

Warrnambool  
**CITY-WIDE**  
HOUSING  
**STRATEGY**  
2013

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## GLOSSARY

**Dwelling:** A building or other place to live in. Includes house, apartment, student accommodation, retirement or aged care facilities.

**Greenfield Growth Area:** Undeveloped land on the urban fringe designated or available for urban development.

**Housing Diversity:** The provision of a range of different dwelling types to suit different ages, lifestyles and incomes.

**Infill Development:** The development of additional dwellings within established urban areas.

**Municipal Strategic Statement:** The strategic framework for the land use and development of land within the municipality. The Municipal Strategic Statement provides the strategic basis for the application of zones, overlays and other planning controls in planning schemes.

**Planning Scheme:** Policies and provisions for the use, development and protection of land.

**Urban Settlement Boundary:** Dividing boundary between areas of urban development and non-urban or rural uses/development. Land within the settlement boundary is where a variety of residential, commercial, employment uses are found and where urban services are normally provided and expected. Land outside the settlement boundary is oriented towards agriculture, conservation, major utilities, tourism or outdoor recreation.

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## EXECUTIVE SUMMARY

The *Warrnambool Land Use Strategy* identified that in 2004, Warrnambool had approximately 3 - 4 years residential land supply based on projected growth rates. The Land Use Strategy contained a number of key recommendations including the expansion of the urban area of Warrnambool to accommodate five (5) new greenfield growth areas in order to address Warrnambool's low residential land supply.

These areas included land north of the Merri River, in North East Warrnambool, in North Dennington, the Coastal / Hopkins River Environment and a future long term growth area east of Aberline Road (North-East Warrnambool).

Over the past 10 years, Council has been focused on planning for the City's continued population growth. Land in North East Warrnambool has been rezoned to accommodate over 700 lots. 190 hectares of land has been rezoned in the North of the Merri greenfield growth area to accommodate a further 2,200 lots.

Planning is well underway for additional greenfield growth areas to accommodate projected population growth. The North Dennington and Coastal Hopkins Environment growth areas are expected to provide an additional 1,900 lots.

Warrnambool City is forecast to grow at 1.4% per annum over the next 20 years. By 2031, the City is expected to be home to over 43,000 people. Based on forecast growth and household sizes, 225 new dwellings need to be constructed per year to meet demand. Most of these dwellings are projected to be constructed within growth areas. Increasing population growth within established urban areas is a key recommendation of this Strategy.

There is over 24 years residential land supply within greenfield growth areas and established urban areas. Council is well positioned to commence planning the long term growth area (land east of Aberline Road) without land supply pressures.

Over the next two decades, our population is projected to age and household sizes are expected to continue to get smaller. Dwelling sizes however, are anticipated to increase. By 2031, one quarter of the City's dwellings could consist of four or more bedrooms. Careful planning is required to ensure future populations have access to a diverse range of housing options. Provision of social housing is an emerging issue that needs to be considered in future growth area planning.

The combination of growth areas and infill opportunities will enhance the diversity of housing choices available to new and existing residents. Identifying further opportunities for development within established urban areas is strongly encouraged to reduce pressure on expanding the City's Urban Settlement Boundary.

# HOW THE CITY WIDE HOUSING STRATEGY FITS IN COUNCIL'S POLICY FRAMEWORK

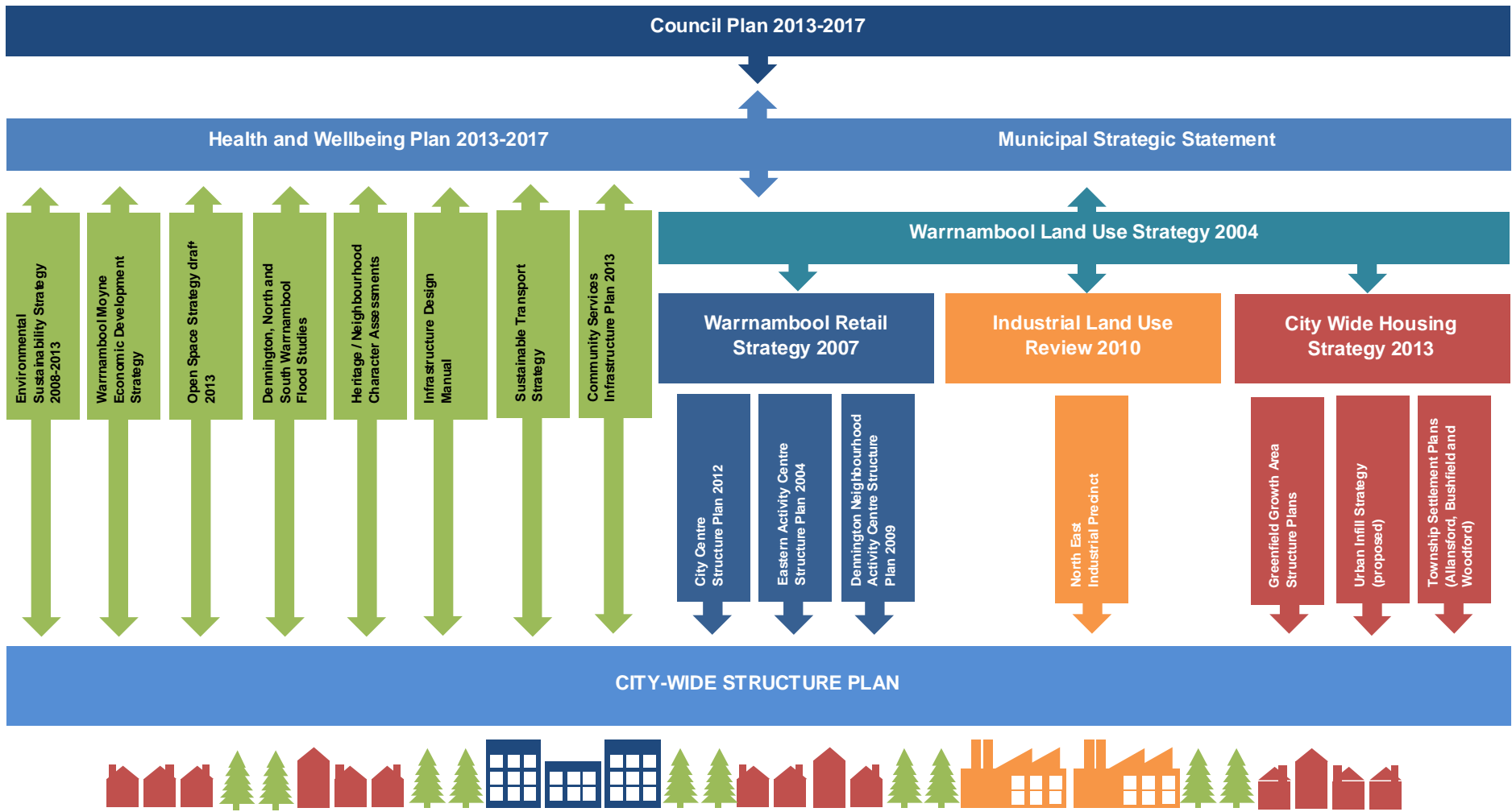


Figure 1: How the City-Wide Housing Strategy relates to other Council policies

## BACKGROUND

### Introduction

In 2004, Warrnambool City Council adopted the *Warrnambool Land Use Strategy*. The Strategy identified opportunities for more efficient and effective use of existing urban areas, identified future greenfield growth areas and assessed infrastructure capabilities and environmental considerations.

Since the development of the Land Use Strategy, changes such as the introduction of reformed Residential zones and steady population growth have occurred.

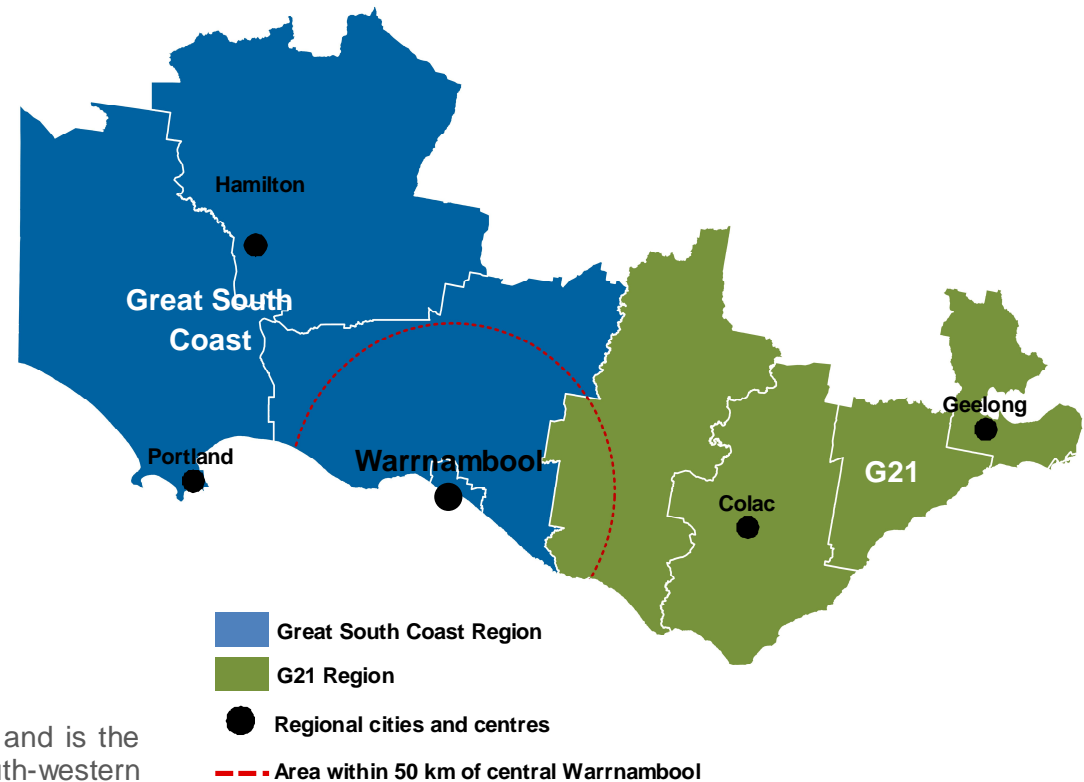
In response to these changes, Council has prepared the *Warrnambool City-Wide Housing Strategy* to review the Land Use Strategy and establish a contemporary, strategic framework for residential development within the municipality to the year 2031.

### Study Area

Warrnambool City is Victoria's largest coastal regional city and is the fastest growing economy and population centre in south-western Victoria. The City provides support to the region in the fields of commerce, governance, social services, health, education, the arts and recreation.

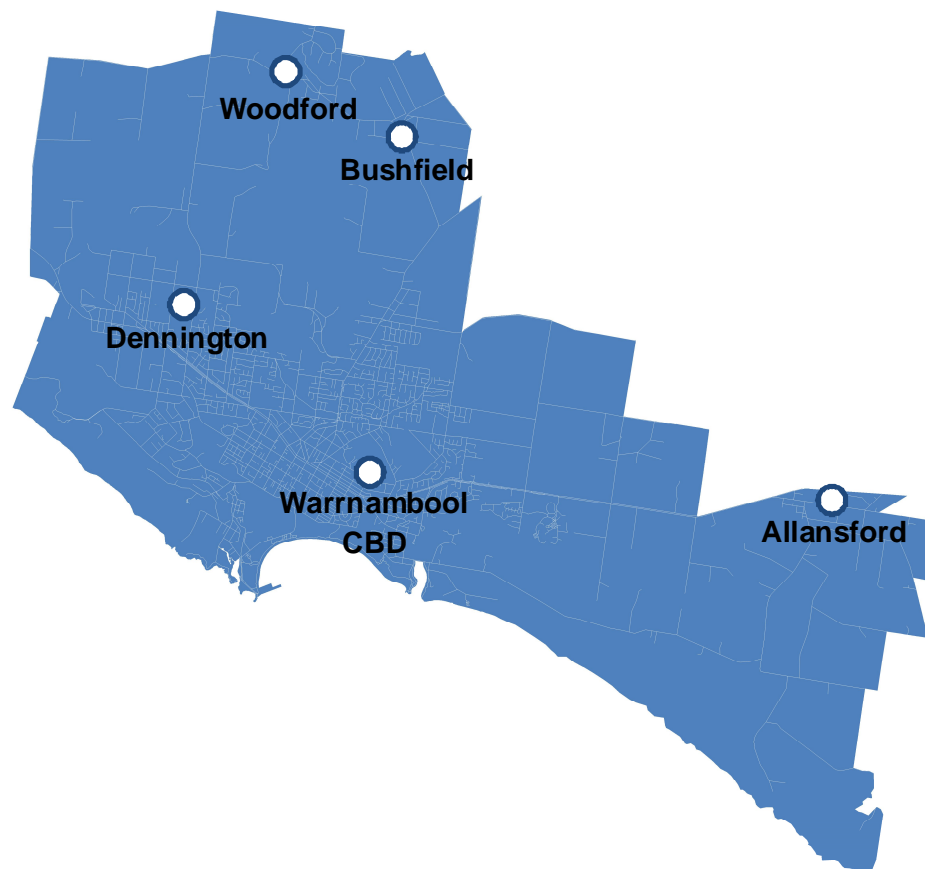
In addition, Warrnambool City is a major tourist hub, attracting tourists travelling along routes such as the Great Ocean Road. The City is served by the Hopkins Highway, the Princes Highway and the Melbourne-Geelong-Warrnambool railway line. A number of wind and gas energy projects are being developed in close proximity to Warrnambool City.

Figure 2: Great South Coast Region



The study area includes the entire Warrnambool City municipality. The City encompasses a total land area of 120 square kilometres. Much of the rural area (approximately 60% of the City's land area) is used for agriculture, particularly dairy farming. The majority of the City's population is concentrated in Warrnambool, Dennington, Allansford, Bushfield and Woodford.

Figure 3: Warrnambool City Municipality



For the purpose of informing this Strategy, the *profile.id* planning areas have been adopted. The planning areas are loosely based on suburbs and localities. Refer to Appendix 1 for map of planning areas.

### Purpose of the City-Wide Housing Strategy

Warrnambool has experienced steady population growth over the past 10 years. Much time and effort has been spent on planning for the City's population growth, including the release of over 300 hectares of land within identified growth areas.

There is a need to re-assess the directions and recommendations contained within the 2004 *Warrnambool Land Use Strategy* to ensure the City is well placed for future population growth.

The aim of the City-Wide Housing Strategy is to

- develop a contemporary land use framework to guide future population growth based on emerging trends and projections
- identify opportunities for more efficient use of existing urban areas
- identify future land use needs to accommodate projected population growth (50,000 people)
- identify the need for more diversity in future housing stock and
- explore opportunities to facilitate walkable communities adjacent to activity centres, open space and public transport corridors.

The Warrnambool City-Wide Housing Strategy will be implemented in a number of ways, including embedding key principles within the Municipal Strategic Statement (as part of the Planning Scheme Rewrite Project).



## Policy Context

The policy objectives of various State and Local planning policies have influenced the preparation of the City-Wide Housing Strategy.

The following have been identified as being the most relevant to the City of Warrnambool:

### State Planning Policy:

- Clause 11.02-1 Supply of Urban Land
- Clause 11.02-2 Planning for Growth Areas
- Clause 11.02-3 Structure Planning
- Clause 11.02-4 Sequencing of Development
- Clause 11.05 Regional Development
- Clause 11.05-1 Regional Settlement Networks
- Clause 11.05-4 Regional Planning Strategies and Principles
- Clause 11.05-5 Coastal Settlement
- Clause 14.01-1 Protection of Agricultural Land
- Clause 15.01-1 Urban Design
- Clause 15.01-3 Neighbourhood and Subdivision Design
- Clause 15.03-1 Heritage Conservation
- Clause 16.01 Residential Development
- Clause 16.02-1 Rural Residential Development
- Clause 18.01-1 Land Use and Transport Planning.

### Local Planning Policy:

Clause 21.05-1 (Housing Overview) identifies that the 2004 Land Use Strategy guides future residential development within the City.

The policy acknowledges that Central Warrnambool has increasingly become the focus for medium density redevelopment. Within the inner residential areas there are buildings and streets of historic value and areas which combine a mix of housing, some of which makes a substantial contribution to the overall quality and character of the area.

The policy also identifies that development of nominated greenfield growth areas provides an opportunity to develop a variety of dwelling types with varying development densities.

Clause 21.05-1 identifies that limited growth is to be directed to the rural townships of Allansford, Bushfield and Woodford, whilst ensuring that a greenbelt is maintained between these settlements and Warrnambool City.

### Strategies:

- Great South Coast Regional Strategic Plan 2010
- Great South Coast Regional Growth Plan 2013
- Warrnambool City Council Plan 2013-2017
- Warrnambool Health and Wellbeing Plan 2013-2017
- Warrnambool Climate Change Action Plan
- Warrnambool Environmental Sustainability Strategy 2008-2013
- Warrnambool Affordable Housing Policy 2012
- Warrnambool Sustainable Transport Strategy 2010-2020
- Warrnambool Industrial Land Use Review July 2010
- Warrnambool Retail Strategy 2007
- Moyne Warrnambool Rural Housing and Settlement Strategy 2010
- Warrnambool and Moyne Economic Development and Investment Strategy 2010
- Warrnambool and Corangamite Land Suitability Decision Making Framework 2013
- Warrnambool Community Services Infrastructure Plan 2013.
- Warrnambool Open Space Strategy, draft 2013.

### Structure plans:

- North Dennington Structure Plan 2013
- North of the Merri Structure Plan 2012
- North East Warrnambool Structure Plan 2008
- Coastal Hopkins River Environment Structure Plan 2008
- Warrnambool Eastern Activity Precinct Structure Plan 2004
- Warrnambool City Centre Revitalisation - The Structure Plan 2012.

### **Review of Warrnambool Land Use Strategy, 2004**

The 2004 *Warrnambool Land Use Strategy* predicted that Warrnambool City's population would increase by 6,036 people by 2019 (annual growth rate of 1.3%). The Strategy also predicted that households within the city would increase by 4,126 households (total of 16,539 households). The projected household size was 2.2 persons per household.

The Land Use Strategy identified that in 2004, Warrnambool only had approximately 3 - 4 years residential land supply based on projected growth rates. In order to address the critical shortfall in available residential land, the Strategy identified five (5) key greenfield growth areas to ensure sufficient supply of residential zoned land over the subsequent twenty year planning horizon.

These areas included land north of the Merri River, in North-East Warrnambool, in North Dennington, the Coastal / Hopkins River Environment and a future long term growth area east of Aberline Road (extension to the North-East Warrnambool growth area). Refer to Figure 4.

Amendment C43 to the Warrnambool Planning Scheme, gazetted on 7 December 2006, implemented the directions of the Land Use Strategy and extended the Urban Settlement Boundary to accommodate these greenfield growth areas.

The Urban Settlement Boundary was amended on an interim basis in 2012, to facilitate the development of a new industrial precinct east of Horne Road, Warrnambool (Planning Scheme Amendment C72 - *Warrnambool Industrial Land Use Review, 2010*). Refer to Figure 4.

To date, approximately 300 hectares of land has been rezoned in the North East and Merri River North greenfield growth areas. The majority of the North East greenfield growth area has been developed or is currently under development.

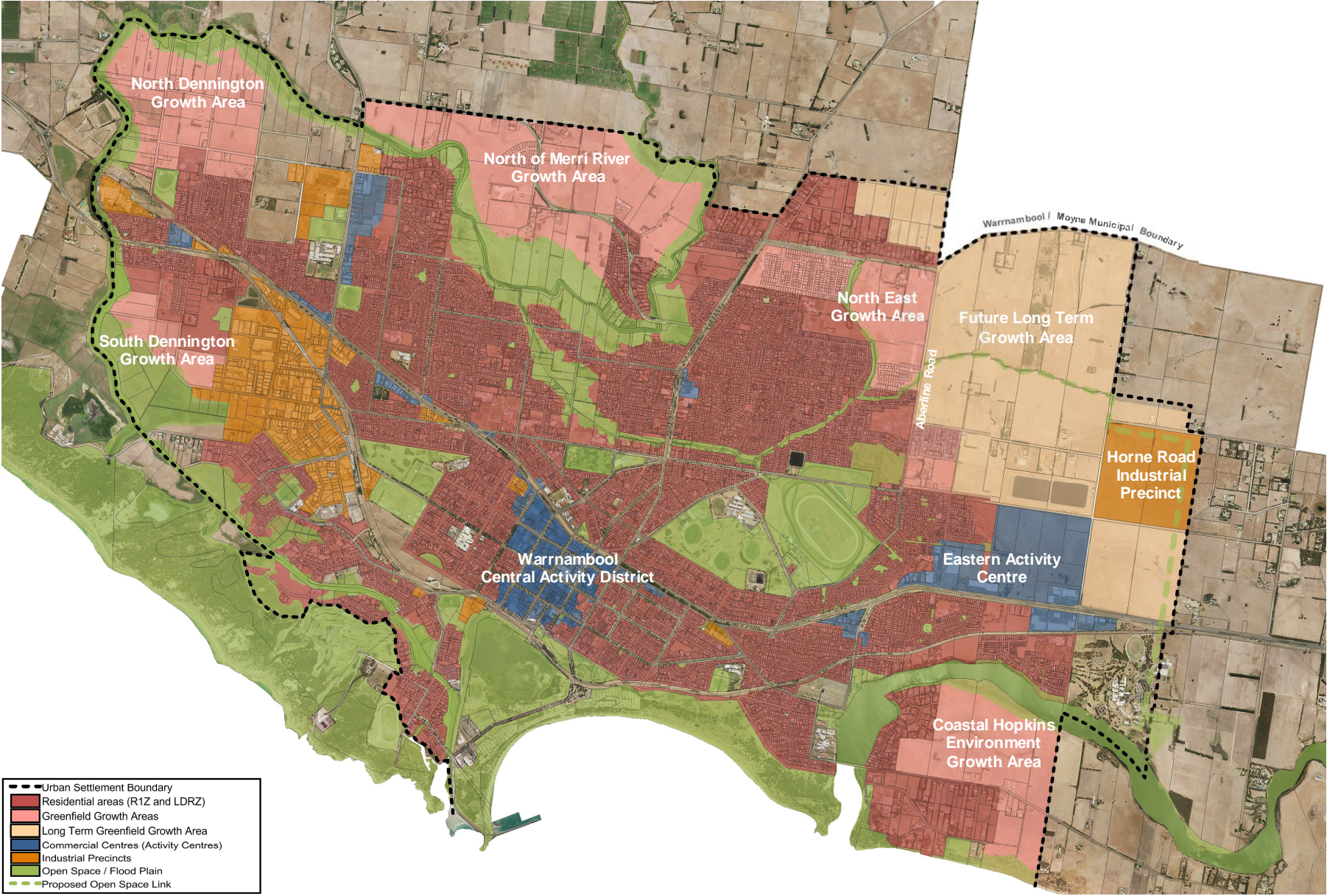
In 2013, Council adopted two amendments to rezone 110 hectares of land within the Coastal / Hopkins River Environment greenfield growth area (Planning Scheme Amendments C75 and C76). These amendments will provide an additional 650 residential lots.

Revision of the North Dennignton Structure Plan has been completed which recommends the rezoning of 100 hectares of land to provide up to an additional 1,250 residential lots. A Planning Scheme Amendment was exhibited late 2013 (Planning Scheme Amendment C90).

Structure planning of 460 hectares of land east of Aberline Road is expected to commence 2014 (long term growth area). This area is likely to contain a mixture of uses (i.e. residential / industrial).

- **The 2004 *Warrnambool Land Use Strategy* identified five key greenfield growth areas to ensure sufficient supply of residential land to meet future population growth.**
- **Over the past 10 years, over 300 hectares of land has been rezoned in the North East and Merri River greenfield growth areas. Further planning is well underway to deliver a further 210 hectares of land.**
- **The Warrnambool Housing Strategy confirms future population growth can be accommodated within the identified greenfield growth areas along with consolidation of the established urban areas.**

Figure 4: Greenfield growth areas

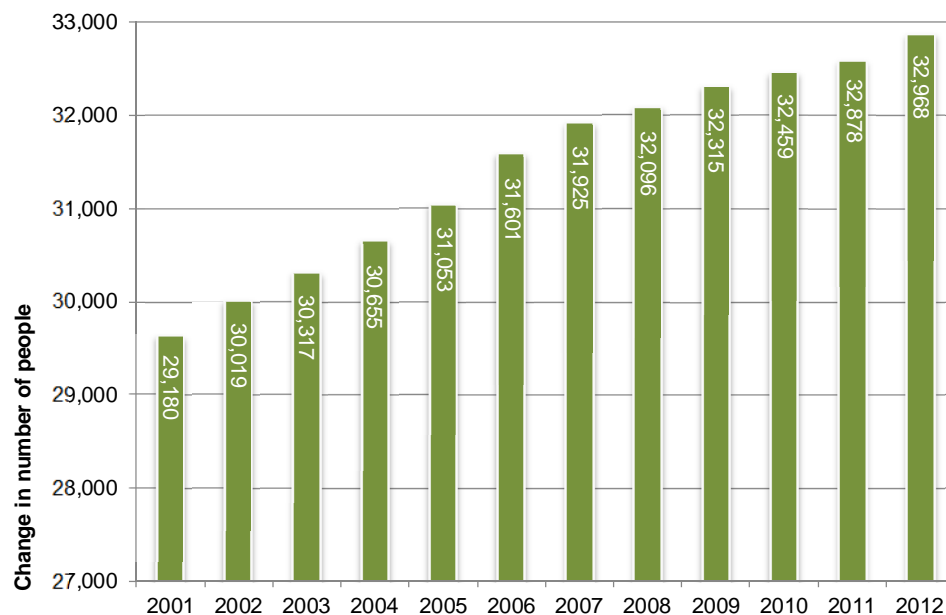


## POPULATION AND HOUSING DEMAND

### Population

In 2012, the population of Warrnambool was estimated to be 32,368<sup>1</sup>. Warrnambool's population has increased from 29,180<sup>2</sup> in 2001, to over 32,000 in an 11 year period (average 1.1% per annum growth rate). Refer to Figure 5 below.

**Figure 5: Population growth**



Source: Australian Bureau of Statistics, Regional Population Growth, Australia (3218.0). Compiled and presented by Warrnambool City Council.

Warrnambool's population growth is expected to continue into the future with the population of Warrnambool City forecast to reach over 43,000<sup>3</sup> by 2031 (estimated growth projection is 1.4% per annum).

The *Great South Coast Regional Growth Plan* projects the population of Warrnambool City to reach 55,000 people by 2041.

Population projections are estimates of future populations if current demographic, economic and social trends continue. Refer to Figure 6 on the following page.

Warrnambool's average household size is currently 2.43<sup>4</sup> persons per household (this is projected to decrease to 2.34<sup>5</sup> persons per household by 2031). This household figure is slightly higher than the 2004 Land Use Strategy prediction that household sizes would be 2.2 persons per household.

Approximately 225 new dwellings per annum will be required to meet projected population growth (rather than 240 dwellings per annum as projected under the 2004 Land Use Strategy due to larger projected household sizes). The number of households in the City is projected to increase from around 13,000 to approximately 18,000 households by 2031.

<sup>1</sup> profile.id.com.au/Warrnambool (ABS, ERP)

<sup>2</sup> profile.id.com.au/warrnambool/population-estimate

<sup>3</sup> ABS Catalogue 3218.0 Regional Population Growth, Victoria in Future 2012

<sup>4</sup> profile.id.com.au/warrnambool/population

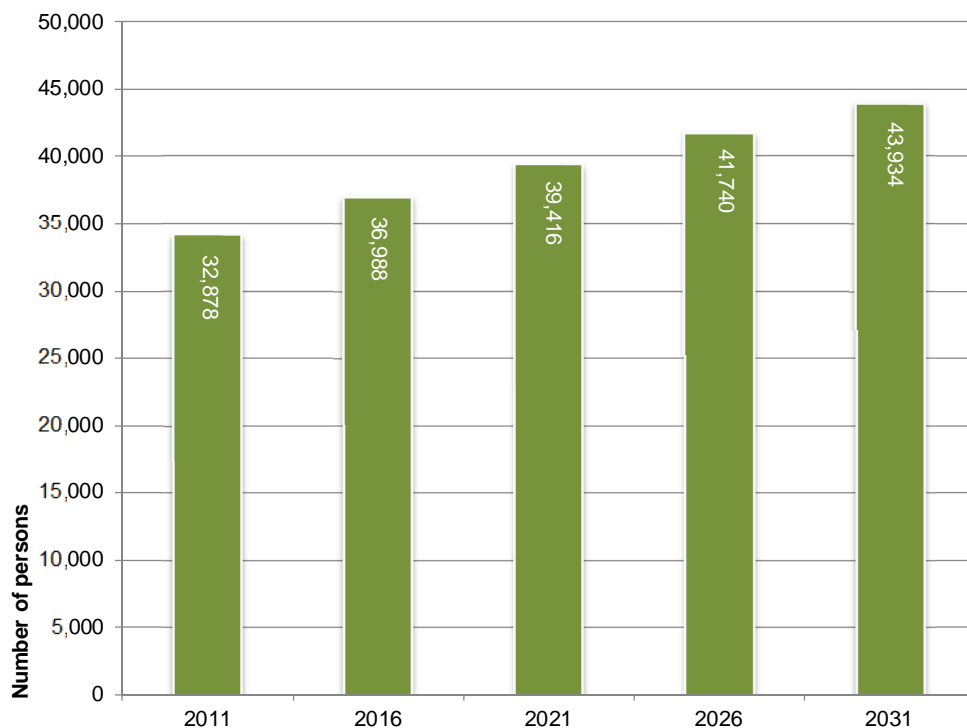
<sup>5</sup> Victoria in Future 2012

Warrnambool's continued population growth can be attributed to the following factors:

- Economic development and industrial expansion including diversification of economic activity.
- Excellent access to retail, healthcare and professional services.
- Quality education and training opportunities.
- Proximity to recreational activities and high quality open spaces providing high amenity living.
- An abundance of energy assets, including natural gas and renewable energy resources for wind, geothermal and marine energy technologies.

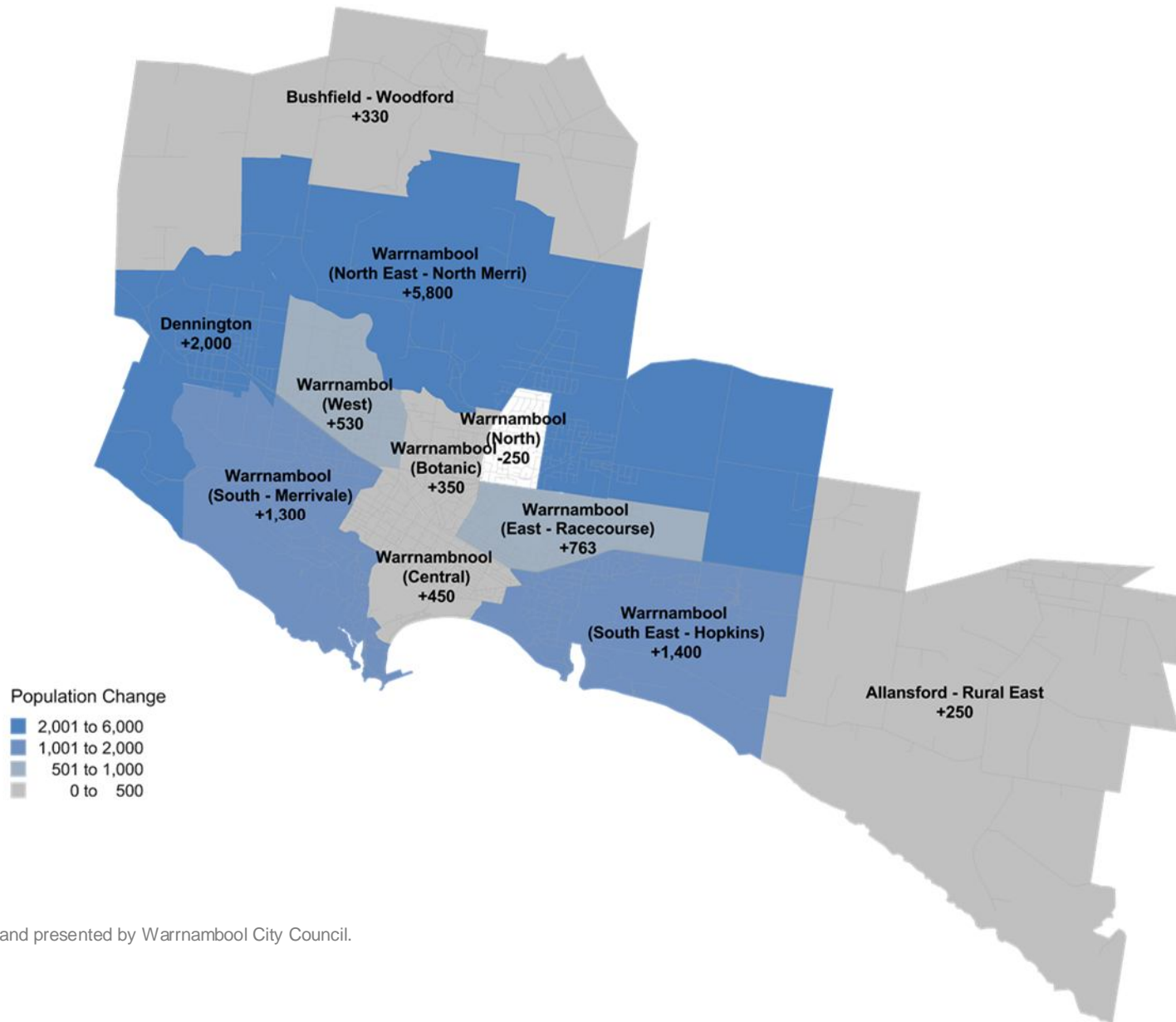
Based on current trends, additional population resulting from projected growth is expected to occur predominantly within greenfield growth areas (over 8,500 additional people). Minimal growth is expected to occur within established urban areas. Warrnambool (North) is projected to decrease in population by 250 people (primarily due to an aging population and reduction on household size). Refer to Figure 7 on the following page.

**Figure 6: Warrnambool City Forecast Population 2011 - 2031**



Source: ABS Catalogue 3218.0 Regional Population Growth, Victoria in Future 2012. Compiled and presented by Warrnambool City Council.

Figure 7: Planning Area Forecast Population Change 2011 - 2031



Source: forecast.id. Compiled and presented by Warrnambool City Council.

### Demographic composition

Warrnambool City's household and family structure is one of the most important demographic indicators. It reveals the area's residential role and function and provides key insights into the level of demand for services and facilities as most are related to age and household types.

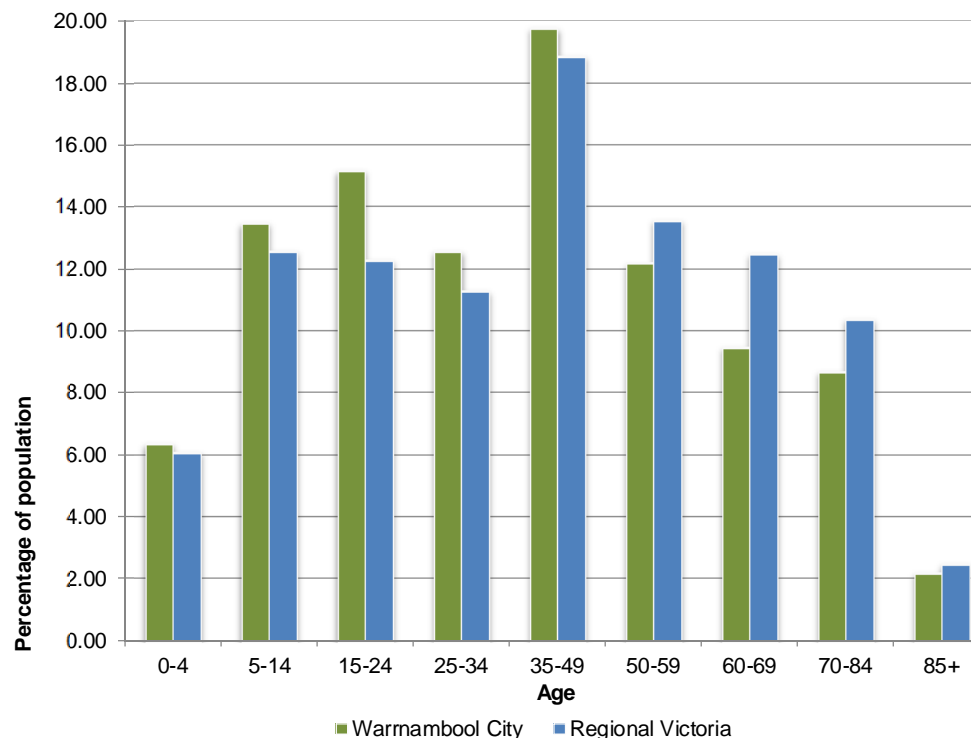
Warrnambool has a dominance of growing families compared with the Victorian Regional average. In 2011, Warrnambool City had a larger proportion of people in the younger age groups (0-34) but a smaller proportion of people in the older age groups (60+) than across Regional Victoria. Overall, 19.8% of the population was aged between 34 and 49, and 20.4% were aged 60 years and over.

### Forecast demographic changes 2011-2031

Based on the 2006 Census, population projections for age groups in Warrnambool show an increase across all age groups. This is not surprising given Warrnambool City is identified as a high growth centre with capacity to accommodate growth.

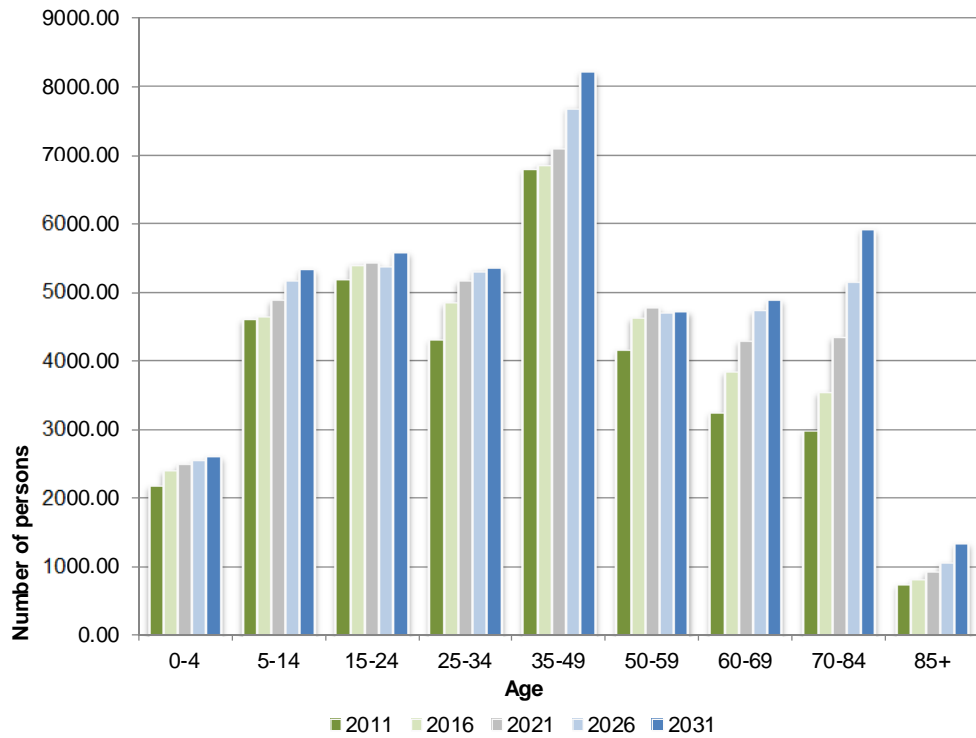
Significant growth is predicted in the 35 to 49 age group (a 20% increase in population). The number of people aged 70 and over is expected to nearly double between 2011 and 2031, which typifies the trend of an ageing population. Refer to Figure 8.

Figure 8: Demographic Profile 2011



Source: Victoria in Future 2012, Department of Planning and Community Development. Compiled and presented by Warrnambool City Council.

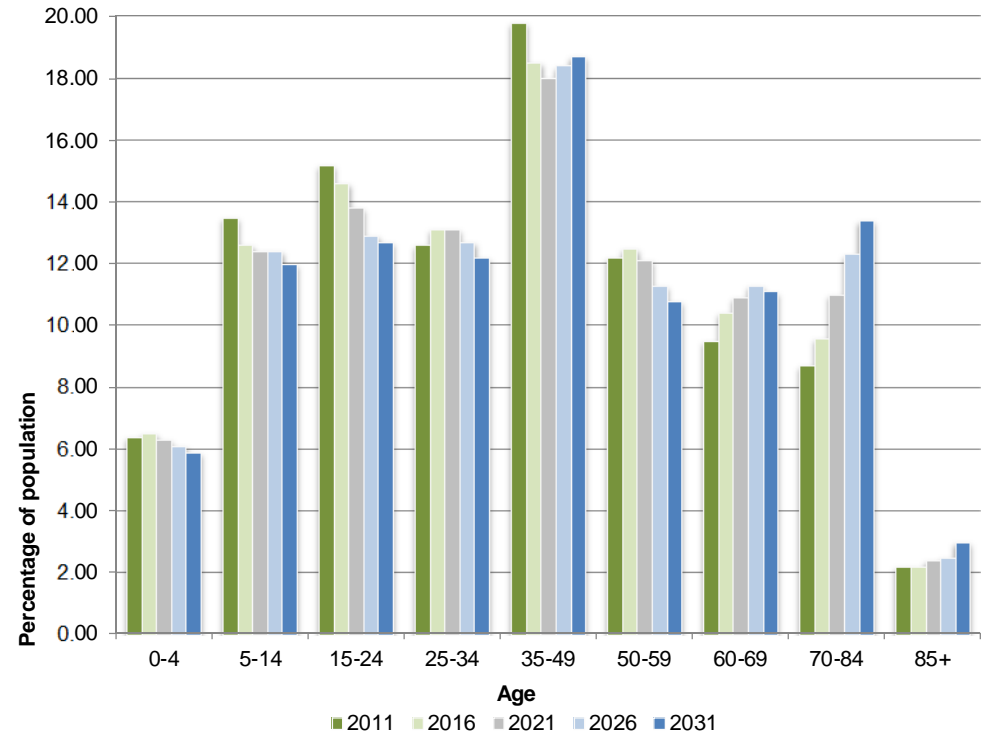
**Figure 9: Forecast age structure 2011-2031**



Source: Victoria in Future 2012, Department of Planning and Community Development. Compiled and presented by Warrnambool City Council.

By 2031, over 16% of the population will be aged over 70 (an increase of 3,516 people). The proportion of people aged between 5 and 24 will decrease by 4%. Refer to Figures 9 and 10.

**Figure 10: Forecast age structure - percent of population 2011-2031**



Source: Victoria in Future 2012, Department of Planning and Community Development. Compiled and presented by Warrnambool City Council.

Each planning area will experience different rates of increases and decreases across each age group. Existing urban areas typify 'empty nester' characteristics. Warrnambool (Central), Warrnambool (North) and Warrnambool (West) are likely to experience the highest decreases in ages between 5 and 49.

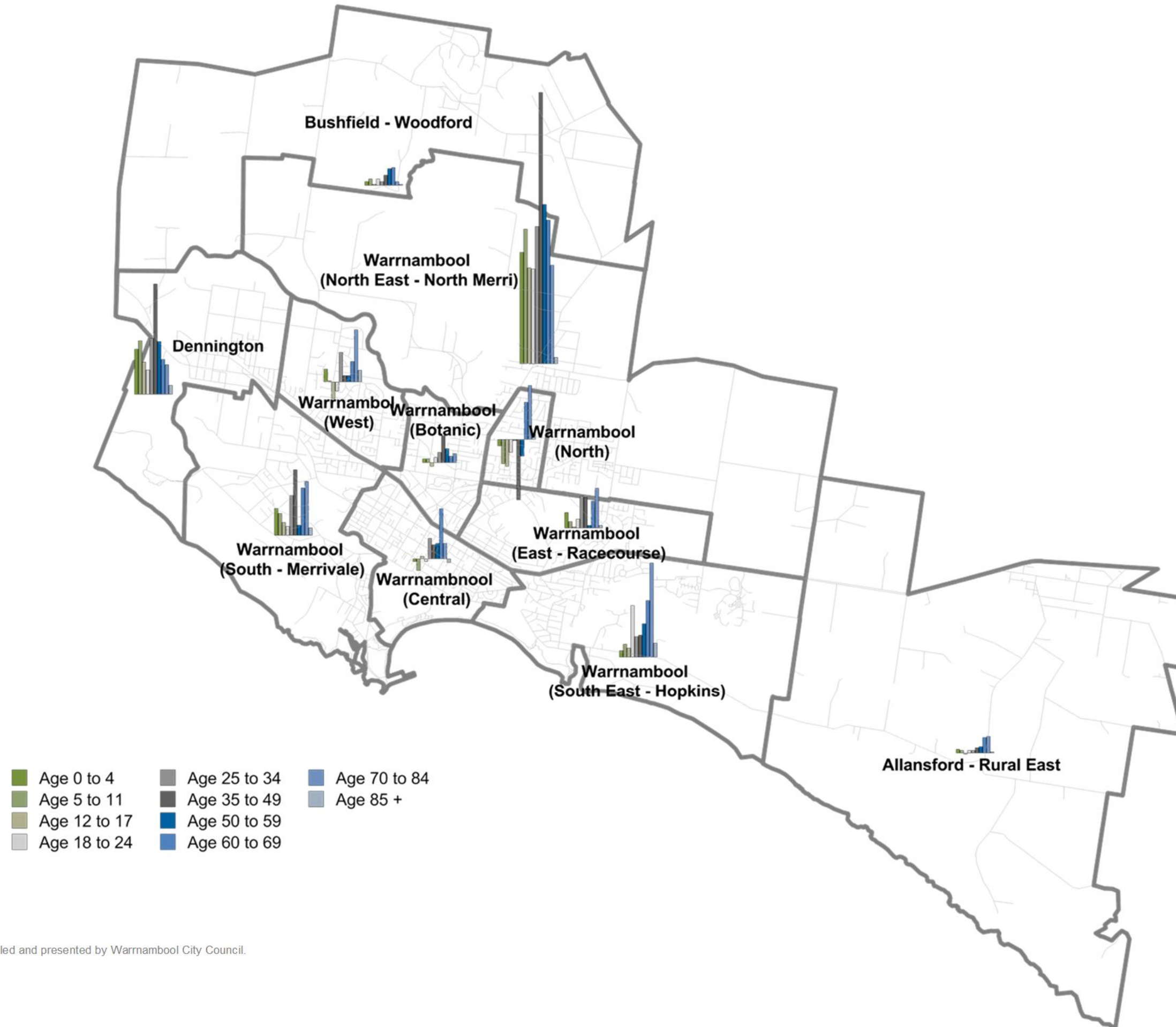


Warrnambool (North)'s population is expected to decrease by 800 people aged between 0 and 49. Central Warrnambool (Central) is expected to have minimal increase of people aged 0-34 (an additional 34 people between 2011 and 2031).

Strong growth across all age groups is expected to occur within the City's growth areas (North-East - North-Merri, Dennington and South East - Hopkins). Refer to Figure 11 on the following page.

- **Warrnambool City is forecast to grow at 1.4% per annum over the next 20 years. By 2031, the City is expected to be home to over 43,000 people.**
- **The average household size is expected to decrease to 2.34 persons per dwelling (currently 2.43 persons per dwelling).**
- **Based on forecast growth and household sizes, 225 new dwellings need to be constructed per year to meet demand.**
- **Over 80% of the City's population growth is predicted to occur within greenfield growth areas (approximately 8,800 people).**
- **Limited growth is projected to occur with established urban areas.**
- **Over the next 20 years, the number of people aged 70 and over is expected to nearly double. Significant growth is also forecast to occur within the 35-49 age group.**

Figure 11: Forecast Age Structure by Planning Area (2031)



Source: forecast.id. Compiled and presented by Warrnambool City Council.

## HOUSEHOLDS

### Changes in household types

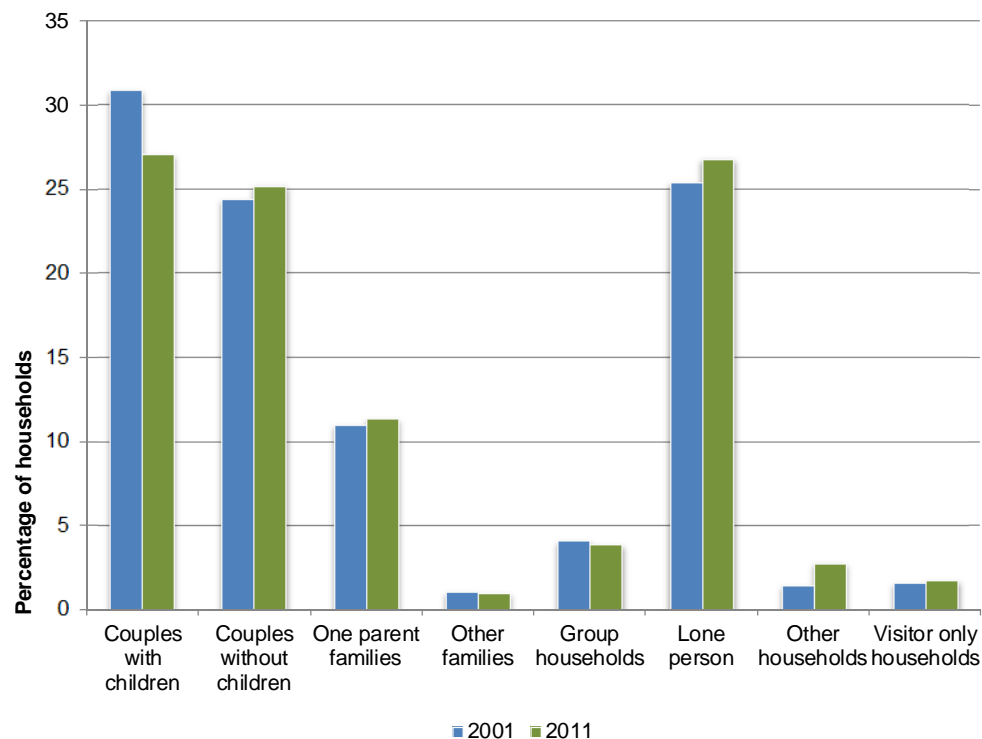
In 2001, households consisting of couples with children represented over 32% of all households in the City however, this declined to 27% in 2011. Lone person households and couples without children increased to 27% and 25% of the population respectively. Refer to Figure 12.

### Forecast change in household types

Based on projected trends, lone person households and couples with children are expected to increase (an additional 600+ households respectively between 2011 and 2031). Lone person households and couples are expected to represent 27% and 26% of the population respectively.

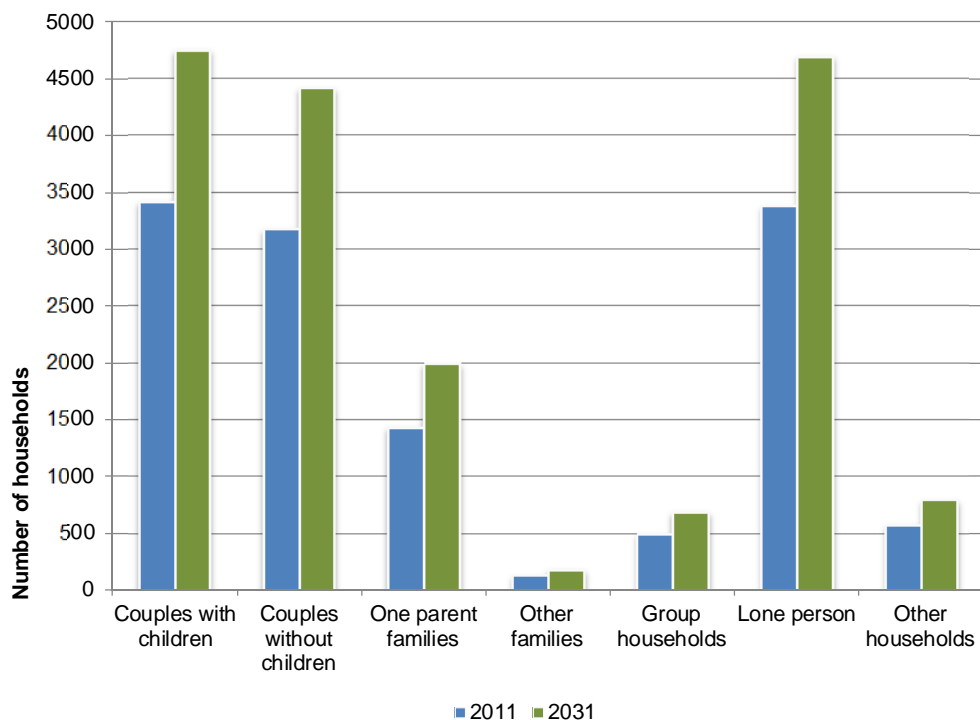
All household types are expected to increase as a result of continued population growth. Couples with children are expected to experience the fastest rate of growth of all the family types. By 2031, couples with children are expected to represent 27% of all household types. Refer to Figure 13 on following page.

Figure 12: Changes in Household Types 2001-2011



Source: forecast.id. Compiled and presented by Warrnambool City Council.

**Figure 13: Forecast Change in Household Types 2011-2031**



Source: forecast.id. Compiled and presented by Warrnambool City Council.

- **Significant growth is expected to occur across all household types.**
- **Couples with children, couples without children, and lone person households are projected to continue to be the most dominant household types by 2031.**
- **Lone person households are projected to increase by 1,300 households by 2031.**

## ASSESSMENT OF CURRENT HOUSING SUPPLY

### Diversity of Housing

Warrnambool City has a diverse range of dwellings dating from first settlement to modern city apartments. Warrnambool was first settled in the 1840s. By 1960, the City had approximately 2,100 dwellings. Following the manufacturing boom of the 1960s, approximately 200 dwellings were constructed per year. Between 1960 and 1980, 4,000 dwellings were constructed within the City. This rate of construction continued and by 2001, the City had over 11,000 dwellings.

In 2001, 78% of all dwellings contained three or more bedrooms. Three bedroom dwellings represented 62% of all dwellings, two bedroom dwellings represented 19%, and four bedroom dwellings represented 15%.

Between 2001 and 2011, the trend in building approvals largely reflected the rate of greenfield subdivisions. During this period an additional 2,029 dwellings were constructed bringing the total number of dwellings in the City to over 13,000.

The construction of three and four bedroom dwellings during this period outstripped the construction of all other housing sizes. Over 82% of dwellings constructed were three or four bedroom dwellings. This trend highlights the dominance of couples with children moving into the City's greenfield growth areas.

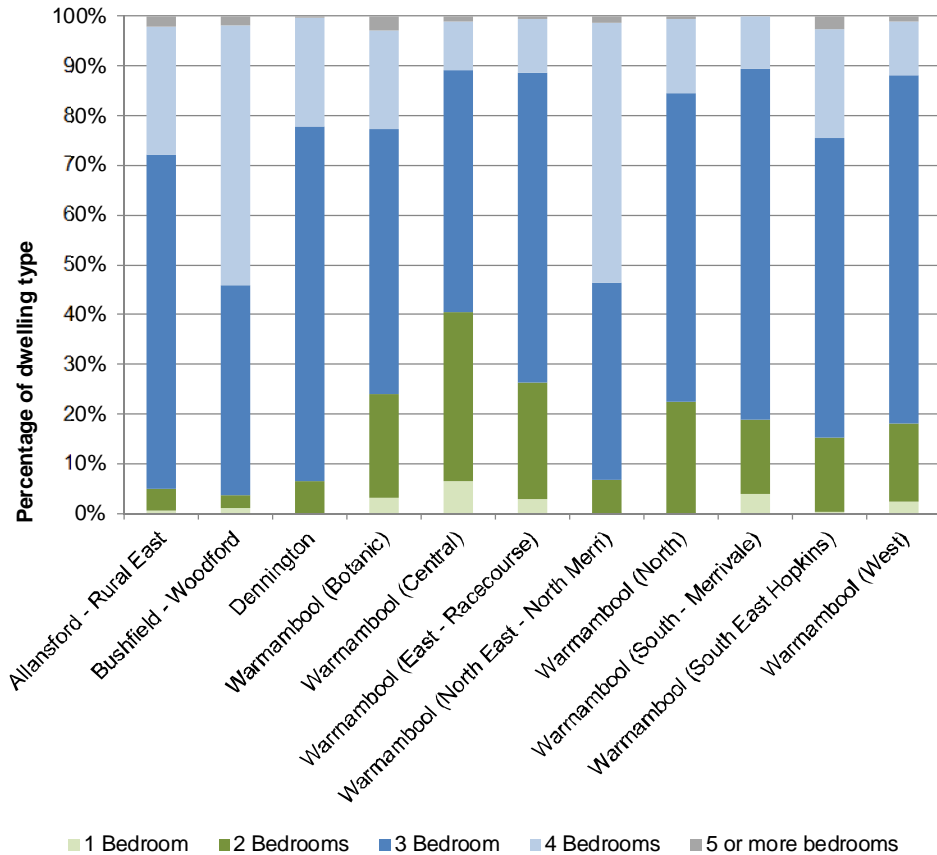
By 2011, three bedroom dwellings represented 59% of all dwellings while four bedroom dwellings increased to 18% of all dwellings. Two bedroom dwellings dropped to 18% of all housing stock.

The range of housing types varies across each planning area. Dennington and Allansford have the highest percentage of three bedroom dwellings.

Warrnambool (North East - North Merri) is dominated by four bedroom dwellings highlighting the lack of diversity within the City's growth areas.

Warrnambool (Central) and Warrnambool (Botanic) provide a diverse range of dwellings. The highest concentrations of one and two bedroom dwellings are within Warrnambool (Central) and Warrnambool (Botanic). This trend is consistent with young professionals choosing to live in close proximity to employment, services and transport. Refer to Figure 14.

**Figure 14: Dwelling Mix by Planning Area 2011**

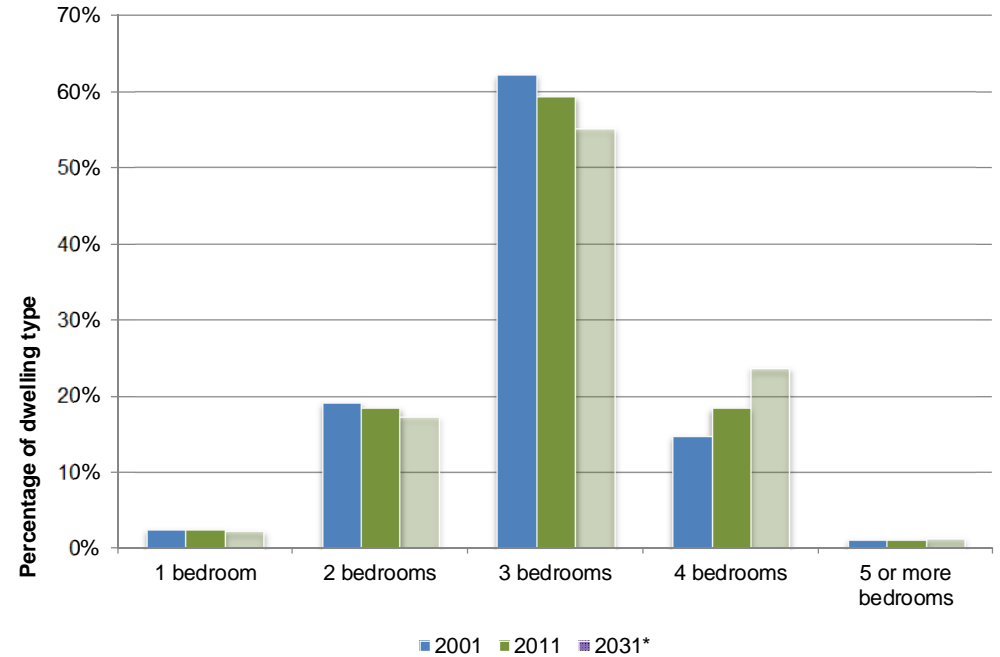


Source: Warrnambool City Council.

Based on construction trends over the past 10 years, four bedroom dwellings may represent 24% of all dwellings by 2031. Two and three bedroom dwellings are projected to decrease to 17% and 55% of all dwellings respectively.

The construction of three and four bedroom dwellings is projected to be the dominant dwelling type within growth areas. Careful planning will be required to ensure growth areas provide the required diversity to meet future population's housing needs. Refer to Figure 15.

**Figure 15: Dwelling Mix 2001, 2011 and 2031**



Source: Warrnambool City Council.

\* 2031 projections based on residential construction activity between 2001 and 2011.

## Household Tenure

Since 2001, household ownership (households with no mortgage) decreased by 6% while the number of households who are purchasing their dwelling (households with a mortgage) increased by nearly 30%.

Recent population growth is largely being driven by economic growth across the region which in turn has impacted negatively on housing affordability. In 2000, the median property price in Warrnambool was \$128,000. By June 2013, this had risen almost 160% to \$331,000.

The construction of a number of major projects within the region (Macarthur wind farm and Mortlake power station) contributed to a rise in the number of households privately renting (increase of 25%).

Residential rental prices have fallen since the completion of the Macarthur wind farm and Mortlake power station projects. Rental prices in Warrnambool are still amongst the highest across all regional cities in Victoria.

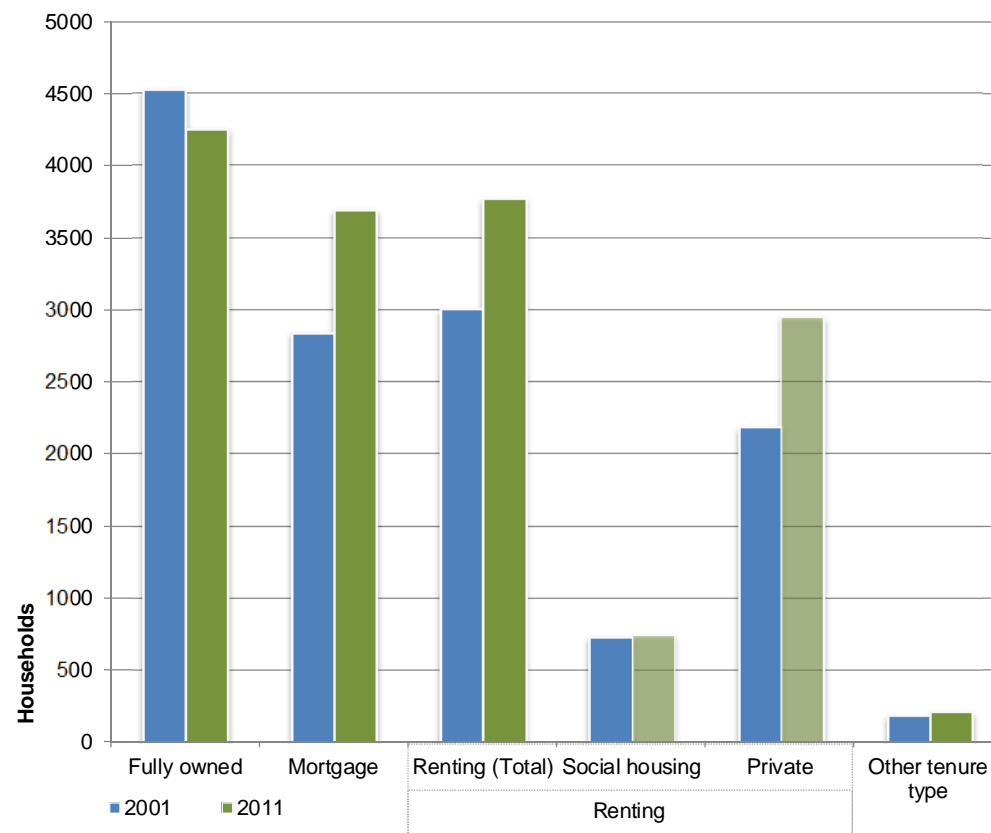
Over the past 10 years, there has been minimal increase in households who are renting from a government authority (an additional household per annum). It is recommended that the provision of social housing should be investigated within the City. Refer to Figure 16.

Council is committed to making housing more affordable within the City. The *Warrnambool Affordable Housing Policy 2012* recognises that access to affordable housing is a basic human right and a determinant of community health and wellbeing.

In 2013, Council launched a housing affordability scheme designed to help people with limited incomes realise their dream of home ownership. The scheme provides eligible families and individuals with grants of up to \$20,000 to go towards the construction of a new home in a defined zone within the North Dennington Residential Growth Area.

It is recommended that the land use objectives contained within the *Warrnambool Affordable Housing Policy 2012* be implemented in the Municipal Strategic Statement as part of the Planning Scheme Rewrite Project.

**Figure 16: Housing Tenure 2011**



Source: forecast.id. Compiled and presented by Warrnambool City Council.

### Residential Lot Construction

Since 2006, average annual residential lot release has been 282 lots per year. Residential lot construction per year is well ahead of building approvals for new dwellings. Lot construction peaked at 662 lots in 2009-2010, mainly due to the rezoning and construction of new greenfield residential estates in North East Warrnambool.

The majority of new residential lots released over the past few years (70% of all lots released) were within Warrnambool's greenfield growth areas, including the Marrakai and Toohey Estates (south of Wangoom Road), Dennington Rise Estate (Harrington Road) and Martin Place Estate (Aberline Road).

Approximately 25% of all lots constructed over the past few years were infill development within existing urban areas. Generally, the amount of infill construction varies from year to year. In 2010, there were approximately 96 infill lots created, whereas in 2007 there were only 15 lots created.

The remaining 5% were lots within Rural Living / Low Density Residential areas in Wangoom Road, Bushfield, Allansford and Hopkins Point Road.

### Residential Land Supply

Based upon projected growth rates and projected additional dwellings, there is currently 13+ years residential land supply. Most of this land is contained within the North of the Merri and North East greenfield growth areas.

In addition to current land supply, planning is well underway for additional greenfield growth areas to accommodate projected population growth. Planning Scheme Amendment C90 was exhibited in November 2013, to rezone 100 hectares of land in North Dennington. A further 110 hectares is proposed to be rezoned at Hopkins Point Road to enable the construction of up to 650 lots. Land owners in South Warrnambool are currently preparing a structure plan to facilitate the residential development of the South Warrnambool greenfield growth area (up to 30 hectares).

The rezoning of these additional growth areas will boost existing residential land supply levels by 10+ years supply - a total of over 24 years residential land supply. Refer to Figure 17 below.

**Figure 17: Warrnambool Growth Area Land Supply Analysis**

	Total Area	Lots Constructed / Approved	Land remaining	Lot Supply (Forecast)*	Land Supply (Forecast)
<b>North East Growth Area</b>	110 hectares	482	60 hectares	720	3+ years
<b>North of the Merri Growth Area</b>	190 hectares	44	185 hectares	2,200	10+ years
<b>Coastal / Hopkins Growth Area</b>	110 hectares (not rezoned)	-	110 hectares (not rezoned)	650	3+ years
<b>North Dennington Growth Area</b>	100 hectares (not rezoned)	-	100 hectares (not rezoned)	1,250	6+ years
<b>South Dennington Growth Area</b>	30 hectares (not rezoned)	-	30 hectares (not rezoned)	To be informed by future structure planning	
<b>Established Areas</b>	-	-	-	628**	2+ years
<b>Total</b>	<b>520 hectares</b>	<b>526 lots</b>	<b>465 hectares</b>	<b>5,498 lots</b>	<b>24+ years</b>

\* Based on 12 dwellings per net developable hectare

\*\* Source Urban Development Program Regional residential Report 2012 - City of Warrnambool

Land supply forecasts are based on the construction of 12 dwellings per net developable hectare. Recently approved development plans within the North of the Merri River greenfield growth area recognise the importance of providing a diverse range of lot sizes. The development plans require developers to provide an average of 12 lots per net developable hectare at the initial stage of development.

Allansford, Bushfield and Woodford also play an important role in the City's housing needs. Further residential development and subdivision is possible within these townships. It is recommended that structure planning be undertaken for these townships to identify infrastructure requirements (i.e. drainage) to support further development of established areas.

There is adequate residential land supply (zoned and/or planned) for the next 24+ years within the Urban Settlement Boundary (including Allansford, Bushfield and Woodford). The long term growth area located east of Aberline Road may accommodate a further 20+ years residential land supply (subject to structure planning). A further 30 hectares in South Dennington has been identified as having potential for residential development subject to detailed structure planning (estimated 2+ years land supply).

Based on current and forecast land supply, there is no need to designate additional land for future urban growth. It is recommended that the existing Urban Settlement Boundary (implemented via Planning Scheme Amendment C72) be adopted as the permanent long term growth boundary for the City.

It is recommended that monitoring of residential building permit activity and land supply be undertaken on an annual basis. Monitoring should also be undertaken in conjunction with the release of future Census results to review projections contained within this strategy.

### **Rapid growth and infrastructure capacity**

The significant growth anticipated for Warrnambool will require adequate levels of infrastructure and social services and will result in additional demand for water, energy, transport and utility infrastructure.

Patterns of settlement vary by residential density, ranging from high density to low density. From a development cost perspective, the proximity of existing infrastructure and the responsibility for the provision of infrastructure are the main factors which distinguish settlement patterns. The *Financial costs of settlement patterns in rural Victoria, 2013* undertaken by Rural Councils Victoria found that settlement patterns generate different costs over time and states that “*even if councils are not providing new infrastructure to service growth, maintenance and operational costs over time vary significantly between settlement patterns*”.

Greenfield development has a high level of infrastructure provision and has high ongoing costs for Council. In contrast, infill development generates considerably less cost to local government.

Over 80% of the City's population growth is projected to occur within greenfield growth areas. Less than 20% is predicted to occur within established areas. Based on these projections, approximately 180 dwellings will be constructed per year in greenfield growth areas until 2031. 45 dwellings per year will be constructed within established urban areas.

Redirecting population growth from greenfield growth areas to established urban areas would assist in increasing the City's land supply. Redirecting growth would also result in significant ongoing savings in infrastructure and service provision.

Modelling undertaken by Warrnambool City Council demonstrates that land supply increases by 2 years for every 10% of population growth redirected to established areas (construction of an additional 22 dwellings per year within established areas).



Further investigation is required to accurately identify sites with further development potential adjacent to activity centres, open space and public transport corridors. Based on this investigation, it is recommended that a growth target be established to increase population growth within established areas (i.e. increase population growth within established areas from 20% to 30-40%). It will be important that any proposed growth target respects existing neighbourhood character and heritage precincts.

There is also need for greater housing diversity within the City's greenfield growth areas. It is recommended that future structure planning for land east of Aberline Road, should encourage an average of 12 dwellings per net developable hectare and 15+ dwellings per net developable hectare in close proximity to future transport corridors, activity centres and open space.

The preparation of development plans within the North Dennington Growth area should also facilitate the development of 12 dwellings per net developable hectare and 15+ dwellings per net developable hectare in close proximity to future transport corridors (i.e. Coghlan's Road), open space and community facilities.

- **There is over 24 years forecast residential land supply within greenfield growth areas and established urban areas. A further 20+ years land supply can be provided within future greenfield growth areas.**
- **Warrnambool has a diverse range of dwellings. Five in ten dwellings contain three bedrooms. Two bedroom and four bedroom dwellings each represent 1 in 6 of all households.**

- **Based on forecast land supply needs, the existing Urban Settlement Boundary should be adopted as the permanent long term growth boundary for the City.**
- **By 2031, four bedrooms dwellings may represent 1 in 4 of all housing stock (increase from 1 in 6 in 2001).**
- **Growth of lone person households is expected to outstrip construction of 1 and 2 bedroom dwellings.**
- **There is a need for greater housing diversity within the City's greenfield growth areas.**
- **There is a need to investigate the provision of social housing across the City.**
- **Establishment of a population growth target within established urban areas should be investigated to direct some growth from greenfield growth areas.**
- **The combination of greenfield growth areas and infill opportunities will enhance the diversity of housing choices available to new and existing residents.**
- **Council is well positioned to commence planning the long term growth area, east of Aberline Road.**

## CONSTRAINTS AND OPPORTUNITIES

### Constraints to future housing provision

There are a number of physical and policy constraints which restrict the amount of development that can occur in parts of the municipality.

State Planning Policy requires the protection of productive agricultural land from urban development. Productive agricultural areas to the east, west and north of the City are currently protected from further urban encroachment by the Urban Settlement Boundary (contained in clause 21.03 of the Warrnambool Planning Scheme). The Urban Settlement Boundary is recommended to be adopted as the permanent long term growth boundary for the City in its current location.

Other constraints exist for neighbourhood character, heritage and industrial buffers (i.e. Saleyards and Midfield Meat Processing Plant).

It is recommended that character assessments be undertaken for each planning area to determine urban characteristics (i.e. building setback, landscape, fence height etc.) that may need protection or enhancement.

The development process has the potential to impact the environment in many ways, (i.e. use of resources, impact on waterways / coast etc.). The challenge of reducing the impact of development on the environment is growing.

Our climate is changing, droughts, flash floods, heat waves, storm surge and sea level rises are inevitably going to become more apparent<sup>6</sup>. There is a need to ensure that development is able to adapt and respond to a changing climate.

It is recommended that environmental sustainable design principles be embedded within Local Planning Policy (Municipal Strategic Statement).

Council should also develop guidelines to assist developers and property owners on sustainable building design.

State Planning Policy requires development to be directed away from areas of natural hazard including flooding, bushfire and coastal erosion and/or coastal storm inundation (including impacts of climate change).

Some areas of the municipality are affected by flood within the Merri River and Russell's Creek catchments. Development within areas of high flood hazard must be avoided (zoned Urban Floodway Zone (UFZ) or included in Flood Overlay (FO) and Land Subject to Inundation Overlay (LSIO)).

Privately owned land adjoining the coastal reserve may be subject to bushfire (included within the Bushfire Management Overlay (BMO)). Further intensification of development in these areas should be avoided.

A review of residential areas in close proximity to industrial precincts is also recommended to provide guidance on future residential development.

### Opportunities for development

Large sites in established areas that are no longer needed for their original purpose may be suitable for residential development. For example the reuse of former industrial sites (i.e. Warrnambool Woollen Mills redevelopment) presents a wide range of opportunities to accommodate residential development.

Where the site has heritage value, the new use should support the ongoing interpretation and understanding of the heritage value while also accommodating the new functions.

Most residents within established areas of Warrnambool have good access to community facilities, shopping, transport and public open space.

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<sup>6</sup> Warrnambool Climate Change Action Plan

However, the predominant dwelling type in Warrnambool is a single dwelling on a relatively large lot. The existing density of residential development provides an opportunity for re-development of these areas to maximise the accessibility of the existing facilities and services.

Further investigation is required to identify sites with further development potential adjacent to activity centres, open space and public transport corridors (Infill / Housing Diversity Strategy). Based on this investigation, it is recommended that a growth target be established to increase population growth within established areas.

In greenfield growth areas such as the North of the Merri, North Dennington, Hopkins River and North East Warrnambool growth areas, approximately 455 hectares of land is available for future housing. The development of these areas provides an opportunity to develop a variety of dwelling types with varying development densities.

Greenfield sites allow for a range of housing types to be developed to cater for the needs of all market segments. These areas are likely to predominately accommodate households consisting of couples with children (young families). The proposed Infill / Housing Diversity Strategy should also identify locations within greenfield growth areas suitable for higher density residential development (i.e. smaller lot sizes and housing close to future community infrastructure/facilities and transport corridors will be particularly appropriate for the ageing and student population).

It is recommended that future growth area planning requires 15+ dwellings per hectare within close proximity to future transport corridors, activity centres and open space.

The following **City-Wide Housing Framework Plan** brings together all the elements and recommendations of the City-Wide Housing Strategy to identify the population growth plan until 2031. It provides direction on where future growth should occur and provides guidance for future planning to accommodate population growth.

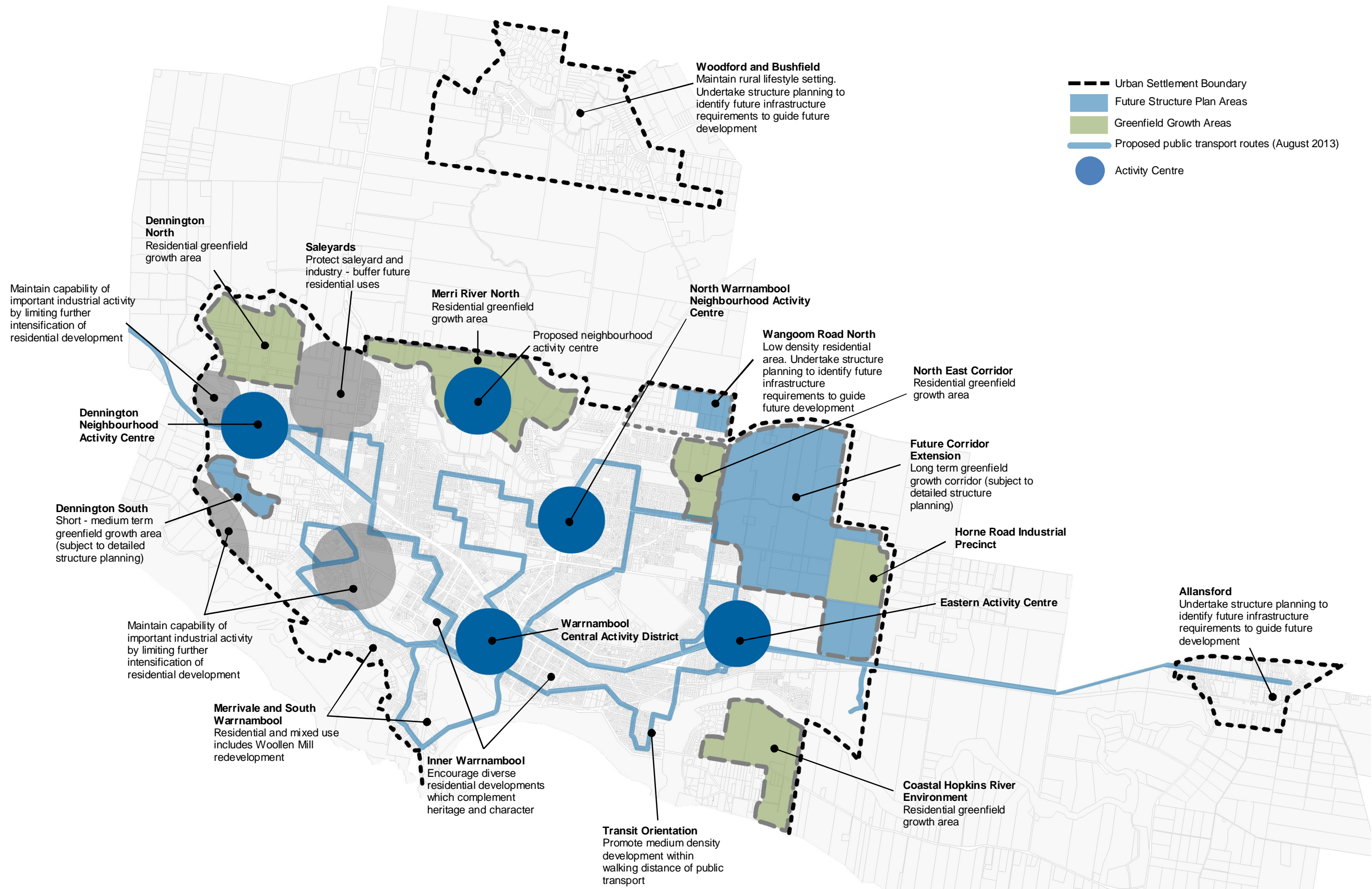


*Social housing, 2 McIntyre Drive Altona, winner of the 2013 Victorian Architecture Award for Multiple Unit Housing. Designed by MGS Architects.*



*Social housing, 2 McIntyre Drive Altona, winner of the 2013 Victorian Architecture Award for Multiple Unit Housing. Designed by MGS Architects.*

# CITY-WIDE HOUSING FRAMEWORK PLAN



## RESIDENTIAL ZONE REFORM

In May 2013, the Minister for Planning announced reforms to Victoria's planning zones to give greater clarity about the type and density of development that can be expected in residential areas.

The existing suite of residential zones (Residential 1, 2 and 3) has been replaced by the 'General Residential Zone', the 'Residential Growth Zone' and the 'Neighbourhood Residential Zone'.

The new General Residential Zone aligns very closely to the existing Residential 1 Zone that currently applies across urban Warrnambool. It contains a 9 metre maximum building height (average 2 storey dwelling is 8.5 metres high) (Clause 54 and 55 Rescode provisions in the Planning Scheme).

The Residential Growth Zone can be applied to existing urban areas where increased growth and density is encouraged (i.e. development of townhouses, units and apartments).

Minor commercial uses are permitted in the Residential Growth Zone to provide additional local services to the population, subject to strict conditions.

The new Neighbourhood Residential Zone provides the strongest protection for local neighbourhood character by limiting increased residential development (lot size restrictions) and providing an 8 metre mandatory height limit.

Council has until June 2014, to implement the new zones into their local planning schemes otherwise the Minister for Planning will undertake the translation.

### Implementation of reformed Residential zones

It is recommended that the reformed Residential zones be implemented in three (3) stages.

**STAGE 1** - it is recommended that all land currently zoned Residential 1 Zone be directly translated to the new General Residential Zone. The General Residential Zone contains a 9 metre building height limit.

Most residential areas in Warrnambool are currently included within a Design and Development Overlay which requires a planning permit to construct a dwelling of 7 metres or more in height (DDO4). The majority of dwellings constructed in Warrnambool are currently below 7 metres (i.e. single storey).

To ensure consistency with the General Residential Zone, it is recommended that DDO4 be removed from the Planning Scheme. Most new dwellings are expected to be single storey in height however, 2 storey dwellings (up to 9 metres in height) may be constructed without the need for a planning permit.

**STAGE 2** - it is recommended that the implementation of the Residential Growth Zone be informed by the further investigation to identify sites with further development potential within established areas (Infill / Housing Diversity Strategy).

**STAGE 3** - it is recommended that the implementation of the Neighbourhood Residential Zone be informed by character assessments for each planning area, ongoing heritage assessments and the review of residential areas in close proximity to industrial precincts.

## CONSOLIDATED RECOMMENDATIONS

### Planning Scheme:

- Implement the City-Wide Housing Framework Plan into the Municipal Strategic Statement including application of the Urban Settlement Boundary as the permanent long term growth boundary for the City in its current location.
- Amend the Municipal Strategic Statement to include policy requiring the development of 12+ dwellings per net developable hectare and the development of 15+ dwellings per net developable hectare in close proximity to future transport corridors, open space and activity centres within greenfield growth areas.
- Amend the Municipal Strategic Statement to include environmental sustainable design objectives and strategies.
- Embed key land use objectives contained within the *Warrnambool Affordable Housing Policy 2012* in the Municipal Strategic Statement.
- Immediate translation of the existing Residential 1 Zone to the new General Residential Zone and remove schedule 4 to the Design and Development Overlay (DDO4) to ensure consistency with the new residential zone.
- Implement the recommendations of the *North Dennington Growth Area Structure Plan 2013*.

### Future structure planning:

- Support structure planning in South Dennington to inform future use and development.
- Undertake structure planning for land east of Aberline Road to inform future use and development.

- Undertake structure planning for Allansford, Bushfield and Woodford to investigate constraints to development, infrastructure requirements and future land use needs.

### Further investigation

- Identify sites within established areas and greenfield growth areas with development potential adjacent to activity centres, open space and public transport corridors (i.e. Infill / Housing Diversity Strategy).
- Establish a growth target to increase population growth within established areas (i.e. ensure 20-40% of population growth occurs within established areas).
- Identify opportunities and mechanisms to provide additional social housing (possible private / public partnerships).
- Review residential areas in close proximity to industrial precincts to provide guidance on future residential development within close proximity to sensitive industrial uses.
- Progressively undertake character assessment for all planning areas to inform whether the implementation of the Neighbourhood Residential Zone is required.
- Continue to undertake heritage assessments for individual places and/or precincts within established areas.

### Ongoing review

- Undertake a review every 12 months of subdivision approvals, lots created and building approvals within the municipality.
- Undertake a review every four (4) years (upon the release of Census data) to review population growth and housing trends.

## IMPLEMENTATION

Recommendation	Immediate	Timeframe		
		Short term (1-2 years)	Medium term (2- 4 years)	Long term (4+ years)
Implement the City-Wide Housing Framework Plan into the Municipal Strategic Statement including application of the Urban Settlement Boundary as the permanent long term growth boundary for the City in its current location.	Planning Scheme Rewrite Project			
Amend the Municipal Strategic Statement to include policy requiring the development of 12+ dwellings per net developable hectare and the development of 15+ dwellings per net developable hectare in close proximity to future transport corridors, open space and activity centres within greenfield growth areas.	Planning Scheme Rewrite Project			
Amend the Municipal Strategic Statement to include environmental sustainable design objectives and strategies.	Planning Scheme Rewrite Project			
Embed key land use objectives contained within the <i>Warrnambool Affordable Housing Policy 2012</i> in the Municipal Strategic Statement.	Planning Scheme Rewrite Project			
Immediate translation of the existing Residential 1 Zone to the new General Residential Zone and remove schedule 4 to the Design and Development Overlay (DDO4).				
Implement the recommendations of the <i>North Dennington Growth Area Structure Plan 2013</i> .				
Support structure planning in South Dennington to inform future use and development.				
Undertake structure planning for land east of Aberline Road to inform future use and development.			Undertake structure plan	Implementation
Undertake structure planning for Allansford, Bushfield and Woodford to investigate constraints to development, infrastructure requirements and future land use needs.				
Identify sites within established areas and greenfield growth areas with development potential adjacent to activity centres, open space and public transport corridors (i.e. Infill / Housing Diversity Strategy).				
Establish a growth target to increase population growth within established areas.				

<b>Recommendation</b>	<b>Timeframe</b>			
	<b>Immediate</b>	<b>Short term (1-2 years)</b>	<b>Medium term (2- 4 years)</b>	<b>Long term (4+ years)</b>
Identify opportunities and mechanisms to provide additional social housing (possible private / public partnerships).				
Review residential areas in close proximity to industrial precincts to provide guidance on future residential development within close proximity to sensitive industrial uses.				
Progressively undertake character assessment for all planning areas to inform whether the implementation of the Neighbourhood Residential Zone is required.				
Continue to undertake heritage assessments for individual places and/or precincts within established areas.			Ongoing	
Undertake a review every 12 months of subdivision approvals, lots created and building approvals within the municipality			Ongoing	
Undertake a review every four (4) years (with release of Census data) to review population growth and housing trends.				Ongoing



**APPENDIX 1 - WARRNAMBOOL CITY PLANNING AREAS**

