SETTLEMENT

This clause provides local content to support Clause 11 (Settlement) of the State Planning Policy Framework.

Specific references to activity centres and growth areas are also included in Clause 21.11 (Local Areas).

Activity centres

Warrnambool's activity centre network

Warrnambool’s activity centres are identified on the Warrnambool Strategic Framework Plan.

Warrnambool City Centre

The intent to maintain the primacy of the City Centre is reinforced by its designation as the principal activity centre for Warrnambool and southwest Victoria. The City Centre’s regional role includes its function as the primary retail centre, principal location for higher-order business and professional services and as the location for a diversity of other complementary regional and city wide functions. As the regional business and service hub, the City Centre should continue to offer the greatest concentration of core retail activities, including the majority of major retail stores and highest proportion of specialty floorspace.

The City Centre will also be the focus for a range of other regional services and facilities including medical and health services, education providers, community services, commercial and business services, hospitality, entertainment and tourism activities. To reinforce its regional role, further regional level retailing, services, facilities and activities should be located in the City Centre as a first preference.

Eastern Activity Precinct

The Eastern Activity Precinct is a major activity centre in Warrnambool, comprising several key developments that are unified by the Princes Highway (Raglan Parade). The Eastern Activity Precinct contains several sub-precincts: a regional bulky goods cluster, the Flying Horse Inn mixed use development, and Gateway Plaza and other retail, which is the secondary retail centre in the City, providing a range of weekly and discretionary goods to east Warrnambool and surrounding districts. New investment is encouraged in the Eastern Activity Precinct to deliver an expanded range of complementary roles and services that reinforce its role as a major activity centre but in a manner that supports the City Centre.

Neighbourhood Activity Centres and Convenience Centres

The need for other strategically-located lower-order activity centres is also recognised, with Neighbourhood Activity Centres at Dennington and Northpoint Village, as well as new local or convenience centres proposed for Allansford and in the North of the Merri River Growth Area. Proposals for other convenience centres or nodes will be considered on their merits particularly where they support the development of new employment areas, encourage the provision of a range of complementary niche retailing and services in tourism nodes, and respond to future growth area development.

The hierarchy of activity centres has been established to foster a competitive and sustainable local economy focused upon a network of vibrant centres. To maintain this network the establishment or expansion of activity centres must be consistent with the designated role of the centre within the hierarchy and reflect its function relative to other centres. The development of viable levels of floorspace within each centre is supported, provided that the designated role of other centres is not compromised and that it does not adversely impact upon the ability of other centres to regenerate or respond to change. In particular, the development of the Eastern Activity Precinct as the primary (rather than a secondary) retail centre is not supported. Nor is the development of other centres in Warrnambool to the extent that the primacy or viability of the City Centre is compromised.
This will require that Council use a range of available planning measures to maintain the role and function of the current hierarchy of centres in order to ensure that the overall community benefit that flows from the hierarchy is maintained and enhanced.

**Warrnambool’s activity centre hierarchy**

A framework for the composition, scale, form and diversity of each of the activity centres within the activity centre hierarchy is outlined in the following table.

<table>
<thead>
<tr>
<th>Activity centre classification</th>
<th>Activity centre/s</th>
<th>Retail classification</th>
<th>Expected types of development</th>
</tr>
</thead>
<tbody>
<tr>
<td>Principal Activity Centre</td>
<td>Warrnambool City Centre</td>
<td>Primary Retail Centre (offering the widest range of discretionary goods and services)</td>
<td>Retail: Department store, discount department store(s), supermarket(s), mini-major(s), convenience store(s) and the greatest concentration and range of specialties and retail services. Some higher-order bulky goods or large format retail. Offices and commercial: Government offices and service providers’ facilities, as well as professional and business services. Leisure and Entertainment: Cinemas, bowling alley, cafes and restaurants, late night entertainment venues, hotels, taverns and tourism facilities. Community Services: Health facilities, medical services, community services and education services.</td>
</tr>
<tr>
<td>Major Activity Centre</td>
<td>Eastern Activity Precinct</td>
<td>Secondary Retail Centre: Gateway Plaza and other retail (providing weekly goods and services and a range of discretionary goods)</td>
<td>Retail: Discount department store(s), supermarket(s), mini-major(s), convenience store and specialties and retail services. Other commercial: Offices, cafes, take away food premises, petrol station and carwash. Community and Leisure: Childcare centre, medical centre and gymnasium.</td>
</tr>
<tr>
<td>Neighbourhood Activity Centre</td>
<td>Northpoint Village Dennington</td>
<td>Neighbourhood Centre (providing weekly goods and services)</td>
<td>Retail: Large restricted retail premises, with provision for a limited Convenience Node. Opportunity also for a limited number of large format retail shops with a minimum floor area of 1,000 square metres (shops in the form of superstores - not discount department stores or supermarkets) in the Warrnambool Homemaker Centre. Other commercial: Showroom development encompassing: building or trade supplies, rural and farm machinery supplies and highway sales such as auto-sales, caravan or boat sales. Supporting office development is encouraged. Community and Leisure: Childcare centre, medical centre, gymnasium and other leisure activities.</td>
</tr>
<tr>
<td>Activity centre classification</td>
<td>Activity centre/s</td>
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<td>Expected types of development</td>
</tr>
<tr>
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<tr>
<td>Convenience Centres</td>
<td>Allansford Merri River North Growth Area Future nodes in employment areas</td>
<td>Convenience Centre (providing daily goods and services)</td>
<td>Retail: Convenience store and supporting specialties. Other commercial: Petrol station, carwash, take away food premises. Community and Leisure: Childcare centre, medical centre, gymnasium and other leisure activities.</td>
</tr>
<tr>
<td>Convenience Nodes</td>
<td>Existing isolated stores or shops Tourism retail (proposed for Fletcher Jones, the Harbour precinct and the former Woollen Mill site)</td>
<td>Convenience Node (providing ancillary goods and services to a small or specialised catchment)</td>
<td>No provision is made for the expansion of retail or commercial areas around existing isolated stores or shops, rather encouraging clustering of complementary discretionary uses around these nodes. Tourism nodes are provided to strengthen significant tourism developments, to establish niche lifestyle, hospitality and specialty retail goods and services.</td>
</tr>
</tbody>
</table>

**Objective 1**

To ensure that the development of existing and future activity centres in Warrnambool supports the consolidation of urban settlement, in line with the *Warrnambool Strategic Framework Plan* at clause 21.01 and the designated activity centre hierarchy, and contributes to the economic, social and environmental sustainability of Warrnambool and southwest Victoria.

**Strategies**

- **Strategy 1.1** Require all new retail and commercial floorspace to be located in a centre appropriate to the role and function of the centre.
- **Strategy 1.2** Ensure the expansion of centres does not compromise the viability of other centres and results in a net community benefit.
- **Strategy 1.3** Enhance the diversity of centres and broaden the range of facilities available in each, within the defined role of the centre in the hierarchy.
- **Strategy 1.4** Expand the activity centre network to provide for the development of new neighbourhood centres and local centres in growth areas and isolated communities.
- **Strategy 1.5** Ensure neighbourhood and local or convenience centres are of a sufficient scale to accommodate a range of goods and services appropriate to their role, enabling a choice of destination in Warrnambool for basic items and services.

**Objective 2**

To recognise the important roles of Warrnambool’s activity centres as a social focus for residents across Warrnambool’s Regional Catchment Area, as a means of addressing social needs of communities.

**Strategies**

- **Strategy 2.1** Ensure that existing and future activity centres are supported by an accessible, convenient and direct public transport bus network.
- **Strategy 2.2** Ensure the development of activity centres fosters a high quality urban environment that increases the liveability and amenity of the municipality.
- **Strategy 2.3** Facilitate the development of activity centres which are integrated and within walkable distances to surrounding neighbourhoods.
- **Strategy 2.4** Facilitate the development of attractive, high-amenity public realm within centres, and a safe and high-quality interface with adjacent sites and surrounding neighbourhoods.
- **Strategy 2.5** Facilitate the diversification of activities within each centre to encompass a wider range of retail, commercial, community, entertainment, hospitality, institutional, housing, leisure and tourism activities.
Strategy 2.6 Encourage the integration of a vehicle circulation system in each centre with surrounding roads and development sites.

Strategy 2.7 Ensure new pedestrian and bicycle networks deliver direct and safe connections between developments from 'door to door' and from public road reserves to building entries.

Strategy 2.8 Ensure the layout and design of new developments maximises pedestrian access to and from the centre into surrounding neighbourhoods, by ensuring the residential road network 'feeds into' the road network servicing commercial developments.

Implementation

Strategies relating to activity centres will be implemented by:

Application of zones and overlays

- Applying the Commercial 1 Zone to create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.

- Applying the Commercial 2 Zone to encourage commercial areas for offices, appropriate manufacturing and industries, bulky goods retailing, other retail uses, and associated business and commercial services.

- Applying the Commercial 1 Zone, the Commercial 2 Zone or the Mixed Use Zone to activity centres and commercial precincts.

- Apply Design and Development Overlays to areas requiring specific design solutions.

Future strategic work

- Review land uses and zoning within the Northpoint Village Neighbourhood Activity Centre precinct.

Reference documents

_Warrnambool City Centre Revitalisation - The Structure Plan (2012)_
Plan 1: Warrnambool Activity Centre Network
Plan 1a: City Centre: Principal Activity Centre

Plan 1b: Eastern Activity Precinct: Major Activity Centre
Urban growth

Supply of urban land

Warrnambool’s urban settlement boundaries are identified on the Warrnambool Strategic Framework Plan at clause 21.01.

There is sufficient land available to meet forecast demand across the City of Warrnambool. Consumption of residential, commercial and industrial land will continue to be monitored to ensure there is sufficient land supply to meet future demand, and identify any impediments to the delivery of allotments in the short-term.

Warrnambool City is forecast to grow at 1.4% per annum over the next 20 years. By 2031, the City is expected to be home to approximately 43,000 people. Based on forecast growth and household sizes, 225 new dwellings need to be constructed per year to meet demand.

In 2015, Council estimated that residential land within urban settlement boundaries had approximately two years supply of development-ready minor infill residential lots and around 25 years supply of zoned residential land across the municipality.

There is sufficient commercial and industrial land available to meet forecast demand within the City Centre, activity centres and the Eastern Industrial Precinct.

Planning for growth areas

Warrnambool’s greenfield growth areas are identified on the Warrnambool Strategic Framework Plan at clause 21.01.

The development of greenfield growth areas provides an opportunity to provide a variety of dwelling types with varying development densities. The use of smaller lot sizes and housing close to community services will be particularly appropriate for the ageing and student populations. Structure planning of these areas and the application of appropriate development controls will ensure that
these areas are developed in a sustainable manner and make a positive contribution to Warrnambool as a whole. Development contributions plans will also facilitate appropriate infrastructure provision in terms of roads, drainage, utilities and community infrastructure.

**Objective 1**
To direct urban growth to identified growth areas in order to protect productive rural areas and achieve a more compact sustainable urban area.

**Strategies**
- **Strategy 1.1** Ensure that development is located and consolidated within settlement boundaries.
- **Strategy 1.2** Support increased residential densities in greenfield growth areas within close proximity to existing and/or planned transport corridors, activity centres and open space.
- **Strategy 1.3** Ensure new residential neighbourhoods provide a mix of housing suited to the needs of a diverse range of household types.

**Objective 2**
To ensure that rural living and low density residential development are environmentally sustainable.

**Strategies**
- **Strategy 2.1** Discourage rural living and low-density residential subdivision where it would prejudice long-term residential development.
- **Strategy 2.2** In Bushfield, Woodford and Allansford, limit rural living development and low-density residential development to existing zoned land.

**Objective 3**
To manage land use conflicts at the urban/rural interface and development pressures at the edge of Warrnambool’s settlement boundary.

**Strategies**
- **Strategy 3.1** Ensure agricultural uses in urban/rural interface areas are protected from non-agricultural uses.

**Implementation**
Strategies relating to urban growth will be implemented by:

**Application of zones and overlays**
- Applying the General Residential Zone to provide a diversity of housing types within growth areas.
- Applying the Neighbourhood Residential Zone within the Coastal Hopkins Growth Area to ensure that development respects identified environmental and landscape characteristics.
- Applying the Development Plan Overlay to growth areas to implement adopted structure plans.
- Applying the Development Contribution Plan Overlay to growth areas to collect development contributions towards community infrastructure, as appropriate.

**Future strategic work**
- Investigate green wedge style planning controls for the purposes of protecting agricultural uses in urban/rural interface areas.
- Prepare a Structure Plan for the South Dennington Growth Area.
- Prepare a Structure Plan to guide development within the future urban growth corridor (land East of Aberline Road).
- Prepare Strategic Framework Plans for land north of Wangoom Road, the Logans Beach area, Allansford, Bushfield and Woodford.
Open space

Warrnambool’s open space network is identified on the Warrnambool Strategic Framework Plan at clause 21.01.

There are over 200 open spaces in Warrnambool, including a number of open spaces of regional significance. Lake Pertobe and the Warrnambool Foreshore are key recreational spaces that also offer substantial tourism and environmental benefits to the City.

The Port Fairy to Warrnambool Rail Trail provides off-road walking and cycling opportunities to residents and visitors, and is identified as a Regional Trail in the Barwon South West Regional Trails Master Plan. Important regional sports reserves include Albert Park and the Brierly Recreation Reserve.

While the overall provision of open space in Warrnambool is good, there are some areas where residents do not have access to open space within walking distance of home. Connectivity between open spaces and access to off-road trails are also key areas to be improved.

Objective 1

To develop an open space network that protects a range of natural and cultural environments and contributes positively to biodiversity and water quality.

Strategies

Strategy 1.1 Ensure development adjacent to public open space provides clear separation between public and private land.
Strategy 1.2 Ensure development does not reduce public access to open space.
Strategy 1.3 Ensure development enhances a sense of safety by maximising interaction, passive surveillance and incidental lighting of open space.
Strategy 1.4 Ensure development does not compromise the ecological integrity of the Merri River, Hopkins River and Russell’s Creek corridors, and the coastal reserves.
Strategy 1.5 Incorporate and protect sites with high environmental or cultural values in the open space network as the opportunity arises.

Objective 2

To provide a diverse, well-connected network of parks that residents can access close to home.

Strategies

Strategy 2.1 Seek to fill gaps in open space provision and accessibility. Priority areas include the residential area west of Mahoneys Road, the Central Business District and adjoining residential grid, southeast Warrnambool (north of the railway line), and west Warrnambool close to the Princes Highway.
Strategy 2.2 Identify and address key connectivity gaps including those mentioned in the Warrnambool Open Space Strategy (2014) with priority given to providing continuous open space corridors along Russell’s Creek and the Merri River.

Implementation

Strategies relating to open space will be implemented by:
Policy guidelines

- Require land along urban waterways to be vested in Council to provide a drainage corridor (with secondary passive open space functions).

Application of zones and overlays

- Applying the Public Park and Recreation Zone or Public Conservation and Resource Zone to areas identified as public open space.

Reference documents

*Warrnambool Open Space Strategy (2014)*