

Surf Coast Shire

Torquay Town Centre  
Parking and Access Strategy  
2011-16



Final, November 2011

© 2011 Surf Coast Shire Council

PO Box 350, Torquay VIC 3228  
Phone (03) 5261 0600  
Fax (03) 5261 4527  
[info@surfcoast.vic.gov.au](mailto:info@surfcoast.vic.gov.au)  
[www.surfcoast.vic.gov.au](http://www.surfcoast.vic.gov.au)

**Disclaimer**

This publication may be of assistance to you but the Surf Coast Shire Council and its employees do not guarantee that the publication is completely without flaw of any kind or is wholly appropriate for your particular purposes and therefore disclaims all liability for any error, loss or consequence which may arise from you relying on this publication for any purpose.



# Table of Contents

- EXECUTIVE SUMMARY ..... 5**
- PART A - THE STRATEGY**
- 1. INTRODUCTION ..... 9**
  - 1.1 BACKGROUND ..... 9
  - 1.2 STUDY AREA ..... 9
  - 1.3 PURPOSE OF THE STRATEGY ..... 10
  - 1.4 METHODOLOGY..... 11
- 2. STRATEGIC CONTEXT AND KEY INFLUENCES ..... 12**
  - 2.1 PLANNING POLICY CONTEXT ..... 12
  - 2.2 RELEVANT STUDIES ..... 14
  - 2.3 EXISTING PARKING CONDITIONS IN THE TOWN CENTRE ..... 16
  - 2.4 EXISTING ACCESS CONDITIONS ..... 17
  - 2.5 FACTORS INFLUENCING PARKING AND ACCESS ..... 18
  - 2.6 2006 CAR PARKING STRATEGY REVIEW ..... 20
- 3. PARKING AND ACCESS STRATEGY ..... 21**
  - 3.1 FUTURE PARKING SUPPLY ..... 21
  - 3.2 CAR PARKING RATES ..... 29
  - 3.3 CASH-IN-LIEU CONTRIBUTIONS..... 30
  - 3.4 PARKING MANAGEMENT..... 30
  - 3.5 ACCESS AND TRAFFIC CIRCULATION ..... 32
  - 3.6 ALTERNATIVE TRANSPORT MODES ..... 34
- PART B - IMPLEMENTATION**
- 1. OVERVIEW..... 39**
- 2. SPECIFIC IMPLEMENTATION ACTIONS ..... 40**
  - 2.1 LAND ACQUISITION AND CONSTRUCTION OF NEW PUBLIC PARKING ..... 40
  - 2.2 COLLECTION OF CASH-IN-LIEU CONTRIBUTIONS ..... 41
  - 2.3 CONSTRUCTION OF PRIVATE PARKING..... 42
  - 2.4 TRAFFIC MANAGEMENT WORKS ..... 42
  - 2.5 PATHWAYS ..... 43
  - 2.6 MONITORING..... 44
  - 2.7 CHANGES TO THE PLANNING SCHEME ..... 44
- 3. OTHER REQUIREMENTS..... 44**
- SCHEDULE 1: CASH IN LIEU CONTRIBUTION ..... 46**
- PART C - BACKGROUND**
- 1. INTRODUCTION ..... 49**
- 2. PLANNING CONTEXT ..... 49**
  - 2.1 STATE PLANNING POLICY ..... 49
  - 2.2 LOCAL PLANNING POLICY..... 50
  - 2.3 ZONES, OVERLAYS AND OTHER PROVISIONS ..... 51
  - 2.4 PARKING PROVISIONS REVIEW ..... 53
  - 2.5 RELEVANT STUDIES..... 53
- 3. EXISTING PARKING AND ACCESS CONDITIONS ..... 58**
  - 3.1 CAR PARKING..... 58
  - 3.2 ACCESS AND TRAFFIC MANAGEMENT..... 67

3.3	WALKING AND CYCLING.....	70
3.4	PUBLIC TRANSPORT.....	71
<b>4.</b>	<b>FACTORS INFLUENCING PARKING AND ACCESS.....</b>	<b>73</b>
4.1	POPULATION AND VISITOR GROWTH .....	73
4.2	SEASONAL NATURE OF DEMAND.....	74
4.3	FUTURE RETAIL/COMMERCIAL DEVELOPMENT.....	75
4.4	PROVISION OF ALTERNATIVE MODES OF TRAVEL.....	78
4.5	OTHER CONSIDERATIONS .....	78
<b>5.</b>	<b>REVIEW OF 2006 CAR PARKING STRATEGY .....</b>	<b>79</b>
5.1	INTRODUCTION.....	79
5.2	FUTURE PARKING REQUIREMENTS.....	80
5.3	CAR PARKING RATES.....	81
5.4	CASH IN LIEU CONTRIBUTIONS.....	81
5.5	PARKING MANAGEMENT.....	82
5.6	CONCLUSIONS .....	83
	<b>REFERENCES .....</b>	<b>85</b>
	<b>APPENDIX A: EXISTING CAR PARKING SUPPLY .....</b>	<b>87</b>
	<b>APPENDIX B: POTENTIAL CAR PARKING SUPPLY .....</b>	<b>88</b>
	<b>APPENDIX C: REVIEW OF PREFERRED STRATEGY OUTCOMES AND IMPLEMENTATION MEASURES OF THE 2006 CAR PARKING STRATEGY .....</b>	<b>90</b>
	<b>APPENDIX D: REVIEW OF 2006 CAR PARKING STRATEGY IMPLEMENTATION ACTIONS .....</b>	<b>93</b>
	<b>APPENDIX E: STRATEGY IMPLEMENTATION SCHEDULE .....</b>	<b>95</b>
	<b>APPENDIX F: ESTIMATED CAR PARKING COSTS (AS PER JULY 2011) .....</b>	<b>97</b>
	<b>APPENDIX G: PREFERRED LOCATIONS OF PARKING ON PRIVATE LAND.....</b>	<b>98</b>

## Executive Summary

This strategy document is divided into three parts:

- |                                |  |
|--------------------------------|--|
| <b>Part A – The Strategy</b>   | This part contains the Torquay Town Centre Parking and Access Strategy.                                  |
| <b>Part B – Implementation</b> | This part provides a schedule to implement the strategic directions and recommendations of the Strategy. |
| <b>Part C – Background</b>     | This part provides the factual background information that has informed the Strategy.                    |

The purpose of the *Torquay Town Centre Parking and Access Strategy 2011-16* is to establish a clear and integrated framework for car parking provision, access and movement in the Town Centre that takes into account projected growth patterns. The strategy applies to all Business 1 Zone and Special Use Zone Schedule 5 zoned land within the Torquay Town Centre as shown on Figure 1.1.

The Strategy is based on car parking surveys undertaken in 2010 and a review of the *Torquay Town Centre Car Parking Strategy 2020* (2006).

### Current car parking conditions

Car parking surveys were conducted by AusTraffic on behalf of GTA Consultants on Saturday 23 January 2010 (Australia Day weekend – a typical peak day) and Saturday 22 May 2010 (a typical off-peak day).

The survey results are summarised as follows:

- A total of 1,054 car parking spaces were counted in the Town Centre. Of these, 931 (88%) were free publicly accessible car parking spaces located within road reserves and in off-street public or private car parks. The remaining 123 (12%) were private spaces, often located to the rear of commercial properties and mainly used by tenants and/or employees.
- Car parking demand within publicly and privately accessible parking areas in January 2010 had the following peak occupancies:
  - Core Area – 86%
  - Secondary Area – 79%
  - Total Area – 83%
- Car parking demand within publicly and privately accessible parking areas in May 2010 had the following peak occupancies:
  - Core Area – 70%
  - Secondary Area – 67%
  - Total Area – 69%
- Duration of stay surveys indicated a reasonable compliance with signed parking restrictions.
- Comparison of car parking demands between January 2003 and January 2010 indicate an increase of the peak occupancy rate from 64% to 83% in the Core Area.

### Factors influencing the provision of car parking

- Population and visitor growth
- Seasonal nature of demand
- Retail and commercial floorspace development
- Availability of alternative travel modes: public transport, walking, cycling
- Regional developments

## Key elements of the Strategy

Key elements of the Torquay Town Centre Parking and Access Strategy are:

- New developments are required to provide car parking facilities to ensure that appropriate car parking conditions within the town centre are maintained in all instances up to the 85<sup>th</sup> percentile event, which is generally represented by the parking demand evidenced on Saturday 23 January 2010.
- A generic car parking rate is applied to Shop, Postal Agency, Office and Food and drink premises within the town centre as follows:
  - Ground floor – 4.5 spaces per 100m<sup>2</sup> of leasable floor area
  - Above ground floor – 3.5 spaces per 100m<sup>2</sup> of leasable floor area
- A cash-in-lieu contribution must be paid to Council for each car parking space or part thereof which is required in accordance with this Strategy and which is not provided on the land.
- Public car parking shall be maximised by providing pools of shared parking in the following locations and manner:
  - The Esplanade: construction of angled parking on the east (foreshore) side
  - Cliff Street: construction of angled parking on the east side
  - 7A and 7B Walker Street: purchase of land by Council and construction of parking
- Pools of shared private parking shall be provided to the rear of future commercial development fronting The Esplanade, Zeally Bay Road and Cliff Street with access from rear lanes.

Other recommendations of the Strategy include:

- Allocate funds in the Council budget for the purchase of land at 7A and 7B Walker Street.
- Refer the works required to implement the public car parking initiatives and traffic management measures of the strategy to Council's Capital Works Program.
- Commence negotiations with GORCC and Department of Sustainability and Environment to widen the road reserve of The Esplanade between Zeally Bay Road and Gilbert Street to enable the construction of angled car parking on the east (foreshore) side.
- Upgrade the informal parking spaces on the north side of Zeally Bay Road and undertake landscaping works to enhance the entries to Taylor Park and strengthen visual and physical links between the Park and the Town Centre.
- Initiate a review of time restrictions along the north side of Zeally Bay Road after completion of the landscape treatments in and adjacent Taylor Park and investigate the provision of all-day parking along Fischer Street in the longer term.
- Undertake a study to review the traffic management and urban design/streetscape recommendations of the *Torquay Town Centre Revitalisation Project – Jump Starting the Heart* report, including the proposal to change Gilbert Street to one-way traffic.
- Conduct parking surveys every three to five years on two occasions in the year to assess differences in peak and non-peak demand – mid January and mid July.
- Review the strategy every five years to understand and plan for the constant changes that occur within the Town Centre.
- Periodically monitor parking restrictions and taxi, loading, bus/coach and disabled parking as a mechanism to establish if any changes should be made.
- In consultation with tour operators, investigate the potential to provide parking for buses/tour coaches on The Esplanade and identify appropriate locations for the parking of tourist vehicles (caravans, trailers, motor homes).
- Ensure an adequate level of enforcement is undertaken, particularly during peak periods to further improve parking compliance at times when parking demands are high and parking turnover is essential to ensure the appropriate functioning of the Town Centre.
- Investigate, in consultation with landowners, residents, traders and public land managers, the options for paid parking within the Town Centre, with exemptions for residents/ratepayers and funds to be allocated to town centre improvements.

- Prepare and implement a directional signage strategy to direct drivers to less utilised parking areas in the Town Centre.
- Implement traffic management measures to improve access to the Town Centre and traffic circulation within the centre.
- Promote opportunities for walking and cycling by completing missing pathway links, providing end of trip bicycle parking facilities in appropriate locations and enhancing pedestrian amenity and safety.
- Promote the use of public transport as a means to access the town centre.

### **Implementation**

An implementation schedule is provided at Part B.

# PART A

# THE STRATEGY





# 1. Introduction

## 1.1 Background

The *Torquay Town Centre Parking and Access Strategy* (the Strategy) replaces the *Torquay Town Centre Car Parking Strategy 2020* (the 2006 Strategy), adopted by Council in March 2006. The 2006 Strategy acknowledged that the management of parking in the Town Centre is an on-going process due to constant changes in land use and development, growth in the local population and tourism numbers, as well as traffic management measures implemented elsewhere. Accordingly, it is important that regular monitoring take place in regard to parking utilisation to ensure that strategies concerning matters such as car parking rates, cash-in-lieu contributions, time restrictions etc, are updated and adjusted as the need arises.

The 2006 Strategy suggested that monitoring of parking supply and demand occur every three years, and that it be undertaken on two occasions in the year to assess differences in peak and non-peak demand – mid January and mid July – to allow on-going comparison with the results of past surveys.

The 2006 Strategy was informed by parking surveys undertaken in 2003. Changes that have affected car parking demand and supply in the Torquay Town Centre since the 2003 Surveys and 2006 Strategy, and have consequently necessitated a review of the strategy, include:

- Increase in retail/commercial floor area
- Increase in the supply of car parking spaces
- Changes to parking restrictions
- Increase of the resident population of Torquay/Jan Juc and visitor numbers
- Increased awareness of the need to promote other, more sustainable forms of transport as an alternative to the private motor vehicle.

New car parking surveys were conducted in January and May 2010 and a review of 2006 Strategy was undertaken by GTA Consultants in December 2010. The results have informed the new Torquay Town Centre Parking and Access Strategy.

## 1.2 Study Area

The study area consists of two precincts, which are shown in Figure 1.1. The precincts are:

- Core Area –** The traditional retail/commercial area of Torquay around Gilbert Street.
- Secondary Area –** The new retail development at ‘Torquay Central’ as well as the ‘transition’ area between Pearl and Payne Streets.

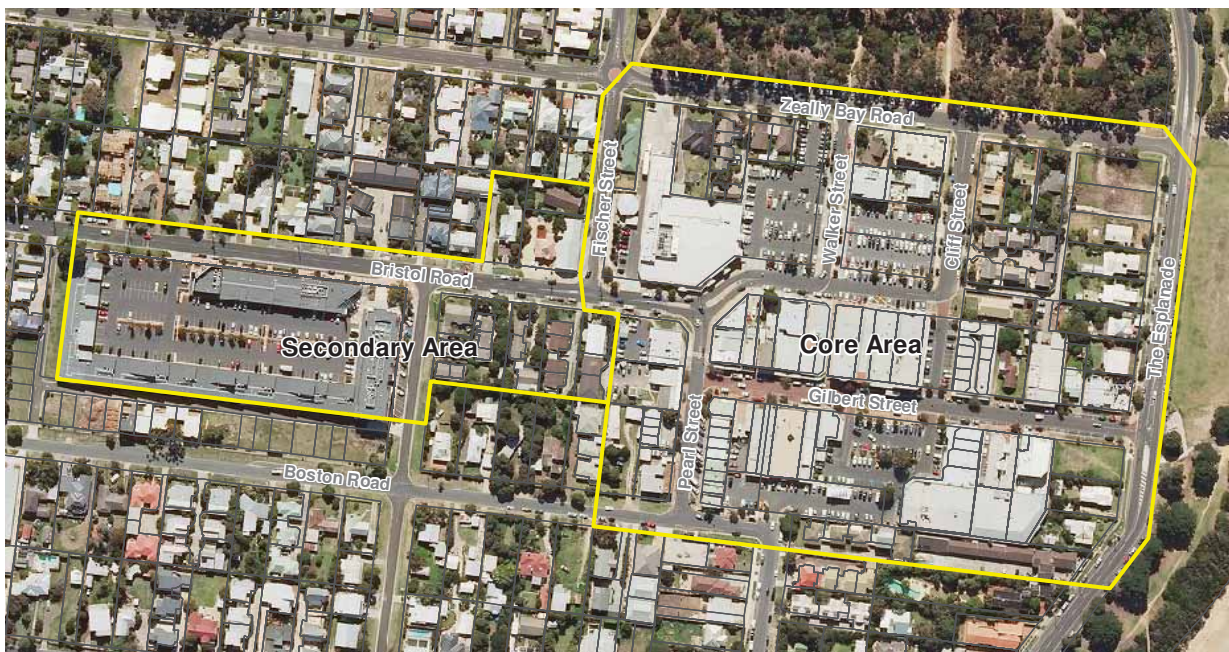
The Torquay Town Centre is the commercial heart of Torquay and the largest retail destination in the Shire with approximately 18,400m<sup>2</sup> of retail floor space as surveyed in 2010. It abuts the Foreshore to the east and Taylor Park to the north and features a range of commercial uses, including two major supermarkets, convenience and specialty shops, cafes and restaurants, real estate agents, banks, offices and retail services (e.g. hairdressers, beauty salons).

'Torquay Central' was developed in 2007 on the former primary school site on Bristol Road and features 5,600m<sup>2</sup> of predominantly specialty non-food retailing (apparel, clothes, homeware) and food catering. A central at-grade car park provides off-street parking for approximately 230 cars.

The area between the traditional strip shopping centre in Gilbert Street and the new development at Torquay Central is predominantly residential. Redevelopment of this area is encouraged to integrate the two ends of the town centre and to provide future retail opportunities.

The Esplanade, with its frontage to and association with the foreshore, is promoted as a tourist retail and accommodation precinct. Development is yet to take off.

**Figure 1.1: Car Parking Strategy Study Area**



### 1.3 Purpose of the Strategy

With rapid expansion of Torquay envisaged, there is a clear need to establish how car parking will be provided in the town centre by future developments so that it is established in a planned and integrated manner. The purpose of this Strategy is therefore to establish a clear and integrated framework for car parking provision, access and movement in the town centre that takes into account projected growth patterns.

The objectives of the Strategy are:

- To ensure the future growth of the town centre is supported by an adequate supply of accessible car parking spaces, while promoting a safe, pleasant and vibrant town centre that is not dominated by parked cars and cars circulating in search of car parking spaces.
- To maximise shared use of parking spaces within the town centre to minimise the public and private cost of parking provision.
- To provide a basis for the application of generic car parking rates that vary the standard rates applicable under the Surf Coast Planning Scheme, based on an assessment of parking supply and demand, to give certainty to land owners seeking to develop their land or change a use.

- To ensure that car parking in the town centre is provided in an equitable manner for both current and future premises.
- To ensure that parking on private and public land within the town centre is located and designed in a coordinated manner.
- To facilitate a supply of parking that balances the peak parking demand in holiday periods and the quieter off-peak seasons, maintaining existing spare parking capacity to cater for the peak periods.
- To provide management strategies that maximise the availability of short term parking close to retail facilities, while catering for long term parking for staff within short walking distance.
- To consider appropriate locations for loading bays, taxi parking and coach parking.
- To promote sustainable forms of transport, such as walking, cycling and public transport, as a mode to access the town centre to reduce the pressure on car parks and the road network.
- To identify appropriate mechanisms to fund future parking infrastructure and assist Council and other relevant organisations in establishing long term capital investment requirements for the town centre.

It is clear from the objectives that a balanced approach needs to be adopted to ensure the provision of car parking spaces does not compromise the aesthetic and environmental qualities of the town centre, or the amenity of pedestrians and shoppers.

## 1.4 Methodology

The Strategy has been developed in response to the 2010 parking survey results and the recommendations of the *Torquay Town Centre Car Parking Strategy Review* prepared by GTA Consultants in 2010.

Other reports and studies pertaining to the town centre were also reviewed, including:

- Torquay-Jan Juc Sustainable Futures Plan 2040, 2011
- Torquay and Jan Juc Structure Plan, 2007
- Torquay-Jan Juc Retail Strategy Review, 2005 and 2011
- Torquay Town Centre Revitalisation Project – Jump Starting the Heart, 2001
- Torquay Foreshore Masterplan and Management Plan, 1998
- Taylor Park Landscape Masterplan, 2001
- Torquay Urban Design Framework, 1998
- Surf Coast Pathways Strategy, 2006

Each of the above reports contain recommendations that directly or indirectly affect the town centre in terms of access, traffic circulation, car parking, pedestrian and cyclist movement, streetscapes and future development. The ongoing relevance of these recommendations was assessed and where still relevant included in the Strategy.

## 2. Strategic context and key influences

This chapter provides a summary of the strategic planning context and key issues that influence the Parking and Access Strategy. A more detailed analysis is provided in Part C – Background.

### 2.1 Planning policy context

The *State Planning Policy Framework (SPPF)* in the Surf Coast Planning Scheme encourages activity centres that have a mix of uses that meet local needs and are accessible by walking, cycling and public transport. In summary, the Framework states that:

- In allocating or requiring land to be set aside for car parking, Councils should:
  - Have regard to the existing and potential modes of access including public transport, the demand for off-street car parking, road capacity and the potential for demand management of car parking.
  - Encourage the efficient provision of car parking through the consolidation of car parking facilities.
- Planning and responsible authorities should prepare or require parking precinct plans for the design and location of local car parking to:
  - Protect the role and function of nearby roads, and enable the easy and efficient movement and delivery of goods.
  - Achieve a high standard of urban design and protect the amenity of the locality, including the amenity of pedestrians and other road users.
  - Create a safe environment for users, particularly at night.
  - Facilitate the use of public transport.
- The amenity of residential land is to be protected from the effects of road congestion created by on-street parking, and that adequate provision for taxi ranks should be planned for.

The *Torquay-Jan Juc Strategy* at Clause 21.08 of the *Local Planning Policy Framework (LPPF)* seeks to maximise local employment growth and promote sustainable, attractive and accessible activity centres that reinforce the surfing, beach and coastal image of Torquay-Jan Juc. To this effect the role of the Town Centre as the primary retail centre is to be consolidated and strengthened, thereby increasing the range of services provided and reducing 'escape expenditure' to other regional centres such as Wairn Ponds and in the future the planned sub-regional activity centre in Armstrong Creek.

The strategy provides the following strategic directions and actions for traffic management, car parking and development of the town centre:

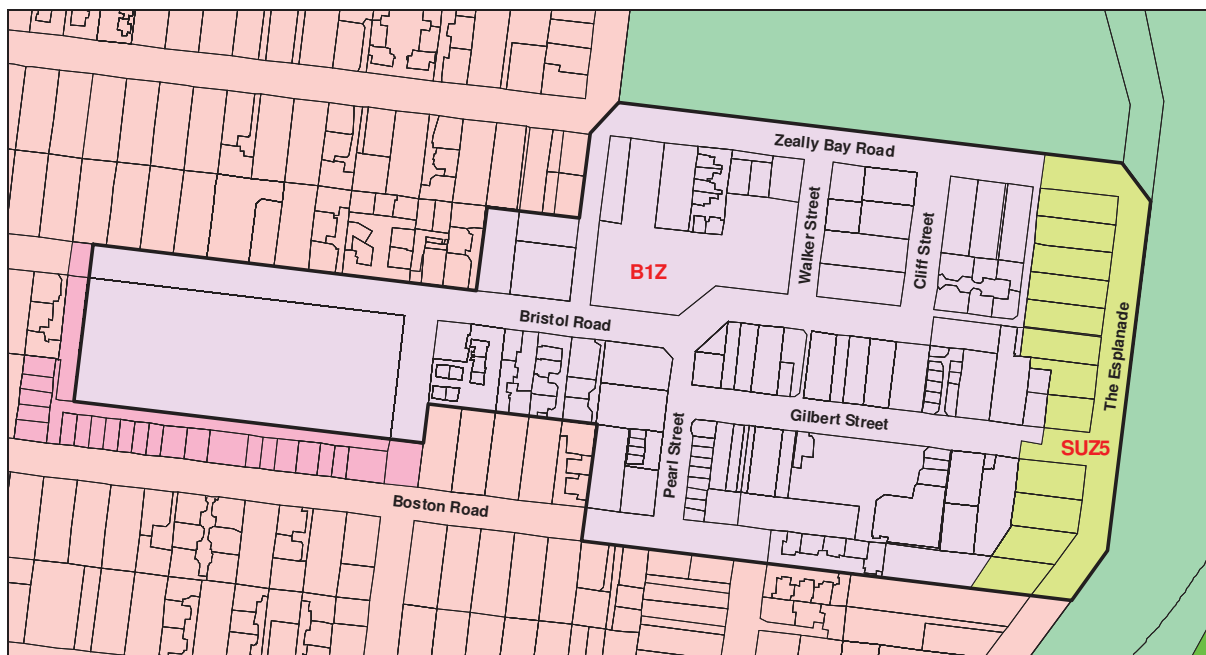
- Encourage the development of regional cycle routes and improvement of the public bus service.
- Ensure car parking is designed and sited in accordance with the Car Parking Precinct Plans for the Torquay Town Centre and the Tourist Activity Precinct on the Surf Coast Highway.
- Apply the Public Acquisition Overlay to properties required for public car parking as identified in the car parking plan.
- At the appropriate time investigate the rezoning of the rear half of the lots fronting Boston Road between Pearl and Payne Streets for commercial development to facilitate the integration of the Gilbert Street end of the town centre with Torquay Central.
- When retail demand warrants, investigate extending the Business 1 Zone to land on the north side of Bristol Road as far as necessary to establish a clear linkage between the Gilbert Street

end of the town centre and Torquay Central, but not further west than the commercial zoning opposite.

- Acquire land in the Torquay town centre through cash-in-lieu payments to provide additional shared public car parking.
- Plan for the provision of safe, informal car parking overflow areas to meet short term peak parking demands over the summer tourist period.

The town centre is covered by the Business 1 Zone (B1Z) and Special Use Zone Schedule 5 (SUZ5), as shown on Figure 2.1. A Design and Development Overlay Schedule 6 (DDO6) applies to all land within the town centre.

**Figure 2.1: Zoning map**



Other applicable controls are:

- A Development Plan Overlay Schedule 7 (DPO7) applies to land between Pearl and Payne Streets.
- A Public Acquisition Overlay (PAO) applies to land at 7A and 7B Walker Street, the purpose of which is to facilitate acquisition of the land by Council for the construction of public car parking.
- Clause 52.06 'Car Parking' of the Planning Scheme sets out the requirements for the provision and design of car parking associated with new uses or the increase in floor area of existing uses.
- Clause 52.07 'Loading and Unloading of Vehicles' regulates land to be set aside for loading and unloading of commercial vehicles.
- Clause 52.34 'Bicycle Facilities' encourages the provision of secure, accessible and convenient bicycle parking spaces and associated shower and change facilities. The tables to the clause set out the number and type of bicycle facilities required for specified uses.
- Clause 52.36 'Integrated Public Transport Planning' encourages the provision of accessible public transport networks and infrastructure as part of new development.

## 2.2 Relevant studies

Surf Coast Shire and other organisations have undertaken a number of studies over recent years which are relevant to the Torquay Town Centre. The following is a summary of the relevant parts of these previous studies:

- The **Torquay and Jan Juc Structure Plan (2007)** provides an overview of existing traffic, parking and access conditions in Torquay-Jan Juc and establishes a future road hierarchy that takes into account projected population growth and development, infrastructure improvements and enhanced public and non-motorised transport. It also sets strategic directions for an activity centre hierarchy and for consolidation and strengthening of the Town Centre.
- The **Torquay-Jan Juc Sustainable Futures Plan 2040 (2011)** provides a sustainable growth management plan for Torquay-Jan Juc to manage forecast growth to 2040. The Plan reinforces the primacy of the Torquay Town Centre, but in addition strives to create sustainable neighbourhoods throughout Torquay-Jan Juc each with an activity centre and community facilities to promote walking and cycling.
- The **Torquay Urban Design Framework Plan (1998)** focuses on Old Torquay and the Surf City precinct. It makes recommendations concerning issues such as streetscape design, road hierarchy, linkages, vistas, and the open space network. Key actions and strategies recommended for the Town Centre are:
  - Create a stronger visual connection between the shopping centre and the Foreshore, and improve pedestrian access across The Esplanade.
  - Create a clearer visual connection with Taylor Park by opening views from the Gilbert Street precinct along Cliff and Walker Streets.
  - Provide additional shelter and shade within existing car parking areas.
  - Provide additional pedestrian space, particularly within footpath areas.
  - Improve vehicle access to the Gilbert Street area, particularly in regard to circulation in and out of the main car parking area.
  - Develop an overall streetscape plan, that includes consistent planting, paving and furniture themes which focus on an appropriate image.
- The **Torquay Town Centre Revitalisation Project – Jump Starting the Heart (2001)** implemented the recommendations of the Urban Design Framework. Key recommendations of the project relevant to the Strategy include:
  - Implementation of a road hierarchy consistent with the Urban Design Framework, encouraging the establishment of car parking at the periphery of the Town Centre and access to it along Zeally Bay Road and Anderson Street. Gilbert Street is recommended to become one-way only. The proposed changes seek to reduce traffic congestion in Gilbert Street and enhance the pedestrian focus of the Centre.
  - Implementation of a streetscape scheme for Gilbert Street, including improved amenity through removal of power lines, increased width of the footpath on the southern side to cater for alfresco dining, construction of a rotunda where Gilbert Street intersects with The Esplanade, and a variety of street planting, pavement works and street furniture/artwork proposals with a seaside theme.
  - Adoption of a set of urban design guidelines for new development in the Centre.
  - Adoption of a car parking precinct plan for the Centre. It recommends that Walker Street be closed so as to integrate parking associated with the new supermarket in Bristol Road with spaces on Council owned land to the east of Walker Street. It further recommends that cash-in-lieu payments be taken from developers to enable the purchase of land for parking elsewhere.

- The **Coastal Town Centre Parking Study (2004)** prepared by Consultants ARUP for Torquay, Anglesea and Lorne investigated the options for introduction of pay parking. The Study concluded that whilst parking provision in the Torquay Town Centre is adequate at peak times overall, the central core area is highest utilized, and should be more effectively managed over the peak holiday periods (i.e. 1 December to 30 April). It concluded that introduction of pay parking would be cost effective. Council did not support the introduction of paid parking in Torquay at the time.
- The **Torquay Foreshore Masterplan and Management Plan (1998)** commissioned by the former Torquay Public Reserves Committee of Management (now Great Ocean Road Coast Committee) makes recommendations for the foreshore area adjacent to Gilbert Street and Elephant Walk in terms of pedestrian access, car parking, signage, landscaping, street furniture, etc, including:
  - Providing 90 degree angle parking along The Esplanade between Gilbert Street and Zeally Bay Road.
  - Investigating the provision of roundabouts at the Gilbert Street and Zeally Bay Road intersections to improve vehicle circulation, reduce traffic speed and improve pedestrian safety.
  - Improving pedestrian crossing links across The Esplanade to the foreshore at Gilbert Street and Zeally Bay Road.
  - Consolidating the Yellow Bluff car park opposite Zeally Bay Road adjacent the playground and toilet block.
  - Closing the unsealed road around Elephant Walk and restore to grass to maximise park area.
- The **Taylor Park Landscape Master Plan (2000)** prepared for the former Torquay Public Reserves Committee of Management affects the abuttal of the park to the northern edge of the Town Centre. Key features of the plan include:
  - Informal, unsealed spaces along Zeally Bay Road and Fischer Street that provide overflow parking for the Town Centre and reduce the need to construct hard surface car parks for peak periods.
  - Planted path entries at Walker and Cliff Streets to encourage access to and use of Taylor Park.
  - Picnic barbecue areas adjacent to Cliff and Walker Streets to provide a resting point for shoppers walking through Taylor Park and to encourage use of the park by shoppers and workers.
- The **Torquay and Jan Juc Retail Strategy Review (2005)** prepared by Essential Economics projected that an additional 7,000m<sup>2</sup> of new retail floor space would be required in the Town Centre by 2020, and up to 9,450m<sup>2</sup> by 2030. It stated that the former school site on Bristol Road would accommodate up to 5,000m<sup>2</sup> of this additional floor space. The Retail Strategy is currently being reviewed. Preliminary findings reveal that the Torquay Trade Area is approaching a size that would support a discount department store.
- The **Surf Coast Pathways Strategy (2006)** aims to develop a pathway hierarchy that identifies the standards required for a pathway network throughout the municipality, rank each identified project by priority, establish funding sources and prepare a capital works program for implementation of the strategy over a ten year period. Township plans have been prepared showing the location of existing and proposed paths, including regional links, shared pathways, town paths and bicycle routes.

## 2.3 Existing parking conditions in the Town Centre

Car parking surveys were conducted by AusTraffic on behalf of GTA Consultants on Saturday 23 January 2010 (Australia Day weekend – a typical peak day) and Saturday 22 May 2010 (a typical off-peak day). The results are included in the review report prepared by GTA Consultants and a short summary is provided as follows:

- A total of 1,054 car parking spaces were counted in the town centre. Of these, 931 (88%) were free publicly accessible car parking spaces located within road reserves and in off-street public or private car parks. The remaining 123 (12%) were private spaces, often located to the rear of commercial properties and mainly used by tenants and/or employees. The spatial distribution of the parking spaces is shown in Appendix A.
- Just over two-thirds of the spaces (759 or 72%) are located in the core area. The majority of these spaces are located in the Gilbert Street and Bristol Road supermarket car parks, as well as the Council car park on Walker Street and the informal spaces located in Zeally Bay Road adjacent Taylor Park. Of the 295 available parking spaces in the secondary area, 232 (79%) are located in the Torquay Central car park.
- The survey indicates a total peak parking occupancy in January of 83% within publicly and privately available parking spaces within the overall town centre. The core area had a higher parking occupancy rate of 86% compared to 79% for the secondary area. Short term parking areas (2P or less), which are generally located closest to the shops and supermarkets, experienced high demands with parking occupancies at or close to capacity.
- The total peak parking occupancy in May was 69%. The core area had a higher parking occupancy rate of 70% compared with 67% for the secondary area. Short term parking areas (2P or less) experienced moderate to high demands with parking occupancies above 70%.
- Comparison of the January and May 2010 surveys gives an understanding of the seasonal nature of trading in Torquay. In both the core and secondary areas, car parking demand was lower in May than in January. Overall demand in the town centre dropped from 83% in January to 69% in May. On average the January demand was around 20% higher than the demand experienced in May.
- A comparison of the 2003 and 2010 surveys reveals that the number of parking spaces in the core area has increased from 589 to 759 – an increase of 170 spaces. This can be attributed largely to the addition of the Woolworths car park which equates for some 132 additional car parking spaces. The comparison also shows the increased use of the informal overflow spaces located in Zeally Bay Road adjoining Taylor Park. The previous survey indicated that these spaces were under-utilised, most likely due to their distance from the core retail area. The opening of the Woolworths supermarket has increased the convenience of these spaces and highlights their importance as a seasonal peak overflow and all day parking area.
- In addition to the car parking demand surveys, AusTraffic also undertook duration of stay surveys for the core area at 30 minute intervals across the entire day to ascertain the extent of parking duration. The parking restrictions were generally well observed, but reduced compliance was recorded for short term parking (1/4P and 1/2P restrictions).
- A comparison of the car parking demand experienced in the town centre and the existing retail and commercial floor space shows that the town centre had an overall car parking generation rate of 3.88 spaces per 100sqm during January and 3.18 spaces per 100sqm in May. Adopting only retail floor space within the town centre, a retail car parking generation rate of 4.82 spaces per 100sqm during January and 3.95 spaces per 100sqm in May is achieved.



## 2.4 Existing access conditions

### 2.4.1 Road hierarchy and circuit

Access to the town centre is serviced by a road hierarchy that consists of:

<b>Arterial road</b>	The Surf Coast Highway is the principle access route providing access to Torquay from Geelong.
<b>Link roads</b>	Darian Road and Bell Street are important east-west links in the road network, while The Esplanade performs as a north-south link road.
<b>Collector roads</b>	Fischer Street, Pearl Street and Pride Street serve as north-south collector routes. Zeally Bay Road and Anderson Street are designated as east-west collector streets and provide a direct link between Surf Coast Highway and The Esplanade, however at present they carry less traffic than Bristol Road. Beach Road does not perform a significant collector road function at present, however its importance will be enhanced as residential development in Torquay West increases.
<b>Access roads</b>	Bristol Road and to a lesser degree Boston Road currently perform a collector type function providing access between the Surf Coast Highway and the town centre, however are classified as access roads. Bristol Road carries the largest volumes of traffic to and from the west. Boston Road is relatively narrow and only permits left-turn in and left-turn out movements at the Surf Coast Highway.
<b>Local streets</b>	Gilbert Street, Cliff Street and Walker Street are classified as local streets and provide direct access to the main public car parks.

Previous studies for the town centre<sup>1</sup> recommended traffic management works on the access routes, the internal circuit and streets within the town centre in order to improve access and circulation. *Jump Starting the Heart* includes an access and circulation plan that aims to discourage traffic from using Bristol Road and Boston Road to access the centre and to direct traffic to existing and future parking areas which should be located on the outskirts of the centre in proximity to the internal circuit.

### 2.4.2 Pathways

The pathways network throughout Torquay is progressively being improved through the implementation of the Surf Coast Shire Pathways Strategy (2006). The Strategy proposes a network of on-road cycle lanes, regional and local shared paths and footpaths that will provide a significant improvement on the existing network.

Generally a good pedestrian environment exists in the town centre but some improvements are possible. The existing pathways network is disjointed and insufficient in some areas, while safe and convenient pedestrian crossings are lacking in certain locations.

There are only limited bicycle parking facilities in the town centre (bicycle rails are located at Torquay Central and Woolworths supermarket).

<sup>1</sup> Including: Torquay Town Centre Revitalisation Project – Jump Starting the Heart (2001); Traffic Engineering Assessment – Torquay Town Centre Proposed Planning Scheme Amendment C13 (2003); Torquay/Jan Juc Strategy Review Transport Infrastructure Assessment (2007).

### 2.4.3 Public transport

Public transport services currently operating in Torquay consist entirely of buses. These bus services include school buses transporting Torquay students to and from secondary schools in and around Geelong, local route services within Torquay-Jan Juc that provide a connection to Geelong and Marshall train station, and a V/Line service which connects townships along the Great Ocean Road.

## 2.5 Factors influencing parking and access

A number of factors influence the provision of future car parking and access in the Torquay Town Centre. These include:

- Population and visitor growth
- Seasonal nature of demand
- Future retail/commercial development
- Provision of alternative modes of travel

### 2.5.1 Population and visitor growth

Key influences relating to population and visitor growth include:

- Torquay's traditional role as a seaside holiday / weekend destination is rapidly changing, with a significant growth in the number of occupied dwellings and permanent population occurring.
- The permanent population of Torquay-Jan Juc (including Bellbrae and Bells Beach) is forecast to grow from 12,255 in 2006 to 23,077 in 2021 and 28,773 in 2031 (Id Consulting).
- The overnight peak population in Torquay-Jan Juc during the peak holiday period exceeds 35,000. In addition, a large number of day trippers visit the town.
- The Torquay Town Centre services a wider catchment than just Torquay-Jan Juc, with its main trade area extending along the coast down to Lorne.
- A steady increase of visitor numbers in the Torquay Town Centre is expected as a result of the development of the Armstrong Creek urban growth area, situated between Geelong and Torquay. Sectors anticipated to benefit particularly from this growth are retail; cafes and restaurants; and property and business services.

### 2.5.2 Seasonal nature of demand

As a result of the seasonal fluctuations in resident and tourist populations, demand for parking in the town centre is relatively low for much of the year compared to sharp spikes in the late December/early January and Easter periods, although increasing levels of permanent population and higher rates of all year round visitation by tourists are likely to reduce these fluctuations. The seasonal variance is reflected in the parking demand survey results.

It is important when determining rates for parking provision that a balance is struck between catering for the demand that is experienced for much of the year, and the holiday peaks that occur for four to six weeks of the year. The consequence of over-provision would be increased cost to developers, business and Council, and the visual blight of greater expanses of parking within the Town Centre.

### 2.5.3 Future retail/commercial development

Characteristics of future retail/commercial development can be summarised as follows:

- The indicative retail and commercial floorspace projections for the Torquay Town Centre show that overall retail floorspace is likely to increase from 18,400m<sup>2</sup> in 2010 to around 19,700m<sup>2</sup> by 2020 and to 21,200m<sup>2</sup> by 2030.
- The forecast increase in retail floor area is anticipated to be taken up with expansion of the existing supermarkets to floor areas approaching 3,500m<sup>2</sup> each; and the balance is anticipated to be specialty retailing, food retailing and food services located in the existing centre and in the longer term the area between Pearl and Payne Streets.
- The commercial office space component of the Torquay Town Centre includes around 3,750m<sup>2</sup> of floorspace, which could increase to 4,000m<sup>2</sup> by 2020 and 5,000m<sup>2</sup> by 2030.
- Demand for office space is likely to strengthen as a result of a growing market for larger office tenancies, government services, health-related services and other professional business services. From a land use point of view however, it is important to note that much of this additional office space will be able to locate on upper floor locations, above retail tenancies.
- Several properties in the town centre are occupied by old dwellings and lend themselves for future redevelopment, providing potential for either retail or commercial development, or a mix of both. These indicative sites total over 22,000m<sup>2</sup> which is well in excess of the anticipated land requirement. An issue however is the lack of larger, consolidated sites suitable for larger retail premises, such as a supermarket or discount department store.

#### 2.5.4 Other considerations

Several other factors also need to be considered when planning for parking and access in the Town Centre, such as:

- **Provision of alternative modes of travel**  
Torquay is not highly serviced by public transport and due to the increasing size of the catchment for the town centre as a result of expansion of Torquay to the north and west, there is a high reliance on motorised access to the town centre. Strategies should be implemented to enhance opportunities for walking/cycling and public transport. A public transport (light-rail) connection is planned to link Torquay to Armstrong Creek and beyond to Geelong and Melbourne.
- **Impact of parking and traffic on the town character and amenity**  
The Planning Scheme refers to the importance of maintaining and enhancing the seaside “village” character of the Torquay Town Centre. It is important that in developing a parking strategy, consideration is given to the possible adverse visual impact of parking on the character of the Town Centre and surrounding area, whether it is a multi-level structure that is considered, or expanses of at-grade parking.
- **Impact on economic activity**  
Application of excessive requirements to provide car parking for new development or change of use can have an adverse impact on the level of economic activity in a centre. Popular restaurant areas such as Mountjoy Parade in Lorne for example have become thriving entertainment/dining strip centres due mainly to a policy of waiving the requirement to provide car parking for those uses. It is more difficult to encourage development such as this where high levies are applied to parking that cannot be accommodated on-site. In this regard, it is noted that the underlying subdivision pattern in the Torquay Town Centre is based on traditional residential lot sizes, and as such there are no large development sites available unless a number of adjacent properties can be purchased. The accumulation of land for public car parking is therefore difficult and expensive. On the other hand, if inadequate parking is provided parking difficulties could arise with subsequent impacts on the amenity and economic functioning of the town centre and drivers opting to visit other centres where parking is more readily available.

- **Activities by other land managers**

Works by other public land managers such as GORCC impact on the provision of car parking in the vicinity of the Town Centre, for example the foreshore reserve adjacent The Esplanade. Landscaping works, footpaths, playgrounds and other improvements influence the appeal of an area and may attract more visitors, which are also likely to use the facilities in the town centre.

## 2.6 2006 Car Parking Strategy Review

Based on the results of the 2010 parking surveys, GTA Consultants undertook a review of the preferred strategy outcomes and implementation measures of the 2006 Car Parking Strategy.

The main conclusions of the review are as follows:

- New developments should be required to provide car parking facilities to ensure that appropriate car parking conditions within the town centre are maintained in all instances up to the 85<sup>th</sup> percentile event.
- A generic car parking rate should continue to be adopted for land uses within the town centre as per those rates currently designated within the 2006 Car Parking Strategy, being:
  - Ground floor – 4.5 spaces per 100m<sup>2</sup> of leasable floor area
  - Above ground floor – 3.5 spaces per 100m<sup>2</sup> of leasable floor area
- The approach of maximising the pools of shared public parking should be continued.
- Cash in lieu payments should continue to be accepted by Council in lieu of the provision of on-site car parking until such time that contributions are provided toward all nominated parking projects.
- The following prioritisation of parking projects is recommended:
  1. Cliff Street
  2. The Esplanade (foreshore side)
  3. 7A and 7B Walker Street
- A timing mechanism should be developed by Council to clearly identify when parking projects will be undertaken.
- The provision of private parking on redevelopment sites provides a reasonable approach to the coordination of efficiently providing private parking.
- From inspections of the town centre it is understood that the recommendations in respect of taxi, loading and bus parking have not been implemented. These recommendations however remain logical and monitoring should continue as a mechanism to establish if any further changes should be made.
- Continued and increased enforcement during peak periods is recommended to further improve parking compliance at times when parking demands are high and parking turnover is essential to ensure the appropriate functioning of the town centre.
- Paid parking could be implemented during peak times, however would not be justified during off-peak periods.
- A car parking directional signage strategy should be prepared and implemented to direct drivers to less utilised parking areas in the town centre.
- Continued monitoring of the strategy is recommended to understand the constant changes that occur within the town centre.

Further discussion on the review is provided in Part C – Background and full details are included in the consultant report (GTA Consultants, 2010).

## 3. Parking and Access Strategy

This chapter outlines the strategic directions of the Torquay Town Centre Parking and Access Strategy, which has taken account of current and forecast conditions in the Town Centre as described in Chapter 2 and the review of the 2006 Car Parking Strategy. The Strategy puts forward a series of integrated measures to address current parking issues and provide both strategic and local direction for future parking provision in the town centre.

The overarching objectives of the Strategy are to:

- Provide and manage an adequate supply of car parking that meets the needs of residents, retailers and visitors.
- Appropriately manage access to and traffic within the town centre.
- Encourage alternative transport modes such as walking, cycling and public transport to reduce traffic congestion and the demand for car parking spaces.

An important component of the Strategy is to maintain the existing parking surplus in the town centre afforded by the informal overflow parking areas in order to accommodate the absolute peak parking demand in the summer and Easter holiday periods.

### 3.1 Future parking supply

#### 3.1.1 Setting the benchmark

The current parking surplus is an important historical outcome, ensuring that parking in peak holiday periods does not overflow unnecessarily into adjoining residential areas. The preferred outcome of the Strategy is to maintain this capacity. This is a reflection of the role of Torquay as a tourist destination, which peaks during summer, and the location of the town centre adjacent the foreshore which is an additional attractor creating demand for car parking in the area.

However, in determining the appropriate car parking rates for new development, current best practice typically adopts the concept of providing car parking to accommodate the '85<sup>th</sup> percentile event'. This approach recognises that it is not an appropriate design standard to provide sufficient parking to accommodate the absolute peak event which would result in significant amounts of parking remaining vacant for a majority of the year. Catering for the absolute peak demand would therefore be economically and socially unjustifiable. If car parking is provided in abundance, residents and visitors will naturally drive to the town centre knowing that a car parking space will be easily found. However should car parking be constrained, residents and visitors will alter their travel choice by either choosing alternate travel forms, such as walking and cycling, or increasing the number of occupants within a vehicle because of a greater awareness of increased congestion. It is not necessarily appropriate to constrain parking at all times of the year, however it is appropriate for this approach to be taken during absolute peak periods.

This is reflected by the 85<sup>th</sup> percentile design event approach, which represents all but the 5-6 busiest weeks of the year, which relate to the 4 weeks around the summer holiday period and the 1-2 week Easter period. In this regard the Saturday surveyed on 23 January 2010 would not be expected to relate to the absolute peak, which would occur directly adjacent to the Christmas and New Year period, but would represent the end of the 4-5 week summer holiday period and as such could be typically taken to approximately represent the 85<sup>th</sup> percentile event for the Torquay Town Centre.

Car parking demands within the core area of the town centre reached 86% occupancy in January 2010. Typically an occupancy rate of around 85% represents the theoretical car parking capacity, as given the dynamic nature of parking, drivers are unable to identify where all the vacancies are located. On this basis, the car parking demands during the 85<sup>th</sup> percentile design event (assumed to be 23 January 2010) have reached theoretical capacity. As such it is appropriate that new developments be required to provide new car parking facilities to ensure that appropriate car parking conditions within the town centre are maintained in all instances up to the 85<sup>th</sup> percentile event.

<b>Strategy 1</b>	Require new developments to provide car parking at a rate which reflects the 85 <sup>th</sup> percentile design event (reflected by parking conditions on 23 January 2010).
<b>Strategy 2</b>	Maintain the existing surplus parking spaces on the periphery of the town centre to help accommodate the summer tourist peak and avoid parking difficulties in surrounding areas.

### 3.1.2 Parking requirements

Based on the retail and commercial floorspace projections for the years 2020 and 2030 outlined in Section 2.5.3, an estimate of future car parking needs can be made. The generic car parking rates of the 2006 Car Parking Strategy have been adopted in calculating the forecast number of car spaces. It is assumed that all retail floor space will be located on ground floor and all office floorspace above ground floor.

**Table 3.1: Future Car Parking Projections – 2020 and 2030 compared to 2010 floor space data**

Area	Use	Floor area increase relative to 2010 (sqm)		Future car parking demand (Retail - 4.5 spaces per 100sqm) (Office - 3.5 spaces per 100sqm)	
		2020	2030	2020	2030
Core Area	Retail	+1,300	+2,800	58.50	126.00
	Office	+250	+750	8.75	26.25
	<b>Sub-total</b>	<b>+1,550</b>	<b>+3,550</b>	<b>67.25</b>	<b>152.25</b>
Secondary Area	Retail	0	0	0	0
	Office	0	+500	0	17.5
	<b>Sub-total</b>	<b>0</b>	<b>+500</b>	<b>0</b>	<b>17.5</b>
<b>Total</b>		<b>+1,550</b>	<b>+4,050</b>	<b>67.25</b>	<b>169.75</b>

The table shows there will be a need for an additional 67 car spaces by 2020 and 170 spaces by 2030.

It is expected that future residential development would fully satisfy current planning scheme parking requirements for both residents and visitors. Thus it is assumed that new dwellings would entirely provide for their own parking needs on-site and generate no impact in terms of increased demand for public on and off-street parking.

Car parking spaces to meet future demand associated with new retail and office development in the Town Centre can be provided either:

- On-site as part of a commercial development;
- On land purchased by Council to provide public parking using cash-in-lieu payments made by landowners who have not provided parking on-site; or
- By reconfiguring parking spaces within road reserves to increase parking capacity, either by Council using cash-in-lieu contributions or by developers.

The following sections detail initiatives forming part of this Strategy for the provision of public and private car parking associated with future development in the Town Centre.

### 3.1.3 Public parking initiatives

The provision of car parking within shared facilities is the most efficient method of providing car parking for a town centre with a mix of uses. Uses will often peak at different times of the day and providing shared facilities allows the minimum number of car parking spaces to be provided whilst satisfying the peak demand. It also allows more efficient use of a development site, rather than losing part of the site for car parking, and assists in providing car parking around the periphery of the town centre, therefore minimising traffic intrusion into areas where a higher pedestrian amenity is desired and minimising vehicle/pedestrian conflict points as a result of individual driveways.

Initiatives for the provision of public parking forming part of this Strategy are shown on Figure 3.1, and are described as follows:

**Table 3.2: Public parking initiatives**

Site	Preferred Approach
<p><b>1. The Esplanade</b> (east side between Zeally Bay Road and Gilbert Street)</p>	<p>Properties fronting the western side of The Esplanade currently contain residential houses, apart from no. 39 and 41. Land opposite forms part of the Foreshore which is managed by the Great Ocean Road Coast Committee. A playground exists opposite the intersection with Zeally Bay Road. The balance is predominantly grassed, with areas of gravel parking.</p> <p>Parallel parking exists on both sides of the Esplanade within the Council road reserve. The foreshore side provides approximately 17 spaces.</p> <p>The proposal is to construct 60 or 90 degree angled parking on the east (foreshore side) of The Esplanade between Zeally Bay Road and Gilbert Street, resulting in an additional 22 car spaces. This will require some widening of the current carriageway, and minor encroachment into the coastal reserve.</p> <p>No land purchase is necessary. The parking will service both foreshore users and Town Centre patrons, particularly the latter as development of commercial zoned sites fronting The Esplanade occurs in the medium to long term. The proposal is consistent with the Torquay Foreshore Master Plan approved by GORCC in 2005.</p>
<p><b>2. Cliff Street</b> (between Bristol Road and Zeally Bay Road)</p>	<p>Cliff Street is a north-south link between Zeally Bay Road and a car park at 10 Gilbert Street (southern end) that provides access through to Gilbert Street. It comprises parallel parking on both sides and currently provides about 17 parking spaces. The car park at 10 Gilbert Street comprises 90 degree parking on both sides.</p> <p>The proposal is for Council to widen the existing carriageway and construct 90 degree parking on the east side and retain parallel parking on the west side, both within the road reserve. This will achieve approximately 14 new spaces. A pedestrian pathway is also required on the east side.</p> <p>The works will make more efficient use of the road reserve to achieve increased parking within the Centre. The layout of parking will reflect the layout of parking at 10 Gilbert Street and contribute to the large centralised pool of shared public parking in this location. The parking spaces would be provided at a substantially lower unit cost than those created where land purchase is required.</p>
<p><b>3. 7A and 7B Walker Street</b></p>	<p>The land is currently occupied by two brick dwellings that front onto Zeally Bay Road. Abutting land to the south and east is occupied by car parking for the Woolworths supermarket.</p>

The proposal is for Council to purchase the properties, demolish the dwellings and construct car parking. This will achieve 25 additional car spaces comprising:

- Parking within the site;
- Increased efficiency of parking in the supermarket car park; and
- Changes to on-street parking in Walker Street and Zeally Bay Road.

To integrate with the Woolworths car park to the east and south, a re-alignment of the supermarket parking layout will be required, including removal of the entry/exit point from Zeally Bay Road and its relocation to the Walker Street side - the supermarket operator has agreed via a Section 173 agreement to alter the supermarket car park in this way.

The design must allow for connection with a rear lane servicing future commercial development to the west.

The land is already designated for parking in the Planning Scheme through the application of a Public Acquisition Overlay (PAO). The cost of providing public car spaces on the site is relatively high due to the purchase cost of the land, however it achieves a more efficient layout of the adjoining supermarket car park. Parking at the northern periphery of the Centre is consistent with the adopted traffic management strategy, and will expand the existing centralised shared parking.

A total of 61 additional public car spaces are achieved through these initiatives. This total satisfies the 58 additional car parking spaces that are anticipated to be required to service future retail and commercial development in the town centre by the year 2020, but only represents a little over one third of the anticipated requirement by 2030. It is nevertheless a reasonable contribution to the provision of well sited and coordinated public parking in the medium term.

The pools of public parking will be further supplemented by the coordination of a significant proportion of private car parking as depicted on Figure 3.1 and discussed in the following section (3.1.4 Parking on private land). Together these make a significant contribution to coordinating shared parking areas that are readily accessible and identifiable by the public.

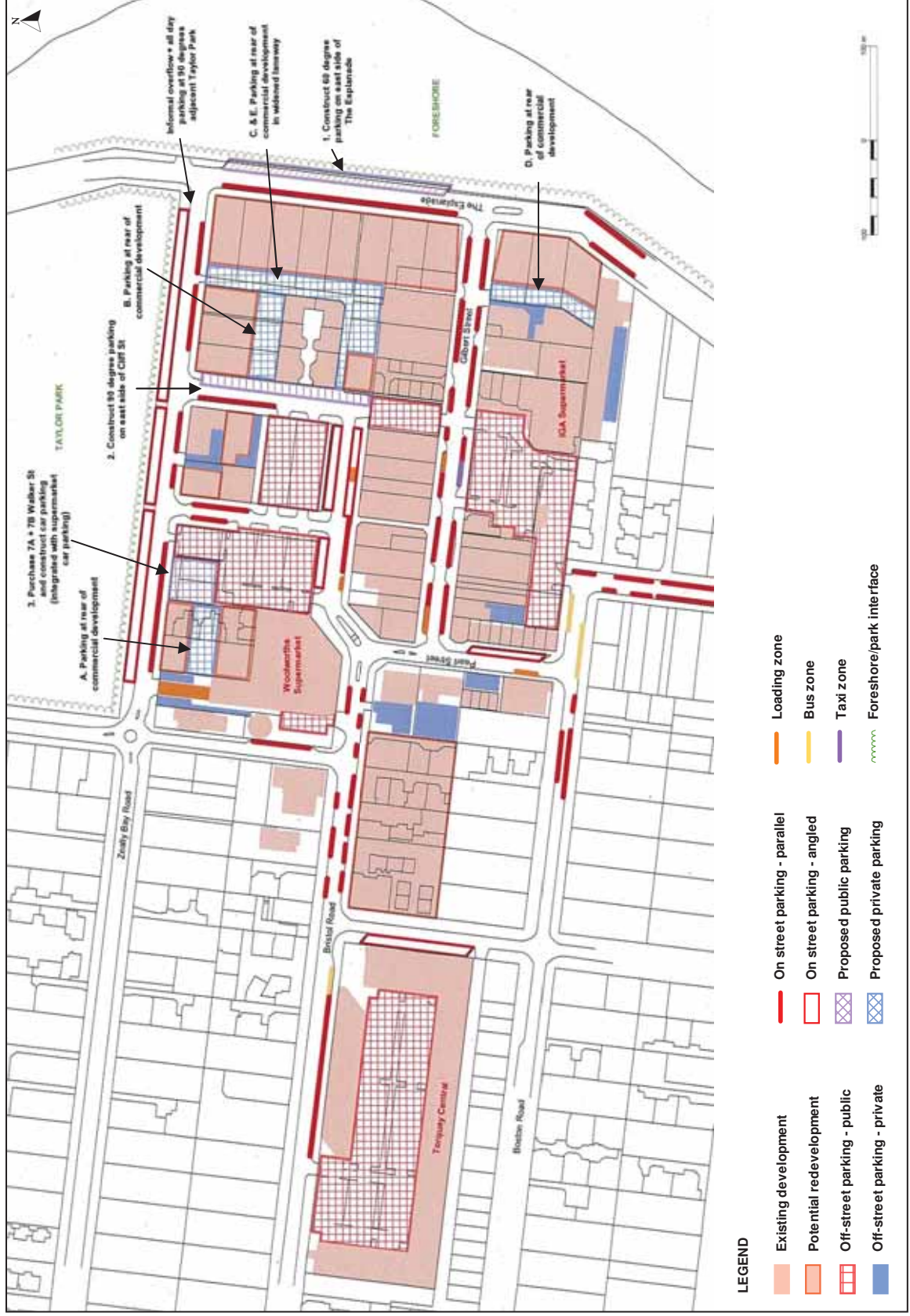
### Strategy 3

Maximise pools of shared public parking by providing parking in the following locations:

- The Esplanade (foreshore side): construction of angled parking on the east side;
- Cliff Street: construction of 90 degree angle parking on the east side and retention of parallel parking on the west side;
- 7A and 7B Walker Street: purchase of land by Council and construction of 25 car parking spaces integrated with the supermarket car park.



Figure 3.1: Public and private parking initiatives



### 3.1.4 Parking on private land

Although the Strategy aims to provide parking in public locations as much as practical to enable sharing of spaces for patrons, there are a number of sites throughout the Town Centre on private land where it will be desirable to establish parking associated with commercial development of the land. Together with the planned public parking, these will make a significant contribution to coordinating shared parking areas that are readily accessible and identifiable by the public. The preferred locations for publicly accessible parking on private land are indicatively shown on Figure 3.1 and the preferred approach is described in Table 3.3.

**Table 3.3: Preferred locations for publicly accessible parking on private land**

Location	Preferred Approach	Potential additional car spaces
<b>A. Zeally Bay Road</b> (west of Walker Street)	<p>Development fronting Zeally Bay Road is to contain rear parking accessed by a new rear lane, with 90 degree parking on both sides of the laneway. This requires connection of the lane with supermarket car parking at both ends. Individual driveways onto Zeally Bay Road are discouraged, and buildings should have zero setbacks to side boundaries.</p> <p>This arrangement provides on-site parking for staff associated with future retail/commercial development. It also helps to achieve an unbroken building façade along the commercial frontage to Zeally Bay Road.</p>	30
<b>B. Zeally Bay Road</b> (east of Cliff Street)	<p>Development of sites fronting Zeally Bay Road is to contain rear parking accessed by a new rear lane, with 90 degree parking on both sides of the laneway. Individual driveways onto Zeally Bay Road are discouraged. The lane is to connect with Cliff Street to the west and the rear laneway that enters from Zeally Bay Road to the east.</p>	36
<b>C. The Esplanade</b> (between Zeally Bay Road and Gilbert Street)	<p>Development of sites fronting The Esplanade is to provide for rear parking accessed from a laneway that enters from Zeally Bay Road. As properties are developed, the lane is to be widened from 4.57m to 11.5m, with 90 degree parking on both sides of the laneway providing for public and staff parking. Different timing of property development will cause the laneway and parking to be constructed in stages.</p> <p>Individual driveways from The Esplanade are discouraged, and buildings should generally have zero side boundary setbacks. This will achieve a more integrated urban design outcome.</p> <p>Parking for potential accommodation at first floor level should be integrated on the site.</p>	62
<b>D. The Esplanade</b> (south of Gilbert Street)	<p>Development of sites fronting The Esplanade is to provide for rear parking accessed from a new laneway that enters from Gilbert Street. Individual driveways from The Esplanade are discouraged, and buildings should generally have zero side boundary setbacks to achieve a more integrated urban design outcome.</p>	18
<b>E. Cliff Street</b>	<p>Parking is to be provided at the rear of a future commercial building on the front part of the site. The lane on the northern side should be widened from 4.57m to 6.0m to provide enhanced access. The parking should integrate with parking provided at the rear of properties fronting The Esplanade.</p>	15

Combined, the private car parks could add around 160 spaces to the car parking supply. When added to the proposed 61 public car parking spaces, the anticipated long term (2030) need of around 170 spaces will be met.

It should be noted that given this parking is private parking, such a provision is dependent upon agreement by the developers of the sites. The car parking areas on private land are indicative on-site parking spaces associated with future development of those sites. Accordingly, the sites are not bound to provide parking as shown in the strategy and could provide an alternative layout or pay cash-in-lieu contributions instead if that provides a more acceptable outcome in terms of overall benefit to the town centre. The preferred outcome will be considered on a site by site basis by Council in negotiation with landowners/developers.

It is also noted that while this parking is configured in a public parking nature to encourage sharing of parking between different users, this parking remains private and could be signed as such to the specific use by each private site. Agreement with private landowners would be required to ensure the parking areas remain accessible to the public.

The supply of car parking in the Town Centre can be further increased by a number of other initiatives, including:

- on-site parking on other individual sites (which may include basement or roof top parking)
- the acquisition of other sites for public parking
- the construction of a public multi-level car park
- reconfiguration of existing on-street and off-street parking spaces

A preliminary assessment of car parking potential is included at Appendix B.

The potential for a public multi-level car park in the Town Centre was investigated as part of the 2006 Car Parking Strategy. At the time it was deemed economically not justified. Given the public and private car parking initiatives will result in sufficient car parking spaces to meet forecast demand to 2030, the provision for a public multi-level car park or acquisition of other sites for public parking would not appear warranted at present. Nevertheless this situation should be closely monitored and kept open as longer term options, especially if commercial development and demand for car parking expands at a faster rate than foreseen or if other public or private parking initiatives forming part of the Strategy cannot be delivered.

Council has the option to consider the introduction of pay parking or other funding mechanisms to cover any shortfall in cash-in-lieu contributions to fund additional parking initiatives if it is determined that more than the 61 public car spaces are required in the future.

#### Strategy 4

Require the provision of shared publicly accessible parking facilities on private land in association with site specific redevelopments in accordance with Figure 3.1.

#### 3.1.5 Taxi parking

Taxi parking facilities are available on the south side of Gilbert Street adjacent the IGA supermarket car park. Future provision for taxi parking may be required elsewhere in the Town Centre, for example outside the Woolworths supermarket, at Torquay Central and on The Esplanade. There may be a particular need for night time taxi parking on The Esplanade if cafes, restaurants and bars establish as envisaged by the Planning Scheme. The need for extra taxi parking should be monitored.

### 3.1.6 Loading facilities

Current loading facilities in the Town Centre are considered adequate and are described as follows:

**Table 3.4: Torquay Town Centre loading facilities**

Location	Preferred Approach
<b>Gilbert Street</b>	<p>Two time-restricted loading spaces (6am to 11am, after which the zones become ¼ P parking spaces) are located on the north side of Gilbert Street at the western end. A third loading zone is provided in front of the fruit shop, which is available for smaller vehicles throughout the day.</p> <p>Whilst preferable to avoid providing on-street loading facilities in a pedestrianised environment such as Gilbert Street, existing development makes such provision a necessity as very few premises have been constructed with rear accessible delivery bays.</p>
<b>Bristol Road</b>	<p>Similar to access limitations to shops in Gilbert Street, loading to shops on the south side of Bristol Road between Pearl Street and Cliff Street will continue to occur from the street given the lack of a rear laneway. A loading bay is currently established in front of No. 17 Bristol Road for small service vehicles and two loading zones at a 90 degree angle are provided in front of the bottle shop / Salvation Army shop.</p>
<b>Supermarkets</b>	<p>The loading facility for the existing supermarket in Gilbert Street is poor, with public parking and accessways encumbered with loading and service vehicles, and facilities that detract significantly from the visual amenity of the area. Under current circumstances there is little scope to change this situation. In the longer term however there may be an opportunity to provide access via a lane to the rear of properties fronting The Esplanade.</p> <p>Loading for the Woolworths supermarket in Bristol Road occurs to the north-west of the site with access from Zeally Bay Road and is well separated from public parking areas.</p>
<b>Pearl Street</b>	<p>An existing loading zone on the west side of Pearl Street provides adequate loading facilities for shops in Pearl Street.</p>
<b>The Esplanade</b>	<p>Under the preferred parking strategy, service vehicles will be able to access the rear of shops fronting The Esplanade via a widened rear lane. This will avoid the need for on-street loading.</p>
<b>Torquay Central</b>	<p>There are no designated loading zones at Torquay Central. Premises are serviced from the central car park.</p>

It is recommended that Council periodically monitor delivery needs to determine whether any additional loading zones or changes to existing zones are required in the future.

### 3.1.7 Bus/Coach and tourist parking

Trade associated with tourism is very important to the local economy in Torquay, particularly with the increases in the number of visitors to the township during the holiday seasons. The ability of tour coaches to drop off passengers in the most desirable locations and long recreational vehicles (e.g. cars with trailers or caravans, motor homes/campervans) to find suitable parking is therefore fundamental in attracting visitors and helping to support the local economy.

Bus stops are located on Boston Road adjacent the Pearl Street end of the Council Car Park. These stops serve as a *de facto* bus interchange. Most of the bus services which visit the town centre utilise

this facility. The advantage of this location is that it is separated from core traffic circulation areas; does not block off commercial frontages; and is in close proximity to car parking, shops and public toilet facilities. It is recommended that this location be retained as the town centre bus interchange. As the eastern end of the Town Centre is further developed for commercial uses, The Esplanade will become an increasing focus of tourist activity. Additional provision should be made for parking of tourist coaches on The Esplanade. The *Coastal Town Centres Parking Study (2004)* agrees with this view, adding that it should also provide for domestic buses in addition to the existing Boston Road stop. To minimise impacts of buses on view lines of the ocean and loss of future on-street parking on the eastern side of The Esplanade, it is recommended that bus parking be considered south of the Gilbert Street intersection near the motel; this is also close to a toilet block on the foreshore.

In addition, it will be essential that the longer term parking requirements of long and recreational vehicles are provided for, preferably off-street. In order to do this, adequate signage will need to be provided to direct visitors and coach drivers to these spaces. An investigation of suitable areas is recommended.

#### Strategy 5

Investigate opportunities for bus/coach parking on The Esplanade and identify appropriate areas for tourist/long vehicle parking.

### 3.1.8 Disabled parking

With the forecast ageing of the population in the Surf Coast Shire and in Victoria in general, there is a need to ensure there is an adequate supply of convenient and accessible parking spaces that can be used by disabled or mobility impaired visitors to the Town Centre. There are currently 25 disabled car parking spaces provided in the Town Centre, which are located close to key retail destinations such as the two supermarkets and specialty shops or services. The disabled parking bays have generally been provided on the end of blocks, which makes it easier to park.

The disabled parking bays were observed to be generally under-utilised, both in the peak and off-peak season. This either means that there are not many disabled people visiting the Town Centre, or they can easily find other parking spaces.

There are no guidelines on the required rates for the provision of public disabled parking spaces. As such, the provision should be based on meeting the stated needs of disabled residents and visitors. This approach involves engaging and listening to representations from relevant stakeholders including disabled and mobility impaired residents and visitors to identify if access for disabled people needs to be improved.

#### Strategy 6

Periodically monitor the adequacy of and need for taxi, loading, bus/coach, tourist and disabled parking facilities as a mechanism to establish if any changes are required.

## 3.2 Car parking rates

The application of generic car parking rates for commercial uses and development in the Town Centre is based on the following principles:

- They reflect sharing benefits
- They facilitate change of use without the need to consider car parking
- They acknowledge that the standard rates of Clause 52.06 are quite excessive

- They reflect current best practice

The generic car parking rates applied in the *Torquay Town Centre Parking Precinct Plan* (2008) have been found to be sound and will continue to be applied to most common retail and commercial uses in the Town Centre, specifically Shop, Postal agency, Office, and Food and drink premises (including Tavern and Hotel with a net leasable floor area not exceeding 100m<sup>2</sup>). All other uses shall be in accordance with the car parking table at Clause 52.06 in the Surf Coast Planning Scheme.

#### Strategy 7

Require new development and change of use to provide appropriate numbers of car parking spaces as follows:

Apply the following generic car parking rates for Shop, Postal agency, Office, Food and drink premises (including Tavern and Hotel with a net leasable floor area not exceeding 100m<sup>2</sup>):

Ground floor: 4.5 spaces per 100m<sup>2</sup> of leasable floor area

Above ground floor: 3.5 spaces per 100m<sup>2</sup> of leasable floor area

All other uses shall be in accordance with the car parking table at Clause 52.06 in the Surf Coast Planning Scheme.

#### Strategy 8

Ensure new residential development within the town centre (e.g. shop-top apartments) provides adequate on-site car parking in accordance with the Planning Scheme requirements.

### 3.3 Cash-in-lieu contributions

The principle of requiring a cash-in-lieu contribution where the required number of car spaces can not be provided on-site, has been found to be a sound approach and will continue to apply. The use of cash-in-lieu payments can assist to effectively provide parking in shared pools and to maximise the key land parcels in the centre for commercial purposes rather than for car parking.

Contributions received by Council will be allocated towards the purchase of land and construction of public car parking as outlined in Section 3.1.

#### Strategy 9

Require a cash-in-lieu contribution where the required number of car parking spaces cannot be provided on-site.

### 3.4 Parking management

In addition to increasing the supply of car parking spaces, better management of existing parking within the Town Centre is a useful tool to increase the availability and turnover of parking, particularly at peak times of the year.

Anecdotally, parking patterns in the centre have changed since the opening of the Woolworths supermarket at Bristol Road late in 2004 and the construction of Torquay Central in 2007, with a noticeable increase in the usage of spaces in the Walker Street and Zeally Bay Road areas. Notwithstanding, there are a number of strategies which could be adopted by Council to increase the turnover of car spaces, particularly at peak times. These are discussed below.

### 3.4.1 Parking restrictions

The majority of on-street and off-street parking spaces in the Town Centre are subject to either 1/4 or 2 hour time limit restrictions. This has the benefit of encouraging the turnover of parking spaces and increasing short term parking opportunities in the most desirable locations. Long stay parking spaces are provided on the periphery of the Town Centre. The parking restrictions were the subject of a review in 2008 and minor adjustments were made. The restrictions appear to be working well and no further changes are considered necessary.

The parking spaces on the north side of Zeally Bay Road adjacent Taylor Park fulfill an important role in providing all-day parking for town centre workers and absorbing some of the absolute peak parking demand during the summer holidays. As part of the *Taylor Park Landscape Master Plan* (2001), GORCC proposes to undertake landscaping works within the Park in the vicinity of Zeally Bay Road and at the park entries opposite Walker Street and Cliff Street. It will be imperative that the landscaping works within the road reserve do not significantly reduce the number of available car parking spaces. It is also considered that this area should remain available for all-day parking in the short term. Provision of parking along the east side of Fischer Street will be a viable longer term option to provide additional parking to meet future demand. A change to the parking restrictions in Zeally Bay Road is at this stage not supported, but would be appropriate after completion of the landscape treatments in and adjacent Taylor Park to encourage turnover for town centre shoppers and park visitors. It is anticipated that any introduction of time restrictions would be gradual and would follow consultation with town centre traders and other workers.

#### Strategy 10

Continue to monitor the effectiveness of parking restrictions as a mechanism to establish if any changes should be made.

#### Strategy 11

Review the availability of and demand for all-day parking spaces in the Town Centre.

### 3.4.2 Pay parking

Pay parking has been mooted in the past several times and encountered opposition from local residents and traders. Given the current supply of car parking is satisfactory to meet the 85<sup>th</sup> percentile event, introduction of paid parking to regulate parking demand is not warranted at this stage. Council could consider the introduction of pay parking during peak times, however it would not be justified during off-peak periods. Council will periodically monitor the utilisation of parking spaces in the town centre and investigate measures to further manage parking, including the option of pay parking, should occupancy levels consistently exceed 85%.

#### Strategy 12

Investigate, in consultation with landowners, residents, traders and public land managers, the options for paid parking in the town centre, with exemptions for residents/ratepayers and funds to be allocated to Town Centre improvements.

### 3.4.3 Signage

An inventory of existing directional signage in the town centre has identified that there are various directional signs on the Surf Coast Highway, Zeally Bay Road and The Esplanade advising motorists of the location of the town centre and available parking. The town centre would nonetheless benefit from further directional signage particularly with regard to:

- Advising motorists of locations where long term parking is available; and
- Advising large vehicles where suitable parking is available.

A clear signage strategy is important to highlight less utilised parking areas and assists in reducing traffic congestion in core areas. A car parking directional signage strategy should be prepared and implemented to direct drivers to the less utilised areas. Signage should also be provided to direct tour coaches and other tourist vehicles to designated parking areas. In addition, existing signage along the Surf Coast Highway that is inconsistent with the recommended road hierarchy should be removed.

It will be important to ensure signage is designed to reduce clutter by rationalising and simplifying messages, resulting in less but more effective information. The provision of recognisable signs with uniform style and colour is fundamental to the success of implementing a directional signage scheme.

**Strategy 13**

Ensure that an appropriate level of directional signage is available to guide drivers to less utilised parking areas in the town centre.

### 3.4.4 Enforcement

The duration of stay surveys revealed that motorists generally adhere to the parking restrictions, however on occasions time restrictions are exceeded, particularly during the peak season. Continued and increased enforcement during peak periods is recommended to further improve parking compliance.

**Strategy 14**

Ensure an adequate level of enforcement is undertaken, particularly during peak periods to further improve parking compliance at times when parking demands are high and parking turnover is essential to ensure the appropriate functioning of the Town Centre.

## 3.5 Access and traffic circulation

The existing road hierarchy outlined at Section 2.4 is considered appropriate to direct traffic to the Town Centre. It is noted Bristol Road continues to attract large volumes of traffic and that a sign on the highway directs traffic to the Town Centre, even though signs have been erected on Anderson Street and Zeally Bay Road to guide traffic. There are time restricted no-standing zones on the north side of Bristol Road (10am and 5pm) opposite Torquay Central to avoid parked cars obstructing traffic during the day.

Zeally Bay Road and Anderson Street will continue to be promoted to perform the function of collector roads as they distribute traffic to the periphery of the Town Centre, where car parking is located. Bristol Road and Boston Road lead traffic directly into the Town Centre, but do not distribute traffic to the edges and are therefore less desirable routes.

The Town Centre access and circulation plan, as shown on Figure 3.2, is based upon the previously recommended internal circuit of collector roads which form a ring road network around the Town Centre. The plan considers the need to discourage traffic from using Bristol Road and Boston Road to access the Town Centre and more importantly the need to direct traffic to existing and future parking areas which should be located on the outskirts of the Town Centre in close proximity to the circuit.

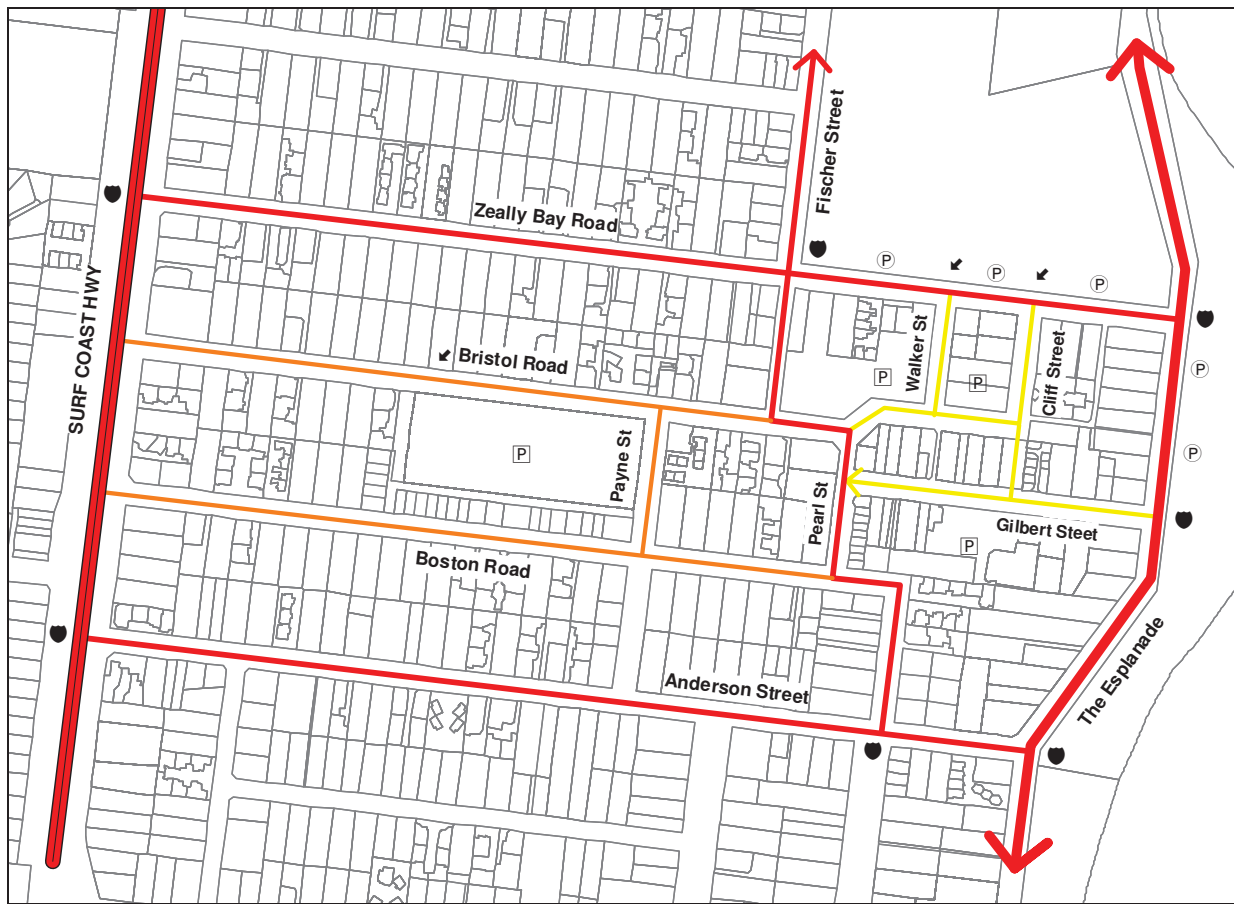
To support the road hierarchy and access circulation plan, the following traffic management measures as recommended in previous studies are supported:



**Table 3.5: Proposed traffic management measures**

Road	Preferred Approach
<b>Bristol Road</b>	The downgrading of Bristol Road should include the closure of the existing median opening in the Surf Coast Highway to discourage traffic from using Bristol Road to access the Town centre and removal of any signs which direct traffic to the Town Centre. A commitment to closure of this median opening was reaffirmed by Council in conjunction with the consideration of the development plan for Torquay Central and more recently with the adoption of the Torquay and Jan Juc Structure Plan 2007. Council is continuing to advocate for this outcome with VicRoads. It is recommended that the closure should be undertaken at the same time as the installation of traffic signals at the Zeally Bay Road and Surf Coast Highway intersection.
<b>Zeally Bay Road / Anderson Street</b>	To more effectively perform their role as link roads, signalisation of the Zeally Bay Road / Surf Coast Highway intersection is required, and widening of the western ends of Zeally Bay Road and Anderson Street to provide separate left and right turns onto the Surf Coast Highway. The entire length of Zeally Bay Road between the Surf Coast Highway and Fischer Street would benefit from widening, as the parking lanes on each side of the road are only 1.8 metres wide. This narrows the effective width of the carriageway in both directions. An alternative is to investigate day time parking bans, similar to those on Bristol Road. Widening of the eastern end of Zeally Bay Road is also recommended to provide separate left and right turns into The Esplanade.
<b>Gilbert Street</b>	Various previous studies for the town centre recommended that Gilbert Street be turned into a pedestrian mall or made one-way from The Esplanade through to Pearl Street. Latest urban design principles however suggest that shops actually benefit from car parking in front of shops as in a typical main street scenario with parallel parking on both sides. DSE's Activity Centre Design Guidelines (2005) recommend incorporating slow moving traffic and car parking in streets to enhance a sense of safety rather than creating pedestrian only malls. It is therefore recommended that, subject to support from local traders and other stakeholders, Gilbert Street be changed to one-way traffic to allow widening of the footpath on the south side to enhance pedestrian amenity and increase opportunities for outdoor seating.
<b>Fischer Street</b>	Fischer Street between Beach Road and Zeally Bay Road should be widened to accommodate increased traffic flows when traffic flows exceed 10,000 vehicles per day. Provision should be made for two through lanes, two bicycle lanes in each direction, parallel parking on the west side and 90 degree angled parking on the east side adjacent Taylor Park.
<b>Beach Road</b>	Beach Road provides an alternative access route to the town centre. Signalisation of the Surf Coast Highway intersection is proposed. Continued residential development in Torquay West will further increase traffic volumes at this intersection.
<b>Strategy 15</b>	Direct traffic in accordance with the Torquay Town Centre Access and Circulation Plan as shown on Figure 3.2 and support this with the traffic management measures outlined in Table 3.5.

Figure 3.2: Torquay Town Centre Access and Circulation Plan



LEGEND			
	Arterial Road		Collector Road
	Link Road		Access Road
	Local Street		On-Street Parking
	Public Car Park		Directional Signage

### 3.6 Alternative transport modes

An integrated transportation approach is vital to reduce the impact on the overall vehicle volumes within Torquay-Jan Juc and in the Town Centre. Vehicle volumes are generally influenced by the quality of other transport options such as bus services and provision of bicycle and pedestrian pathways and facilities. The overall number of vehicle trips per day undertaken by each household to the Town Centre may be reduced by increasing the number of trips undertaken by alternative modes.

Accordingly, in addition to accommodating vehicle access and parking in the Town Centre, alternative more sustainable modes of transport are encouraged to access the Town Centre, including walking, cycling and public transport in order to reduce traffic volumes and pressure on car parking areas. This becomes more prevalent with increased traffic congestion and the shortage of car parking spaces in peak periods, the associated reduction in amenity for pedestrians and shoppers, and the increasing need for environmentally sustainable development and lifestyles.

### 3.6.1 Walking and cycling

Street environments must not only accommodate motorised movement patterns but also provide a pleasant, comfortable and safe environment for pedestrians of all abilities and cyclists. Streets that are designed to encourage people to use them, to leave their cars and explore on foot, contribute to a vibrant activity centre environment. Pedestrians, bicycles and cars all contribute to lively and interesting streets and should be encouraged to coexist alongside each other.

The health and environmental benefits of walking and cycling are well documented<sup>2</sup>. The main health benefits of walking and cycling come from its contribution to overall levels of physical activity. However, the benefits of walking and cycling do not stop at improving physical and mental health but also extend to benefits to the wider public health, by reducing the adverse impacts associated with motor traffic, e.g. health effects related to air pollution and noise or road crashes.

Increasing the number of people who walk or cycle to shops, schools, parks, services, facilities and public transport supports healthier lifestyles for local residents, provides a more socially vibrant local community and brings with it associated economic and environmental benefits.

Walkable and healthy communities can be encouraged by providing:

- Well planned networks of walking and cycling routes.
- Paths that are direct, safe, continuous, well lit, have good visibility, are separated from traffic and of sufficient width (particularly if the path is shared by pedestrians, cyclists and other users, including people with disabilities or limited mobility, e.g. wheelchair users, prams and young children).
- Streets with direct, safe and convenient access.
- Local destinations within walking distance from homes.
- Rest areas along routes, with seating, shade and landscaping.
- Pedestrian crossings that are conspicuous and clearly indicate where pedestrians can cross (e.g. zebra crossings, use of colour or raised pavement to delineate pedestrian priority spaces).
- Sign posting of key destinations and activities/facilities to assist in way finding.

Although walking is a popular means of accessing and moving around the Town Centre, vehicles tend to dominate streetscapes and the public realm. As a result, pedestrian movements are subservient to traffic and overall pedestrian amenity can be poor at times. The extent of car parking areas, numerous vehicle entry/exit points from public car parks, on-street car parking and lack of continuous footpaths and crossings are a disincentive to pedestrian activity and cause conflicts between pedestrians and motorised traffic.

With improved access for pedestrians and cyclists, parking in the Town Centre and along the foreshore can be reviewed with the potential to make parking areas less dominant and public areas safer and more pleasant for users.

The following strategy is adopted to enhance walking and cycling:

#### Strategy 16

Promote walking and cycling by residents, employees and visitors as an alternative, more sustainable form of transport to access the Town Centre, by:

- Providing safe and direct pedestrian and bicycle links through the Town Centre and to and from surrounding areas, including existing and future

<sup>2</sup> See for example 'Healthy by Design: A planners' guide to environments for active living', National Heart Foundation of Australia (Victorian Division), 2004.

residential areas, parklands and the foreshore.

- Promoting the Town Centre as a pedestrian focused, attractive place where people enjoy walking and cycling and feel safe.
- Enhancing public and shared spaces, that are safe, accessible to all, inviting and attractive and which encourage pedestrian and bicycle movement.
- Improving pedestrian pathways and connections within the Town Centre, including construction of missing paths and safe pedestrian crossings.
- Providing an appropriate speed environment and level of priority for pedestrians and cyclists.
- Ensuring that the redevelopment of any sites is designed to maximise the opportunity for pedestrian and bicycle movements and facilities.
- Improving the safety for pedestrians moving between off street car parks and retail destinations.
- Providing safe and unobstructed travel paths for pedestrians travelling along streets within the shopping areas.
- Providing additional bicycle parking facilities throughout the centre.
- Ensuring the maintenance of footpaths within the centre.
- Designing footpath widths to support the social life of streets and accommodate pedestrian traffic. In doing so, consider the variety of people who use the footpath, including people with wheelchairs or prams. Minimise changes in footpath levels and avoid physical barriers to accommodate these users. Car parks and level changes that interrupt the footpath and cycle path connectivity should be avoided.
- Providing clear signage of off-street car parks, bicycle paths, public transport stops, footpath connections and local attractions (Foreshore, Taylor Park).
- Separating loading areas from pedestrian movements, where possible, to minimise potential conflicts and the loss of on-street parking.

### 3.6.2 Public transport

With the main residential growth areas in Torquay occurring some distance from the existing Town Centre, there is an increasing need to provide public transport services to transport people within Torquay. As Torquay expands there will be a need to expand the bus service to reach those areas that are not currently served by the local bus routes.

By providing a more frequent and fine grained bus service with improved timetabling and connections and improved facilities at bus stops it is expected that bus patronage will further increase. The provision of an improved bus service will not only provide transport options for people without access to a car, but will also replace some trips that would otherwise have occurred by car, thereby reducing the overall traffic volume to and within the Town Centre.

An initiative to cope with increased visitor numbers is the continuation of a shuttle bus during peak periods. This could be done in cooperation with local traders or tourist operators, such as The Sands, Wyndham Resort, RACV Torquay or Torquay Hotel.

The following strategy is adopted to promote the use of public transport:

**Strategy 17**

Promote the use of public transport as a means to access the Town Centre, by:

- Providing public transport links with new growth areas and activity centres (Torquay North, Torquay West).
- Improving facilities at bus stops, including sheltered seating, timetable information and lighting.
- Promoting the continuation/re-introduction of a shuttle bus during peak periods.
- Providing clear, safe, attractive and direct pedestrian and cycle access to public transport stops.
- Ensuring a high level of visibility and natural surveillance of transport stops and encourage active uses to front onto them.

# PART B IMPLEMENTATION



## 1. Overview

This part of the Torquay Town Centre Parking and Access Strategy outlines the implementation schedule to give effect to the strategic directions. A detailed implementation schedule with allocation of responsibilities, costs, funding and timing is provided in Appendix E.

In summary, the Strategy shall be implemented by:

- Requiring the provision of car parking associated with Shop, Postal agency, Office and Food and drink premises (including Tavern and Hotel with a net leasable floor area not exceeding 100m<sup>2</sup>) in accordance with the following generic rates:
  - Ground floor – 4.5 spaces per 100m<sup>2</sup> of leasable floor area
  - Above ground floor – 3.5 spaces per 100m<sup>2</sup> leasable floor area
- Collecting cash-in-lieu contributions where the required number of car spaces cannot be provided on-site.
- Constructing pools of shared public parking in the following manner:
  - The Esplanade: construction of angled parking on the east (foreshore) side between Zeally Bay Road and Gilbert Street.
  - Cliff Street: construction of 90 degree angled parking on the east side.
  - 7A and 7B Walker Street: purchase of land and construction of car spaces.
- Providing pools of shared publicly accessible private parking to the rear of future commercial developments fronting The Esplanade, Zeally Bay Road and Cliff Street with access from rear lanes.

And will be further supported by the following other actions:

- Allocate funds in the Council budget for the purchase of land at 7A and 7B Walker Street.
- Refer the works required to implement the public car parking initiatives and traffic management measures of the Strategy to Council's Capital Works Program.
- Commence negotiations with GORCC and the Department of Sustainability and Environment to widen the road reserve of The Esplanade between Zeally Bay Road and Gilbert Street to enable the construction of angled car parking on the east (foreshore) side.
- Upgrade the informal parking area on the north side of Zeally Bay Road and undertake landscaping works to enhance the entries to Taylor Park and strengthen the visual and physical links between the Park and the Town Centre.
- Initiate a review of time restrictions along the north side of Zeally Bay Road after completion of the landscape treatments in and adjacent Taylor Park and provide all-day parking along Fischer Street in the longer term.
- Undertake a study to review the traffic management and urban design/streetscape recommendations of the *Torquay Town Centre Revitalisation Project – Jump Starting the Heart* report, including the proposal to change Gilbert Street to one-way traffic.
- Conduct parking surveys every three to five years on two occasions in the year to assess differences in peak and non-peak demand – mid January and mid July.
- Review the strategy every five years to understand and plan for the constant changes that occur within the Town Centre.
- Periodically monitor parking restrictions and taxi, loading, bus/coach and disabled parking as a mechanism to establish if any changes should be made.
- In consultation with tour operators, investigate the potential to provide parking for buses/tour coaches on The Esplanade and identify appropriate locations for the parking of tourist vehicles (caravans, trailers, motor homes).

- Ensure an adequate level of enforcement is undertaken, particularly during peak periods to further improve parking compliance at times when parking demands are high and parking turnover is essential to ensure the appropriate functioning of the Town Centre.
- Investigate, in consultation with landowners, residents, traders and public land managers, the options for paid parking within the Town Centre, with exemptions for residents/ratepayers and funds to be allocated to town centre improvements.
- Prepare and implement a directional signage strategy to direct drivers to less utilised parking areas in the Town Centre.
- Implement traffic management measures to improve access to the Town Centre and traffic circulation within the centre.
- Promote opportunities for walking and cycling, by:
  - Improving linkages between the Town Centre and the foreshore and Taylor Park.
  - Completing the construction of pedestrian paths and on-road cycle lanes in accordance with the Pathways Strategy.
  - Making provision for the installation of end of trip bicycle parking facilities as part of new developments and in public areas.
  - Ensuring pathways are well constructed, continuous, of adequate width and free of obstructions to enable use by a wide range of user types.
- Promote the use of public transport as a means to access the Town Centre, by:
  - Providing links to new growth areas and activity centres in Torquay-Jan Juc.
  - Improving facilities at bus stops, including sheltered seating, timetable information and lighting.
  - Providing clear, safe, attractive and direct pedestrian and cycle access to public transport stops.
  - Promoting the continuation/re-introduction of a shuttle bus during peak periods.

## 2. Specific implementation actions

### 2.1 Land acquisition and construction of new public parking

In order to maintain an adequate supply of public parking to meet future demand in the Town Centre, Council is committing to the construction of public parking as follows:

**Table 1: Implementation of public parking initiatives**

Location	Measure	Priority	Trigger Point	Estimated timing
The Esplanade	Road reserve widening and construction of 60 or 90 degree angled parking on the east (foreshore) side between Zeally Bay Road and Gilbert Street, resulting in 22 additional spaces.	High	Immediately	2012/13
Cliff Street	Construction of 90 degree angled parking on the east side, resulting in 14 additional spaces.	High	When adjoining property at no. 5 Zeally Bay Road is developed.	2013/14
7A & 7B Walker St	Purchase of land and construction of 25 new car spaces.	Medium	When 50% of funds collected through cash-in-lieu contributions.	2016/17



These land purchases and construction works will be undertaken having regard to the following considerations:

- The amount of cash-in-lieu contributions received at any given time in relation to new commercial developments that enable the works to be funded.
- Opportunity to construct works in conjunction with adjoining private development or other public works so as to reduce the overall cost to Council.
- The timing of future sale of the sites to be purchased.

In order to facilitate the purchase of land at 7A and 7B Walker Street, a Public Acquisition Overlay (PAO) has been applied. The PAO clearly flags Council's intention and avoids the land being sold on the open market without Council being given a guarantee that it would be successful in their purchase. Application of the PAO gives this surety, but does commit Council to the purchase, either in the short or long term.

If the owner(s) have no short term plans to dispose of the land, it would allow the Council time, over a period of years, to accumulate adequate funds from cash-in-lieu contributions. A downside is that property values may increase significantly over the intervening period, increasing the cost of purchase and the subsequent contribution required from developers.

At any time that a land owner sought to sell land affected by the PAO, the Council would be required to negotiate a price in accordance with the requirements of the *Land Acquisition and Compensation Act 1986*. If the owner(s) sought to sell in the short term, prior to accumulation of adequate funds from contributions, Council would be obliged to purchase the land and finance the balance from general revenue.

## 2.2 Collection of cash-in-lieu contributions

Cash-in-lieu contributions will be collected from developers of land where parking spaces required for a development are not provided on-site.

The contribution amount applied in this strategy is calculated as follows:

<b>Cost of committed land purchase</b>
plus
<b>Cost of construction of parking pursuant to this strategy</b>
less
<b>Existing uncommitted car parking cash-in-lieu reserves</b>
divided by
<b>Number of additional car parking spaces achieved</b>
equals
<b><u>Contribution Amount</u></b>

Contributions collected from developers in the Town Centre will be kept in a designated account, independent of general Council revenues, and retained specifically for expenditure on purchase of land and construction of parking projects. It will not be used for any other purpose, but must be invested to increase its value prior to expenditure on parking projects.

The Contribution amount will be indexed annually to ensure that it properly reflects actual increases to the cost of parking construction (i.e. inflation) and changes in property values. For annual adjustments to capital works costs, the appropriate edition of *Rawlinsons Australian Construction*

*Handbook* will be used. Changes to land value will be indexed having regard to annual valuations of the site(s) conducted on behalf of the Council.

The contribution amount will be stated in a separate Schedule to this Strategy so that it can be adjusted each year without need to republish the entire Strategy.

It may be appropriate in some cases to consider acceptance of payment of cash-in-lieu contributions over a period of say five or ten years, however it will be important to consider:

- The impact of a payment plan on the capacity for Council to fund the various car parking projects in the short term.
- That if a payment plan is adopted, there should be agreement with the land owner/developer that it be indexed annually in a similar manner to the contribution amount applicable under the Strategy at any given time.

## 2.3 Construction of private parking

It will be the onus of landowners/developers to provide the private parking initiatives outlined in the Strategy. An indicative design of the parking areas on private land is shown on the map at Appendix G. It should be noted that given this parking is private parking, such a provision is dependent upon agreement by the developers of the sites. The car parking areas on private land are indicative on-site parking spaces. Accordingly, the sites are not bound to provide parking as shown in the strategy and could provide an alternative layout or pay cash-in-lieu contributions instead if that provides a more acceptable outcome in terms of overall benefit to the provision of car parking in the town centre. It is also noted that while this parking is configured in a public parking nature to encourage sharing of parking between different users, this parking remains private and could be signed as such to the specific use by each private site. Agreement with private landowners would be required to ensure the parking areas remain accessible to the public.

## 2.4 Traffic management works

The traffic management works to support the recommended access and circulation plan are outlined and prioritised in Table 2.

**Table 2: Implementation of Town Centre access and circulation plan**

Location	Measure	Priority	Trigger Point	Estimated timing
Surf Coast Hwy / Beach Road	Intersection upgrade and signalisation.	High	When Beach Rd traffic exceeds 3,000vpd at Surf Coast Hwy intersection.	2013/14
Surf Coast Hwy / Zeally Bay Road	Signalisation and intersection upgrade, including widening of western end of Zeally Bay Rd to provide separate left and right turning lanes.	Medium	When Zeally Bay Rd traffic volume exceeds 3,000vpd at Surf Coast Hwy intersection.	2015/16
Surf Coast Hwy / Bristol Road	Closure of median strip.	Medium	When Zeally Bay Rd intersection signalised.	2015/16
Surf Coast Hwy / Anderson Street	Intersection upgrade, including widening of western end of Anderson St to provide separate	Medium	When Anderson St traffic volume exceeds 3,000vpd at Surf Coast Hwy	2015/16

	left and right turning lanes.		intersection.	
Fischer Street	Widen carriageway to 15m between Beach Rd & Zeally Bay Rd (parallel parking & bike lanes both sides) and upgrade Fisher St / Bristol Rd intersection with additional turning lane.	Long	When Fischer St traffic volume exceeds 10,000vpd.	2019/20
Gilbert Street	Change to one-way traffic and widen footpath on south side.	High		2013/14

#### Note

Based on *Torquay / Jan Juc Transport Infrastructure Assessment (2007)* and *Torquay Jan Juc Development Contributions Plan (2009)*.

## 2.5 Pathways

Table 3 provides a list of identified pathway sections and links that, when constructed, would enhance the ability for pedestrians and cyclists to access and move around the Town Centre.

**Table 3: Pathway sections, links**

Location	Section	Identified in Pathways Strategy?	Responsible party for construction	Estimated Cost (\$)
<b>Pathway sections</b>				
Zeally Bay Road	South side between Cliff St and The Esplanade	Yes – PP1100	Abutting landowners/ developers	30,286
Cliff Street	East side between Zeally Bay Rd and Bristol Rd	Yes – PP1101, PP1102	Abutting landowners/ developers	12,448
	West side along 1 Cliff St	No	Abutting landowners/ developers	
Bristol Road	South side between shops at 1/15 and 1/21 Bristol Rd	No	Abutting landowners/ developers	
Walker Street	Along 7 Zeally Bay Road	No	Abutting landowners/ developers	
Boston Road	North side between Pearl St and Payne St	Yes – PP1107	SCS	23,160
<b>Pathway crossings/links</b>				
Zeally Bay Road	Entry to Taylor Park on corner of Zeally Bay Rd / Fischer St	No	SCS, GORCC	
	Entry to Taylor Park opposite Walker St	No	SCS, GORCC	
	Entry to Taylor Park opposite Cliff St	No	SCS, GORCC	
Bristol Road	Between Post Office and Woolworths Supermarket	No	SCS	
	Between pedestrian walkway and Walker St car park	No	SCS	
Gilbert Street	Between Cliff St car park and IGA car park (east entry)	No	SCS – can be addressed if Gilbert Street is made one-way	
	Between pedestrian	No	SCS	

	walkway and IGA car park (west entry)			
<b>Bicycle routes</b>				
Boston Road	Between Surf Coast Hwy and Pearl St	Yes – PP1440	SCS	3,215
Anderson Street	Between Surf Coast Hwy and The Esplanade	Yes – PP1438	SCS	3,875

## 2.6 Monitoring

To ensure the Strategy is being implemented effectively, it is necessary for on-going monitoring of the following information:

- Details of commercial developments approved and constructed in the Town Centre (i.e. land use and floor area).
- The number of car parking spaces required to be provided for the use/development.
- The number of spaces provided on-site, and the number for which a cash-in-lieu contribution is accepted.
- The amount of any cash contribution that has been required as a condition of approval.
- Whether the cash contribution has been paid.
- Details of any payment plan that may have been negotiated with the landowner/developer.
- Details of expenditure from the cash-in-lieu account on parking projects in the Town Centre.
- The balance of funds in the cash-in-lieu account.

This information should be held in a register and made publicly available if requested, for transparency purposes, and progress with implementation of the Strategy should be reported to the broader organisation annually. This will assist with planning of capital works, land purchase and budget expenditure.

To ensure that the Strategy remains relevant, it should be reviewed after five years of operation, or prior to completion of publicly funded car parking initiatives identified in the Strategy being completed, whichever comes first.

## 2.7 Changes to the Planning Scheme

An amendment to the Surf Coast Planning Scheme will be required to:

- Include the *Torquay Town Centre Parking and Access Strategy* as a reference document at Clause 21.08 and DDO6.
- Modify the *Torquay Town Centre Parking Precinct Plan, October 2008* which is an incorporated document in the Planning Scheme.
- Modify the Schedule to Clause 52.06-6 to reflect the modified Parking Precinct Plan.

## 3. Other requirements

In supporting future development and works in the town centre, the following guidelines will be applied:

- Large at-grade car parks must incorporate shade trees at a ratio of at least one tree to every four car spaces and must provide for safe and convenient pedestrian links.

- On-street parallel parking along main shopping streets should be broken up with pockets of landscaping provided every four car spaces.
- Car parking areas, whether at-grade or contained within buildings, accessways and entries/exits should not visually dominate public spaces and should provide for a high level of pedestrian safety and amenity.
- Car parking areas should be designed in accordance with Crime Prevention Through Environmental Design (CPTED) principles and achieve a safe and open feel with good sight lines and adequate lighting.
- Loading docks and service areas of large retail premises such as supermarkets and discount department stores should not be visible from main streets and public spaces.
- Servicing for small shops should be from dedicated on-street loading zones or, where available, a rear lane.
- Ensure ground-level car parks do not separate the Town Centre physically from surrounding neighbourhoods or result in disjointed precincts within the Town Centre.
- Provide traffic treatments such as islands, medians and crossings to help pedestrians cross roads, and widen footpaths to improve pedestrian conditions.
- Consider the provision of pedestrian links between The Esplanade and the rear laneway with any new development on sites fronting The Esplanade and improve the amenity and visibility of the existing walkway.

## Schedule 1: Cash in Lieu Contribution

This Schedule is attached to the *Torquay Town Centre Parking and Access Strategy 2011-16* adopted by Surf Coast Shire Council on 23 November 2011.

It specifies the amount per car space for collection of cash-in-lieu contributions from developers of land where parking spaces required for a development or change of use are not provided on-site in accordance with the Strategy (refer Part A). The contribution has been determined at:

<b>Date Applicable:</b>	<b>1 July 2011 to 30 June 2012</b>
<b>Contribution Amount:</b>	<b>\$12,967 per car space</b>

The Contribution amount will be indexed annually to ensure that it properly reflects actual increases to the cost of parking construction (i.e. inflation), and changes in property values. For annual adjustments to capital works costs, the appropriate edition of *Rawlinsons Australian Construction Handbook* will be used. Changes to land value will be indexed having regard to annual valuations of the site(s) conducted on behalf of the Council.



# PART C BACKGROUND





## 1. Introduction

This part of the Car Parking and Access Strategy contains background information that has informed the Strategy at Part A. It provides an overview of relevant State and local planning policy, relevant strategic studies and plans, existing parking and access conditions in the Town Centre, the results of parking surveys conducted in 2010 and the findings of the review of the 2006 Car Parking Strategy.

## 2. Planning Context

This chapter provides a summary of planning policy and strategic documents that have relevance to development of the Torquay Town Centre Parking and Access Strategy.

### 2.1 State Planning Policy

The State Planning Policy Framework (SPPF) in the Surf Coast Planning Scheme contains a range of state-wide policy directions that must be taken into account by the Shire in administering the Planning Scheme. The Framework encourages activity centres that have a mix of uses that meet local needs and are accessible by walking, cycling and public transport.

The Framework states that in allocating or requiring land to be set aside for car parking, Councils should:

- Have regard to the existing and potential modes of access including public transport, the demand for off-street car parking, road capacity and the potential for demand management of car parking.
- Encourage the efficient provision of car parking through the consolidation of car parking facilities.

The SPPF also states that planning and responsible authorities should prepare or require parking precinct plans for the design and location of local car parking to:

- Protect the role and function of nearby roads, and enable the easy and efficient movement and delivery of goods.
- Achieve a high standard of urban design and protect the amenity of the locality, including the amenity of pedestrians and other road users.
- Create a safe environment for users, particularly at night.
- Facilitate the use of public transport.

It further states that the amenity of residential land is to be protected from the effects of road congestion created by on-street parking, and that adequate provision for taxi ranks should be planned for.

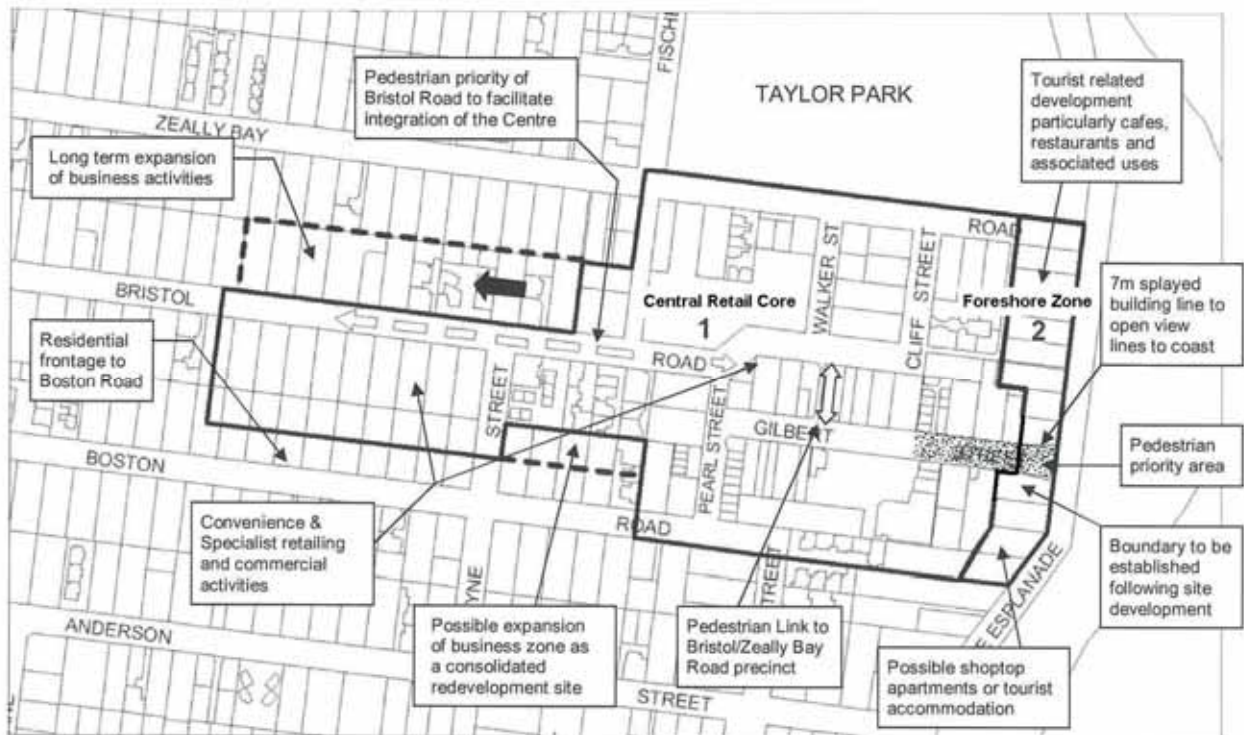
The purpose of the Torquay Town Centre Car Parking Strategy is to co-ordinate the efficient provision of car parking in the Town Centre, taking into account all of these matters. The consolidation of the Town Centre as the primary retail centre in Torquay is consistent with state policy concerning 'activity centres' and provides the opportunity for shared use of car parking spaces by different businesses within the Centre.

## 2.2 Local Planning Policy

The Municipal Strategic Statement (MSS) in the Local Planning Policy Framework (LPPF) of the Surf Coast Planning Scheme outlines the Shire's strategic directions for the Town Centre.

The 'Torquay-Jan Juc Strategy' at Clause 21.08 is based on the *Torquay and Jan Juc Structure Plan* (2007). The strategy seeks to maximise local employment growth and promote sustainable, attractive and accessible activity centres that reinforce the surfing, beach and coastal image of Torquay-Jan Juc. To this effect the role of the Town Centre as the primary retail centre will be consolidated and strengthened, thereby increasing the range of services provided and reducing 'escape expenditure' to other regional centres such as Waurn Ponds and in the future the planned sub-regional activity centre in Armstrong Creek. Tourist related retail development is to be accommodated in designated precincts fronting The Esplanade and the Surf Coast Highway.

**Figure 2.1: Torquay Town Centre Precinct Plan**



The strategy provides the following strategic directions and actions for traffic management, car parking and development of the town centre:

- Encourage the development of regional cycle routes and improvement of the public bus service.
- Ensure car parking is designed and sited in accordance with the Car Parking Precinct Plans for the Torquay Town Centre and the Tourist Activity Precinct on the Surf Coast Highway.
- Apply the Public Acquisition Overlay to properties required for public car parking as identified in the car parking plan.
- At the appropriate time investigate the rezoning of the rear half of the lots fronting Boston Road between Pearl and Payne Streets for commercial development to facilitate the integration of the Gilbert Street end of the town centre with Torquay Central.

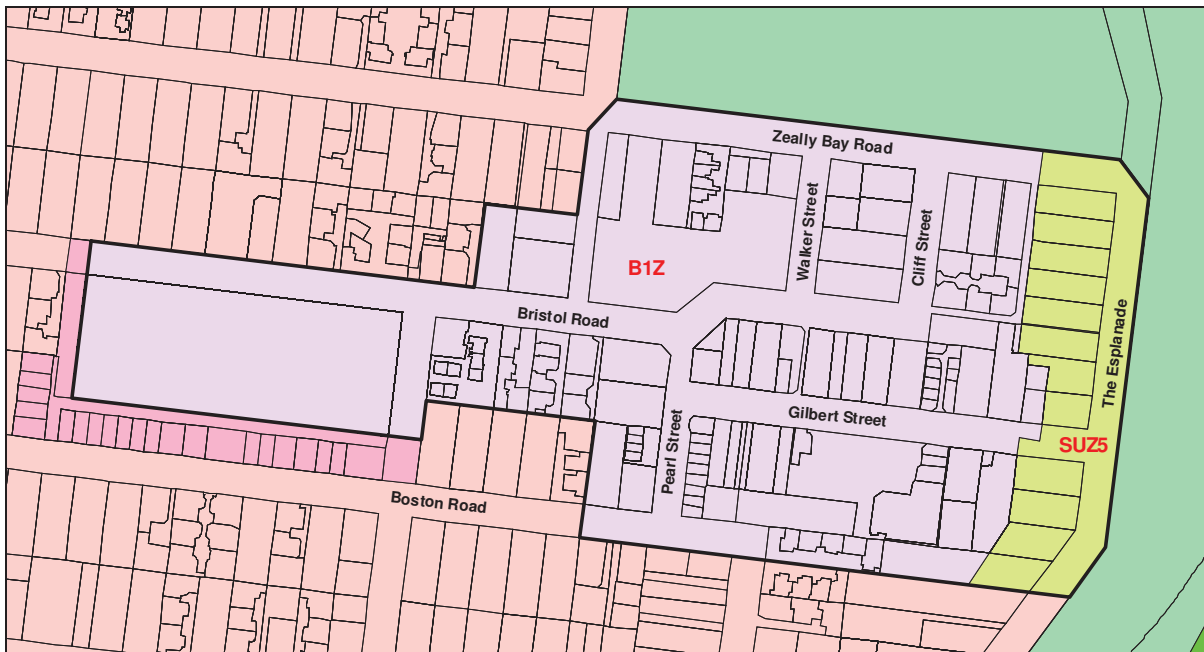
- When retail demand warrants, investigate extending the Business 1 Zone to land on the north side of Bristol Road as far as necessary to establish a clear linkage between the Gilbert Street end of the town centre and Torquay Central, but not further west than the commercial zoning opposite.
- Acquire land in the Torquay town centre through cash-in-lieu payments to provide additional shared public car parking.
- Plan for the provision of safe, informal car parking overflow areas to meet short term peak parking demands over the summer tourist period.

## 2.3 Zones, overlays and other provisions

The town centre is covered by two zones as follows (see Figure 2.2):

- The **Business 1 Zone (B1Z)** applies to the central retail core. The purpose of this zone is to encourage the intensive development of business centres for retailing and other complementary uses. Uses such as shops, food and drink premises and restaurants do not require a permit.
- The **Special Use Zone Schedule 5 (SUZ5)** applies to properties fronting The Esplanade. The purpose of this zone is to encourage a range of tourism related uses, such as accommodation, tourist activities and tourism related retailing.

Figure 2.2: Zoning map



A **Design and Development Overlay Schedule 6 (DDO6)** applies to all land within the Town Centre. The purpose of this overlay is to promote a design and built form that contributes to a casual and relaxed yet vibrant atmosphere throughout the town centre emphasising strong associations with the beach, surfing and coastal culture of Torquay. In terms of parking and access, relevant objectives are:

- *To encourage development with a pedestrian emphasis, incorporating structures and landscaping to provide summer shade, winter sun and protection from the weather.*

- *To ensure the design of car parking and vehicular access contributes to the built and landscape qualities of the area.*
- *To create a landscaped pedestrian thoroughfare linking Gilbert Street to Taylor Park, the Bristol Road supermarket and car parking areas.*
- *To create an active and vibrant street frontage along The Esplanade that ensures quality public space with a generous promenade and the use of light weight canopies and balconies.*

The overlay requires development of sites fronting The Esplanade to provide for rear parking accessed from the laneway off Zeally Bay Road. Vehicle access directly off The Esplanade is discouraged, except for properties where no rear access is possible. Parking associated with residential accommodation should be integrated with the development on site.

A **Development Plan Overlay Schedule 7 (DPO7)** applies to land between Pearl and Payne Streets. The intention of this overlay is to require the preparation of a development plan that will facilitate the integration of Torquay Central with the balance of the Town Centre, prior to any development in the affected area. The development plan should provide for, amongst other things, the location of all vehicle accessways, car parking and pedestrian and cycle paths within the precinct and connections to other areas of the Town Centre. Preference will be given to rear laneways to provide access for loading and staff and resident car parking.

A **Public Acquisition Overlay (PAO)** applies to land at 7A and 7B Walker Street, the purpose of which is to facilitate acquisition of the land by Council for the construction of public car parking.

**Clause 52.06 'Car Parking'** of the Planning Scheme sets out the requirements for the provision and design of car parking associated with new uses or the increase in floor area of existing uses. The table at Clause 52.06-5 sets out the number of car spaces required for uses not covered by a parking precinct plan or another clause and Clause 52.06-3 provides standards for the design of car spaces and accessways. Parking precinct plans have been incorporated in the Scheme for the Surf Coast Highway commercial precincts and for the Torquay Town Centre.

**Table 2.1: Planning Scheme Car Parking Rates at Clause 52.06-5**

Land Use	Spaces required
Medical Centre	5 car spaces to each practitioner
Convenience shop	If the leasable floor area exceeds 80m <sup>2</sup> , 10 car spaces to each premises
Hotel or Tavern	60 spaces to each 100m <sup>2</sup> of bar floor area, plus 30 spaces to each 100m <sup>2</sup> lounge floor area available to the public
Office	3.5 car spaces to each 100m <sup>2</sup> of net floor area
Restaurant	0.6 car spaces to each seat available to the public
Shop	8 car spaces to each 100m <sup>2</sup> of leasable floor area

**Clause 52.07 'Loading and Unloading of Vehicles'** regulates land to be set aside for loading and unloading of commercial vehicles.

**Clause 52.34 'Bicycle Facilities'** encourages the provision of secure, accessible and convenient bicycle parking spaces and associated shower and change facilities. The tables to the clause set out the number and type of bicycle facilities required for specified uses.

**Clause 52.36 'Integrated Public Transport Planning'** encourages the provision of accessible public transport networks and infrastructure as part of new development.

## 2.4 Parking Provisions Review

The State Government has conducted a review of the car parking provisions in the Victoria Planning Provisions. New controls have been drafted, including a revised Clause 52.06 and a new Parking Overlay and Schedule, which provide for the introduction of local parking controls in specific areas. The proposed car parking provisions have been broadened to include consideration of sustainable transport alternatives and are largely based on an “*assess and reduce demand*” approach to managing car parking as outlined in the Advisory Committee Final Report (2008). This approach sets car parking requirements based on an empirical assessment of demand and requires proponents to meet this demand or undertake measures to reduce car parking demand, such as providing alternative modes of transport (e.g. public transport, walking, cycling).

The proposed new car parking requirement table at Clause 52.06 includes additional uses which are missing from the current table, simplification of car parking measures and a reduction in rates for many uses, such as shop, restaurant, office, hotel and tavern, which were considered excessive.

## 2.5 Relevant Studies

Surf Coast Shire and other organisations have undertaken a number of studies over recent years which are relevant to the Torquay Town Centre. The following is a summary of previous studies.

### 2.5.1 Torquay and Jan Juc Structure Plan

The *Torquay and Jan Juc Structure Plan (2007)* forms a strategic land use framework for the future growth and development of Torquay-Jan Juc. It provides an overview of the existing traffic, parking and access conditions in Torquay-Jan Juc and establishes a future road hierarchy that takes into account projected population growth and development, infrastructure improvements and enhanced public transport and non-motorised transport.

The Structure Plan also sets out strategic directions for the consolidation and future development of the Town Centre. The Plan envisages that by 2020 the Town Centre is expected to have the following characteristics:

- A combined retail floor area of approximately 18,000m<sup>2</sup>.
- Convenience related retail uses, including two major supermarkets of approximately 3,500m<sup>2</sup> each and a non-food based anchor on the former school site, with specialist retailing and other commercial uses.
- Tourist related uses including cafes and restaurants located along The Esplanade.
- A mix of offices, apartments and tourist accommodation above shops.
- Gilbert Street developed as a pedestrian thoroughfare, with reduced traffic and widened footpaths to encourage street activity and on-street dining.
- Streetscape and building design that reinforces an image built upon the beach and surfing character of the town.
- Visual and access links with Taylor Park.
- Integration of the east and west ends of the Town Centre through sensitive design of Bristol Road and the creation of a pedestrian mall between Payne Street and Pearl Street, linking Gilbert Street with Torquay Central.
- Bristol Road developing as a strip centre, promoting an active, pedestrian friendly streetscape with widened footpaths, landscaping and innovative street furniture.

- Car parking located in large public areas generally around the perimeters of the Town Centre to maximise shared use of spaces and to encourage traffic to circulate the perimeter of the centre.
- Car parking provided on private land in strategic locations in accordance with the Car Parking Strategy and cash-in-lieu contributions used to fund the provision of public parking spaces.
- Taxi, bus and bicycle parking located to maximise integration with retail uses.

### 2.5.2 Sustainable Futures Plan Torquay-Jan Juc 2040

In 2010 Council embarked on a comprehensive planning and community engagement exercise to devise a sustainable growth management plan for Torquay-Jan Juc. The resultant *Sustainable Futures Plan* identifies new residential growth areas, activity centres, employment land and community facilities to accommodate the projected population growth. The plan estimates a total population in Torquay-Jan Juc of between 25,000 and 30,000 in 2040. New growth areas are planned for Torquay North, Torquay West and northwest of Messmate Road.

The plan reinforces the primacy of the Torquay Town Centre, but in addition strives to create sustainable neighbourhoods throughout Torquay-Jan Juc each with an activity centre with a mix of retail and community facilities to promote walking and cycling.

The Plan was adopted by Council in July 2011, but without support for development in the Spring Creek valley west of Duffields Road.

### 2.5.3 Torquay Urban Design Framework Plan

The *Torquay Urban Design Framework Plan* (1998) focuses on the area commonly known as 'Old Torquay' (i.e. the eastern side of the highway between Darian Road and Bell Street) as well as the Surf City precinct. It makes recommendations concerning issues such as streetscape design, the road hierarchy, linkages, vistas and the open space network.

Key actions and strategies recommended for the town centre are:

- Create a stronger visual connection between the shopping centre and the foreshore, and improve pedestrian access across The Esplanade.
- Create a clearer visual connection with Taylor Park by opening views from the Gilbert Street precinct along Cliff and Walker Streets.
- Provide additional shelter and shade within existing car parking areas.
- Provide additional pedestrian space, particularly within footpath areas.
- Improve vehicle access to the Gilbert Street area, particularly in regard to circulation in and out of the main car parking area.
- Develop an overall streetscape plan, that includes consistent planting, paving and furniture themes which focus on an appropriate image.

Many of these recommendations have been incorporated into the *Torquay Town Centre Revitalisation Project – Jump Starting the Heart* (see below).

### 2.5.4 Torquay Town Centre Revitalisation Project – Jump Starting the Heart

The *Torquay Town Centre Revitalisation Project* (2001) implemented the recommendations of the Urban Design Framework. Key recommendations of the project relevant to the Parking and Access Strategy include:

- Implementation of a road hierarchy consistent with the Urban Design Framework, encouraging the establishment of car parking at the periphery of the Town Centre and access to it along Zeally Bay Road and Anderson Street. Gilbert Street is recommended to become one-way only. The proposed changes seek to reduce traffic congestion in Gilbert Street and enhance the pedestrian focus of the Centre.
- Implementation of a streetscape scheme for Gilbert Street, including improved amenity through removal of power lines, increased width of the footpath on the southern side to cater for alfresco dining, construction of a rotunda where Gilbert Street intersects with The Esplanade, and a variety of street planting, pavement works and street furniture/artwork with a seaside theme.
- Adoption of a set of urban design guidelines for new development in the Centre.
- Adoption of a car parking precinct plan for the Centre. It recommends that Walker Street be closed so as to integrate parking associated with the new supermarket in Bristol Road with spaces on Council owned land to the east of Walker Street. It further recommends that cash-in-lieu payments be taken from developers to enable the purchase of land for parking elsewhere.

The report was considered by Council in stages, with a resolution in January 2003 to exhibit the urban design guidelines as a Design and Development Overlay – Schedule 6. These were eventually implemented through Amendment C37 in 2010. Amendment C37 also introduced a car parking precinct plan for the Town Centre. The Gilbert Street streetscape scheme was adopted in January 2004 and streetscape works have been carried out. The recommendations to make Gilbert Street one-way, to close off Walker Street and to construct a rotunda at the intersection of Gilbert Street and The Esplanade have not been implemented.

### 2.5.5 Coastal Town Centre Parking Study

Consultants ARUP were engaged in 2004 to undertake a study of parking in the coastal towns of Torquay, Anglesea and Lorne, with the primary aim of investigating the introduction of pay parking. The Study concluded that whilst parking provision in the Centre is adequate at peak times overall, the central core area is highest utilized, and should be more effectively managed over the peak holiday periods (i.e. 1 December to 30 April). It concluded that introduction of pay parking would be cost effective. Council did not support the introduction of paid parking in Torquay at the time.

### 2.5.6 Torquay Foreshore Masterplan and Management Plan

The *Torquay Foreshore Masterplan and Management Plan* (1998) was commissioned by the former Torquay Public Reserves Committee of Management (now the Great Ocean Road Coast Committee) and is relevant to the Parking Strategy due to the interface of foreshore areas with future commercial development in The Esplanade.

Recommendations include:

- **Foreshore adjacent to Gilbert Street**
  - Remove information shelter to open up views from Gilbert Street to the foreshore.
  - Create a raised pedestrian crossing over the Esplanade at Gilbert Street.
  - Install sensitively designed interpretive signage to lead visitors down to the beach.
  - Install stone seating walls with interpretive signage panels giving orientation information aligned at 90 degree angle to Gilbert Street.
  - Create a timber viewing platform, designed to overlook the coast, directly accessible from Gilbert Street. Selectively remove shrubs to open up views of the coast.

- Install grassed seating areas in the shade of existing Cypress trees and some single scattered proposed Moonahs or Banksias.
- **Elephant Walk**
  - Close the existing unsealed road around the Bluff to re-establish the large open sense of space of the Bluff for use as a picnic area, markets, informal open space for ball games, flying kites and festivals.
  - Provide unsealed car parking in a clearly defined area near Zeally Bay Road, which is used to access the picnic/open space area and the playground.
  - Provide additional angled parking along the Esplanade to increase parking for Gilbert Street and the Elephant Walk areas.
  - Create pedestrian access over the Esplanade and Zeally Bay Road to improve links to Taylor Park and Gilbert Street. Define parking to maximise capacity and allow pedestrian access.
  - Retain established Cypress trees and selectively plant some scattered Moonah and Banksia overstorey trees ensuring adequate areas of open space are retained.

A more detailed plan for development of the foreshore at the end of Gilbert Street was placed on public exhibition by GORCC late in 2004 and was approved mid 2005. The key recommendations of this plan as it relates to the town centre are:

- Establish 90 degree angle parking along The Esplanade between Gilbert Street and Zeally Bay Road.
- Investigate provision of roundabouts at the Gilbert Street and Zeally Bay Road intersections to improve vehicle circulation, reduce traffic speed and improve pedestrian safety.
- Liaise with Council to improve pedestrian crossing links across The Esplanade to the foreshore at Gilbert Street and Zeally Bay Road.
- Consolidate Yellow Bluff car park (with 40 spaces) opposite Zeally Bay Road adjacent the playground and toilet block.
- Close the unsealed road around Elephant Walk and restore to grass to maximise park area.

### 2.5.7 Taylor Park Landscape Master Plan

The *Taylor Park Landscape Master Plan* (2000) was prepared for the former Torquay Public Reserves Committee of Management, and is relevant to the Parking Strategy due to abuttal of the park to the northern edge of the Centre.

Key features of the plan include:

- Informal, unsealed spaces along Zeally Bay Road and Fischer Street that provide overflow parking for the Town Centre and reduce the need to construct hard surface car parks for peak periods.
- Planted path entries at Walker and Cliff Streets to encourage access to and use of Taylor Park.
- Picnic barbecue areas adjacent to Cliff and Walker Streets to provide a resting point for shoppers walking through Taylor Park and to encourage use of the park by shoppers and workers.

### 2.5.8 Torquay and Jan Juc Retail Strategy Review

The 2005 *Torquay and Jan Juc Retail Strategy Review* prepared by Essential Economics projected that a further 7,000m<sup>2</sup> of new retail floor space would be required in the expanded Town Centre by 2020, and 9,450m<sup>2</sup> by 2030. It stated that the former school site would accommodate up to 5,000m<sup>2</sup> of this additional floor space.



The existing retail strategy for Torquay-Jan Juc is to concentrate core business activity within the existing Town Centre focussed around Gilbert Street, whilst retaining a secondary retail centre at Bell Street, a tourist based activity centre along the Surf Coast Highway at Surf City and a small local activity centre in Jan Juc, Torquay North and in the longer term Torquay West/Spring Creek.

The Retail Strategy is currently being reviewed to formulate a plan for the development of retail facilities in the Torquay-Jan Juc catchment over the next 30+ years based on the growth scenario of the Torquay Jan Juc 2040 Sustainable Futures Plan. A draft report prepared by Tim Nott Economic Analyses + Strategy in 2011 identifies that the Torquay trade area is rapidly approaching the size at which sub-regional retail facilities are warranted, specifically a Discount Department Store and bulky goods retailing. It also notes that growth at Armstrong Creek will increase demand for weekend entertainment and recreation at Torquay (and elsewhere in the trade area). Such demand could be satisfied, in part, through more intensive development of The Esplanade adjacent to the Town Centre, which could provide a strong visitor attraction. The long term size, spatial distribution and composition of retail and commercial development in Torquay-Jan Juc will either reinforce or undermine the primacy of the Torquay Town Centre.

### 2.5.9 Surf Coast Pathways Strategy

Non-motorised forms of transport such as walking and cycling provide important alternatives to motorised travel, and the provision of appropriate pathways and cycle lanes throughout Torquay-Jan Juc will help to encourage people to make more walking/cycling trips.

The *Pathways Strategy* (2006) states that walking and cycling are popular, enjoyable, healthy, non-polluting, inexpensive, practical transport and recreation activities. Most people can use these forms of transport for at least a proportion of their travel needs and gain substantial personal benefits in health and cost savings. They also provide social interaction and contribute to environmental improvement.

The aim of the Pathways Strategy is to develop a pathway hierarchy that identifies the standards required for a pathway network throughout the municipality, rank each identified project by priority, establish funding sources and prepare a capital works program for implementation of the strategy over a ten year period.

Township plans have been prepared showing the location of existing and proposed paths, including regional links, shared pathways, town paths and bicycle routes. Details of existing and proposed pathways within and in the vicinity of the Town Centre are provided at Section 3.3.

## 3. Existing Parking and Access Conditions

### 3.1 Car Parking

#### 3.1.1 Supply

Car parking within the Torquay Town Centre is supplied through a mixture of public and private car parking both on and off-street. An inventory of publicly and privately accessible car parking spaces within the core and secondary areas of the Town Centre was undertaken in 2010 by AusTraffic.

Publicly available car spaces include on-street parking, public car parks and car parks on private land that have the appearance of public car parks, such as the two supermarket car parks and the car park at Torquay Central. In addition to the publicly available car spaces in the Town Centre, there are numerous car spaces on private land that are predominantly used by business owners, staff and/or occupants and which are generally not available to the public. The number of private car spaces has been estimated where the spaces are not line marked.

Car spaces on residential properties have not been included in the analysis. There are also several fringe areas where visitors or workers may park, particularly during peak periods when car parking is at a maximum in the Town Centre. Such areas include residential streets surrounding the Town Centre (e.g. Anderson Street, Boston Road, Pearl Street south of Boston Road) and the foreshore reserve.

Table 3.1 provides a summary of existing car parking spaces categorised according to the type of parking restriction, as well as the number of loading zones, bus zones and taxi ranks. The location of these spaces is depicted on Figure 3.1 and further details are provided in Appendix A.

**Table 3.1: Torquay Town Centre Car Parking Supply 2010**

Parking restriction	Core Area	Secondary Area	Total
< 2 Hours	33	-	33
2 Hours	405	-	405
Unrestricted	298	289	587
Disabled	19	6	25
Motorcycle	4	-	4
<b>Sub-total parking spaces</b>	<b>759</b>	<b>295</b>	<b>1,054</b>
No Standing [1]	12	16	28
Loading Zone [2]	16	-	16
Bus Zone	3	2	5
Taxi Zone	2	-	2
<b>Sub-total other spaces</b>	<b>33</b>	<b>18</b>	<b>51</b>
<b>Overall Total</b>	<b>792</b>	<b>313</b>	<b>1,105</b>

[1] Includes No Standing (10am-5pm), No Standing

[2] Includes Loading Zone (6am-11am), Loading Zone (9am-6pm), Loading Zone, Loading Dock

A total of 1,054 parking spaces were counted in the Town Centre. Just over two-thirds of these spaces (759 or 72%) are located in the core area. The majority of these spaces are located in the Gilbert Street and Bristol Road supermarket car parks, as well as the Council car park on Walker Street and the informal spaces located in Zeally Bay Road adjoining Taylor Park. Of the 295 available parking spaces in the secondary area, 232 (79%) are located in the Torquay Central car park.

**Figure 3.1: Location of existing car parking (prepared by AusTraffic, 2010)**



As shown in Figure 3.2, nearly two-thirds (61%) of public car parking spaces (including on-street and off-street) in the core area have a 2 hour time restriction, while just under one-third (30%) are unrestricted. The time restricted areas are located in the core retail areas around Gilbert Street and Bristol Road, including the three off-street car parks. The unrestricted parking spaces are located on the periphery of the centre, in particular Zeally Bay Road and The Esplanade.

In the secondary area, 98% of public parking spaces are unrestricted and 2% allocated to disabled parking. There are 15 spaces on the north side of Bristol Road opposite Torquay Central which are no standing zones during the day (10am – 5pm). These become available for parking after hours. As they are generally not available for shoppers or workers during business hours they have not been included in the supply of car parking spaces in the Town Centre.

The operation of parking restrictions varies, with some time restricted areas applying between 9am-6pm and others in force 24 hours a day.

Figure 3.2: Public car parking supply by parking restriction

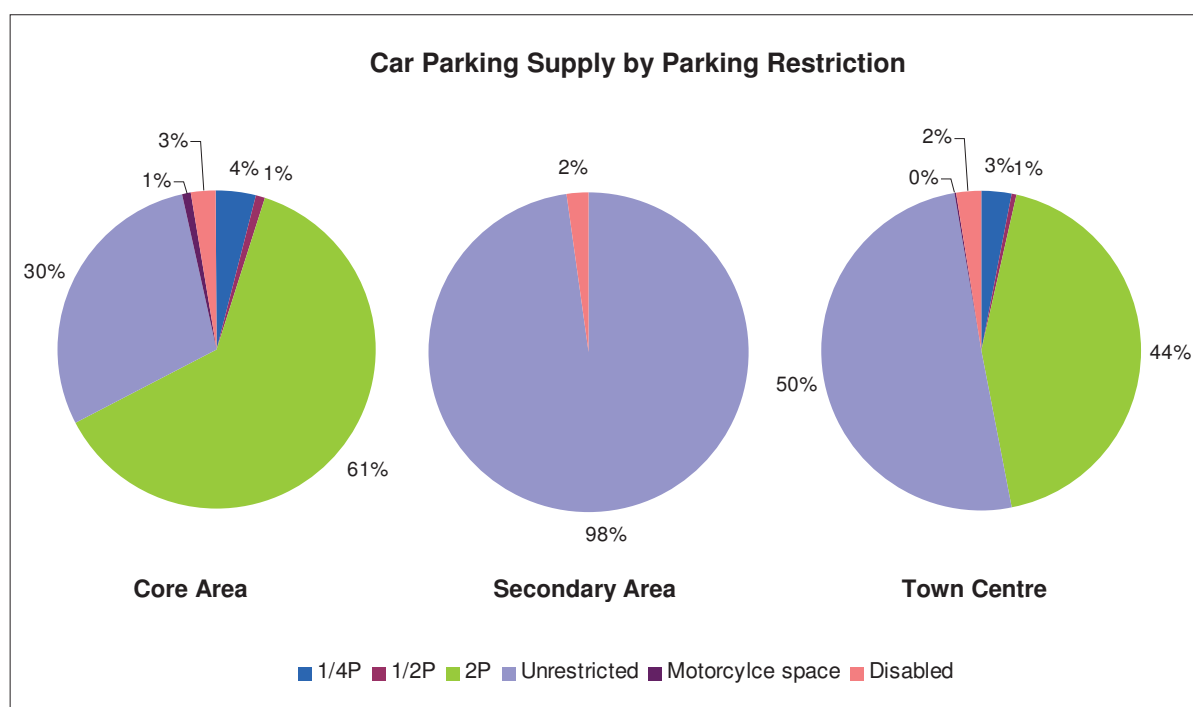


Table 3.2 breaks the number of parking spaces down into on-street/off-street and public/private spaces. Of the 1,054 available parking spaces in the Town Centre, 931 (88%) are free publicly accessible parking spaces located within road reserves and in off-street public or private car parks. The remaining 123 (12%) are private spaces, often located to the rear of commercial properties and mainly used by tenants and/or employees. There is an uneven split between on-street and off-street public car parking. Of the 931 public spaces available, 366 (39%) are located within the road reserve, whilst the balance of 565 (61%) are located in off-street car parks.

Table 3.2: Torquay Town Centre Car Parking Supply 2010 – On-street / off-street breakdown

Category	Sub-category	Core Area	Secondary Area	Total Town Centre
<b>Public on-street</b>	Car space	310	47	357
	Disabled space	5	0	5
	Motorcycle space	4	0	4
	<i>Sub-total</i>	<b>319</b>	<b>47</b>	<b>366</b>
<b>Public off-street [1]</b>	Car space	321	226	547
	Disabled space	12	6	18
	<i>Sub-total</i>	<b>333</b>	<b>232</b>	<b>565</b>
<b>Sub-total public spaces</b>		<b>652</b>	<b>279</b>	<b>931</b>
<b>Private off-street</b>	Car space	105	16	121
	Disabled space	2	0	2
	<i>Sub-total</i>	<b>107</b>	<b>16</b>	<b>123</b>
<b>Sub-total private spaces</b>		<b>107</b>	<b>16</b>	<b>123</b>
<b>Total parking spaces</b>		<b>759</b>	<b>295</b>	<b>1,054</b>

[1] Includes private car parks with the appearance of public parking (e.g. supermarket car parks)

### 3.1.2 Demand

Car parking surveys were conducted by AusTraffic on behalf of GTA Consultants in 2010. Given the coastal and tourist nature of Torquay, surveys were undertaken at two different periods during the year to understand the typical off-peak repeatable parking demands throughout the year, and the peak parking demand in the holiday season.

The surveys were undertaken between 9:00 am and 4:00 pm on the following days:

- Saturday 23 January 2010 (Australia Day weekend) – a typical peak day
- Saturday 22 May 2010 – a typical off-peak day

Full results of the surveys are included in the Review report by GTA Consultants and a summary is provided in the sections below<sup>3</sup>.

#### January 2010 Demand Results

The January 2010 survey gives a reasonable representation of parking conditions in the peak trading period, without representing the absolute peak reached in the week between Christmas and New Year. The survey thus identifies demand that caters for a design period to satisfy 85% of the days of the year. The survey results are summarised in Tables 3.3 and 3.4.

**Table 3.3: Car Parking Demand – January 2010**

Parking restriction	Core Area			Secondary Area			Town Centre
	Supply	Demand	Occupancy	Supply	Demand	Occupancy	Occupancy
< 2 Hours	33	33	100%	0	0	0%	100%
2 Hours	405	396	98%	0	0	0%	98%
Unrestricted	298	212	71%	289	232	80%	76%
Motorcycle	4	0	0%	0	0	0%	0%
Disabled	19	13	68%	6	1	17%	56%
<b>Total</b>	<b>759</b>	<b>654</b>	<b>86%</b>	<b>295</b>	<b>233</b>	<b>79%</b>	<b>83%</b>

**Table 3.4: Car Parking Demand – On-street / off-street breakdown – January 2010**

Category	Core Area			Secondary Area			Town Centre
	Supply	Demand	Occupancy	Supply	Demand	Occupancy	Occupancy
Public on-street	319	286	90%	47	41	87%	89%
Public off-street	333	326	98%	232	187	81%	88%
<i>Sub-total</i>	<i>652</i>	<i>612</i>	<i>94%</i>	<i>279</i>	<i>228</i>	<i>82%</i>	<i>89%</i>
Private (off-street)	107	42	39%	16	5	31%	37%
<b>Total</b>	<b>759</b>	<b>654</b>	<b>86%</b>	<b>295</b>	<b>233</b>	<b>79%</b>	<b>83%</b>

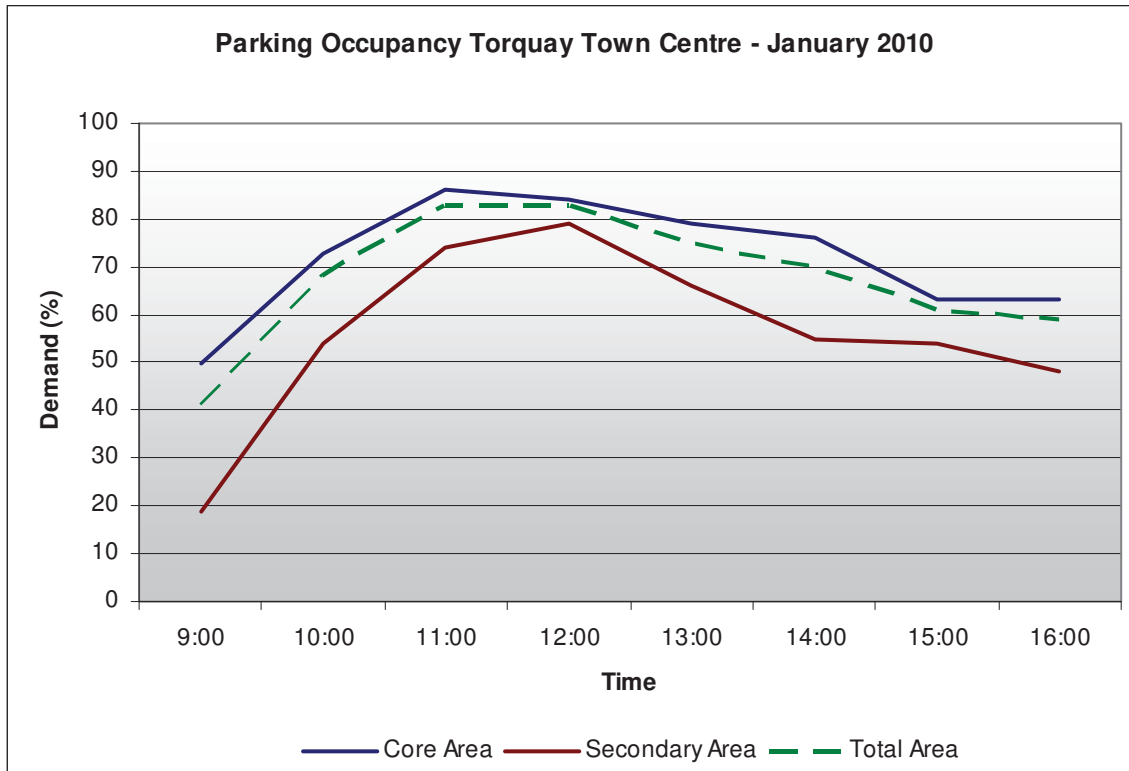
The survey indicates a total peak parking occupancy of 83% within publicly and privately available parking spaces within the overall Town Centre. The core area had a higher parking occupancy rate of 86% compared to 79% for the secondary area. Short term parking areas (2P or less), which are generally located closest to the shops and supermarkets, experienced high demands with parking occupancies at or close to capacity. Unrestricted parking spaces were less frequently used (76%).

<sup>3</sup> Some corrections have been made and the figures in this Strategy may vary from those in the GTA report.

Table 3.4 shows that off-street public car parks in the core area were in high demand, with 98% of available spaces occupied during the daytime peak.

The way in which car parking varied across the day is shown in Figure 3.3.

**Figure 3.3: Car Parking Occupancy Rates – 23 January 2010**



The figure shows car parking demands peaking between 11:00am and 12:00 noon and decreasing into the afternoon.

### May 2010 Demand Results

The May 2010 survey gives a reasonable representation of parking conditions in the off-peak trading period, without representing the absolute off-peak reached in the middle of winter. The survey results are summarised in Tables 3.5 and 3.6.

The survey indicates a total peak parking occupancy of 69% within publicly and privately available parking spaces within the overall Town Centre. The core area had a higher parking occupancy rate of 70% compared with 67% for the secondary area. Short term parking areas (2P or less) experienced moderate to high demands with parking occupancies above 70%. Table 3.6 shows that off-street public car parks in the core area were in highest demand (85%).

**Table 3.5: Car Parking Demand – May 2010**

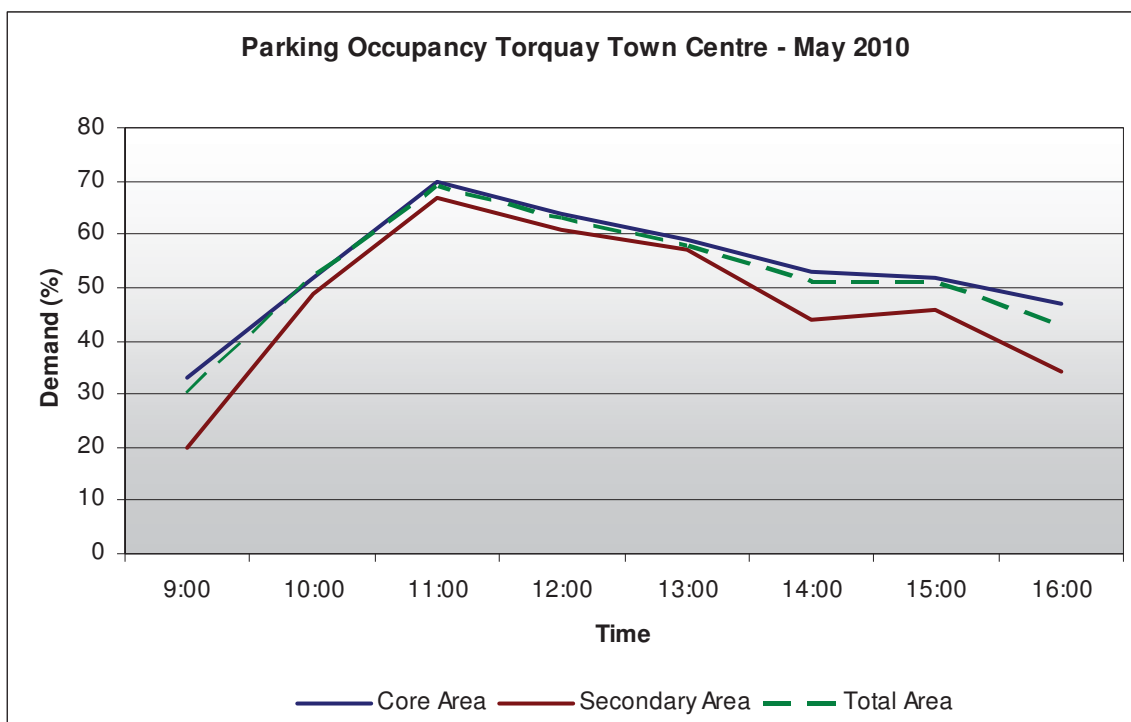
Parking restriction	Core Area			Secondary Area			Town Centre
	Supply	Demand	Occupancy	Supply	Demand	Occupancy	Occupancy
< 2 Hours	33	23	70%	0	0	0%	70%
2 Hours	405	339	84%	0	0	0%	84%
Unrestricted	298	161	54%	289	199	69%	61%
Motorcycle	4	0	0%	0	0	0%	0%
Disabled	19	5	26%	6	0	0%	20%
<b>Total</b>	<b>759</b>	<b>528</b>	<b>70%</b>	<b>295</b>	<b>199</b>	<b>67%</b>	<b>69%</b>

**Table 3.6: Car Parking Demand – On-street / off-street breakdown – May 2010**

Category	Core Area			Secondary Area			Town Centre
	Supply	Demand	Occupancy	Supply	Demand	Occupancy	Occupancy
Public on-street	319	209	66%	47	39	83%	68%
Public off-street	333	283	85%	232	157	68%	78%
<i>Sub-total</i>	<i>652</i>	<i>492</i>	<i>75%</i>	<i>279</i>	<i>196</i>	<i>70%</i>	<i>74%</i>
Private (off-street)	107	36	34%	16	3	19%	32%
<b>Total</b>	<b>759</b>	<b>528</b>	<b>70%</b>	<b>295</b>	<b>199</b>	<b>67%</b>	<b>69%</b>

The way in which car parking varied across the day is shown in Figure 3.4.

**Figure 3.4: Car Parking Occupancy Rates – 22 May 2010**



The figure shows car parking demands peaking at 11:00am and decreasing into the afternoon.

### Comparison of the January and May 2010 Surveys

Comparison of the January and May 2010 surveys gives an understanding of the seasonal nature of trading in Torquay. Table 3.7 shows that in both the core and secondary areas, car parking demand was lower in May than in January. Overall demand in the Town Centre dropped from 83% (873 car spaces) in January to 69% (727 car spaces) in May. On average the January demand was around 20% higher than the demand experienced in May.

**Table 3.7: Car Parking Demand Comparison – January/May 2010**

Parking restriction	Core Area		Secondary Area		Town Centre	
	January	May	January	May	January	May
< 2 Hours	100%	70%	0%	0%	100%	70%
2 Hours	98%	84%	0%	0%	98%	84%
Unrestricted	71%	54%	80%	69%	73%	61%
Motorcycle space	0%	0%	0%	0%	0%	0%
Disabled	68%	26%	17%	0%	52%	20%
<b>Total</b>	<b>86%</b>	<b>70%</b>	<b>79%</b>	<b>67%</b>	<b>83%</b>	<b>69%</b>

Table 3.8 provides a comparison of car parking demands for on-street and off-street areas. The comparison shows a significant drop in demand for on-street parking, while the difference for off-street public car parks was less. This indicates a greater consistency of use of off-street parking areas, with the on-street parking areas catering for demand when off-street areas approach capacity.

**Table 3.8: Car Parking Demand Comparison – January/May 2010 – On-street / off-street**

Parking category	Core Area		Secondary Area		Total Town Centre	
	January	May	January	May	January	May
Public on-street	90%	66%	87%	83%	89%	68%
Public off-street	98%	85%	81%	68%	88%	78%
<i>Sub-total public spaces</i>	94%	75%	82%	70%	89%	74%
Private (off-street)	39%	34%	31%	19%	37%	32%
<b>Total</b>	<b>86%</b>	<b>70%</b>	<b>79%</b>	<b>67%</b>	<b>83%</b>	<b>69%</b>

Figure 3.5 shows how parking demand varies throughout the day during January and May. It shows that while the occupancy rates vary, the temporal profile across the day remains relatively similar. In both months the day peak is reached between 11:00am and 12:00 noon.

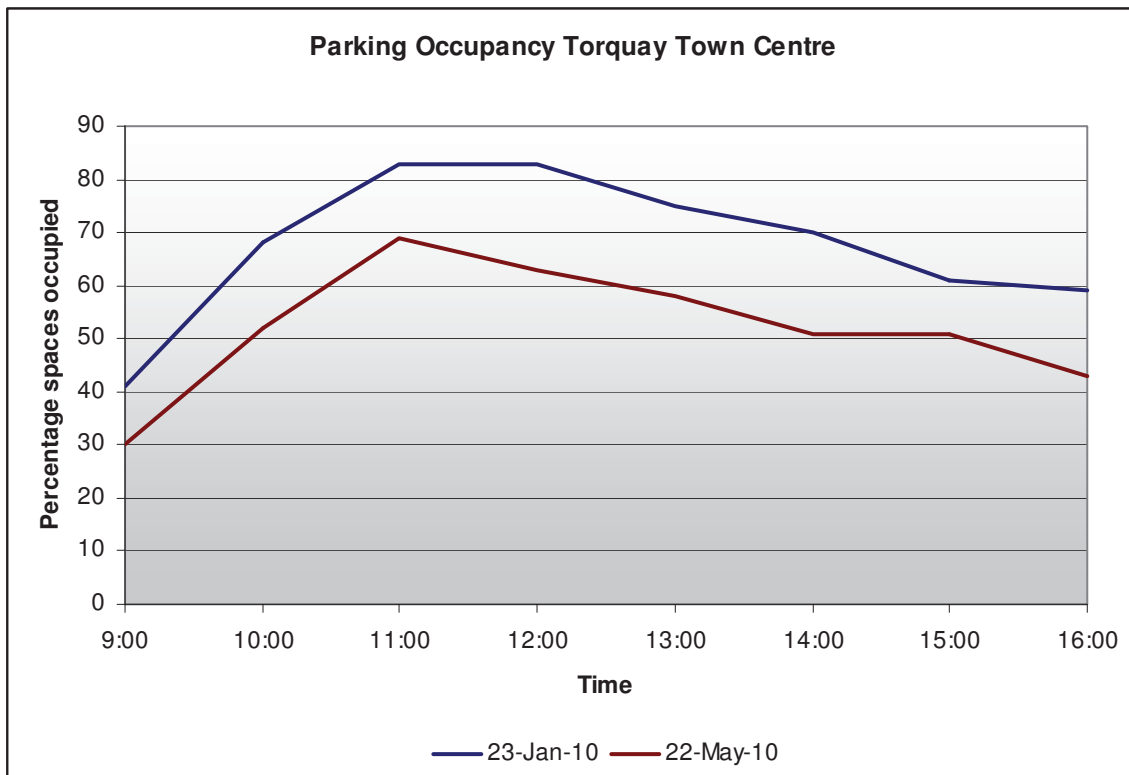
The parking demand in the four major off-street car parks is shown in Table 3.9 for both the January and May 2010 surveys. It shows that the demand for off-street public parking is high to very high, both in the peak and off-peak season, with car parking at both supermarket car parks at or close to capacity.

**Table 3.9: Car Parking Demand off-street car parks**

Car Park	Capacity (parking spaces)	Parking restriction	Demand (occupancy)	
			January 2010	May 2010
Woolworths supermarket	80	2P	80 (100%)	79 (99%)
	20	Unrestricted	20 (100%)	20 (100%)
IGA supermarket	114	2P	112 (98%)	100 (88%)
Walker Street	72	2P	71 (99%)	59 (82%)
Torquay Central	226	Unrestricted	186 (82%)	157 (69%)



**Figure 3.5: Car Parking Demand Comparison – January/May 2010**



**Comparison of 2010 and 2003 Surveys**

A comparison has been made of the survey data collected in 2003 and 2010 to understand how demand and supply have changed over time. The 2003 survey results have been modified to essentially reflect the same ‘Core Area’ as the 2010 surveys in order to provide a direct comparison between the two survey periods. The results are summarised in Table 3.10.

The comparison reveals that the number of parking spaces in the core area has increased from 589 to 759, which is an increase of 170 spaces or 29%. This can be attributed largely to the addition of the Woolworths supermarket car park which equates for some 132 additional car parking spaces.

The comparison also shows the increased use of the informal overflow spaces located in Zeally Bay Road adjoining Taylor Park. The previous survey indicated that these spaces were under-utilised, probably due to their distance from the core retail area. The opening of the Woolworths supermarket has increased the convenience of these spaces and highlights their importance as a seasonal peak overflow and all-day parking area.

**Table 3.10: Comparison of 2003 and 2010 Surveys**

Survey period	Supply	Demand	Occupancy
January 2003	589	378	64%
January 2010	759	654	86%
May 2010	759	528	70%
Percent change [1]	+29%	+73% (+39%)	+22% (+6%)

[1] Percentage change between January 2003 and January 2010 (percentage change between January 2003 and May 2010)

In addition a comparison has been made of changes in car parking demand and changes in retail/commercial floor space in the core area to understand whether car parking demand and floor area have increased at the same rate.

### 3.1.3 Duration of Stay

In addition to the car parking demand surveys, AusTraffic also undertook duration of stay surveys for the core area at 30 minute intervals across the entire day to ascertain the extent of parking duration. For a one hour period between 14:30 and 15:30 the surveys were undertaken at 15 minute intervals. The results are set out in the GTA Consultants report and a summary is provided as follows:

- The parking restrictions within the 2P areas are generally well observed, with over 95% compliance on both survey days. It is interesting to note that 85% of vehicles stayed less than one hour.
- Reduced compliance was recorded for the 1/4P restrictions (15 minute surveys) with 82% for the January surveys and 73% for the May surveys.
- Compliance for the 1/2P restrictions was low at 66% (30 minute surveys in January) and 62% (15 minute surveys in January). Compliance was observed to be greater in May with 71% (30 minute surveys) and 93% (15 minute surveys).
- In unrestricted parking areas approximately 50%-60% of all vehicles stayed less than one hour and approximately 75% stayed less than two hours. Vehicles stayed longer in the May surveys (26% 2+ hours) than compared to the January surveys (22% 2+ hours).

### 3.1.4 Parking generation

A comparison can be made of the car parking demand experienced in the Town Centre and the existing retail and commercial floor space to establish the amount of car parking generated by those uses. This is a useful exercise to determine the appropriate car parking rates for retail and commercial use and development as part of the Strategy.

In this respect Table 3.11 sets out the total retail/commercial floor space, car parking demands and resultant car parking generation rates.

**Table 3.11: Torquay Town Centre Car Parking Generation (Total retail/commercial floor area)**

Area	Floor space (sqm)	Car parking demand		Car parking generation (spaces per 100sqm)	
		January	May	January	May
Core Area	16,450	654	528	4.0	3.2
Secondary Area	5,700	233	199	4.1	3.5
Total Area	22,150	887	727	4.0	3.3

The table indicates that the Town Centre had an overall car parking generation rate of 4 spaces per 100sqm during January and 3.3 spaces per 100sqm in May.

Table 3.12 shows the resultant car parking generation rates adopting only retail floor space within the Town Centre. Office floor space has been excluded in these calculations given the likelihood that a majority of office space would have been closed during the Saturday surveys.

**Table 3.12: Torquay Town Centre Car Parking Generation (Retail floor area)**

Area	Floor space (sqm)	Car parking demand		Car spaces per 100sqm	
		January	May	January	May
Core Area	12,700	654	528	5.1	4.2
Secondary Area	5,700	233	199	4.1	3.5
Total Area	18,400	887	727	4.8	4.0

The table indicates that the Town Centre had a retail car parking generation rate of 4.8 spaces per 100sqm during January and 4.0 spaces per 100sqm in May.

## 3.2 Access and Traffic Management

### 3.2.1 Road Hierarchy

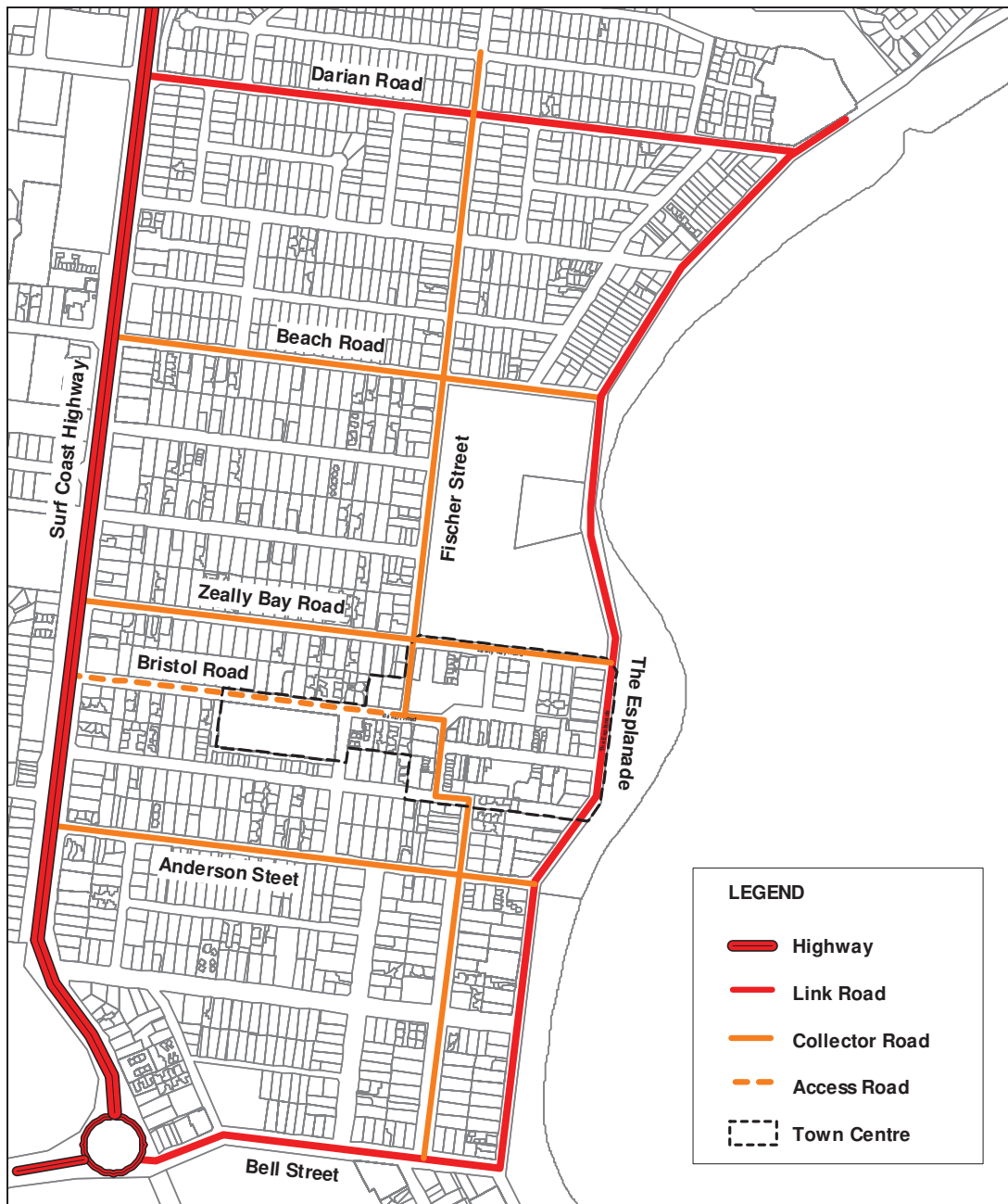
The grid layout of 'Old Torquay' and the generous pavement widths of most streets have allowed the existing road hierarchy to evolve largely along traffic desire lines. While attempts have been made to delineate a more formal hierarchy through the use of signage, these efforts have been either ineffective from the outset or have lost effectiveness over time. If a successful road hierarchy is to be established a suite of measures needs to be implemented, including signage and traffic control devices.

The road hierarchy for Torquay is described in the *Torquay and Jan Juc Structure Plan (2007)* and is shown in Figure 3.6.

A description of the roads providing access to the Town Centre is provided as follows:

- The **Surf Coast Highway** is the principle access route providing access to Torquay from Geelong and to other destinations along the Great Ocean Road. The Surf Coast Highway is a divided dual lane highway with on-road cycle lanes and forms a primary arterial in the Torquay road network.
- **The Esplanade/Bell Street** provides access to a large area of Torquay and is a popular travel route for visitors to the area. The route is more important than a collector road due to its length and higher volumes of traffic and performs as a link road.
- **Darian Road** is an important east-west link in the road network. It provides a link between The Esplanade and the Surf Coast Highway.
- **Fischer Street, Pearl Street and Pride Street** serve as a north-south collector route.
- **Zeally Bay Road** and **Anderson Street** are designated as east-west collector streets and provide a direct link between Surf Coast Highway and The Esplanade, however at present they carry less traffic than Bristol Road. Installation of signage on the Surf Coast Highway encouraging access to the centre along Zeally Bay Road and Anderson Street was completed early in 2003.
- **Boston Road** and **Bristol Road** currently perform a collector type function providing access between the Surf Coast Highway and the Town Centre, however are classified as access road. Bristol Road carries the largest volumes of traffic to and from the west. Boston Road is relatively narrow and only permits left-turn in and left-turn out movements at the Surf Coast Highway, which is obviously not a suitable route to be nominated as a future collector road.
- **Beach Road** does not perform a significant collector street function at present, however its importance will be enhanced as residential development in Torquay West increases.

Figure 3.6: Central Torquay Road Hierarchy



As part of the background research undertaken for the 2007 Torquay and Jan Juc Structure Plan, Traffic Group prepared a traffic model that incorporated projected population growth in Torquay-Jan Juc and recommended traffic management measures. The projected peak (summer) and off-peak (winter) traffic volumes on key link and collector roads are depicted in Table 3.13 below.

Table 3.13: Traffic volumes – existing and projected

Road/Street	Existing Traffic Volumes <sup>1</sup>	Future Traffic Volumes <sup>2</sup>	
		Winter	Summer
Beach Road <i>east of Surf Coast Hwy</i>	1,500	1,900	3,300
Zelly Bay Road <i>Surf Coast Hwy – Fischer St</i>	2,900	2,200	3,400

Bristol Road <i>Surf Coast Hwy – Fischer St</i>	3,700	1,400	2,000
Anderson Street <i>Surf Coast Hwy – Pearl St</i>	1,300	1,900	3,000
Fischer Street <i>Darian Rd - Bristol Rd</i>	2,500	8,300	12,000
The Esplanade <i>Darian Rd - Zeally Bay Rd</i>	4,800	7,800	10,600

<sup>1</sup> Based on 24-hour two-way daily traffic volumes, resulting from tube counts undertaken by Surf Coast Shire Council between 2000 and 2006 during January.

<sup>2</sup> Based on traffic modeling by Traffix Group incorporating projected population growth in Torquay-Jan Juc and recommended traffic management measures.

### 3.2.2 Town Centre Road Circuit

A road circuit to guide traffic around, rather than through the Town Centre was recommended in ‘Jump Starting the Heart’. The circuit comprises Zeally Bay Road, Fischer Street (south of Zeally Bay Road), Payne Street, Anderson Street and The Esplanade (refer to Figure 3.7). The aim of the internal circuit is to discourage traffic from using Bristol Road and Boston Road to access the centre and to direct traffic to existing and future parking areas which should be located on the outskirts of the centre in proximity to the internal circuit. It is not the intention of the internal circuit to totally remove traffic from the town centre but rather to enable this traffic to be managed more appropriately.

**Figure 3.7: Town Centre Circuit**



### 3.2.3 Traffic Management Works

Previous studies for the Town Centre<sup>4</sup> recommended traffic management works on the access routes to the Town Centre and on the internal circuit and streets within the centre in order to improve access and circulation. The recommended traffic management measures are discussed at Section 3.5 of Part A.

The *Jump Starting the Heart* report recommended that Gilbert Street be made one way from The Esplanade to Pearl Street and that Pearl Street become one-way to the north and two-way to the south from the intersection with Gilbert Street. The report also placed importance on the role of Payne Street in directing traffic around the Town Centre by giving priority to Payne Street traffic at the Boston Road and Bristol Road intersections. It was also suggested to extend Payne Street between Bristol Road and Zeally Bay Road. The plan further envisaged Walker Street being incorporated into the design of the adjacent car parking areas. Traffic movement along Bristol Road east of Payne Street would be directed to Zeally Bay Road via Cliff Street.

None of these recommended traffic management works have been undertaken. Gilbert Street is still open to two-way traffic and Payne Street has not been given priority in the road network, nor has it been extended.

## 3.3 Walking and cycling

The network of pedestrian and cycle paths throughout Torquay is being progressively improved through the implementation of Shire's Pathways Strategy. The Strategy proposes a network of on-road cycle lanes, regional and local shared paths and footpaths that will provide a significant improvement of the existing network. Figure 3.8 shows existing and proposed pathways within and in the vicinity of the Town Centre as included in the Pathways Strategy.

From observations of the Town Centre and surrounding areas the following issues have been identified:

- Generally a good pedestrian environment exists but some improvements are possible. The existing pathway network is disjointed and insufficient in some areas of the Town Centre. Footpaths are not provided in several locations and some sections of footpath are incomplete or not constructed (e.g. between Mejavos and Pearl Street, east side of Cliff Street, between Cliff Street and The Esplanade).
- Safe and convenient pedestrian crossings are lacking in certain locations where their existence would enhance ease of movement for pedestrians. In particular the following 'black spots' can be identified:
  - Bristol Road between the Woolworths supermarket and the Post Office; there is an island in the middle of the road but no crossing facilities.
  - Bristol Road between the pedestrian walkway and the Walker Street car park; pedestrians coming out of the lane have to cross the road between two car parking spaces; visibility of traffic is poor and cars entering and exiting car spaces is a hazard.
  - Gilbert Street between the Cliff Street car park and supermarket car park; vehicles entering and exiting the car parks, on-street car parking spaces, and landscaping and streetscape features on corners impede safe and convenient pedestrian movement across Gilbert Street.

---

<sup>4</sup> Including: Torquay Town Centre Revitalisation Project – Jump Starting the Heart (2001); Traffic Engineering Assessment – Torquay Town Centre Proposed Planning Scheme Amendment C13 (2003); Torquay/Jan Juc Strategy Review Transport Infrastructure Assessment (2007).

- Zeally Bay Road between the shopping centre and the entries to Taylor Park; the pathways in Taylor Park end abruptly at the informal parking area on Zeally Bay Road, there are no crossing facilities.
- The Esplanade between Zeally Bay Road and Gilbert Street; there is a pedestrian crossing north of the Zeally Bay Road intersection (heading towards the playground) and one south of the Gilbert Street intersection, but not between the two intersections; particularly with future development of the properties fronting The Esplanade and provision of more parking on the foreshore side pedestrian activity will increase.
- There are only limited bicycle parking facilities in the town centre (bicycle rails have been installed at Torquay Central and Woolworths supermarket).
- Several collector roads carrying significant traffic volumes have no off-road paths or dedicated on-road cycle lanes, and others have disjointed paths.

**Figure 3.8: Torquay Town Centre Pathways**



### 3.4 Public Transport

Public transport services currently operating in Torquay consist entirely of buses. These bus services include school buses transporting Torquay students to and from secondary schools in and around Geelong, local route services within Torquay-Jan Juc that provide a connection to Geelong and Marshall, and a V/Line service which connects townships along the Great Ocean Road.

The V/Line bus service operates along the Surf Coast Highway and Great Ocean Road between Geelong and Apollo Bay. The service includes stops at Torquay and Jan Juc along the Surf Coast Highway and Great Ocean Road.

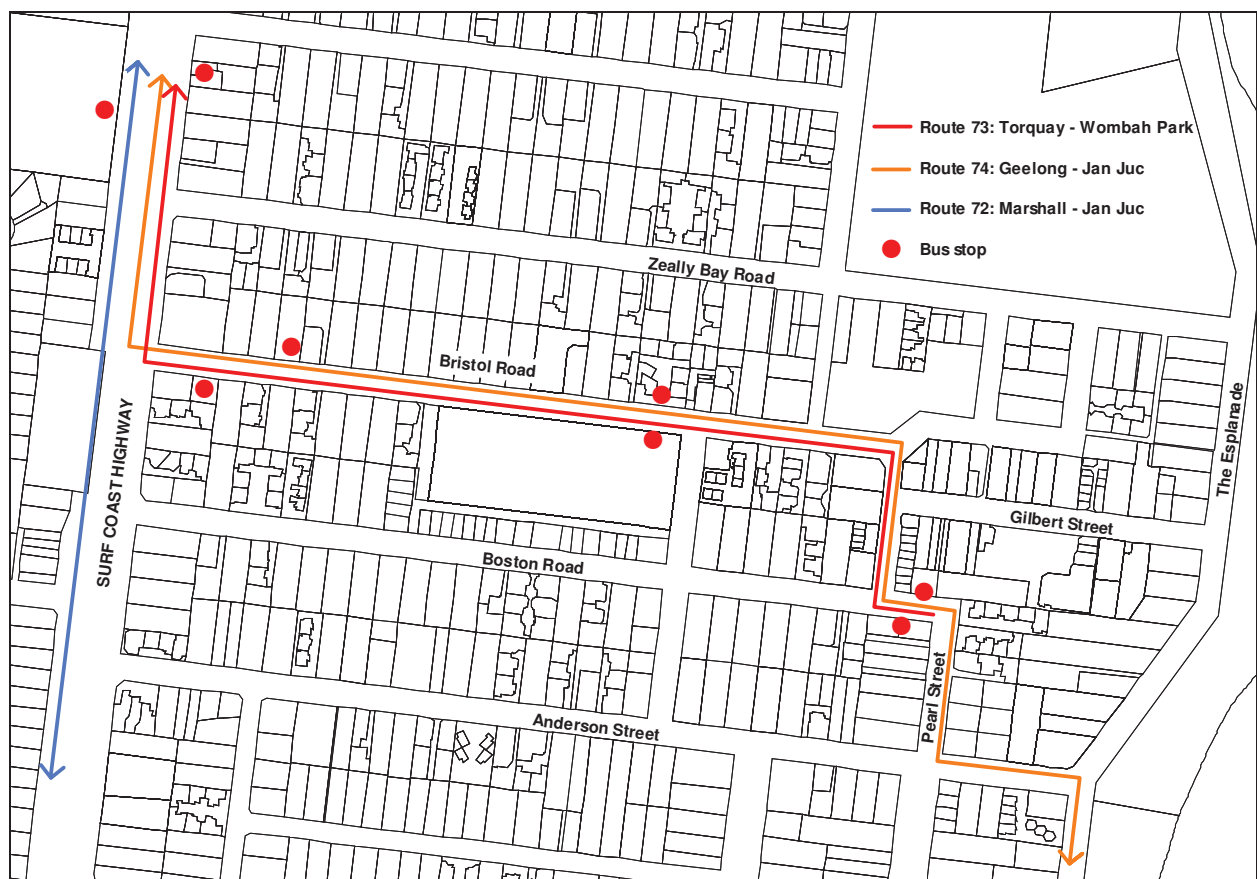
The local bus services operate between Geelong/Marshall and Torquay/Jan Juc and include:

- **Route 72** – Travels between Marshall Station and Jan Juc via Wombah Park/Torquay North and Surf Coast Highway.
- **Route 73** – Travels between the bus interchange at Boston Road / Pearl Street and Horseshoe Bend Road in Wombah Park via Pearl Street, Bristol Road, Surf Coast Highway, Darian Road, Fischer Street, Loch Ard Drive and The Esplanade. It connects with Route 74 at the bus interchange.
- **Route 74** – Travels between Geelong Station and Jan Juc via the Surf Coast Highway, Torquay Town Centre, The Esplanade and Bell Street.

Bus stops are located on Boston Road adjacent the Pearl Street end of the Council Car Park. These stops serve as a *de facto* bus interchange. Most of the coach services which visit the town centre utilise this facility. Other bus stops are located on Bristol Road adjacent Torquay Central and on the Surf Coast Highway near the holiday park.

A plan showing the local bus routes through the town centre is shown in Figure 3.9.

**Figure 3.9: Public Bus Network**





## 4. Factors Influencing Parking and Access

A number of factors influence the provision of future car parking and access in the Torquay Town Centre. These include:

- Population and visitor growth
- Seasonal nature of demand
- Future retail/commercial development
- Provision of alternative modes of travel

### 4.1 Population and visitor growth

Torquay has traditionally performed a role as a seaside holiday and weekend destination, with a relatively low permanent population, however Torquay has experienced and is earmarked for significant growth. The proportion of unoccupied houses in Torquay recorded in the Census of Population and Housing has fallen from 45% in 1981 to 33% in 2006. This is expected to further decrease. The recent rapid growth of new houses in the growth areas of Torquay North and West indicates that the rate of permanent population will accelerate, with residents being able to take advantage of the attractive coastal location and still easily commute to work in Geelong or Melbourne. The advent of key pieces of infrastructure such as the Geelong Ring Road and planned community facilities such as a secondary school in Torquay North will only add to the attraction of the town for permanent residents.

The permanent population of Torquay/Jan Juc (including Bellbrae and Bells Beach) is forecast to grow from 12,255 in 2006 to 23,077 in 2021 and 28,773 in 2031 (refer to Table 4.1).

**Table 4.1: Forecast population growth Torquay/Jan Juc (Id.Consulting, 2010)**

Locality	2006	2011	2021	2031
Torquay	7,946	11,129	17,562	21,896
Jan Juc – Bellbrae – Bells Beach	4,309	4,833	5,515	6,877
<b>Total</b>	<b>12,255</b>	<b>15,962</b>	<b>23,077</b>	<b>28,773</b>

The permanent population nearly triples during the peak holiday period with an influx of holiday home owners and domestic and international overnight visitors and day trippers.

Table 4.2 shows the estimated peak overnight population in the 2009/10 Summer holiday.

**Table 4.2: Peak Overnight Population Torquay/Jan Juc (December 2009 - January 2010)**

Locality	Permanent Population 2010	Population Holiday Homes	Population Caravan Parks, Cabins & Camping Sites	Population Hotels, Motels, Apartments, Units & B&Bs	Peak Overnight Population
Torquay (inc. Bellbrae)	9,582	9,944	7,355	910	27,791
Jan Juc	3,227	3,162	1,435	60	7,884
<b>Total</b>	<b>12,809</b>	<b>13,106</b>	<b>8,790</b>	<b>970</b>	<b>35,675</b>

Source: Geelong Economic Indicators Bulletin 2009/10, City of Greater Geelong

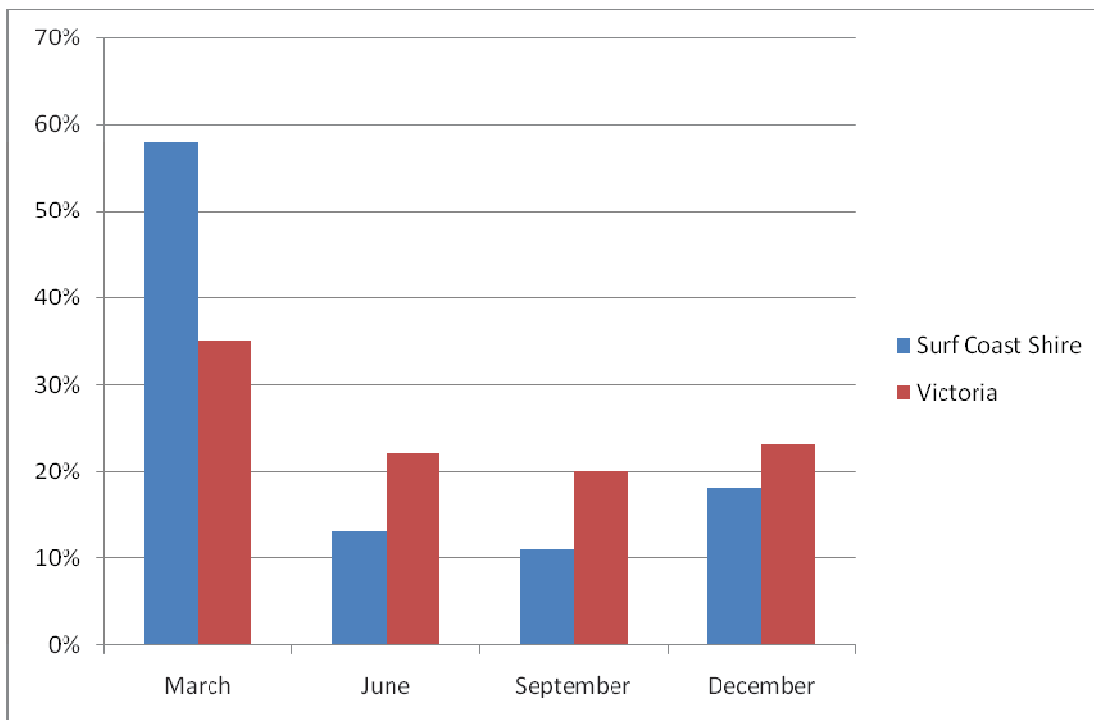
A steady increase of visitor numbers in the Torquay Town Centre is expected as a result of the development of the Armstrong Creek urban growth area, situated between Geelong and Torquay. When completed in 2030, Armstrong Creek will be home to a residential population of between 50,000 and 60,000 people. Armstrong Creek residents will certainly see Torquay as a local attraction, increasing demand in the evenings and weekends for dining and browsing.

The Armstrong Creek economy is anticipated to drive demand for goods and services in the broader Geelong Region and these flow-on impacts are expected to support an estimated 24,932 additional jobs. Of these additional jobs it is estimated that 20,000 will be captured within the City of Greater Geelong, and 1,728 in Surf Coast Shire. This would represent a 29 percent increase for Surf Coast Shire. Sectors anticipated to benefit particularly from this growth are retail; accommodation, cafes and restaurants; and property and business services<sup>5</sup>. A consequence of this growth will be a likely increased demand for retail and commercial office floor space in the Torquay Town Centre.

## 4.2 Seasonal nature of demand

The Planning Scheme identifies the importance of tourism to the local economy. The implication of seasonal fluctuations in resident and tourist populations for the Town Centre, is that demand for parking is relatively low for much of the year compared to sharp spikes in the late December/early January and Easter periods, although increasing levels of permanent population and higher rates of all year round visitation by tourists are likely to reduce these fluctuations. The seasonal variance is reflected in the parking survey results referred to at Section 3.1 and is also highlighted by domestic visitor nights data shown at Figure 4.1. The Shire receives 58% of its overnight domestic visitors in the January-March Quarter.

**Figure 4.1: Seasonality of visitation to Surf Coast Shire and Victoria (domestic visitor nights), 2007**



Source: Tourism Research Australia, 2009

<sup>5</sup> Armstrong Creek Economic Impact Analysis, Compelling Economics, March 2011

It is important when determining rates for parking provision, that a balance is struck between catering for the demand that is experienced for much of the year, and the holiday peaks that occur for perhaps four or six weeks of the year. The consequence of over provision would be increased cost to developers, business and Council, and the visual blight of greater expanses of parking within the Centre.

### 4.3 Future retail/commercial development

#### 4.3.1 Retail Growth

Existing retail floorspace in Torquay-Jan Juc is shown in Table 4.3. The table emphasises the dominance of the Town Centre within the retail hierarchy, with 60% of all retail floorspace found within the centre.

**Table 4.3: Retail floorspace in the activity centres of Torquay-Jan Juc, May 2011**

Retail type	Torquay Town Centre	Bell Street	Surf Coast Highway	Other Torquay	Jan Juc	Total Torquay/Jan Juc
	sq m	sq m	sq m	sq m	sq m	sq m
Food and groceries	6,210	100	340	100	100	6,850
Non-food goods	8,260	840	5,680	100	100	14,980
Food services	3,110	1,700	1,810	790	330	7,740
Retail services	810	140	140	100	80	1,270
Total retail	18,380	2,780	7,980	1,090	610	30,840
Proportion of total	60%	9%	26%	3%	2%	100%

Source: Surf Coast Shire (for Torquay Town Centre); Tim Nott, 2011

An analysis of potential future retail floorspace in the Torquay Trade Area was undertaken as part of the Torquay/Jan Juc Retail Strategy Review 2011. The Review reveals that the Torquay Trade Area is rapidly approaching the size at which sub-regional retail facilities are warranted, specifically a Discount Department Store (DDS) or bulky goods retailing. Based on two scenarios – one with a 4,500m<sup>2</sup> DDS in Torquay and one relying on a DDS in Armstrong Creek – potential exists for a total retail floorscape in 2021 of between 64,600m<sup>2</sup> and 69,500m<sup>2</sup> in the trade area.

At this stage, the distribution of new retail floorspace over the wider trade area is unclear and will be dependent on a number of demand and market based factors. It is anticipated that retail growth will occur in various areas outside the Town Centre. In particular, it is likely that new food and non-food retail floorspace will be provided in new neighbourhood activity centres in the growth areas to service the growing population. A growth in food services is expected as a result of increased visitation and would be largely accommodated in the Town Centre along The Esplanade, as well as in other activity centres.

Growth beyond 2021 is likely to be driven by increased visitation and population growth. Torquay will continue to be the weekend playground of residents of the Armstrong Creek growth area and there will be demand for more food service and browsing shops in the Town Centre and along The Esplanade.

The population of Torquay in 2040 is expected to be somewhere between 30,000 and 35,000 people. This will be large enough to support sub-regional retail facilities in the Town Centre and two strong neighbourhood activity centres. The neighbourhood activity centres will allow the separation of day to day grocery shopping from the higher order shopping of the Town Centre. The growing population will also increase the expectation that the Town Centre will provide employment spaces, including public and private sector offices. The Esplanade will be an attractive precinct for visitors, with the development of tourist accommodation, cafes and restaurants to take advantage of the foreshore views.

The *Torquay and Jan Juc Retail Strategy Review 2005* provides more specific retail floorspace demand forecasts for the Torquay Town Centre, however the forecasts have been overtaken by current floorspace data and were based on a different calculation method. Revised indicative retail and commercial floorspace projections for the Torquay Town Centre to 2020 and 2030 are shown in Table 4.4 below. The table shows that overall retail floorspace in the Torquay Town Centre could increase to around 21,200m<sup>2</sup> by 2030.

**Table 4.4: Retail and commercial floorspace projections Torquay Town Centre**

Area	Use	Floor Area (sq m)		
		2010	2020	2030
Core Area	Retail	12,700	14,000	15,500
	Office	3,750	4,000	4,500
	<i>Sub-total</i>	<i>16,450</i>	<i>18,000</i>	<i>20,000</i>
Secondary Area	Retail	5,700	5,700	5,700
	Office	-	-	500
	<i>Sub-total</i>	<i>5,700</i>	<i>5,700</i>	<i>6,200</i>
Total Area	Retail	18,400	19,700	21,200
	Office	3,750	4,000	5,000
	<b>Total</b>	<b>22,150</b>	<b>23,700</b>	<b>26,200</b>

- 2020/2030 projections derived from Torquay and Jan Juc Retail Strategy Review 2005 and 2011
- 2010 figures based on floor space survey undertaken by Surf Coast Shire

The forecast increase in retail floor area is anticipated to be taken up with expansion of the existing supermarkets to floor areas approaching 3,500m<sup>2</sup> each; and the balance is anticipated to be specialty retailing, food retailing and food services located in the existing centre and in the longer term the area between Pearl and Payne Streets.

#### 4.3.2 Office Growth

At present the commercial office space component of the Torquay Town Centre includes around 3,750m<sup>2</sup> of floorspace and is equivalent to around 20-25% of the total retail floorspace figure. If this rate of provision is maintained, then an increase in retail floorspace in the town centre to around 21,200m<sup>2</sup> by 2030 would be associated with an increase in the office space component to around 5,000m<sup>2</sup>. This figure is likely to be exceeded due to the fact that as the permanent population of Torquay grows, a market for office tenancies greater in size than the current standard tenancy of around 100m<sup>2</sup> will develop as government support services and other commercial tenants with a larger floorspace requirement seek to locate in the town. From a land use point of view however, it is important to note that much of this additional office space will be able to locate on first and second floor locations, above retail tenancies.

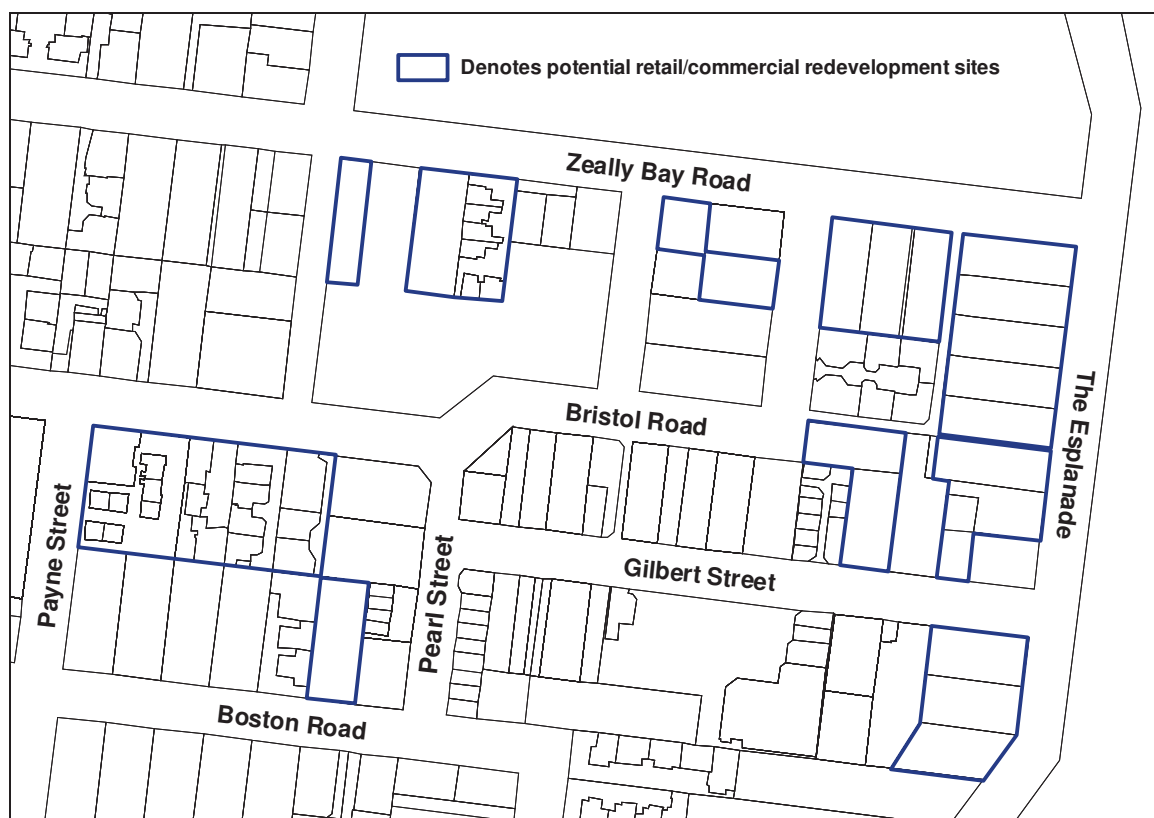
Office space plus business and health sector service space needs will become more important as part of a growing retail centre. This includes offices for accountants, lawyers, doctors, allied health and other offices such as HBA and the like. These all become very important aspects of a maturing retail centre. The draft *Economic Development and Tourism Strategy* (2011) notes that there is a lack of space already in the Torquay area for offices.

### 4.3.3 Future development opportunities

The capacity of the existing Town Centre to accommodate the indicative retail and commercial floor space can be assessed by assuming a floor area to site area ratio of 1:3 and assuming half of the commercial office floor area to be provided above ground. This would generally enable most parking to be accommodated on site, depending on the amount of above ground floor space for apartments. On this basis the total site area for floor space allocation to 2030 is approximately 5,150m<sup>2</sup>. This area requirement would reduce if basement or rooftop parking is provided for some developments.

Several properties in the Town Centre are occupied by residences and obviously lend themselves for future redevelopment, providing potential for either retail or commercial development, or a mix of both. Figure 4.2 indicates sites that can be considered for redevelopment over this period of time. These indicative sites total over 22,000m<sup>2</sup> which is well in excess of the anticipated requirement.

**Figure 4.2: Potential Redevelopment Sites**



Retail development elsewhere in Torquay, such as the planned neighbourhood activity centre in Torquay North, needs to be considered as this will compete with the Town Centre, especially if higher order retail is provided such as a full-line supermarket, discount department store or restricted (big box) retail.

## 4.4 Provision of alternative modes of travel

Unlike metropolitan and large regional centres such as Melbourne and Geelong, Torquay is not highly serviced by public transport, with a limited McHarrys bus service to Geelong and V/Line service between Geelong and Apollo Bay that stops in Torquay. Further, due to the increasing size of the catchment for the Town Centre as a result of expansion of Torquay to the north and west, there is a high reliance on motorised access to the centre. A public transport (light-rail) connection is planned to link Torquay to Armstrong Creek and beyond to Geelong and Melbourne.

A proportion of patrons to the Town Centre will be capable of walking or cycling as opposed to using a motor vehicle, however much of the new development in Torquay-Jan Juc is occurring at distances that limit the capacity for this to occur. Strategies should be implemented to enhance these opportunities, however this will not have a significant influence on parking demand in the centre in the short to medium term. It is noted that State Government changes to the Planning Scheme have introduced requirements for bicycle parking facilities to be provided as part of new commercial developments. Further, the pathways network is gradually being improved with the implementation of Shire's Pathways Strategy.

## 4.5 Other considerations

Several other factors also need to be considered when planning for parking and access in the Town Centre, such as:

- **Impact of parking and traffic on the town character and amenity**  
The Planning Scheme refers to the importance of maintaining and enhancing the seaside "village" character of the Torquay Town Centre. It is important that in developing a parking strategy for the centre, consideration is given to the possible adverse visual impact of parking on the character of the Town Centre and surrounding area, whether it is a multi-level structure that is considered, or expanses of at-grade parking.
- **Impact on economic activity**  
Application of excessive requirements to provide car parking for new development or change of use can have an adverse impact on the level of economic activity in a centre. Car parking can add a considerable cost to new developments which could make specific developments commercially less attractive and therefore potentially impact on economic development. Popular restaurant areas such as Mountjoy Parade in Lorne for example have become thriving entertainment/dining strip centres due mainly to a policy of waiving the requirement to provide car parking for those uses. It is more difficult to encourage development such as this where high levies are applied to parking that cannot be accommodated on-site. In this regard, it is noted that the underlying subdivision pattern in the Torquay Town Centre is based on traditional residential lot sizes, and as such there are no large development sites available unless a number of adjacent properties can be purchased. The accumulation of land for public car parking is therefore difficult and expensive.

On the other hand, if not enough parking is provided parking difficulties could arise with subsequent impacts on the amenity and economic functioning of the Town Centre and drivers opting to visit other centres where parking is more readily available.

- **Activities by other land managers**  
Works by other public land managers such as GORCC impact directly or indirectly on car parking demand in the Town Centre. Changes to the number of car parking spaces or the layout of car parking areas affect the availability of car parking in the vicinity of the Town

Centre, for example on the foreshore reserve adjacent The Esplanade. Landscaping works, footpaths, playgrounds and other improvements influence the appeal of an area and may attract more visitors, which are also likely to use the facilities in the Town Centre.

- **Competition from other activity centres**

It is estimated that the level of escape spending from residents in the Torquay trade area is 48% (Tim Nott, 2011). The Torquay Town Centre has no major department stores, discount department stores or home-maker precincts and residents are required to travel to larger centres with a higher degree of choice such as Waurin Ponds, Belmont, Geelong and in the future Armstrong Creek, which are only a 10 to 15 minute drive from Torquay.

Other influences are trends in the retail industry, consumer preferences, government policy and the general state of the economy.

## 5. Review of 2006 Car Parking Strategy

### 5.1 Introduction

Based on the results of the 2010 surveys, GTA Consultants undertook a review of the preferred strategy outcomes and implementation measures of the 2006 Car Parking Strategy.

The following preferred strategy outcomes identified in the 2006 strategy were reviewed:

1. Retain the existing parking surplus in the Centre for future growth in visitor numbers not associated with the Town Centre itself, as well as for overflow parking demand associated with new retail development in peak holiday periods.
2. Consider future parking needs based on a premise that applications for new development/change in use should provide parking spaces adequate to meet the demand generated in off-peak periods (i.e. not catering for the increased demand in peak periods).
3. Apply car parking rates for use and development in the Centre that reflects (2) above, but acknowledges the shared use of spaces within the Centre. A generic rate will be arrived at for ground floor and upper floor premises that reflects this.
4. Maximise the extent that car parking in the Town Centre is provided in large pools of shared public parking.
5. Accept that in some instances, the best urban design outcome for the Centre will be that parking is not provided on-site, and that the Council should accept cash-in-lieu payments from land owners as sites are developed in order to provide the required parking spaces elsewhere in the Centre.

The review further addressed the following aspects of the strategy:

- Adopted generic car parking rates
- Future car parking requirements
- Location and form of future parking supply (public and private)
- Parking management
- Cash-in-lieu contribution (amount and priorities for expenditure)

The following sections provide a summary of the outcomes of the review. A synopsis of the review, together with comments from a previous peer review undertaken by Traffix Group for the Panel Hearing for Planning Scheme Amendment C37 is provided in Appendix C. An audit of the implementation schedule of the 2006 Strategy is provided in Appendix D.

## 5.2 Future Parking Requirements

In terms of future parking requirements, the key aims of the 2006 Strategy are to:

- encourage retention of the existing parking surplus in the Town Centre to accommodate growth in visitor numbers and provide overflow parking in peak periods;
- maximise pools of shared public parking.

Car parking for future development or change of use should provide parking spaces adequate to meet the demand generated in off-peak periods (i.e. not catering for the increased demand in peak periods).

The 2006 Strategy sets out the anticipated retail/commercial floor space provisions for the years 2020 and 2030 and the corresponding number of additional car parking spaces to be accommodated in the Town Centre based on generic rates.

The 2006 Strategy continues on by outlining the location and form of future parking supply. The 2006 Strategy details three public parking facilities to be constructed by way of cash in lieu contributions, resulting in an additional 61 car parking spaces. These include:

- 7A and 7B Walker Street - purchase of land and construction of a public car park
  - 25 additional spaces
- The Esplanade - provision of angled parking on the foreshore side
  - 22 additional spaces
- Cliff Street - provision of 90 degree parking on east side
  - 14 addition spaces

In addition, the 2006 Strategy identifies an approach for the provision of private parking on potential redevelopment sites, including land along Zeally Bay Road, Cliff Street and The Esplanade. This could result in an additional 170 spaces.

The review conducted by GTA Consultants concluded that while the concept of maintaining a parking surplus represents a reasonable approach, the rationale may not necessarily reflect current best practice planning, which adopts the concept of providing car parking to accommodate the 85<sup>th</sup> percentile event. It recommends that new development should be required to provide car parking to ensure car parking conditions in the Town Centre are maintained up to the 85<sup>th</sup> percentile event.

The provision of car parking within shared facilities is the most efficient method of providing car parking for a town centre with a number of uses. As such the approach of maximising pools of shared public parking should be continued.

The review report notes that none of the identified public car parking initiatives have been constructed to date, however remain a viable option to provide public parking. The report recommends that cash in lieu contributions continue to be collected towards the construction of these facilities.

The report also concludes that the private parking initiatives outlined in the 2006 Strategy present a reasonable approach to the coordinated and efficient provision of parking on private land, but notes that given this parking is private parking, such a provision is dependent upon agreement by the developers of the sites. The car parking areas on private land are indicative on-site parking spaces for future redevelopment of the sites. Accordingly, the sites are not bound to provide parking as shown in the strategy and could provide an alternative layout or pay cash-in-lieu contributions instead.



The report further notes that the 2006 Strategy includes recommendations for taxi, loading and bus parking, which have not been implemented. The recommendations however remain logical and the monitoring of taxi, loading and bus parking should continue as a mechanism to establish if any further changes should be made.

### 5.3 Car Parking Rates

The 2006 Strategy recommended the adoption of generic car parking rates for ground floor and upper floor premises in the town centre for a range of common retail and commercial uses, which vary the car parking rates specified in the Planning Scheme at Clause 52.06. The generic rates are:

- Ground floor – 4.5 spaces per 100m<sup>2</sup>
- Upper floor – 3.5 spaces per 100m<sup>2</sup>

These generic parking rates have been formally adopted with the incorporation of a Parking Precinct Plan in the Surf Coast Planning Scheme.

The provision of a generic car parking rate for all uses within the centre is consistent with current planning thinking in Victoria. As such the review report recommends that a generic car parking rate continue to be adopted. The review further considered that it is reasonable to maintain the rates currently designated within the 2006 Strategy as they are generally consistent with the car parking generation rates in the Town Centre during January.

### 5.4 Cash in Lieu Contributions

The 2006 Strategy states that in some instances the best urban design outcome for the Town Centre will be not providing parking on-site, but Council accepting cash-in-lieu payments from land owners as sites are developed in order to provide the required parking spaces elsewhere in the centre in the form of public parking.

The 2006 Strategy recommended that cash in lieu payments be accepted by Council at a rate of \$10,800 per car space (indexed annually) to fund the three public car parking schemes outlined above. This approach has been formally adopted with the incorporation of a Parking Precinct Plan in the Surf Coast Planning Scheme and has been found to be acceptable.

The strategy however does not reflect the order in which the car parking projects are planned to be constructed or the timing of the works. In this regard given the significant cost and unknown timing of the acquisition of land at 7A and 7B Walker Street, it is recommended that the other projects be undertaken first. The central location of the Cliff Street parking spaces make this the most appropriate project to be undertaken first. The cheaper cost of The Esplanade works makes this a candidate for the second priority, although it is noted this parking is less proximate to the core areas of the Town Centre and requires crossing of The Esplanade.

On this basis the review report makes the following recommendations for prioritisation:

1. Cliff Street
2. The Esplanade
3. 7A and 7B Walker Street

In addition the review report recommended that a timing mechanism be developed by Council to clearly identify when the projects will be undertaken. Possible options could include:

- Construct projects immediately and retrospectively collect funds as developments occur.
- Construct projects once half of the funds are contributed and collect the remainder of funds retrospectively.
- Construct projects once entire funding has been received from developer contributions.

## 5.5 Parking Management

The 2006 Strategy details a number of parking management measures to increase the availability and turnover of parking spaces in the Town Centre. These include:

- Time controls
- Pay parking
- Enforcement
- Signage
- Monitoring

### 5.5.1 Time controls

Parking restrictions were reviewed in 2008 and appear to be satisfactory, but Council should monitor the need for and supply of all-day parking to ensure there is sufficient staff parking for workers.

The recommendations in the 2006 Strategy in relation to parking restrictions represent an appropriate allocation of parking in order to highlight the most convenient parking for customer use with parking around the peripheral areas being most appropriately allocated for staff.

In respect of the recommendations made the following commentary is provided:

- **Gilbert Street**
  - Strategy recommendation: maximum ½ hour limit
  - Installed: restrictions vary between ¼ hour and 2 hour limit
- **Bristol Road (between Cliff and Pearl Streets)**
  - Strategy recommendation: 1 hour time limit
  - Installed: 2 hour time limit
- **Walker Street Council Car Park**
  - Strategy recommendation: southern portion 2 hour restriction during holiday periods
  - Installed: whole car park has permanent 2 hour restriction

It is worth noting that a majority of vehicles (approx 75%) parked in unrestricted parking spaces stay less than 2 hours. It should also be noted that short term parking areas experience high occupancies during the peak summer period, however this is to be expected given that this parking is most proximate to the core areas. Capacity remains during peak times in unrestricted areas.

### 5.5.2 Pay parking

The 2006 Strategy discussed the option of introducing pay parking, but did not give a definitive answer as to whether it was supported or not. Rather it outlined issues that need to be taken into account when considering its introduction.

The review report recognises that pay parking is a tool which can be used to manage car parking demands more efficiently in peak periods, however would not be justified during off-peak periods. The report states that any introduction of pay parking must be carefully considered for the reasons

stated in the 2006 Strategy and recommends that before a decision regarding the introduction of pay parking is considered, a separate study may be warranted to investigate the economic impacts.

### 5.5.3 Enforcement

The 2006 Strategy suggested that there is potential for more effective management of parking in the Town Centre at peak times through the allocation of increased resources for enforcement and that the introduction of pay parking in one possible means of funding this.

The number of local laws officers employed by Council has increased in the past few years, without the introduction of pay parking. Current resources are considered at an acceptable level to enforce parking restrictions.

The review report states that having regard to the duration of stay surveys undertaken in January and May 2010, it is evident that in the majority of instances drivers are adhering to the signed parking restrictions. Some improvements to driver compliance could be made, however the non-compliance is not dissimilar to many other town centres. Continued and increased enforcement during peak periods is recommended to further improve parking compliance when parking demands are high and parking turnover is essential to ensure the appropriate functioning of the Town Centre.

### 5.5.4 Signage

The 2006 Strategy makes recommendations for the introduction of consistent signage to be provided throughout the centre that clearly directs patrons to parking areas, in particular areas that are not as highly utilised. The review report notes that such a strategy has not been implemented and recommends that a car parking directional signage strategy be prepared and implemented to direct drivers to less utilised areas.

An inventory of existing directional signage in the Town Centre has identified that there is some existing directional signage on Zeally Bay Road and The Esplanade advising motorists of the location of the Town Centre and available parking. The Town Centre would nonetheless benefit from further directional signage particularly with regard to:

- Advising motorists of locations where long term parking is available; and
- Advising large vehicles where suitable parking is available.

Clear signage has been implemented within the Town Centre designating parking time limits including the start and end of area wide restrictions.

### 5.5.6 Monitoring

The 2006 Strategy recommends monitoring of parking conditions every three years. Continued monitoring is recommended to understand the constant changes that occur within the Town Centre.

## 5.6 Conclusions

Both the GTA Consultants review and Traffix Group peer review were generally supportive of the strategic directions and implementation measures of the 2006 Strategy. It is therefore considered that a major departure from current policy is not required, but that the Strategy would benefit from a largely policy neutral 'rewrite' and refinement.

It is recommended that the 2006 Strategy be revised by:

- Refining the preferred strategy outcomes generally in accordance with the consultant recommendations.
- Expanding the study area to include the whole Town Centre (i.e. all B1Z and SUZ5 land).
- Updating the forecast retail floor area data to assess future car parking demand.
- Reviewing and prioritising the location and form of future parking.
- Reviewing the suggested parking management measures.
- Updating the cash-in-lieu contribution to reflect current value.
- Updating maps and tables to reflect current conditions.
- Updating the estimated costs associated with the provision of public parking.
- Improving the structure, wording and clarity of the strategy.
- Updating the implementation schedule.

It is also recommended that the strategy be renamed to “*Torquay Town Centre Parking and Access Strategy*”, as the strategy is not just concerned with parking for cars, although that forms the main component of the strategy, but also aims to influence the provision of loading areas, taxi zones and bus stops. Furthermore, alternative, more sustainable modes of transport should be encouraged to access the Town Centre, including walking, cycling and public transport. This becomes more prevalent with traffic congestion and the shortage of car parking spaces in peak periods, the associated reduction in amenity for pedestrians and shoppers, and the increasing need for environmentally sustainable development and lifestyles.

## References

- Advisory Committee, *Review of Parking Provisions in the Victoria Planning Provisions*, Final Report, January 2008
- Chris Dance Land Design, Urban Designs, Gini Lee & Associates and Andrew O'Brien & Associates, *Torquay Urban Design Framework*, October 1998
- City of Greater Geelong, *Economic Indicators Bulletin 2009/10*, 2010
- Compelling Economics, *Armstrong Creek Economic Impact Analysis*, March 2011
- Dench McClean Carlson Corporate Advisory and Compelling Economics, *SCSC Economic Development & Tourism Strategy*, Final Draft, October 2011
- Department of Sustainability and Environment, *Activity Centre Design Guidelines*, 2005
- Department of Sustainability and Environment & Crime Prevention Victoria, *Safer Design Guidelines for Victoria*, 2005
- Essential Economics, *Torquay and Jan Juc Retail Strategy Review 2005*, September 2005
- Fisher Stewart, *Torquay Town Centre Revitalisation Project – Jump Starting the Heart*, June 2001
- GTA Consultants, *Torquay Town Centre Car Parking Strategy Review*, December 2010
- SGS Economics and Planning, *Torquay Jan Juc Development Contributions Plan*, 2009
- Surf Coast Shire, *Torquay Town Centre Car Parking Strategy 2020*, March 2006
- Surf Coast Shire, *Torquay and Jan Juc Structure Plan*, May 2007
- Surf Coast Shire, *Torquay Town Centre Parking Review Project*, 2008
- Surf Coast Shire, *Sustainable Futures Plan Torquay-Jan Juc 2040*, 2011
- Thompson Berrill Landscape Design, *Torquay Foreshore Masterplan and Management Plan*, June 1998
- Thompson Berrill Landscape Design, *Taylor Park Landscape Masterplan Report*, January 2001
- Tim Nott Economic Analyses + Strategy, *Draft Torquay/Jan Juc Retail Strategy*, October 2011
- Traffix Group, *Torquay Parking Strategy – Report Prepared for the Panel Hearing for proposed Amendment C37 to the Surf Coast Planning Scheme*, July 2009
- Traffix Group, *Torquay/Jan Juc Strategy Review – Transport Infrastructure Assessment*, 2007
- Traffix Group, *Traffic Engineering Assessment – Torquay Town Centre Proposed Planning Scheme Amendment C13*, August 2003

# APPENDICES

## Appendix A: Existing Car Parking Supply

Location	Number of Car Spaces		
	On-street	Off-street	
		Public	Private
<b>Core Area</b>			
Woolworths supermarket car park, Bristol Road		113	17
Walker Street car park		74	
IGA supermarket car park, Gilbert/Pearl Street		119	
Cliff Street car park		27	
Bristol Road, east of Fischer Street	54		
Gilbert Street	43		25
Cliff Street	16		14
Walker Street	6		
Zeally Bay Road, north side	98		
Zeally Bay Road, south side	25		3
The Esplanade, between Zeally Bay Road/Surf City Motel	50		20
Fischer Street, between Bristol Road/Zeally Bay Road	5		
Pearl Street, between Bristol and Boston Roads	12		28
Pearl Street, south of Boston Road	2		
Boston Road, west of Pearl Street	8		
<b>Core Area sub-total</b>	<b>319</b>	<b>333</b>	<b>107</b>
<b>Core Area available spaces</b>			<b>759</b>
<b>Secondary Area</b>			
Torquay Central car park		232	
Bristol Road, west of Fischer Street	29		16
Payne Street, between Boston and Bristol Roads	18		
<b>Secondary Area sub total</b>	<b>47</b>	<b>232</b>	<b>16</b>
<b>Secondary Area available spaces</b>			<b>295</b>
<b>Town Centre sub-total</b>	<b>366</b>	<b>565</b>	<b>123</b>
<b>Town Centre Total available spaces</b>			<b>1054</b>

### Notes:

- Spaces that do not directly service the Town Centre are excluded from the calculations, including on-street spaces in Boston Road, Anderson Street and the southern end of Pearl Street; and off-street spaces on the foreshore.
- The Gilbert Street and Bristol Road supermarket car parks and Torquay Central car park, which are on private land, have the function and appearance of 'public' car parks and are categorised as such.
- 'Private' spaces are located on private land and are mostly used solely by the owners or operators of the premises. The number of car spaces was estimated where the spaces were not line marked.
- Residential properties within the study area have been excluded.

## Appendix B: Potential Car Parking Supply

Location	Existing spaces	Additional spaces	Comments
<b>Public parking</b>			
Woolworths Car Park	113	25	This car park will be expanded with the purchase and construction of 7A & 7B Walker Street by Council for public car parking.
Walker Street Council Car Park	74	74	This car park was sealed and line-marked in 2004. No further change is practical, however an option is the construction of a multi-level car park in the longer term.
Walker Street	6	22	The number of car spaces could be increased if Walker Street was to be closed off and the Woolworths and Walker Street car parks integrated. This was suggested in the <i>Jump Starting the Heart</i> report, but is not foreseen in the short term.
Bristol Road (east of Pearl Street)	49	10	The number of car spaces can be increased by realigning the existing parallel spaces between Pearl Street and the walkway to angled parking (90°).
Bristol Road (west of Pearl Street)	35	n/a	There is potential for a change in the number of car spaces with the redevelopment of the area between Pearl and Payne Streets. Given the unknown specifics of future development an estimation of additional car spaces cannot be made at this time.
Cliff Street and Cliff Street Car Park	43	14	Construction of 90° angle parking on the east side of Cliff Street between Zeally Bay Road and the Cliff Street Car Park will result in additional spaces.
Gilbert Street	43	n/a	Should Gilbert Street be made one-way, there is potential to provide angled parking (e.g. 60°) at some sections. Depending on the desired carriageway/footpath width and number of car spaces that can be provided, the net increase in car spaces is difficult to estimate.
IGA Car Park	119	0	No changes are recommended with respect to number of car spaces.
Pearl Street (b/w Bristol and Boston Roads)	12	0	No changes are recommended to the existing angled car spaces.
Zeally Bay Road	98 north 25 south	-10	The gravel shoulder adjacent to Taylor Park provides an important supply of informal overflow parking during the summer peak demand period, as well as all day parking for town centre workers. The Taylor Park Landscape Masterplan supports the retention of these informal spaces but shows a significant reduction in numbers. Whilst it is acknowledged that some reduction is warranted in order to enhance landscaping and pedestrian access, it is recommended that not more than 10 spaces be removed to achieve this end.
The Esplanade	50	22	Construction of angled parking on the east (foreshore) side is shown on the Torquay Foreshore Masterplan and would result in 22 additional spaces. Another matter for consideration is the provision of coach/bus parking and the introduction of time limits. This will become more pertinent with the further development of cafes/restaurants, retail and other tourist attractions along The Esplanade.
Torquay Central Car Park	233	0	This car park was constructed in 2007 and is fully sealed and line-marked. No further change is recommended, however in the longer term basement, rooftop or multi-level car parking could be provided with any further development or redevelopment of the shopping complex.
Payne Street	18	18	Angled parking (60°) could be provided on the east side similar to the west side with the future redevelopment of



			the area between Pearl and Payne Streets.
Other public spaces	13	0	No changes are proposed that would impact upon parking in other locations, although it is noted that the number of on-street car parking spaces may be reduced with the redevelopment of adjacent sites depending on loading and access requirements. Purchase of additional land to increase the pool of public parking is also a possibility.
<b>Sub-total</b>	<b>931</b>	<b>175</b>	
<b>Private parking</b>			
Zeally Bay Road (west of Walker Street)	0	30	Development of sites fronting Zeally Bay Road to contain rear parking accessed by a new rear lane between the Woolworths car park and loading area.
Zeally Bay Road (east of Cliff Street)	0	36	Development of sites fronting Zeally Bay Road to contain rear parking accessed by a new rear lane between the widened lane to the rear of The Esplanade and Cliff Street.
The Esplanade (between Zeally Bay Road and Gilbert Street)	5	62	Development of sites fronting The Esplanade to provide for rear parking in the widened laneway stretching from Zeally Bay Road to the rear of the properties at 4 Gilbert Street.
The Esplanade (south of Gilbert Street)	0	18	Development of sites fronting The Esplanade to provide for rear parking in a new laneway that enters from Gilbert Street.
2 Cliff Street	0	15	Parking to be provided at the rear of a future commercial development on the front part of the site.
Other private parking	118	n/a	On-site private car spaces to be provided through new developments. Some developments may also result in loss of on-site parking spaces. Given the unknown nature of future developments, an estimate of additional car spaces cannot be made.
<b>Sub-total</b>	<b>123</b>	<b>161</b>	
<b>TOTAL</b>	<b>1,054</b>	<b>336</b>	<b>Total potential car parking spaces in town centre: 1,390</b>

Note: the number of additional car parking spaces is an estimate only and subject to detailed design drawings for individual sites.

## Appendix C: Review of Preferred Strategy Outcomes and Implementation Measures of the 2006 Car Parking Strategy

Element	GTA Review 2010	Preferred Strategy Outcomes	Traffic Review 2009	Response
<p><i>Retain the existing parking surplus in the Centre for future growth in visitor numbers not associated with the Town Centre itself, as well as for overflow parking demand associated with new retail development in peak holiday periods.</i></p>	<ul style="list-style-type: none"> <li>While the concept of maintaining a parking surplus represents a reasonable approach, the rationale may not necessarily reflect current best practice planning, which adopts the concept of providing car parking to accommodate the 85<sup>th</sup> percentile event.</li> <li>New development should be required to provide car parking to ensure car parking conditions in the town centre are maintained up to the 85<sup>th</sup> percentile event.</li> </ul>	<ul style="list-style-type: none"> <li>The existing supply exceeds the peak surveyed demands, however the under-utilised car spaces are generally on the periphery of the town centre.</li> <li>Council proposes to retain the existing surplus to cater for peak holiday demands without spilling over into residential areas. This is an appropriate approach.</li> </ul>	<p>Council should maintain areas to accommodate seasonal peak parking demand to avoid parking difficulties in surrounding areas, but should require car parking to be provided to ensure car parking conditions in the town centre are maintained up to the 85<sup>th</sup> percentile event.</p> <p>The surplus should be focused on peak parking demand associated with the town centre and not visitors not associated with the town centre, as these visitors are likely to use the town centre facilities at some stage during their visit and cannot be distinguished from people who only visit the town centre.</p>	<p>Council should maintain areas to accommodate seasonal peak parking demand to avoid parking difficulties in surrounding areas, but should require car parking to be provided to ensure car parking conditions in the town centre are maintained up to the 85<sup>th</sup> percentile event.</p> <p>The surplus should be focused on peak parking demand associated with the town centre and not visitors not associated with the town centre, as these visitors are likely to use the town centre facilities at some stage during their visit and cannot be distinguished from people who only visit the town centre.</p>
<p><i>Consider future parking needs based on a premise that applications for new development/change in use should provide parking spaces adequate to meet the demand generated in off-peak periods (i.e. not catering for the increased demand in peak periods).</i></p>	<ul style="list-style-type: none"> <li>As per above, new developments should be required to provide car parking at a rate which reflects the 85<sup>th</sup> percentile design event.</li> </ul>	<ul style="list-style-type: none"> <li>New uses should continue to provide parking at a rate similar to the surveyed peak parking demand rates outside of the summer tourist season, with the existing surplus helping to accommodate the summer tourist peak.</li> </ul>	<p>The difference between peak and off-peak parking demand has reduced, consequently shrinking the surplus parking available for peak periods. Parking provision should not be designed to meet off-peak demand, but to meet the 85<sup>th</sup> percentile event as per GTA's recommendation.</p>	<p>The difference between peak and off-peak parking demand has reduced, consequently shrinking the surplus parking available for peak periods. Parking provision should not be designed to meet off-peak demand, but to meet the 85<sup>th</sup> percentile event as per GTA's recommendation.</p>
<p><i>Apply car parking rates for use and development in the Centre that reflects (2) above, but acknowledges the shared use of spaces within the Centre. A generic rate will be arrived at for ground floor and upper floor premises that reflects this.</i></p> <p><i>Maximise the extent that car parking in the Town Centre is provided in large pools of shared public parking.</i></p>	<ul style="list-style-type: none"> <li>The provision of a generic car parking rate for all uses within the centre is consistent with current planning thinking.</li> <li>A generic car parking rate should continue to be adopted.</li> <li>The provision of car parking within shared facilities is the most efficient method of providing car parking for a town centre with a number of uses.</li> <li>The approach of maximising pools of</li> </ul>	<ul style="list-style-type: none"> <li>The rates are generally consistent with the surveyed parking demands outside of the summer holiday peak period.</li> <li>The construction of pooled public parking resources is encouraged rather than fragmented private car parks.</li> </ul>	<p>The generic rates have found to be acceptable and should continue to apply.</p>	<p>The generic rates have found to be acceptable and should continue to apply.</p>

<b>Element</b>	<b>GTA Review 2010</b>	<b>Traffic Review 2009</b>	<b>Response</b>
<p><i>Accept that in some instances, the best urban design outcome for the Centre will be that parking is not provided on-site, and that the Council should accept cash-in-lieu payments from land owners as sites are developed in order to provide the required parking spaces elsewhere in the Centre.</i></p>	<ul style="list-style-type: none"> <li>shared public parking should be continued.</li> <li>The use of cash-in-lieu payments can assist to effectively provide parking in shared pools and to maximise the key land parcels in the centre for commercial purposes rather than for car parking.</li> <li>Cash-in-lieu payments should continue to be accepted.</li> </ul>	<ul style="list-style-type: none"> <li>It is appropriate that the in lieu contribution rate be set lower than the actual cost of providing car parking in order to make the distribution of costs for provision of car parking more equitable, and to encourage the construction of pooled public parking resources rather than fragmented private car parks.</li> </ul>	<p>Council should continue to require a cash-in-lieu contribution where parking cannot be provided on-site, to be put towards the construction of shared public parking.</p>
<b>Implementation Measures</b>			
<p>Adopted generic car parking rates</p> <ul style="list-style-type: none"> <li>Ground level – 4.5 spaces / 100m<sup>2</sup></li> <li>Upper level – 3.5 spaces / 100m<sup>2</sup></li> </ul>	<ul style="list-style-type: none"> <li>The Torquay town centre had a retail car parking generation rate of 4.49 spaces per 100m<sup>2</sup> during January and 3.70 in May.</li> <li>It is reasonable to maintain the rates currently designated within the 2006 Strategy.</li> </ul>	<ul style="list-style-type: none"> <li>The car parking rates are appropriate for the Torquay town centre.</li> </ul>	<p>The rates are acceptable and should continue to be applied to new development or change of use in the town centre.</p>
<p>Future car parking requirements</p>	<ul style="list-style-type: none"> <li>Based on the floor area projections, an additional car parking demand of 11 and 130 car spaces in 2020 and 2030 respectively will be generated in the town centre.</li> </ul>		<p>The projected retail floor space data will be updated, given the current floor area is more than originally forecast in the 2005 Retail Strategy Review. This will determine future parking requirements.</p>
<p>Location and form of future parking supply (public and private)</p> <p>Proposed public parking areas:</p> <ul style="list-style-type: none"> <li>Site 1 – 7A &amp; 7B Walker St</li> <li>Site 2 – The Esplanade</li> <li>Site 3 – Cliff St</li> </ul> <p>(total 61 spaces)</p>	<ul style="list-style-type: none"> <li>Development contributions should continue to be collected toward the construction of the public facilities.</li> <li>The provision of private parking on redevelopment sites provides a reasonable approach to the coordination of efficiently providing private parking.</li> <li>The recommendations for taxi, loading and bus parking remain logical and monitoring should continue as a mechanism to establish if any further changes should be made.</li> </ul>	<ul style="list-style-type: none"> <li>Does not question the appropriateness of the proposed public parking areas.</li> <li>The car parking areas on private land are indicative on-site parking spaces for future redevelopment of the sites. Accordingly, the sites are not bound to provide parking as shown in the strategy and could provide an alternative layout or pay cash-in-lieu contributions instead.</li> </ul>	<p>Council should continue to facilitate the provision of pools of shared public parking on public and private land, but should prioritise works and provide indicative timing. Also the Strategy should be clearer on what is expected from developments on private land and discuss acceptable alternatives.</p>
<p>Parking management</p> <ul style="list-style-type: none"> <li>Time controls</li> <li>Pay parking</li> <li>Enforcement</li> </ul>	<ul style="list-style-type: none"> <li>Continued and increased enforcement during peak periods is recommended to further improve parking compliance.</li> </ul>	<ul style="list-style-type: none"> <li>Council could consider pay parking in the future once the public parking areas are constructed in order to help fund any shortfall not covered by the</li> </ul>	<p>Council needs to be firmer on its intentions in terms of paid parking. Parking restrictions were reviewed in 2008 and appear to be satisfactory, but</p>

<b>Element</b>	<b>GTA Review 2010</b>	<b>Traffic Review 2009</b>	<b>Response</b>
<ul style="list-style-type: none"> <li>▪ Signage</li> <li>▪ Monitoring</li> </ul>	<ul style="list-style-type: none"> <li>▪ Paid parking could be implemented during peak times, however would not be justified during off-peak periods.</li> <li>▪ A car parking directional signage strategy should be prepared and implemented to direct drivers to less utilised areas.</li> <li>▪ Continued monitoring is recommended to understand the constant changes that occur within the town centre.</li> </ul>	<p>cash-in-lieu contributions.</p>	<p>Council should review the need for and supply of all-day parking to ensure there is sufficient staff parking for workers. Council should review directional signage.</p> <p>The strategy and car parking supply/demand should continue to be monitored every 3 to 5 years.</p> <p>Council's Local Laws Unit needs to be made aware of the need for increased enforcement during peak periods.</p>
<p>Cash-in-lieu contribution (amount and priorities for expenditure)</p>	<ul style="list-style-type: none"> <li>▪ Annual indexation of the amount is appropriate.</li> <li>▪ The Strategy does not reflect the order in which the car parking projects are planned to be constructed or the timing of construction.</li> </ul>	<ul style="list-style-type: none"> <li>▪ The process undertaken by Council to determine the in-lieu parking rate is appropriate and a rate of \$10,800 per space is reasonable.</li> <li>▪ Council can continue to collect cash-in-lieu contributions after the public parking areas have been constructed.</li> </ul>	<p>Council should continue to require cash-in-lieu contributions. The rate adjusted per 1 July 2011 is \$12,967 per car space.</p>

## Appendix D: Review of 2006 Car Parking Strategy Implementation Actions

Implementation Action	Status	Comment / Ongoing relevance
<p><b>Construction of new public parking</b></p> <ul style="list-style-type: none"> <li>▪ Purchase of land and construction of public parking at 7A &amp; 7B Walker Street.</li> <li>▪ Reconfiguring of car parking within existing road reserves at:               <ul style="list-style-type: none"> <li>○ The Esplanade</li> <li>○ Cliff Street</li> </ul> </li> </ul>	<p>None of the proposed works have commenced. No timeframes have been specified.</p>	<p>Construction of the proposed car parking spaces is still relevant to increase the pool of public parking in the town centre. Council needs to recommit to the proposed acquisition and construction, prioritise works and provide a timeline. Timing depends on:</p> <ul style="list-style-type: none"> <li>▪ The amount of cash-in-lieu contributions received.</li> <li>▪ Opportunity to construct works in conjunction with adjoining private developments or public works.</li> <li>▪ The timing of sale of the properties to be purchased.</li> </ul>
<p><b>Land acquisition 7A &amp; 7B Walker Street</b></p> <ul style="list-style-type: none"> <li>▪ Apply a PAO to the land</li> <li>▪ Purchase the land</li> </ul>	<p>A Public Acquisition Overlay (PAO) has been applied to the land, but Council has not made any intentions to purchase the land.</p>	<p>As per above, Council needs to recommit to the proposed acquisition and construction, prioritise works and provide a timeline as to when it is likely that the land will be required.</p>
<p><b>Collection of cash-in-lieu contributions</b></p> <p>Cash-in-lieu contributions will be collected from developers of land where parking spaces required for a development are not provided on-site.</p>	<p>A car parking reserve account is held to collect cash-in-lieu contributions from developers.</p>	<p>The collection of cash-in-lieu contributions is still a valid approach to enable the construction of pools of public parking in the town centre. This is of ongoing relevance, until Council is satisfied that funds are no longer required to be put towards public parking (e.g. if the proposed works have been completed and costs recouped, and no further works are required). Outstanding commitments need to be followed up.</p>
<p><b>Monitoring of cash contributions and car parking provision</b></p> <ul style="list-style-type: none"> <li>▪ To ensure that the Strategy is being implemented effectively, it is necessary for on-going monitoring of the following information:           <ul style="list-style-type: none"> <li>○ Details of commercial developments approved in the Town Centre (i.e. land use and floor area).</li> <li>○ The number of car parking spaces required to be provided for the use/development.</li> <li>○ The number of spaces provided on-site, and the number for which a cash-in-lieu contribution is accepted.</li> <li>○ The amount of any cash contribution that has been required as a condition of approval.</li> <li>○ Whether the cash contribution has been paid.</li> <li>○ Details of any payment plan that may have been negotiated with the land owner/developer.</li> <li>○ Details of expenditure from the cash-in-lieu account on parking projects in the Town Centre.</li> </ul> </li> </ul>	<p>Registers are kept of required and received cash-in-lieu contributions and commercial developments.</p>	<p>Monitoring should continue to be undertaken. It appears that registers are not kept up-to-date. Progress of the implementation of the strategy is not communicated well across the organisation.</p>

<ul style="list-style-type: none"> <li>o The balance of funds in the cash-in-lieu account.</li> <li>▪ This information should be held in a register and made publicly available if requested, for transparency purposes, and progress with implementation of the Strategy should be reported to the broader organisation annually. This will assist with planning of capital works, land purchase and budget expenditure.</li> <li>▪ To ensure that the Car Parking Strategy remains relevant, it should be reviewed after five years of operation, or prior to completion of publicly funded car parking initiatives identified in the Strategy being completed, whichever comes first.</li> </ul>	<p>The progress is not reported annually to the broader organisation.</p> <p>A first review of the strategy is being undertaken. No publicly funded car parking initiatives have commenced.</p>	
<p><b>Changes to the Planning Scheme</b></p> <ul style="list-style-type: none"> <li>▪ The following changes will be needed in order to implement the outcomes of the strategy:             <ul style="list-style-type: none"> <li>o Modify Clause 21.10 – ‘Torquay Jan Juc Strategy’ to clarify the role of the Car Parking Strategy.</li> <li>o Include the Car Parking Strategy as a Reference Document.</li> <li>o Introduce a local policy at Clause 22 that details the relevant policy for consideration of car parking in relation to planning applications for use and development.</li> <li>o Modify the Schedule at Clause 52.06 to amend the rates applicable to various uses in accordance with the recommendations of this Strategy.</li> <li>o Apply a Design and Development Overlay (DDO) to land in the Town Centre which contains performance criteria concerning provision of parking on private land.</li> <li>o Apply a Public Acquisition Overlay (PAO) over land at 7A and 7B Walker Street.</li> </ul> </li> </ul>	<p>Planning Scheme Amendment C37, approved on 10 June 2010, implemented the outcomes of the strategy.</p> <p>Elements of the strategy are included in the Torquay-Jan Juc Strategy.</p> <p>The strategy is included as a reference document.</p> <p>No policy introduced.</p> <p>The Schedule to 52.06 has been amended by inclusion of generic car parking rates for the town centre.</p> <p>The DDO6 has been applied to the town Centre.</p> <p>The PAO has been applied.</p>	<p>This implementation action has been completed. A local policy has not been introduced, however this is no longer required and is not consistent with DPCD directions that aim to limit the use of local policies.</p>

## Appendix E: Strategy Implementation Schedule

Implementation action	Responsible party	Supporting party	Estimated cost	Funding source	Timing
<p>1. Construct new public parking in the following locations:</p> <p>1.1. The Esplanade: road reserve widening and construction of 60 or 90° angled parking on the east (foreshore) side between Zeally Bay Rd and Gilbert St.</p> <p>1.2. Cliff Street: construction of 90° angled parking on east side.</p> <p>1.3. 7A and 7B Walker Street: construction of 25 new car spaces.</p> <p>1.4. Fischer Street: construction of 90° angled parking on the east side adjacent Taylor Park.</p>	SCS SCS SCS SCS	GORCC Landowners Landowners GORCC	\$74,278 \$67,334 \$108,829 tbc	Cash-in-lieu contributions	2012/13 2013/14 2016/17 2019/20
2. Acquire land at 7A and 7B Walker Street, Torquay for the purposes of constructing public parking.	SCS	Landowners	\$1,085,000	Cash-in-lieu contributions	2015/16
3. Construct new publicly accessible private parking areas on strategic redevelopment sites in the following locations:	Landowners/ developers		nil	Private developments	As private developments occur
3.1. Zeally Bay Road – west of Walker Street					
3.2. Zeally Bay Road – east of Cliff Street					
3.3. The Esplanade – north and south of Gilbert Street					
3.4. Cliff Street					
4. Upgrade the informal parking spaces on the north side of Zeally Bay Road and undertake landscaping works to enhance the entries to Taylor Park and strengthen the visual and physical links between the Park and the Town Centre.	SCS	GORCC	tbc	Capital Works	2012/13
5. Commence negotiations with GORCC and the Department of Sustainability and Environment to widen the road reserve of The Esplanade between Zeally Bay Road and Gilbert Street to enable the construction of angled car parking on the east (foreshore) side.	SCS	GORCC, DSE			2012/13
6. Initiate a review of time restrictions along the north side of Zeally Bay Road after completion of the landscape treatments in and adjacent Taylor Park.	SCS	GORCC			2013/14
7. Undertake a study to review the traffic management and urban design/streetscape recommendations of the <i>Torquay Town Centre Revitalisation Project – Jump Starting the Heart</i> report, including the proposal to change Gilbert Street to one-way traffic.	SCS		\$20,000		2012/13
8. Implement the Town Centre Access and Circulation Plan and the following associated traffic management measures:	SCS	VicRoads		TJJ DCP	
8.1. Signalisation and upgrade of Surf Coast Hwy / Beach Rd intersection			\$908,379		2013/14
8.2. Signalisation and upgrade of Surf Coast Hwy / Zeally Bay Rd intersection			\$839,805		2015/16
8.3. Upgrade of Surf Coast Hwy / Anderson St intersection			\$145,643		2015/16
8.4. Closure of median opening at Surf Coast Hwy / Bristol Rd intersection			tbc		2015/16
8.5. Widening of Fischer Street between Beach and Zeally Bay Roads			\$432,519		2019/20
8.6. Upgrade of The Esplanade / Zeally Bay Rd intersection			tbc		2019/20
8.7. Convert Gilbert Street to one-way traffic and widen footpath			\$100,000		2013/14

Implementation action	Responsible party	Supporting party	Estimated cost	Funding source	Timing
9. Investigate the options for paid parking in the Town Centre.	SCS				2012/13
10. Prepare and implement a car parking directional signage strategy to direct drivers to less utilised parking areas in the Town Centre.	SCS				2012/13
11. Investigate appropriate locations for the provision of parking for buses/coaches and long/recreational vehicles.	SCS	Traders, tour operators			2012/13
12. Undertake a study to identify the need and locations for end of trip bicycle parking facilities in the Town Centre.	SCS				2012/13
13. Enhance opportunities for walking and cycling: 13.1. Improve linkages to the foreshore and Taylor Park; 13.2. Complete the construction of pedestrian paths and on-road cycle lanes in accordance with the Pathways Strategy and identify any missing sections; 13.3. Make provision for the installation of end of trip bicycle parking facilities in new developments and in public areas.	SCS	GORCC, developers/landowners	tbc	Pathways budget	2012-17
14. Promote opportunities for the use of public transport: 14.1. Improve facilities at bus stops, including sheltered seating, timetable information and lighting; 14.2. Provide clear, safe, attractive and direct pedestrian and cycle access to public transport stops; 14.3. Promote the continuation/re-introduction of a shuttle bus during peak periods.	SCS	DOT, Mcharrys, tourist operators, traders	tbc		2012-17
15. Collect and monitor cash-in-lieu contributions.	SCS		nil		Ongoing
16. Monitor parking restrictions in the Town Centre every 3-5 years.	SCS				2013/14
17. Monitor the provision of loading, taxi, bus/coach and disabled parking in the Town Centre every 3-5 years.	SCS				2013/14
18. Conduct parking surveys every 3-5 years on two occasions in the year – peak (mid January) and non-peak (May-July).	SCS		\$20,000	SP Budget	2013-15
19. Review the Strategy every 5 years.	SCS		\$10,000	SP Budget	2015/16
20. Continue and increase enforcement during peak periods to further improve parking compliance.	SCS			Local Laws	Ongoing
21. Prepare an amendment to the Surf Coast Planning Scheme to: 21.1. Include the <i>Torquay Town Centre Parking and Access Strategy 2011-16</i> as a reference document at Clause 21.08 and DDO6; 21.2. Modify the <i>Torquay Town Centre Parking Precinct Plan, October 2008</i> which is an incorporated document in the Planning Scheme; 21.3. Modify the Schedule to Clause 52.06-6 to reflect the modified Parking Precinct Plan.	SCS	DPCD	\$5,000	SP Budget	2012/13

SCS – Surf Coast Shire  
 GORCC – Great Ocean Road Coastal Committee  
 DOT – Department of Transport  
 DPCD – Department of Planning and Community Development

DCP – Developer Contributions Plan  
 SP – Strategic Land Use Planning



## Appendix F: Estimated Car Parking Costs (as per July 2011)

Based on preliminary design and costing by Traffix Group and preliminary valuation by Southern Cross Property Services in 2006. Construction costs indexed annually based on Rawlinson Australian Construction Handbook – Building Price Index, Melbourne. Land purchase price adjusted based on annual changes in Torquay median house prices recorded by RP Data.

Site No.	Location	Existing car spaces	Additional spaces	Development	Construction cost	Land purchase	Total cost	Cost/space
1	The Esplanade	17	22	2.2m road reserve widening. Traffic management, new pavement, kerb & channel, line-marking, re-sheeting, signage.	\$74,278	\$0	\$74,278	\$3,376
2	Cliff Street	18	14	Traffic management, new pavement, kerb & channel, line-marking, re-sheeting, signage.	\$67,334	\$0	\$67,334	\$4,809
3	7A & 7B Walker St	31	25	New pavement, kerb & channel, concrete islands, line-marking & signage.	\$108,829	\$1,085,000	\$1,193,829	\$36,353
				Contingency (25%)	\$62,610		\$62,610	
<b>TOTAL</b>			<b>61</b>		<b>\$313,051</b>	<b>\$1,085,000</b>	<b>\$1,398,051</b>	<b>\$22,919</b>

*Note: the figures used in the table are an estimate only and are subject to change subject to detailed design drawings, costings, land valuation and other costs associated with land purchase.*

## Appendix G: Preferred Locations of Parking on Private Land





**SURF COAST SHIRE**

PO Box 350  
Torquay VIC 3228

P: (03) 5261 0600

E: [info@surfcoast.vic.gov.au](mailto:info@surfcoast.vic.gov.au)

W: [www.surfcoast.vic.gov.au](http://www.surfcoast.vic.gov.au)