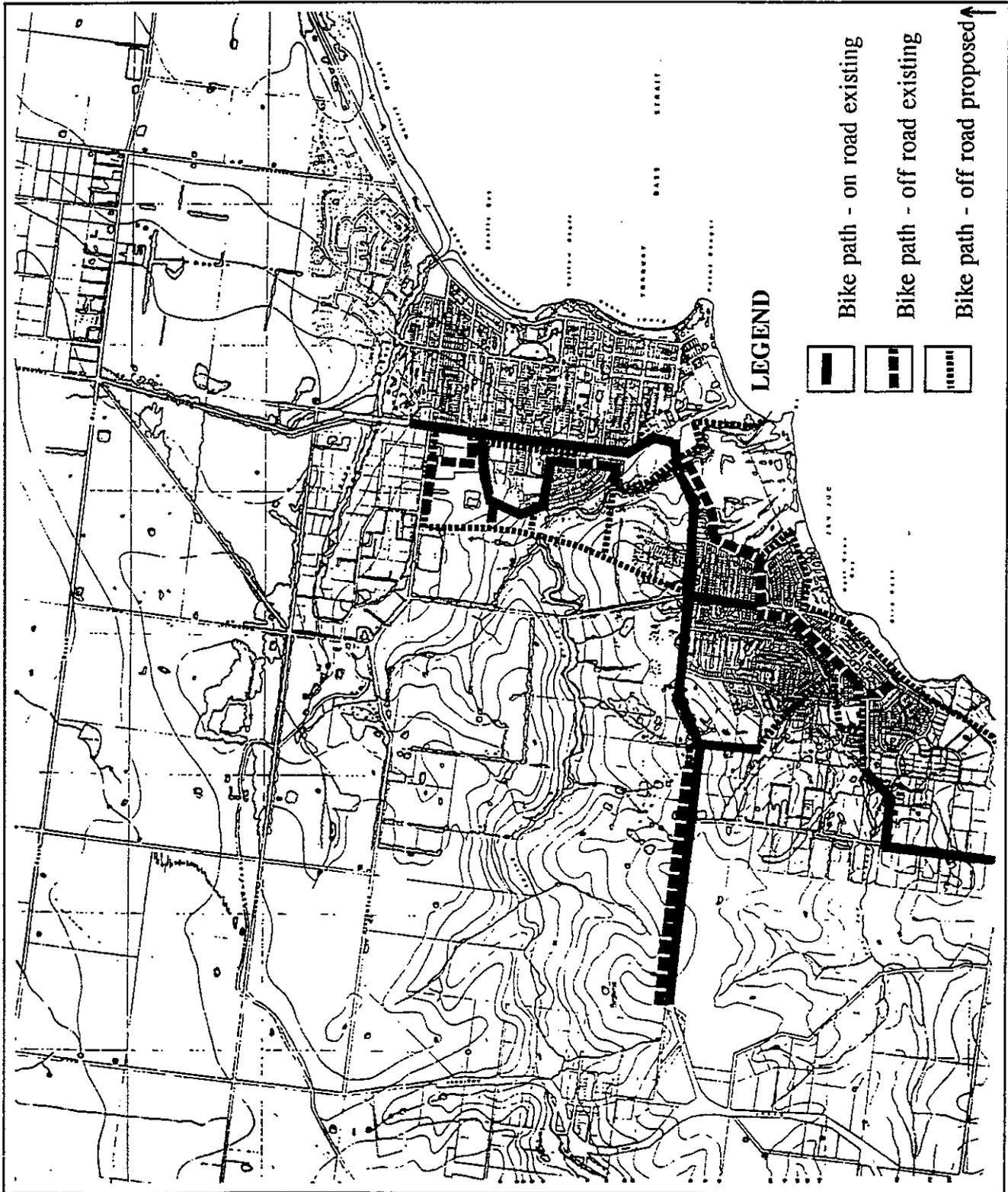


Figure 8.4  
Barrabool Shire Bicycle Strategy Plan



Jan Juc Beach is the start of the Surf Coast Walk that provides a walking track along the coastline from Jan Juc to Moggs Creek. Other walks include:

- Point Danger to Point Impossible;
- Spring Creek to Rocky Point;
- Jan Juc to Bells Beach;
- along Deep Creek; and
- along Spring Creek.

## 8.5 Proposed Projects

Road projects programmed for implementation by Surf Coast Shire Council the 1995/96 year in the study area are:

- Grossmans Road widening;
- Horseshoe Bend Road / Blackgate Road intersection;
- Parkside Crescent;
- Sunset Strip / Stuart Street intersection; and
- Messmate Road between Grossmans Road and Coombes Road.

The recommended traffic management strategies along Surf Coast Highway and Great Ocean Road from the Torquay and Jan Juc traffic studies have been adopted by VicRoads for its future funding program. None of the projects are on the 1995/96 program. The highest priority project is considered to be the signalisation of the Grossmans Road / Surf Coast Highway intersection.

The main traffic management projects recommended from the two studies include the following:

- Surf Coast Highway / Darian Road / Grossmans Road Intersection - the installation of intersection signals (immediate);
- Surf Coast Highway between Grossmans Road and Beach Road - to construct a service road (medium to long term);

- Surf Coast Highway / Beach Road Intersection - to install intersection signals (medium term);
- Surf Coast Highway / Baines Court Intersection - to install intersectional signals (immediate to medium term);
- Surf Coast Highway / Zeally Bay Road Intersection - to install signalling (immediate);
- Surf Coast Highway / Bristol Road Intersection - to close median (long term);
- Surf Coast Highway between Grossmans Road-Darian Road and Bell St - Bike Lanes with north-bound carriageway to have marked and signed separate bike lane (immediate) and south-bound carriageway to have marked shared lane (long term);
- Great Ocean Road / Bell Street - to construct an additional lane on Bell Street approach (immediate) and replace roundabout control with traffic signals (long term);
- Great Ocean Road / Hoylake Avenue - to install intersection traffic signals (medium to long term);
- Great Ocean Road - Spring Creek Bridge to Ocean View Crescent - to construct sealed shoulder on north side (immediate);
- Great Ocean Road / Duffields Road - to install intersection traffic signals (immediate);
- Great Ocean Road / Torquay Boulevard - to close service roads (immediate);
- Great Ocean Road / Strathmore Drive West - benching, relocate kerb and construct shoulder on north side, paint turn lines (immediate);
- Great Ocean Road / Bells Boulevard - construct roundabout (long term).

## 8.6 Issues for the Comprehensive Plan

During the initial phase of this project, discussions were conducted with Council and VicRoads officers. These discussions and the collation of background information have raised a number of issues that need to be reviewed and addressed in developing the strategy plan for Torquay / Jan Juc. These are outlined below.

- (1) **Monitoring** - Having regard to the developing nature of Torquay / Jan Juc, the regular review of maintaining and upgrading road facilities is required. It is therefore desirable that traffic data for the collector and main road network be available. This review of information is also important for supporting applications for funding of proposals.

At present VicRoads has traffic flow information relating to the Surf Coast Highway and Great Ocean Road. However, information relating to other roads in Torquay / Jan Juc is not as prevalent. Main references for information are the Torquay and Jan Juc traffic studies, however, these studies concentrate on the highway corridor. Information on traffic flows on roads in other parts of the study area are therefore scarce or non-existent.

- (2) **Road Hierarchy** - The Torquay and Jan Juc traffic studies indicate a road hierarchy for the well established urban areas of the study area. It is necessary to extend this review of those parts of the study area not included in the previous studies to designate an appropriate road hierarchy. This would provide:

- a basis for developing subdivision networks;
- a direction for future road upgradings; and
- an indication for long term network options and opportunities.

- (3) **Traffic Access** - The major traffic access issue for Torquay / Jan Juc relates to the difficulty in traffic merging onto the Surf Coast Highway and the Great Ocean Road during the seasonal peak period. In the peak season and during other times of high flows, long delays to gain access onto these road are often experienced, which is essentially caused by the high flow of through traffic.

The Torquay and Jan Juc traffic studies have recommended traffic management strategies for the Surf Coast Highway and Great Ocean Road to address this issue. VicRoads has adopted these strategies and are seeking funding for implementation in accordance with the suggested program (as indicated in Section 8.6).

The installation of signals at locations such as Grossmans Road, Zeally Bay Road and Duffields Road will improve accessibility at these specific intersections, as well as the other intersections by creating breaks or traffic platoons.

- (4) **Traffic Bypass** - It has been raised that a traffic bypass of Torquay / Jan Juc might alleviate local accessibility and amenity issues. Comments have been made during consultations that since the upgrading of the Surf Coast Highway it is more convenient to access coastal towns and the Great Ocean Road from Anglesea west, via Torquay rather than via Freshwater Creek. This will lead to increasing through traffic, including commercial and emergency vehicles through Torquay / Jan Juc. Given that residential development is now occurring in Torquay West, to the west of the Surf Coast Highway for the first time, the Highway now "cuts through" the residential areas of the town rather than "passes them". As traffic increases it will increasingly present a barrier to movement (particularly pedestrian movement ie children) from those western residential areas to the beaches, to the Gilbert Street shops and to other facilities available between the Highway and beach.

Based on current traffic flows through Torquay / Jan Juc and the relative capacity of the Surf Coast Highway it is considered that the construction of a traffic bypass would currently not be warranted based on the following:

- the significant costs involved; and
- the associated environmental impacts on the undulating area to the west of Torquay.

As an alternative, the medium to long term action could be focussed on upgrading existing roads such as Messmate Road, Coombes Road and Grossmans Road, to provide an alternative route around Torquay linking to Anglesea Road.

Given existing and expected traffic volumes it is considered that the issue of a by-pass around the town is more of a strategic planning issue, which is concerned with social and amenity effects within the town, rather than a traffic planning issue.

- (5) **The Esplanade** - The Esplanade has a multiple role in the road network. It provides:
- access to the foreshore facilities and attractions;
  - access to abutting properties and precincts on the west side; and
  - a tourist route and scenic drive.

During the summer peak periods, traffic flows along The Esplanade are significant and the demand for car parking exceeds available spaces. Although there are some restaurants, units and motels along The Esplanade, the abutting properties are principally residential. Residential amenity and access is adversely affected during this peak period.

- (6) ***Gilbert Street Shopping Centre*** - The Gilbert Street shopping centre, extends from Pearl Street almost to The Esplanade. Access to the shopping centre from Surf Coast Highway is via streets that are essentially residential. Boston Road has a traffic flow of 1100 vpd whilst Bristol Road carries over 2,100 vpd. It is likely that with the future relocation of the Torquay Primary School, traffic volumes along these roads will be reduced. Amenity impacts would need to be reviewed in considering an expansion of the shopping centre.

The shopping centre is not directly visible from either the Surf Coast Highway or The Esplanade and therefore relies on directional signage from the highway. Signs to the shopping centre currently exist on several streets which, although connecting to the shopping centre, do not provide direct access. A rationalisation of signs could be achieved through more dominant signage and this should be considered along the highway.

From The Esplanade, it is difficult to ascertain the correct access street to the shopping centre. The lack of visual presence is likely to reduce the level of spending by tourists and passing trade. An option in this instance could be to provide commercial activities on the two corners of The Esplanade/Gilbert Street intersection.

- (7) ***Primary School*** - Travel patterns would be affected by the relocation of the primary school and library facilities from Bristol Road to Grossmans Road near the municipal offices. The relocation would reduce the scope for multi-purpose trips such as picking-up / dropping-off school children and shopping / personal business trips.

The relocation of the school should be reviewed in terms of:

- the catchment area it serves;
- the extent that those in the catchment can walk or ride rather than rely on private transport; and
- the scope to undertake multi-purpose trips.

- (8) **Golden Beach Resort** - The proposed Golden Beach tourist resort is located at the northern end of The Esplanade. The Esplanade provides the only access to this development. Concerns have been raised regarding:

- safety issues of only one access to such a facility; and
- the traffic impacts of having only one access.

Initial options suggested traffic links from Horseshoe Bend Road or South Beach Road.

This issue needs to be considered in the context of an overall road network for future expansion of the area.

- (9) **Point Impossible Road** - It has been suggested that an upgrade and extension of the Point Impossible Road to link in with Blackgate Road would enable the following:

- an alternative access to / from the north-east; and
- a supplementary access to the Golden Beach area.

The upgrading of the road needs to be considered in terms of:

- availability of funds; and
- development pressures and increased activity within the area, and whether this is desired;
- the level of usage and need for the road;
- whether expenditure on other road network routes would be a higher priority and support desired development initiatives or activity (eg: Horseshoe Bend Road); and
- the environmental qualities of the area and increased activity that might be introduced to the fragile coastal dunes by reopening a road along them.

- (10) **Torquay West** - Torquay West is generally bounded by the Surf Coast Highway, the Great Ocean Road, Duffields Road and Grossmans Road.

The principal traffic issues in this area relates to the undulating land and hills / troughs on Duffields Road. The hills restrict sight lines and therefore influence the location of intersections, and consequently the network options for the area.

- (11) **Cyclists** - The review of cyclist facilities indicates that a Bicycle Strategy Plan for the area east of the highway does not exist. The relocation of the primary school to Grossmans Road would influence cycling patterns.

The development of a Bicycle Strategy for the Torquay area will need to be considered.

The provision of bicycle facilities is included in the VicCode guidelines and should be incorporated into residential development subdivisions.

- (12) **Car Parking** - The seasonal peak period and other holiday times generate demand for facilities much greater than demands throughout the year. This influences not only traffic movements, but also car parking within the commercial precincts and at major facilities and attractions.

The inadequate level of parking areas during these peak periods results in illegal parking, loss of amenity, difficulty in access and complaints. However, excessive provision of paved car parking areas results in:

- extensive expenditure on car parking areas;
- reduced allocation of funds for other facilities;
- visual impacts caused by large areas of paving; and
- non-use of the car parking areas for the other nine to ten months of non-peak times during the year which represents a significant investment in what would be an under-utilised resource.

Specific areas noted of concern include:

- the shopping centre area in Gilbert Street;
- Point Danger;
- the Bell Street commercial precinct; and
- the Jan Juc shopping centre area.

This issue is typical for locations which have a high residential holiday emphasis and tourist attraction.

The main option to address this issue is development of formal car parking areas to satisfy the general demand generated through the year. However, informal areas could be used at the expected peak demand periods. These informal areas would normally be grassed or gravel areas that are set aside

with suitable fencing, bollard treatments or other compatible treatments throughout the year, but unlocked or removed at times of peak demand. Along the foreshore this needs to be considered in conjunction with the policy of foreshore activity and usage.

(13) **Public Transport** - Regular bus services operate between Torquay and Geelong. The major issue relating to public transport services is usage by secondary school students. Students are reliant on public transport services and with no secondary school in Torquay, it is important that suitable services are provided and maintained. It is important that bus services:

- are provided relative to school start/finish times;
- have an appropriate service frequency; and
- provide suitable distribution through the area.

## PART B: THE PLAN

### 8.7 Goals

The goals in the planning of access to/within the Torquay/ Jan Juc area are:

- (1) To provide safe and convenient access within the urban area and to the principal activity locations within Torquay / Jan Juc.
- (2) To provide safe access onto/across the main highway.
- (3) To maintain the amenity of local streets within the area.
- (4) To provide safe and convenient access for cyclists and pedestrians within the town.
- (5) To provide urban design messages to travellers of important locations/facilities.
- (6) To recognise and protect the environmental attributes of the area.
- (7) To provide public transport services to support the needs of the permanent local population, particularly students.
- (8) To provide appropriate levels of parking to accommodate general car parking demands in formal car parking areas, with scope to provide additional parking in appropriate designated overflow areas.

### 8.8 Policies

- (1) The principal access issue within the area relates to access onto/across the Surf Coast Highway and the Great Ocean Road, particularly during holiday periods. Actions are required to reduce traffic flows and/or generate breaks in traffic flows along these roads. This can be achieved through signalisation of appropriate intersections. Signalisation of some intersections along the highway also provides a physical signposting of the township, highlights important access points to the commercial precinct and facilitates pedestrian crossing movements.
- (2) In the short term the principal access route from the highway to the Gilbert Street commercial precinct will be via Bristol Road. However, as the centre expands to link to Taylor Park, in the medium to long term the principal access route would be Zeally Bay Road.

- (3) The significant cost and environmental impact of a bypass around the urban area would be significant. The opportunity to reduce through traffic will be provided by improving the quality and sign-posting of Messmate Road-Coombes Road. Upgrading of this route will be consistent with the need for access to development abutting these roads without adversely affecting the amenity along the route.
- (4) Outline development plans are required for the Torquay North area and Torquay West areas to provide a guide to subdivision to facilitate an appropriate road network pattern for the respective areas. The road in Torquay North should generally build on a grid pattern and provide links into existing adjoining subdivisions to provide permeability and linkages. The following features should be developed and addressed in the ODPs:
- a link from the Wombah Park area to the Gilbert Street commercial precinct via Fischer Street;
  - links from South Beach Road to access the Whites Beach area;
  - incorporation of pedestrian and bicycle networks to compliment and build upon the bicycle network strategy; and
  - appropriate locations on Duffields Road that provide suitable sightlines and sight distances for safe road intersections.
- (5) The Esplanade has a multi-purpose role in the road network. It provides access to foreshore facilities and attractions, access to abutting properties, access to the commercial precincts from the urban areas, and a tourist route and scenic drive. This multi-purpose role will continue, particularly as a tourist drive/scenic route and access to foreshore facilities. The emphasis along this route should be for a low speed environment. This should be achieved through appropriate physical road design (eg roundabout at Zeally Bay Road) and urban design treatments.
- (6) The provision of formal car parking to meet peak period demands within the commercial centres and the foreshore area will result in excessive expenditure on infrastructure and undesirable visual impacts. Along the foreshore formal car parking areas should be constructed to meet the typical demands through the year with designated overflow areas to be used in peak demand periods. A paved area should be constructed abutting the main access road/route, with an overflow grassed area between the car park and shoreline. Concept layouts and design of car parking areas for the foreshore, Point Danger and Jan Juc need to be developed jointly incorporating urban design and engineering design input.

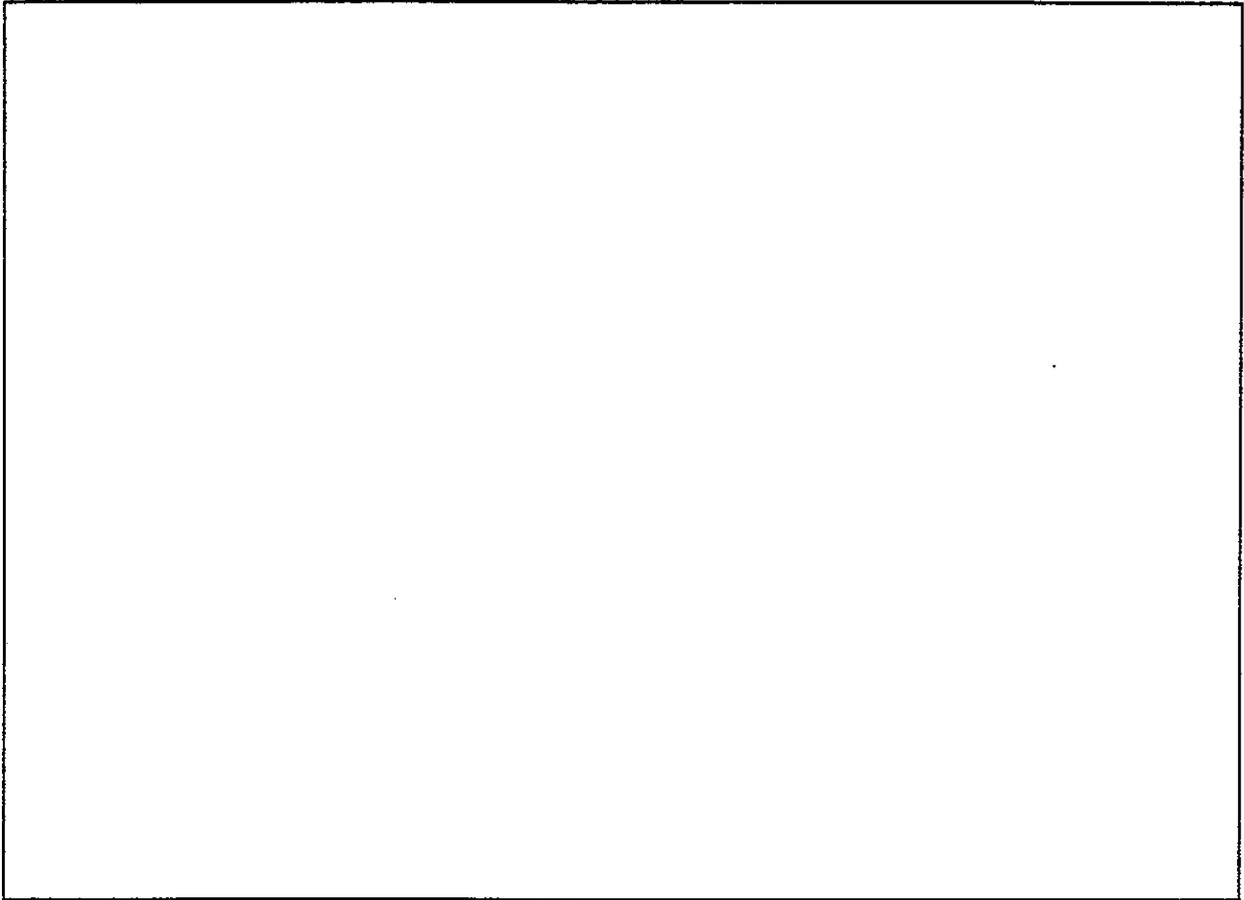
- (7) Bus services between Torquay / Jan Juc and Geelong need to recognise and provide for secondary school students, particularly whilst no secondary school exists in the town. Service times must recognise start and finish times of the main schools in the Geelong area. More than one service may be necessary to cater for pre-school or after-school activities by students.
- (8) An internal local network bus may be appropriate to cater for the local needs of older/retired members of the community who are no longer able to drive, or provide access for families with one car with the car used for commuter purposes.
- (9) Traffic flows on the main and collector roads, as well as sensitive local streets, within the area should be monitored. Information should be obtained in peak periods and in the more typical times of the year. This information is necessary to identify and confirm necessary traffic management actions and works and support applications for funding and implementation of works.

## 8.9 Actions

The following actions will be undertaken to implement the plan:

- (1) In the short term, signalise the intersection of Grossmans Road/Surf Coast Highway and then the Duffields Road/Great Ocean Road intersection.
- (2) Prepare a design of the Surf Coast Highway/Messmate Road/South Beach Road intersection as a roundabout.
- (3) Prepare ODPs for Torquay North and Torquay West (finalise existing plans).
- (4) Prepare a bicycle strategy for the existing Torquay area and incorporate bicycle facilities within new subdivisions complementary to the bicycle strategy.
- (5) Develop a Master Plan for The Esplanade incorporating urban design and traffic engineering treatments to reinforce a low speed environment along the route.
- (6) Develop a Master Plan for car parking areas along The Esplanade, Point Danger, and Jan Juc incorporating urban design and traffic engineering treatments that rationalises formal car parking areas and designates appropriate grassed areas for overflow parking.

- (7) Liaise with the bus operators to:
  - review the start / finish times for schools in the Geelong area and the bus service times; and
  - identify the pattern of 0 and 1 car permanent households in the urban areas and the need for a local service.
- (8) Establish a traffic count programme throughout the urban area, including surveys to compare flows in the holiday and non-holiday periods.
- (9) Establish a car parking survey programme of the commercial precincts and foreshore attractions to compare demands in the holiday and non-holiday periods.



CHAPTER 9

*INFRASTRUCTURE*

## 9 INFRASTRUCTURE

Torquay / Jan Juc is provided with water, stormwater drains, sewerage reticulation, power and telephone. There is no reticulated gas supply. Of the above services, water supply and sewerage provide the most restrictions to growth in the study area. These two services are therefore discussed in some detail in this section of the report.

The defining characteristic of Torquay / Jan Juc affecting services is the influx of the holiday population during the summer season. All services are designed to cope with the peak demand created by visitors. As a consequence, there is an over-capacity of services during non-peak periods.

### PART A: BACKGROUND AND ISSUES

#### 9.1 Water Supply

##### *Source*

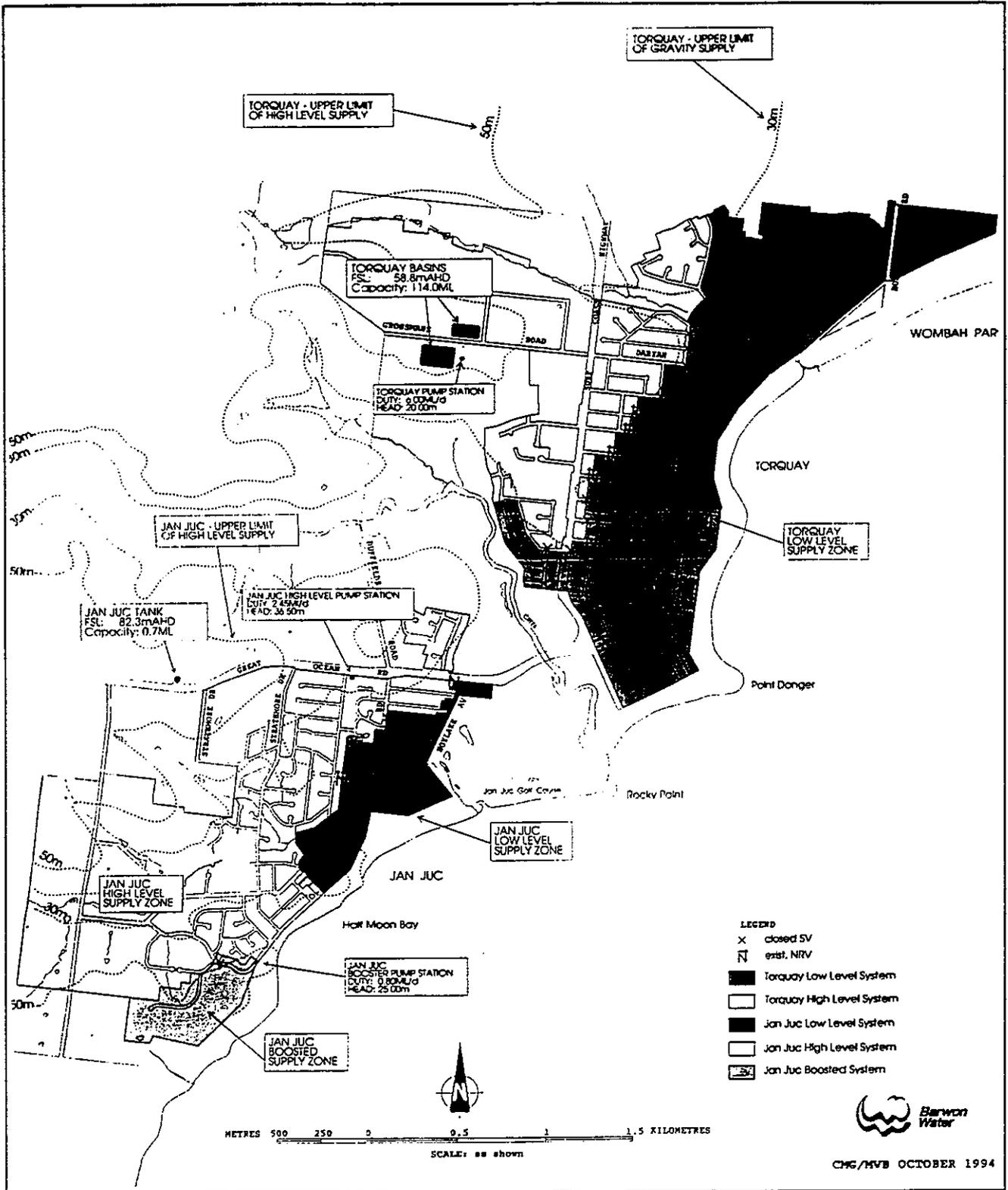
Water Supply to Torquay / Jan Juc is provided by Barwon Water, formerly the Geelong and District Water Board. The source of the water is the Wurdee Boluc Reservoir near Winchelsea, fed from the Otway Ranges catchment of the Barwon River. The water is treated at Wurdee Boluc, it then flows to an earth reservoir in Grossmans Road (the Torquay Basin) and is reticulated to the Torquay/Jan Juc area. These facilities are shown in Figure 9.1.

##### *Distribution*

Figure 9.1 shows the areas at present provided with reticulated water. Areas in Torquay which lie below the 30 metre contour (Australian Height Datum) are fed by gravity and this provides the most economical distribution system (the "Low Level Zones"). The same applies to that part of Jan Juc below 30 metres AHD. Other areas of Torquay / Jan Juc, up to a limit of about 50 metres AHD, are supplied by boosting the pressure with pumping stations (the "High Level Zones"). A small elevated area at the southern edge of Jan Juc, including Broadbeach Road and part of Ocean Boulevard, also relies on boosted pressure.

The greatest demand on the system is during the summer holiday season and the system is designed to cope with this. Present improvements planned are expected to provide for demand to the year 2021, based on Barwon Water forecasts.

Figure 9.1  
Existing Water Supply system



### *System Improvements*

Barwon Water has completed the replacement of the channel from the Wurdee Boluc Reservoir with a pipeline known as the "Torquay Transfer Main". This new system was commissioned in late 1995. This will provide a more protected and reliable water supply and give Barwon Water more flexibility in the provision of water. Barwon Water is at present carrying out a study into system improvements associated with the new pipeline. The new transfer main combined with the proposed system improvements will result in an overall increase in availability of water for the future.

## **9.2 Stormwater Drainage**

The management of the stormwater drainage system is the responsibility of the Surf Coast Shire Council. For the vast majority of Torquay / Jan Juc stormwater is collected in the underground street drains, which is subsequently fed into natural channels and discharged to the sea.

Most of the study area has good slope and therefore few stormwater problems exist. However, in some of the older parts of Torquay there are localised problems due to insufficient pipework and such conditions can be addressed through local actions.

Because of the sloping topography no major flood plains exist near the town that would restrict development opportunities.

Information is scarce about the flat area of land extending east from Horseshoe Bend Road to Point Impossible, part of which will be occupied by the proposed Golden Beach tourist development. The western end drains to lagoons at the end of The Esplanade and is pumped to the Wombah Park stormwater system which drains to Deep Creek. There is provision for the lagoons to overflow to the adjacent beach. The eastern portion drains to wetlands near Point Impossible on land belonging to the City of Greater Geelong. While no hydrological studies have been carried out, it appears that some swampy land pockets are unsuitable for development, however, the area is not flood-prone.

## **9.3 Sewerage**

### *Disposal System*

The disposal of sewage is the responsibility of Barwon Water. Sewage for Torquay / Jan Juc drains to a number of pump stations located around the study area. From Torquay sewage is pumped via a gravity-pressure main to the treatment plant and ocean outfall at Black Rock. The existing system is shown in Figure 9.2.

### *Capacity*

The sewerage system generally copes with the peak summer demand and any surplus loads are temporarily contained in storage which are later fed into the system. However, the system at present is close to its limit. Any major expansions to the urban area, such as the proposed Golden Beach Estate, might require the upgrading or replacement of the Torquay - Black Rock outfall pressure main. The replacement of this main is, however, scheduled for 2000 or 2001. Options for the Golden Beach Estate also include a local treatment plant for the development.

## **9.4 Power**

### *Supply*

Electricity to Torquay / Jan Juc is provided by PowerCor Australia, Barwon Region. The Zone substation is located at Waurn Ponds south west of Geelong, where the voltage is stepped from 66 KV down to 22 KV. Two 22 KV feeder mains service Torquay / Jan Juc, one running along Surf Coast Highway and another along Horseshoe Bend Road.

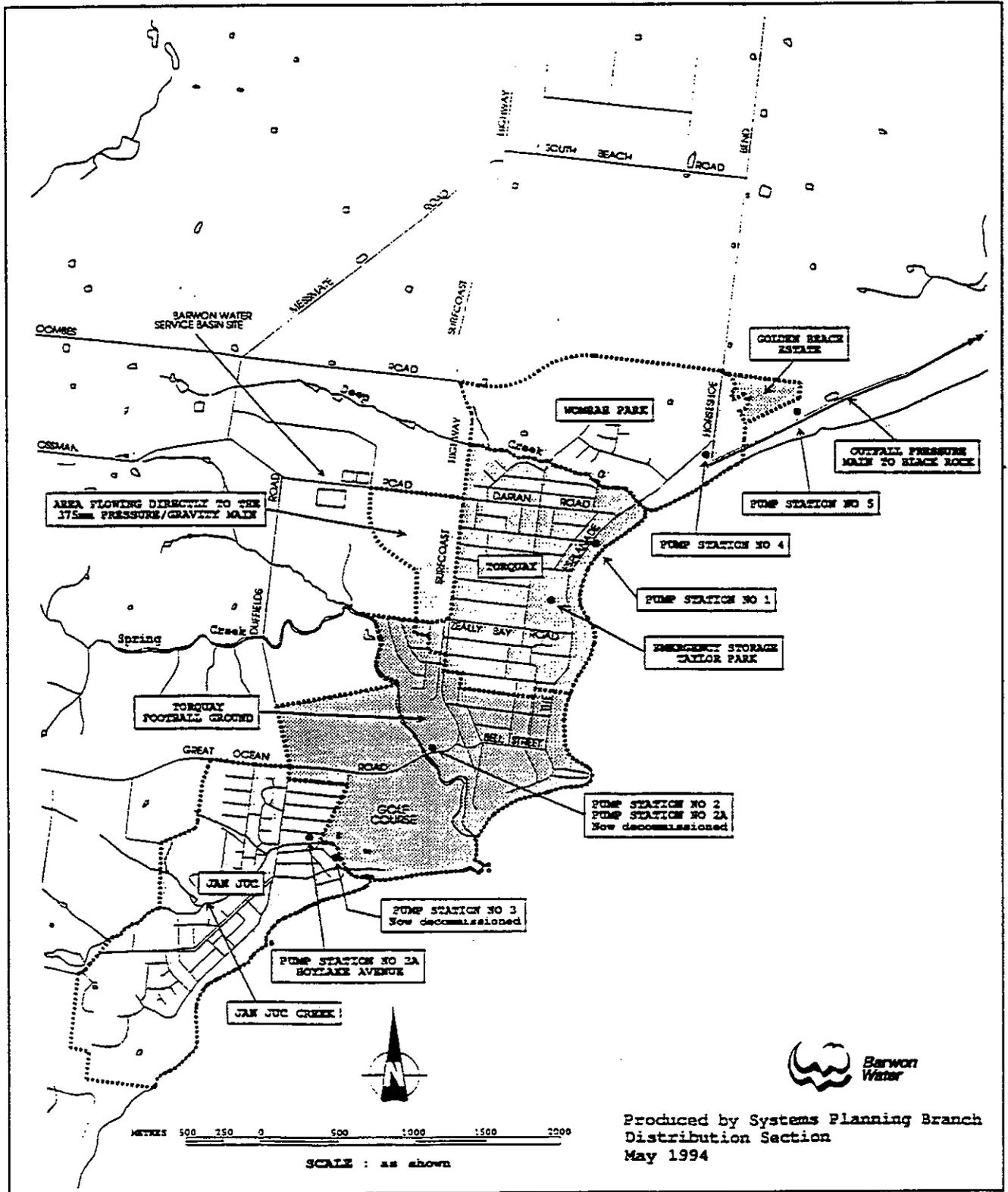
### *Capacity*

The Waurn Ponds substation is at present operating at or slightly above its capacity, but a project has been approved to transfer some of the load to Geelong. PowerCor has further plans to progressively upgrade the power supply as the area grows.

## **9.5 Telephone**

Telephone services are supplied by Telstra. Both in-ground and mobile facilities are provided. As is the case with power supply, telephone services provide no particular constraints to growth or preferred directions. At present the location of mobile phone towers is not an issue.

Figure 9.2  
Existing Sewerage System



## 9.6 Gas

Torquay / Jan Juc do not currently have reticulated gas. The nearest point for gas supply is approximately 12 to 14 km south of Geelong. Some recent studies have been carried out to investigate the feasibility of extending gas to the study area, however, Gas and Fuel advise that only a major new industrial enterprise is likely to make the prospect economically feasible.

## 9.7 Issues for the Comprehensive Plan

- (1) **Water Supply** - Recommendations for urban expansion, based on information and advice from Barwon Water, are similar to those supplied for the 1992 Structure Plan. Land for development can be divided into three categories - A, B and C, according to the difficulty of providing water services.

Category A - are areas most efficiently served with water and are those which:

- (a) are at a level below the 30 metre contour and do not require pressure boosting; and
- (b) are close to existing water supply basins and existing reticulation. Such areas would include:
  - north of Wombah Park below 30 metres; and
  - west of Torquay below 30 metres along the Spring Creek valley.

Category B - are areas that can reasonably easily supplied with water using a boosted supply and are those which:

- (a) lie at a level between the 30 metre and 50 metre contours; and
- (b) are not too far from existing reticulation. Such areas would include:
  - north of Wombah Park along the Surf Coast Highway;
  - west of Torquay between the 30 metre and 50 metre contours;
  - just north of the Great Ocean Road between the 30 metre and 50 metre contours, including the Ocean Views Estate; and
  - west of Jan Juc up to the 50 metre contour at about Bells Boulevard.

Category C - are areas above the 50 metre contour. These would be the most costly and generally require provision of a new reservoir and associated mains. Such areas would include:

- along both sides of Messmate Road; and
- the ridge to the north west of Messmate Road.

See the Figure 9.3 for an indication of the above areas.

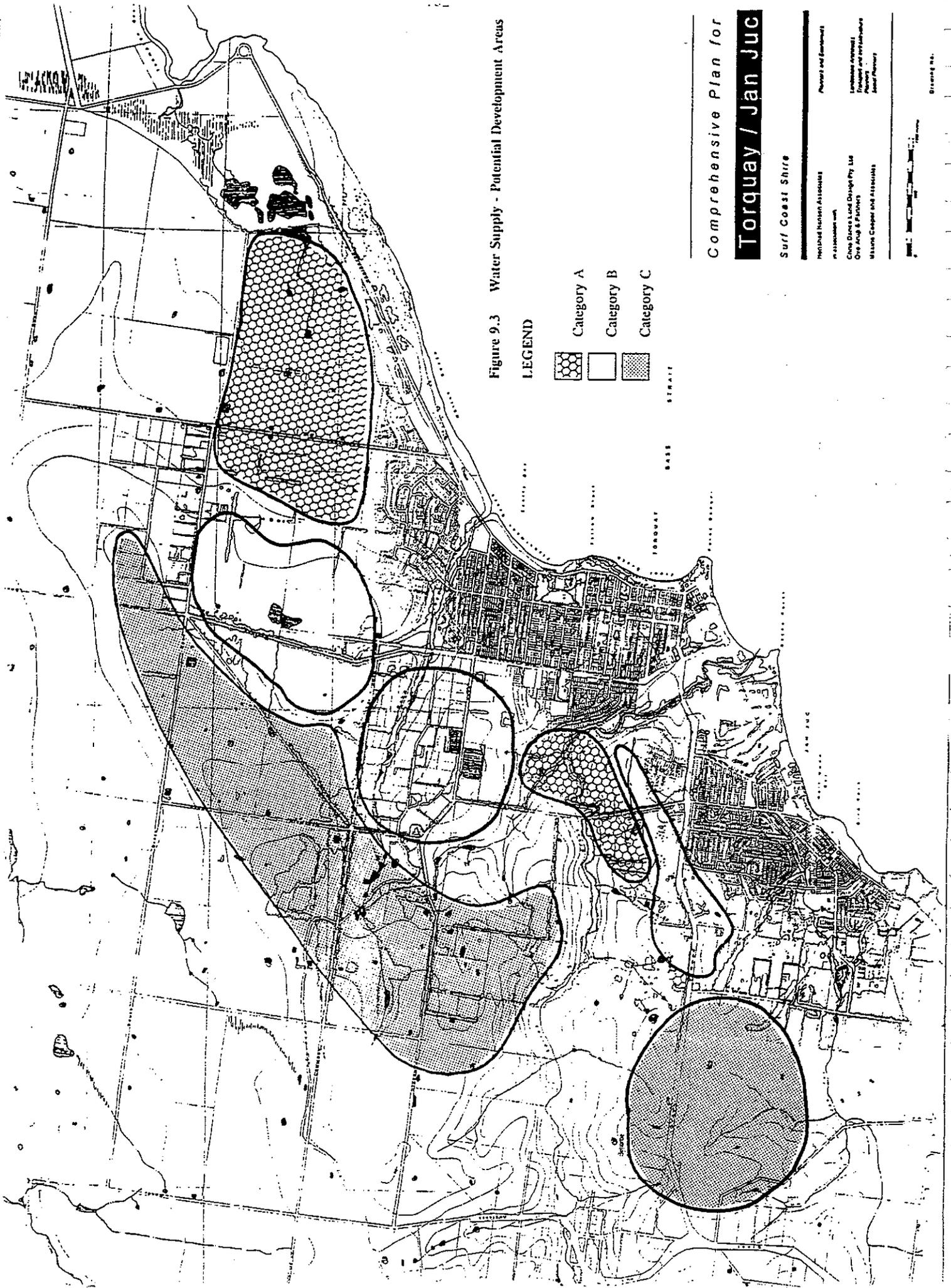
It should be noted that there is a wedge of land just south of the Surf Coast Highway at Jan Juc, extending west from the Torquay Boulevard. Although this area is above the 50 m contour, it can be relatively easily serviced, because of its proximity to the Jan Juc tank.

The proposed Golden Beach Resort east of Wombah Park, while below the 30 metre contour, is some distance from the Torquay basins and will require upgrading of water supply arrangements. The supply to Torquay through the new transfer main will cope with the additional population generated.

- (2) *Stormwater Drainage* - Urban expansion of Torquay / Jan Juc inland will increase the run-off into creeks for the shorter duration storms but no major problems are foreseen provided adequate design measures are taken. The proposed Golden Beach Estate is an exception because the area is quite flat. Although stormwater for the area is subject to environmental constraints and could therefore be more expensive, no serious flooding has been reported or is foreshadowed.

If the area north of Wombah Park is to be developed it would be logical, having regard to stormwater, to develop the portion along Surf Coast highway first, as this area drains naturally to Deep Creek from a ridge just east of the highway. As the remainder of the area would drain to the lagoons at the end of The Esplanade, the next step of development should be at the eastern edge of the site to minimise long initial drainage pipe runs.

- (3) *Sewerage* - The most cost-effective development with respect to sewerage would be to infill those areas contained within the original sewerage system limits which, except for an area just south of the municipal offices, is generally the present area of urban development. Development beyond these areas would require upgrading of the system in the form of additional



mains. Major developments would all require new pump stations as well as upgrading of the outfall pressure main. As is the case for water supply, prospective land for development can be divided into categories according to the cost of providing sewerage facilities.

Category A - are areas adjacent to existing sewered areas. These areas, although requiring additional infrastructure, will be more economical as mains connecting the development to the existing system will be shorter. Such areas would include:

- west of Torquay from Grossmans Road south to Surf Coast Highway at Jan Juc;
- north of Wombah Park as far as South Beach Road, between Surf Coast Highway and extending to the east of Horseshoe Bend Road;
- west of Horseshoe Bend Road and south of the line of South Beach Road. This area is accessible to the outfall pressure main.

Category B - are areas remote from existing reticulation. These areas would be marginally more expensive to sewer due to the longer runs of discharge mains and includes:

- north of Coombes Road and West of Surf Coast Highway.

See the Figure 9.4 for an indication of the above areas.

- (4) *Power* - The power distribution system is flexible enough to present no particular impediments to development, except that servicing developments remote from present reticulation services will be more expensive. The present system is expected to cope with the first stage of the Golden Beach Estate, but further stages will require a new feeder from Waurn Ponds.

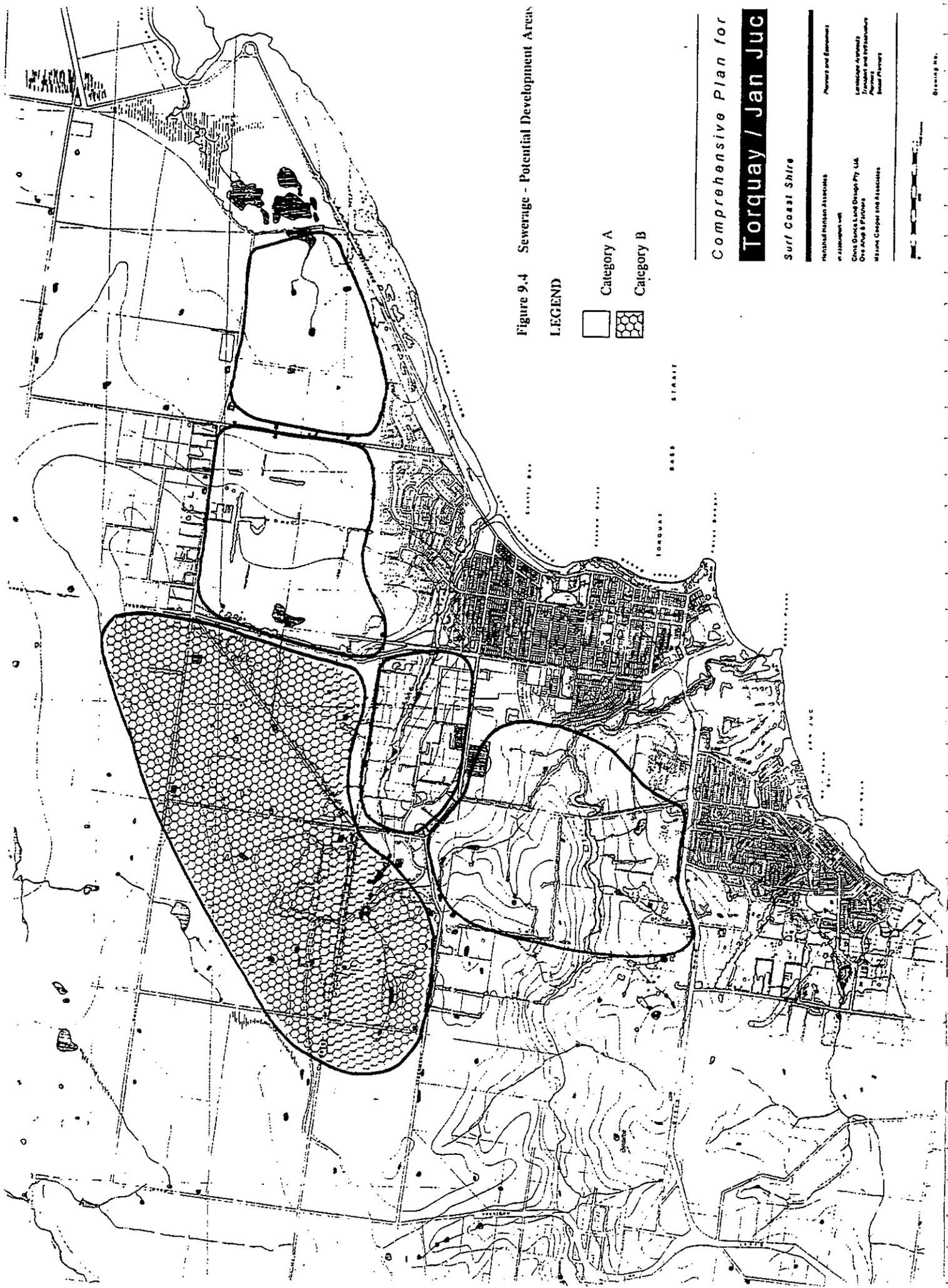


Figure 9.4 Sewerage - Potential Development Areas

LEGEND

- Category A
- Category B

Comprehensive Plan for

**Torquay / Jan Juc**

Surf Coast Shire

Technical Review Associates in Association with	Planning and Environment
Chris Banks Land Design Pty. Ltd. City, Juc & Puffin Murray Cooper Ltd Associates	Landscape Architect Planning and Environment Local Planning

## PART B: THE PLAN

### 9.8 Goals

Goals in relation to infrastructure are:

- (1) To minimise the cost of providing services and excessive provision of infrastructure, whilst providing for the needs of the community and minimise environmental damage in the area.

### 9.9 Policies

The principal policies are:

- (1) Development should avoid areas which will produce a high cost for the provision of infrastructure.
- (2) Development should be staged in such a manner that cost and inconvenience is minimised.
- (3) Development should avoid areas which will have a high penalty in terms of environmental damage.

Services are most economically provided if the towns are kept as compact as possible i.e. development preference should be given to areas adjacent to existing development. The services whose costs will be most affected if concentrated development does not occur would be water supply, stormwater and sewerage.

Water costs will be less for developments close to the existing reservoirs at Grossmans Road, Torquay and at the Great Ocean Road at Jan Juc.

Service provision will also generally be more economical if provided along the main trunk routes. The main instance of this is the Torquay - Black Rock outfall pressure main which runs north-east behind the dunes to the treatment plant at Black Rock. Developments near this main will only require short outfall mains, although will most likely still require pumping stations. Development in the corridor along the incoming water supply main from the west to the reservoirs at Grossmans Road provides little advantage as the water must be pressurised before reticulation.

In the short term, savings can sometimes be possible if new demands on utilities are kept below a level which would require major new installation such as a reservoir or zone substation. It appears that in the Torquay / Jan Juc area there are no major thresholds.

The present siting of reservoirs provides advantages for development to occur at a level below the 30 metre contour as no boosting of the water pressure is required. The next preferred areas are those with ground levels between the 30 m and 50 m contours. Levels above 50 m, unless very close to the reservoirs, are the most difficult to supply with water.

## 9.10 Actions

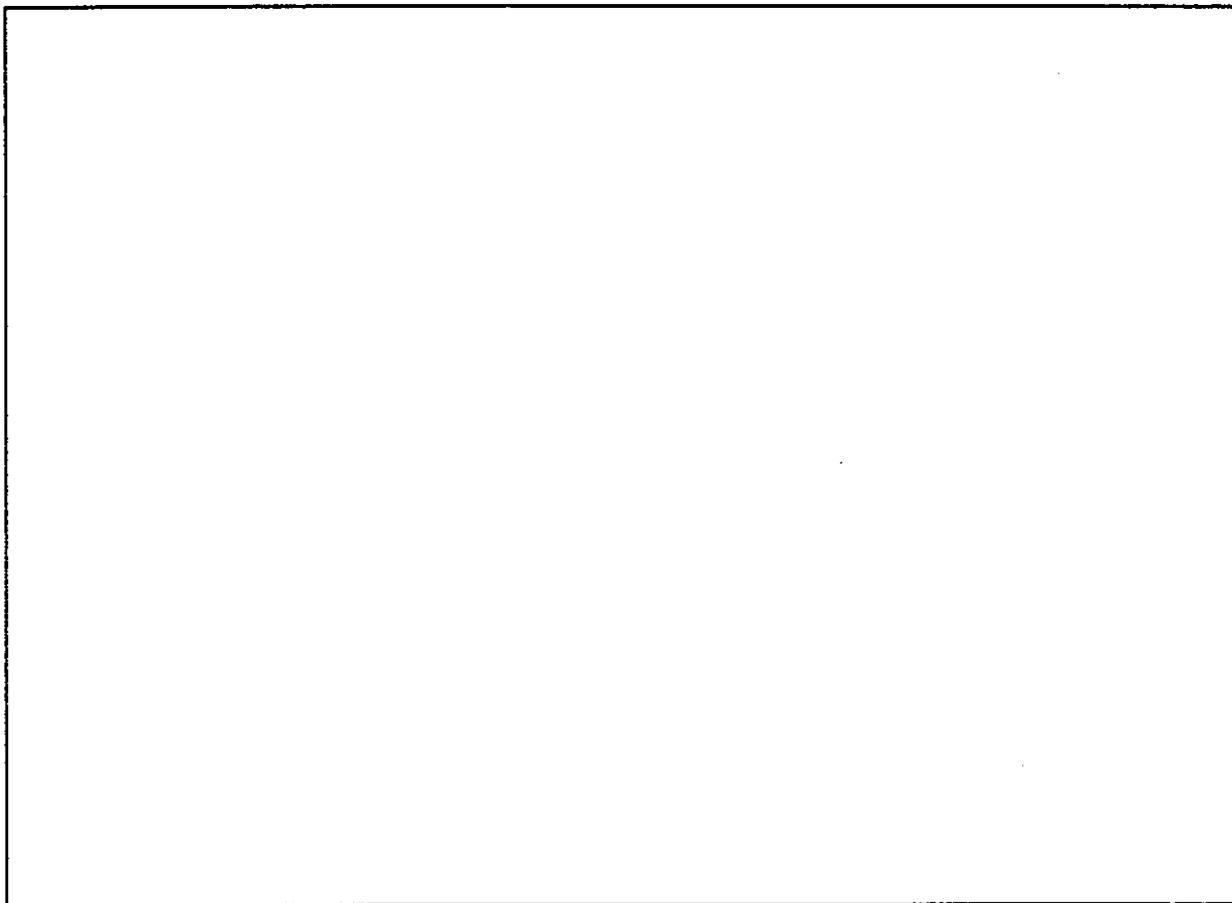
Actions on the provision of services will flow from the recommended rezonings. It is recommended that Council liaise with the authorities and give early notice of proposed zoning changes so that service upgrading can be undertaken in a timely and rational manner.

The areas targeted for expansion are:

- north of Wombah Park to South Beach Road:
- the triangular area bounded by Coombes Road, Messmate Road and Surf Coast Highway:
- west of Torquay to Duffields Road: and
- part of Jan Juc bounded by Strathmore Drive and Great Ocean Road.

With one exception, these areas comply with the policies and principles indicated above in that they keep the town outlines reasonably compact, are not too far from existing service installations and trunk routes, and are generally below the 50 metre contour. The area north of Coombes Road is marginally above the 50 m contour, but is close to the Grossmans Road reservoirs and would not be expected to present a major problem in the provision of water supply.





CHAPTER 10

***NEW ZONES FOR PLANNING  
SCHEMES IN VICTORIA***

## 10 NEW ZONES FOR PLANNING SCHEMES IN VICTORIA

### PART A: BACKGROUND AND ISSUES

#### 10.1 Introduction

New residential, business and industrial land use zones are now part of all planning schemes (State section) in Victoria. These state-wide uniform zones form a key role in the State Government's Planning System Reform program which was announced in 1993. The rationalisation of zones provides all municipalities with a common set of standards, which aim to provide greater certainty in land use development and investment, whilst protecting communities in which people live and carry out business.

The Surf Coast Shire has the opportunity to replace existing land use zones and apply the new state-wide zones to Torquay / Jan Juc and beyond. The State Government encourages the actions and outcomes of strategic plans, such as the Torquay / Jan Juc Comprehensive Strategy Plan, to follow a pro-active approach through the implementation and application of the new zones.

#### 10.2 New Residential Zones

##### *Description of the zones*

There are five new state-wide Residential land use zones that have been prepared by the Department of Planning and Development. These five zones facilitate the replacement of over 150 residential zones that have been applicable to planning schemes throughout Victoria. Whilst some of those residential land use zones might have the same name, such as the Residential C zone, the provisions of a zone can often vary between planning schemes.

There are presently five residential / rural residential land use zones that apply to Torquay / Jan Juc. These land use zones could be rationalised and the application of the new state-wide zones could be suitably applied to the Surf Coast Planning Scheme.

An overview of each of the new state-wide residential zones is provided below:

#### *Urban Residential 1 Zone*

The purpose of this zone is to provide for residential development at a range of densities, to facilitate the development of variety in housing, to meet the needs of all household types.

A limited range of non-residential uses, such as educational, recreational, religious and community facilities etc, would be allowed in appropriate locations, to serve local community needs.

Under the provisions of this zone, Council must have consideration, in the assessment of an application where applicable, to The Victorian Code for Residential Development - Subdivision and Single Dwellings (April 1992) and The Good Design Guide for Medium Density Housing (July 1995). Under the Urban Residential 1 Zone the minimum lot size for a single dwelling is 300m<sup>2</sup> and a permit is required for multi-dwelling developments.

#### *Urban Residential 2 Zone*

The purpose of this zone is to encourage medium or high density residential development to optimise the use of available facilities and services. Like the Urban 1 zone, community facilities etc, are allowed in appropriate locations to serve the needs of the local community.

Provisions of the zone are essentially the same as the Urban 1 zone, however, an application for medium-density housing is exempt from notification and there are no third-party rights to object or appeal against a decision made by the Responsible Authority. Under this zone, lot sizes can range from 300m<sup>2</sup> to 4,000m<sup>2</sup>.

#### *Mixed Use Zone*

The purpose of this zone is to provide for a range of residential, commercial, industrial and other uses which complement the mixed use function of the locality.

A permit is required for a multi-dwelling development, for industry, research and development enterprises, a store or a warehouse. The only uses prohibited in this zone are an adult sex bookshop, a brothel and a major utility installation (and Section 2 uses where conditions are not met). Residential lot sizes must be between 300m<sup>2</sup> and 4,000m<sup>2</sup>.

### *Rural Residential Zone*

The purpose of this zone is to provide for low-density residential development. Where reticulated sewerage is not available, lots must be of an area to treat and retain all waste-water.

The minimum lot size is 4,000m<sup>2</sup>. A permit is required for more than one dwelling and no more than two dwellings are to be provided on any one lot.

### *Rural Township Zone*

The purpose of this zone is to provide for residential development and a range of commercial, industrial and other uses in small towns.

The minimum residential lot size is 300m<sup>2</sup>. A permit is not required for a single dwelling if it can be connected to reticulated services (or an alternative). Uses that are prohibited in this zone include and adult sex bookshop, brothel, heliport, motor vehicle racing track, pig raising, poultry farming, private rubbish tip and stock saleyard.

### *How the New Residential Zones Apply to Torquay / Jan Juc*

Currently, the Torquay / Jan Juc study area is covered by five residential / rural residential zones including the:

- Residential A zone
- Residential C zone
- Reserved Residential zone
- Rural Residential zone
- Rural Future Urban zone

It is considered that the Surf Coast Shire could apply the Urban Residential 1 zone to areas covered by the Residential A, Residential C and Reserved Residential zones based on the following:

- The existing provisions of the Residential A zone allow for a variety of housing densities and types, and associated community facilities. The purpose of the zone is essentially the same as the Urban Residential 1 zone.
- The Residential C zone, although having a provision for a minimum lot size of 3,000m<sup>2</sup>, could be zoned Urban Residential 1 if services permitted. A minimum lot size could be introduced through development control in the local section of the planning scheme, if warranted ie, because of the environment or conservation requirements of the area.

- The purpose of the Reserved Residential zone is to ensure that essential planning is carried out before residential subdivision. A development control could be inserted into the local section of the planning scheme to ensure that newly developing areas are covered by a local structure plan, etc. Land use provisions are essentially the same as the Urban Residential 1 zone.

The Rural Residential zone under the Surf Coast Planning Scheme permits a minimum lot size of 1 hectare (with an average area of 1.5 hectares). The new state-wide Rural Residential zone allows for a minimum lot size of 4,000m<sup>2</sup>. Further investigation is required to examine the appropriateness of 4,000m<sup>2</sup> minimum lot size for the Torquay / Jan Juc area. Otherwise the purpose of the two zones are essentially the same.

It would not be applicable to replace the Surf Coast Shire's Rural Future Urban zone with one of the above mentioned residential zones. The Department of Planning and Development is currently developing new rural zones and that review might introduce a corridor or future urban zone. It is expected that a discussion paper on these new zones will be released towards the end of 1995.

## 10.3 New Business Zones

### *Description of the zones*

There are five new state-wide Business land use zones that have been prepared by the Department of Planning and Development. These five zones are intended to simplify and replace existing business and commercial zones throughout Victoria. Principal business and commercial uses will not require a permit to establish. However, the zones also introduce measures to protect existing centres such as the ability to specify a maximum floor area and the protection of prime frontages for retailing.

There are presently three business zones that apply to Torquay / Jan Juc. There is potential to rationalised these through the application of the new state-wide zones, where appropriate to the Surf Coast Planning Scheme.

An overview of each of the new state-wide business zones is provided below:

### *Business 1 Zone*

The purpose of this zone is to encourage the intensive development of business centres for retailing and other complementary commercial, entertainment and community uses.

This zone gives preference to shops at ground level frontages to roads and encourages a mix of residential, offices and other associated activities above or behind shops.

The zone can be applied in street front shopping strips of all sizes and small groups of local shops.

#### *Business 2 Zone*

The purpose of this zone is to encourage the development of offices and associated uses such as medical centres and research centres. The main application of the zone will be to "office parks" or office-group situations.

#### *Business 3 Zone*

The purpose of this zone is to encourage the integrated development of offices and manufacturing industries and associated commercial and industrial uses. The zone recognises that in "special locations" a mix of offices and manufacturing industry should be promoted. A shop, other than a convenience shop or take-away food premises is prohibited in this zone.

#### *Business 4 Zone*

The purpose of this zone is to encourage the development of a mix of bulky goods retailing and manufacturing industry and their associated business services. The zone recognises that in some locations along highways for example, there is a need to promote a mixture of manufacturing and service industry and some low intensity retailing such as peripheral sales.

#### *Business 5 Zone*

The purpose of this zone is to encourage the co-location of offices and dwellings including multi-dwelling units with common access from the street. A shop other than a convenience shop or take-away food premises is prohibited.

#### *How the New Business Zones Apply to Torquay / Jan Juc*

Currently, the commercial and service business areas in Torquay / Jan Juc are covered by three different zones, under the Surf Coast Planning Scheme. These include the:

- District Business zone
- Local Business zone
- Service Business zone

It is considered that the Surf Coast Shire could apply two of the new state-wide zones to the commercial / service business areas in Torquay / Jan Juc as follows:

- The purpose of the District Business zone under the Surf Coast Planning Scheme, which covers the Gilbert Street shopping centre area, is to encourage a range of commercial, professional, cultural, entertainment and community activities, which is essentially similar to the new Business 1 zone.
- The Local Business zone under the Surf Coast Planning Scheme applies to local retail / commercial areas in Torquay / Jan Juc including Bell Street, Jan Juc, Wombah Park and Rocklea Drive (West Torquay) and Surf Coast Plaza. This zone encourages a limited range of commercial activities to meet the requirements of the population and local neighbourhood. Given the small defined areas in which this zone covers, except for say Surf Coast Plaza, a "limited range" of commercial activities can only be provided. However, use provisions do not differ greatly from the purpose of the Business 1 zone which might be appropriately applied to these locations.

Surf Coast Plaza might have a Business 1 Zone with a local variation that is applicable to the nature of retailing - that is surf and tourism related. This would differentiate Surf Coast Plaza from the commercial and retail role of Gilbert Street.

- The purpose of the Service Business zone, which covers land in Baines Court, the southern side of Beach Road and the eastern side of Surf Coast Highway (between Beach Road and Spring Road), is to provide for service industry, light industry, business and certain semi-retail uses. Further investigation will establish the appropriateness of, say, the Business 3 Zone to this current zone. Alternatively, an Industrial Zone (as discussed in the following section) might be more appropriate to the purpose and land uses in this zone.

## 10.4 New Industrial Zones

### *Description of the zones*

There are three new state-wide Residential land use zones that have been prepared by the Department of Planning and Development. The intention of the zones is to encourage economic growth and employment by permitting a broader range of development through performance based measures for the location and development of industry.

Torquay / Jan Juc does not have an industrial land use zone at present. However, it may be applicable for one to be applied to the existing Service Business zone, or to identify land where an industrial land use might be appropriate.

An overview of each of the new state-wide industrial zones is provided below:

#### *Industrial 1 Zone*

This zone encourages manufacturing industry, the storage and distribution of goods and associated uses which do not affect the safety and amenity of local communities. This is the main zone to be applied to industrial land use areas where manufacturing and service industries, storage and warehousing are the predominant uses.

#### *Industrial 2 Zone*

This zone encourages the same uses as those in the Industrial 1 Zone, however, it also promotes potentially offensive and hazardous manufacturing industries and storage facilities within the core of the zone.

#### *Industrial 3 Zone*

This is a buffer zone between the Industrial 1 and Industrial 2 zones and local communities, which allows for industries and associated uses that are compatible with a nearby community.

#### *How the New Industrial Zones Apply to Torquay / Jan Juc*

As mentioned above, Torquay / Jan Juc does not have an area covered by an industrial land use zone at present. There might be potential to rezone land in the Baines Court precinct to the Industrial 1 zone. There might also be the opportunity to identify future land to which an Industrial 1 zone can be applied.

## **10.5 Implementation of the New Zones to the Surf Coast Planning Scheme**

The Department of Planning and Development has prepared a "User's Guide to the New Business and Industrial Zones". The Guide for new residential zones is expected to be released by the Department in the near future.

The publication provides a guide for planning authorities in the application of new zones into planning schemes. It also provides guidelines for the preparation and assessment of development proposals for developers and the responsible authority.

The guidelines facilitate a consistent approach to the implementation of the new zones through nine steps. These steps are described as follows:

- (1) *Selection of an appropriate new zone to replace an existing zone* - the guide provides an explanation of where particular zones are applicable and typical uses for each zone.
- (2) *Comparison of the new zone provisions with those of the present zone* - the table below shows how this comparison should be done.

Existing Zone Provision	Proposed Zone Provision (State-wide Zone)	Difference
Clause number and specific provision	Clause number and specific provision	Description of the difference in effect between the old and new provisions.

- (3) *An assessment of the zone differences against set criteria* - where the effects should be considered in terms of:
  - existing land uses
  - overall policy context (Planning a Better Future for Victorians, Minister's Statement, 1993)
  - matters that might require special considerations, for example, site specific requirements.

This can be accomplished through the aid of a table, as set out below.

Existing Zone Provision	Analysis Against Criteria	Specific Action
Clause number and specific provision	Description of findings from analysis	Describe what needs to be done in terms of: <ul style="list-style-type: none"> <li>• deleting provisions</li> <li>• saving localised provisions in the local section</li> <li>• modifying the provisions for insertion in the local section.</li> </ul>

- (4) *Consultation with the Office of Planning and Heritage* - to provide a second opinion on the analysis and proposed actions. The consultation will examine reasons for any local provisions, as well as areas the zone will apply to.

- (5) *Preparation of the draft amendment* - local provisions may be needed to provide for:
- special purposes for the municipality or area
  - conditions and exemptions on buildings and works, and subdivision
  - guidelines for the consideration of land use, and development controls
- Maps will need to be included to show where new zones apply. The form of local section provisions can vary. The Guide provides a preferred layout.
- (6) *Consultation with the Office of Planning and Heritage* - to review the draft amendment and zone selection.
- (7) *Finalisation of the amendment* - in consultation with the Office of Planning and Heritage.
- (8) *Notice of the amendment (or to seek waivering)* - as normally required (unless an exemption is sought).
- (9) *Approval of the amendment* - to be carried out following the usual procedures.

## 10.6 Key Issues for the Comprehensive Plan

Key issues, derived from the above information, which need to be addressed in the Strategy Plan include:

- (1) Under the Surf Coast Planning Scheme, the Torquay / Jan Juc urban area has three residential land use zones which apply. There is the potential to rationalise these zones - to one zone, namely the Urban Residential 1 zone. The inclusion of local variations or supplementary provisions (that are not in conflict with the new zones) would need to be examined.
- (2) The Rural Residential zone under the Surf Coast Planning Scheme allows a minimum lot size of 1 hectare (average size to be 1.5 hectares). The new State-wide Rural Residential zone has a minimum lot size provision of 4,000m<sup>2</sup>. Could this new state-wide Rural Residential zone be applied to Torquay / Jan Juc? Are there any constraints to permitting 4,000m<sup>2</sup> lots in Rural Residential areas? This strategy will further consider these matter, in conjunction with the Rural Land Study currently being prepared for the Surf Coast Shire.

- (3) The purpose of the new State-wide Business 1 Zone has the potential to be applied to the retail / commercial areas of Torquay / Jan Juc. Special consideration might be required for the Surf Coast Plaza to differentiate between its role and function and that of other retail / commercial areas - in particular Gilbert Street shopping centre.
- (4) The Service Business zone that currently applies to the area around Baines Court and a small area on the eastern side of the Surf Coast Highway has the potential to be covered by a State-wide Business or Industrial zone. In addition there may be the opportunity to designate land for future industrial development in Torquay / Jan Juc where the application of a new zone may be applicable.

## PART B: THE PLAN

### 10.7 Goals

- (1) To apply the new State-wide residential zones throughout Torquay / Jan Juc and include overlay controls where appropriate.
- (2) To apply the new State-wide non-residential zones to the business, commercial and service industrial areas of Torquay / Jan Juc and include overlay controls where appropriate.

### 10.8 Policies

Generally the policies relating to the new State-wide zones are:

- (1) In accordance with the draft amendment document prepared by the Surf Coast Shire (January, 1996) this Strategy endorses the proposed changes to existing residential zones throughout Torquay / Jan Juc as follows:
  - Residential A and Reserved Residential to Urban Residential 1 Zone
  - Residential C to Rural Residential Zone
  - Rural Residential to Rural Living Zone (however, this should be on hold until the final recommendations of the Rural Land Study which is currently being completed for Council).
- (2) To apply the new Business 1 zone to the Gilbert Street precinct which is currently zoned District Business under the Surf Coast Planning Scheme. The new Business 1 zone is applicable to street front retailing strips of all sizes. It would therefore also be appropriate for the smaller retailing locations throughout Torquay / Jan Juc to be rezoned from an existing Local Business zone to the Business 1 zone.
- (3) Surf Coast Plaza is currently zoned Local Business Zone. It is recommended that this area be rezoned to the new Business 1 zone, however, it is important that this area be covered by an overlay control or local variation that reflects the nature of retailing and the surf and tourism role of the Plaza. It is also important to differentiate the purpose of Surf Coast Plaza from the retailing and commercial role of Gilbert Street.
- (4) The Baines Court area is currently zoned Service Business. Given the proximity of Baines Court to residential development and the Surf Coast Plaza

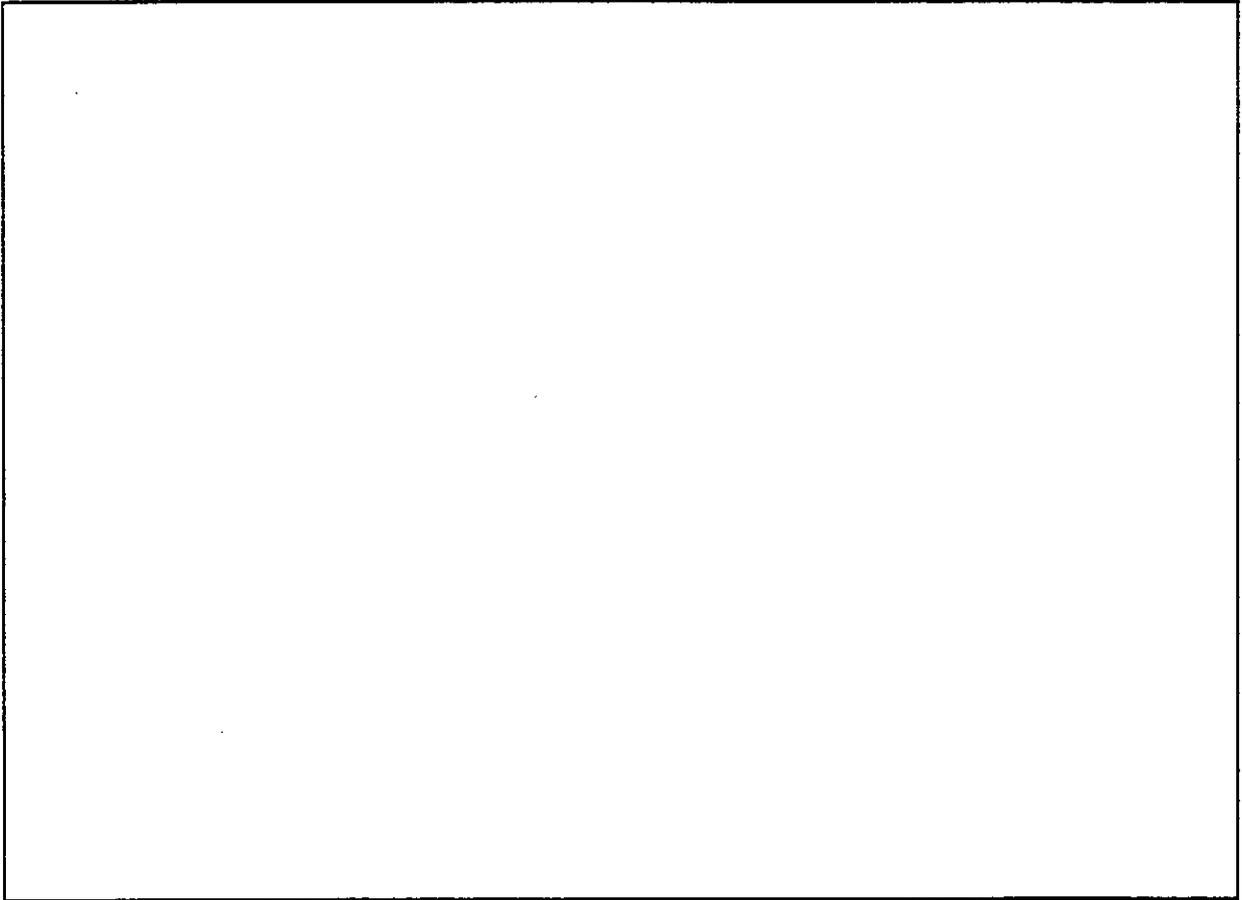
it is considered that the most appropriate new State-wide zone for this area is the Business 3 zone, as opposed to the Industrial 1 zone. The Business 3 zone encourages a mix of offices, manufacturing industries and associated commercial and manufacturing uses.

- (5) Additionally it is recommended in this strategy that land to the north of Coombes Road be rezoned for a range of employment uses, which may lend itself to the new Business 3 Zone along the Highway and Industrial 1 Zone along Messmate Road.

## 10.9 Actions

- (1) For Council to follow through the draft amendment process with the new State-wide residential and rural residential zones and to implement these accordingly.
- (2) For Council to initiate draft amendments for new Business and Industrial zones to replace existing business and service zones etc, for the wider Surf Coast Shire area.
- (3) Implement specific recommendations from earlier sections of the Strategy, which include:
  - Approve Amendment R29, which applies to land to the east of Horseshoe Bend Road. The land should be rezoned to a Residential 1 Zone. Development should not be permitted until an ODP has been prepared.
  - Support the rezoning of an equivalent area of land to the west of Horseshoe Bend Road to a Residential 1 Zone. Development should not be permitted until an ODP has been prepared.
  - Rezone the whole of the Great Ocean Views Estate (ie south of Spring Creek) to a Residential 1 Zone. Development only to occur in accordance with an ODP.
  - Approve Amendment RL33, which applies to land in the Strathmore Drive area. The land should be rezoned to a Residential 1 Zone.
  - Rezone all lots fronting the west side of the western part of Strathmore Drive to a Residential C Zone (low density residential).
  - Amendment to allow two lot resubdivision of larger lots (ie 3.5ha lots) along Bells Boulevard.

- Council to liaise with land owners between Grossmans Road and Deep Creek, prior to an amendment being prepared, to determine views regarding rezoning to allow resubdivision for urban residential purposes.
- Council to liaise with land owners north of South Beach Road, prior to an amendment being prepared, to determine views regarding rezoning to allow two lot resubdivision of existing rural residential lots. (Subject to completion of Council's Rural Residential Strategy)
- Postpone rezoning of land along the eastern side of the Surf Coast Highway which is identified for rural living, until completion of ODP for that area.
- Rezone rural residential land south of Coombes Road to a new Statewide Rural Residential Zone, which will allow resubdivision into smaller lots (0.4ha - subject to further investigations regarding impact on Deep Creek).
- Rezone land north of Coombes Road, between the Surf Coast Highway and Messmate Road, for rural living. Development only in accordance with ODP. Preference for employment uses on Surf Coast Highway frontage (to be negotiated with land owner). (Subject to completion of Council's Rural Residential Strategy).
- Retain the opportunity to rezone land further to the north of Coombes Road for employment and industrial uses, as demanded.
- Rezone land to allow for the expansion / enhancement of the Gilbert Street Shopping Centre:
  - land between Cliff Street and Fischer Street;
  - land along The Esplanade between Gilbert Street and Zeally Bay Road,
  - land on the south-east corner of The Esplanade and Gilbert Street.



**CHAPTER 11**

***INFRASTRUCTURE FUNDING***

## 11 INFRASTRUCTURE FUNDING

This chapter discusses issues regarding the funding of the local government infrastructure that will be required to accommodate anticipated population growth and development in Torquay / Jan Juc over coming years, and to improve the amenity and appearance of the town.

### PART A: BACKGROUND AND ISSUES

#### 11.1 Municipal Funding Arrangements

The Surf Coast Shire comprises four separate towns and expansive rural and conservation areas. All towns are of different sizes, have different growth potential, different rate bases and different local government infrastructure and service requirements.

Torquay / Jan Juc is the largest town in the municipality and is the only town with significant population growth and development potential (and hence the potential for an expanding rate base). As a result it will experience the greatest demand for new local government services and facilities in the future, and will impose significant funding demands on Council.

Compared to other towns in the municipality Torquay / Jan Juc generally has a lower standard of visual amenity. A key component of this plan are policies to upgrade and improve the appearance of the town. This will also have funding implications for Council.

Due to the fragmented settlement pattern in the municipality and the focus of most growth on Torquay / Jan Juc, issues will arise regarding the distribution of general revenue collected by Council between different parts of the municipality. Equity matters concerning subsidies between more and less populated areas will emerge and Council will need an overall policy regarding such matters.

#### 11.2 Funding Options

Funding options available to Council include:

- general rates;
- special rates;
- accumulated funds;

- development contributions;
- borrowings;
- user charges; and
- grants.

The appropriateness of different sources of funds for different types of infrastructure depends on the principles adopted by Council. To promote the efficient provision and use of infrastructure the link between who benefits from the infrastructure and who and how it is paid for should be as direct as possible. However, equity considerations must also be applied to ensure fair and just outcomes for financially disadvantaged groups within the community. Applying this principle to the funding of urban infrastructure results in the following general guidelines:

- Indirect sources of funds are more appropriate to use to fund higher order municipal facilities which are used by a wide population (ie where the nexus is weak). They are also more appropriate where social justice issues such as the right of access for all groups has a high priority.
- Direct sources of funds are appropriate to use for more local facilities needed by smaller groups of people (ie where the nexus is strong).
- In-between situations also exist.

Applying these principles to infrastructure needs in Torquay / Jan Juc:

- Indirect sources of funds (such as general rates, accumulated funds etc) would be appropriate to be used to fund ongoing expenditure required to maintain common Council services which are required by the majority of the municipal population, and for capital expenditure on higher order facilities which are also required by the wider municipal population.

Examples might include: Further expansion of the municipal offices in Torquay; a bypass road around Torquay / Jan Juc; and foreshore improvements necessitated by tourist demands from non-residents.

- Direct sources of funds (such as development levies and negotiated contributions) are appropriate to be used to fund capital items of infrastructure required to be provided to accommodate the needs of identifiable communities within parts of Torquay / Jan Juc.

Examples might include: New infrastructure required to serve the needs of the population of newly developing areas such as Torquay West and Torquay North.

- In-between sources of funds (such as special rates) are appropriate to fund ongoing costs for specific areas or capital costs for infrastructure required by the population of discrete parts of the Shire, for example each town within the municipality.

Examples might include: A branch library at Torquay / Jan Juc, a large community hall / theatre or indoor swimming pool which is largely for the benefit of residents of Torquay; landscape improvements to the major entries to Torquay / Jan Juc, to the creek valleys etc; and a land acquisition fund for the redevelopment of the Gilbert Street town centre.

Often an item of infrastructure may serve overlapping communities of interest. For example a library constructed in Torquay may mainly serve the needs of Torquay residents, whilst also providing a service to residents of other parts of the Shire. In such a case a package of funding arrangements may be appropriate.

### 11.3 Development Contributions

A new systems of development contributions has recently been introduced in Victoria. The system has the following key features:

- Council's can levy development contributions only if an approved system is in place.
- An approved system includes a Development Contributions Plan (DCP) which must form part of the planning scheme. Approval and amendment of a DCP is by way of a planning scheme amendment.
- A DCP is basically a schedule of works which specifies infrastructure requirements, broad timings, costing, and funding sources, in the context of the expected rate of growth and other characteristics of a development.
- Development contributions are split into two components:
  - A charge for physical infrastructure which is levied before a development starts. This is an upfront charge paid by a developer as a condition on planning permit. It usually relates to items such as collector roads, traffic management treatments, landscaping of open space, etc.

- A community infrastructure levy which is payable as the community grows. This levy is for social infrastructure and is capped at a maximum of \$450 per block (at present). It is paid at a later time than the physical infrastructure levy, usually by the builder prior to the issue of a building permit.
- Other contributions can also be negotiated from developers provided that the integrity of the development contributions policy is not prejudiced.

Council can seek development contributions towards the cost of providing new infrastructure in Torquay / Jan Juc if it desires to do so. The areas in which contributions would be most appropriate are the areas in which new development is occurring. This would include the larger residential development areas of Torquay West and Torquay North and could also include shopping centres, industrial areas and the like. Outline development plans would need to be prepared / finalised for each of these areas. Those plans should outline the general pattern and timing of development and associated infrastructure needs. Items of both physical and social infrastructure should be identified. Following the preparation of ODP's a development contributions plan (within the meaning of the legislation) would be prepared and put on exhibition as an amendment to the planning scheme.

## 11.4 Issues for the Comprehensive Plan

- (1) What is Council's overall approach towards the funding of urban infrastructure in the municipality and what priority does Torquay / Jan Juc receive? Policies are required to provide guidance regarding Council's attitude towards funding options which are available to assist in the funding of improvements to Torquay / Jan Juc generally, as well as new infrastructure requirements. How does Council reconcile equity vs efficiency issues? Does Council support direct funding methods and user pays principles? Is it prepared / able to fund new infrastructure through general revenue sources or are development contributions urgently required?
- (2) Many recommendations included in this plan relate to upgrading the overall appearance and amenity of Torquay / Jan Juc. These recommendations have funding implications for Council. In particular Council may need to take an active role in consolidating land around the Gilbert Street shopping centre to enable its expansion. This is likely to involve Council in the purchase of land. A special rate applied to properties in Torquay / Jan Juc may be an appropriate option to establish such a fund.

- (3) Considerable new residential development will continue to occur throughout the planning period. New local government services and facilities will be required to accommodate the needs of future residents. Development contributions provide a means by which Council may recoup funds to contribute towards the cost of this infrastructure.

## PART B: THE PLAN

### 11.5 Goals

- (1) For Council to establish a fair, equitable and efficient funding policy framework which identifies the funding needs for improvement works and the new local government services and facilities required in Torquay / Jan Juc, and results in sufficient funds being available to implement the recommendations contained in this plan.

### 11.6 Policies

The following funding policies have not been adopted by Council at this stage. They are included in the report as suggestions for Council to consider in the preparation of a funding policy.

- (1) *Municipal wide local government services and facilities* - Infrastructure which is commonly required by the all residents / business in the municipality will generally be funded from general sources of funds Council such as general rates, accumulated funds, borrowings, grants and user charges, as appropriate.
- (2) *Township-wide local government services and facilities* - Infrastructure which is specific to the needs of the residents of a discrete town such as Torquay / Jan Juc, will generally be funded by a combination of general funds and area specific funds such as a special rate for Torquay / Jan Juc, which is established to fund improvements and infrastructure identified as required specifically for that town and for the benefits of ratepayers of the town.
- (3) *Local area services and facilities* - Development contributions be sought for infrastructure required for smaller areas within Torquay / Jan Juc which are undergoing development (ie residential development areas, new industrial areas, town centre) in accordance with new legislation for development contributions and guidelines prepared by the Department of Planning and Development.
- (4) *Development specific infrastructure and services* - Infrastructure that is required to be provided within a development for the benefit of that development be provided by the developer.
- (5) *Negotiations agreements* be entered into for additional items of infrastructure for which development contributions are not required, but for which a development contributes to the need for that infrastructure.

## 11.7 Actions

- (1) Prepare a municipal funding policy.
- (2) Investigate the possibility of establishing a special rate, called the *Torquay / Jan Juc Improvement Rate* for improvement projects and town-wide infrastructure in Torquay / Jan Juc.
- (3) Prepare Development Contributions Plan(s) and subsequent planning scheme amendments for developing areas within Torquay Jan Juc.