

# WARRNAMBOOL Industrial Land Use Review



Prepared for  
WARRNAMBOOL CITY COUNCIL

By  
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Final Version  
July 2010

# WARRNAMBOOL Industrial Land Use Review





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The 2004 Land Use Strategy identified the following key strategic issue that confronts the City of Warrnambool:

**“Because the scope of development has been limited to incremental expansion of discrete residential subdivisions, the capability of these areas to contribute to the overall structure of the residential community is sometimes constrained. For example, there is a need for comprehensive subdivisions that contribute to the recreational and open space system of the township. Generally however the establishment of each area**

**has occurred independently with notable deficiencies in their degree of structural integration. This has not caused major problems to date, but with future increased population of the City, works will be required to address transportation, social, environmental and urban design deficiencies. It is important that this approach to residential development is accepted and understood by the wider development community.”**

Whilst the commentary, in this context, relates to residential development, the same observations and implications equally apply to industrial based development.

The City of Warrnambool is not unique in this regard as it displays a characteristic that is common to many towns in regional Victoria and beyond. That is, a well-defined, integrated mixed use town core that has a readily identifiable character, scale and structural integrity particularly in the public realm that supports a range of land uses. By contrast the more recent development is more piecemeal in its approach and physical form and often lacks the diversity of land uses particularly in close proximity to one another.

Despite these land use challenges, that highlight the need to establish clear strategic direction for the City for industrial and other land uses, the City is blessed with a number of key strategic advantages including:

- a well-defined regional service centre role that supports a range of services that is well beyond that which the current population of the City could ordinarily support;
- an attractive coastal location with a definite character and amenity;
- significant projected population growth;
- convenient access by both road and rail; and
- a vibrant industrial sector that has the capacity to be further developed via a combination of high profile major projects, smaller scale businesses and via the emergence of new ‘green’ predominantly energy related industries.

In order to further develop the current industrial sector it is clearly evident that additional land supply is required. The key challenge for this project is to identify industrial (employment) land use opportunities that will not only satisfy desired locational and other criteria but will also make a positive contribution to the form and composition of the City of Warrnambool. Importantly this will require:

- adoption of a long term approach;
- proper regard to integration with other existing and planned land uses;
- careful regard to the capacity of development to deliver enhancements to the local transport network (including funding where relevant); and
- a plan based approach with direction regarding key land uses and transport projects that can be progressively implemented over time.

In terms of the possible locations to introduce additional land supply for industrial purposes, the key strategic issues that need to be considered are the emergence of the 'eastern' growth area and lack of definition of clear boundaries to the east of the City.

It is the key finding of this review that consolidation of the eastern growth area offers the most appropriate short to medium and possibly longer term opportunity to introduce additional industrial land supply that has the capacity to satisfy desirable locational criteria and which will make a positive contribution to the City.

Whilst it is the primary finding of this review that the eastern growth area offers this potential, the associated finding of this review is that a coordinated approach to land uses, infrastructure projects and urban design is required to achieved desired outcomes. Central to this is a 'shared' approach to infrastructure funding that will achieve progressive delivery of important infrastructure over time.





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The City of Warrnambool currently boasts a strong industrial sector, functioning as the regional service centre for the south west region of Victoria. However, demand for land suitable for industry and employment uses has steadily outstripped supply due to a number of factors including strong growth in 'green' energy sectors, expansion of existing industries and steady population growth. These factors combined have resulted in a severe shortage, and significant escalation in the cost, of appropriately zoned industrial land within the existing urban growth boundary of the City of Warrnambool.

It is important to ensure a steady supply of industrial land to meet growth demands of the sector, and to ensure a strong employment and service base for both the City of Warrnambool and the wider south west region.

In order to meet the strong demand and to enhance the strength of its employment sector, the City of Warrnambool has engaged Mesh Liveable Urban Communities (Mesh) to prepare an Industrial Land Use Review. This review follows a process undertaken by Council in association with a Priority Development Panel (PDP), which, recognising the land supply issues faced by the City of Warrnambool and the Moyne Shire Council, attempted to identify and rezone land for industry. A key finding of the PDP for the City of Warrnambool was that, while not disputing that there is an urgent need for further industrial land further strategic work was required to investigate potential locations for this supply. These potential locations may be outside the current urban growth boundary.

**While the overarching purpose of this review is focused on determining suitable locations for additional industrial land supply within the City of Warrnambool to provide a minimum 15 year land supply, in order to make this determination, it is necessary to first understand the context of Warrnambool, and the existing and planned structural conditions that will influence the most appropriate location or locations for future industrial development.**

A plan based approach to this analysis of the City's conditions and to the strategic vision proposed has been adopted.

**This approach delivers a clear format upon which a common understanding of the issues faced by the City of Warrnambool can be reached, and provides a framework from which further detailed and broader strategic planning can be undertaken.**



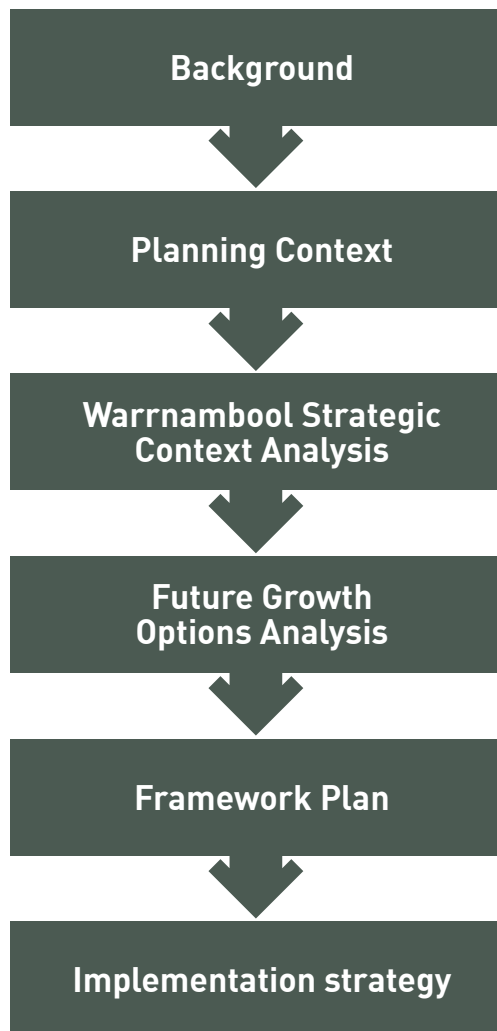
This review then makes general recommendations with regard to implementing appropriate planning mechanisms to deliver the location identified as being suitable for industrial development. These recommendations include reference to suitable planning scheme controls (zones, overlays, development contribution mechanisms, design guidelines etc) and amendments to the Municipal Strategic Statement.



The methodology adopted in this industrial land use review takes a whole of city view to understand the structural composition of Warrnambool, before drilling down to the detail of specific locations that may be suitable for industrial development.

Figure 1 provides a structure for this multi-levelled approach to analysis.

Figure 1 **Warrnambool Strategic Analysis**



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## Strategic Planning for Industry

In response to anecdotal evidence that existing industrial land supply within Warrnambool city was becoming constrained, strategic planning to increase the stock of industrial land has been undertaken in previous years (Warrnambool City Industrial Land Strategy, 2001). Ultimately, this study resulted in a site in Allansford being identified as the most appropriate location for large scale industrial development to meet what was then anticipated to be a 10 year demand (approximately 19-39ha). During preparation of the structure plan for what was known as the Allansford Business Park site in 2007, significant geotechnical site constraints were identified which resulted in the proposal being abandoned.

Recognising the need to address the lack of industrial land supply, which was exacerbated by the abandonment of the Allansford site, the Warrnambool City Council, in association with Moyne Shire Council, sought assistance from the State Government in 2009. The State Government provided support through establishment of a Priority Development Panel (PDP) to assist in the identification and rezoning of land for industry within the two municipalities. While this process identified approximately 27ha of land (see Figure 2) to be rezoned within the existing limits of Warrnambool (7ha in West Warrnambool adjacent to an existing industrial area and 20ha in the Eastern Activity Precinct located on the eastern periphery of Warrnambool for a light industrial business park), the PDP was unable to investigate sites beyond the urban growth boundary nominated within the Strategic Framework Plan of the Warrnambool Planning Scheme without further strategic work being undertaken.

The PDP report however endorsed:

**The urgent need for a second general industry hub in Warrnambool given the constraints on further expansion of the established precinct based around Walsh Road and Braithwaite Street' With regard to a preferred location the PDP report recommended 'a comparative assessment of all potential locations for a new industrial hub and a review of a section of the Framework Plan to address Horne Road's anticipated role as an arterial road corridor.**

Specifically with regard to potential sites that were nominated in east Warrnambool through the expressions of interest phase, the PDP found that:

**Sites not convenient to basic infrastructure (roads, water supply electricity, sewers) or where these could not reasonable be expected in the short term, were considered unsuitable candidates within the timeframes being considered by the Project. This applied to most of the rural parcels to the east of Warrnambool, except those close to Horne Road.**

**Recognising the importance of Warrnambool's entry corridor to its image and tourist economy, a suggested site with Princes Highway frontage was considered unsuitable for industry.**

**Other sites in the Warrnambool East/Horne Road locality were considered worthy of further evaluation, and are dealt with in section 5 below.**

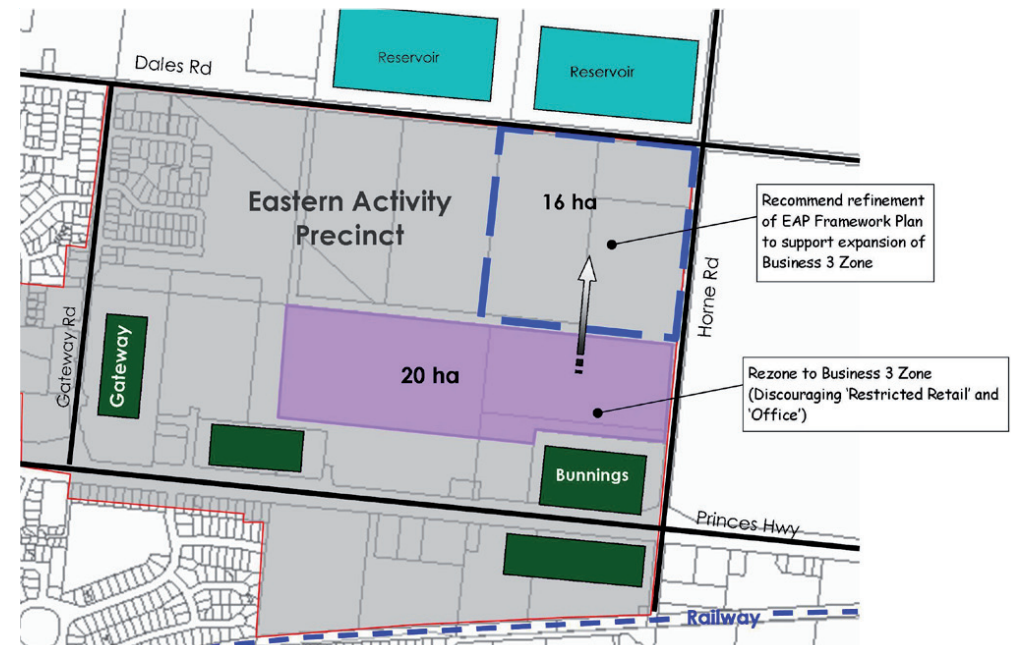
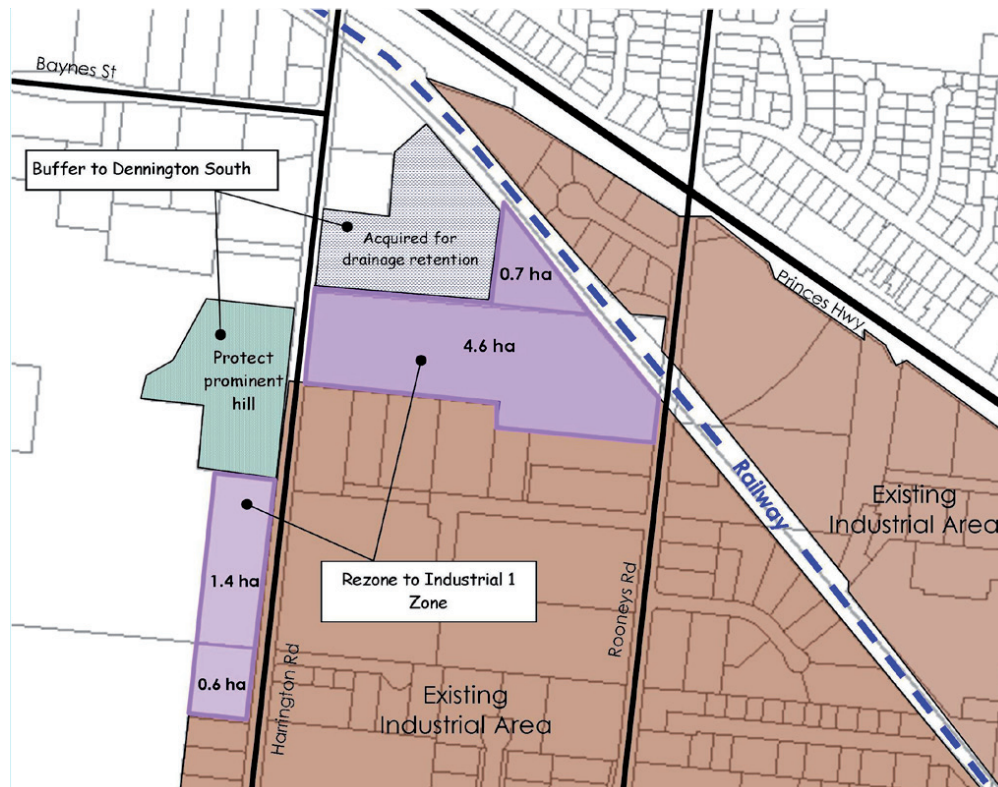
Aside from recommending rezoning of some specific pieces of land within the western industrial precinct and within the Eastern Activity Precinct, the PDP recommended that:

**The City of Warrnambool should designate an additional general industry hub for Warrnambool to complement the Walsh Road/Braithwaite Street estate. The identification of an appropriate location for this hub should be pursued as a priority through a rigorous comparative assessment of potential options, informed by the Economic Development Strategy as to likely future needs and requirements.**

With regard to the process for implementation of the PDP recommendations, it has since been confirmed that any rezoning will need to be subject of the normal authorisation, exhibition and notification processes in accordance with the Planning and Environment Act 1987.



Figure 2 PDP Recommendations



Source: Moyne/Warrnambool Industrial Land Supply Project

**The key objective of this Industrial Land Review is to undertake the strategic planning necessary to investigate the potential location for large-scale industrial development, both within and outside the Warrnambool urban growth boundary, and to make necessary recommendations to facilitate the rezoning and development of the identified site/s.**

While this review will examine sites within the urban growth boundary, this study generally accepts the PDP's findings that opportunities for expansion within existing areas are generally of a small scale as there is limited vacant land, and any available vacant land is fragmented and will not significantly address the projected demand for industrial land. In addition, there is limited capacity for transport related industries, given existing congestion and safety issues on existing truck routes. As such, the focus of this report will be to provide a strategic direction for future growth of Warrnambool, specifically focussing on locations for larger-scale industrial development to service short and long term needs and to create conditions for a competitive land supply scenario, that is, more than one key industrial landholder. This strategic review therefore necessitates a review of opportunities beyond the city's current urban growth boundary.

## **Industrial Land Supply and Demand**

Warrnambool City Council and Moyne Shire Council have engaged a consultant, TPG, to prepare an economic development and investment strategy for the region, to ensure appropriate planning for population growth and facilitation of sustainable development outcomes. A component of this strategy will examine industrial land availability within the municipalities and projected future needs. This strategy is in draft format and has been exhibited for public comment throughout July 2010, however initial advice on projected future supply needs for Warrnambool was prepared in October 2009 to assist the PDP in identifying industrial land requirements. .

This initial advice, referring to an earlier project undertaken by Council in 2008 (the Land Supply Analysis Project) identified that approximately 12ha of industrial land remained available within the municipality, notionally representing a 4 year supply based on current demand of 3ha per year (although this annual demand is conservatively projected to increase to 5ha per year). However, this land appears to be unsuitable for market as it is fragmented and inappropriately located. The 2008 analysis by Council identified that there are no large footprint sites available within the City of Warrnambool that are currently zoned for industrial purposes.

**Taking a 15 year view, the advice notes that 70 to 90ha of land is required to service the projected needs of Warrnambool, with 20-30% of this land being taken up immediately as a result of existing latent demand.**



To put this figure in context, the largest existing industrial precinct in Warrnambool, West Warrnambool, is approximately 108ha in area.

The types of industries likely to be attracted to Warrnambool include manufacturing, transport and service industries. In addition, the south west region of Victoria is seen as having significant growth potential arising from sustainable energy resources (wind, geo-thermal, bio-mass, and natural gas)<sup>1</sup> and as such, Warrnambool city is anticipated to experience significant growth in industrial sectors servicing this emerging 'green' energy sector. These types of industries are identified as being appropriately located in a new industrial 'estate' comprising a variety of lot sizes.

Taking into account projected needs for industrial land, the brief for this industrial review is to identify a location/s to accommodate a minimum 15 year land supply of 70 to 90ha that meets the following site selection criteria:

- Proximity to transport and infrastructure (convenient to highway access and potential rail access, access to water supply, electricity etc);
- Land capability and suitability (topography, geology, drainage);
- Location relative to other land uses (avoiding direct interface with sensitive uses such as housing through buffers within or beyond the site; considering the benefits of clustering within other industrial and support uses, workforce availability, minimising travel generation for workers);
- Site sensitivity issues (compliance with expectations, guidelines and the law in respect to flora and fauna, cultural heritage, archaeological, visual impact, flood prone land etc);
- Land parcel size (adequacy of lot sizes and uncomplicated ownership – sole or multiple).

In addition to the above criteria, this review has also had regard to planning principles that seek to integrate and co-locate a mixture of land uses where possible. In doing so, the following benefits are derived:

- A mixture of land uses builds resilient and active communities, with places for people to live and work.
- Locating opportunities for people to work close to where they live reduces transport costs and associated environmental impacts.
- Locating new land uses near existing communities utilises existing resources, minimises infrastructure costs and conserves valuable open agricultural land in more remote areas

Considering the location of industrial land uses has regard to this principle, however, it is acknowledged that careful and innovative design responses are required to ensure that interfaces with sensitive land uses are appropriately managed, and adverse amenity impacts are minimised.

This review will make recommendations to deliver a minimum 15 year industrial land supply and to facilitate an immediate rezoning of land for industry. However, it is necessary to take a longer term view of land supply in Warrnambool, to ensure the recommendations made in this report have robust strategic justification and do not compromise possible future strategic planning directions for growth in Warrnambool outside the current urban growth boundary.

<sup>1</sup> Regional Mapping Project: Final Report, Barwon South West Region: Great South Coast, Regional Development Victoria, November 2009

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## Regional Mapping Project

Regional Development Victoria are currently finalising a Regional Mapping Project for all of Victoria, which will be used as an analytical tool in the preparation of strategic plans for regional areas of Victoria. The final report of the Regional Mapping Project for the Barwon South West Regional: Great South Coast was issued in November 2009 and identifies Warrnambool as a regional centre i.e. having a large, diverse population and a base for housing, employment and education, which services extensive rural hinterlands. The mapping project also identifies Warrnambool as a 'higher growth centre' i.e. population change between 2006 and 2026 is anticipated to be 5,000-19,999 (based on Victoria in Future, 2006 figures).

This review acknowledges that it is important that appropriate land supply is made available to support Warrnambool's status as a regional centre, and to accommodate anticipated growth. While this review will address the industrial land supply issue for the next 15-20 years, further work will be required to confirm that adequate land is available for residential and other land uses in the longer term, within a clearly defined town limit.

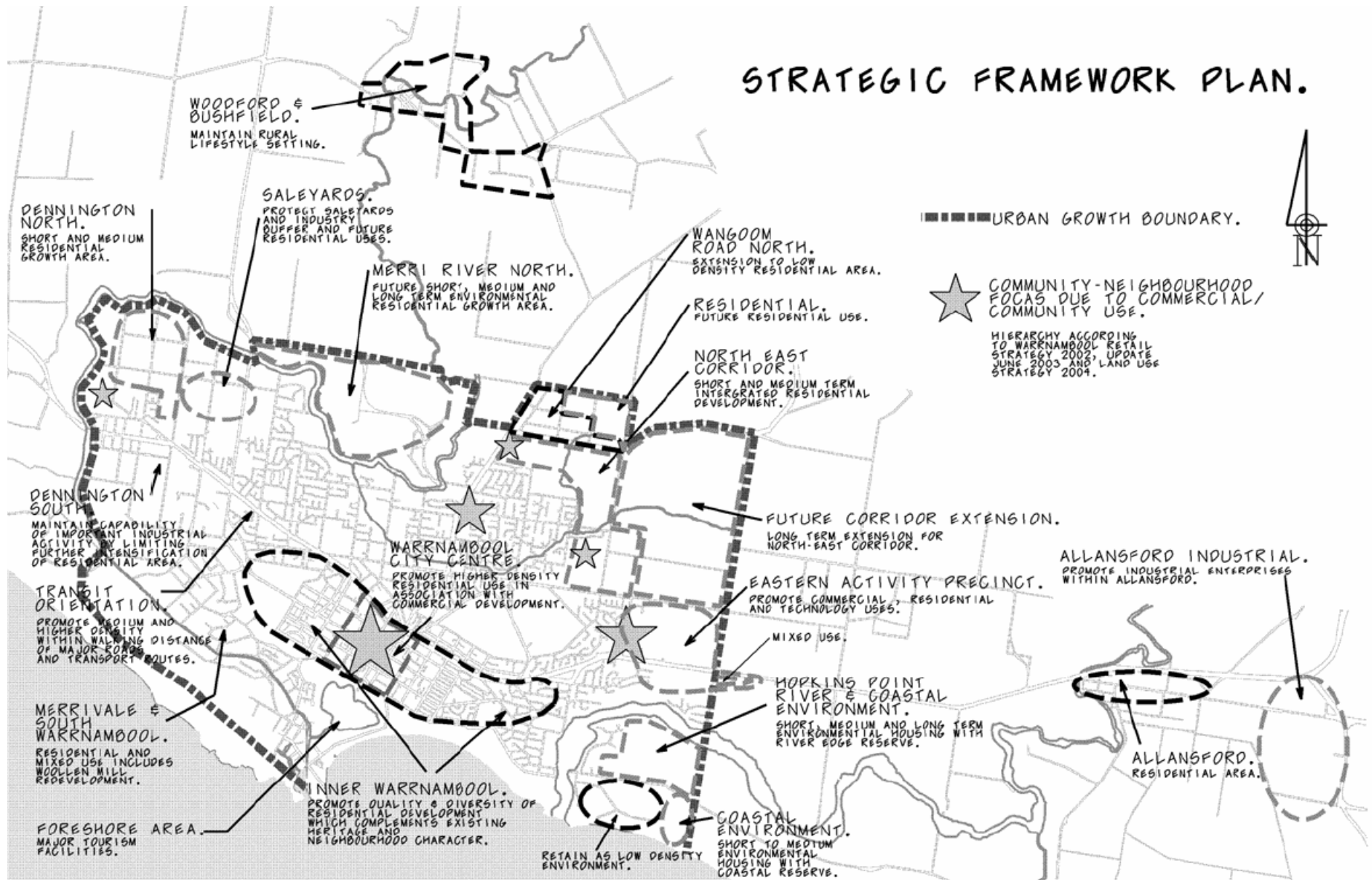
## Warrnambool City Land Use Strategy

Warrnambool's Planning Scheme, and specifically the Municipal Strategic Statement (MSS), was updated in 2006 (Amendment C43) to incorporate the findings and recommendations of the Warrnambool Land Use Strategy prepared in 2004. The Strategy, and thus the MSS, adopted a 20 year planning horizon to identify opportunities for future growth and ultimately identified four key areas as suitable for growth. As the Strategy largely focused on the city's residential land supply needs, all four areas identified were nominated as **residential** growth areas. The Allansford site was confirmed as meeting the city's future demand for industrial land supply. The Strategy culminated in preparation of a Strategic Framework Plan, which was ultimately incorporated into the MSS (Clause 21.03). The Strategic Framework Plan (see Figure 3) nominates the Allansford industrial site, the four residential growth precincts as well as an urban growth boundary.

While this Plan was expected to accommodate a 20 year planning horizon, circumstances have changed suggesting a strategic review of the plan is required; population growth has exceeded expectations, planning for development in the identified growth areas has proceeded ahead of schedule, demand for industrial land has accelerated and the abandonment of the Allansford industrial site has exacerbated the already critical shortage of industrial land supply.

It is beyond the scope of this study to undertake a wholesale review of the Strategic Framework Plan; however, it will be necessary to make recommendations regarding changes to this plan, for example, changes to the urban growth boundary, to facilitate the rezoning of the location/s identified by this review where they are outside the boundary. As such, and as has been mentioned previously, a broader analysis adopting a longer term view is taken in this document in order to 'verify' the strategic validity of the recommendations made. This work can then be seen as the foundation, but not a substitute, for further city-wide strategic analysis that is required to update the MSS and Strategic Framework Plan to reflect the city's changed conditions.

Figure 3 Strategic Framework Plan



## Municipal Strategic Statement

The MSS is arranged into four themes for which strategic directions have been developed:

- Housing;
- Environment;
- Economic Development; and
- Infrastructure.

The Economic Development section specifically addresses industry, however all sections have some relevance to this review.

### Economic Development

As noted earlier, circumstances in relation to industrial development have substantially changed since the MSS was last updated, and as such, much of the content relating to industry is out-dated. Principally, the key reference document used to inform the industry section, the Warrnambool Industrial Strategy, 2001, adopted a demand scenario to 2010 comprising 19ha for small lots (at an annual uptake of 1.9ha per year) and 20ha for major enterprise (to be located at the Allansford site). This section will need to be rewritten to reflect the outcomes of the economic development and investment strategy currently being prepared, and this review.

Notwithstanding, the general objectives relating to industry remain largely relevant (see box) and have been utilised as the basis for preparation of this review.

- To develop Warrnambool as a major food and dairy processing centre for Victoria.
- To ensure that there will be adequate supply of industrial-zoned land with appropriate servicing capability.
- To encourage well planned industrial development with high standards of amenity, siting and design especially along major routes.
- To protect the amenity of residential areas from the effects of industrial activity, while not impeding the productivity of industrial enterprise.

The Warrnambool region is blessed with productive agricultural land and support industries, such as the abattoirs and Livestock Exchange, and accordingly, the agricultural industry is an important element of the regional economy (as well as being an important consideration from a food security perspective). As such, the MSS requires that use and development in the municipality not prejudice agricultural industries or the productive capacity of the land. This review will consider any expansion to Warrnambool in the context of the impacts on higher quality productive land, as well as implications on industrial land supply associated with any potential changes to key agricultural infrastructure, such as the Livestock Exchange.

## Housing, Environment and Infrastructure

Key aspects of the Housing, Environment and Infrastructure themes that are relevant to this industrial review are summarised in the following table.

Table 1 Summary of MSS Themes - Housing, Environment, Infrastructure

Theme	Summary of issues/objectives	Implication for review
<b>Housing</b>	Ensure green belt is maintained between Warrnambool city and outlying settlements of Allansford, Bushfield and Woodford.	Maintenance of green belt to be considered when identifying locations for expansion.
	Contain growth within urban growth boundary	Urban growth boundary will be reviewed and most likely amended in order to accommodate a large-scale industrial site.
	Establish the Eastern Activity Precinct as a mixed use extension to the city and gateway location.	Potential to accommodate some industrial land. Interfaces between land uses and means of enhancing gateway to be considered.
	Land north of Dales Rd identified as long term residential growth corridor.	As a structure plan has not been prepared for this area, review in context of potential for some industrial development.
<b>Environment</b>	Russells Creek is in poor condition, with potential to be improved when surrounding land is developed.	Consider means of incorporating Russells Creek into a design in a way that will improve its environmental and aesthetic values e.g. as an open space link, improved stormwater treatment etc.
	Norfolk Pines within the Princes Highway median are an important local landscape feature.	Consider ways that similar landscape features can be utilised in new areas to reflect and reinforce established city character.
	Biodiversity and heritage features to be maintained, enhanced and protected where relevant.	Consideration of these issues should occur at a more detailed planning stage (Structure Plan/Development Plan).
<b>Infrastructure</b>	Drainage deficiencies have been identified. Natural features should be utilised within stormwater drainage systems (e.g. WSUD)	Ability to drain land cost effectively will be a consideration in determining an appropriate site. WSUD techniques are likely to be appropriate to treat stormwater run-off.
	Conflicts between incompatible land uses are to be avoided, e.g. around the Livestock Exchange (500m buffer required between the Livestock Exchange and residential development)	The review will make recommendations regarding interface treatments and transitions between land uses. Options for the Livestock Exchanges will be generally considered in the context of direction from Council.
	Maintain the Princes Hwy as major boulevard entrance to Warrnambool.	Means of enhancing the boulevard in areas with lower amenity standards through built form and landscaping will be considered.

## Local Planning Policies

### Economic Development (Clause 22.03)

Council's Economic Development Policy for industrial development seeks to encourage well planned industrial development by specifying a set of performance standards that development should seek to achieve. These performance standards refers to the buildings, (site coverage and materials), setbacks, car parking, advertising, landscaping and noise abatement. Specific performance standards of note are:

- Buildings should be constructed in materials that are visually attractive such as brick, masonry or Colourbond metal,
- Frontage setbacks – buildings in new areas should be setback a minimum of 10 metres from any existing or proposed road alignment. This area may be used for car parking in conjunction with landscaping.

## Zones and Overlays

Specific Zones, Overlays and Clauses relevant to industrial development, and their current use in Warrnambool, are summarised below.

### Industrial 1 Zone

The Industrial 1 Zone (IN1Z) is currently applied to the major industrial precinct in the western area of Warrnambool, and smaller areas located throughout the region.

The purpose of this zone is to provide for manufacturing industry, the storage and distribution of goods and associated uses in a manner which does not affect the safety and amenity of local communities.

The uses of industry and warehousing are allowed in this zone without the need for a planning permit provided that the activities conducted on the site are not listed in Clause 52.10 of the scheme with a 'note' attached (if they are listed with a 'note' or a listed use is within a specified threshold distance of a residential zone, a permit is required). The clause generally applies to activities that cause detrimental off-site impacts. An office is allowed subject to a permit with a restriction of 500 square metres. Therefore the zone restricts larger office development opportunities.

A permit is required to subdivide land and for buildings and works. Applications for planning permits under the IN1Z are exempt from third party notice and appeal rights under section 52(1)(b) and (d) and 82(1) of the Planning and Environment Act (the Act), that is, neighbouring properties would not be notified of applications, and would not have the right to object or appeal a decision to issue a planning permit. This exemption does not apply if the land is within 30m of residential land.

The zone is appropriate to apply to core industrial areas that are situated a considerable distance from residential properties. The opportunity for 'non industrial' employment is hindered by the office size limit of 500 square metres. Therefore the zone would not be appropriate to apply where Council is seeking a transition from industrial to a wider range of employment uses.



### Industrial Zone 3

The Industrial 3 Zone (IN3Z) is applied to the additional industrial areas scattered throughout Warrnambool, with the majority creating an industrial spine along Warrnambool's main arterial, Raglan Parade. The zone is predominantly adjacent to both Business 3 and Residential 1 Zones.

The purpose of the IN3Z is to provide for industries and associated uses where special consideration of the nature and impacts of the industrial uses is required, i.e. to ensure uses do not affect the safety and amenity of adjacent, more sensitive land uses, to avoid inter-industry conflict and to provide a buffer between IN1Z and local communities.

The main difference between the IN1Z and the IN3Z is that the uses 'industry' and 'warehouse' require a planning permit in an IN3Z, but not an IN1Z. Despite this, the requirement does not mean a planning permit is required each time a new business moves into an existing factory. Once the property has been permitted for an industrial use, it may continue to be used as another type of industry without the need for an additional permit (provided the new type of industry does not trigger additional

consideration under Clause 52.10). However, a planning permit is still needed to reuse a building that has been vacant and lost any existing use rights, or to change from an industrial use to a warehouse storage unit.

As with the IN1Z, an office development is restricted to 500 square metres, and a permit is required to subdivide land and to carry out buildings and works. Applications for a planning permit to subdivide under the IN3Z are exempt from third party notice and appeal rights under section 52(1)(b) and (d) and 82(1) of the Act, that is, neighbouring properties would not be notified of applications to subdivide, and would not have the right to object or appeal a decision to issue a planning permit. This exemption does not apply if the land is within 30m of residential land. However, applications for use or to carry out buildings and works are not exempt from notice and appeal rights unless otherwise specified by other planning scheme controls (for example, a Development Plan Overlay).

### Business 3 Zone

The Business 3 Zone (B3Z) encourages integrated development of offices and manufacturing industries, and associated commercial and industrial uses, and in Warrnambool, is currently applied to the land adjacent to the municipal Livestock Exchange in Caramut Road.

Similar to the IN1Z, a permit is not required for 'industry' use, unless it is a use specified in Clause 52.10 with a 'note' attached or within the specified threshold distances of residential land. The use of an office does not require a permit and has no floor area restrictions unless specified in a schedule. Residential use is prohibited in this zone.

### Clause 52.10 Uses with Adverse Amenity Potential

This Clause, which provides a list of uses with adverse amenity potential, is ancillary to the zone controls. That is, while in itself it does not impose land use controls, it provides definitions to assist in the use of the land use controls found in the zones.

The clause has 2 functions:

- It forces the need for a planning permit under the IN1Z and B3Z for any industry listed in the table to that clause, which has a 'note' attached to it. These uses tend to be those that are deemed to pose more risk to the neighbourhood, i.e. 'heavy' industries.
- The clause triggers a planning permit if any industrial activities listed are proposed to be located closer to a residential or other sensitive zone than the threshold specified in the table. This clause does not prohibit listed industrial uses within the threshold distance, but requires a permit application to allow a thorough assessment of the application to ensure the industry or warehouse is appropriately designed and located so as not to cause offence or unacceptable risk to the neighbourhood.

The operation of this clause is irrelevant to IN3Z as any industrial use requires a permit under this zone.

### **Design and Development Overlay**

The Design and Development Overlay (DDO) is applied to areas that require specific requirements relating to the design and built form of new development. A schedule to the overlay specifies the design objectives that are to be achieved for the area, and may also specify other requirements in relation to building setbacks, building heights, plot ratio and any other requirements relating to the design and built form. In Warrnambool, a DDO applies to the B3Z land in Caramut Road (the Caramut Road Business Park Area and Entrance Precinct). The DDO requires a planning permit for buildings and works and subdivision, unless otherwise specified in the schedule (however, a permit for buildings and works and subdivision is triggered by all the relevant zones listed above). The DDO exempts these permits from certain notice and review requirements.

### **Development Plan Overlay**

The Development Plan Overlay (DPO) identifies areas where the form and conditions of future uses and development must be shown on a development plan before a permit can be granted. The schedule to the DPO sets out the requirements of the development plan, which can relate to types of uses, design and built form, layout requirements, additional information that must be supplied (for example, land capability assessments), staging of development, landscaping, drainage requirements, pedestrian and vehicle management etc. In Warrnambool, the DPO does not apply to any industrial areas.

The DPO does not trigger any permit requirements in its own right, however, a permit must not be granted until a development plan has been prepared to the satisfaction of the responsible authority (unless otherwise specified in the schedule) and any permit granted must be in accordance with the approved development plan. The DPO also exempts any application for a planning permit under the Planning Scheme considered to be generally in accordance with the development plan from the notice and review requirements specified previously.

The implications of these requirements is that if an application for a planning permit triggered by the zone (or any other provision in the Planning Scheme) within the area affected by the DPO is deemed to be not in accordance with the development plan, it must be refused. There is no scope to activate the notice and review requirements of the Act.

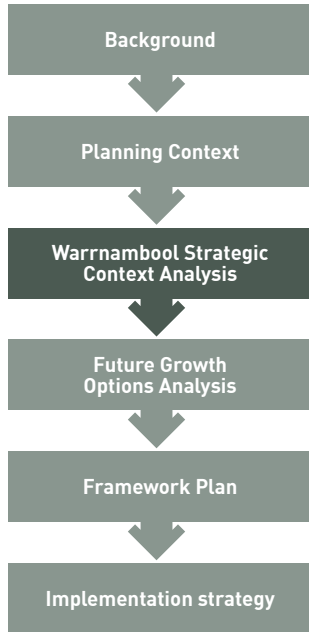
The Act does not specify notice requirements for a development plan prior to approval, and as such, any notification, if given by the responsible authority, would be of a non-statutory nature.

### **Development Contributions Plan Overlay**

The Development Contributions Plan Overlay (DCPO) identifies areas which require preparation of a plan for the purpose of levying contributions for the provision of works, services and facilities before development can commence. The DCPO does not currently apply to any industrial areas within Warrnambool; however, it is proposed to be used in residential growth areas.

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## 5



In order to understand the strategic issues that influence directions for large-scale expansion of industrial land supply, it is first useful to understand the strategic issues and the context of Warrnambool in a structural sense. The structural context of a city is always complex, and as such, a layered approach has been adopted. This approach distils key information and presents it in a way that highlights the issues that have influenced the growth of the City to date, and will shape its future growth, in this case, specifically in terms of industrial land supply.

Ideally an analysis of this type would take a long term view and consider all land uses and related issues to determine a cohesive and coherent strategic direction for the city as a whole. While taking a broad view to the extent possible within the confines of the brief, the structural analysis in this Industrial Land Use Review has also been specifically focused to consider implications for industrial land in the short to medium term (up to 15 years). It is therefore recommended that this analysis be viewed as the first step in establishing a longer term, City wide strategy for Warrnambool.

## Layer 1 – Warrnambool and Surrounds

Warrnambool is a city of more than 31,500 people, located on the Victorian coast.

It is apparent from Figure 4 that natural features, such as the coast, the Hopkins and Merri Rivers (and associated creeks and floodplains) have tended to define the City. In addition, highways such as the east-west Princes Highway and the Hopkins Highway (Mortlake Road) have influenced the location of growth.

Figure 4 Warrnambool and Surrounds



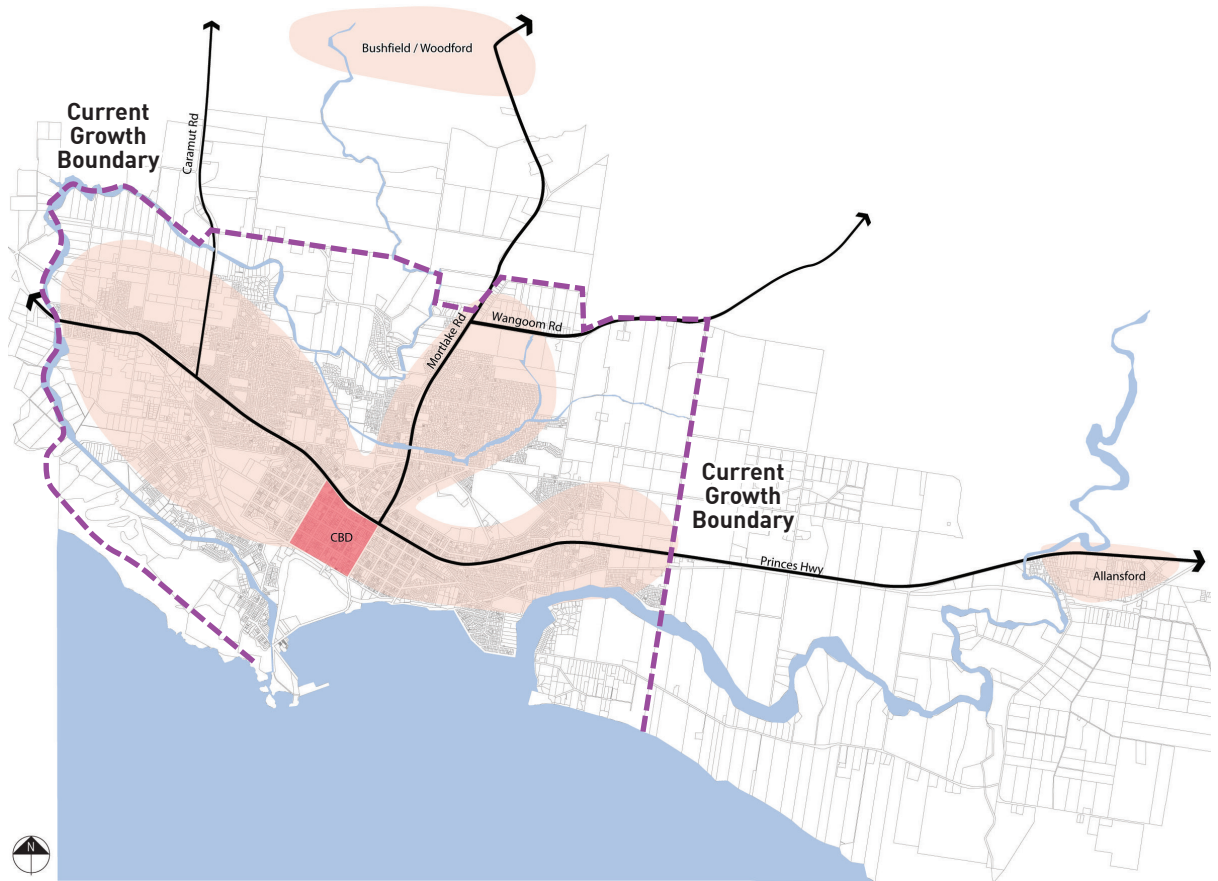
## Layer 2 - Linear Growth Patterns

The existing pattern of growth within Warrnambool has tended to be linear, following the Princes Highway in an east-west direction, and extending north along the Hopkins Highway. Smaller outer lying townships have also followed this pattern, with Allansford, located on the Princes Highway to the east of Warrnambool displaying a linear character and Bushfield and Woodford townships located to the north along the Hopkins Highway.

While a natural 'edge' to the west in the form of the Merri River will contain growth in a westerly direction, edges are not as defined to the north and east. As such, continued and ad hoc growth in these directions could potentially compromise prime agricultural land to the north and erode the township character of outlying settlements such as Allansford, Bushfield and Woodford. To this end, an urban growth boundary has been imposed which defines the current limits to growth. As noted earlier, capacity constraints (specifically in relation to industrial land, but also relevant for residential land) have required a review of this boundary.

A small, outlying rural/residential development is located approximately 800m from the Warrnambool urban growth boundary around Staffords Road. Should growth occur to the east of Warrnambool, issues relating to the interfaces with, or additional development of, this settlement, would need to be carefully considered.

Figure 5 Linear Growth Patterns

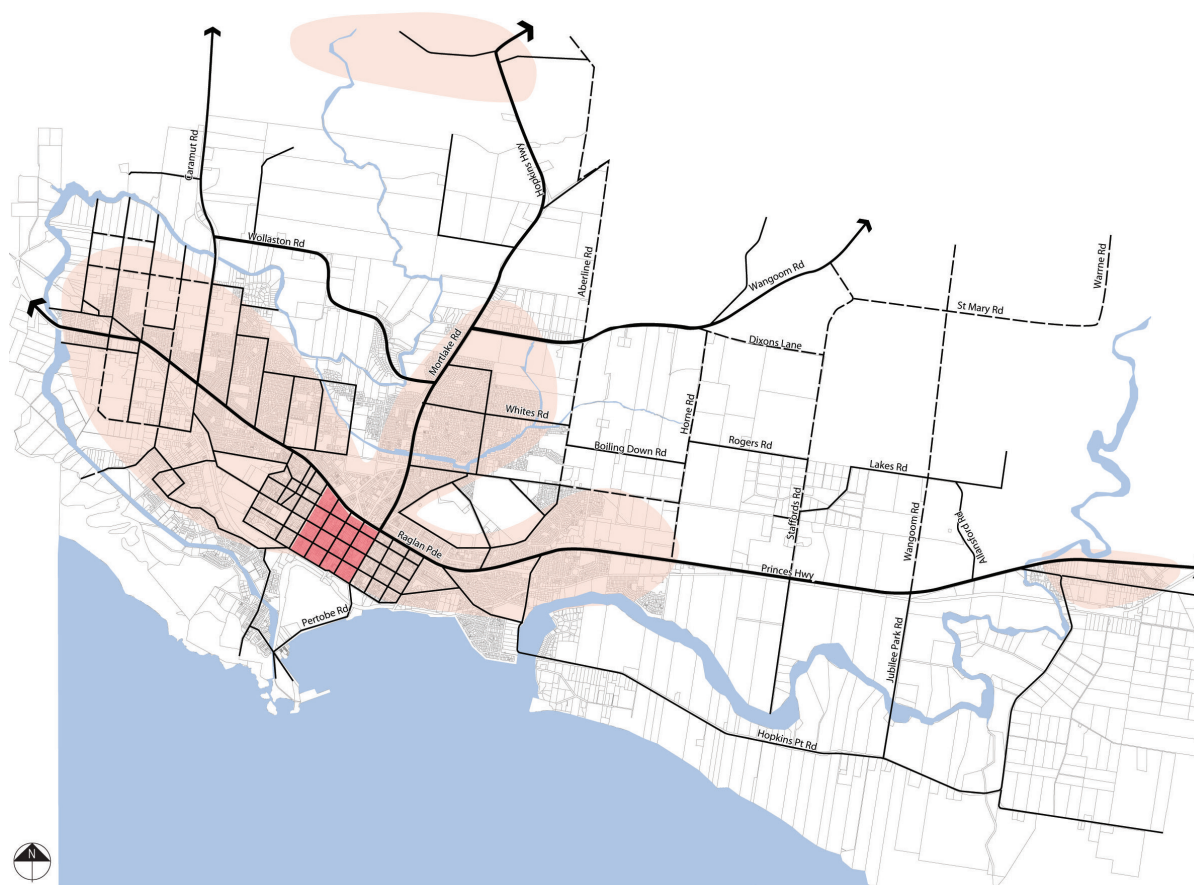




### Layer 3 - Existing Road Network

The Princes and Hopkins Highways are the key transport routes through Warrnambool, offering east-west and north-south access for traffic, including trucks. With regard to lower order roads, the central business district (CBD) of Warrnambool displays a very compact and gridded character. This grid pattern has been reflected in the older areas to the west, where regular north-south connectivity has been maintained. However, in the newer areas to the east where more piecemeal development has occurred, this traditional gridded structure weakens, with wider spacing between key roads, and reliance on fewer connections. Taking a holistic and structured approach to planning the new Greenfield areas of Warrnambool, including a potential new industrial precinct, presents the opportunity to draw on some of the identifiable character elements from Warrnambool such as the gridded street network, and to re-establish them in new growth areas.

Figure 6 Existing Road Network



#### Layer 4 – Open Space Links and Topographical Features

The natural features of Warrnambool, such as the coastline, the rivers and the creeks set a strong framework for establishment of a connected regional open space network. This network, specifically comprising the Merri River, Russells Creek and the foreshore forms a semi circular loop around the western part of Warrnambool, albeit with some areas of privatised coastline/creek bank. This open space network's value is twofold as it serves to partially contain the western half of Warrnambool while providing the opportunity to link and connect developments and precincts to each other, the CBD and the foreshore.

However, this loop system of open space, while prominent in the west, is not reflected in the eastern parts of Warrnambool. As such, a focus for the land use review should be, how can structural open space be reintroduced, to provide an interconnected network, supported by local open space where appropriate. In this regard, Russells Creek and the Hopkins River present opportunities for linear open space that may be connected to the broader network.

It is also noted that while there are large open space reserves in central Warrnambool, such as Albert Park and Victoria Park, there are few small neighbourhood level parks. Access to these central parks, the coastline, and linear open space along the Merri River is available from the western parts of Warrnambool, however this access isn't as readily available for eastern parts of Warrnambool.

The topography of the Warrnambool region varies from flat plains to gently undulating. In the west, areas such as Dennington North and North of the Merri are gently undulating and as such, have high landscape values.

While the undulating character of the east is not as pronounced, with large flat areas, isolated landscape features, such as ridgelines and small hills form points of interest and have potential to function as edges to development or transition points between land uses.

The use of streetscape planting, in particular Norfolk Island Pines and Moreton Bay Figs within the central median of main thoroughfares, has established a strong and identifiable character for Warrnambool. However, this streetscape character is not continued through in the eastern parts of Warrnambool, where landscaping is either low scale or inconsistent. Given many people enter Warrnambool from this eastern area; reintroduction of high quality landscaping in the eastern precinct, particularly along the Princes Highway and at the intersection of Horne Road would contribute to a gateway experience that reflects the historical character and regional service centre role of Warrnambool.



## Layer 5 - Activity centres and community facilities

Retail activity is focused in three key areas of Warrnambool; the CBD, the Centro shopping centre along Mortlake Road (Hopkins Highway) and the Gateway Plaza in the east on Princes Highway. Both the Gateway Plaza and Centro are internalised, supermarket based shopping centres based predominantly on access via car, whereas the CBD displays a more traditional street-based, pedestrian oriented format. In addition to these three centres, smaller clusters of retail activity are located throughout Warrnambool, principally along Raglan Parade (Princes Highway) and Caramut Road. In addition, land has recently been rezoned to be provide for a Neighbourhood Activity Centre in the Dennington (of Raglan Parade)

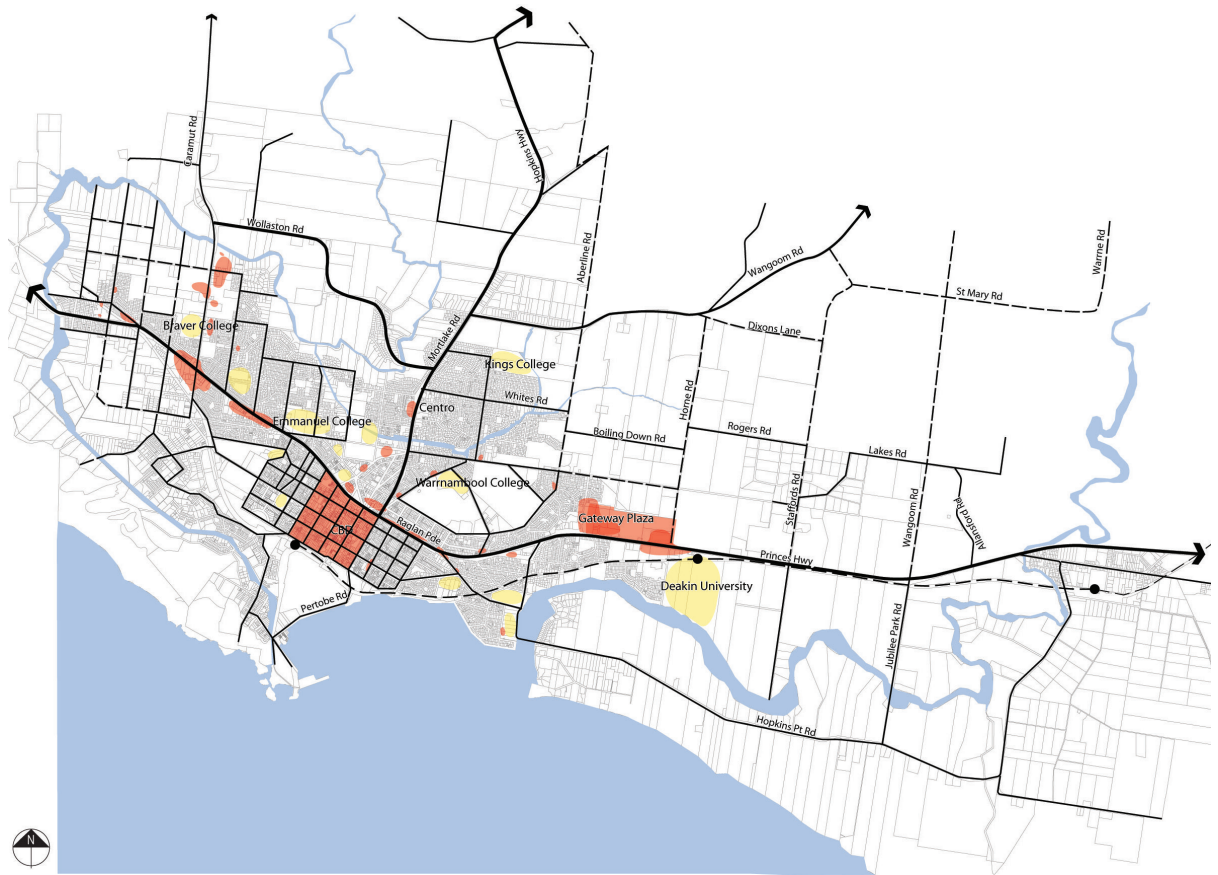
When viewed holistically, it can be seen that, similar to the pattern of development described in layer 2, there is an imbalance in the distribution of smaller activity and community centres, which tend to be clustered in the western portion of Warrnambool. The Gateway Plaza combined with the newly developing Eastern Activity Precinct, is the sole activity precinct located in the east, and the focus for further growth. However, the eastern activity

precinct is located adjacent to the urban growth boundary, and as such, under the current planning conditions, will only service a one sided catchment.

In addition to activity centres, community facilities such as schools tend to follow the same pattern, with most located in the west. However Deakin University is located in the east opposite the Eastern Activity Precinct. This site comprises a large campus set back from the street. It is understood that Deakin are currently considering further development of the site, and are undertaking a masterplanning process.

Combined, the Eastern Activity Precinct, train station, and Deakin University, all located at the eastern gateway to Warrnambool, present a key opportunity to establish a node of activity surrounded by a residential and employment catchment. In considering this opportunity, a design response should have regard to how this area can function to maximise the synergies of the various uses, and how the built form and landscaping can be designed to present a positive gateway at the entrance to Warrnambool.

Figure 8 Activity centres and community facilities



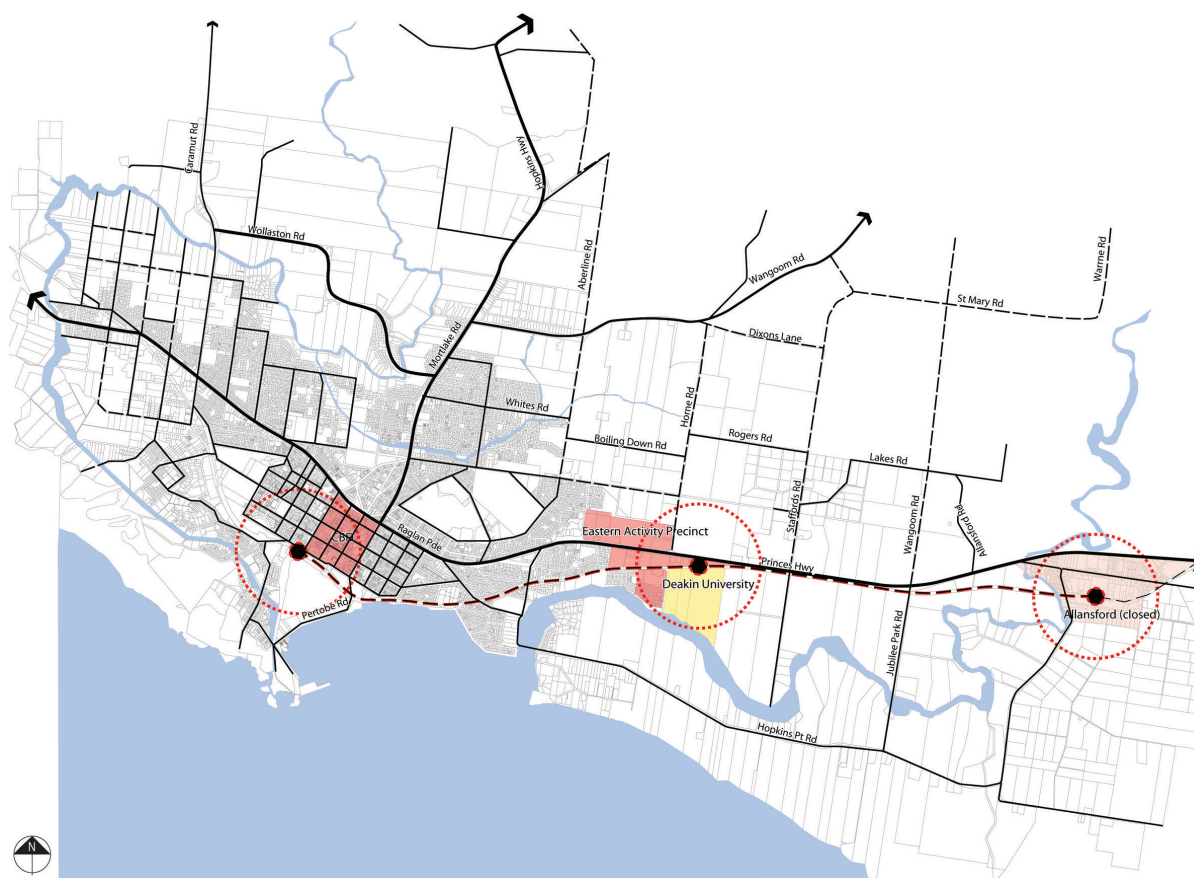


## Layer 6 – Rail

The Melbourne-Warrnambool rail line extends into the City of Warrnambool, with services currently terminating at the Warrnambool CBD. Other stations within the municipality along the line include a station at Deakin University (near Princes Highway and Horne Road) and at Allansford (which is closed).

Three services to Melbourne (via Geelong) operate daily. The station at Deakin University (Sherwood Park Station) has been built relatively recently; however, at present it appears to only be servicing students of the University given the limited amount of surrounding development within the walkable catchment. A station surrounded by undeveloped land presents an excellent opportunity for intensification of activity that supports alternative means of transport. The development of the Eastern Activity Precinct will provide some additional catchment to the station; however, care should be taken to ensure that further planning and design of land uses around the station appropriately capitalises on the transport opportunities presented by the station and the university.

Figure 9 Rail



## Layer 7 - Growth Precincts

In 2004, the Land Use Strategy, responding to a lack of residential land supply, identified a number of new growth areas for residential development. These new growth areas are largely located in the east and north of Warrnambool; however, a growth area is designated in Dennington North growth area, which effectively completes the western part of Warrnambool within the existing boundary created the Merri River.

Plans have been prepared for all growth areas except the area labelled as 'future long term growth area'. All growth areas, except the Eastern Activity Precinct, are residential areas, and do not include any scope for industrial development.

A Structure Plan has been prepared for the Eastern Activity Precinct, which sets out a structure for the development of a mixed use precinct located behind existing 'big box' uses, such as Bunnings and the Gateway Plaza on the Princes Highway. This Structure Plan nominates land located behind the Bunnings store as a business park, potentially accommodating office and research and development and service type industries.

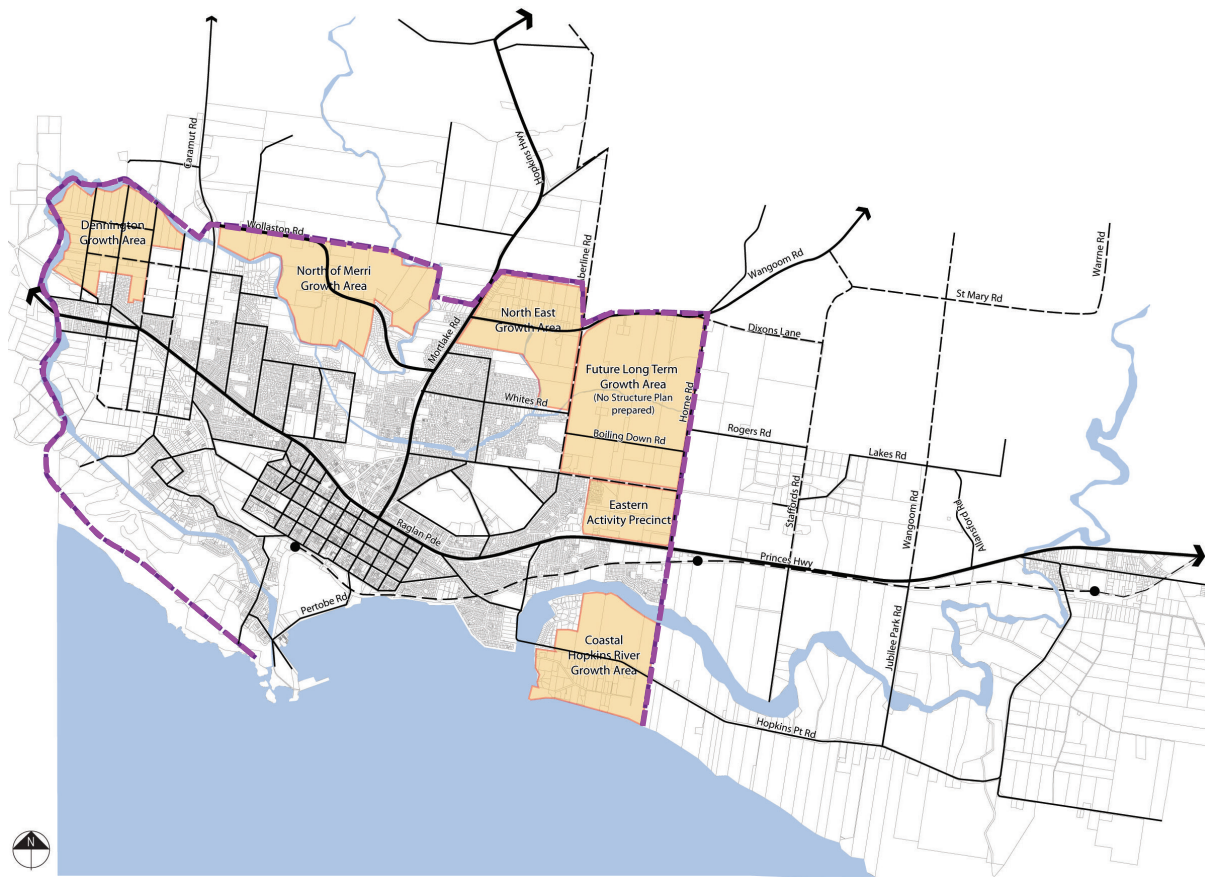
At present the growth areas are limited by the urban growth boundary nominated within the Planning Scheme (and developed as part of the Land Use Strategy). Other than in the west, where it follows the Merri River, the boundary follows fairly arbitrary alignments such roads or existing development areas rather than fixed natural features. Such boundaries tend to be weaker than enduring features such as rivers or topographical features and subject to pressure from developer interests. In addition, the use of roads as a boundary presents significant issues when determining funding mechanisms for their upgrade due to the inherent difficulty in fully funding a road with development on only one side.

As such, when considering the location of new industrial growth, it is important to consider it in the context of a broader city boundary, in order to:

- accommodate immediate land supply, but with scope for further expansion to protect long-term opportunities for growth within a fixed and enduring boundary;
- to take an integrated and holistic view on land use distribution and interaction of land uses;
- to understand the broader infrastructure requirements of the entire area in order to establish a means of equitably distributing cost across immediate and longer-term development.



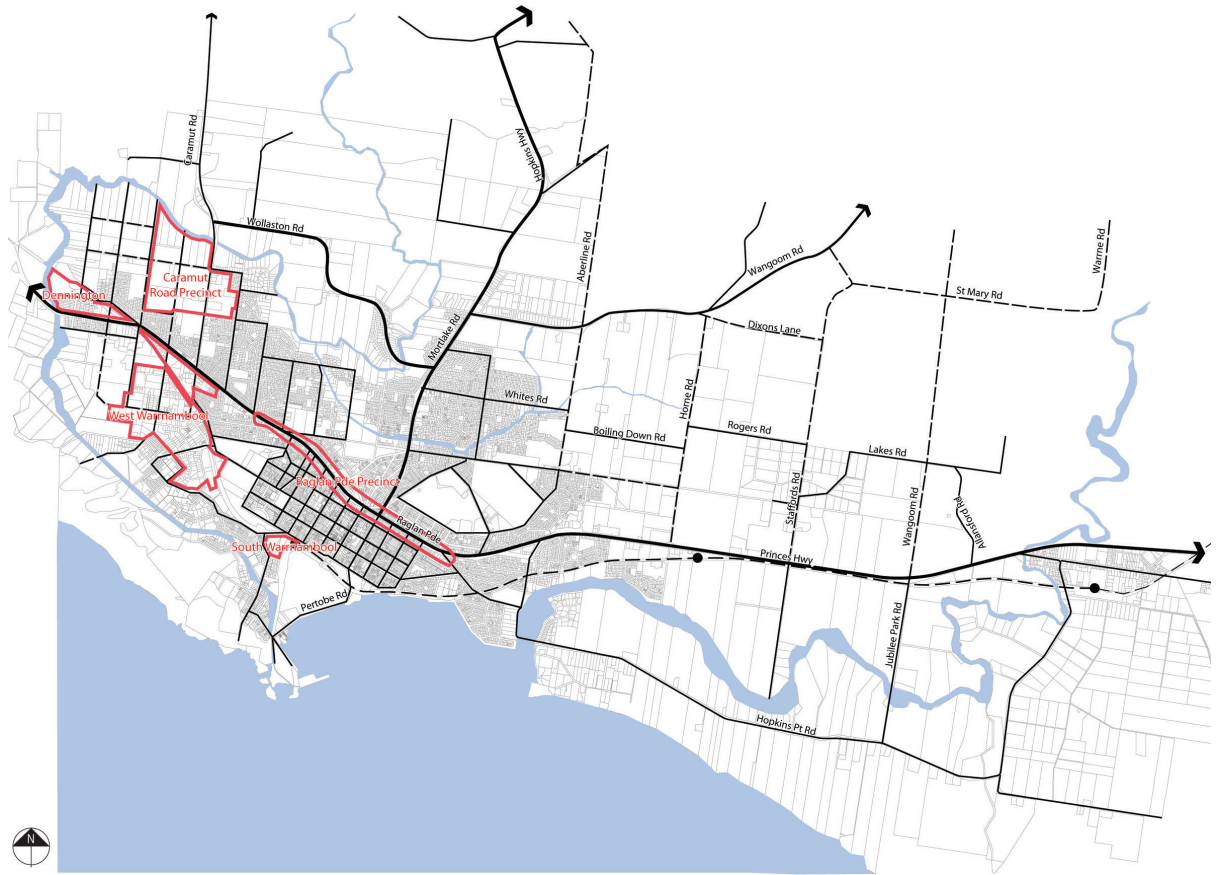
Figure 10 Proposed Growth Precincts



## Layer 8 - Existing Industrial Areas

Existing industrial areas, comprising Industrial 1 Zone (IN1Z), the Industrial 3 Zone (INZ3) and some Business 3 Zone (BZ3) are predominantly located within the west and south of Warrnambool. In general, these areas lack vacant land, and as such, property values are escalating rapidly. Each of the main areas are described separately below in terms of the types of industries they comprise, their character and their scope for additional expansion or change.

Figure 11 Existing Industrial Areas



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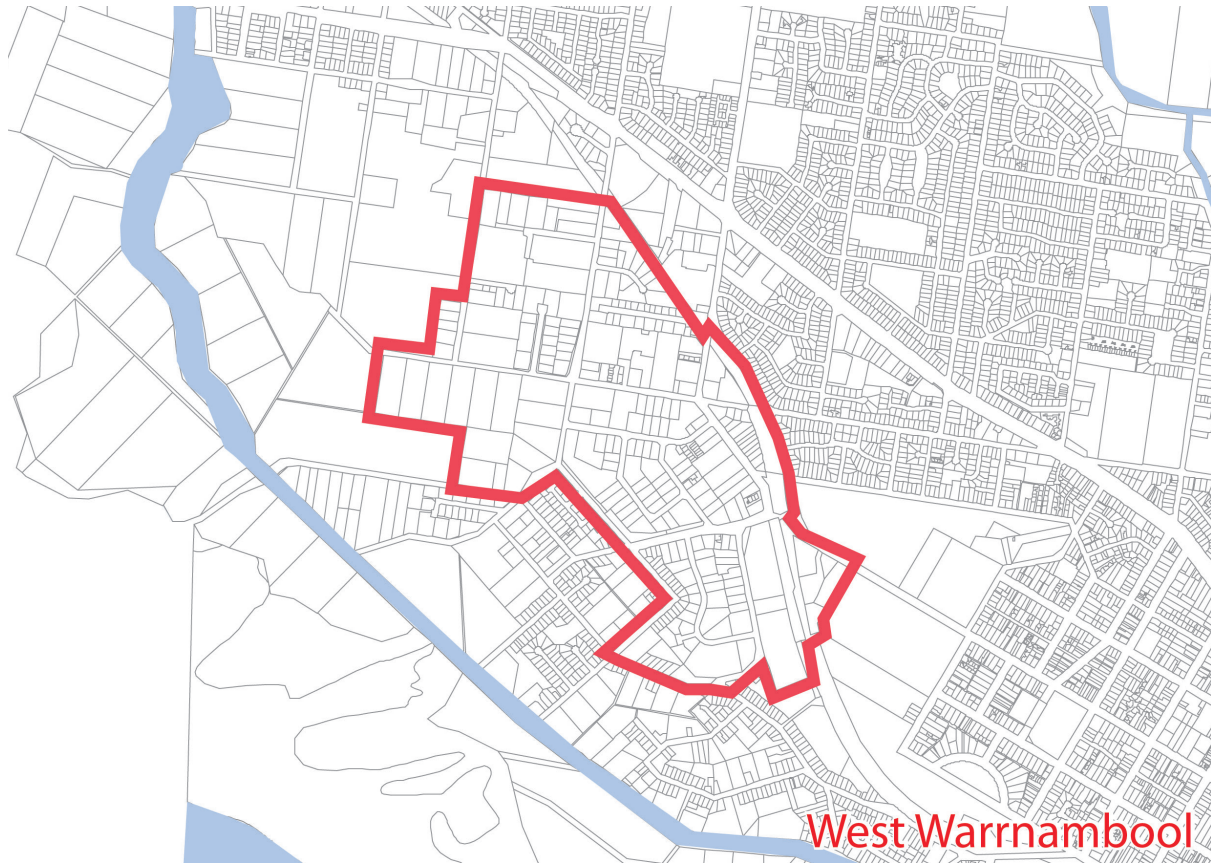
## West Warrnambool

### General Description

West Warrnambool is the largest of Warrnambool's existing industrial areas, comprising approximately 109ha of industrial zoned land, the majority of which (101ha) is zoned IN1Z, with the remainder zoned INZ3. The area comprises a mixture of lot sizes supporting a diverse mix of industries. Larger parcels are occupied by the abattoirs, scrap metal industries, freight, the Council Depot and storage. Smaller lots are occupied by smaller manufacturers and wholesalers (kitchen/joinery, tiles, paving, plumbing supplies, hardware, wholesale food) and service industries (mechanical repairs etc).

Large areas of land south east of the industrial precinct (along the rail reserve) are owned by Midfield Meats, the operator of the abattoir. However, this land is not considered suitable for further industrial development given its topography and sensitive interface with residential land.

Figure 12 West Warrnambool



## Character and interfaces

As with many older style industrial sites, function has taken precedence over attention to streetscape character and amenity. However, the use of corrugated iron and long building forms imparts a definite character to the area, which reflects the lightness of Warrnambool's coastal character. It may be appropriate to borrow from this character in any new industrial estate, by encouraging the use of light materials such as corrugated iron, rather than heavy materials, such as masonry and concrete, that are often utilised in newer industrial areas around Victoria.

The following characteristics were noted in the West Warrnambool industrial area:

- Limited or no landscaping in streetscapes. No street trees;
- Low level of maintenance of nature strips - extensive weed infestations;
- Limited or no footpaths within streets;
- On-street parking is not clearly defined, and as such, cars are parked haphazardly within front setbacks and on nature strips;
- Lack of demarcation between private and public property (i.e. no fencing or landscaping along front property boundary);

- Built form comprises large sheds with extensive use of corrugated iron/colourbond as a building material, and smaller buildings constructed of tilt slab;
- Transition between industrial and surrounding residential uses generally occurs at a street;
- Industrial area generally presents a 'back fence' interface to adjoining residential areas;
- Limited landscaping in front of buildings with extensive uninterrupted expanses of asphalt or gravel extending from the building line to the front fence/property boundary.

## Scope for expansion

Further expansion is constrained by topography, drainage/flooding concerns and sensitive interfaces with the low density residential areas. Notwithstanding, it is noted that the PDP recommended rezoning some 7ha of land around the perimeter of this area along Harrington Road to IN1Z. The PDP also recommended protection of the prominent hill on the west side of Harrington Road to act as a buffer to the Dennington South residential area.





## Dennington/Fonterra

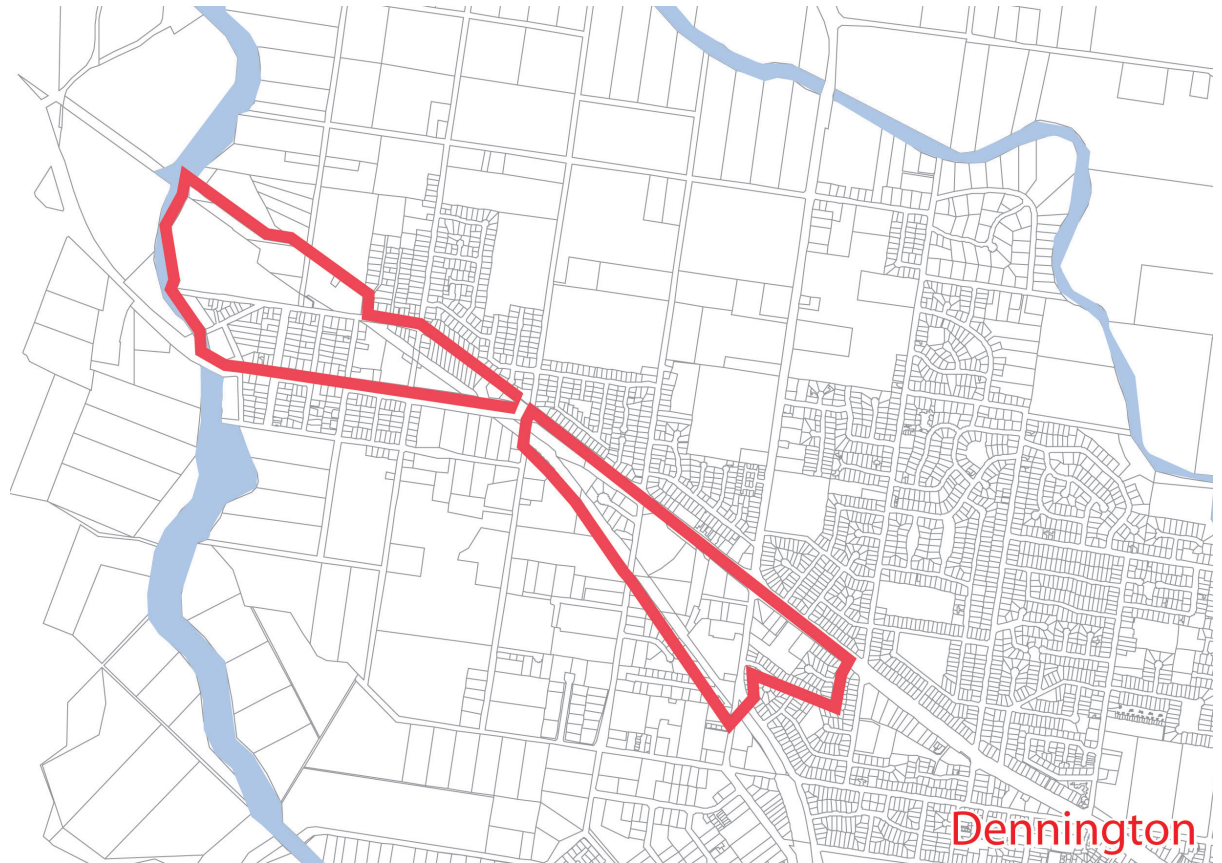
### General description

The Dennington area is traditionally an industrial workers village that developed around the Nestle factory. This factory is now operated by Fonterra.

This area comprises approximately 8ha of land zoned IN1Z (the Fonterra factory site), and 22ha zoned IN3Z (mainly located between the rail reserve and Princes Highway). The IN3Z mainly comprises smaller uses retail/wholesale uses, and a timber yard, located on the north side of Princes Highway. It is understood that the timber yard tenant is currently looking for an alternative, larger site to expand its operations. It is also understood that it has been unable to secure a suitable site in Warrnambool due to the land shortage and escalating land values.

One of the larger sites within the IN3Z has recently been rezoned to facilitate development of a small supermarket based shopping centre. While this will further restrict industrial land supply, it is understood that a supermarket in Dennington has long been needed, and the site is considered generally appropriate by Council from a retail distribution and operational perspective.

Figure 13 Dennington/Fonterra





## Character and interfaces

The Dennington Industrial area is disjointed, comprising the Fonterra site, and a number of sites along the Princes Highway. As such, it does not have a cohesive character. The Fonterra site is dominated by factory equipment, while sites along Princes Highway comprise large sheds/buildings that present to Princes Highway, accessible via service roads.

Given Dennington has traditionally developed as a workers village, the interface between residential and industrial is much more integrated than other areas, with residential areas directly fronting industrial areas across a local street, particularly around the Fonterra factory and the timber yard. However, this integration may have contributed to perceptions of Dennington as an undesirable area for further residential development (e.g. within the North Dennington growth area), even though it is characterised by high landscape amenity (such as its undulating landscape and proximity to the Merri River).

## Scope for Expansion

While a review of the aerial photography suggests that not all land is currently developed, particularly along Princes Highway, any vacant parcels appear to be small and as such, not suitable for large industrial uses. The ability to expand this area is not possible as it is entirely surrounded by residential uses, the railway line and the Merri River (the Fonterra site). It is not recommended to extend west of the river.



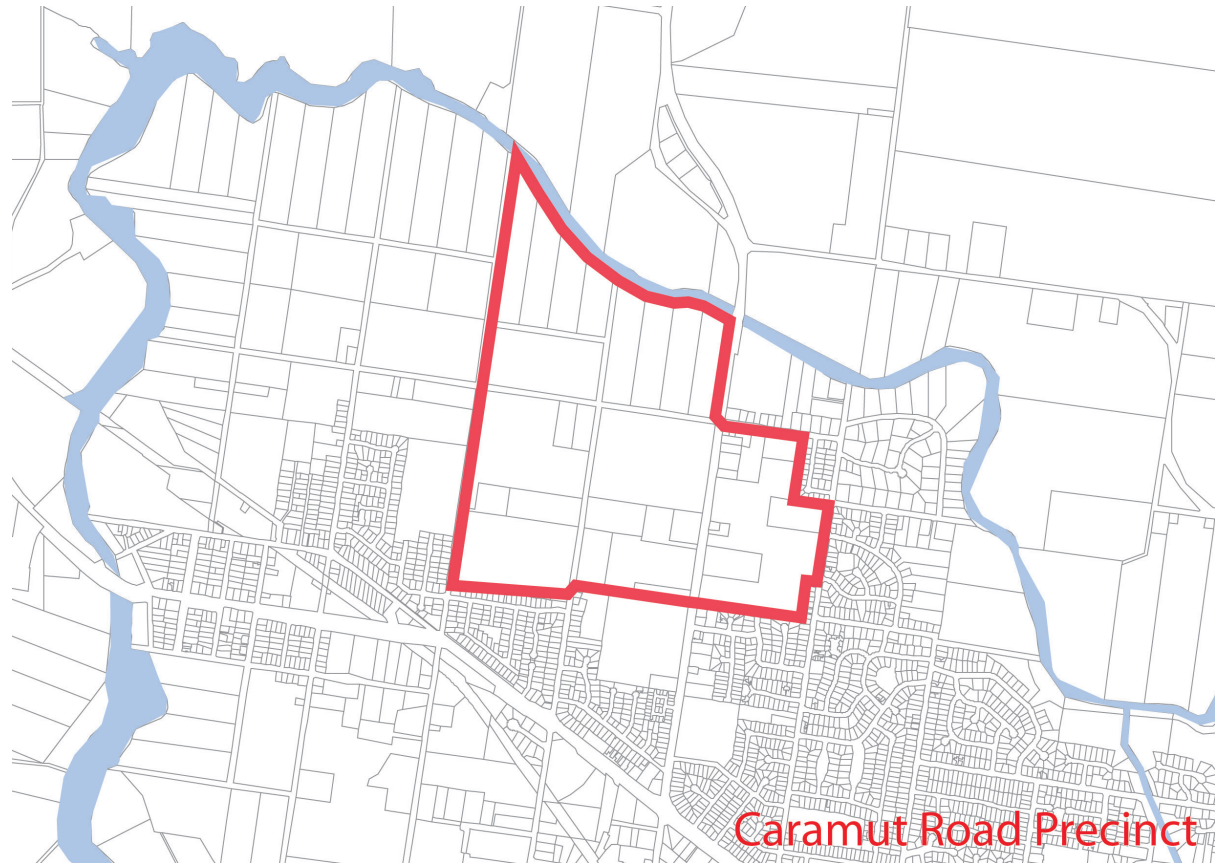
## Caramut Road

### General Description

The Caramut Road area is dominated by the Council owned Livestock Exchange (approximately 8ha and zoned Public Use Zone 6), surrounded by smaller uses such as a concrete plant and a Council owned basketball stadium. A 17ha area of land on the east side of Caramut Road has recently been zoned B3Z, and attracts uses such as farm machinery sales, car rentals etc. A Design and Development Overlay (DDO12) applies to this area to ensure a high-quality and attractive business/industrial area is developed.

This area enjoys good access via Caramut Road, which directly connects to Princes Highway to the south, and continues north through Woodford. Coghlan's Road, along the northern boundary of the Livestock Exchange, is also proposed to be upgraded to function as the main east-west collector road through Dennington North.

Figure 14 Caramut Road



## Character and interfaces

The land form around Caramut Road is quite undulating, with some sites situated in deep cuttings to maintain a flat site, particularly along Coghlan's Road. The B3Z land slopes to the east, and a drainage line separates it from land zoned for residential purposes (this residential land has not yet been developed).

Brauer College, a technical school, is located directly south of the industrial area, on the west side of Caramut Road. A building has recently been constructed on the north east corner of the site, which comprises an interesting architectural form with good built form presence to Caramut Road and use of interesting building materials such as corrugated iron, timber and stone, which are characteristic of Warrnambool's industrial areas.

## Scope for Expansion

Land to the west of the Livestock Exchange is currently zoned Farming Zone (FZ). A 500m buffer is required between the Livestock Exchange and future residential development, and as such, this FZ land is unable to be developed for residential purposes. However, it is possible for low intensity industrial development to occur in this buffer area, to act as a transition between the Livestock Exchange and the residential area to the west.

Notwithstanding, it is understood that Council is currently considering options for the future of the Livestock Exchange, noting that the existing Livestock Exchange require significant investment to ensure they remain fit for their purpose, and that there is private industry interest in establishing a regional saleyard. However, Council have not yet made a decision regarding this matter.

As such, should the Livestock Exchange remain in Caramut Road, there is scope for limited industrial expansion to the west of the Livestock Exchange; however, the types of industries that could be located in this area would be constrained in terms of topography (the land is undulating), site area (the land is only approximately 26ha in size and a water tower is located central to the site) and by adjoining sensitive land uses (standard density residential land to the west and north).

Should the Livestock Exchange relocate, it is recommended that further planning work be undertaken to understand the full implications should the Livestock Exchange move, and the most appropriate uses for the site. Notwithstanding, it is noted that given the access advantages of the site provided by Caramut Road, and the existing development within the B3Z, the Caramut Road area is considered to be generally well located for commercial/employment purposes, however this would not satisfy the immediate demand for industrial land as the future of the Livestock Exchange is subject to a separate Council process.



## Layer 9 - Current truck routes

Figure 14 shows current declared truck routes, which primarily utilise Princes Highway/Raglan Parade, Hopkins Highway/Mortlake Road, Caramut Road and Allansford Wangoom Road. In addition, Bushfield Tower Hill Road, passing through Woodford and Bushfield connects Caramut Road and Hopkins Highway, and is utilised as a truck route.

While this would appear to be a well serviced arterial road network, there is some sensitivity about increased truck movements along roads that pass through the central parts of Warrnambool. In addition, increasing use of local roads by trucks to bypass difficult intersections is causing safety and amenity concerns. As such, care needs to be taken when considering the location of a new industrial precinct to ensure traffic impacts are managed so as not to negatively impact on the existing central core and residential areas of Warrnambool. To this end it is noted that there is limited ability to accommodate large format transport based uses in the western industrial areas, not only because of spatial constraints, but due to the consequential traffic impacts this would cause along Raglan Parade.

Figure 15 Current Truck Routes



## Layer 10 - Existing and Currently Planned Conditions

Figure 16 shows a plan consolidating the above information regarding the existing and planned conditions of Warrnambool. This analysis tells us, in summary, that:

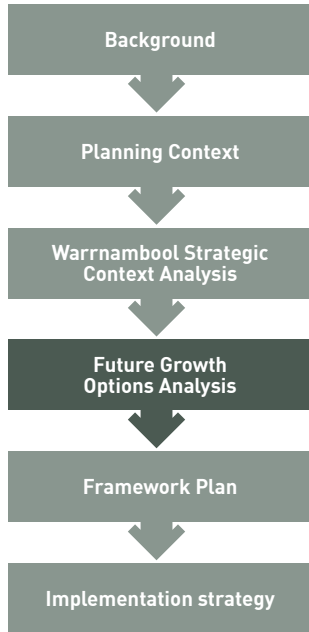
- Warrnambool city is characterised by linear growth along main highways, with outlying settlements separated by a green break.
- The western parts of Warrnambool display a well-defined character, with growth contained largely by the linked network of open space comprising the Merri River, Russells Creek and the foreshore reserve.
- Existing employment/industrial areas are predominantly located in the west but have limited capacity for expansion and are unable to accommodate new large format industrial uses.
- Truck movements through the central parts of Warrnambool are causing congestion and safety issues. As such, the ability of the existing industrial areas to accommodate transport based industries is limited.







## 6



Having established what the existing structure of Warrnambool tells us in terms of existing and planned growth, this chapter seeks to tease out some of the key analysis points that will influence the direction and form of future growth, specifically in relation to identifying an appropriate location for industrial land supply to meet the immediate demand and to ensure a minimum 15 year land supply. To do this, this chapter is broken into two parts:

- Firstly, the 'edges' of Warrnambool will be reviewed to determine where growth **should not** occur, to arrive at a direction in which growth **should** occur;
- Secondly, having determined the most appropriate strategic direction for growth, we will review some of the key opportunities and constraints of the identified direction. These opportunities and constraints will then be used as the foundation for establishing a Framework Plan for the identified location.

## Edges Analysis

### Layer 1 - Western and Southern Edges

As noted earlier, the western and southern 'edges' of the Warrnambool city are defined by enduring natural boundaries, that is, the Merri River and the coast/foreshore area. It is recommended that the long term boundary of Warrnambool continue to follow these features, that is, that growth not extend further west of the Merri River. As such, there is no scope for new industrial development in the western part of Warrnambool (save for possible opportunities at the Livestock Exchange site, as noted in Chapter 5).

The south east of Warrnambool, around the Hopkins River area, is characterised by small farm lots and high scenic values. While these characteristics eliminate this area as a potential industrial precinct, there may be scope for development of other, sensitive land uses. However, review of these options is outside the scope of this study, and should be included in a further city wide review of land use and growth.

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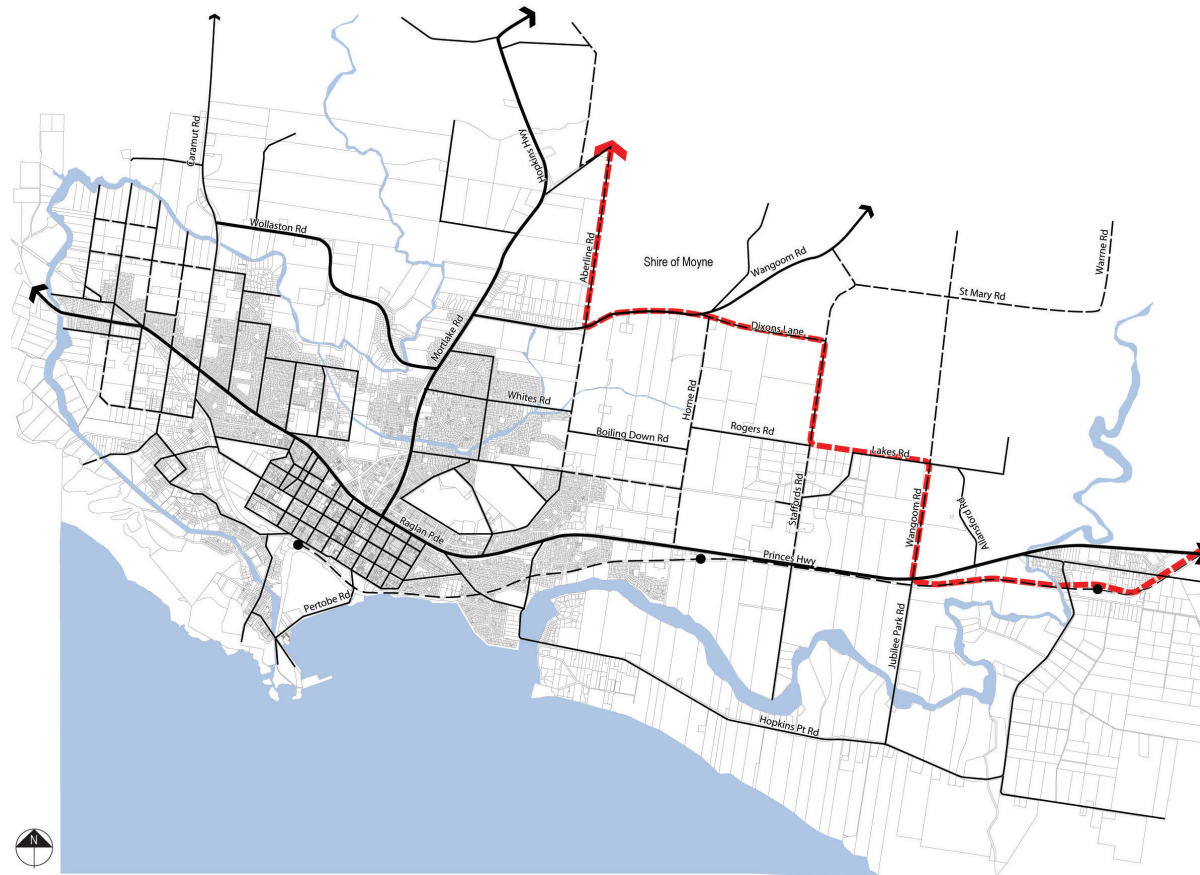
While the Merri River continues across the northern parts of Warrnambool, the existing growth area (North of the Merri) has already breached this potential natural edge. Notwithstanding, the value of the agricultural land is very high in the area between the north of Warrnambool and Bushfield/Woodford township. Protection of this land and the desire to maintain a break/green wedge between the Warrnambool and Bushfield/Woodford settlements presents compelling reasons to limit growth to the north. The agricultural land to the east and south east is of lesser productive value and as such, may be a suitable location for additional growth.

This map illustrates the Warrumbidgee River Catchment, highlighting three distinct land use zones: Prime Farming Land (yellow), Moderately Productive farming land (green), and Less Productive Farming Land (grey). The map also shows the Warrumbidgee River and its tributaries, as well as various roads and infrastructure. Key roads include Garamus Rd, Wollaston Rd, Murrumbidgee Rd, Whites Rd, Boiling Down Rd, Rogers Rd, Lakes Rd, Warrumbidgee Rd, and the Princes Hwy. Other roads shown are St Mary Rd, Warne Rd, Dargons Lane, Home Rd, and Pertobe Rd. The map also indicates the location of the Warrumbidgee River and its tributaries, as well as the Warrumbidgee River Catchment boundary. A north arrow is located in the bottom left corner.

### Layer 3 - Municipal Boundary Edge

The municipal boundary between the City of Warrnambool and the Shire of Moyne, while an arbitrary boundary, adds a level of complexity and limits the ability to consider growth options to the north-east within the scope of this study. Notwithstanding, it highlights an ongoing issue regarding the need for the two municipalities to coordinate long term strategic planning to better respond to emerging issues associated with steady growth in south-western Victoria.

Figure 19 Municipal Boundary Edge



No genuine defining feature delineates the eastern edge of Warrnambool; however, the majority of the future growth areas identified in the 2004 Land Use Strategy direct growth to the east. At present, Horne Road represents the eastern extent of the urban growth boundary, with the Staffords Road rural-residential area located outside this boundary. It is noted that utilising a road as an edge is often problematic as it is difficult to justify full funding of a one-sided road by developers, and it gives rise to inevitable pressure to develop on the other side of the road.



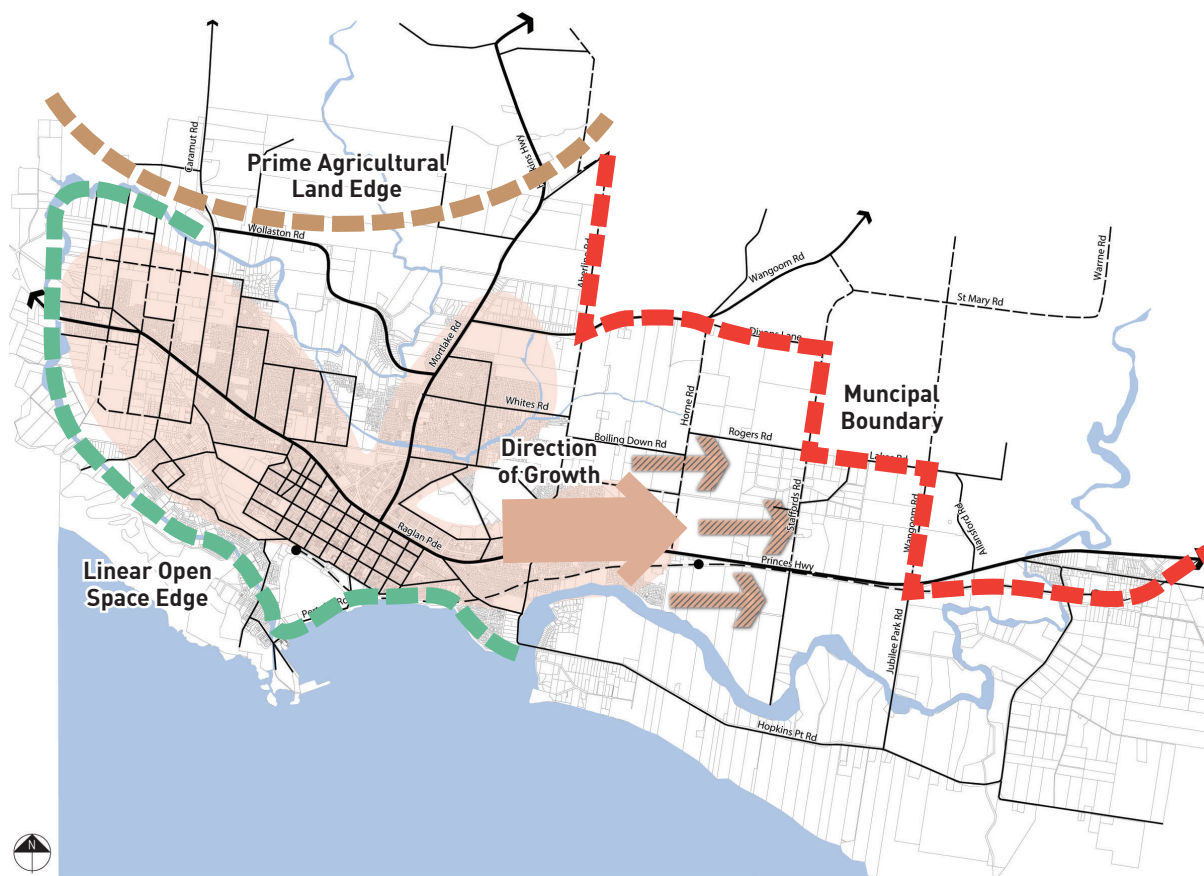
## Layer 5 – Warrnambool Edge and Growth Opportunities

Figure 21 provides a summary of edges to Warrnambool and a recommended growth option:

- Linear open space edge to the west and south created by the Merri River and the foreshore. It is recommended that growth not breach these natural and enduring boundaries.
- Rural interface with prime agricultural land to the north. It is recommended that growth not extend further north to protect valuable agricultural land and maintain green break between Warrnambool and Bushfield/Woodford.
- Planned residential growth directed to the east with no enduring boundary. It is recommended that growth occur to the east, but that conditions be put in place to delineate a clear edge to easterly growth and to ensure sensitive integration with the Staffords Road rural-residential area.
- Municipal boundary interface to the north east and east suggests integrated planning with Moyne Shire Council for long term growth of Warrnambool is required.

This figure summarises the findings of this Industrial Land Use Review in terms of growth directions, that is, that the key growth direction for Warrnambool is recommended to the east. However, it is also recommended that development should sensitively interface with Staffords Road rural-residential area, and defining edges to growth should be established that also enables some flexibility should further extension be determined necessary as part of any future strategic analysis of Warrnambool.

Figure 21 Warrnambool Edge and Growth Opportunities



## Opportunities and Constraints in the Eastern Precinct

### Layer 6 - Potential Future Truck Routes

As a means of responding to some of the traffic congestion and safety issues caused by truck movements through the centre of Warrnambool, a potential link road proposal is being considered by Council, which will utilise Horne Road, connecting to the Hopkins Highway via Wangoom Road. Should this road proceed, it establishes excellent access conditions for development east of Warrnambool, without compromising the central core of Warrnambool. This route would also provide an excellent context for intensification of uses along Horne Road, particularly industrial development, to capitalise on the access opportunities provided. Development on both sides of Horne Road would set conditions that would enable all or part of the upgrade costs to be recouped through a development contributions mechanism levied on development on both sides of the road.

Figure 22 Potential Future Truck Routes



As noted in Chapter 4 given the urgency associated with providing additional industrial land, expressions of interest were sought from landholders within Warrnambool to identify land that was held by people willing to develop/sell to developers. While a key locational criteria in assessing appropriate locations for industrial land supply is land that can be rezoned immediately, the key criteria in determining the location of industrial land should be to deliver an integrated development in both the short and long term, with appropriate linkages and transitions and interfaces to existing and future development.

Notwithstanding, a number of large consolidated areas were identified through the PDP expression of interest process within the eastern precinct, along Horne and Staffords Road. In addition, expressions of interest were submitted for two sites in Western Warrnambool in Harrington Road (7 ha). The PDP has since recommended that these West Warrnambool sites be rezoned to the Industrial 1 Zone.

Sites not convenient to basic infrastructure (roads, water supply electricity, sewers) or where these could not reasonable be expected in the short term, were considered unsuitable candidates within the timeframes being considered by the Project. This applied to most of the rural parcels to the east of Warrnambool, except those close to Horne Road.

Recognising the importance of Warrnambool's entry corridor to its image and tourist economy, a suggested site with Princes Highway frontage was considered unsuitable for industry.

Other sites in the Warrnambool East/Horne Road locality were considered worthy of further evaluation.

The map displays the geographical layout of the Warrnambool City Council area. Key roads shown include Wollaston Rd, Warrnambool Rd, Lakes Rd, and various local streets like Whites Rd and Rolling Down Rd. The council boundary is clearly marked in red, encompassing the central urban and some surrounding areas. The coastline is visible on the left and bottom edges of the map.

### Layer 8 – Servicing

There are few servicing constraints affecting the existing and planned areas of Warrnambool. While additional infrastructure will be required to service any future areas of growth outside the current boundary of the city, it has been confirmed that capacity can be made available. Specifically, the eastern area is able to be serviced with some investment in new infrastructure.

#### Water

Wannon Water is the water authority for the region, and have advised that there is capacity to supply water to Warrnambool for 40-50 years without significant augmentation.

Warrnambool is serviced by a reliable water supply from the Gellibrand River in the Otways. Water is supplied via a rising main located along Princes Highway, which feeds the Dales Water Storage facility located at the corner of Horne Road and Dales Road. This facility has recently been doubled in capacity to meet peak summer demand. Once treated, this water is distributed via two methods: for low lying land, water is fed from the basins; for higher land, water is fed by towers, which are located throughout Warrnambool. A number of new towers are proposed to meet the demands of new growth, including a tower in the Hopkins River region, and one in the North of the Merri residential growth area. A longer term tower is also proposed in the new north-east growth area.

The Hopkins River tower will meet some of the demand currently placed on the tower located at Tower Square, freeing up capacity for approximately 5-10 years of future growth in and around the Eastern Activity Precinct. However, additional growth in the east will most likely require an additional water tower. Due to the height of the land north in the east, it is unable to be fed by the low level system, and as such will require either localised pressure or a new water tower.

#### Sewerage

The sewage treatment plant, located near the coast to the west of the Merri River, is currently being upgraded to augment its salt treatment capability. Notwithstanding, the facility has capacity to cater for additional growth. A new gravity sewer is currently being constructed along Russells Creek and its tributary to the north to cater for growth in the north-east growth area. Further growth to the east would require extension of this sewer line along the creek in the long term. However, in the short term, development in the east could be serviced via construction of a pump station located on the north east corner of Horne and Dales Roads.

#### Drainage

The City of Warrnambool is the drainage authority for the municipality. Council's drainage mapping is out of date, and as such is in the process of being updated. A traditional approach to piped drainage has been used throughout Warrnambool, with use of Water Sensitive Urban Design (WSUD) techniques only recently being utilised in the new growth areas (the north-east growth areas incorporates rain gardens and wetlands, and is reclaiming roof water through a centralised system in conjunction with Wannon Water).

In terms of expansion, given the flat nature of the land in the east, drainage may present a number of challenges. It is anticipated that this can be addressed via engineering solutions involving WSUD measures that may also integrate with open space links and/or buffers.

#### Electricity/ Telecommunications

It is understood that power and telecommunications can be provided to all areas of Warrnambool without constraint.



The map illustrates the proposed sewerage network for the Warrumbungle Shire. Key features include:

- Existing Infrastructure:** An existing water tower is located near Wollaston Rd. The Suezage Treatment Plant is situated on the coast.
- Proposed Infrastructure:** A proposed long-term water tower is located near Whites Rd. A proposed future sewerage pump station is located near Duxes Water. A proposed 1000mm Creek gravity sewer is shown near Whites Rd.
- Service Areas:** Areas serviced by existing infrastructure are shaded in light blue. Areas serviced in the long term by proposed Russell's Creek gravity sewer are shaded in light grey.
- Water Storage:** Emergency water storage is located near Whites Rd. Duxes Water is located near Bailing Down Rd.
- Water Towers:** Hopkins Tower Proposed Water Tower is located near Hopkins Pt Rd. Warrumbungle cheese and butter dedicated discharge pipeline is located near Warrumbungle Rd.
- Roads:** Major roads shown include Garbutt Rd, Wollaston Rd, Whites Rd, Bailing Down Rd, Duxes Water, Warrumbungle Rd, and Hopkins Pt Rd.
- Other Features:** A dashed blue line indicates the sewerage main line leading to the Suezage Treatment Plant. A dashed black line indicates the proposed future sewerage pump station.



## Layer 9 – Existing Development

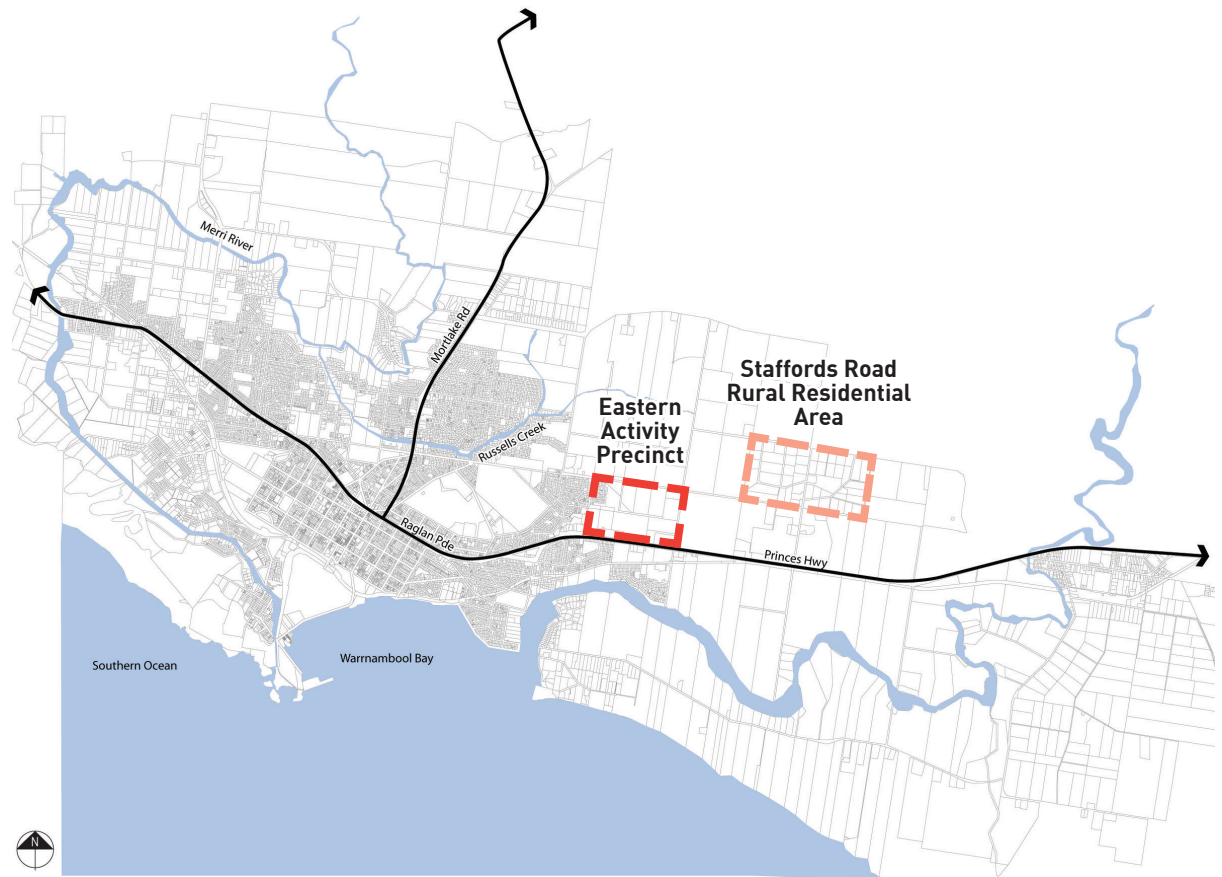
As noted in the previous section, existing development in the eastern precinct comprises:

- the Gateway Plaza/Eastern Activity Precinct/Deakin University area; and
- the Staffords Road rural-residential area, outside the urban growth boundary.

These developments present both opportunities and constraints for growth in the eastern precinct. With regard to the Eastern Activity Precinct, it has previously been noted that the activity and infrastructure in this area establishes an opportunity to create an activity node or hub at the intersection of Horne Road and the Princes Highway, with further development surrounding the hub to establish a supporting catchment.

The Staffords Road rural-residential precinct, while currently isolated from the City, is located within close proximity to the existing urban growth boundary. While it is understood that residents value the separation from Warrnambool, its close proximity means that the growth of Warrnambool would result in adjacent development to the rural-residential precinct. As such, it is important to carefully consider means of managing the interface between new and existing development. Further discussion on this matter is provided in the following Chapters.

Figure 25 Existing Development

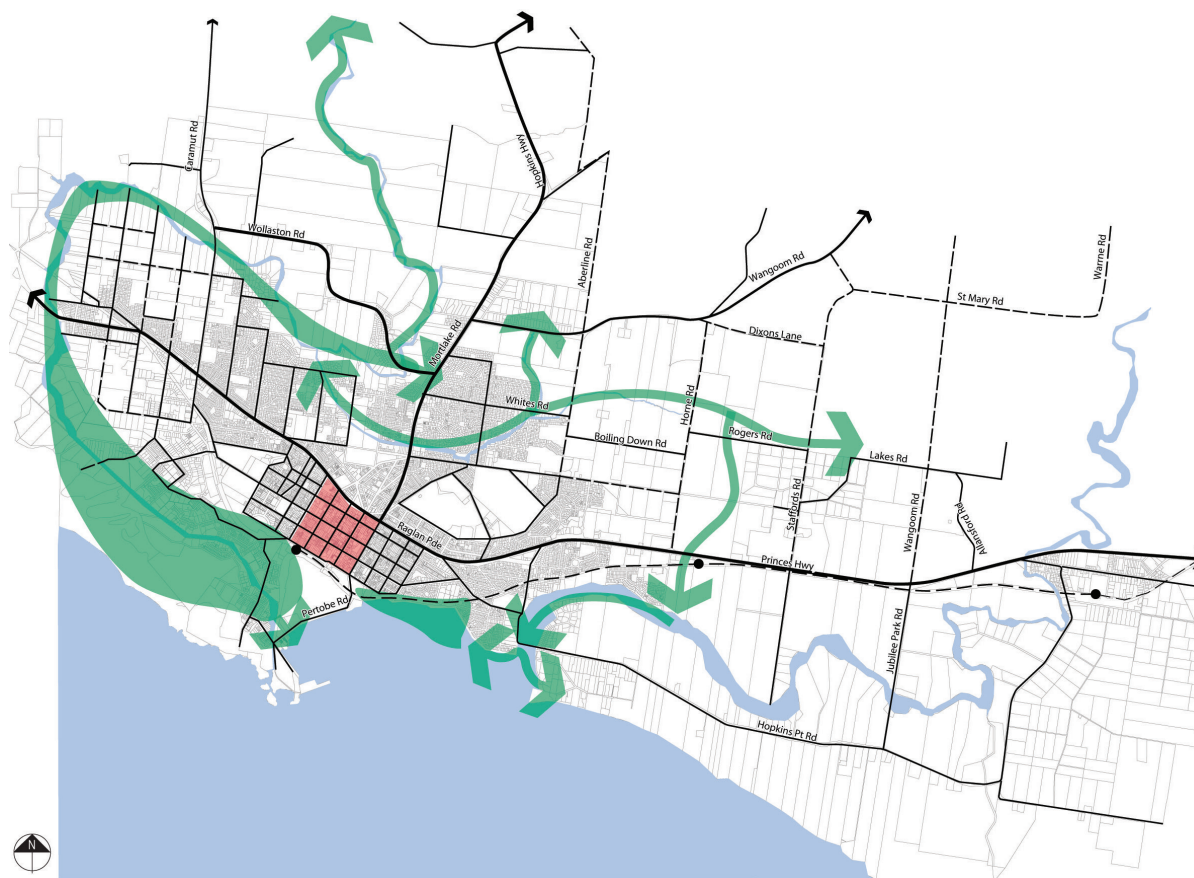


### Layer 10 - Green Loop

As noted earlier, there is the opportunity to mirror the 'green loop' of open space in the west, with a 'green loop' in the east to create a continuous loop around Warrnambool, connecting with the CBD. While the western loop is based on the Merri River, the eastern loop could utilise the Russells Creek and the Hopkins River. A north-south linking element would then need to be introduced as part of the design of the eastern precinct. This north-south link would potentially incorporate WSUD functions, and could be utilised as a boundary to development or as a transition element between land uses. This concept will be further developed in the next Chapter of the report.

An east-west ridgeline (north of the Princes Highway) presents an opportunity for land uses that are not appropriate to be viewed from Princes Highway, i.e. will not appropriately contribute to the 'entry experience' to the city, to be screened from view. In addition, this ridgeline could comprise a secondary open space link, connecting the broader green loop with more localised open space.

Figure 26 **Green Loop**



### Site Analysis Plan

Figure 27 shows a consolidated site analysis plan, which illustrates all the features previously discussed. The key issues to note in relation to future growth options for Warrnambool can be summarised as follows:

- The western and southern boundary are well defined by natural features;
- The northern boundary is defined by Merri River and prime agricultural land, but breached by North of Merri Growth Area;
- The municipal boundary presents a complication and integrated planning between City of Warrnambool and Moyne Shire Council should be considered in the long term;
- There are plans for management of truck movements via link roads, which could service growth in east;
- Interest from large consolidated parcels in the east around Horne Road link-road may be suitable for industrial development;
- Eastern area is able to be serviced;
- There is potential to mirror the western 'green loop' in the east;
- Development in east will provide additional catchment to the Eastern Activity precinct;

- Interface issues with the Staffords Road rural-residential must be carefully considered as urban development approaches;
- The east-west ridgeline north of the Princes Highway presents an opportunity to screen industrial development and connect into the open space network.

When considering these matters, and the desire to find a site with conditions suitable for large format industrial development, it is clear that the eastern precinct of Warrnambool presents the best option. However, the detail associated with locating in the east requires further consideration to ensure that any development is integrated, functional and attractive and allows flexibility for any long term development that may be considered in future strategic studies of Warrnambool. These issues will be explored in the following chapter.



## 7



Having identified the eastern precinct as the most appropriate strategic direction for large scale and large format industrial development, this chapter looks at the precinct in more detail; establishing a Framework Plan for the area, that considers industrial land supply, but also how other land uses and features of the precinct will work and integrate with each other. In order to explain the Framework Plan, a series of layers are presented which break the Plan down into key elements.

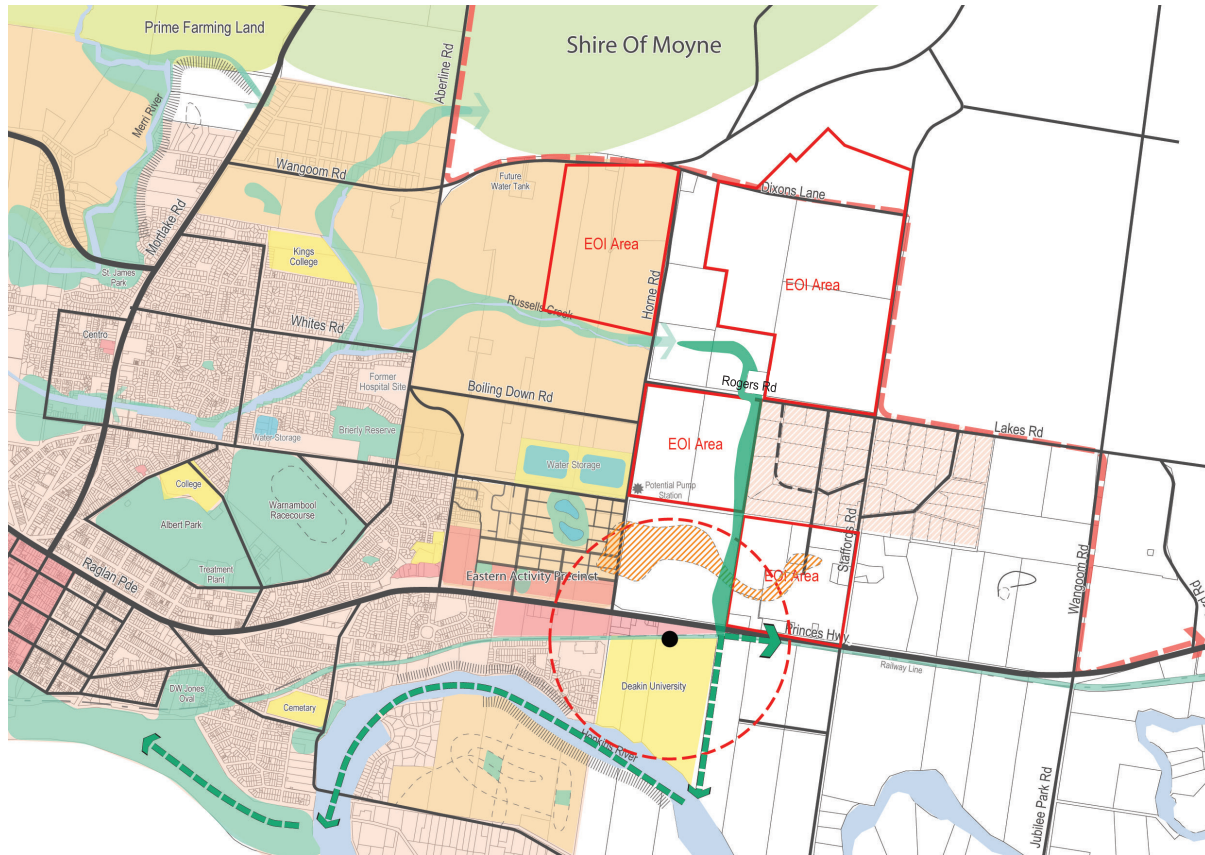
## Opportunities and Constraints Plan

Figure 28 summarises the key opportunities and constraints from the previous chapter of this report, and presents them for the Eastern Precinct. In summary, the key issues the Framework Plan seeks to resolve are:

- How to integrate with existing and planned development, including the Eastern Activity Precinct and the Staffords Road rural-residential area;
- How to best utilise Horne Rd/Wangoom link road;
- Where are appropriate locations to transition between land uses ;
- What are appropriate locations for linear open space links;
- How to create meaningful connections to the Deakin train station;
- How to support creation of a hub at Horne Rd/Princes Hwy intersection;
- Location of other future uses, eg residential, mixed use, activity nodes;
- What is the best staging sequence to service immediate and long term needs.



Figure 28 Opportunity and Constraints Plan

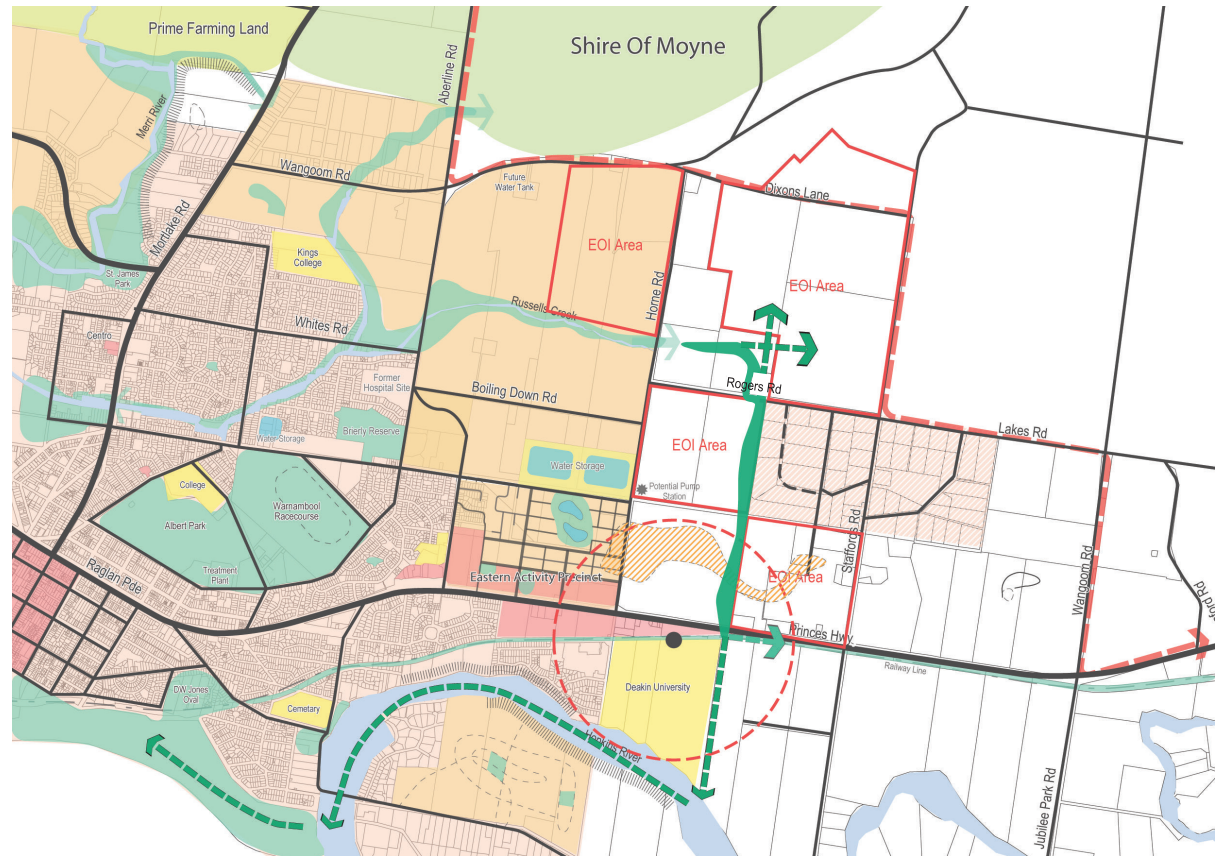


## Layer 1 - Linked Open Space Networks

This layer illustrates how the existing open space network and the future open space along the Russells Creek can be extrapolated to form the Warrnambool 'green loop' highlighted in the previous section. The opportunity exists to extend the Russells Creek further to the east, before heading south along the western boundary of the Stafford's Road rural residential area and connecting into the green link provided by the Hopkins River.

While the alignment is only generally shown in the graphic, a further stage of design work is required in order to determine the most appropriate alignment and width, based on detailed site features such as topography and viewlines and width of the reserve. It is anticipated that the green link would vary in character, cross-section, function and width depending on its context. The green link could serve multiple functions, including for drainage, as passive open space, as a regional shared path link and as a buffer between different land uses.

Figure 29 Linked Open Space Network

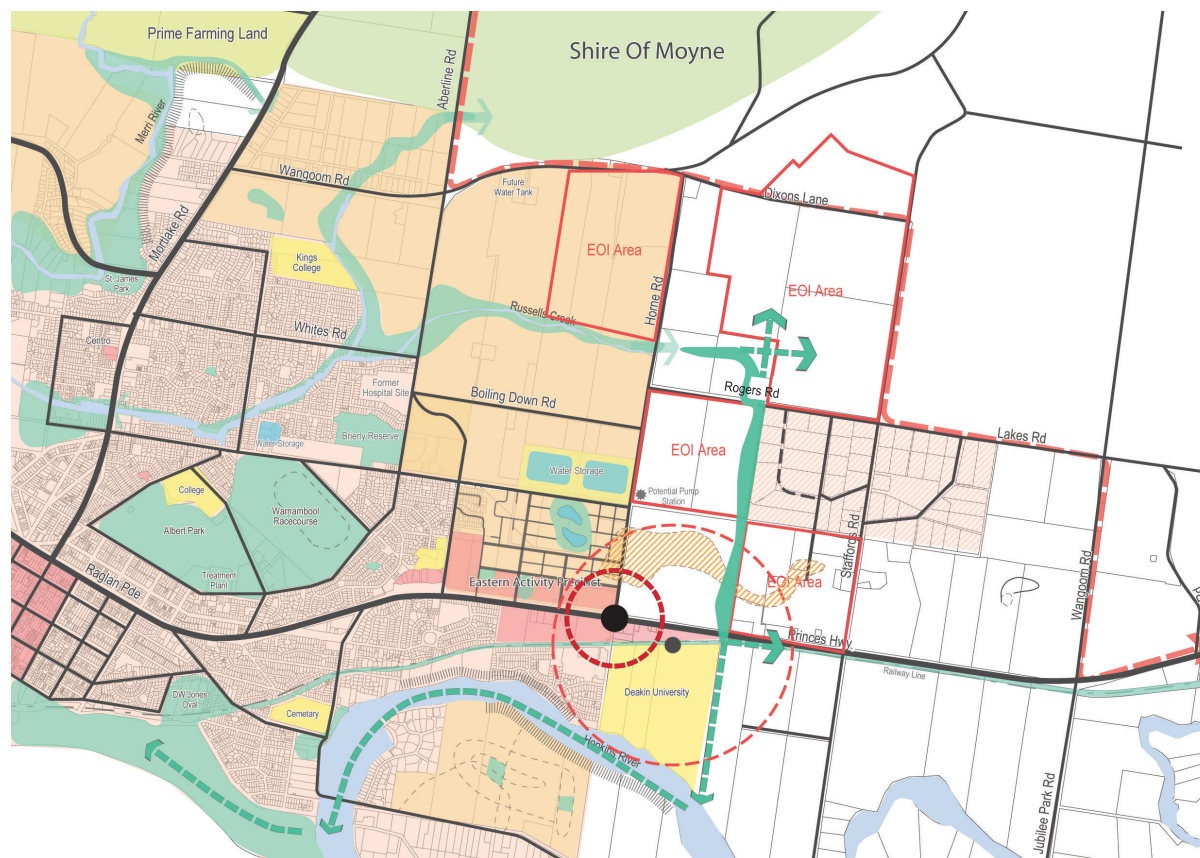


## Layer 2 - Gateway Opportunities

The activity at the Horne Road/Princes Highway intersection, including the Gateway Plaza/Eastern Activity Precinct, Deakin University and the train station sets the foundation for a key gateway to Warrnambool, comprising an activity node with a mixture of land uses, high quality built form with a strong street presence, and distinctive landscaping features.

While it is not considered appropriate to specify particular land uses as part of this review (that should be the function of a later study), a key consideration is to ensure that the built form is of a high quality, with a strong relationship to Princes Highway. The north-east corner is currently the only corner that is not occupied by a land use. It is recommended that development on this corner be used as a catalyst for change over time to improve the built form on the western corners (e.g. the western corner is currently occupied by a Bunnings, with a car park located on the corner. This may be put to a more high profile use in the future).

Figure 30 Gateway Opportunities





### Layer 3 - Access and Exposure Opportunities

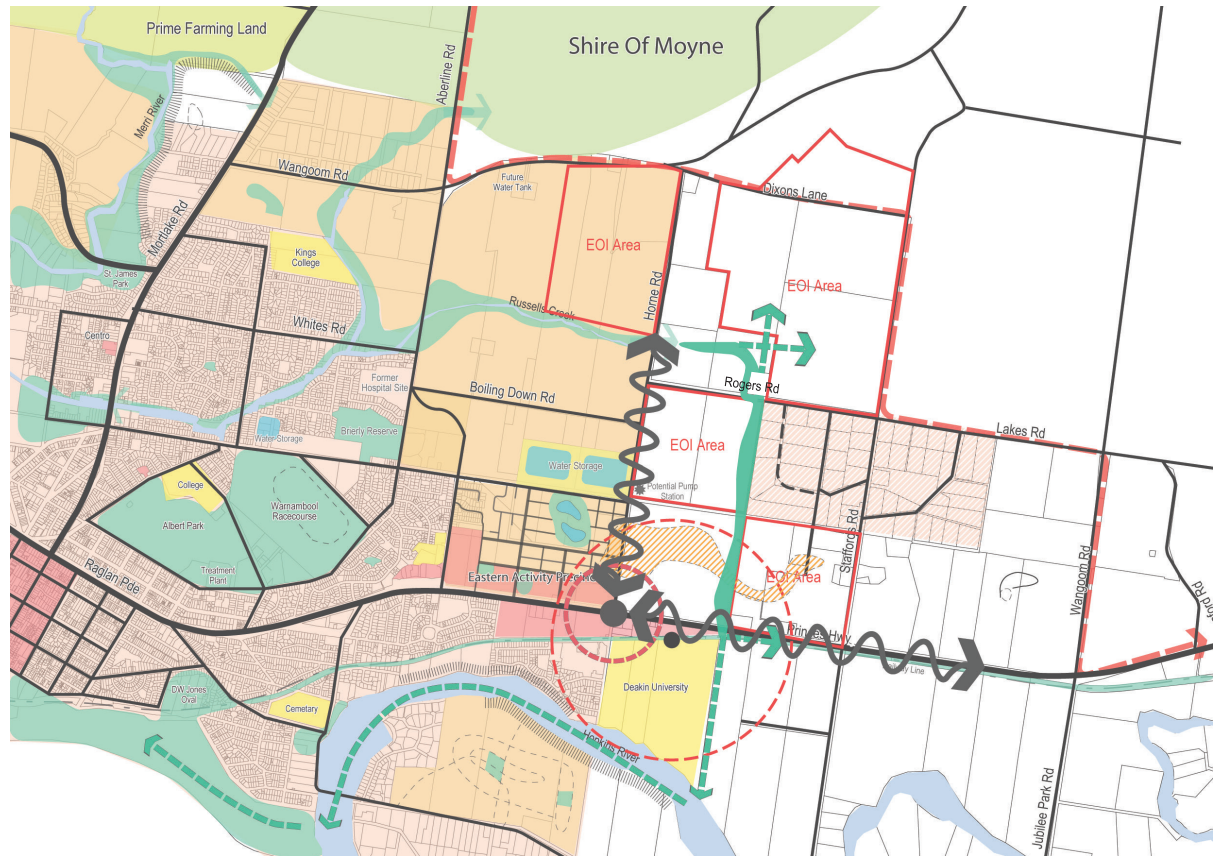
Providing access and an appropriate level of exposure to industrial areas is fundamental to their viability. Opportunities for providing high level access and exposure in the eastern precinct are along Princes Highway and Horne Road, which has previously been identified as a potential link route to Wangoom Road.

While the natural inclination is to look to Princes Highway, given it is a primary access route into Warrnambool, development along this road is likely to lead to uncontained ribbon growth. Industrial development, unless design standards are tightly controlled and enforced, is unlikely to deliver the type of built form suitable for a gateway statement at the Warrnambool entrance, as recommended earlier.

Horne road, however, presents an opportunity to develop a contained corridor between the Russells Creek and the Eastern Activity Precinct. This corridor would feed into the gateway precinct around the Princes Highway/Horne Road intersection, while also enjoying the access advantages of linkages to Wangoom Road and Princes Highway.

As noted in earlier sections of this report, western Warrnambool is focused around a grid, which distributes traffic flow through a number of streets, rather than channelling traffic onto single routes. While this grid tends to breakdown in the east, an opportunity exists to reintroduce this distributed grid concept in the eastern precinct. However, in doing so, it will be important to not “over-engineer” Horne Road (e.g. with service roads and an excessively wide cross-section), but rather, to build capacity into the secondary roads to accommodate a distributed flow of traffic. If done properly, Horne Road should read as an integrated corridor, with streetscape and built form proportions that foster a sense of containment to link rather than separate land uses and with high quality landscaping to create a high amenity environment, i.e. restrict or limit service roads and large scale car parking along Horne Road.

Figure 31 Access and Exposure Opportunities



## Layer 4 - Opportunity and need for land use transitions

A number of opportunities exist for transitions between future land uses to minimise land use conflicts and to form logical and legible boundaries to different land use precincts. There are also locations where existing land uses generate a need for transitions or breaks between the existing and potential future use, primarily between the Staffords Road rural residential area and any proposed development to the west of this area.

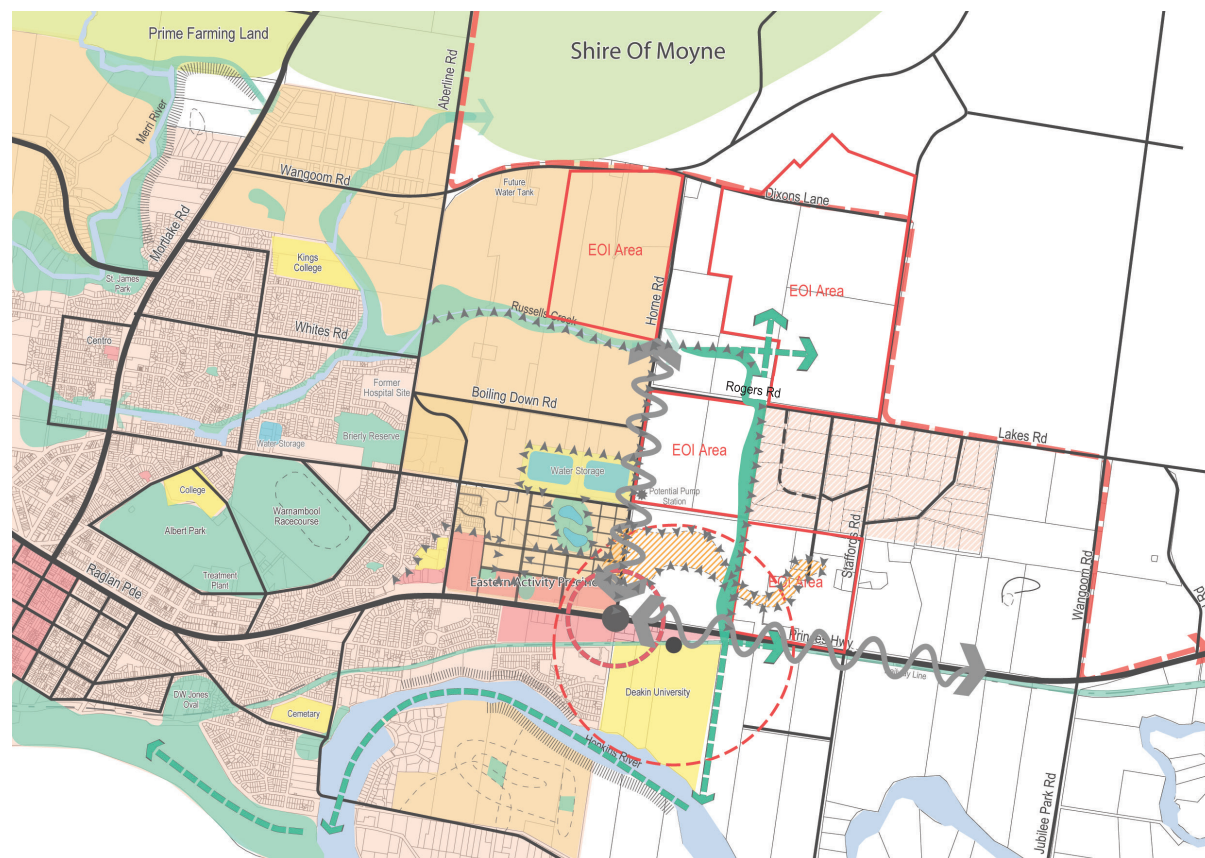
Figure 32 highlights potential transition points, including the water storage and drainage areas, the east-west ridgeline, the rear of the retail precinct and the creek/open space link.

When considering the open space link it is noted that it provides the opportunity for a transition between land uses (particularly the Staffords Road rural residential area), but also creates a high amenity context for quality built form and active uses that could generate a higher level of passive surveillance of the open space. Design guidelines could require an edge road or other options such as backing on could be considered. It is noted that should the Stafford's Road rural residential area be redeveloped

in the future, it is possible for the edge road treatment to be mirrored on the eastern side of the open space link so that development would overlook the open space from either side, thereby taking advantage of the open space amenity. Alternatively, the residential area could back on to the open space link. Resolution of the appropriate interface should be based on a proper assessment of the options with the benefit of some more detailed design.

With regard to the ridgeline, it is considered that it presents an opportunity to contain land uses, and to visually screen land uses from Princes Highway. It is also a potential location for a smaller scale, secondary open space link. Horne Road itself provides an opportunity to transition between land uses, however, it is envisaged that Horne Road would perform a more integrating role, that is, a point where various land uses will meet, rather than a segregation role. To this end, it is important that the design of Horne Road and the adjacent land uses do not create a barrier effect, but rather are designed to encourage movement across and along Horne Road.

Figure 32 Land Use Transition Points



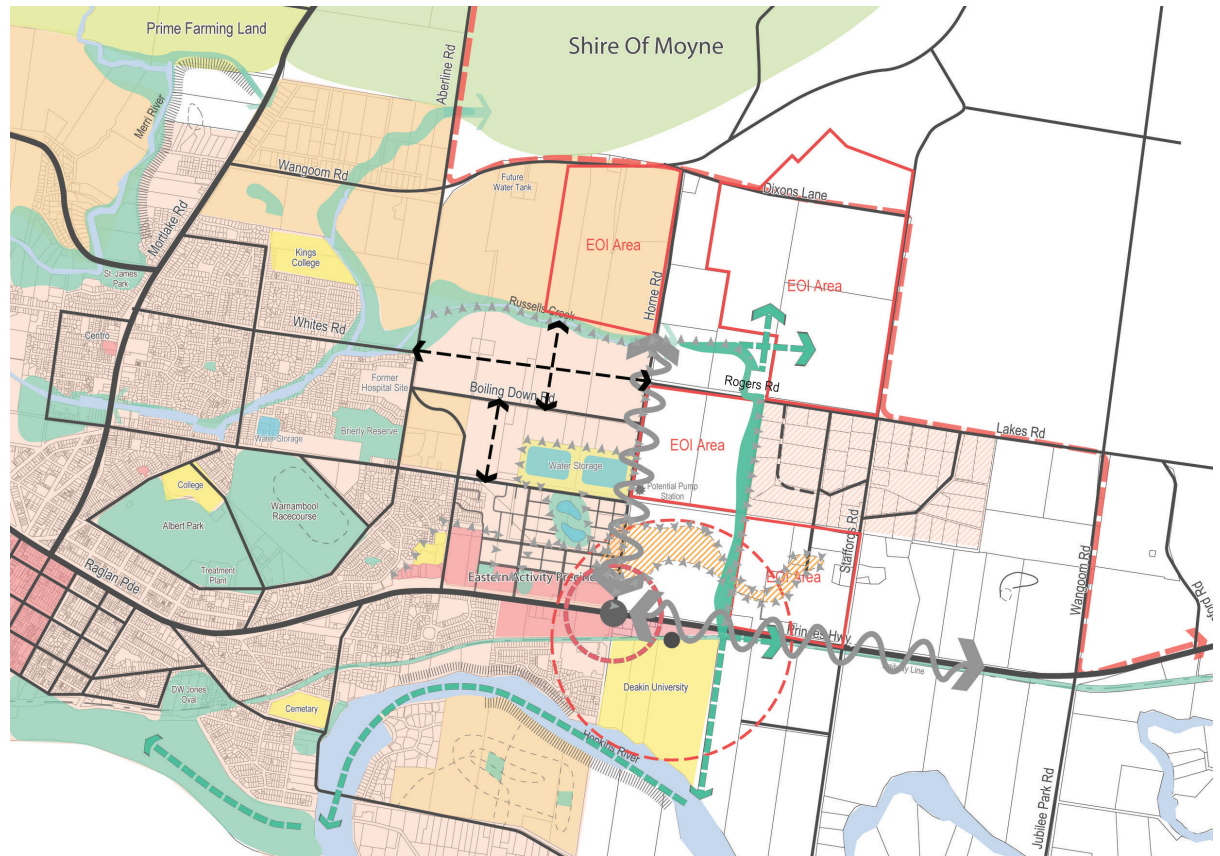


## Layer 5 - Residential Land Use extension

Before considering where industrial land should be located, it is relevant to consider the context of other types of land uses. It makes sense for the existing residential land to the west of the investigation area to extend further east, to Horne Road as planned under the current Land Use Strategy (2004). However, while it is proposed for the residential land to extend either side of the proposed drainage feature in the Eastern Activity Precinct, it is recommended that the drainage feature be used as a transition point between land uses. As such, south of Whites Road, residential is not proposed to extend all the way to Horne Road. It is also proposed to stop the residential development a few blocks short of the retail component of the Eastern Activity Precinct to allow for more transitional uses (to be explained in the next layer).

Opportunities for key road linkages have been shown, which extend the existing grid. However, it is recommended that the key road be staggered between Boiling Down Road and Whites Road given the interruption caused by the water storage facility, and to minimise costly intersection treatments.

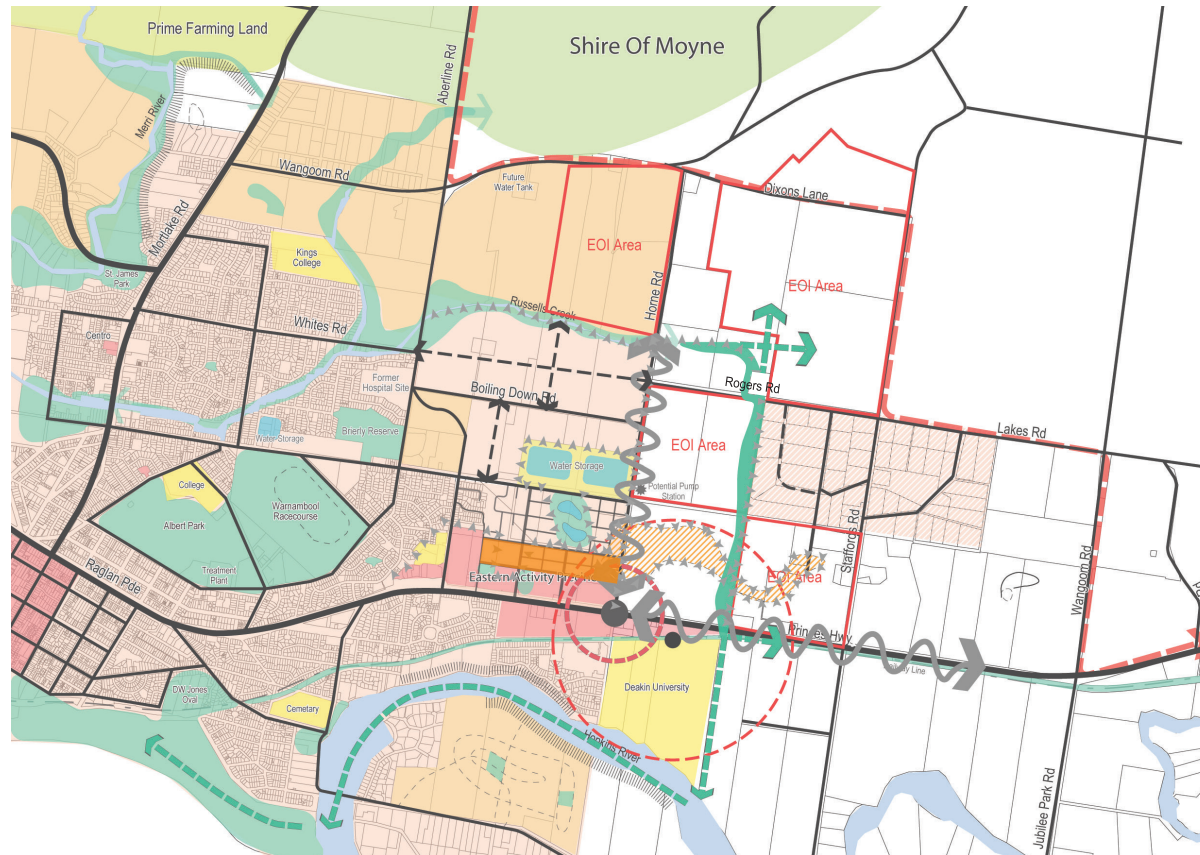
Figure 33 Residential Land Use Extension



## Layer 6 - Opportunity for mixed use

It is recommended that a mixed use area be located between the residential area and the core retail precinct of the Eastern Activity Precinct, as a transitional land use. In the western part of this area, it is envisaged that finer grain mixed uses could be located, including higher density residential, home office and other employment uses appropriate for residential areas. In the eastern part, closer to Horne Road, it is considered that a small business park would be appropriate as a transitional use, and to capitalise on the access and exposure offered by Horne Road.

Figure 34 Opportunity for Mixed Use Land Use



## Layer 7 - Opportunity for Industrial Land

When all the previous layers are considered, it emerges that the logical location for a new, large scale industrial precinct is on the eastern side of Horne Road, between the identified transition points of the ridgeline and the Russells Creek linear open space extension. This area has the following attributes that meet Council's site selection criteria:

- Good access and exposure to a key transport link; Horne Road, with convenient access to Princes Highway and Wangoom Road. Access to this link will obviate the need for industrial traffic to pass through the central parts of Warrnambool. Second order road access is available from Rodgers Road.
- The land is generally flat, and is able to be serviced (water, sewer, drainage, electricity etc).
- The inclusion of the green link ensures a suitable buffer is provided to the Stafford's Road rural-residential area, and clearly demarcates the boundaries of the proposed industrial area.
- It is located in close proximity to the Eastern Activity Precinct, and as such, will benefit from synergies associated with clustering with other employment uses. The location adjacent to a future residential growth area offers opportunities for the workforce to live close to employment, minimising travel generation for workers.
- The area is comprised of large land parcels, with the key parcel (the central part of the industrial area comprising approximately 64ha of land) within single ownership. The owners of this parcel have formally expressed interest in developing an industrial estate through Council's call for Expressions of Interest process in 2009.
- It is understood that the site has no or few environmental (eg. flora and fauna) or cultural (e.g. heritage) constraints. However, this matter will require further detailed investigation at the next planning stage. It is recommended that site capability assessments be undertaken as soon as possible to confirm their suitability for development.

In addition to land on the east side of Horne Road, it is considered that there is potential within the Eastern Activity Precinct, between the drainage feature and Horne Road, for a small industrial estate/business park, which would contribute to the function of the Horne Road corridor.

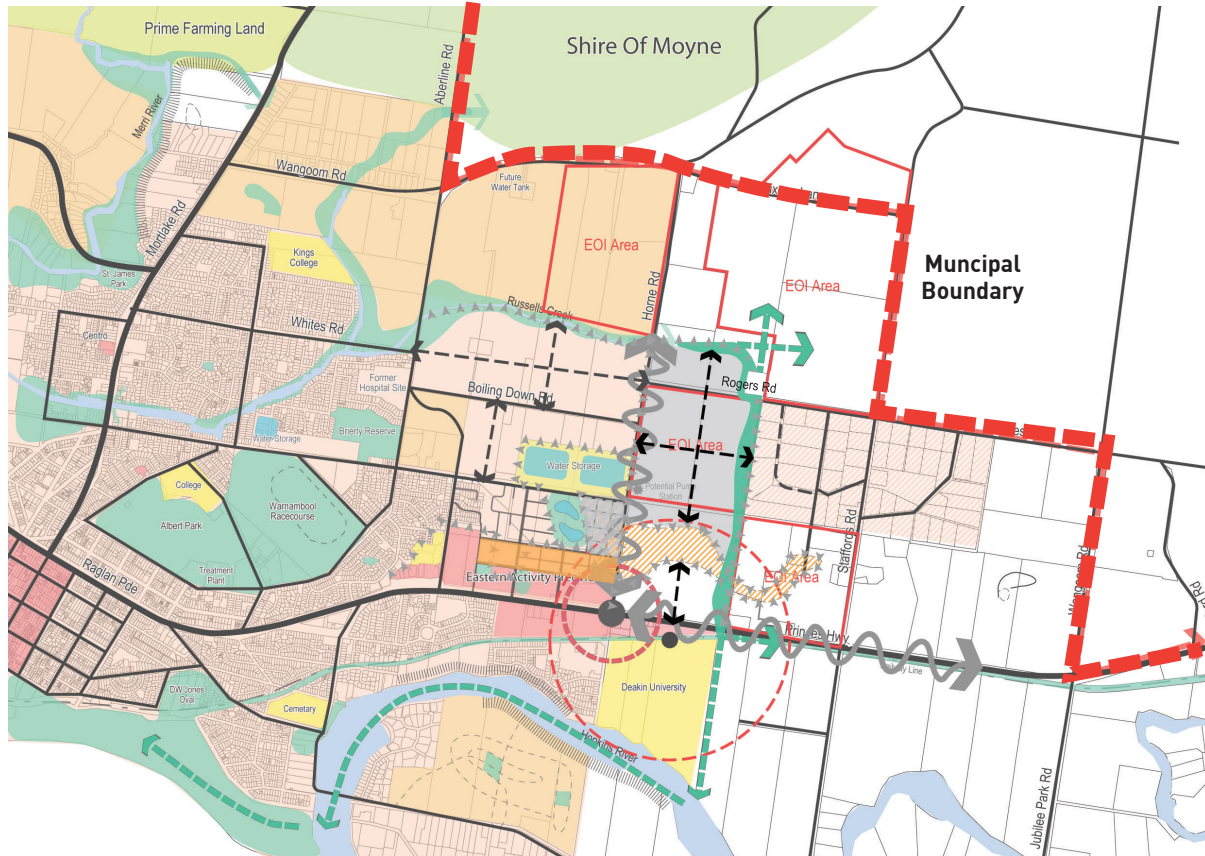
In total, the identified land would contribute approximately 107ha of industrial land to Warrnambool's stock, providing at least a 15 to 20 year supply of land at the currently modelled uptake rates (including accommodating latent demand).

Development of a new industrial precinct presents an opportunity to ensure a high quality design that positively contributes to the locality (the Horne Road corridor) and Warrnambool as a whole. A consistent street setback should be provided to Horne Road. It is recommended that larger lots, comprising uses with a strong built form presence be located along Horne Road, transitioning to smaller, finer grain uses in the east adjacent to the open space link. In order to implement these design considerations, it is recommended that a clear and robust plan be prepared for the area, including specific design and use guidelines.

An indicative higher order road network has been shown, which seeks to extend the existing grid to maximise connectivity, but to offset the central access road so as to minimise costly cross-intersections.



Figure 35 Opportunity for Industrial Land

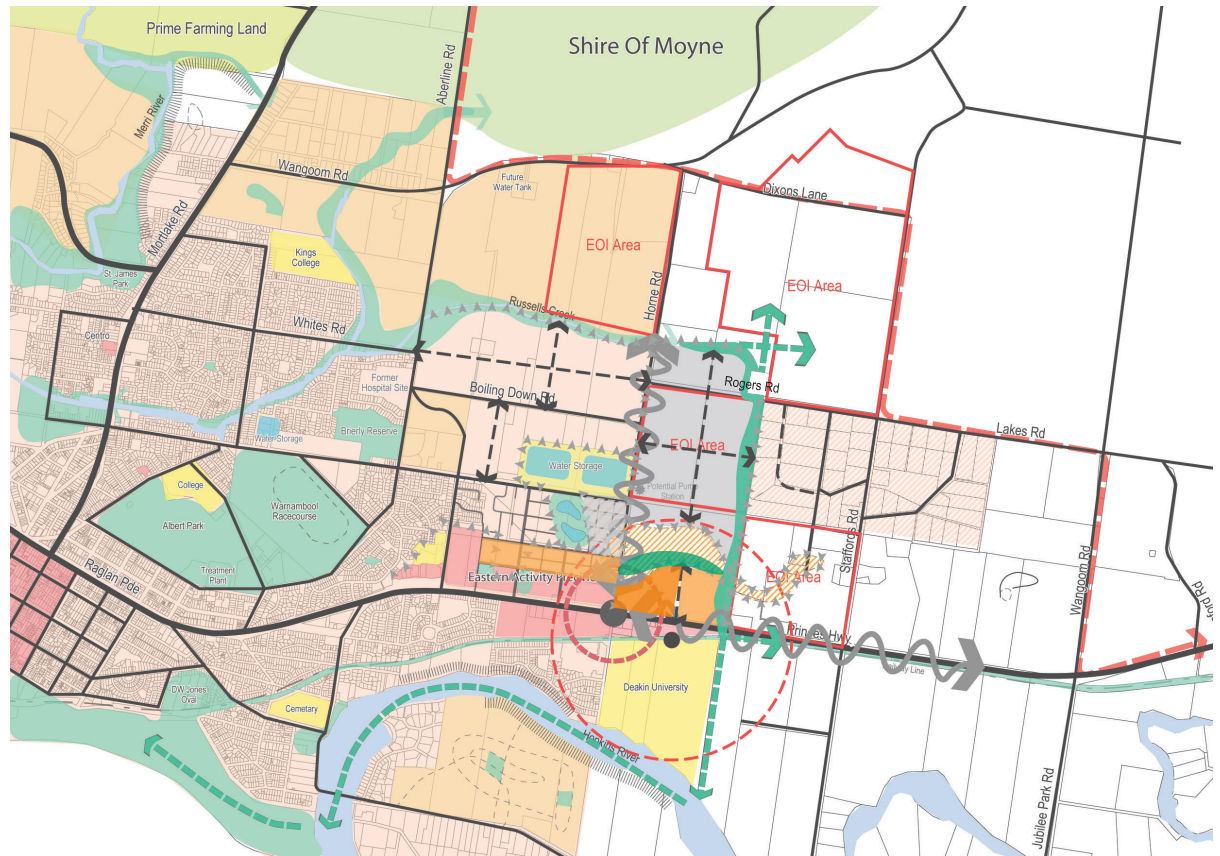


## Layer 8 – Princes Highway Interface

The intersection of Princes Highway and Horne Road has earlier been identified as a key location for a gateway treatment to Warrnambool and to intensify activity around the activity hub created by the Eastern Activity Precinct, Deakin University and the train station. As such, it is recommended that careful attention be paid to the built form along Princes Highway. While not specifically making recommendations regarding particular uses that may be appropriate in this location, the Framework Plan highlights an opportunity to identify this as a suitable location for mixed use development, with some residential (possibly medium density) component. It is recommended that built form in this location be of high quality, with strong address to the corner and the streets.

While this objective is not currently reflected on the north-west corner within the Eastern Activity Precinct and the south-west corner, it is considered that emphasis on this style of built form on the north-east corner may act as a catalyst for higher quality and more attractive built form outcomes on the other corners. It is also recommended that efforts to provide high quality landscape treatments, similar to that provided in central parts of Warrnambool, be focused in this location to contribute to the gateway experience, and signal the character of Warrnambool to those who enter the city from the east.

Figure 36 Princes Highway Interface





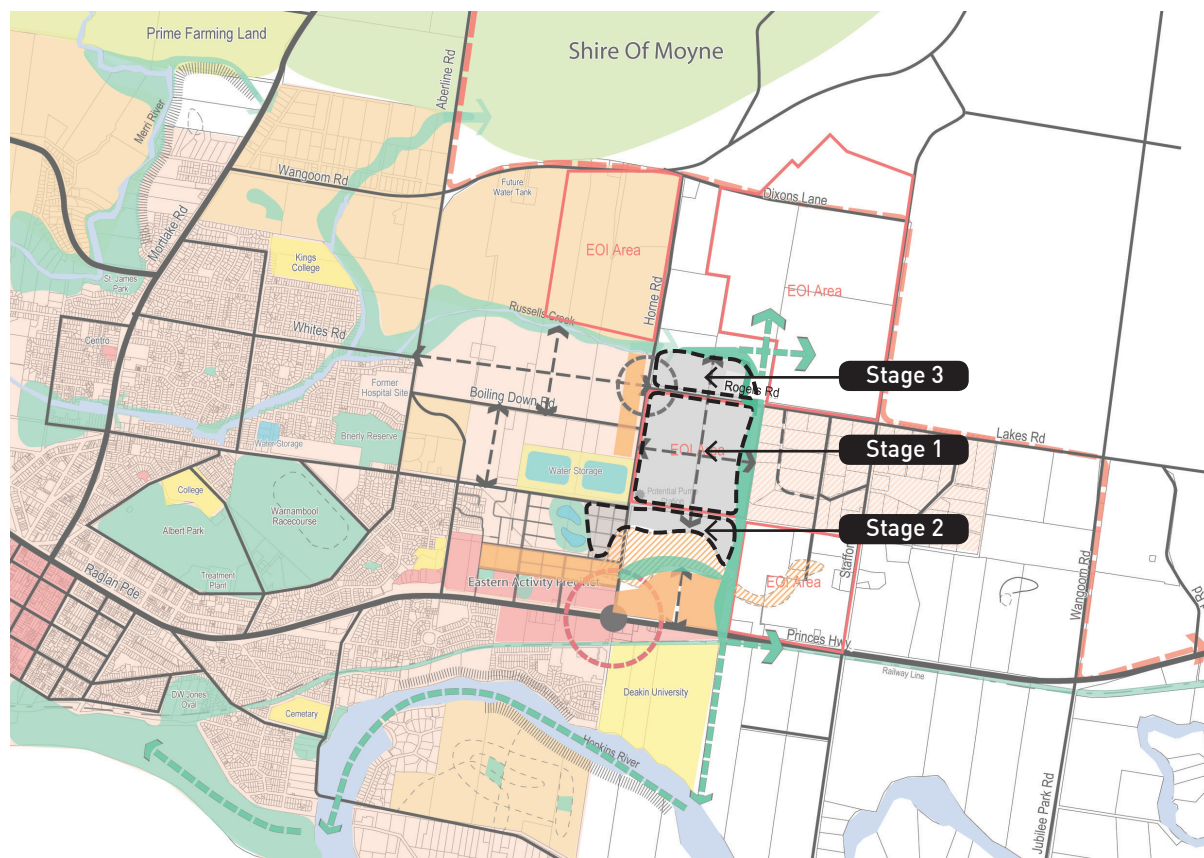
It is considered that there is also an opportunity for a neighbourhood level activity node, at the intersection of Rodgers Road and Horne Road. This activity node would service the residential area and the industrial area. There is also considered to be potential to include a short section of mixed uses along the western side of Horne Road as a transition between the residential and industrial land uses.

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## Layer 10 – Potential Staging of Industrial Land

Figure 38 shows a proposed staging plan which provides a logical staging of development along Horne Road, that takes into consideration expressions of interest from landholders, and ability to extend necessary infrastructure.

Figure 38 Staging of Industrial Land



## Horne Road Framework Plan

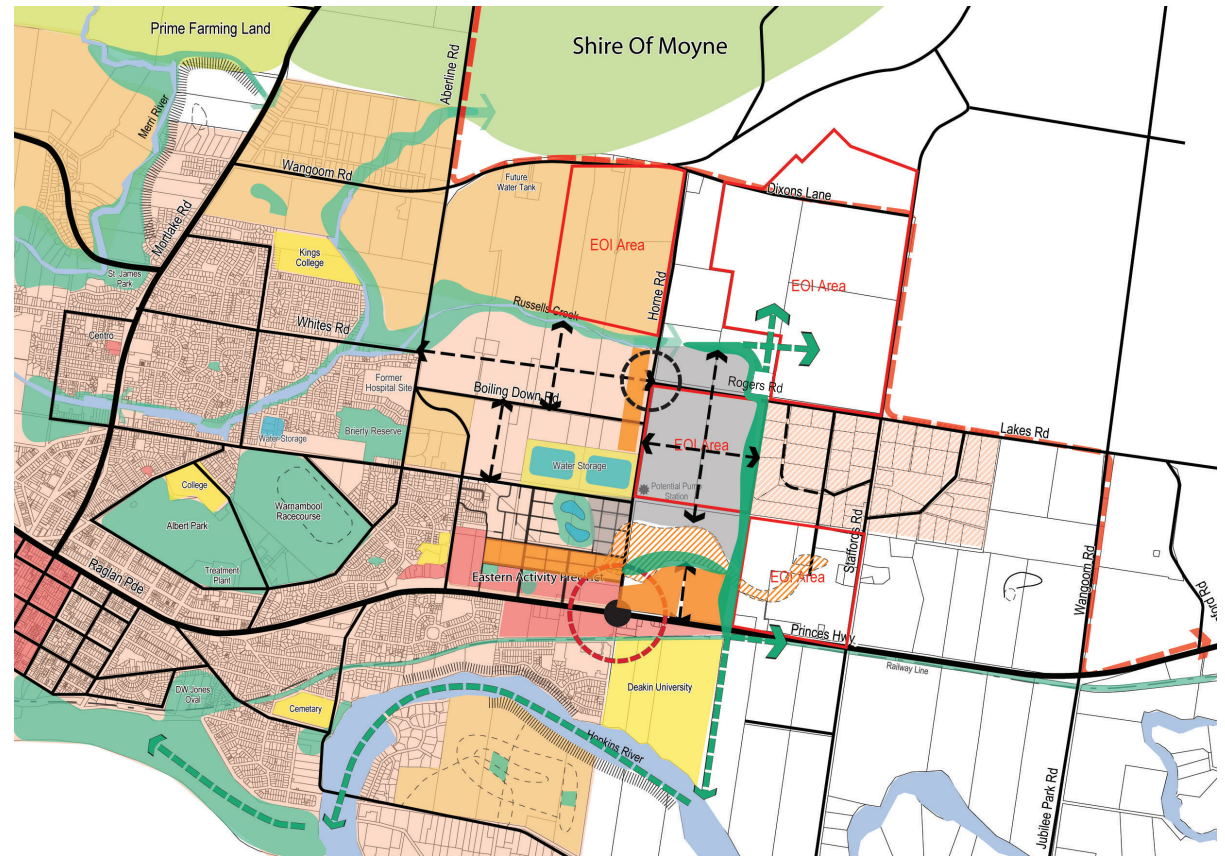
Figure 38 illustrates an indicative Framework Plan for the Horne Road corridor, including the recommended location for an industrial precinct, as well as indicative locations for other uses, including residential, mixed use and activity nodes. Aside from delivering additional industrial land supply, implementation of the Framework Plan as it relates to the industrial precinct (that is, early rezoning and development of the area identified on the east side of Horne Road) will deliver a range of benefits, including:

- Upgrading local services, such as Horne Road, that may not otherwise have been upgraded for some time;
- Consolidation of the gateway precinct to provide an attractive and distinctive entrance to Warrnambool from the east;
- Provide the early framework for more detailed consideration of Warrnambool's long term strategic direction for urban growth.

More specifically, the Framework Plan sets out and incorporates the following objectives:

- To provide a linear open space network incorporating the Russells Creek and rail reserve that mirrors and connects to the semi circular network in the west, whilst providing a buffer and transition to the existing rural residential development, and a direct link to Deakin University.
- To provide for an identifiable built form and landscape gateway at the intersection of Horne Road and the Princess Highway.
- To utilise Horne Road, rather than the Princes Highway as the main employment spine for the eastern precinct, in order to protect the Princes Highway gateway and streetscape, whilst capitalising on Horne Road designation as a 'link road' with its planned high levels of exposure and access.
- To design the Horne Road streetscape and road reserve so that it has a consistent and contained character, with a role as land use integrator rather than segregation. The built form and streetscape of Horne Road is to have a consistent character, so that different land uses on either side can integrate visually, and contribute positively to the streetscape.
- To utilise natural features and infrastructure such as the Russells Creek, water storage and ridgelines as a means for land use change and transition.

Figure 39 Horne Road Framework Plan

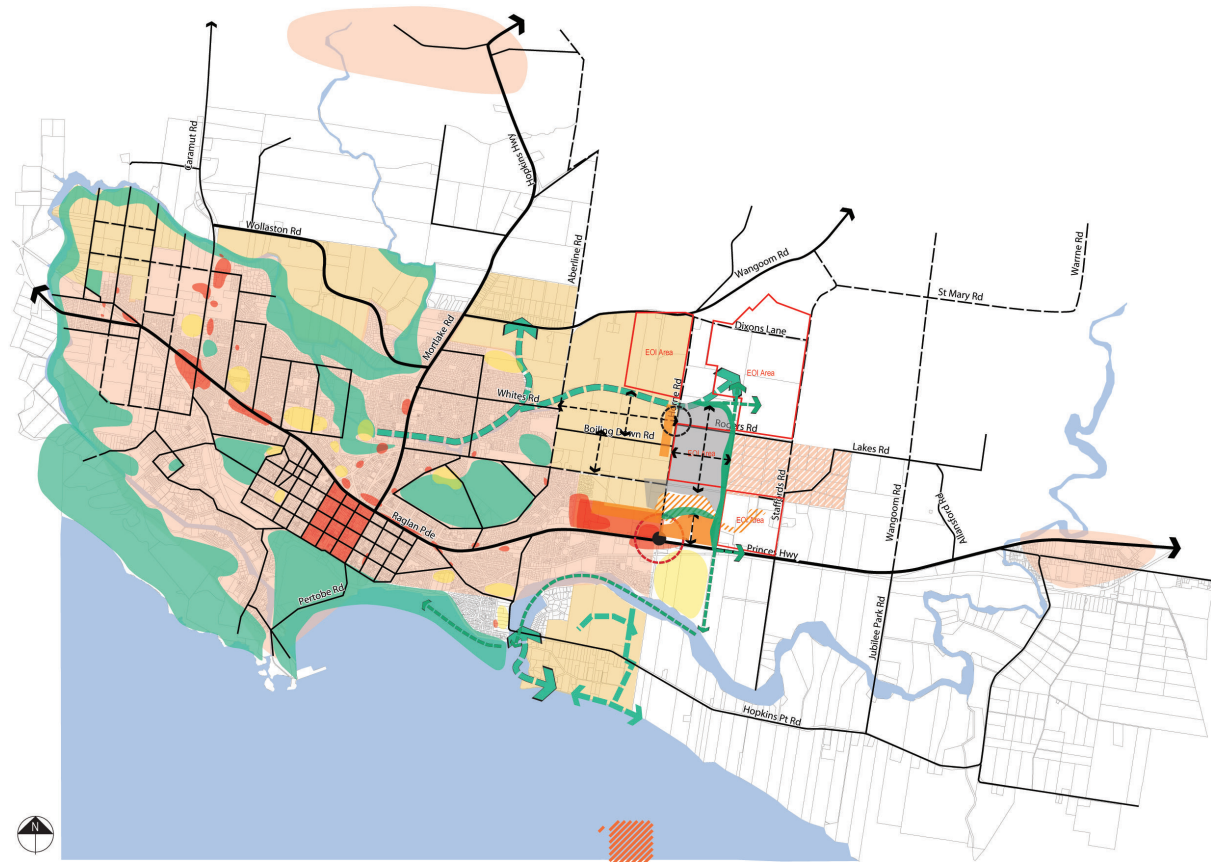




- To extend residential growth in an easterly direction over Aberline Rd (towards Horne Road) in order for new areas to benefit from integration with and proximity to established neighbourhoods, infrastructure, open space and Russells Creek.
- To extend Whites Road to connect to Rodgers Road in order to integrate with the existing road network, and create a clear framework for new neighbourhoods and lower order roads.
- To identify areas of mixed use between residential and other land uses (such as employment and retail), as a means of providing for land use flexibility, and the creation of transitions and synergies between land uses.
- To allow for a staged release of unconstrained large scale land parcels for employment, with high levels of access and exposure, and with distinct edges.

- To provide for immediate rezoning of 64 ha of employment within single ownership at the heart of the eastern precinct, with potential for 43 ha additional areas to the north and south be rezoned on a stage by stage basis depending on demand.
- To provide opportunity for a gateway/ activity node at the intersection of Horne Road and Whites Road, to anchor the northern end of Horne Road, and facilitate the integration of employment and residential uses on either side of this spine. This gateway can be supported by a mixture of uses, which will further facilitate integration of land uses along and across Horne Road.
- To provide a vision for how Warrnambool can grow in the long term, while remaining integrated and connected, with distinct and identifiable boundaries.

Figure 40 Horne Road Framework Plan in Warrnambool Context



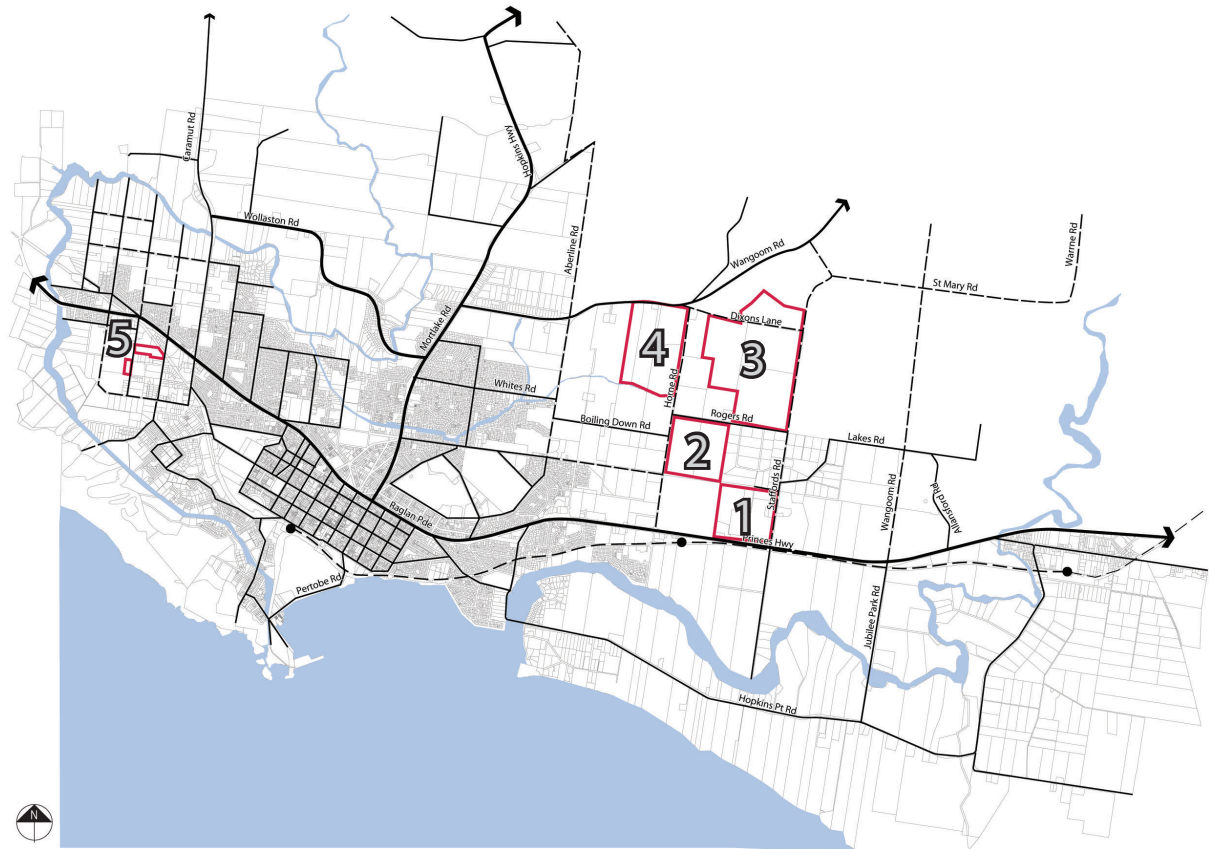
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### Layer 11 – Response to Expressions of Interest Areas

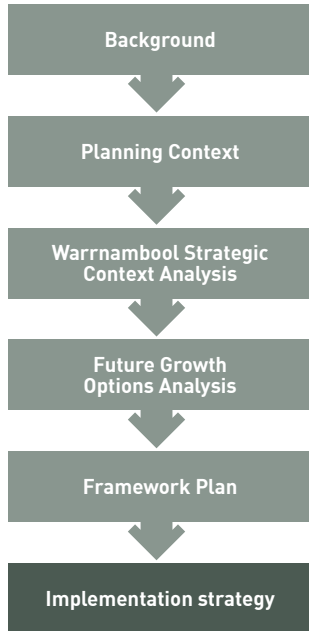
As noted earlier, a number of expressions of interest (EOI) were submitted during the PDP process, identifying landholders willing to support rezoning for industrial purposes. A brief response to each EOI area in the context of the recommendations made in this review is provided in Figure 41.

Figure 41 Response to Expressions of Interest Areas



EOI Area	Response in context of Framework Plan	Future potential
1	<p>The area is located outside (to the east) of Framework Plan boundaries as recommended by this review.</p> <p>The area was not recommended for industrial development as part of this review because industrial frontage to Princes Hwy was not considered appropriate and because the site was considered to be too remote from existing and planned urban development at this point in time.</p>	While located outside the boundaries of the Framework Plan, the area is a logical consideration for urban development as part of any further strategic work for Warrnambool given it is located adjacent to the growth area recommended in this report, and the site has high level access provided by Princes Highway.
2	<p>The entire parcel is recommended to be rezoned to facilitate industrial development, given the reasons set out in this report. Key issues that will need to be further considered include drainage and the interface with the rural-residential area to the east.</p>	NA
3	<p>The area is located outside (to the north-east) of the Framework Plan boundaries as recommended by this review.</p> <p>The area was not recommended for industrial development as part of this review as it was considered to be located too far from existing and proposed urban development, and as such, servicing and access costs would have been prohibitive.</p>	While located outside the boundaries of the Framework Plan, the area is a logical consideration for urban development as part of any further strategic work for Warrnambool given it is located adjacent to the growth area recommended in this report.
4	<p>The area is located within the Framework Plan boundary, and is recommended for residential development, consistent with its current designation within the existing Strategic Framework Plan.</p> <p>The area was not recommended for industrial development as part of this review as it was considered that a location along Horne Road further south had better access advantages to Princes Highway, and would integrate with the proposed Eastern Activity Precinct.</p>	While recommended for residential development in the Framework Plan and under the existing Strategic Framework Plan, it may be appropriate to reconsider the ultimate use of this land within the context of a broader strategic review of Warrnambool, i.e. whether residential is the best use of the land, or whether there are opportunities for some further industrial development.
5	<p>These areas are located in West Warrnambool outside the Framework Plan. It is understood that the PDP recommended that they be rezoned for industrial purposes. This review accepts that recommendation and notes that any Planning Scheme Amendment could include rezoning of this land.</p>	NA

## 8



Having identified an area along Horne Road as the key location for an industrial precinct, this Chapter makes recommendations regarding implementation. Firstly, recommendations are made regarding the ultimate planning scheme controls for the industrial land recommended in Chapter 7. However, noting that there is urgency with regard to rezoning land, it may not be possible to implement all recommended planning tools immediately. As such, the second section of this chapter sets out a staged implementation strategy that will facilitate early rezoning of Stage 1 of the precinct, with interim measures to ensure the holistic planning measures recommended in the first part of the chapter are not compromised.

## Planning Scheme Controls

### Municipal Strategic Statement

A clear strategic basis for rezoning of industrial land within the Eastern Framework Plan area has been established by this review to meet 15 year supply requirements. As such, the following aspects of the MSS must be amended/deleted to ensure that the proposed rezoning is consistent with the MSS:

- the urban growth boundary shown on the Strategic Framework Plan must be either amended or deleted, and
- reference to Allansford as the site of future industrial development must be deleted to enable rezoning of an industrial precinct on the east side of Horne Road.

This review has previously recommended that a broader, City-wide strategic land use analysis be undertaken to establish a holistic vision for the future of Warrnambool, and to prepare a revised Warrnambool Strategic Framework Plan. It is considered that this further strategic work is required to establish a long term and robust urban growth boundary for the city. As such, an interim boundary, or a notation specifying that the boundary is under review, based on the strategic justification contained in this review would be more appropriate at this stage than a recommendation to formally realign the boundary.

It is therefore the recommendations of this review that:

- Council adopt the Horne Road Framework Plan contained in this review as an interim policy position.
- The MSS be amended to indicate the strategic suitability of eastern Warrnambool as a potential growth front given the range of locational and other advantages as set out in this review.
- A notation be included on the Strategic Framework Plan stating that the eastern extent of the urban growth boundary (along Horne Road) is under review, and as such, rezoning outside the urban growth boundary will be considered on a case by case basis, subject to thorough strategic analysis being undertaken.
- All references to Allansford as the future site of industrial development be deleted.
- Specific reference be made to the eastern precinct along Horne Road as the key location for industrial development and that reference be made to attracting service and manufacturing industries associated with the emerging 'green' energy industry sector.

## Zones

It is recommended that the land identified for industrial purposes on the eastern side of Horne Road be rezoned to the Industrial 3 Zone (see Chapter 4 for a description of each zone).

This zone will enable development of the land for industry; however, will restrict office uses, enabling Council to direct office development to more appropriate activity nodes, such as the CBD and the Eastern Activity Precinct.

This zone is preferred over the Industrial 1 Zone as a planning permit will be required for all industry and warehouse uses, which will enable Council to assess offsite amenity impacts and inter-industry conflicts.

With regard to land on the west side of Horne Road (within the Eastern Activity Precinct) it is recommended that the Business 3 Zone be utilised to enable integrated industry and office uses to establish.

## Overlays

It is recommended that a Development Plan Overlay (DPO) be applied to the industrial precinct to the east of Horne Road to ensure integrated planning for the entire precinct, and to provide control and guidance with respect to layout, built form design, distribution of uses, drainage and treatment of interfaces. Further recommendations with regard to design and use of the precinct, including discussion regarding interface treatments are provided later in this Chapter. These recommendations should be incorporated into preparation of the schedule for the DPO. It is recommended that the Council place Development Plans prepared pursuant to this overlay on non-statutory exhibition to enable adjoining residents and the broader community an opportunity to comment on the proposed types of uses and design intent.

Such a process would provide the community with information about the proposed design and development of the industrial precinct, that is, the internal workings of the estate. It is important to note however, that the fundamentals of the industrial precinct will be determined by the zone and the requirements of the DPO Schedule. That is:

- The use of the land for industrial purposes will not be re-examined through exhibition of a Development Plan, however, the distribution of different types of industrial uses and their design can be considered through the Development Plan process; and
- The amenity based issues, and in particular the green link adjacent to the Staffords Road rural-residential area, will be included as an absolute requirement of the DPO Schedule. The width, alignment, landscaping treatment and interface of this green link, however, will be determined through the Development Plan process.

A Development Contributions Plan Overlay (DCPO) is also recommended. This overlay will enable Council to implement a development contributions plan that equitably distributes the cost of higher order infrastructure across the area. Preliminary details regarding the potential components of a DCP are provided in a later section of this Chapter.

## Implementation Plan

It is noted that in forming this implementation plan, it has been necessary to balance the need to facilitate an immediate supply of industrial zoned land with the need to holistically plan for the entire Horne Road area. As such, while ideally a more detailed structure plan supported by a detailed development contributions plan would be prepared for the entire planning unit shown in the Framework Plan prior to any rezoning, the implementation plan below sets out a means by which land can be immediately rezoned to enable early commencement of development. To this end, the Framework Plan has been configured based on the structural conditions of the area that will allow staged development to achieve progressive delivery of integrated outcomes. Notwithstanding, it is emphasised that further structure planning work is required for other (non-industrial) areas shown in the Framework Plan to ensure that opportunities for integrated planning, including equitable and accurate distribution of costs through a development contributions mechanism, are not lost.

Table 2 Recommended Implementation Plan

Action	Comment
<b>Immediate</b>	
Adopt the Horne Road Framework Plan as an interim policy position.	
Immediately rezone land identified as Stage 1 (64ha) to INZ3, apply the DPO and make recommended changes to the MSS and Strategic Framework Plan.	This rezoning will need to be subject of the normal advertising requirements. Ensure DPO schedule includes specific requirement regarding buffers to the Staffords Road rural-residential area to address amenity concerns of adjoining residents.
Council to enter into a Section 173 Agreement with the landholder/developer regarding construction of Horne Road from Princes Highway to the site's access road and drainage requirements.	This agreement should specify that construction of Horne Road and main drainage infrastructure will be considered 'in-kind' works under a future DCP to be prepared for the eastern precinct. Once the DCP has been prepared and finalised, the developer's contribution will be reviewed to assess whether further cash contributions are necessary to meet the requirements of the DCP. A specific clause should be included within the Section 173 agreement that gives Council surety that any difference between the value of 'in kind' works, and the final DCP rate can be recouped by Council.
Landholder to prepare a detailed Development Plan (DP) for the site.	The DP must specify treatment options for the green buffer to the Staffords Road rural-residential area and include a drainage strategy for the precinct.
Landholder/developer to prepare a traffic management plan in consultation with Council to manage traffic flows.	The traffic management plan should consider possible road closures and other techniques to ensure that industrial traffic is directed toward the constructed parts of the road network and away from residential areas.
<b>Short Term</b>	
Council to prepare a DCP for the industrial precinct.	The DCP should have regard to the entire 'planning unit' identified in Chapter 7, to ensure any apportionment to future growth areas is recoverable by Council at a later date.
Council to amend the Eastern Activity Precinct Local Structure Plan to respond to the recommendations of this review and of the PDP where appropriate.	
Council to initiate a standard Planning Scheme Amendment process to: <ul style="list-style-type: none"> <li>- Rezone the balance of the precinct to IN3Z/B3Z (where appropriate)</li> <li>- Apply the DPO and DCPO</li> <li>- Incorporate the DCP into the Planning Scheme.</li> </ul>	
<b>Medium Term</b>	
Council to undertake a city-wide strategic land use assessment to prepare a holistic and long term (i.e. 50 years) Strategic Framework Plan for the City.	It is understood this work is likely to be undertaken as part of a scheduled MSS review. It is recommended that the review include co-ordination with Moyne Shire.



## Infrastructure

Key infrastructure that will be required to service the identified industrial precinct are identified in the following list. It is noted that this list only specifies higher order items that are likely to meet the criteria for “development contribution items”, that is, that they are needed in order for the area to function and that they will be used by a wide cross-section of the future community (there is a nexus). A more detailed analysis will be required to confirm infrastructure requirements.

**Horne Road** – upgrade of existing construction standard between Princes Highway and Wangoom Road, which will likely require some widening of the road reservation. While a detailed cross-section will need to be developed, it is the recommendation of this review that the cross-section not be over engineered (i.e. that it not incorporate service roads or excessively wide cross-section components) so as to deliver the desired streetscape amenity and built form outcome set out in Chapter 7. In addition, staging of construction of the road will need to be considered in the context of immediate and long term growth scenarios for the Horne Road area.

### Horne Road intersections

– a number of intersection treatments will likely be required along Horne Road to facilitate access. The Framework Plan seeks to minimise the number of cross intersections, however, signalised intersections are likely to be necessary at Rogers/Whites Road and Boiling Down Road. It is understood that the existing Horne Road/Princes Highway signalised intersection is capable of accommodating the anticipated increase in vehicle movements that will be generated by development along the Horne Road corridor. A specific traffic study will be required to assist in determining the anticipated road infrastructure requirements, and the breakdown in terms of usage share of road items. In addition, a traffic management plan will be required prior to approval of a Development Plan for the industrial area to determine possible road closures and other techniques to ensure that industrial traffic is directed toward the constructed parts of the road network and away from residential areas.

### Drainage Infrastructure –

A drainage strategy will need to be prepared for the entire precinct. It is recommended that a Water Sensitive Urban Design approach be taken to drainage, which will involve land requirements to accommodate the preferred WSUD treatment (for example, wetland systems, swales etc). Open space identified for buffer purposes can serve multiple functions, and as such, may be capable of accommodating some drainage function. Given Warrnambool City Council is the drainage authority; the cost of high order drainage infrastructure will need to be incorporated into a shared funding arrangement such as a development contributions plan.

**Open space** – Open space buffers have been recommended to address interface issues, particularly with the Stafford’s Road rural residential area, and to link the eastern precinct with the wider open space network within Warrnambool. It is considered that this open space will meet the needs of the industrial precinct (that is, that further internalised open space areas will not be required) However, further analysis will be required to establish open space requirements, including active and passive open space needs, for the adjoining residential areas as part of the structure planning for those areas.

### Community Infrastructure –

Community infrastructure, such as child care, maternal and child health etc, will obviously not be required for the industrial area. However, the needs of the residential areas will need to be determined as part of structure planning for those areas. It is recommended that a social infrastructure needs assessment be undertaken at that time.

Ideally, in order to accurately and equitably determining a method of apportioning the cost of the higher order infrastructure requirements across the various developers/landholders, a holistic planning unit would be assessed, and a detailed development contribution plan would be developed. From the analysis undertaken, a clear planning unit has emerged, being the area bounded by the green open space link. It is recommended that this be used as the basis for preparation of a Development Contributions Plan, implemented via a Development Contributions Overlay. However, noting the urgency with which the first stage of industrial land is needed, it is considered that interim arrangements may be necessary, prior to preparation of a full development contributions plan, as noted earlier.

## Design and Use

Development of a greenfield industrial precinct offers the opportunity to specify preferred design and use controls to deliver a high quality built form and amenity outcome. As such, it is recommended that careful attention be paid to integrated design and land use planning for the precinct. As noted earlier, it is recommended that a Development Plan Overlay be applied to the industrial precinct. Key matters that should be addressed in the DPO are as follows:

- Drainage, including interim and ultimate drainage solutions.
- The interface with the rural-residential area to the east. It is recommended that the DPO include a mandatory requirement for the green link, with exact dimensions and treatment to be refined during preparation of the Development Plan.

- Treatment of Horne Road, including cross-sections and development interface (setbacks, building design and form, lot size).
- Subdivision layout (road network) and lot sizes.
- Distribution of types of industrial uses to provide guidance with respect to planning permit applications for use under the IN3Z.
- Landscaping (such as a street tree masterplan)
- Design of buildings, including recommendations for materials and finishes.
- Traffic management.
- Land capability, including environmental, heritage and geotechnical assessments.

Some key design objectives that are recommended to be included within the DPO schedule are:

- A consistent street setback should be provided to Horne Road. A reduced setback that will contribute an active and vibrant frontage to Horne Road and generate a sense of containment, with minimal car parking within the front setback. Car parking should be located to the side or rear. It is noted that to achieve this objective, some amendments to Local Planning Policy 22.03 (Economic Development) will need to be made to remove reference to a minimum front setback of 10 metres.
- The cross-section of Horne Road should be designed with appropriate proportions that will create a sense of containment along the corridor and will deliver high quality landscape outcomes without excessive engineering requirements.
- It is recommended that larger lots, comprising uses with a strong built form presence be located along Horne Road, transitioning to smaller, finer grain uses in the east adjacent to the open space link.
- The design of the green link, such as its width, alignment and landscaping treatment should vary as it responds to the site (topography, vegetation) and its intended function (as a buffer, for drainage purposes, to provide a pedestrian link). A minimum 30m width is required where industrial land abuts existing or future residential land.
- The interface with the green link should be carefully considered in the context of possible future subdivision potential of the rural-residential area to the east.
- A gridded road network should be introduced to provide permeability, to distribute traffic flows and to provide regular block shapes.
- Landscaping and building materials should borrow from themes established within existing parts of Warrnambool, including distinctive street tree planting within central median (such as within Horne Road) and extensive use of corrugated iron/Colourbond as a building material.

- Drainage solutions should utilise Water Sensitive Urban Design measures, than can be integrated within the landscaping theme.
- Internal road cross-sections should provide adequate space for vehicles, pedestrians, landscaping and on-street parking.

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