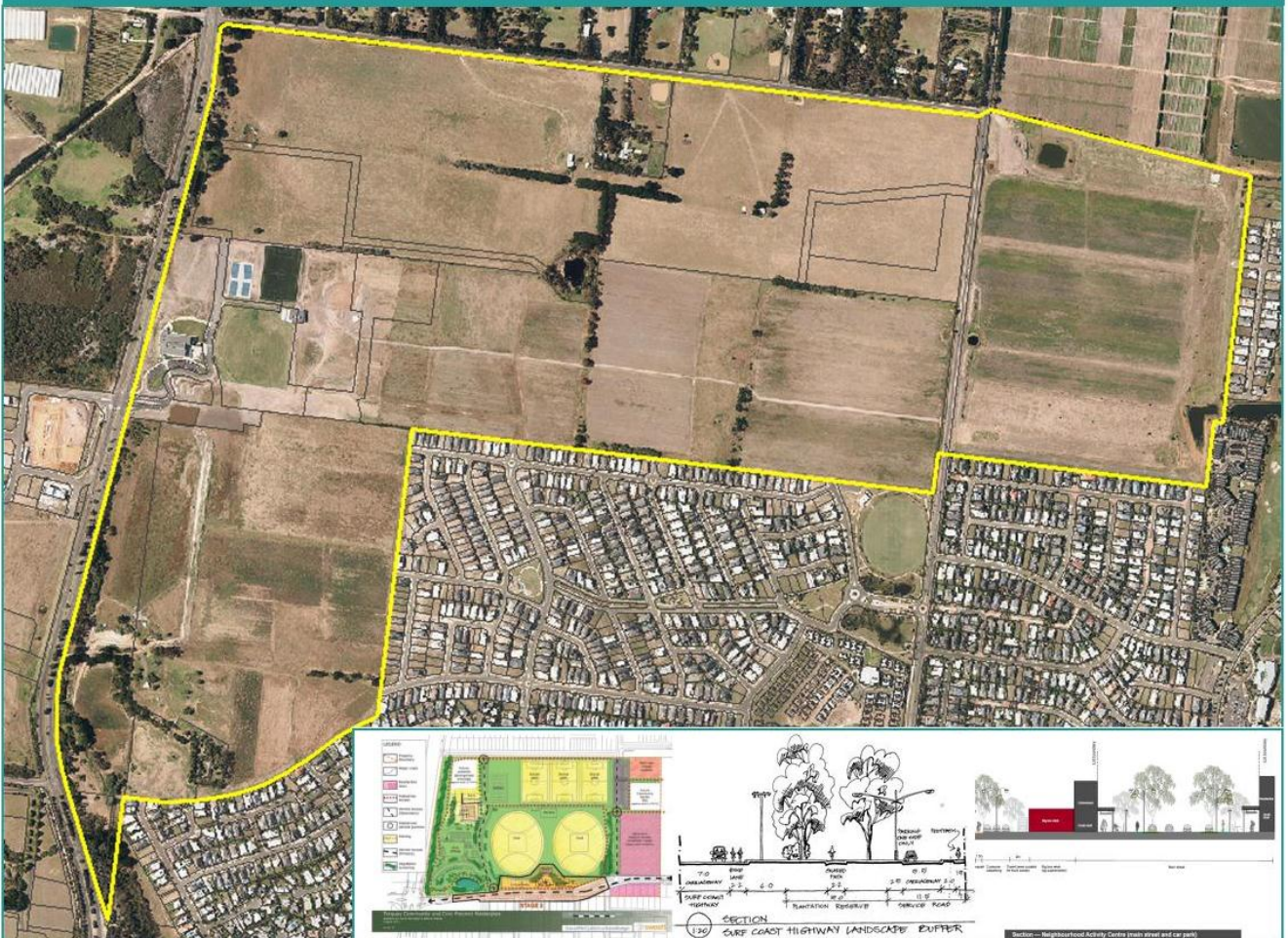


Torquay North

Outline Development Plan



Revised 2012

table of contents

1. Introduction	1
2. The study area.....	1
- Land ownership.....	2
3. The planning context	3
- Torquay Jan Juc 2040 (2012).....	3
- Transit corridor.....	3
- Torquay Community and Civic Precinct.....	4
- Torquay north Neighbourhood Activity Centre.....	4
- Education facilities.....	5
- Development plans.....	6
- Native vegetation.....	6
4. Planning controls.....	7
5. Proposed changes to the Outline Development Plan (2008).....	8
6. Design principles and responses	10
7. Street hierarchy and design	12

1. Introduction

Since the adoption of the *Outline Development Plan* (ODP) for the Torquay North urban growth area in 2008, a number of regional and local studies have been prepared, design workshops have been undertaken and several land use changes have taken place, necessitating this update to the Plan. Collectively the studies and changes include:

- Torquay/Jan Juc Retail Strategy Review, 2011
- Opportunities Study for the new Civic Precinct, 2011
- Sustainable Futures Plan Torquay-Jan Juc 2040, 2012
- Armstrong Creek enquiry by design, 2010
- Transit Corridor Workshops, 2011
- Urban design workshops for Neighbourhood Activity Centre in Torquay North, 2011
- Relocation of the civic offices including development of major sporting facilities, 2011

Some of the context from these studies and workshops has already been incorporated into the approved Development Plans covering Torquay North but as a result subsequent subdivisions will not accurately reflect the outdated strategic framework within the current ODP. To ensure there is alignment between current land use, the approved development plans and sustainable and community best practice design, the ODP has been reviewed and revised to include the relevant content from the above mentioned.

The updated *Outline Development Plan* will include key community facilities and basic infrastructure such as:

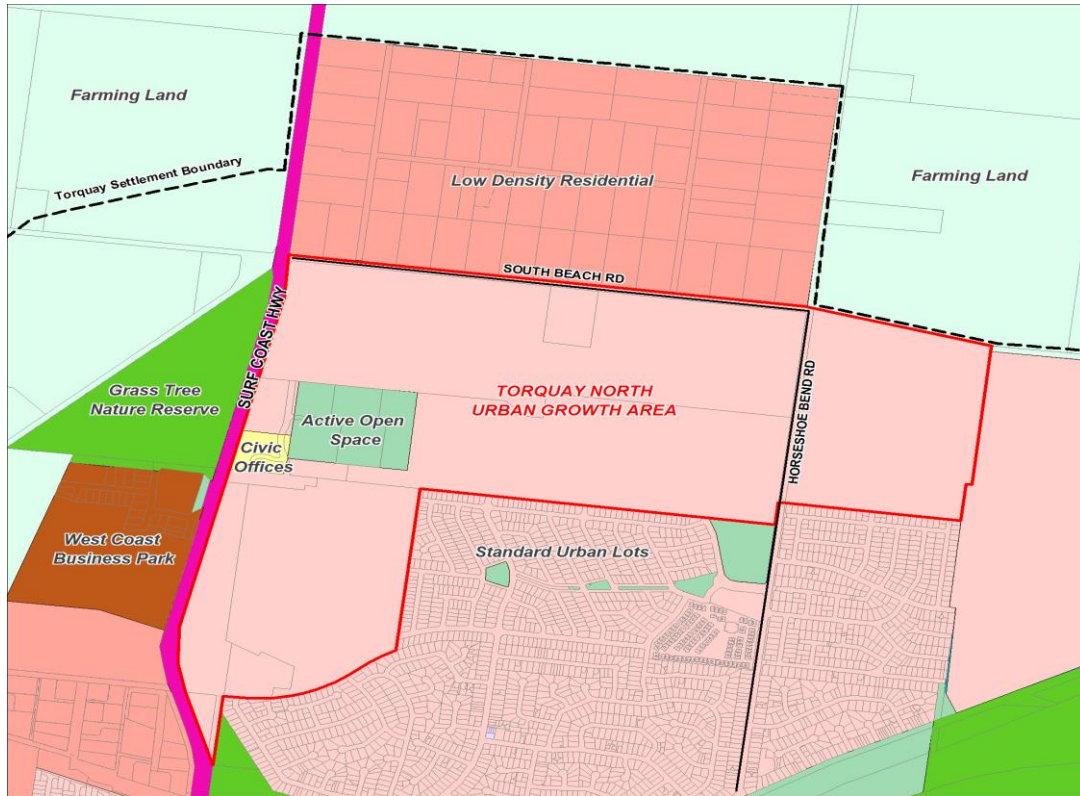
- The Community and Civic Precinct – which includes the Shire offices and recreation reserve,
- Planned education facilities, comprising both a primary and secondary school,
- Proposed neighbourhood activity centre with walkable catchment,
- Opportunities for medium density housing,
- Urban arterial and collector street network,
- Existing and proposed bus route,
- Drainage reserves,
- Conservation areas featuring wetlands and patches of remnant vegetation, and
- Open space linkages and local parks, highlighting playground locations.

The original background and contextual information contained in the 2008 ODP is not replicated in this update but where relevant is included as an addendum to this report.

2. The study area

The study area (Outline Development Plan area) comprises the balance of the designated Torquay North urban growth area, totaling 300ha (refer map 1). The land is predominantly cleared and cultivated paddocks, previously used for grazing and cropping (potatoes and cut flowers), but contains some remaining stands of remnant vegetation.

The context plan (map 1 below) illustrates the relationship of the site to the surrounding area. It is bounded by the Surf Coast Highway, South Beach Road and residential land. There is a low density residential estate to the north of South Beach Road (that can be further subdivided into 1ha allotments), standard urban development to the east and south and beyond the Surf Coast Highway, to the west, is Grass Tree Park nature reserve with the West Coast Business Park (light/service industrial estate) on the southern boundary of the park. The north eastern boundary of the growth area forms part of the Torquay settlement boundary.



Map 1: Torquay North Context / land use plan

Land ownership

The study area is in 5 major landholdings, including the Surf Coast Shire Council who own 18 hectares abutting the Surf Coast Highway which contains the civic offices and a variety of sporting reserves and facilities.



Map 2: land holding parcels

3. The planning context

Torquay Jan Juc 2040 (2012)

The overall aim of the *Sustainable Futures Plan (SFP) Torquay-Jan Juc 2040 (2012)* is to sustainably manage growth by providing a clear direction for where growth is to occur and guidelines relating to its scale and timing over the next 30 years. The SFP seeks to balance the environmental, social and economic aspirations of Torquay-Jan Juc's stakeholders through five core values and principles:

- Places for People – The importance of a close knit community
- The Natural Environment – Protecting and enhancing the natural environment
- The Built Environment – Fostering the unique coastal look and feel
- Services and Infrastructure – Planning for services and infrastructure with development
- A Local Economy – Providing employment opportunities locally

The plan estimates Torquay-Jan Juc's total population level over the next 30 years at 25,000-28,000 people, which incorporates around 15,000-16,000 new residents and approximately 6,500 new residential lots. The majority of growth will be focused in new growth areas in Torquay North (approx. 2,400 new lots and 5,700 new residents), Torquay West east of Duffields Road (approx. 610 new lots and 1,400 new residents) and northwest of Messmate Road up to the ridgeline (approx. 2,000 new lots and 4,500 new residents), whilst urban infill in Central Torquay and Jan Juc will account for approximately 800 new residents in Central Torquay and 670 in established Jan Juc by 2030. The SFP aims to achieve a minimum density of 15 lots per hectare in new growth areas, consistent with state government policy.

Transit corridor

The Minister for Planning directed that Council explore options to integrate space for a transit corridor and terminus within the Torquay North growth area as part of a possible long term link from Armstrong Creek to Torquay. This requirement forms part of the *Victorian Transport Plan* to be undertaken by the Department of Transport (DOT), however the transit corridors preferred location had not yet been determined in 2010 when Council commenced the processing of the development plans for Torquay North.

Design options factoring the transit terminus into Torquay North were workshopped with the *Urban Design Unit* of DPCD to try to find a location that would integrate a transit corridor and terminus into the proposed growth area layout, specifically taking into consideration the future neighbourhood activity centre and school sites and Council's Community and Civic Precinct (C&CP).

A number of consecutive workshops were held with the developers/landowners, DPCD's regional officers and urban design unit from Melbourne, representatives from the City of Greater Geelong, the Department of Transport and other government authorities. A key outcome from these workshops was to revise the proposed size and location of the neighbourhood activity centre even though this would be contrary to the previously endorsed *Torquay North Outline Development Plan*. However it was acknowledged that land use changes and this detailed analysis justified the changes.

Council contracted GHD consulting engineers to investigate a suitable location within Torquay north and they confirmed that a transit corridor and terminus could be established in the north-west quadrant of the growth area, thereby satisfying the Ministers direction and the subsequent requirement within the DPO8. The link from Armstrong Creek was then investigated by the Department of Transport who then confirmed that any future transit route would not be located east of the Surf Coast

Highway, enabling the development plans for Torquay North to be processed without the inclusion of the corridor.

Torquay Community and Civic Precinct

In 2006 Council purchased land for a civic & community precinct to comprise new council offices, a district active recreation facility (indoor and outdoor) and a community and children's services centre. The 18ha site is shown in map 3 below. To date the Council office, recreation pavilion, one oval and soccer pitch and netball courts have been constructed.



Map 3: Torquay Community & Civic Precinct Masterplan

Torquay North neighbourhood activity centre

Initial investigations through the *Community and Civic Opportunity Study* and workshops held with the *Urban Planning Unit* of DPCD confirmed that the planned neighbourhood activity centre (NAC) would be best relocated from Horseshoe Bend Road (as shown in the *Torquay North Outline Development Plan 2008*), to the eastern side of the intersection of Merrijig Drive and Fischer Street. The rationale for this was:

- This would position the centre closer to two major employment areas within Torquay North (the Council office and the West Coast Business Park).
- This revised location would be centrally located within the broader 'Torquay North' neighbourhood and located on the intersection of two main connector streets with direct access to the Surf Coast Highway.
- The centre would also have a direct route into the heart of Torquay via Fischer Street, the busiest street in Torquay after the Highway.
- The major active open space area (part of the civic precinct), open space linkages and proposed secondary and primary schools will all be located within 400 metres (a 5 minute walk) from the centre, creating a 'sustainable neighbourhood'.
- The proposed bus route will pass the site.

The workshops also concluded that the centre should function as a main street with shops fronting directly onto both Merrijig Drive and Fischer Street to provide an active and pedestrian focused interface.

Design workshops with DPCD's urban planning unit and with the developers highlighted the need for shops and cafes to activate the street, with surface car parking and large box retailers (such as supermarkets), that have large areas of blank walls being 'sleeved' by small retail shops and mixed use development (commercial/office/medium density). It was agreed that the supermarket would still be partially visible from Fischer Street but walkability would not be compromised by the dominance of a large surface car park on the street.

This more traditional shopping centre design is proven to encourage pedestrian activity and is reflective of Torquay's town centre in Gilbert Street. Pedestrian activity enhances the viability and vibrancy of the centre with pedestrians using the street environment for a variety of shopping trips, encouraging them to linger, shop, dine or have a coffee. The street focused design ensures that the public realm is not dominated by large surface car parking areas that are unattractive, consume large amounts of land and can be a barrier to shopping and activity. It is envisaged that the activity centre will utilise specifically designed on-street car parking (thereby reducing the size of the internal surface car park) and will facilitate a live/shop/work environment through permitting a mixture of uses in the one central location promoting activity and vibrancy day and night.

The workshops also found that the size of the NAC as suggested in the *Torquay North Outline Development Plan* (no bigger than 1000sqm) needed to be reviewed. Council engaged Essential Economics (Torquay North, Activity Centre Opportunities Assessment, March 2011) supported by Tim Nott Economic Analysis & Strategy (Torquay Jan Juc Retail Strategy, October 2011) to confirm a suitable size and structure.

The previous retail floorspace for Torquay North had been based on recommendations from the *Torquay and Jan Juc Retail Strategy Review*, 2005. The findings from this report were based on population estimates to 2004 and worked on the assumption that the Spring Creek corridor would be developed and would contain a NAC with around 6000sqm retail floor space as well as the 1000sqm in Torquay North. Following the completion of the *Sustainable Futures Plan Torquay-Jan Juc 2040* it was confirmed that no urban growth would be facilitated within Spring Creek and there would be more focus on maximizing sustainability and infill around the existing town centre and within the growth area of Torquay North.

As a result the previously envisaged NAC within Torquay North needed to be reviewed to cater for the loss of future retail floor space within Spring Creek. To achieve the benefits of localisation of goods and services it was felt that the neighbourhood activity centre in Torquay North should include an anchor store such as a full line supermarket and specialty shops, with associated commercial offices, possibly including a health / medical centre.

Both the *Torquay North, Activity Centre Opportunities Assessment* and *Torquay Jan Juc Retail Strategy* supported the establishment of a full line supermarket in Torquay North by around 2015 and concluded that it would have only a relatively modest impact on the Torquay town centre, and that the trade levels in the town centre would still be greater (expressed in constant dollars) than at present.

Education facilities

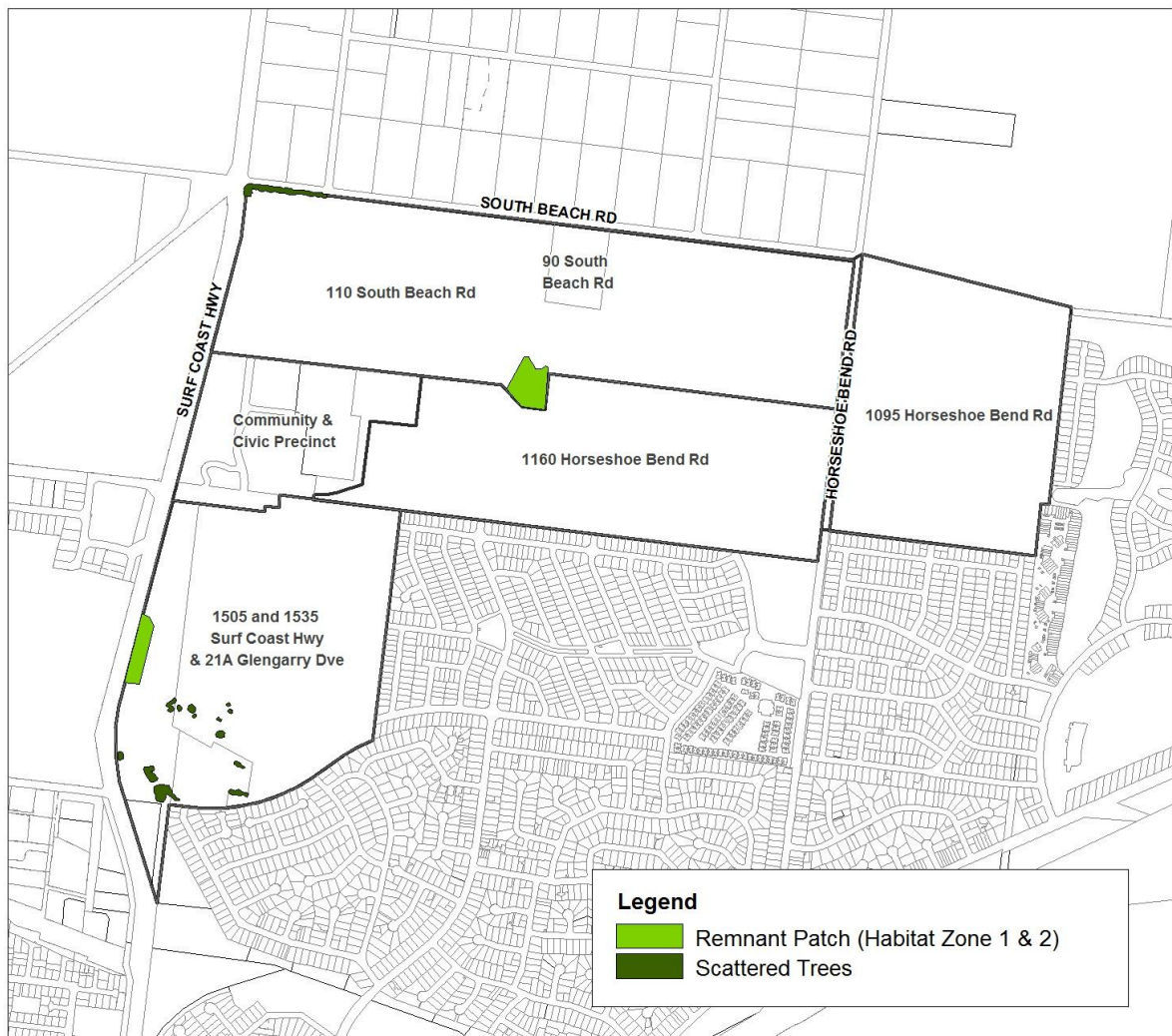
A change of State Government since the preparation of the 2007 outline development plan has resulted in the addition of a secondary school in Torquay North, north of the civic precinct and the repositioning of the primary school from east of the community and civic precinct to Horseshoe Bend Road. The purchase of these sites has now been finalised. The sitings were informed by the above mentioned workshops and liaison between the government agencies of DPCD and DEECD.

Development plans

At the time of updating this outline development plan, all of the Development Plans for the 4 major landholdings had been approved by Council, one of which includes the two school sites referred to above. One of the Development Plan was only partially approved, for the land to the east of the civic precinct with approval of the balance of this land pending the rezoning of the proposed NAC. This revised ODP has been modified to reflect the approved Development Plans.

Native vegetation

The *Flora and Fauna Assessment*, BL & A (2008) prepared for the site identified two sites of conservation significance, shown on map 4 below. An individual site assessment for 1505-1535 Surf Coast Highway (covering the portion of land not covered by the 2008 flora and fauna study) identified a number of individual and small clumps of *Melaleuca lanceolata* (Moonah), a significant *Eucalyptus bellarinensis* (Yellow Gum) and a small patch of *Eucalyptus viminalis* (Manna Gum). A number of the Moonah were estimated to exceed 150 years of age making them of high local conservation significance. All of the above mentioned indigenous vegetation are shown on map 4 below.



Map 4: Native vegetation

4. Planning controls

The ODP area, with the exception of the Community & Civic Precinct, is zoned *Residential 1* and is subject to the following overlays:

- *The Design and Development Overlay - Schedule 1 (DDO1)* covering the whole of the subject land except for the active recreation precinct. This overlay schedule triggers the requirement for a planning permit for buildings greater than 7.5 metres in height with the purpose of seeking to maintain a building height respective of the township character.
- *Schedule 8 to the Development Plan Overlay (DPO8)* covering the whole of the subject land except for the active recreation precinct. The purpose of the DPO8 is to ensure that a coordinated development plan is prepared for the whole of the growth area prior to further subdivision. Future applications that are consistent with the approved Development Plan are exempt from notice and review by third parties. The DPO8 requires the development plan to provide for a comprehensively planned residential subdivision generally in accordance with the Torquay-Jan Juc Structure Plan 2007, but modified to incorporate the Torquay Community and Civic Master Plan and consequential design impacts. The Development Plan is also to meet the objectives and standards of Clause 56 in addition to a number of specific requirements.

Clause 3.0 'Requirements for development plan' will need to be modified to reflect the strategic work discussed above as follows:

Liveable and Sustainable Communities

The requirement for the development plan to provide for:

the location of a neighbourhood shopping centre to accommodate up to 1,000sqm of retail floor area

will need to be updated to read:

a neighbourhood shopping centre to accommodate a full line supermarket, speciality shops, commercial and or mixed use development generally in accordance with map 1 to this schedule

with,

removal of reference to the primary school as the location of this site has already been approved by Council.

Access and Mobility Management

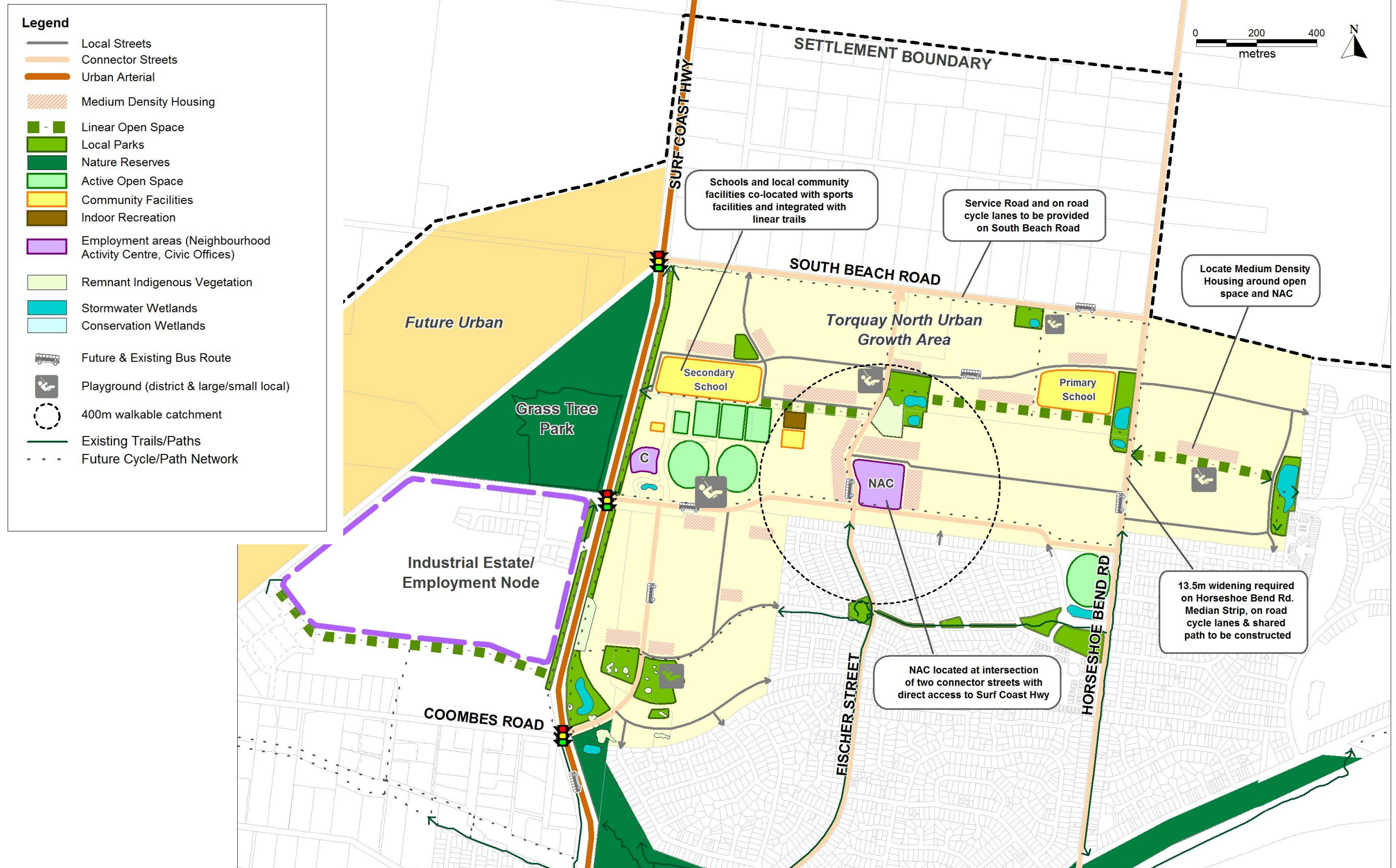
Removal of the need to make provision for a public transit route from Geelong on or adjacent to the site following consultation with the Department of Transport. As per the discussion above, the DOT has confirmed there will not be a train line or terminus within Torquay North and the approved development plans have already outlined the future bus route with bus stops in consultation with DOT.

5. Proposed changes to the Outline Development Plan (2008)

The *Outline Development Plan* will be amended to include all relevant land use changes and layout detail from the approved development plans, such as:

- The Community and Civic Precinct including Shire office and recreation reserve.
- Planned education facilities, comprising both a primary and secondary school.
- Proposed neighbourhood activity centre with footprint.
- Collector streets network.
- Drainage reserves.
- Conservation areas and remnant vegetation.
- Open space linkages and parks.

The revised Outline Development Plan is shown in map 5 below.



Map 5: Revised Torquay North Outline Development Plan

6. Design principles and responses

The following design principles and responses establish the context for the layout of the Outline Development Plan and subsequent detailed development plans that must be submitted in accordance with the requirements of the Development Plan Overlay. The principles espoused for the Torquay North area are based on the Torquay-Jan Juc Structure Plan and State/Local Planning Policy Provisions and were ratified at a workshop with the land owners/developers. The responses provide more detailed guidance to the implementation of elements of the design principles, and where not shown on the ODP, will need to be incorporated in the detailed Development Plans. The detailed Development Plans must also meet the relevant objectives and standards of Clause 56 of the Surf Coast Planning Scheme and respond to the relevant objectives of the joint DSE / CPV publication, 'Safer Design Guidelines for Victoria'.

- P1 Maintain and enhance the distinct surfing identity and coastal character of Torquay-Jan Juc.

Response: Coastal and landscape themes are to feature strongly in subdivision design.

Treatment to Surf Coast Highway is to comprise a generous landscaped buffer (minimum width of 15 metres), incorporating a shared pathway.

Interface treatment with the existing low density residential estate fronting South Beach Road is to be designed to maintain the relative amenity of these properties.

Housing and community facilities are to adopt architectural styles that reflect the coastal image and character of the town and its natural environment.

Undergrounding of existing powerlines is strongly encouraged.

- P2 Promote a strong sense of community and belonging, with enhanced connectivity and attractive community spaces.

Response: Subdivision design is to give priority to walking, cycling and public transport, focusing on community and shared spaces.

The road network is to be designed to reduce traffic speeds and promote community interaction and pedestrian priority use of the road reserve. It shall comprise a predominantly grid based layout modified as appropriate for topographical and other conditions. It shall facilitate the provision / extension of an efficient local bus service.

Provision is to be made for a Neighbourhood Activity Centre (approx 5,500sqm retail floor area).

The Neighbourhood Activity Centre is to incorporate a mix of uses that meet local community needs; is accessible to a viable population by walking and cycling; and is an important community focal point. A generous sized open plaza should form part of this centre.

A minimum 10% public open space contribution is required, mostly comprising land for active and passive recreation (in some instances a combination of land and cash will be sought).

Local parks are to be located within 400m walking distance of all dwellings) and generally should not be less than 0.8ha in area.

Local parks are to be connected by a safe network of shared pathways, preferably within dedicated open space corridors (which may combine with the stormwater network) or utilising purpose designed minor streets.

Open space corridors are to have widths greater than 15 metres (preferably 30m) to accommodate pathways, landscaping / revegetation, stormwater treatment, habitat protection / enhancement etc.

Open space areas, including parks, linear corridors and the highway tree reservation, are to be fronted by roads to maximise accessibility, surveillance and public connectivity. Where road frontage is not practical, dwellings with active frontages should be located and designed to overlook the open space area.

Provision is to be made for education facilities as required by DEECD, with opportunity to co-locate and resource share with other community facilities.

- P3 Promote ageing in place through planning for a diversity of housing types responsive to existing and future needs of the community.

Response: Residential densities of 15 lots per hectare are to be achieved, with medium density focused within 400m of the neighbourhood activity centre, schools, open space and public transport routes. Standard urban lot are to be located throughout and focused beyond 400m of the neighbourhood activity centre with the largest lots located around the periphery and on corner sites.

Innovative medium density design solutions are encouraged around activity centres and open space areas, designed to fit the context and enhance the character of the area while providing a variety of housing options.

- P4 Promote energy efficiency and wise resource use as a legacy of coastal living.

Response: Subdivision design is to incorporate lot shape and orientation that maximises solar access and coastal seabreeze cooling.

Terraced lots should be focused on the northern side of the street with rear lane access. Compact lots can be provided on the eastern/western side of the street and larger lots predominantly on the southern side.

Subdivision layout should adopt a grid format, sympathetic to local physical characteristics, that maximises accessibility.

Stormwater re-use is to be integrated with subdivision design.

Stormwater systems are to be designed to achieve flows not exceeding pre-development levels.

Housing and public building design is to be based on best practice sustainability principles.

7. Street hierarchy and design



Figure 1: Traffic volumes prepared by TTM Consulting 2012

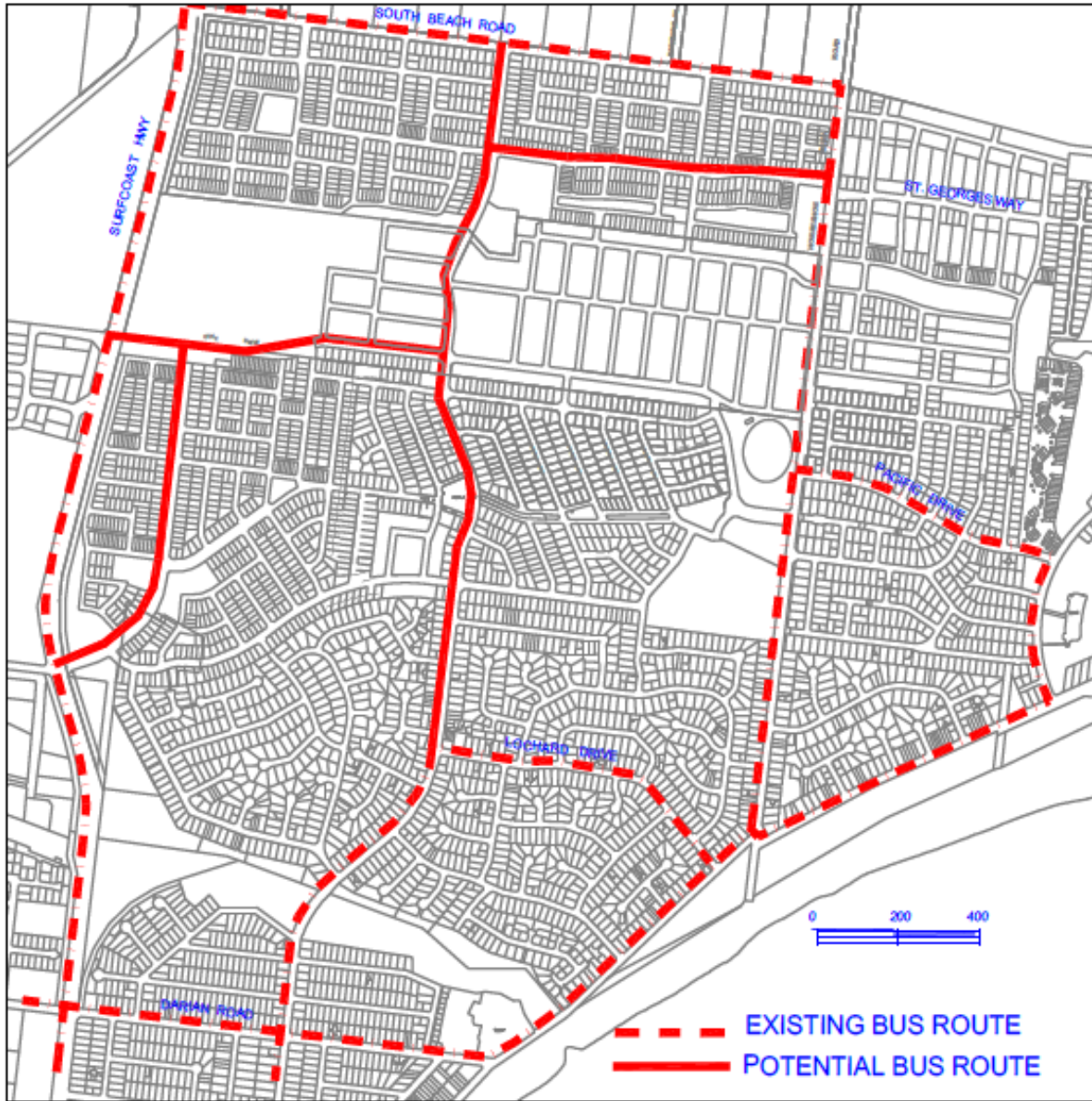
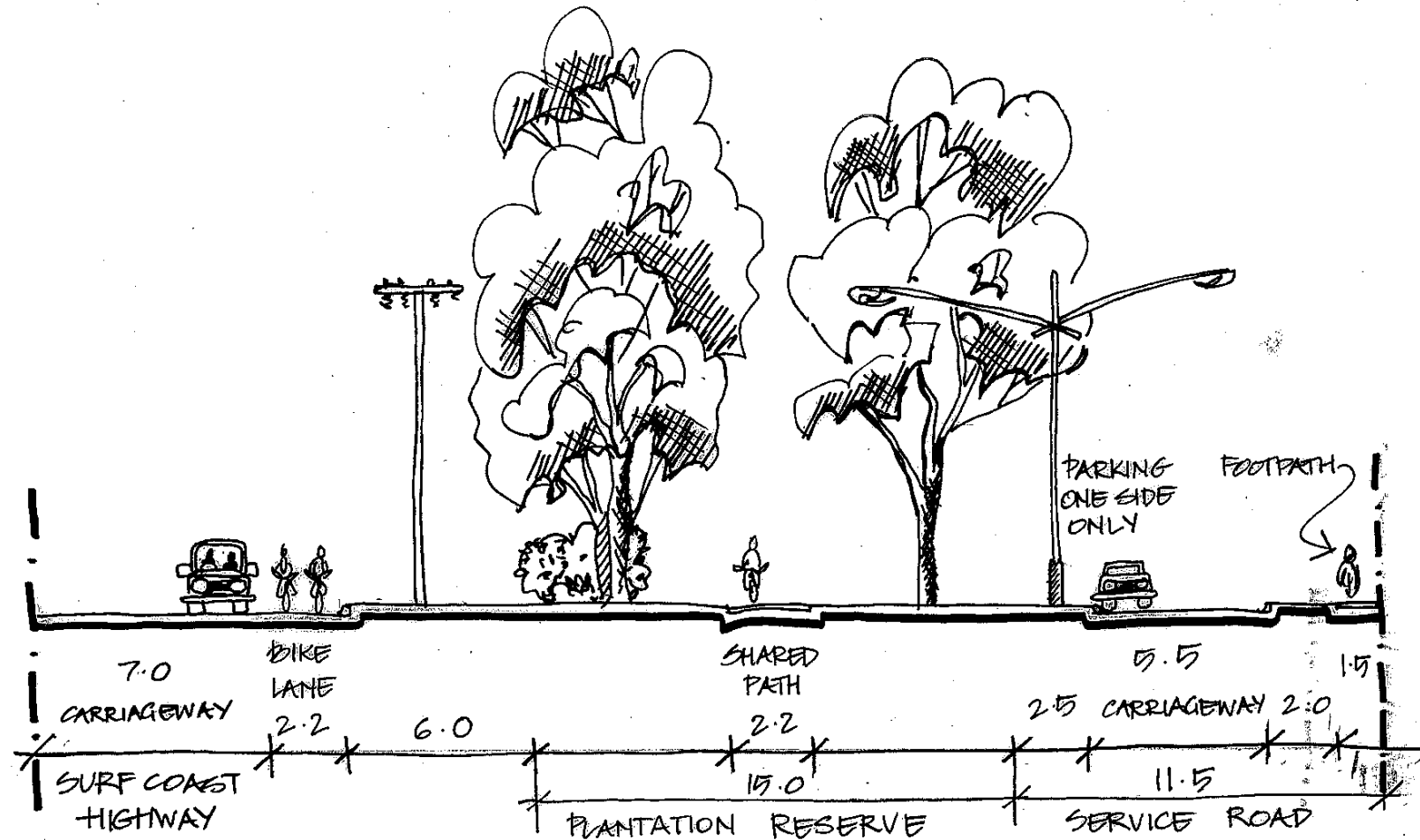


Figure 2: Proposed bus route, TTM Consulting 2012



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SECTION

SURF COAST HIGHWAY LANDSCAPE BUFFER

Figure 3: Cross-section Surf coast Highway landscape buffer

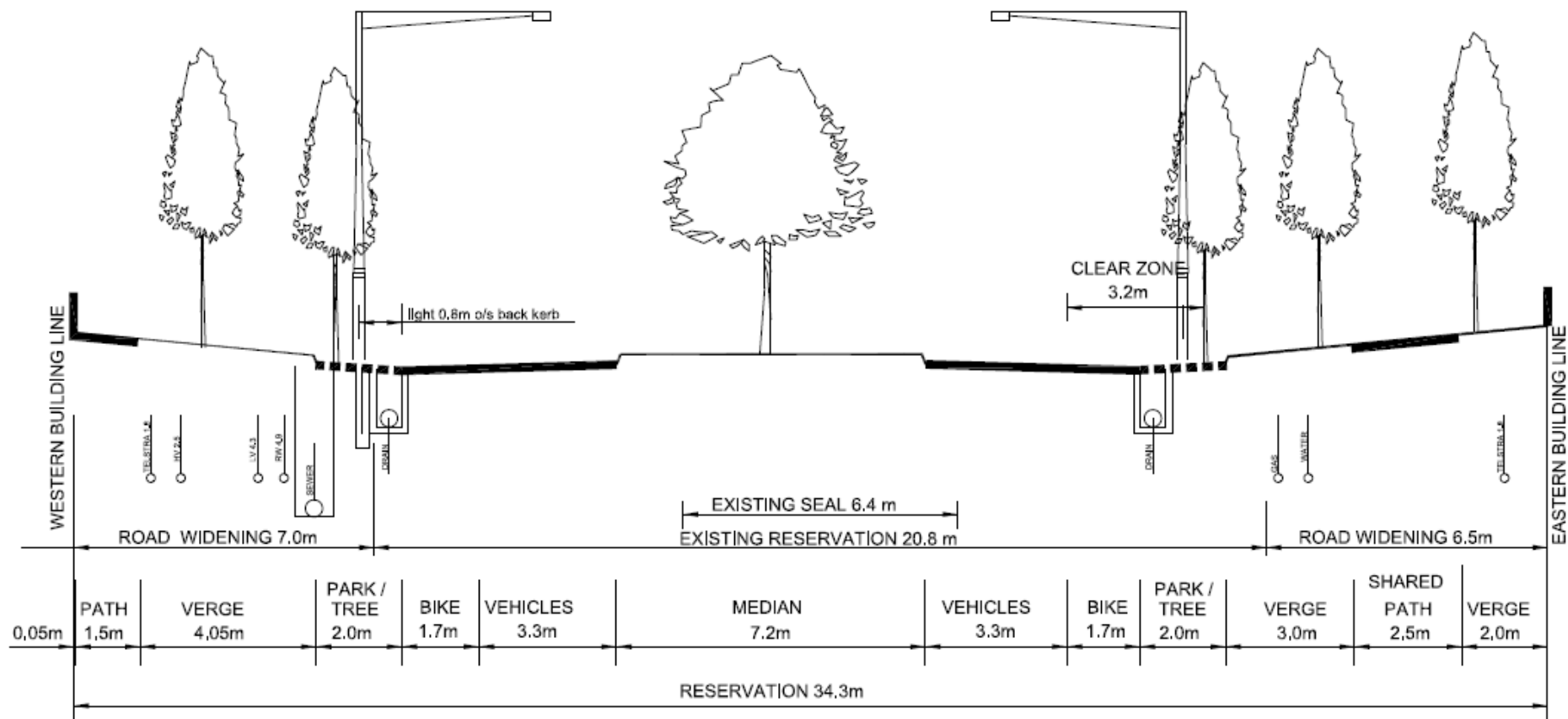


Figure 4: Cross-section Horseshoe Bend Road (Connector Street Level 2)

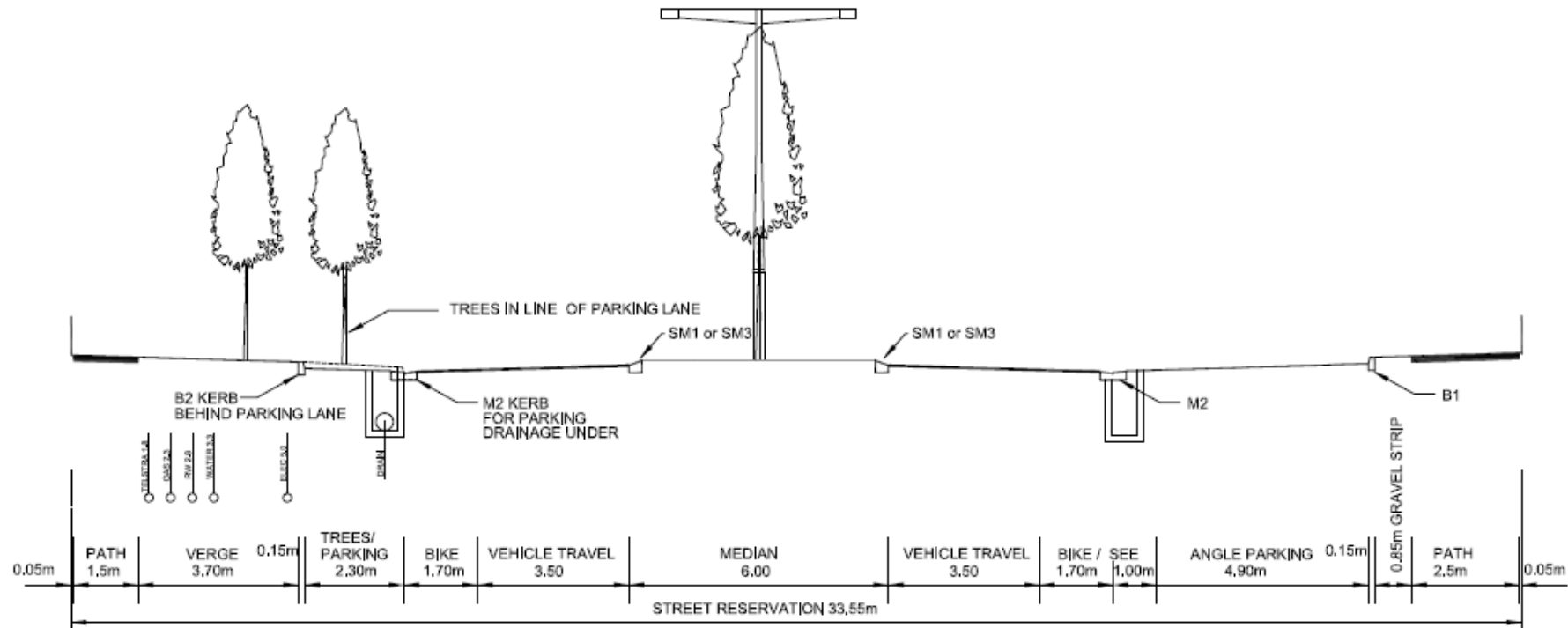


Figure 5: Cross section Merrijig Drive with angled parking adjacent to the recreation reserve (Connector Street level 2)

Note: Merrijig Drive is both a Connector Street Level 1 and 2. Connector 2 from the Surf Coast Highway to the eastern edge of the recreation reserve and a Connector Street level 1 from the eastern edge of the reserve to Fischer Street.

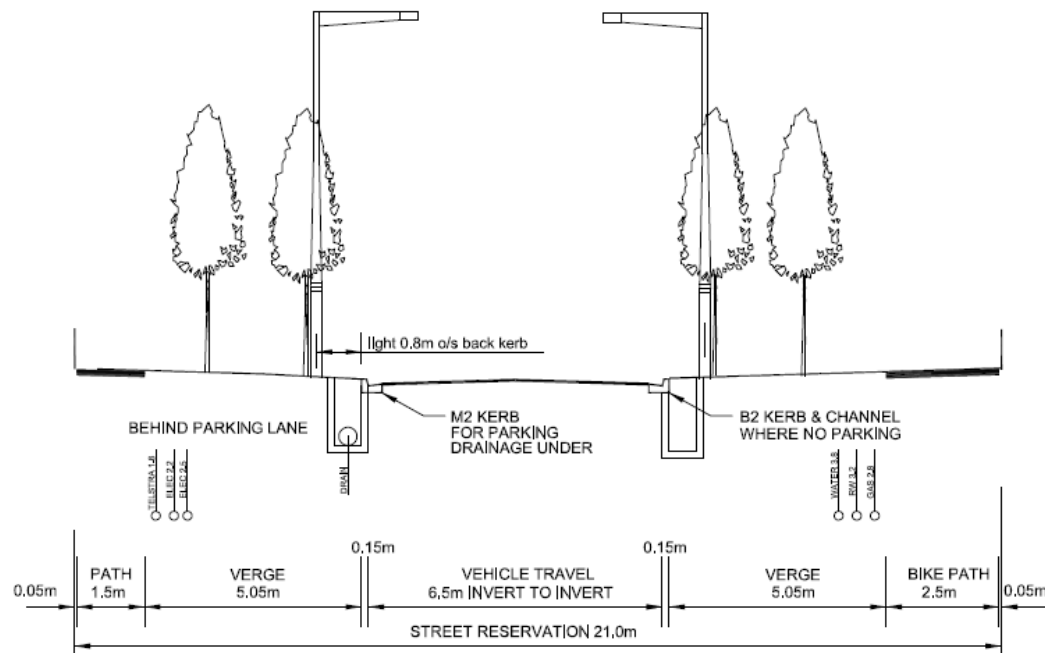


Figure 6: Cross section for Connector Street Level 1
(showing tree outstands within the car parking lane)

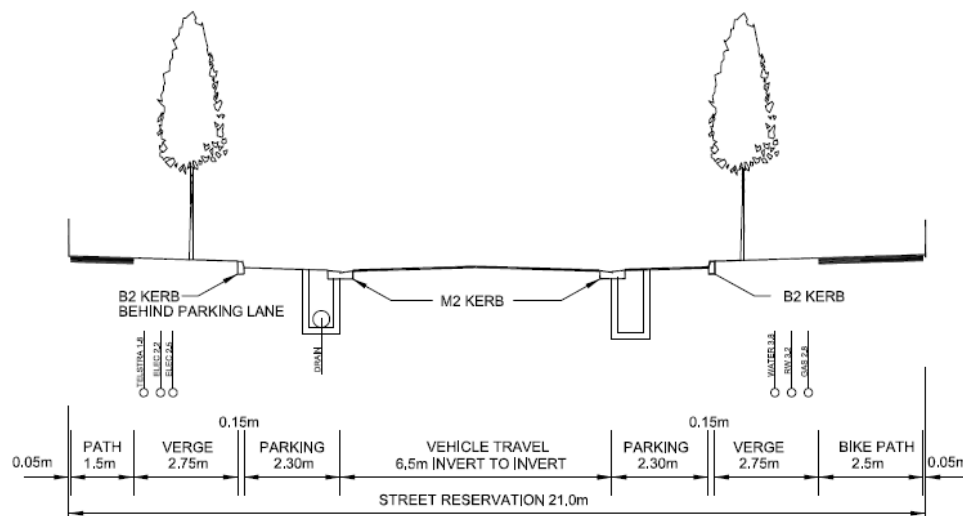


Figure 7: Cross section for Connector Street Level 1
(showing car parking lane – trees not shown)

Note: This cross section should also be applied to any local streets that are designated as a bus route

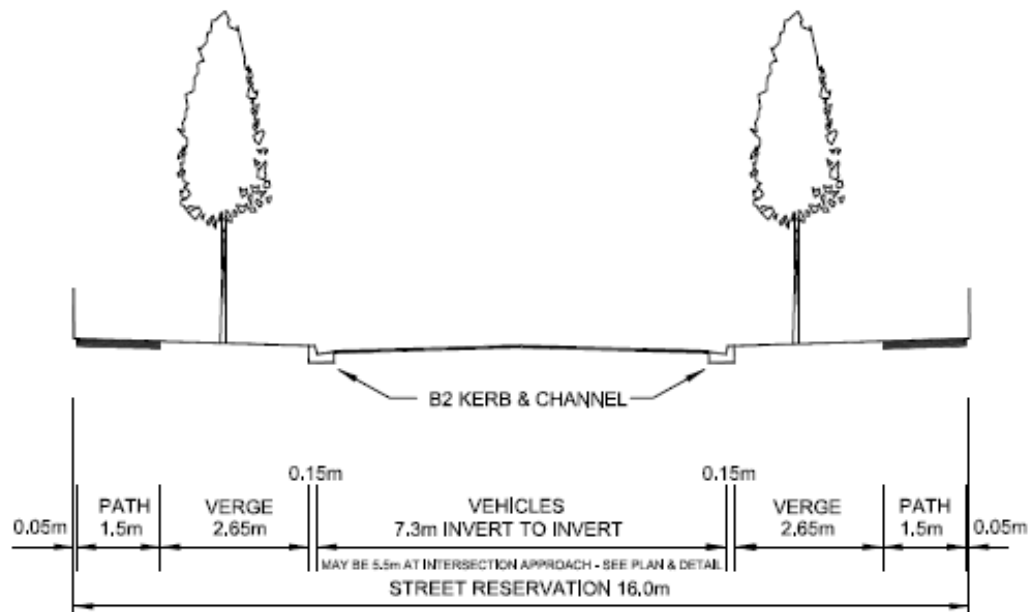


Figure 8: Cross section Access St Level 2

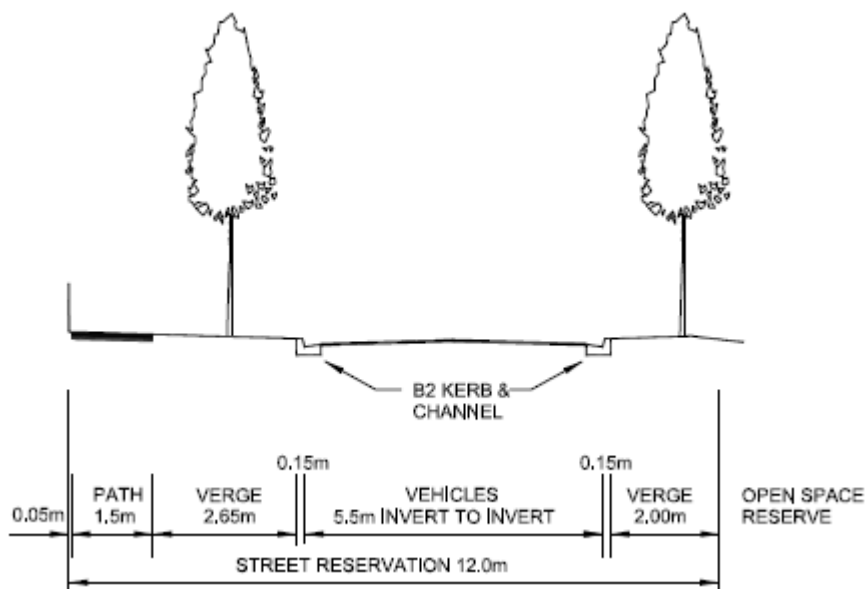


Figure 9: Cross section Access Place (street abutting open space reserve)

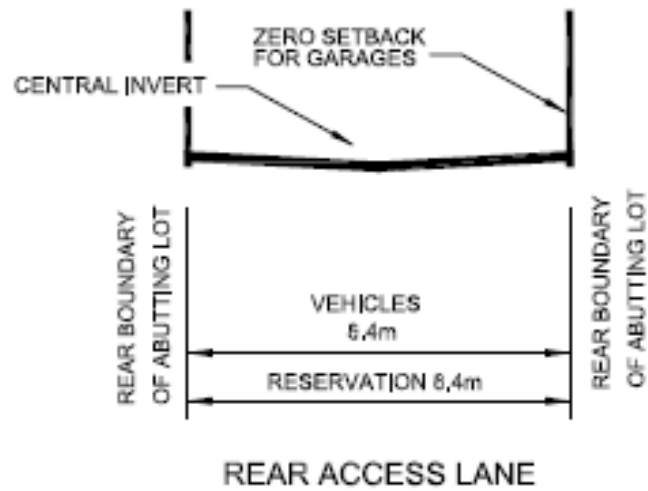


Figure 10: Cross section Laneway

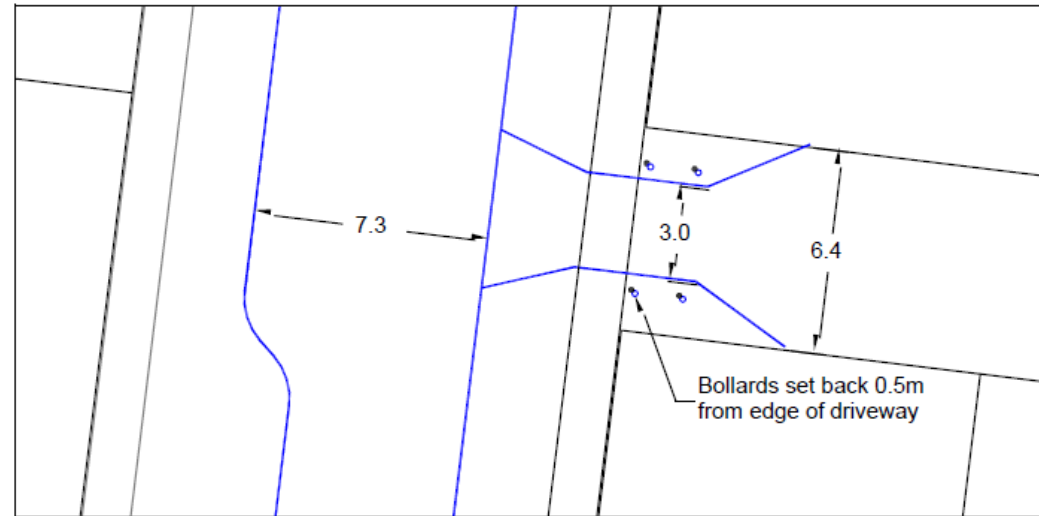


Figure 11: Plan of rear access lane showing narrowing point

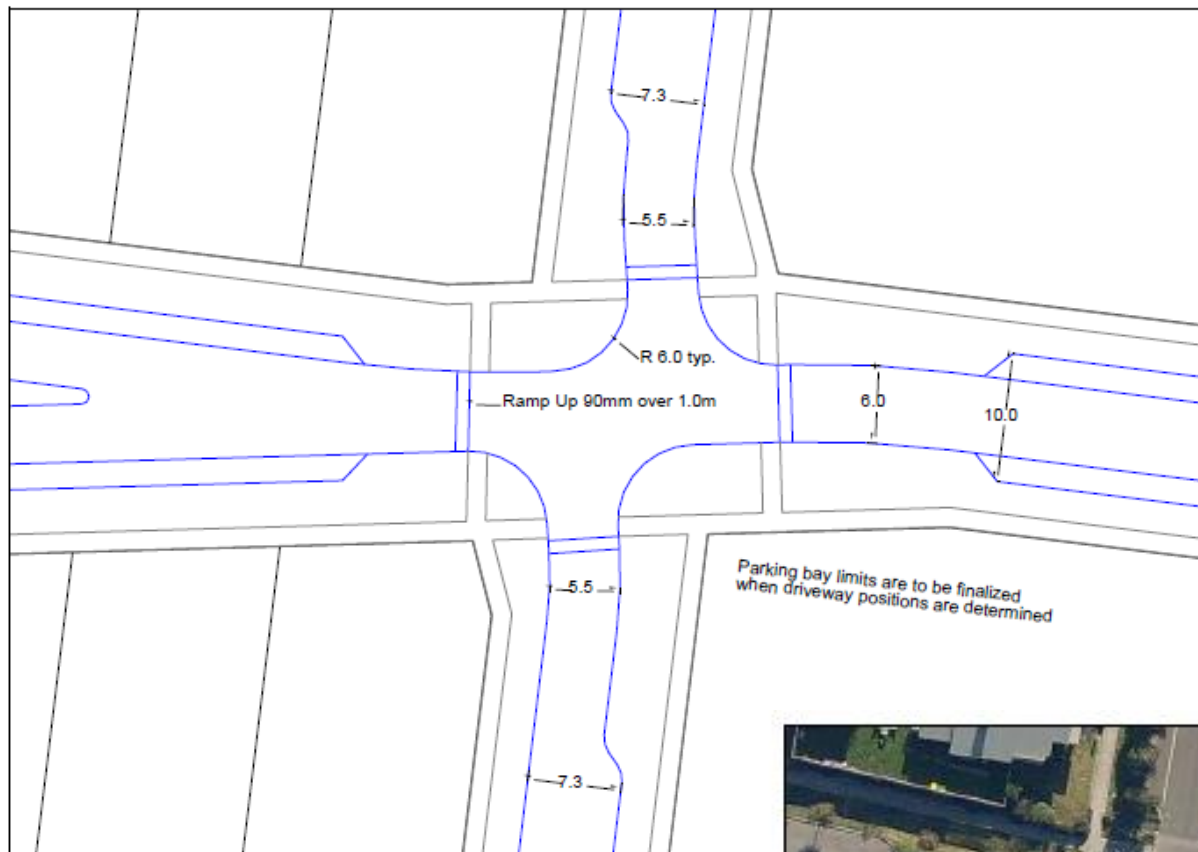
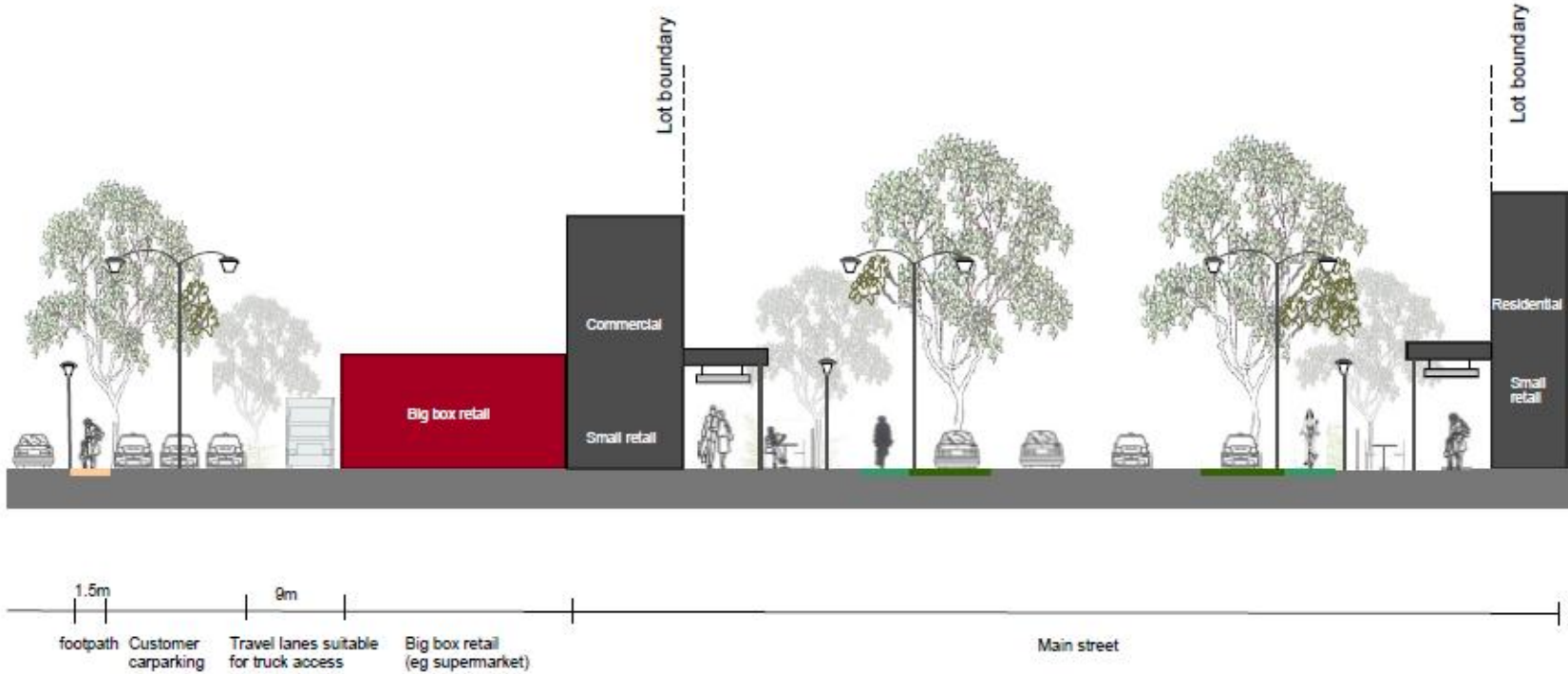


Figure 12: Traffic calming devises (street narrowing)



Photo of staggered intersection

Neighbourhood Activity Centre (main street and car park)



Section — Neighbourhood Activity Centre (main street and car park)

Figure 13: Cross section of main shopping street (big box retail [supermarket] and surface car parking is sleeved by small shops)