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1 INTRODUCTION

This section contains specific local objectives and controls for development in Toronto town centre as defined in Figure 4; Extent of Area Plan and are in addition to the general provision contained in Part 4. For general development controls, see Part 4 – Development in Centres and Mixed Use Employment Zones. Where conflict arises between this section and Part 4, the controls in the Toronto Area Plan take precedence.

1.1 BACKGROUND

Toronto is the major commercial centre on the western side of Lake Macquarie. Located on the Lake foreshore approximately 30 kilometres south of Newcastle, Toronto has evolved from an essentially tourism-based past into a key local centre servicing adjoining residential areas.

Whilst maintaining the qualities that give Toronto town centre its identity, Toronto needs to adapt and develop in response to broader issues of economic, demographic and structural change within the region.



img_115

Figure 1 - Toronto viewed from Lake Macquarie

1.2 EXISTING CHARACTER

The character of the town centre is defined by its close connection to Lake Macquarie, ready public access to the lake foreshore, generally low scale development and a treed backdrop, as demonstrated in Figures 1 and 2.

The Town Centre is bounded by a significant ridgeline to the south, Cary Street (a busy collector road) to the west, by the lake to the east and a residential heritage precinct to the north.

European Heritage

Toronto was the earliest settlement of the area on the shores of Lake Macquarie. The Victory Parade foreshore area was the location of this original settlement, which centred on the bluff overlooking the lake.

In 1831, the Reverend Threlkeld was granted land on the current town site, which extended as far as LT Creek (Lancelot Threlkeld Creek) at Fassifern. The same year, he established an Aboriginal Mission on the site now occupied by the Toronto Hotel. The land was later farmed until purchased and subdivided in 1887 by Excelsior Land Investment as a sublime nineteenth century recreational resort, surrounded by small residential lots. The Fassifern-Toronto rail opened in 1891, supporting development of the area as a holiday destination.

The historic Toronto Hotel was built in 1888. It survives as the centrepiece of the resort ‘pleasure grounds’ that extended from Victory Parade to The Boulevard and Cary Street. The Toronto Railway Station remains on the rail alignment below the hotel and bluff, along with three vernacular lakeside cottages on the lake edge.

Aboriginal Heritage

The area along Victory Parade and the foreshore has particular interest and significance for the Aboriginal community who camped on the former mission site. It is identified as Sensitive Aboriginal Cultural Landscape.



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Figure 2 - View from marina to bluff with Toronto Hotel located above the railway station

Scenic Quality

Views to and from the lake play a vital part in Toronto’s character and sense of place, as demonstrated in Figures 1 and 2.

From the lake, the tree line along the ridge of Excelsior Parade – at an elevation of about 40 metres above the lake – forms a green backdrop to the town. The canopy of trees in the foreshore park, Goffet Park, and the large figs along The Boulevard are readily visible with the current scale of development. The Toronto Hotel and its Canary Island Date Palms are located on the bluff, which rises about 16 metres above the lake at Victory Parade. The hotel and bluff form the central landmark of the town.

The spire of the Anglican Church at the corner of Cary Street and Brighton Avenue is also a distinctive landmark on higher ground to the southwest of the town core.

From the town centre, there are lake vistas from Brighton Avenue, the Toronto Hotel, Victory Parade and Bath Street adjacent the Toronto Yacht Club area, as shown in Figure 3 - Toronto Town Centre Structure Plan.

The scale, height and form of future development should not detract from these scenic qualities or interrupt the identified vistas.

Vehicle Access and Movement

The town core is within a triangle formed by Cary Street, Victory Parade and The Boulevard. The majority of retail activity fronts The Boulevard, which forms a traditional main street. Other significant retail is located within large floor space retail development associated with Coles, Woolworths or Aldi.

The Boulevard between Cary Street and Victory Parade is about 450 metres long, with only one connecting street (Pemmell Street) running south. Traffic circulation is constrained by this lack of street connectivity.

Off-street car parking is distributed either side of The Boulevard: at the Council multi-deck car park adjacent Woolworths in Hinton Lane; at grade adjacent to the Aldi development; at grade off Donnelly Avenue adjacent Coles and the Toronto Hotel; and in the basement level of the Coles development.

Cary Street is a Transport for NSW (TfNSW) Main Road (MR 217) with up to four travel lanes. It forms a physical barrier between western and eastern parts of the town. The western sector of the town is more suited to vehicle-oriented businesses.

Future development in the core of the town may provide the opportunity for improved north-south links and for basement or multi-deck car parking.

Pedestrian Circulation and Public Places

Most pedestrian activity is focussed on the south side of The Boulevard, the southern end of Victory Parade, The Town Square, and the link to Hinton Lane adjacent to the Frith's Store. Generally, the town centre is not well served by pedestrian connections or adequate gathering places.

Future development should make north-south connections more readily visible and accessible. It should also improve the extent and quality of *al fresco* space on The Boulevard, and provide pedestrian space with active frontage on the Post Office site.

Built Form

The town centre contains a mixture of building styles dating from the 1890s to the present, ranging in height between one and three storeys.

Lots and building footprints on The Boulevard generally reflect the historic pattern of subdivision in the former Excelsior's Estate, although there are few instances of significant lot consolidation. Buildings on The Boulevard address the street, are built to the street boundary, and have established street planting.

Cary Street features commercial and vehicle related uses that have various setbacks and little active frontage to the street boundary. Retail uses include McDonalds, car yards and service stations, TfNSW offices, a telephone exchange and the Toronto District Court House.

Prominent built forms within the Town Centre include the Toronto Hotel, Coles and Woolworths supermarkets, Council Library, the Court House, the Uniting Church and Anglican Churches. These buildings, due either to their recent construction or heritage value, are unlikely to change in the medium to long term.

Post Office Site

Redevelopment of the Post Office site should provide a new one way vehicle lane from the Donnelly Avenue car park south to The Boulevard. It should also improve pedestrian space either side of the new lane and provide retail floor space with an active retail frontage to the new lane.

1.3 ENVIRONMENTAL CONSTRAINTS

Sensitive Aboriginal Cultural Landscape

The foreshore area and land around the present hotel are identified as Sensitive Aboriginal Cultural Landscape. Development on sites in this area will be subject to the provisions of the *Lake Macquarie Aboriginal Heritage Management Strategy*.

1.4 DESIRED FUTURE CHARACTER

Activity and Uses

The desired future character for Toronto is an active pedestrian-friendly centre that supports the economic and cultural activities of the local population, visitors and tourists. The Town Centre would be made more vital and pedestrian-friendly by the introduction of increased residential population and strategically located mixed-use development. Victory Parade would be further developed as a restaurant, café and tourist area with tourist and visitor accommodation.

Town Centre Structure

The future structure of the Toronto town centre, as shown in Figure 3 - Toronto Town Centre Structure Plan should:

- protect key views east to the lake, and west to the Watagans
- maintain the visual prominence of the Toronto Hotel from the water and the lake foreshore
- maintain the visual prominence of the Anglican Church spire at Cary Street and Brighton Avenue
- improve pedestrian connections throughout the Town Centre, particularly in the north-south direction
- activate the foreshore and Victory Parade as an interface between the lake and the town centre
- enhance the Town Square and connections to The Boulevard, and
- maximise use of the southern side of The Boulevard for *al fresco* activity.

Built Form

Development should be of appropriate height and scale to avoid undesirable impacts on the scenic quality of the township, especially as it is viewed from the lake. Future development should establish a high quality built form, especially along the waterfront.

Development within the E1 Zone core of the town centre should generally be of a low scale (two to three stories) perimeter block form built to the street boundary and side boundaries, to provide a continuous pedestrian strip.

Where it is possible without having an adverse impact on the visual or physical access to the lake, additional height on Victory Parade and the north side of The Boulevard should provide quality retail and office space, with residential and visitor accommodation on upper levels.

Other development on steeper MU1 zoned land to the south should generally be smaller scale (two to three stories), with large rear setbacks in order to maintain tree cover and visual amenity from the lake and the foreshore.

Development on flatter land west of Cary Street should maximise façade length and floor space built to the street frontage.

Vehicle access points in the core area should be located to minimise pedestrian movement on active street frontages. Where achievable, vehicle parking should be located in basement excavations.

Building Character

Toronto development character should reflect the high amenity waterside location and its popularity as a social and recreational destination on the lake. Balconies and terraces should be oriented for water views and for sun access, and provide recessed areas sheltered from prevailing winds and westerly sun. Upper residential levels should be well set back and lighter weight in appearance. Light colours, awnings and moveable screening should be used to enhance the character of a contemporary waterside destination. Buildings on Cary Street should incorporate heavier masonry façades and smaller glazing areas to manage noise and air quality.

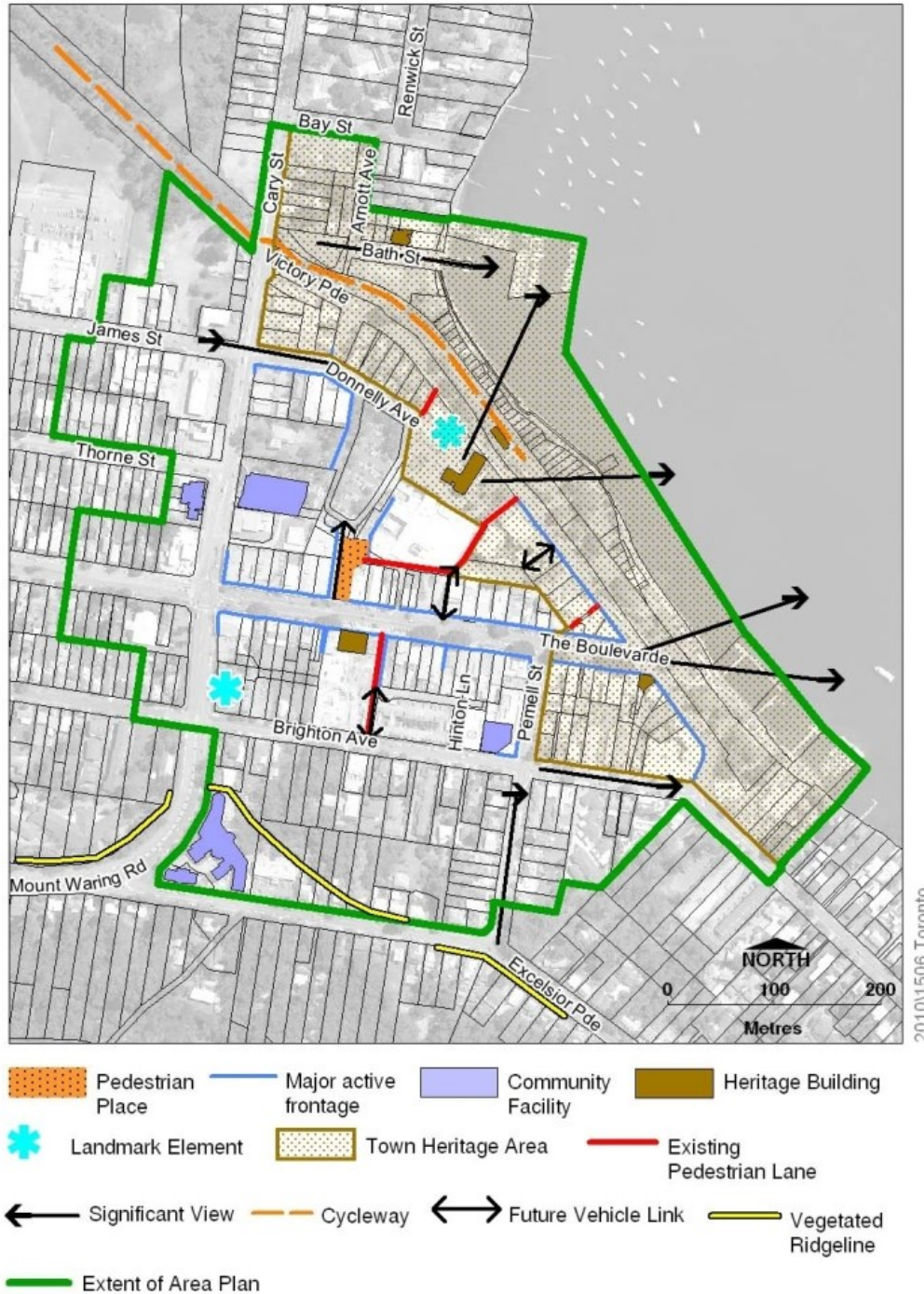


Figure 3 - Toronto Town Centre Structure Plan

2 DEVELOPMENT CONTROLS

This area plan applies to the area bounded by the green line, as shown in Figure 4 - Extent of Area Plan and Key to Block Plans.

Plans and sections are provided for each of the town centre blocks. The Block Controls are designed to respond to the topography, aspect and context of each block and street frontage, in order to support the desired future structure, built form and character of the Toronto town centre (Figures 6-26).

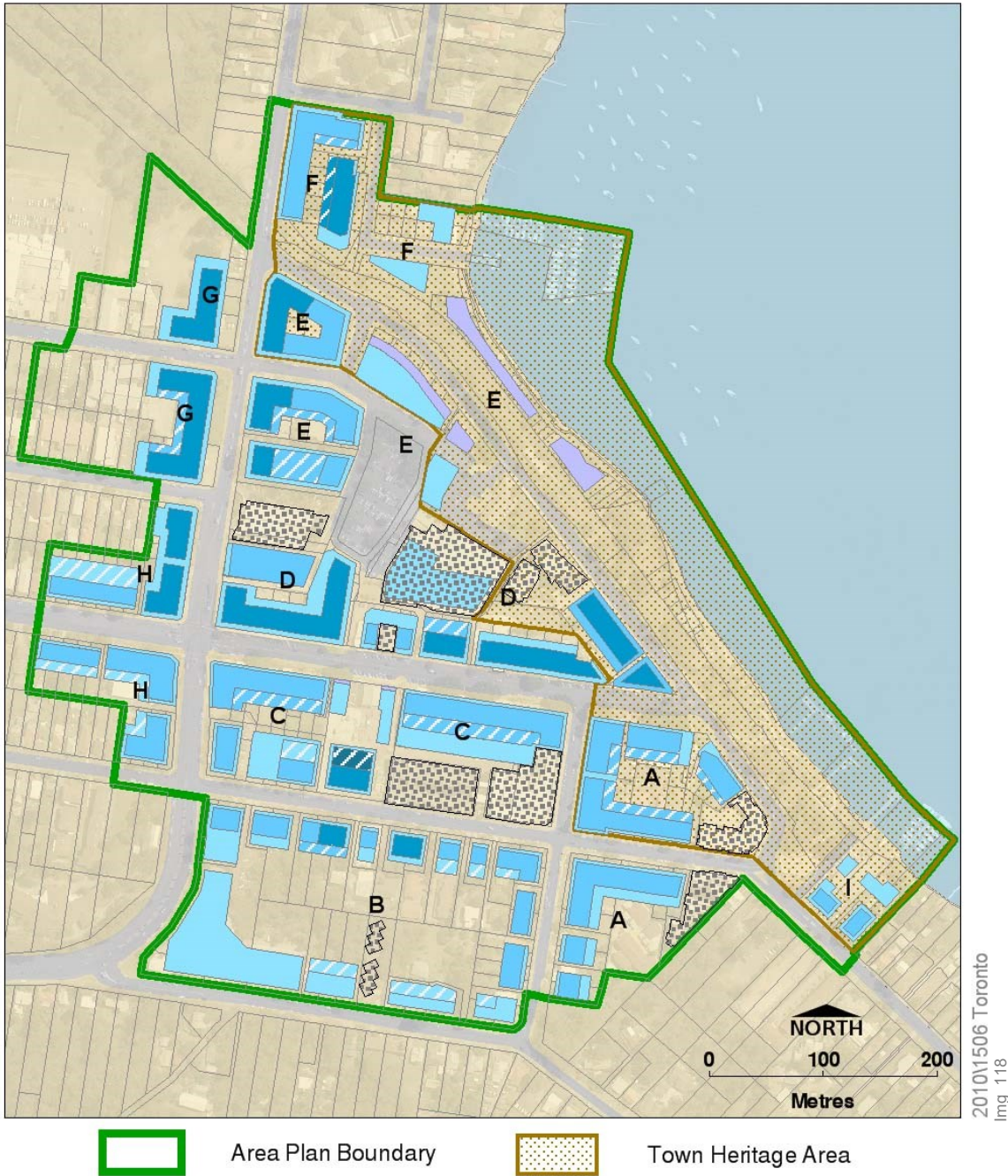


Figure 4 - Extent of Area Plan and Key to Block Plans (see Figures 6-26)

2.1 BLOCK CONTROLS

The Block Plans show the overall desired structure of development, and the spatial relationship between development and the street at a block-by-block view. They are based on site context, existing street character, and the desired future character of the town centre.

The Block Plans and sections provide general building envelopes including heights in storeys and indicative building footprints. They do not dictate lot amalgamations, or describe the design of future buildings.

Block Plans and Sections show the key built form outcomes Council is seeking and include:

- The location of public open space, public pedestrian links, and street awnings,
- The location of new vehicle links,
- The location of non-residential uses,
- Front setbacks at street level and upper levels,
- The desired location of building mass close to the street,
- The overall maximum depth of development,
- The expected provision of basement car parking,
- Aspects where building mass should be broken up (i.e. 50 per cent occupied areas).

Site planning and building design should be informed by both the Block Controls and a detailed site and context analysis.

Objectives

- a. To improve the amenity and connectivity of the public domain.
- b. To improve vehicle circulation and access to public transport.
- c. To ensure that building scale, height and setback contributes to the desired future character of the town centre.

Controls

1. Development must make a positive contribution to the desired future character of the town centre as described in Section 1.4.
2. A development proposal must address the requirements of the relevant Block Plan and Section(s), as shown in Figures 6-26.
3. Site planning and building design must be based on a comprehensive site and context analysis.

3 CONTEXT AND SETTING

3.1 SCENIC QUALITY

Objectives

- a. To maintain and enhance street views from the town centre to Lake Macquarie.
- b. To maintain and enhance street views from the town centre to the Watagans.
- c. To maintain and enhance the visual prominence of the Toronto Hotel and the bluff, as viewed from the lake foreshore and from the water.
- d. To maintain the visual prominence of the spire of the Anglican Church on the corner of Cary Street and Brighton Avenue.
- e. To maintain and enhance the treed slope and ridgeline to the south of the town centre, as viewed from the lake foreshore, and from the water.

Controls

1. A development proposal must include a 3D electronic model of the development that can be viewed from the surrounding streets, the foreshore reserve, and from the lake, for selected development sites up to 500 metres from the foreshore.
2. The height, scale and setback of development in the area bounded by Victory Parade, Carey St and Brighton Avenue must be designed to protect the visual prominence of the Toronto Hotel and the spire of the Anglican Church, as shown in Figure 3 - Toronto Town Centre Structure Plan.
3. Development must maintain, or contribute to a continuous tree canopy on the ridgeline along Excelsior Parade when viewed from the lake foreshore, and from the lake.

Note: See Part 2 – General Provisions for general Site Analysis requirements.

3.2 SENSITIVE ABORIGINAL CULTURAL LANDSCAPE

Objectives

- a. To ensure that the cultural and archaeological significance of a development site and its context are determined prior to any development.
- b. To manage and interpret the Sensitive Aboriginal Cultural Landscape in consultation with the local Aboriginal community.

Controls

1. An Aboriginal Heritage Impact Statement must be prepared and lodged for a development proposal that is wholly or partly within the area shown cross hatched in Figure 5: Sensitive Aboriginal Cultural Landscape in Toronto.
2. The Aboriginal Heritage Impact Statement must be prepared in accordance with the *Lake Macquarie Aboriginal Heritage Management Strategy*.



Figure 5 - Sensitive Aboriginal Cultural Landscape in Toronto

3.3 TOWN CENTRE HERITAGE AREA

Objectives

- a. To maintain, enhance, manage and interpret the European cultural landscape of the Town Heritage Area, as shown in Figure 4 - Extent of Area Plan and Key to Block Plans.
- b. To maintain the visual prominence of the Toronto Hotel and the bluff, as viewed from the lake and the lake foreshore.
- c. To maintain the physical structures and landform related to the construction and operation of the Fassifern-Toronto rail line.
- d. To maintain the low small-scale built form between the lake and the rail line.
- e. To maintain foreshore setbacks and heights compatible with the residential scale of historical development along the lake foreshore development.

Controls

1. A development proposal on a site within the Town Heritage Area, as shown in Figure 4 - Extent of Area Plan and Key to Block Plans, must include a detailed site and context analysis, accompanied by a 3D electronic model that includes:
 - i. Views to both the proposed development and the Toronto Hotel and bluff, from a distance of between 100 metres and 500 metres on Lake Macquarie;
 - ii. Views to the proposed development from any point along the lake foreshore between the Yacht Club and the Toronto baths; and
 - iii. Details of any adjoining identified heritage items.
2. A development proposal on a site within the Town Heritage Area must maintain the visual prominence of the Toronto Hotel and the bluff, as viewed from the lake and the lake foreshore.

3. A development proposal on a site within the Town Heritage Area must not disturb or otherwise alter the landform related to the construction and operation of the Fassifern-Toronto rail line.
4. A development proposal on Lot 1 DP 345150, Lot 45-57 DP 8868, Lot 72-75 DP 9111, and Lot 77-78 DP9120 on the foreshore, as shown in Block E Section E1-E1 and Figure 18 - Block E Section E2-E2, must:
 - i. be set back a minimum of 8 metres from the high water mark
 - ii. not exceed one storey and 6 metres in height
 - iii. not exceed a building footprint of 120m², and
 - iv. have a gable or hip roof form.
5. A development proposal on Lots 26, 28 and 29 DP 2505, and Lots A and B DP 412432 must be set back from the lake foreshore a minimum of 25 metres from median high watermark, and comply with the controls, as shown in Block I Control Plan and Section (Figure 25 - Block I Control Plan and Figure 26 - Block I Section I- I).
6. A development proposal adjacent to or within the curtilage of a listed heritage item must include:
 - i. A heritage assessment;
 - ii. Statement of heritage impact; and
 - iii. A streetscape analysis.

4 STREETS AND PUBLIC SPACE

4.1 PEDESTRIAN LANES

Objectives

- a. To establish and enhance pedestrian links that are open to the sky for north-south movement between Brighton Avenue, Hinton Lane, The Boulevarde and Victory Parade.
- b. To establish new pedestrian and vehicle connections from the future retail core to the north.

Controls

1. Development on Lot C in DP 390795 (see Block C Control Plan) must include a pedestrian lane on a single alignment, with a minimum clear corridor width of 6 metres and open to the sky, as shown in Block C Control Plan.
2. Development on Lot 109 in DP243194 and Part 39 Section 11 in DP 2505 must include a vehicle lane and pedestrian lane on a single alignment, with a minimum total corridor width of 15 metres and open to the sky, as shown in Block C Control Plan.
3. Development on SP 42812 must be setback 1 metre from its western boundary at street level to provide for an active frontage to the pedestrian lane.
4. Development along each pedestrian lane must provide retail, office or business floor space on the lane frontage at street level.
5. The lane must be free of visual intrusions, including occupiable floor space, and signage structures. Slim profile cantilever awnings are encouraged, to provide intermittent shelter.

4.2 THE BOULEVARDE - SOUTH SIDE FOOTPATH

Objectives

- a. To maximise the area of high quality footpath dining and public space for pedestrians on the south side of The Boulevarde.

Controls

1. Works undertaken within the public domain must be consistent with the provisions of the *Toronto Streetscape Masterplan* and *Streetscape Technical Guidelines*.
2. Development on lots on the south side of The Boulevarde between Cary Street and Victory Parade must include works to minimise pavement level changes, improve pavement finishes and allow for pleasant outdoor dining areas.

4.3 TOWN SQUARE EXTENSION - POST OFFICE SITE

Objectives

- a. To provide a one-way vehicle lane between Donnelly Avenue and The Boulevarde.
- b. To improve pedestrian amenity and activity on both sides of the vehicle lane between the Town Square and The Boulevarde.

Controls

1. Development on Lot A in DP 953214 must include a one-way vehicle lane on a single alignment, with a maximum width of 3.6 metres, as shown in Block D Control Plan.
2. Development on Lot A in DP 953214 must include a footpath with minimum width of 5 metres, as shown in Block D Control Plan and Section.
3. Ground floor uses on Lot A in DP 953214 and Lot 1 in DP 1075158 fronting the new laneway must be pedestrian-based retail uses, active community space or entries to upper level floor space.
4. Development on Lot 1 in DP 1075158 must be set back 3 metres from the eastern boundary, and provide a footpath with minimum width of 5 metres, as shown in Block D Control Plan and Section.
5. Development on Lot A in DP 953214 and Lot 1 in DP 1075158 must include appropriate shade awnings, paving, lighting, seating and bins, and tree and landscape planting to integrate with the existing Town Square.

5 ACCESS AND PARKING

5.1 VEHICLE ACCESS – NORTH SIDE OF THE BOULEVARDE

Objectives

- a. To maximise active retail frontage on the Post Office site, to both The Boulevarde and the pedestrian access to the Town Square.
- b. To provide vehicle access and servicing to the Post Office site from the rear lane.
- c. To provide a two-way vehicle lane from The Boulevarde to the car park located at the rear of the RSL.

Controls

As shown in Block D Control Plan and Section:

1. Development on Lot A in DP953214 and Lot 33 in DP 1098243 must provide a Right of Carriageway that is a minimum 4 metres wide, along the rear boundary.
2. Development on Lots 341 and 342 in DP 786435 must provide a Right of Carriageway that is a minimum 3 metres wide, along the rear boundary.
3. A two way vehicle lane, that is a minimum of 6 metres wide, must be provided from The Boulevarde to the car park located at the rear of the RSL by:
 - i. Development on Lot 37 in DP7601 providing a Right of Carriageway that is a minimum of 3 metres wide along the lots eastern boundary; and
 - ii. Development on Lot 83 in DP9673 providing a Right of Carriageway that is a minimum 3 metres wide, along the lots western boundary.
4. Development proposals on Lot A in DP953214 that seek to provide an active street frontage, alternative provisions for on-site car parking may be made, in accordance with the relevant [Section 7.11 Contributions Plan\(s\)](#) and/or [Council's Policy – Planning Agreement – Car Parking Deficiencies](#).

5.2 SITE ACCESS – CARY STREET

Objectives

- a. To minimise impacts on traffic flow in Cary Street.

Controls

1. For lots with frontage to Cary Street, a development application for intensification of use must include an investigation of an alternative vehicle access to the site other than Cary Street.

6 BUILDING DESIGN

6.1 BUILDING TO THE STREET BOUNDARY

Objectives

- a. To maximise building mass, floor space and activity at the street boundary in the town core.
- b. To define the spatial character of Cary Street as the main through route.

Controls

1. Development must be built to the street boundary, as shown in the Block Control Plans and Sections (Figures 6-26).
2. Development on the west side of Cary Street between Bay Street and The Boulevard must achieve at least one storey built up to the street boundary, for at least 50 per cent of the lot frontage.
3. Development on the east side of Cary Street between Bay Street and The Boulevard must achieve at least two storeys built up to the front setback line, for at least 75 per cent of the lot frontage.
4. Development on The Boulevard between Cary Street and Victory Parade must achieve at least two storeys built up to the boundary, for at least 90 per cent of the lot frontage, except for sites with access lanes or heritage constraints.

6.2 BUILDING HEIGHT

Objectives

- a. To minimise the visual bulk of buildings in the town centre and maintain the visual prominence of the Toronto Hotel, as viewed from the lake foreshore and from the water.
- b. To maintain views to the spire of the Anglican Church at the corner of Cary Street and Brighton Avenue.
- c. To maintain views to the treed ridgeline as a backdrop to the south of the town centre, when viewed from the lake foreshore, and from the water.

Controls

1. The maximum number of storeys must comply with the Block Controls, as shown in Figures 6-26.
2. Where an Area Plan does not specify height in storeys development must not exceed 3 storeys and 13m in height.

6.3 MAXIMUM OCCUPIED AREA

Definition

100 per cent occupied area means that the floor space on that level completely fills the maximum possible area within the setbacks from each boundary.

50 per cent occupied area means that the floor space on that level occupies no more than 50 per cent of the maximum possible area within the setbacks from each boundary.

Objectives

- a. To reduce the bulk and impact of a building mass on residential amenity within the development site or on neighbouring sites.

Controls

1. Development must be consistent with the maximum occupied area controls, as shown in the Block Controls and Sections (Figures 6-26).

6.4 BUILDING EXTERIORS

Objectives

- a. To reduce the visual impact of buildings viewed from the foreshore or from the lake.

Controls

1. Buildings visible from the foreshore or the lake must be predominantly finished in muted tones and neutral colours. White and brightly coloured finishes must be restricted to small detail elements.

7 LANDSCAPE

7.1 TREES ON PRIVATE LAND

Objectives

- a. To reinforce the tree canopy on the slope and ridgeline south of Brighton Avenue.
- b. To conserve and replace large canopy native trees in the triangle between The Boulevard, Victory Parade and Cary Street.
- c. To increase canopy tree planting on private land along Cary Street.

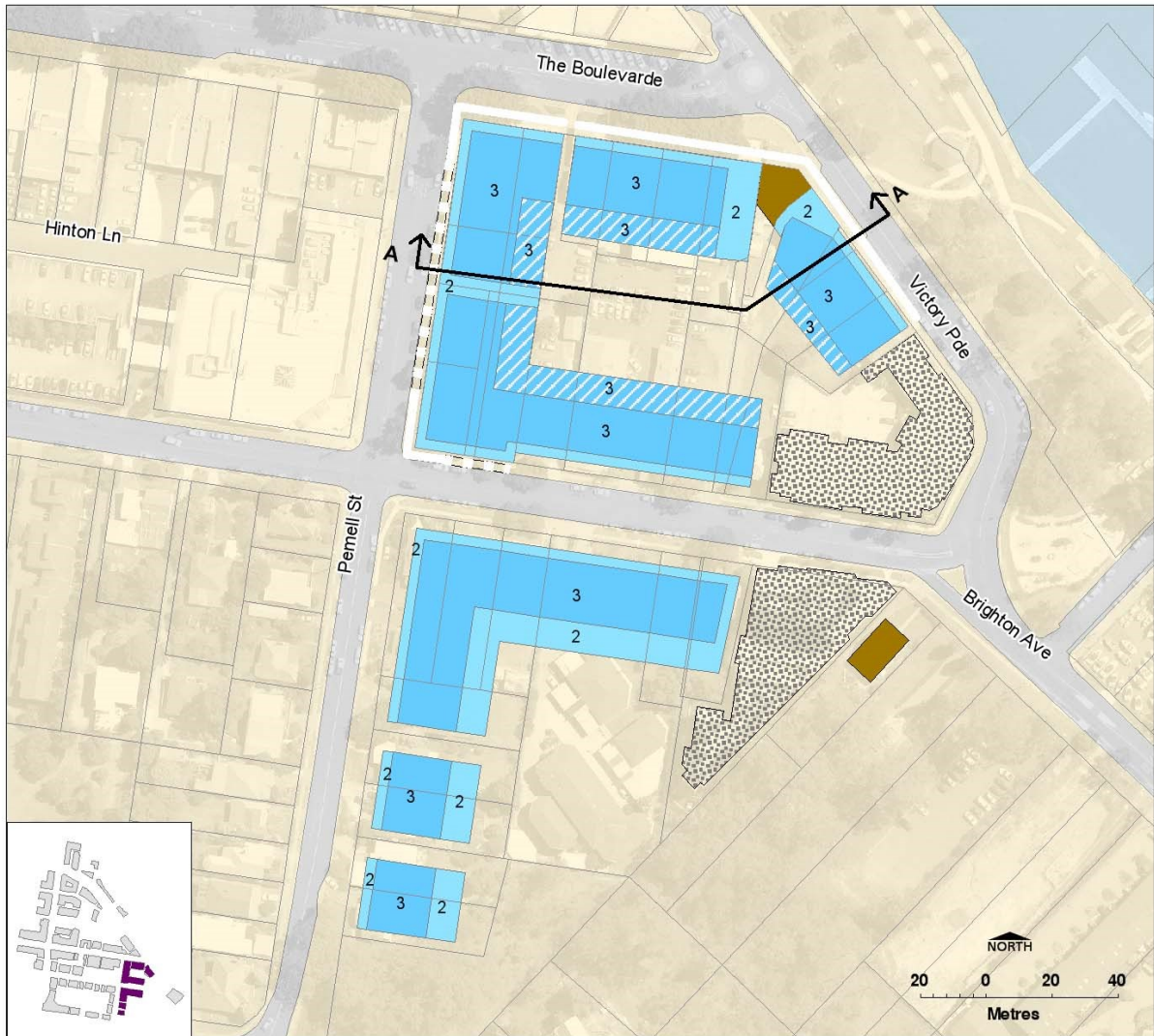
Controls

1. Development on sites south of Brighton Avenue must provide at least a 10 metre rear setback for the retention of existing trees and the planting of new trees.
2. Development on sites south of Brighton Avenue must include planting and maintenance of at least one advanced local native tree for every 100m² of site area.
3. Development on sites with frontage to Cary Street must include installation and maintenance of at least one advanced local native tree for every 5 metres of frontage not occupied by the building, in addition to general tree planting required for car parking areas. The additional trees must be installed within 5 metres of the front boundary, to maximise their visibility from Cary Street.

Note: See Part 2 – General Provisions for general tree planting details.

8 BLOCK CONTROLS

Note: Uses shown in the sections are indicative only.



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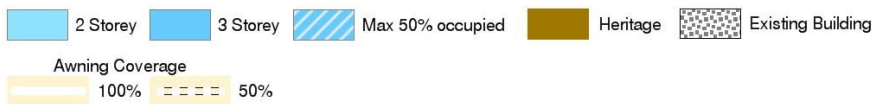
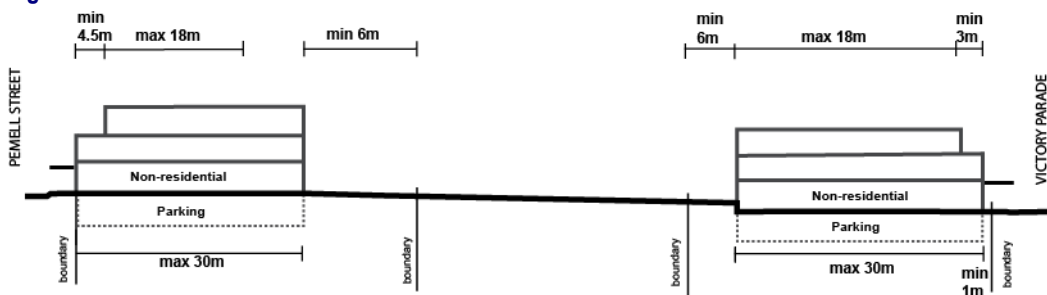


Figure 6 - Block A Control Plan



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Figure 7 - Block A Section A-A



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Figure 8 - Block B Control Plan

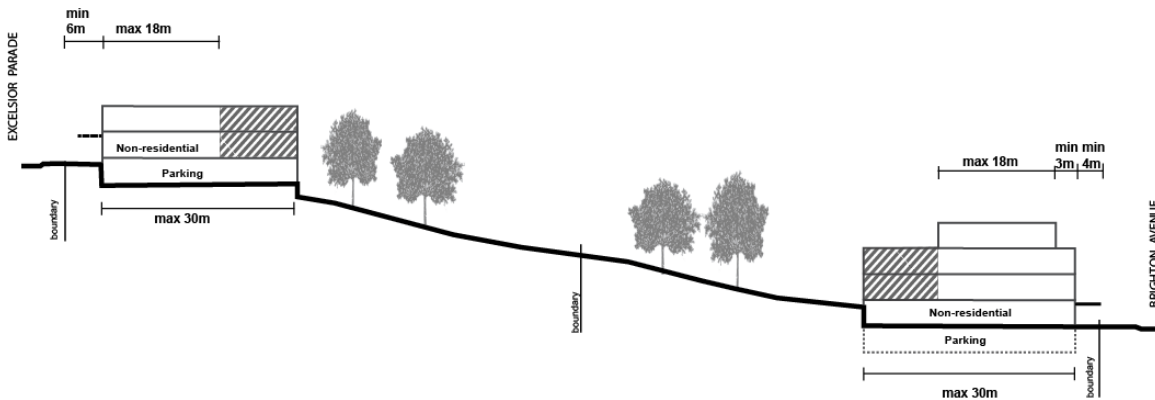
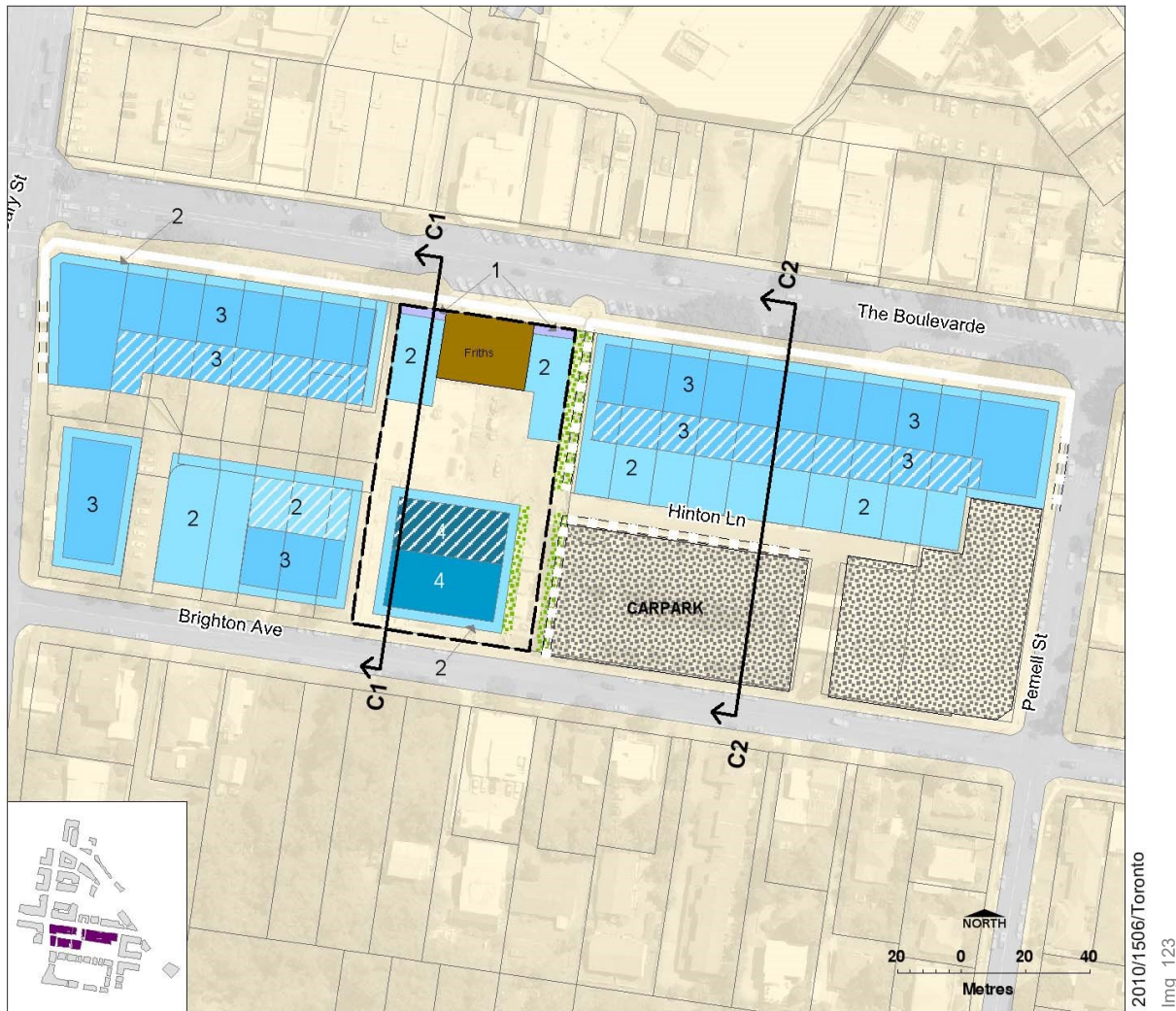


Figure 9 - Block B Section B-B

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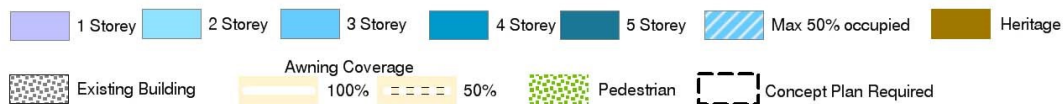
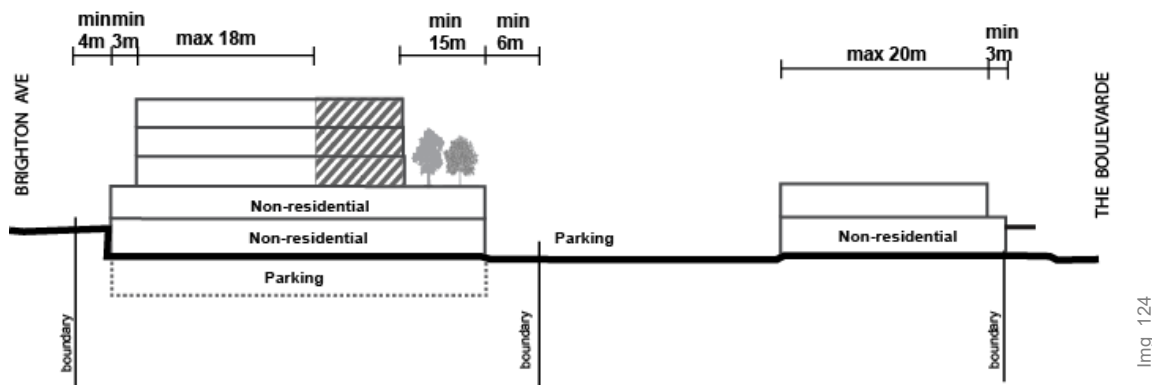
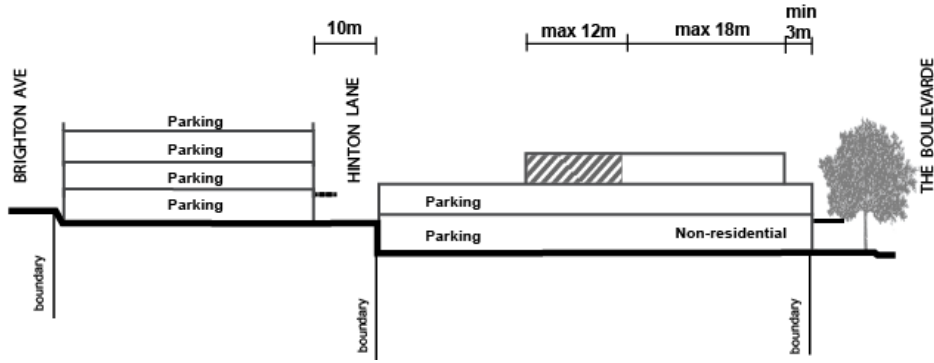


Figure 10 - Block C Control Plan



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Figure 11 - Block C Section C1-C1



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Figure 12 - Block C Section C2-C2

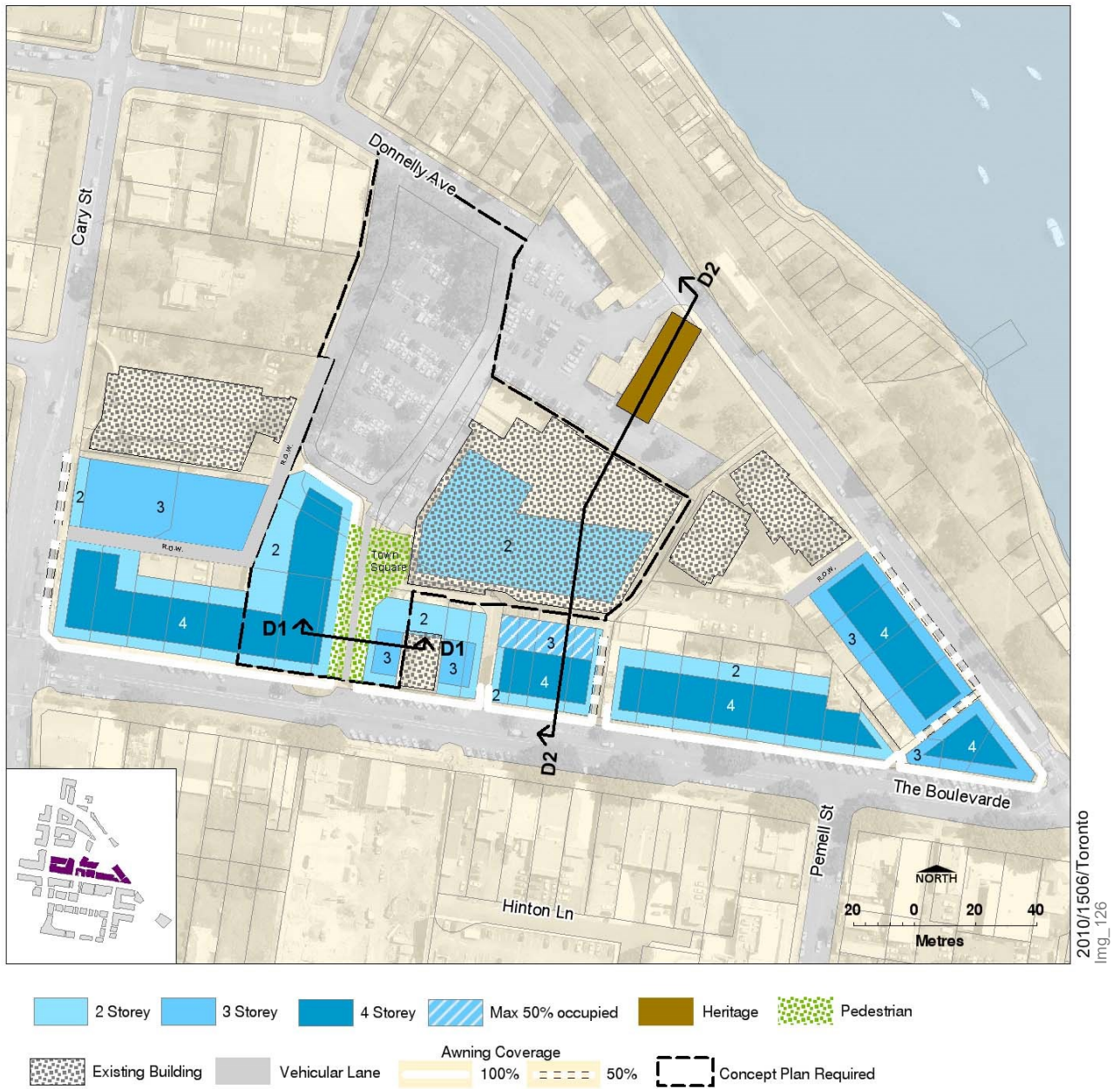


Figure 13 - Block D Control Plan

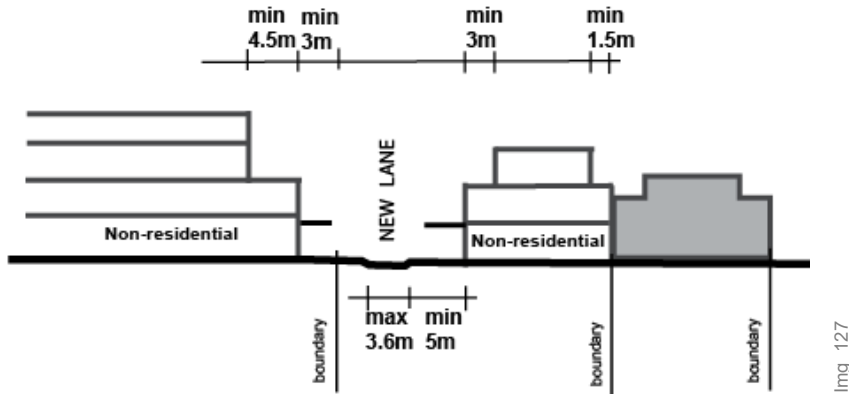


Figure 14 - Block D Section D1-D1

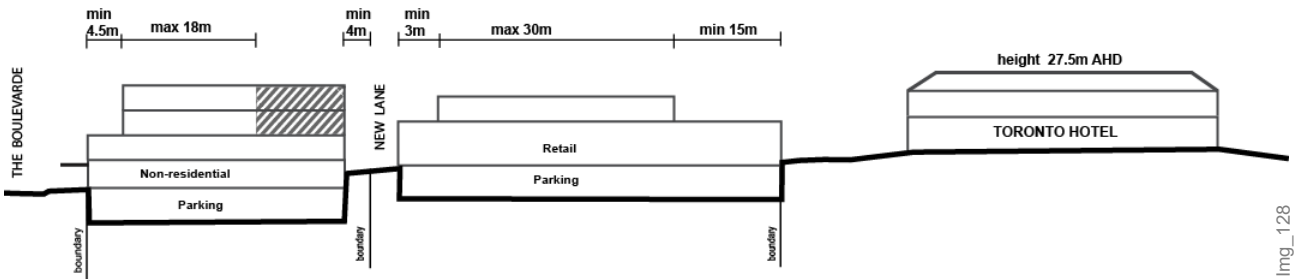


Figure 15 - Block D Section D2-D2

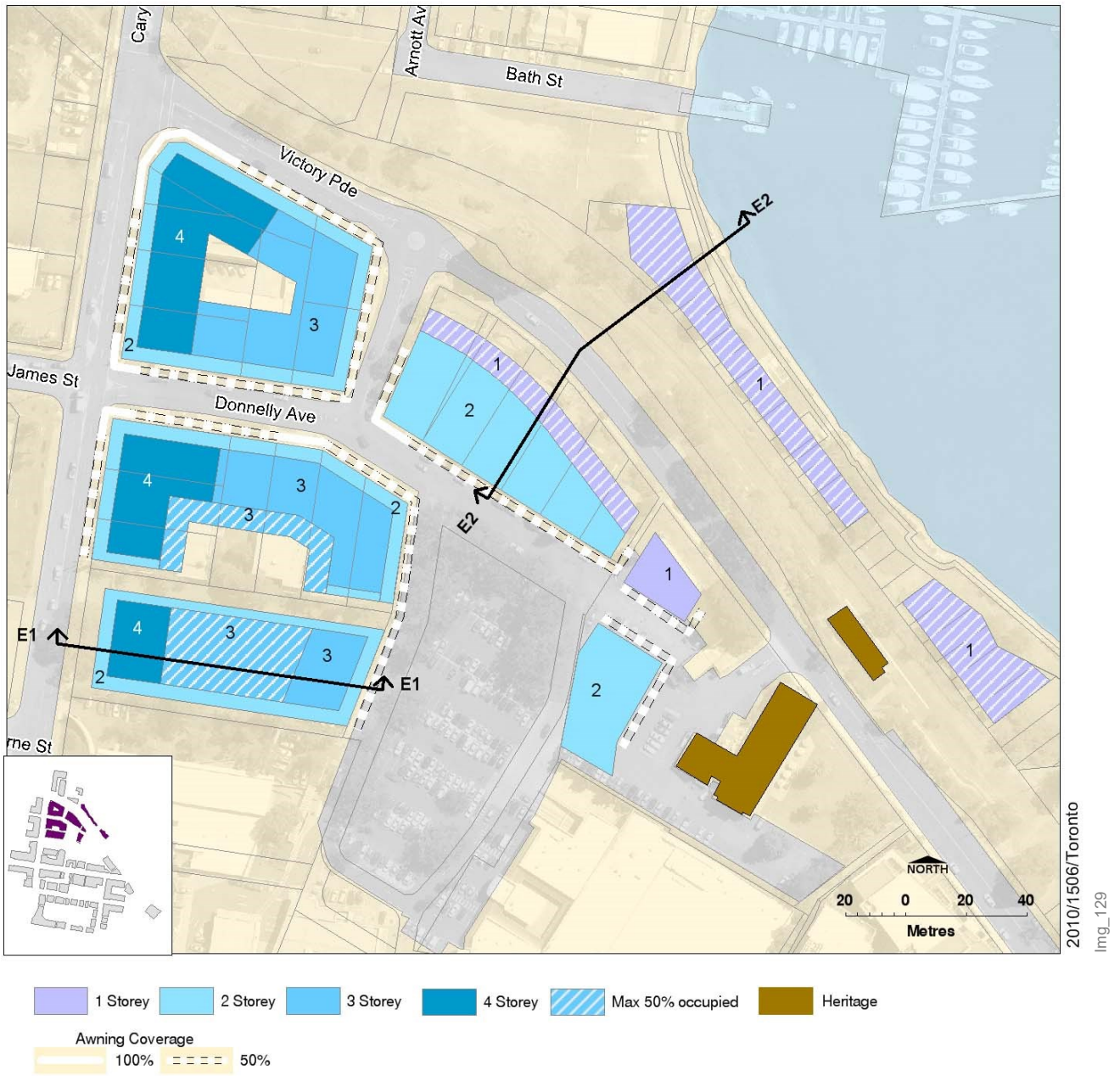


Figure 16 - Block E Control Plan

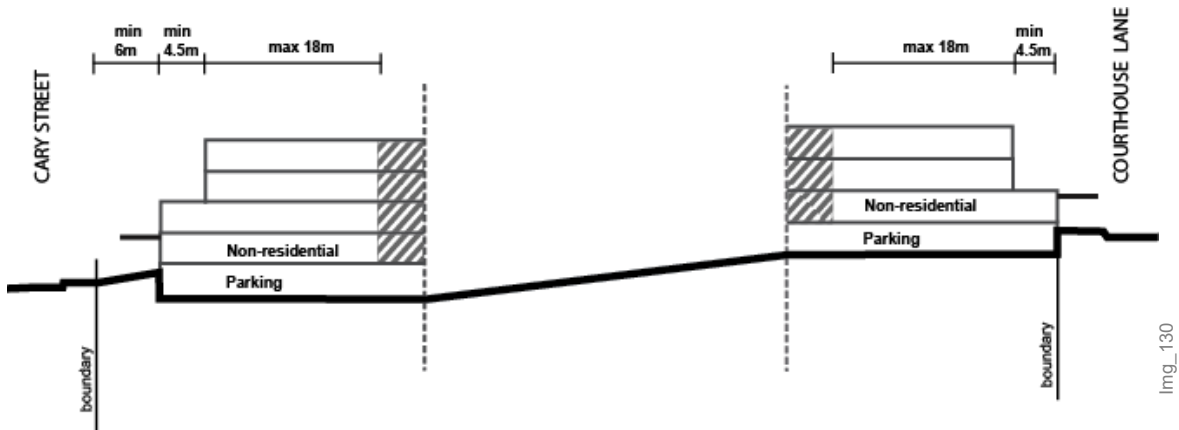


Figure 17 - Block E Section E1-E1

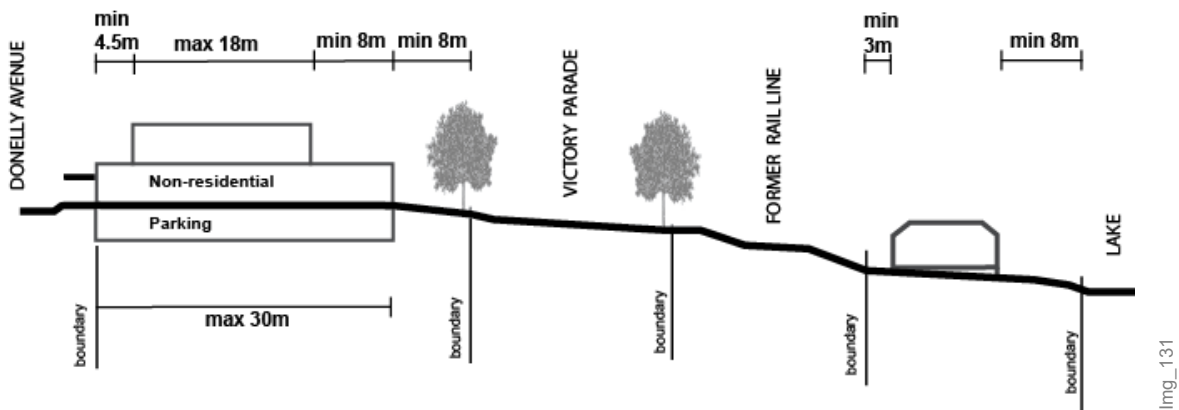
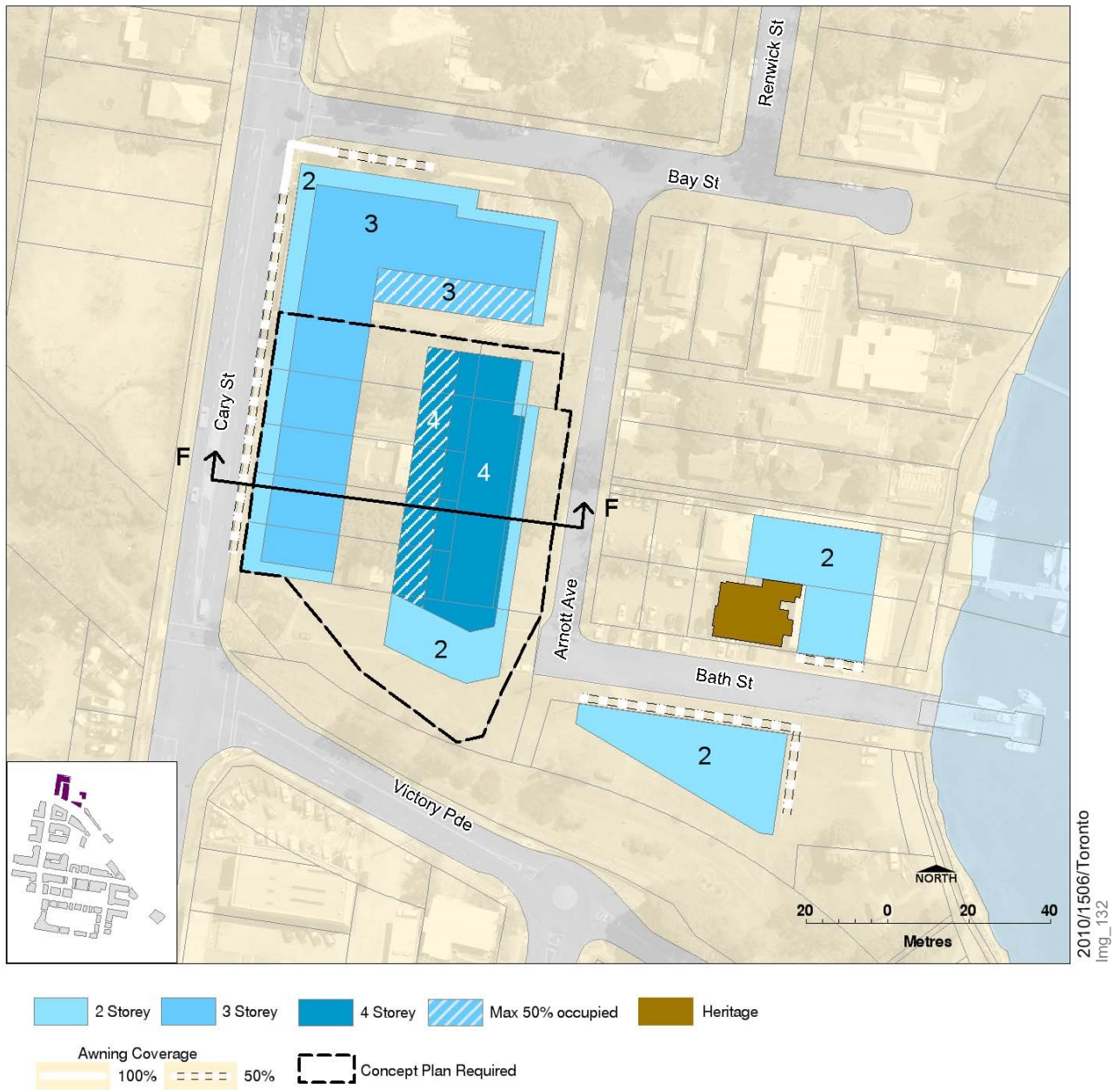


Figure 18 - Block E Section E2-E2



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Figure 19 - Block F Control Plan

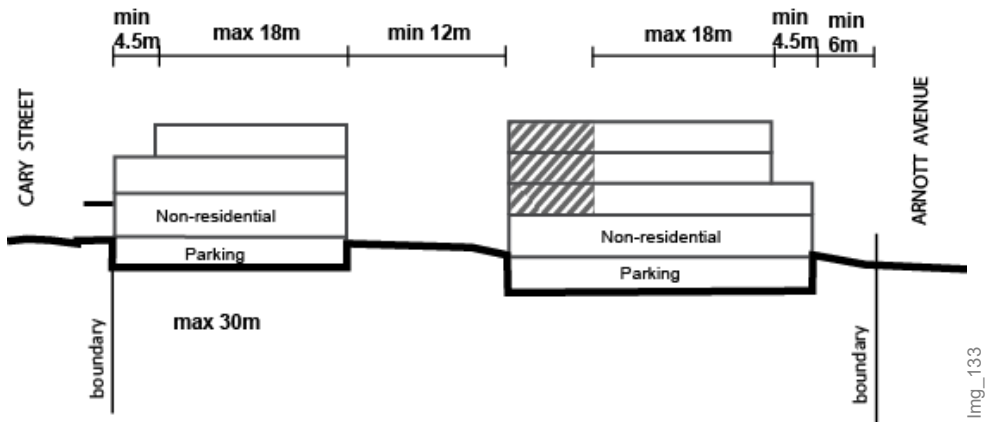
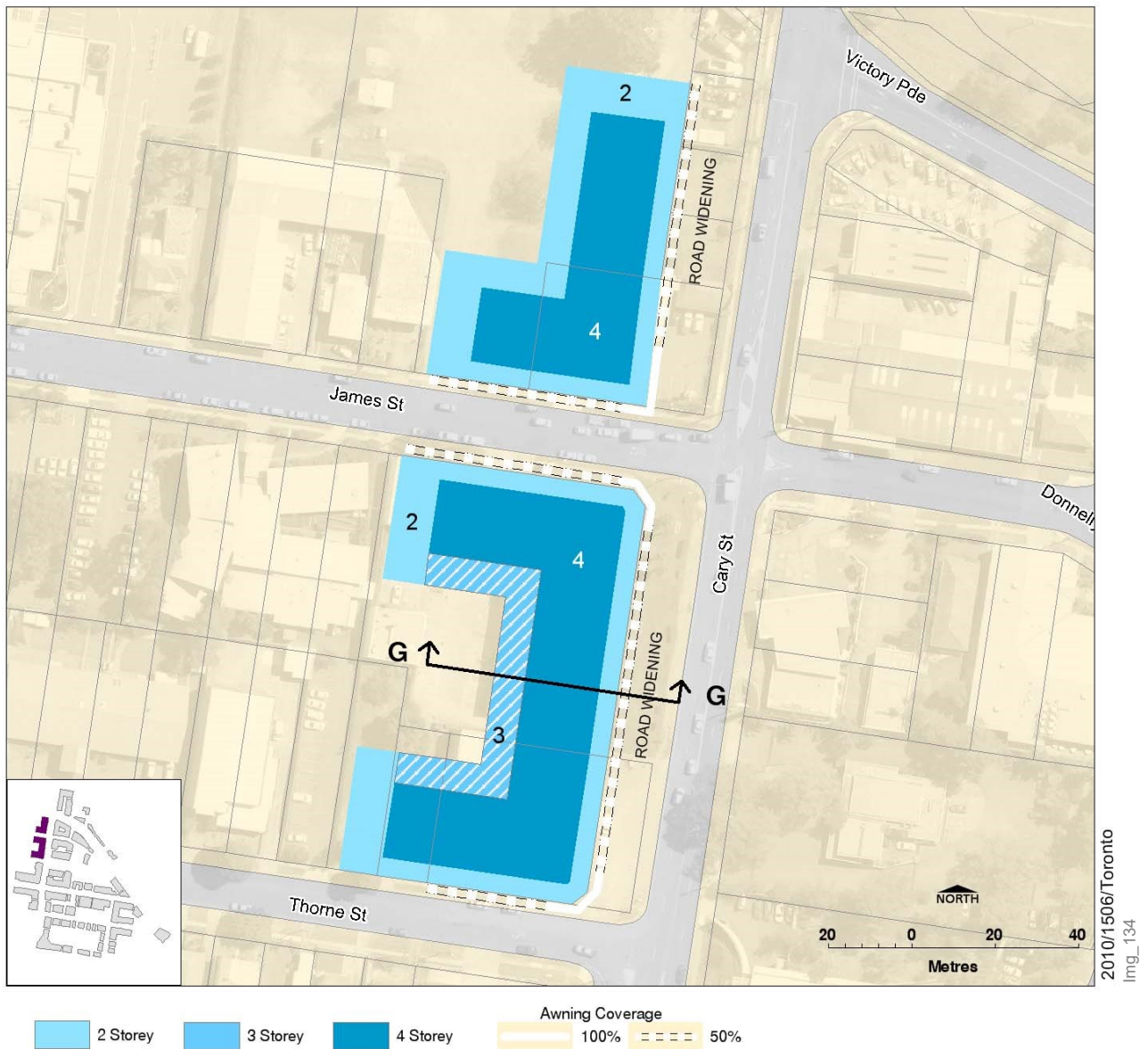
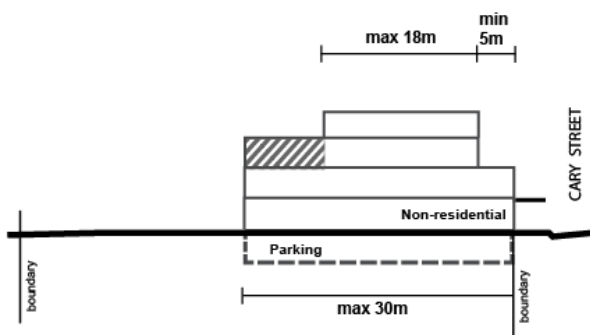


Figure 20 - Block F Section F-F



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Figure 21 - Block G Control Plan



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Figure 22 - Block G Section G-G

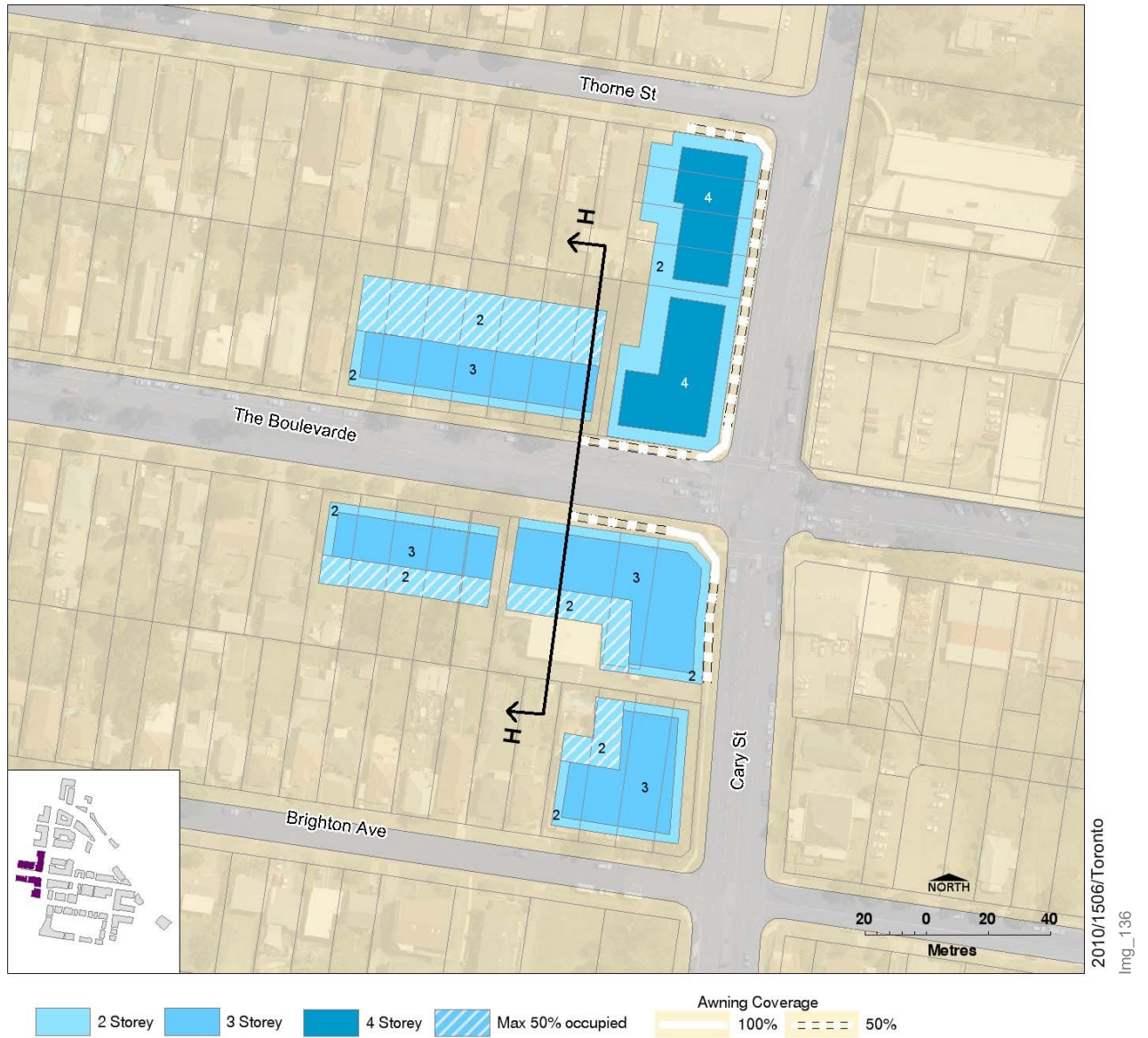


Figure 23 - Block H Control Plan

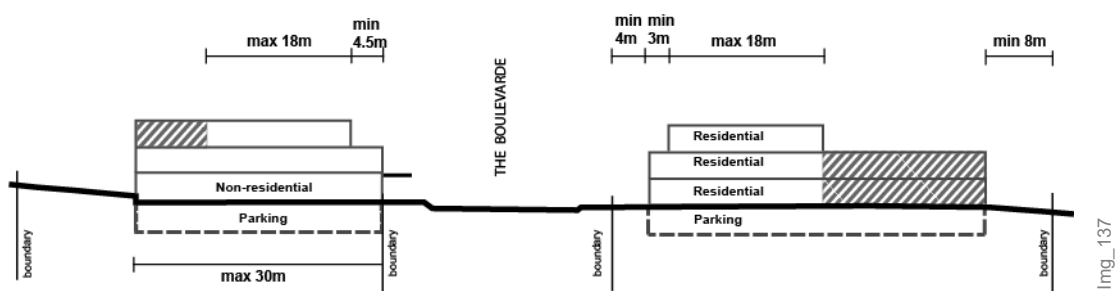
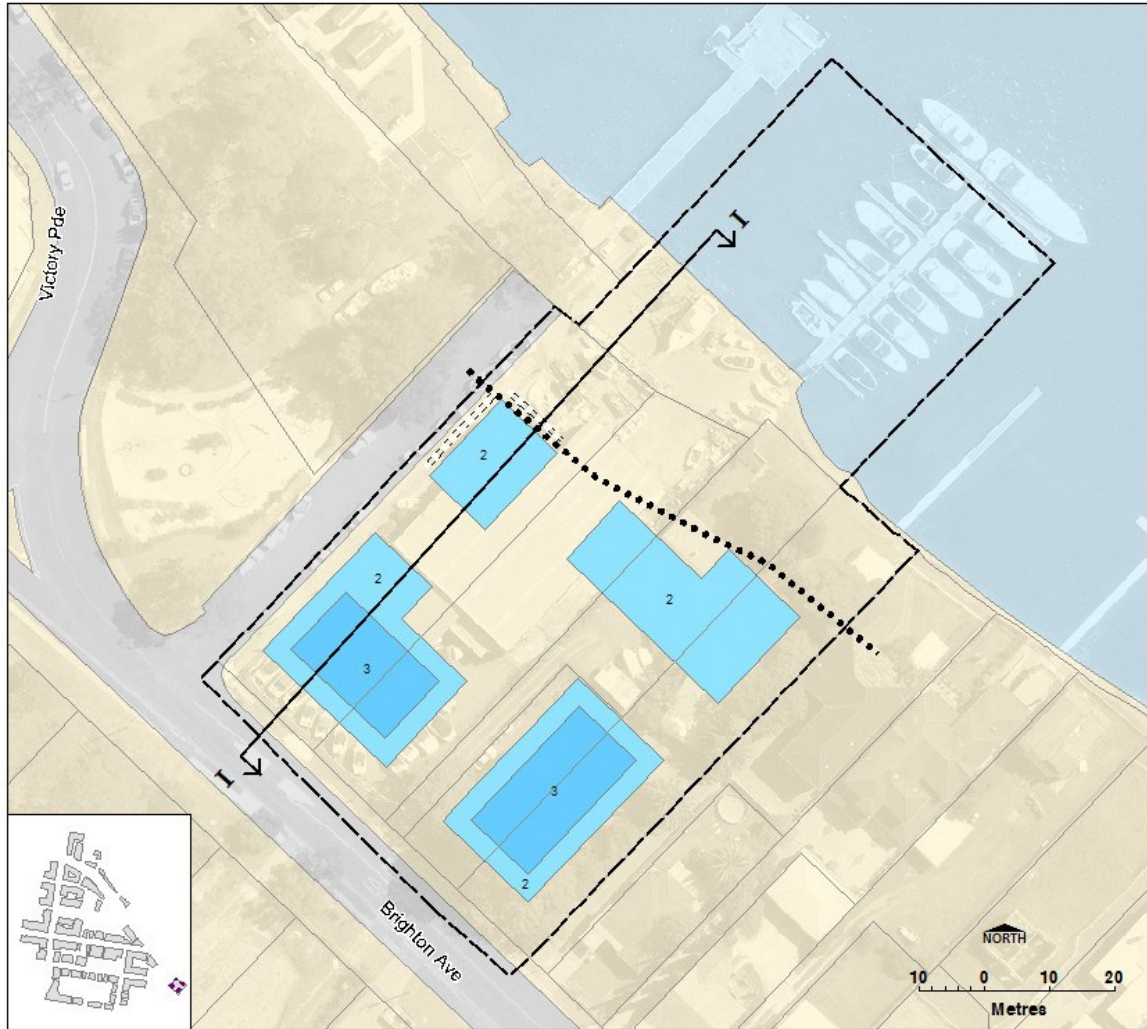


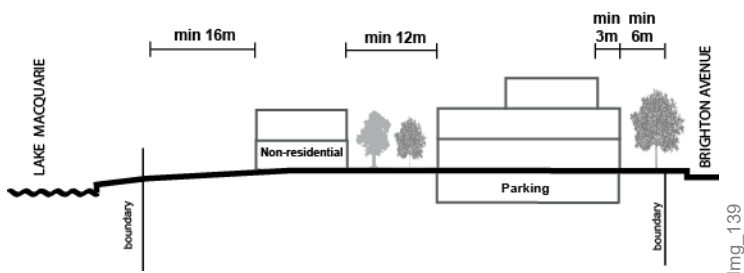
Figure 24 - Block H Section H-H



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Figure 25 - Block I Control Plan



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Figure 26 - Block I Section I-I