

**21.08**22/09/2016  
C93**ECONOMIC DEVELOPMENT**

This clause provides local content to support Clause 17 (Economic Development) in the State Planning Policy Framework.

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

Warrnambool is the Great South Coast Region's main service centre for retail, business services, health and education.

Warrnambool is a major centre for food manufacturing with an emphasis on dairy products, sheep and beef processing. The Warrnambool region produces 25 percent of Australia's milk and 30 percent of Victoria's beef and lamb. Health care and social assistance are also significant in terms of output and are the biggest source of employment within the city. Employment within the retail trade and education and training sectors is also significant.

**21.08-1**22/09/2016  
C93**Commercial**

In the past 20 years, there has been significant development in Warrnambool's retail-commercial system. To 2031, substantial residential growth is expected to occur in the municipality, with the population increasing from 33,501 people to approximately 43,000 people. The level of population growth will drive historic changes to the city, by creating the opportunity to establish new higher-order retail stores, services and other facilities that serve the municipality as well as southwest Victoria.

There is a clear retail hierarchy in the municipality. The Warrnambool City Centre functions as the principal retail and commercial centre for the southwest region of Victoria. The municipality comprises other retail components including the Eastern Activity Precinct (which acts as a secondary retail centre) and a network of smaller centres ranging from small shopping centres to approximately 20 general and convenience stores.

The demand for bulky goods retailing is growing and has concentrated along the Princes Highway that offers large, level sites with a high degree of exposure. Future development needs to take into account the primacy of the Warrnambool City Centre and the need to ensure that all efforts are made to consolidate and strengthen the city centre's retail and other service functions, particularly as this is the principal centre servicing the surrounding catchment and the wider southwest region of Victoria.

New investments present unique opportunities for the revitalisation of the Warrnambool City Centre, where new retail developments serving regional and city-wide catchments can strengthen a wide range of complementary sectors by facilitating further investment, development, upgrade and renewal.

**21.08-1.1****Out of centre development**

To ensure Warrnambool's activity centre network develops as a consolidated activity centre system, further retail and commercial development should generally only occur within existing designated activity centres.

Where uses cannot be accommodated within existing centres, edge of centre locations may be considered if there are direct physical and visual linkages between the site and the existing commercial area.

Discretionary uses in residential zones should be located preferably in clusters within 400 metres of designated activity centres or convenience nodes, to minimise impacts on surrounding residential areas, contribute to accessibility, enhance the range of services available close to each centre and contribute to the diversification of its role.

## Objective

To maximise the City's regional role as the pre-eminent retailing, administrative, health and professional services, education, hospitality and tourism focus in southwest Victoria.

## Strategies

- Strategy 1.1 Reinforce the identified Warrnambool activity centre hierarchy as outlined in Clause 21.02.
- Strategy 1.2 Require that the existing and future provision and development of activity centres consider the established network of activity centres in the city and the regional role of Warrnambool's City Centre.
- Strategy 1.3 Require all new retail use and development to be assessed against the planned role of that centre as specified by the activity centre hierarchy at clause 21.02.
- Strategy 1.4 Require that the use, development, and expansion of activity centres is orderly and does not adversely impact upon the vitality, viability and identified role of established centres.
- Strategy 1.5 Facilitate and support the development of activity centres that are constrained in growth due to structural issues so that the hierarchy can be maintained.
- Strategy 1.6 Require the establishment and management of new centres, and especially new major anchor stores and uses within centres, in a manner which maintains the retail role of each activity centre as envisaged by the activity centre hierarchy at clause 21.02.
- Strategy 1.7 Discourage the establishment of isolated or stand-alone retail and commercial sites.

## Implementation

The strategies in relation to commercial use and development and out of centre development will be implemented through the planning scheme by:

## Policy guidelines

- Ensure that retail and commercial uses are located within existing identified activity centres identified by the activity centre hierarchy at clause 21.02.
- Ensure that where a permit is required for proposals, they are generally in accordance with any structure plan, urban design framework or similar document for the activity centre.

## 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.

## Future strategic work

- Undertake a review of the *Warrnambool Retail Strategy (2007)*.

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## Industry

Warrnambool boasts a strong industrial sector, functioning as the regional service centre for the southwest region of Victoria. A combination of population growth and strong growth in a range of industrial sectors, including traditional and emerging industries such as wind and natural gas energy production, has seen land available for industrial purposes in critically short supply. To this end, the *Warrnambool Industrial Land Review (2010)* recognises the need to address the lack of industrial land supply within the city and identifies appropriate locations for new industrial land to meet demand over the next 15 years. In particular, the *Warrnambool Industrial Land Use Review (2010)* identified a location for a new industrial hub, noting that existing industrial areas within the city were nearing capacity.

The Eastern Industrial Precinct is identified as the most appropriate location to accommodate a new industrial hub. Consisting of approximately 107 hectares, this precinct will be delivered in a staged manner that enables immediate delivery of industrial zoned land to meet current demands.

Agriculture is an important element of the regional economy. The preservation of agricultural land in large areas is necessary to sustain the agricultural economy of the area and to support those industries which rely on agricultural products for processing.

The *Warrnambool Industrial Land Use Review (2010)* notes the need to ensure that a high quality built form and streetscape character is delivered with the development of the Eastern Industrial Precinct, and that offsite amenity impacts, particularly impacts to the rural-residential area to the east of the Eastern Industrial Precinct, are carefully managed and minimised. In order to service this new precinct, careful consideration of infrastructure requirements is necessary, including road upgrades (particularly Horne Road and its connection to Mortlake Road) and drainage.

The West Warrnambool Industrial Precinct has been established for over 30 years and its key uses include manufacturing industry and associated uses; food production and sales; building and construction material manufacturing and supplies; transport logistics, including an intermodal freight terminal; warehousing, storage and depots; metal fabrication and recycling; and service industry and waste transfer.

The precinct is one of Warrnambool's key employment precincts and contains the Midfield Meat Processing Plant (abattoir) and Warrnambool City Council's municipal depot located on Scott Street. The development of the West Warrnambool Industrial Precinct has resulted in some industrial and residential uses being located within close proximity to each other. Careful management of this issue is required to ensure any offsite amenity impacts are minimised.

Warrnambool's industrial precincts are identified on the *Strategic Framework Plan*.

### **Objective 1**

To develop Warrnambool as a major food and dairy processing centre for Victoria.

#### **Strategies**

- Strategy 1.1 Support the development of meat and dairy processing facilities as vital industries supporting the local agricultural sector.
- Strategy 1.2 Maintain and encourage the establishment of industries such as agriculture and freight and logistics.
- Strategy 1.3 Accommodate new and emerging industries associated with natural gas and wind powered energy production.

### **Objective 2**

To ensure that there will be an adequate supply of industrial-zoned land with appropriate servicing capability.

#### **Strategies**

- Strategy 2.1 Provide sufficient industrial land to be available for major enterprises.
- Strategy 2.2 Provide land within the Eastern Industrial Precinct to cater for large-scale industry.
- Strategy 2.3 Support opportunities for the expansion of industry and the provision of related infrastructure.
- Strategy 2.4 Support complementary industries to be located adjacent to one another where possible to provide efficient use of infrastructure and coordination of activities.

### **Objective 3**

To protect the amenity of residential areas from the effects of industrial activity, while not impeding the productivity of industrial enterprises.

#### **Strategies**

- Strategy 3.1 Manage the interface between industrial and residential activities, particularly in regard to heavy vehicle traffic, industrial emissions, noise and visual setting.

- Strategy 3.2 Minimise land use conflicts by applying the State Government guidelines on separation distances.
- Strategy 3.3 Require new industrial development to meet environmental controls, to be suitably buffered from residential zoned land and to be presented in an attractive landscaped setting.
- Strategy 3.4 Support the location of industries within existing and planned industrial precincts.

### Objective 4

To encourage well planned industrial development with high standards of amenity, siting and design especially along major routes.

### Strategies

- Strategy 4.1 Improve all industrial areas through the development and maintenance of a high standard of landscaping.
- Strategy 4.2 Provide appropriate design and siting guidelines to ensure all industrial development along highways, particularly along the east-west entrances to the city abutting the Princes Highway is of an attractive visual standard.

### Implementation

The strategies in relation to industry will be implemented through the planning scheme by:

### Policy guidelines

When deciding on an application for use and development, the responsible authority will consider as appropriate:

- Applying Clause 22.02 – *Industrial development* to this Scheme.

### Application of zones and overlays

- Applying the Industrial 1 Zone and the Industrial 3 Zone to industrial precincts.
- Applying the Development Plan Overlay to new industrial precincts to ensure future industrial development incorporates a high level of accessibility, appropriate services and high quality urban design.

### Future strategic work

- Prepare industrial building siting and design guidelines to encourage improved attractiveness of industrial sites and landscaping.
- Prepare a Development Contributions Plan for the Eastern Industrial Precinct.
- Continue to implement the *Warrnambool Industrial Land Use Review (2010)* by rezoning the balance of the Eastern Industrial Precinct to the appropriate zones, including the application of the Development Plan Overlay and the Development Contributions Plan Overlay.

### Reference documents

*Warrnambool Industrial Land Use Review (2010)*

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### Tourism

Tourism is a significant economic driver in the region and Warrnambool has a range of natural and man-made tourism attractions. These include the strong maritime and built heritage, the natural assets of the coast and beaches, the Great Ocean Road, the Lady Bay area and the Southern Right Whale Nursery at Logans Beach. The Flagstaff Hill area is also an important tourism and education asset that comprises the Maritime Village Museum and associated facilities, including restaurants and motels.

The main tourism market within Warrnambool comprises the family beach holiday segment however, festivals such as Fun 4 Kids, the May Racing Carnival, the whale season and cultural tourism are areas for potential tourism growth.

Opportunities exist for coastal tourism development to the east of the city which would take advantage of the major scenic coastal opportunities while remaining sensitive to environmental and landscape values of the coast. The Lady Bay foreshore area and Lake Pertobe also provide significant opportunities for tourist oriented developments.

Lake Pertobe is one of Warrnambool's main tourist attractions and is located centrally in the city. Lake Pertobe comprises three lakes, one of which is man-made, and the area was originally linked to the coast and received wash-over from Lady Bay. The lake is now connected to the Merri River through a narrow canal outlet. The two larger lakes (Mill and Middle lakes) have high environmental values. Reed beds surround the lake margins providing habitat for birds. Future planning should ensure that linkages between Lake Pertobe and the foreshore are strengthened.

Lifestyle resorts are a rapidly expanding component of the tourism market. These resorts, which provide both tourist and ancillary residential accommodation, provide Warrnambool with a significant opportunity to transform the tourism product in both Warrnambool and the broader region.

Cultural heritage tourism is a potential year round attractor for the area. Turning appreciation of Warrnambool's history through its buildings, precincts, open spaces, events and collections into a heritage tourism product could be based on Flagstaff Hill, the Warrnambool Art Gallery, regional festivals and the heritage buildings of the city centre and its surrounds.

The Warrnambool Entertainment Centre (Lighthouse Theatre) and Warrnambool Art Gallery, located in Liebig Street Civic Precinct, provide a regional platform for cultural events. The Flagstaff Hill Maritime Village is a significant community asset, operating as a tourist attraction and educational resource. A significant entertainment precinct including restaurants, taverns and hotels is evolving, focused on the southern end of Liebig Street, adjacent to the civic buildings.

### Key issues

- The impacts of a large influx of tourists needs to be considered in terms of balancing environmental impacts and pressure for development.
- The protection of those assets on which tourism depends, which is an important consideration in the future development of the city.

### Objective 1

To develop Warrnambool as the western gateway to the Great Ocean Road Region and as a hub for exploring southwest Victoria.

### Strategies

- Strategy 1.1 Improve the quality and quantity of tourist accommodation.
- Strategy 1.2 Facilitate development of the Warrnambool Breakwater Precinct as a vibrant coastal recreation precinct.
- Strategy 1.3 Improve visitor services and port facilities in the harbour area.
- Strategy 1.4 Facilitate development of Flagstaff Hill as one of southwest Victoria's iconic tourism facilities.
- Strategy 1.5 Improve the tourism retail precinct in the Warrnambool City Centre whilst promoting and enhancing its heritage values.
- Strategy 1.6 Support coastal tourism development that is environmentally responsive and easily accessible from Warrnambool.
- Strategy 1.7 Require coastal and river development that optimises tourism potential in a manner that recognises the sensitive nature of these areas.
- Strategy 1.8 Provide for the development of foreshore facilities based on Warrnambool's maritime heritage and environment.
- Strategy 1.9 Facilitate the development of a recreation precinct in the Lady Bay area that recognises the sensitive nature of the area.
- Strategy 1.10 Facilitate the development of an entertainment precinct in Warrnambool based around the south end of Liebig Street.

### Implementation

The strategies in relation to tourism will be implemented through the planning scheme by:

**Application of zones and overlays**

- Applying the Mixed Use Zone to new tourism precincts to encourage the establishment of a wider range of uses around these nodes.
- Applying the Schedule to the Mixed Use Zone to manage the extent of retail development in tourism precincts.

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**Gaming**

Warrnambool has an extensive range of gaming venues and machines. Council wishes to control the number of venues and machines in Warrnambool, due to the significant social and economic impacts of gaming on the community.

**Key issues**

- The social and economic effects of gaming on the community.

**Objective 1**

To minimise the social and economic impacts of gaming on the community.

**Strategies**

- Strategy 1.1 Discourage any further increases in either/or gaming venues and machines.
- Strategy 1.2 In the event that a gaming venue ceases to operate, consider the replacement of gaming machines within a community based organisation, (e.g. a sporting club), and not in a commercial premises.

**Future strategic work**

- Review the *Warrnambool Gaming Policy (2011)* and implement into the Planning Scheme, as appropriate.