

East of Aberline Precinct Structure Plan

PEEK WHURRONG AND
KIRRAE WHURRONG COUNTRY

EASTERN MAAR NATION

Background Report

SEPTEMBER 2025

Acknowledgement of Country

The **Victorian Planning Authority proudly acknowledges** Victoria's Aboriginal community and their rich culture and pays respect to their Elders past and present.

We acknowledge Aboriginal people as Australia's first peoples and as the Traditional Owners and custodians of the land and water on which we rely.

We recognise and value the ongoing contribution of Aboriginal people and communities to Victorian life and how this enriches us.

We embrace the spirit of reconciliation, working towards the equality of outcomes and ensuring an equal voice.

We acknowledge the Peek Whurrong and Kirrae Whurrong people of the Eastern Maar Nation as the Traditional Owners of their unceded Country. We acknowledge their ongoing connection to this land, waterways, and skies, and we pay our respects to their Elders past and present.

The East of Aberline precinct is located on the traditional lands of the Peek Whurrong and Kirrae Whurrong people of the Eastern Maar Nations. This area is represented by the Eastern Maar Aboriginal Corporation.

We thank the Eastern Maar Aboriginal Corporation for their engagement throughout this project.

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Public Consultation



1 INTRODUCTION

The New Communities group within the Housing, Building, Land and Delivery team of the Department of Transport and Planning (DTP) (formerly Victorian Planning Authority), in partnership with Warrnambool City Council (WCC), has prepared a Precinct Structure Plan (PSP) and Development Contributions Plan (DCP) for the East of Aberline precinct.

A PSP is a land use and infrastructure plan that guides an area's development over time. A DCP is a plan which provides a framework for developers to make a financial contribution as part of land development towards infrastructure identified in the PSP required to service the precinct. Both documents provide certainty for community members and the development community by providing a long-term vision for how an area will develop in the future.

The East of Aberline PSP is in the regional city of Warrnambool (Plan 1) and is identified as a long-term growth area in the Warrnambool Framework Plan contained within Clause 02.04 of the Warrnambool Planning Scheme.

In summary, the East of Aberline PSP:

- Sets out plans to guide the delivery of quality urban environments in accordance with the *Precinct Structure Planning Guidelines: New Communities in Victoria*, October 2021 (the PSP Guidelines) and the associated *Guidance Note: Applying the PSP Guidelines in regional areas* (Regional PSP Guidelines).
- Enables the transition of non-urban land to urban land.
- Sets the vision for how the land should be developed and the outcomes to be achieved.
- Outlines the infrastructure projects required to ensure that future residents and visitors within the area can be provided with timely access to services and transport necessary to support a quality and affordable lifestyle.
- Sets out objectives, requirements and guidelines for land use, development and subdivision.
- Provides government agencies, Council, developers, investors and local communities with certainty about future development.

1.1 Purpose of this report

The background report summarises the key planning assessment and outcomes that have informed the preparation of the East of Aberline PSP and the Development Contributions Plan (DCP).

More specifically, this report:

- Summarises the strategic and physical context of the precinct.
- Provides background to the inception and progress of the preparation of the PSP.
- Identifies the land use and development needs for the precinct.
- Identifies the planning assessment and balanced outcomes to key issues impacting the PSP.
- Outlines how the precinct performs against the PSP Guidelines performance targets.
- Outlines how the technical studies have helped to inform the preparation of the PSP.

This report and the PSP document adopt the hallmarks of the 20-minute neighbourhood framework as per the PSP Guidelines. The hallmarks are set by the Victorian Government to identify the outcomes that make a 20-minute neighbourhood. Chapter 4 of this report is structured to follow these hallmarks, which include the following for East of Aberline:

- 1 Viable densities
- 2 Safe, accessible, and well-connected
- 3 Connect people to jobs, higher order services
- 4 High-quality public realm
- 5 Services and destinations
- 6 Thriving local economies
- 7 Infrastructure coordination

Note: The background report does not provide an assessment of each of the PSP Guidelines features, as they may not be applicable to this precinct.

1.2 PSP Guidelines & PSP 2.0 process

The PSP Guidelines are a Victorian Government initiative to ensure that the VPA and other planning authorities prepare plans for places that enable best practice, liveable new communities. The PSP Guidelines ensure a consistent, best-practice approach to the PSP process and outline the intended performance of new 20-minute neighbourhoods to be articulated by PSPs.

In accordance, with Ministerial Direction 12, Urban Growth Zone,

"In preparing an amendment to incorporate a precinct structure plan in the scheme, or change an incorporated precinct structure plan, a planning authority must demonstrate and show in the explanatory report that the precinct structure plan or any changes to it are in accordance with any applicable Precinct Structure Plan Guidelines approved by the Minister for Planning".

The PSP 2.0 process is established under the PSP Guidelines and sets aspirational targets including co-design of the PSP, streamlining PSP preparation, and optimising the PSP product to embrace innovation, delivering government policy.

The PSP 2.0 process aims to:

- Achieve up-front, early resolution of issues.
- Gain better and earlier information on infrastructure demands to inform agency planning and budget bids.
- Update guidance on PSP content reflecting new government policy and promoting innovation.
- Provide stronger guidance in PSPs for development staging.

Further information on the PSP 2.0 process can be found on the [VPA website](#).

1.3 Target Adaptation in Regional Areas

The PSP Guidelines identify 20 performance targets to deliver improved outcomes and achieve the hallmarks. The Guidelines acknowledge the diversity of new communities, particularly in Regional Victoria. The Guidelines state that:

“While the Guidelines maintain a focus on preparing PSPs in Melbourne’s new communities, PSPs will also be prepared across regional Victoria’s growing cities and towns. While a more nuanced approach to the application of the Guidelines in these areas is required, the same principles, features and targets should be considered in the regional context, particularly where larger growth areas are proposed.”

The Regional PSP guidelines allow for adaptations to the PSP Guidelines bespoke to the regional city context. This includes performance targets to support the existing township character and values, while meeting the needs of future communities. Regional adaptation means that not all PSPs will achieve 100% of the performance targets and therefore justification is required for varying a target. It should be noted that many of these targets are already mandated through the Victorian Planning Provisions, meaning they are already requirements of the planning permit process.

The [Guidance Note: Applying the PSP Guidelines in regional areas](#) (Regional PSP Guidelines), provides information to the planning authority when applying the PSP Guidelines allowing for adaptations to guideline targets in a way that supports the existing character and values of townships, while meeting the needs of future communities.

Table 1 sets out which targets must be met and those which can be varied and the status of the target in the context of the East of Aberline PSP. There are several targets that are proposed to be varied for the precinct. Reasons why these have been varied are noted in relevant sections of the report.

Table 1 PSP targets and regional adaptability

#	Target Summary	Adaption supported?	How is it applied to the precinct?
T1	Amenity areas	✓	Regional Specific Adaptation*
T2	Density Target	✓	Regional Specific Adaptation*
T3	Housing Typologies	✗	Target achieved
T4	Affordable Housing	✗	Target achieved
T5	Arterial Network	✗	Target achieved
T6	Bicycle Paths	✗	Target achieved
T7	Pedestrian Paths	✗	Target achieved
T8	Pedestrian/Cycling Crossings	✓	Regional Specific Adaptation
T9	Public Transport	✓	Target achieved
T10	Local Employment	✓	Regional Specific Adaptation*
T11	Open Space Land Take	✓	Regional Specific Adaptation*
T12	Open Space Catchments	✗	Target achieved
T13	Tree Canopy Coverage	✗	Achieve at planning permit
T14	Passively Irrigated Street Trees	✗	Achieve at planning permit
T15	Solar Orientation	✗	Achieve at planning permit
T16	Conservation Areas	✗	Target achieved
T17	IWM Solutions	✗	Achieve at planning permit
T18	Education and Community Facilities	✓	Target achieved
T19	Activity Centres	✓	Target achieved
T20	Basic and Essential Infrastructure	✗	Achieve at planning permit

* Regional Specific Adaptation has been made. Further details and rationale on these metrics can be found from Section 4 East of Aberline PSP preparation onwards.

1.4 PSP Guidelines in East of Aberline

East of Aberline is a Regional PSP that seeks to deliver outcomes responsive to the precinct features and the surrounding Warrnambool area. The context of the surrounding area is set out within this report and rationalises the nuanced approach undertaken in this PSP.

Figure 1 **Error! Reference source not found.** illustrates how best practice inputs identified through the PSP process feed into the PSP Guidelines Integrated Framework to deliver a PSP.

The PSP Guidelines have a hierarchy of elements to explain what needs to be considered and delivered in a PSP (see Figure 2 Hierarchy of elementsFigure 2). The elements are grounded in State policy and strategies or key future directions for greenfield precincts, which are determined by the VPA through the preparation process and Figure 2 highlight the framework for delivering PSPs in accordance with the PSP Guidelines and the hierarchy of elements under the 20-minute neighbourhood metric. Successful implementation of both the coordination and innovation pathways will require significant stakeholder buy-in. Greater effort and commitment from stakeholders are required to pursue the innovation pathway for desired outcomes.

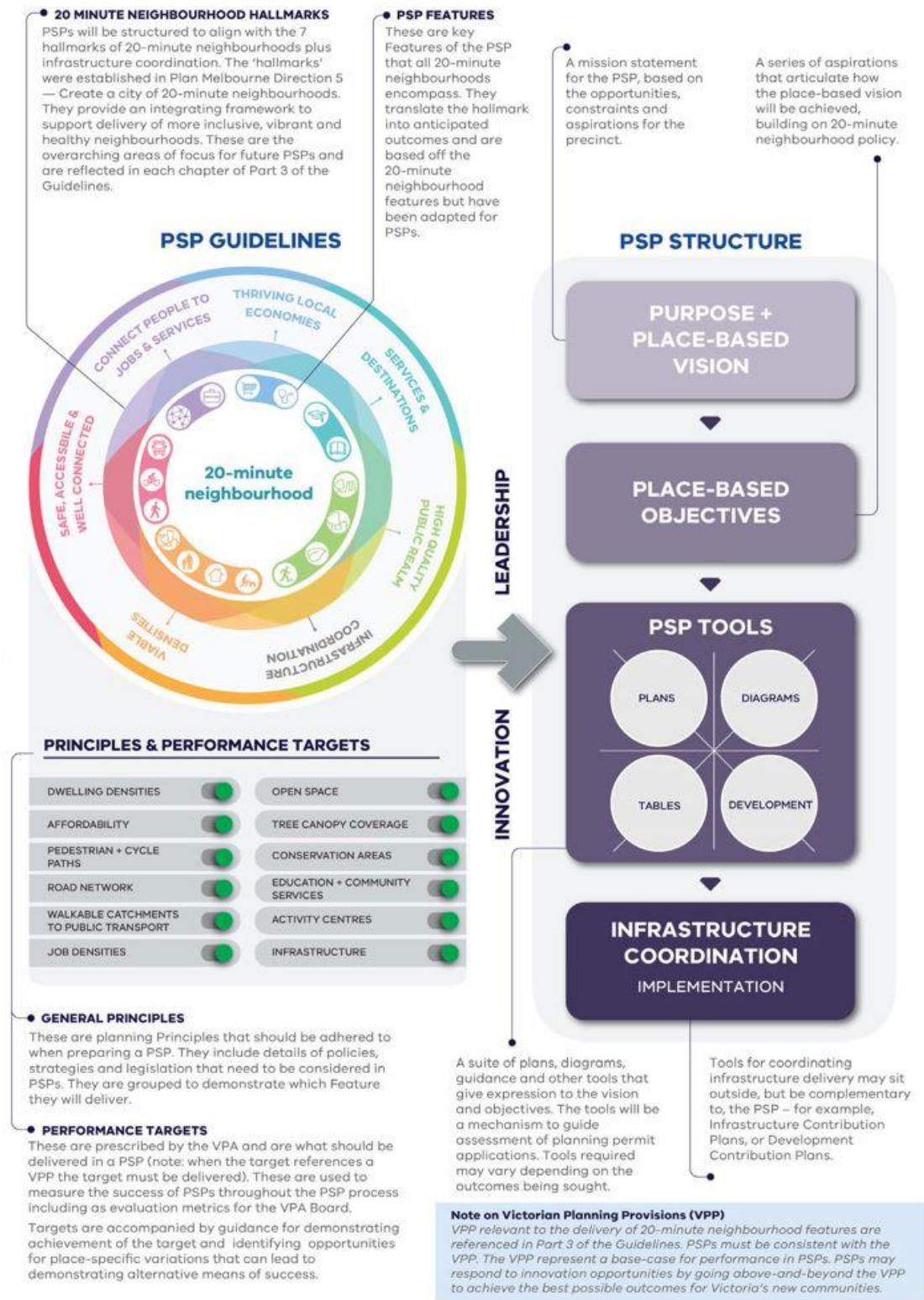
Further information on the PSP 2.0 process can be found on the [VPA website](#).

Figure 1: Framework for delivering PSPs (Source: VPA)



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Figure 2 Hierarchy of elements



2.1 State Policy

2.1.1 Victoria’s Housing Statement – The decade ahead / 2024-2034

Victoria’s Housing Statement - The decade ahead / 2024-2034 sets out the State of Victoria’s target to build 800,000 homes in Victoria over the next decade. The East of Aberline PSP is identified as one of twenty-one priority planning projects which will contribute towards the housing supply in Victoria.

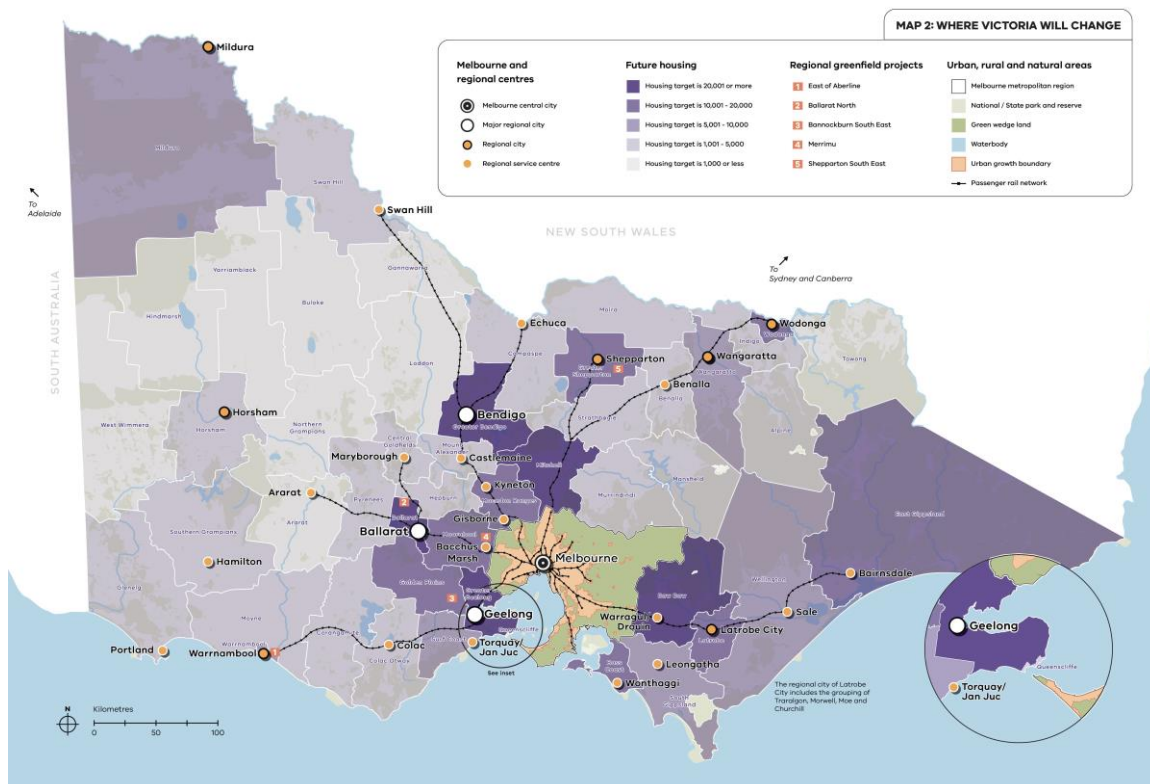
2.1.2 Plan for Victoria – A plan by Victorians, for Victorians (2025)

Plan for Victoria (2025) sets out the strategic vision for Victoria including major regional areas and Melbourne. It integrates Victoria’s Housing Statement and identifies the East of Aberline PSP area (see below maps).

The Plan:

- Identifies Warrnambool as one of Victoria’s seven regional cities.
- Shows East of Aberline PSP as a greenfield project in Warrnambool
- Establishes housing targets for Warrnambool of 7,200 dwellings.

Figure 3: Plan for Victoria – Where Victoria will Change



2.1.3 Great South Coast Regional Growth Plan (May 2014)

Victoria's Regional Growth Plans provide broad direction for land use and development across regional Victoria. They also provide more detailed planning frameworks for key regional areas. The regional growth plans, together with Plan for Victoria and the Housing Statement, provide coordinated strategic land use plans for Victoria.

The Warrnambool City Council is one of the five growth areas identified in the Great South Coast Regional Growth Plan. The other four municipalities are Corangamite, Glenelg, Moyne, and Southern Grampians.

The Great South Coast Regional Growth Plan designates the settlement role for Warrnambool as a regional city for major growth. It is the key population and employment centre in the region with focused residential development to occur in its growth areas, capitalising on the strong health and education services within the town, the significant heritage and coastal scenery.

The plan includes a strategic framework plan for Warrnambool which shows most of the area within the East of Aberline PSP boundary except for some land to the east of Horne Road (this boundary change is discussed further in Section 4.1). The plan expects Warrnambool to accommodate a significant portion of the population growth, projecting an increase to around 55,000 residents by 2041 from 35,406 for the LCA in 2021 (ABS Census).

Figure 4: Future Regional Settlement Framework (Great South Coast Regional Growth Plan)

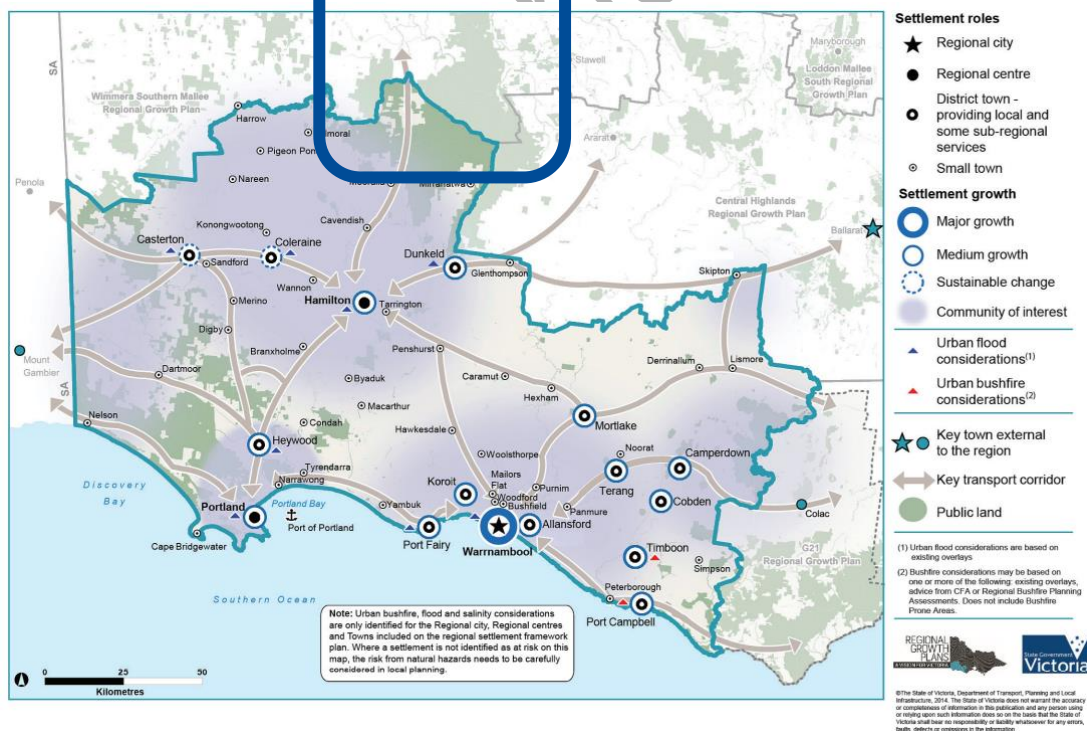
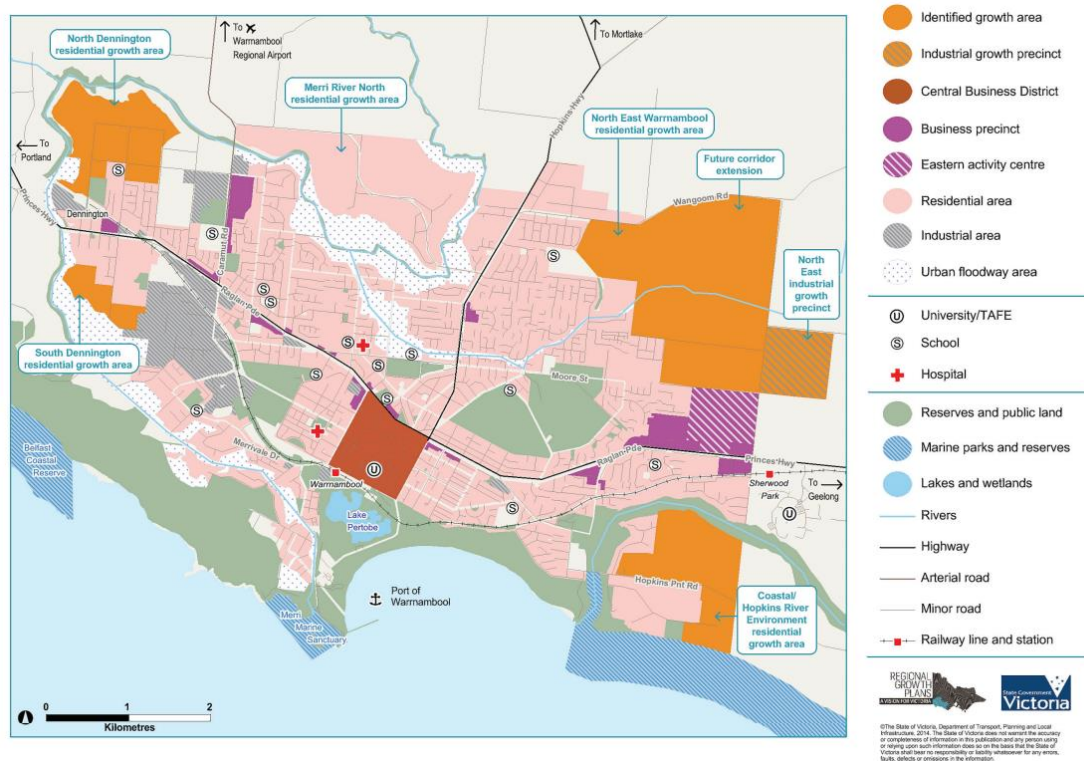


Figure 5: Warrnambool Strategic Framework (Great South Coast Regional Growth Plan)



2.2 Local Policy

2.2.1 Eastern Maar Country Plan

The Eastern Maar Country Plan or Meerreengeeye Ngakeepoorryeeyt was developed by the Eastern Maar Aboriginal Corporation with the assistance of Native Title Services Victoria. It presents a vision of six goals that are underpinned by objectives. These goals are:

- The wellbeing of Eastern Maar citizens.
- Active youth.
- Strong identity.
- Healthy country.
- Cultural strength.
- Economic independence.

Specifically, the precinct could aim to address matters outlined in the plan as being of notable interest within Eastern Maar Country such as:

- The shortage of suitable affordable housing for Elders on Country
- Avoiding the exploitation of land beyond its capacity
- Protecting places of cultural significant places and
- Providing local employment opportunities.

The PSP has integrated these values through relevant guidelines and requirements set out in PSP Section 5.5 High quality public realm. The East of Aberline Aboriginal and Historical Heritage Assessment provides further information about Aboriginal cultural heritage within the precinct area (Appendix 5.1)

2.2.2 Warrnambool City-Wide Housing Strategy (December 2013)

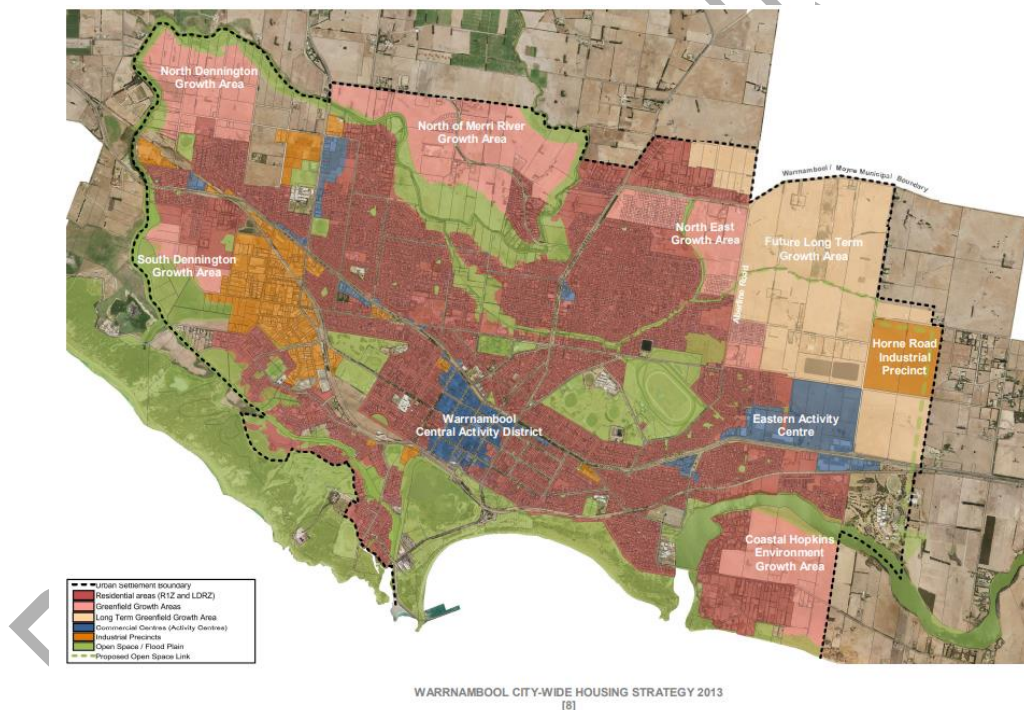
The Warrnambool City-Wide Housing Strategy guides management of urban growth, addresses demographic shifts, and meets housing needs to 2031. It identifies the East of Aberline PSP area as a future long-term growth area.

The strategy aims to balance greenfield development with infill opportunities in established urban areas to reduce infrastructure costs and enhance housing diversity. Recommendations include increasing density near transport corridors, activity centres, and open spaces, targeting 12-15 dwellings per hectare. Social housing and affordable housing initiatives are also prioritised.

Key considerations include environmental sustainability, heritage preservation, and neighbourhood character. The strategy identifies East of Aberline Road (North-East Warrnambool) as a future long-term greenfield growth area.

The provision of social housing is highlighted as an emerging issue that needs to be considered in future growth area planning, which the East of Aberline Affordable Housing Needs Assessment Report (DTP, 2025) expands upon (see Section 4.2.3).

Figure 6: Greenfield growth areas in Warrnambool (Warrnambool City Wide Housing Strategy)



2.2.3 Warrnambool 2040 - W2040 – A Community Vision for the Future (2021)

Warrnambool 2040 (W2040) is a community-driven vision for the city's future, focusing on urban development, sustainability, and growth planning. The plan aims to make Warrnambool Australia's most liveable regional city by 2040, with goals centred on affordable housing, sustainable transport, high-quality public spaces, and environmental resilience.

Key urban development initiatives include:

- **Affordable Housing:** Diverse housing options increased social housing, and renewable energy infrastructure for reduced living costs.
- **Sustainable Transport:** Compact city design with accessible destinations via active/public transport, off-road walking and cycling trails, and reduced car dependency.
- **Public Spaces:** Development of accessible, high-quality spaces and community facilities, supported by masterplans and renewal strategies.
- **Environmental Integration:** Urban water-sensitive design, increased tree canopy cover, and green infrastructure to mitigate heat islands and support biodiversity.

Environmental goals complement urban growth, with initiatives like zero net emissions, climate-resilient infrastructure, and biodiversity restoration. Warrnambool aims to plant over 330,000 trees, enhance biodiversity corridors, and integrate Traditional Owner knowledge into land management. The PSP develops these themes particularly in Sections 3.1 Viable densities, 3.2 Safe, accessible and well-connected, and Section 3.3 High quality public realm.

2.2.4 Warrnambool Open Space Strategy (2014)

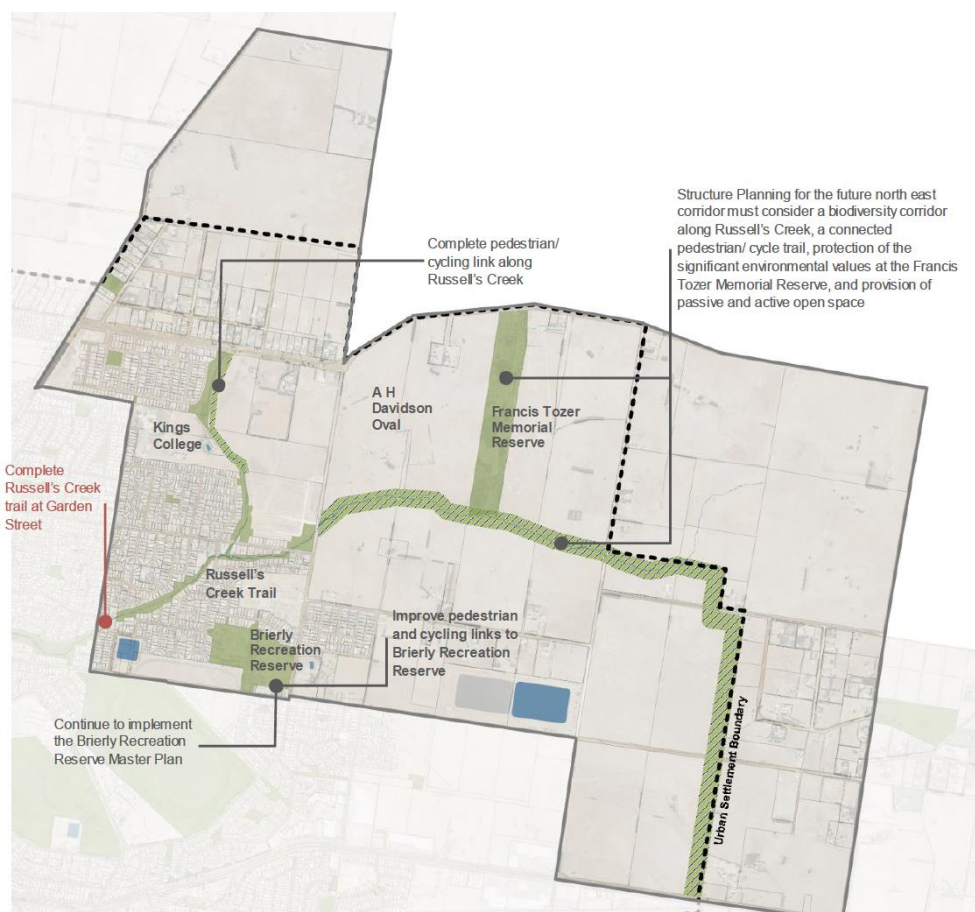
The Warrnambool Open Space Strategy, outlines plans for the management and enhancement of open spaces in Warrnambool, to meet community needs and promote environmental sustainability by 2026.

The overarching vision aims for a high-quality, diverse, and accessible open space network that meets community needs. Guiding principles include accessibility, adaptability, connectivity, efficiency, diversity, equity, and environmental protection.

The strategy considers separate precincts around the municipality including the Northeast Precinct where East of Aberline PSP area is located. The strategy specifies that future planning should focus on enhancing connectivity particularly along Russells Creek to complete the trail. The strategy also recommends protecting environmental values and ensuring adequate open space in future developments.

The PSP builds on these elements set out in the place-based plan by creating a key open space corridor along Russells Creek with shared paths and creating shared paths along the outside of Tozer Reserve and ensuring that the open space network is accessible to most new homes.

Figure 7 Warrnambool North East Precinct Summary (Warrnambool Open Space Strategy)



2.2.5 Green Warrnambool (September 2018)

Green Warrnambool is a council strategy, that outlines Warrnambool's strategic plan to become the most environmentally sustainable regional city in Australia by 2040, focusing on reducing emissions, promoting renewable energy, and fostering community engagement in sustainability efforts.

The strategy includes several goals and actions related to sustainable urban development, focusing on environmental resilience and growth. Key goals include achieving 30% vegetation canopy cover by 2040 to reduce urban heat islands, supporting biodiversity, and creating zero carbon neighbourhoods. Environmentally Sustainable Design (ESD) principles will guide all new developments and upgrades, while Water Sensitive Urban Design (WSUD) will ensure stormwater treatment and roof water harvesting in new infrastructure.

The PSP develops these themes particularly in Section 3.3 High quality public realm.

2.2.6 Active Warrnambool Strategy 2019-30 (2019)

The document outlines the Active Warrnambool Strategy 2019-30, aimed at enhancing community participation in sport and active recreation while promoting health and well-being in Warrnambool. Warrnambool City Council is currently updating this strategy. The Active Warrnambool Strategy aligns with various strategic plans to promote health and well-being

through increased participation in sports and recreation. It aims to create a healthy, active community by enhancing facilities and encouraging diverse participation.

The PSP develops these themes particularly in Section 3.2 Safe, accessible and well-connected

2.2.7 Warrnambool Sustainable Transport Strategy (2010)

The Warrnambool Sustainable Transport Strategy (STS) 2010-2020 outlines a vision to reduce reliance on private motor vehicles and promote active and public transport, with the aim that growth planning integrates sustainable transport principles. The STS emphasises connectivity improvements between residential areas, shopping centres, schools, and transport hubs. New growth area structure plans should include main road, pedestrian, and bike links, open spaces, and development contributions for infrastructure. Urban development strategies include prioritising sustainable transport infrastructure works, such as pedestrian crossings, bike lanes, and shared paths.

The PSP and DCP build on these directions particularly Section 3.2 Safe, accessible and well connected, that relates to transport infrastructure items in the DCP to facilitate active transport to reduce private vehicle reliance.

2.2.8 Merri River Parklands Framework (2020)

The Merri River Parklands Framework outlines principles and objectives for future urban development along the Merri River corridor which includes the Russells Creek tributary which flows through the East of Aberline PSP area and into the Merri River to the southwest. The Merri River framework therefore includes the river's tributaries.

This framework ensures that future urban development aligns with environmental sustainability, cultural respect, and community needs. The PSP through the place-based plan, implements this framework by establishing a new open space corridor along Russells Creek, facilitating the creek's restoration, and protecting important cultural values associated with the creek.

Figure 8 Image from Framework showing main stem of Merri River and modified to highlight Russells Creek as its tributary

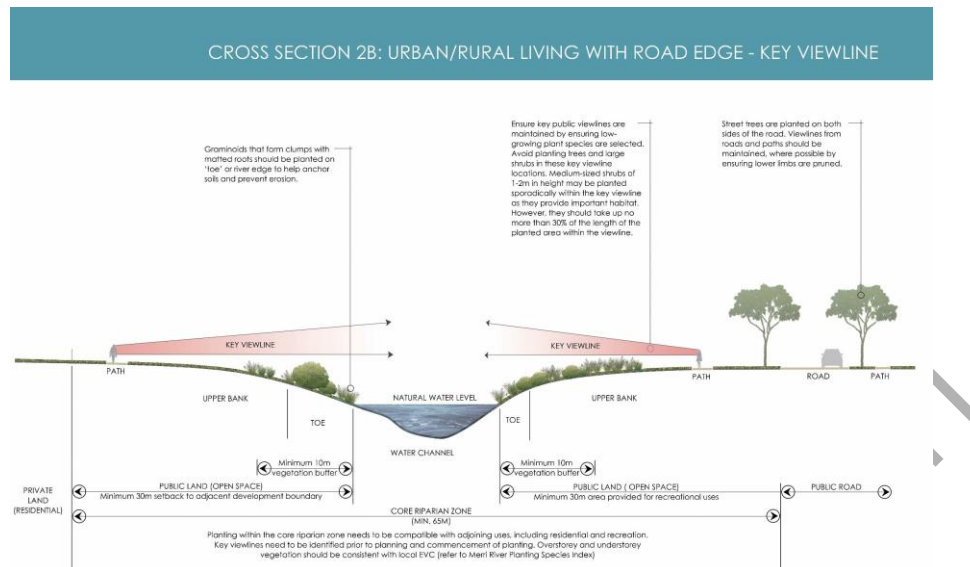


2.2.9 Merri River Landscape Guidelines (2020)

This document provides guidelines for landscaping and revegetation along the Merri River, particularly in areas impacted by urban development. Whilst the document focuses on the main Merri River corridor and not its tributaries, it is useful in understanding Council's expectations in relation to future development requirements for the Russells Creek as a tributary of the Merri River.

This Guideline should be considered when delivery of the Russells Creek reserve occurs within the PSP.

Figure 9 An example cross section for the Urban Character Zone



2.3 Planning Policy Framework

The Planning Policy Framework (PPF) contains state-wide, regional and local planning policies, which articulate the land use and development outcomes sought by the Warrnambool City Council Planning Scheme (the Planning Scheme)

2.3.1 Clause 02 Context

This clause describes how Warrnambool, Victoria's largest coastal regional city, is a growing hub for commerce, health, education, and tourism. With a population of 35,200 (2019), it features diverse land uses, cultural heritage, and key attractions like Lake Pertobe and the Foreshore. It supports agriculture, regional transport, and serves as a gateway to South-West Victoria.

2.3.2 Clause 02.03 Strategic Directions

The policy identifies the East of Aberline Road Future Urban Growth Corridor, offering potential for mixed-use development, including residential and industrial areas. Growth planning prioritises directing urban expansion to identified areas to protect rural land and ensure sustainable development. Infrastructure provision, including roads, drainage, and utilities, is facilitated through structure planning and development contributions. Russells Creek which flows through the precinct area is identified as an intermittent waterway, having undergone flood mitigation works but suffers from degradation due to urban activity and stock grazing. Strategic directions aim to enhance riparian vegetation, rehabilitate in-stream areas, and improve stormwater quality. Warrnambool's growth planning also emphasises housing diversity, increased residential densities in growth areas with smaller lot sizes, and social housing to meet future population needs. The policy states that open space connectivity, sustainable transport, and community infrastructure are integral to creating a compact, sustainable urban environment.

2.3.3 Clause 02.04 Strategic Framework Plan

The strategic framework plan identifies the East of Aberline growth area as a 'Future Urban Growth Corridor', and notes Tozer Reserve as open space, and Russells Creek as an open space area, albeit

terminating at Horne Road. The PSP includes additional land to the east of Horne Road. The boundary changes are discussed in Section 3.1.

2.3.4 Clause 11 Settlement

This clause sets out direction for planning to facilitate sustainable development that takes full advantage of existing settlement patterns and investment in transport, utility, social, community and commercial infrastructure and services. It establishes the need for:

- sufficient land supply to meet forecast demand (Clause 11.02-1S)
- precinct structure planning to effectively plan and manage the land use and development of an area by considering the PSP Guidelines (2021) (Clause 11.02S)
- consideration of sequencing and servicing of development including requiring new development to make a financial contribution towards infrastructure (Clause 11.02-3S)
- activity centres to concentrate major retail, residential, commercial, administrative, entertainment and cultural developments that are highly accessible to the community (Clause 11.03-1S).

Relevant regional and local policies in Clause 11 are as follows.

Clause 11.01-R Settlement – Great South Coast embeds the key findings from the Great South Coast Regional Growth Plan into the Planning Scheme and seeks to support Warrnambool's role as a key population and employment centre for the region. The clause identifies Warrnambool as a Regional City where major development should be facilitated in designated growth areas.

Clause 11.03-1L-01 Activity centres in Warrnambool establishes a policy framework for activity centres in the municipality. The policy identifies the Warrnambool CBD as the principal activity centre which other centres should not compete with, and further retail or commercial development should be limited to existing designated centres.

Clause 11.03 Growth Areas establishes the need to direct growth into designated growth areas. The Warrnambool Planning Scheme includes local policies for each of the growth areas identified in the Regional Growth Plan. There is no current policy for East of Aberline PSP area which is shown as a future long term growth area in the Regional Growth Plan's Warrnambool Framework from 2013 (see section 2.14). The more recent Plan for Victoria and Victoria's Housing Statement specifically identify East of Aberline as a growth area of Warrnambool.

2.3.5 Clause 12 Environmental and Landscape Values

Planning should protect ecological health and biodiversity, implement environmental principles from international and national agreements, and conserve areas with environmental and landscape values. Planning should restore, enhance and protect sites and features of nature conservation, biodiversity, geological or landscape value. Planning should also use biodiversity information to avoid impacts on important areas, consider cumulative effects, assist in habitat protection and management, establish links between biodiversity areas, and support urban habitat conservation.

Clause 12.03 Waterbodies and wetlands emphasises protecting and enhancing waterway systems during urban development. It advocates for sensitive design to maintain ecological, cultural, and landscape values, minimising visual intrusion and impacts on natural flows, geomorphology, and water quality. Development should be setback at least 30 metres from waterways, use high-quality materials, and avoid overshadowing or privatising public spaces.

Clause 12.01-1L Warrnambool biodiversity seeks to discourage development that compromises the ecological integrity of the Russells Creek corridor and aims to preserve the Francis Tozer Reserve on Wangoom Road as an important remnant native grassland area. More broadly, the policy aims to safeguard remnant vegetation and habitat corridors. Enhance biodiversity through landscaping and stormwater treatment integration.

Clause 12.03-1L Waterways and wetlands aims to maintain the ecological health and natural and cultural values of Warrnambool's waterways and wetlands by encouraging the restoration, revegetation, and public access to waterways.

2.3.6 Clause 13 Environmental Risks and Amenity

This clause states that planning should strengthen the resilience and safety of communities by adopting a best practice environmental management and risk management approach. It should also strengthen resilience by ensuring land use and development compatibility and effective controls to prevent or mitigate significant natural hazard impacts. It emphasises minimising natural hazard impacts and adapting to climate change through risk-based planning.

Clause 13.02 Bushfire applies to planning in bushfire-prone areas, prioritising the protection of human life over all other policy considerations. It mandates risk-based planning, bushfire hazard assessment, settlement growth in low-risk areas, and biodiversity conservation. Development must address bushfire risks, implement protection measures, and comply with AS 3959-2018 standards without increasing risk or harming biodiversity to unacceptable levels.

The PSP has been informed by the *East of Aberline Precinct Structure Plan Bushfire Development Report* (Terratrix, February 2025) to address this clause and ensure that development is appropriately separated from any bushfire hazards, particularly associated with Tozer Reserve and Russells Creek.

13.03 Floodplain Management aims to protect life, property, and infrastructure from flood hazards by identifying flood-prone areas, avoiding inappropriate development, and planning for cumulative impacts. Urban development should minimise flood risks, avoid hazardous material storage in floodplains, and ensure emergency facilities are located outside the 1 in 100-year floodplain.

The PSP has been informed by several reports to respond to this clause to ensure that development is located outside of flood prone land, and ensure that there is sufficient stormwater storage to manage increased stormwater from future development: *East of Aberline Precinct Structure Plan Existing Situational Analysis Report Stormwater Drainage Concept and Functional Design Report* (Spiire, September 2020), and the *East of Aberline Drainage Concept Design and Costing Report* (SMEC, August, 2025) (see Section 4.5.5 for further details).

13.03-1L Merri River and Russells Creek floodplains policy applies only to land within the Urban Floodway Zone (UFZ), Land Subject to Inundation Overlay (LSIO) and Floodway Overlay (FO) with the objectives related to maintaining the integrity of the Merri River and Russells Creek floodplains. Strategies include: discouraging land filling in flood-prone areas; promoting constructed wetlands for floodwater storage, water quality improvement, and natural habitats; integrating floodplains into open spaces; avoiding development that may worsen downstream flooding and water quality; and ensuring buildings are protected from major storm flooding when drainage and flood protection are inadequate.

Clause 13.04 Soil degradation outlines policies for urban development to address soil degradation risks. It emphasises safe use of contaminated land, protection of sensitive uses, and land remediation.

Clause 13.05 Noise aims to manage noise effects on sensitive land uses.

Clause 13.06 Air quality and Clause 13.07 Amenity, human health and safety both aim to maintain suitable separation between sensitive land uses, and land uses that pose a human health risk or reduce amenity due to air pollutants.

Clause 13.07-1L-01, it is policy to apply separation distances to new residential development so that emissions can dissipate without unreasonable adverse impact on adjoining or nearby sensitive land uses.

Clause 13.07-1L-02, refers to the Eastern Industrial Precinct that abuts the southeast corner of the PSP with policies to:

- *Minimise conflict between the Eastern Industrial Precinct and the rural residential area to the east.*
- *Provide buffers between new industrial and residential areas in the form of public open space, roads, substantially landscaped areas of private land or similar means intended to limit visual and acoustic impacts*
- *Minimise heavy vehicle traffic, industrial emissions, noise and visual impacts between industrial and residential activities.*
- *Buffer industrial development from residential zoned land and provide an attractive landscaped setting."*

The PSP has been informed by two key reports to respond to clauses 13.04, 13.05, 13.06, and 13.07 namely: East of Aberline PSP Adverse Amenity Impact Assessment (GHD) in May 2025, and East of Aberline Land Capability Assessment (Beveridge Williams February 2025). The Land Capability Assessment identified the existing environmental conditions and potential impacts on the future development of the precinct area looking at: geotechnical and hydrological variables; potential soil and/or groundwater contamination; areas of potential sodic/dispersive soils; and existing adverse amenity land uses. The Adverse Amenity report was commissioned to ensure that suitable separation distances between sensitive land uses and existing industrial uses are maintained. The report identified industries within the precinct area and broader 2 km catchment surrounding the PSP which attract a buffer and/or have a potential for an air/noise/vibration source which could affect future development of the land through off-site impacts. The PSP has adopted separation distances as recommended by the report (see Section 4.5.6 for further details).

2.3.7 Clause 14.02 Water

This policy aims to protect and restore water catchments, waterways, and related environments while ensuring sustainable water management. Key directions include safeguarding clean drinking water by protecting catchments and supply facilities, minimising stormwater runoff, and filtering pollutants before discharge into waterways. Urban development must retain natural drainage corridors with vegetated buffer zones at least 30 metres wide along each side of a waterway, reduce erosion, and limit polluted runoff. Development near waterways should enhance environmental qualities and minimise nutrient runoff. Urban stormwater management should

follow best practices to protect water quality. Planning must align with catchment management authorities and relevant strategies to ensure sustainable land use and water resource protection.

2.3.8 Clause 15 Built environment and heritage

The clause highlights the importance of urban and building design, heritage protection, and energy efficiency in creating liveable environments. Development should respond to local character, cultural identity, and climate-related hazards while promoting health, safety, and accessibility. It advocates for environmentally sustainable practices, including resilience to climate hazards, net zero emissions, waste minimization, water conservation, and low-emission transport. The goal is to enhance public spaces, protect natural and cultural values, and ensure development positively impacts people and the environment.

Clause 15.01 Built Environment focuses on creating safe, functional, and enjoyable urban environments that enhance cultural identity and community life. It emphasises responsive development that integrates with its context, supports public realm amenity, and promotes accessibility, safety, and inclusiveness. Subdivision design aims to foster sustainable, walkable, and connected neighbourhoods with diverse housing options, landscaped streets, and open spaces. Building design should enhance the local context, improve energy efficiency, and support environmentally sustainable practices. Healthy neighbourhoods are encouraged through active living, accessible public spaces, and connected walking and cycling networks. The policy supports protecting neighbourhood character and fostering a sense of place.

Clause 15.02 Heritage emphasises the conservation of heritage and Aboriginal cultural sites in urban development. It advocates identifying, assessing, and documenting heritage places for inclusion in planning schemes. Development should respect heritage values, maintain the scale and context of heritage buildings, and conserve significant landscapes. Adaptive reuse of heritage buildings is encouraged, while signage should align with the area's character. Aboriginal cultural heritage sites require protection, consultation with Registered Aboriginal Parties, and adherence to Cultural Heritage Management Plans under the Aboriginal Heritage Act 2006.

The PSP has been informed by several reports to respond to Clause 15:

- Aberline to Horne Growth Corridor: Landscape and Viewshed Assessment (Spiire, January 2018)
- East of Aberline PSP Aboriginal and Historical Heritage Assessment (Ecology and Heritage Partners, February 2025)
- Sustainability prepared a zero-net-carbon development opportunities and feasibility report (Hip v Hype, December 2020)

Specifically, the PSP applies requirements and guidelines to protect identified cultural heritage values and facilitate the protection and enhancement of Russells Creek and Tozer Reserve as areas of Aboriginal cultural values. The PSP also incorporates matters related to the creation of: walkable, landscaped streets; a network of accessible open spaces; diverse housing options; and sustainability, encouraging zero-net-carbon development.

2.3.9 Clause 16 Housing

This policy emphasises facilitating well-located, integrated, and diverse housing to meet community needs. It supports higher-density housing near jobs, services, and transport. It encourages diverse housing types, including aged care, and social housing. New developments

should prioritise affordability, sustainability, and housing diversity, with a mix of private, affordable, and social housing.

16.01-1R Housing for older people - Great South Coast, aims to support the provision of suitable housing for older people to cater for projected demographic change.

The PSP includes directions to facilitate well-located, integrated, and diverse housing to meet the needs of the community by rezoning land for residential purposes, including requirements about delivering different housing typologies, and encouraging increased density around the activity centre.

2.3.10 Clause 17 Economic Development

Clause 17 has a range of policies directed at diversifying the economy. Of note for precinct development is:

Clause 17.02 Commercial: The policy emphasises ensuring an adequate supply of commercial land in appropriate locations to meet community needs for retail, office, and other services. Commercial facilities should be aggregated to maximize community benefit, accessibility, and infrastructure efficiency. New convenience shopping facilities should be located within or adjacent to new residential areas to serve local populations. Neighbourhood centres are prioritised for small-scale shopping opportunities that meet the needs of residents and workers in convenient locations.

The PSP has been informed by the *East of Aberline PSP Retail and Economic Assessment* (Urban Enterprise, 2025) which identifies the need for a new neighbourhood centre. The PSP responds by facilitating this centre.

Clause 17.03 Industry includes a strategy to protect industrial activity in industrial zones from the encroachment of residential and other sensitive uses that would adversely affect industry viability. The PSP responds to this by utilising Horne Road as a buffer area and Schedule 37.07 requiring future permit applications to prepare an acoustic assessment report for areas identified in the noise influence area on Plan 2 of the PSP.

2.3.11 Clause 18 Transport

Clause 18.01 Land use and transport emphasises integrating land use and transport to support urban development and growth. It advocates for planning transport systems that enhance accessibility, reduce travel distances, and improve mobility within communities. It prioritises protecting existing and planned transport infrastructure, reserving land for strategic transport projects, and ensuring timely delivery of transport services to meet changing demands. Sustainable transport modes, such as walking, cycling, and public transport, are encouraged to reduce car dependency and environmental impact. Urban development should focus on accessibility to jobs and services, leveraging transport corridors, and designing neighbourhoods that promote active living. Safety, health, and environmental sustainability are key considerations, with strategies to adapt to climate change, reduce greenhouse gas emissions, and improve transport safety.

In particular, Clause 18.01-3L states that it is policy to:

- *Facilitate bicycle route upgrades and connectivity, and improved safety through bike parking facilities, pedestrian crossings and refuges, traffic speed, maps and signage.*

- *Facilitate improved connectivity and safety along existing active transport routes, particularly to and from the Warrnambool City Centre, beach/foreshore, shopping centres, train stations and key community places."*

Clause 18.02 Movement networks focus is on facilitating efficient and safe movement networks to support urban growth and development. It emphasises creating walking and cycling networks that are safe, direct, and connected, enabling people to meet daily needs locally and reduce car reliance. Public transport networks are prioritised to connect activity centres, integrating with land use and development to support higher density and diverse urban growth. Roads should be designed to improve safety, connectivity, and integration with walking, cycling, and public transport, while accommodating emerging technologies and sustainable transport options.

The PSP has been informed by the *East of Aberline Transport Impact Assessment* (O'Brien, 2025), and the *East of Aberline Infrastructure Design and Costings Report* (SMEC 2025). Both reports have informed the planning and design of the road and shared path network, relevant street cross sections, and Section 3.2 Safe, accessible and well-connected, to ensure that the road and shared path network safe, accessible, efficient, and integrated.

2.3.12 Clause 19 Infrastructure

This clause sets policy so that planning for infrastructure ensures efficient, equitable, accessible, and timely development, addressing social needs with land for community resources like education, health, and support services. Growth should allow logical provision of infrastructure, including future transport routes, and development contributions may fund infrastructure.

Clause 19.02 Community infrastructure outlines strategies for education, cultural, social, emergency services, and open space infrastructure. It emphasises integrating education facilities with communities and improving accessibility. Cultural strategies focus on diverse facilities and activity centres. Social infrastructure aims for equitable distribution and adaptability. Open space strategies prioritise connectivity, biodiversity, accessibility, and protection of natural and cultural environments, with a focus on fair and equitable provision.

The policy notes that priority should be given to addressing connectivity gaps, including continuous open space corridors along Russells Creek. Development adjacent to public open space should ensure clear separation between public and private land and avoid reducing public access.

The PSP develops these themes particularly in Section 3.3 High quality public realm in relation to the open space network, and Section 3.4 Services and destinations in relation to community infrastructure including educational facilities. The DCP ensures a mechanism to provide financial contributions towards development and community infrastructure.

2.3.13 Current zones and overlays

The East of Aberline PSP area is currently zoned Farming except for the Wannon Water Storage facility located in the southeast corner of the PSP., which is zoned Public Use Zone.

A Bushfire Management Overlay applies to Tozer Reserve and surrounds. The BMO is proposed to be extended as a separate process by the Department of Transport and Planning (DTP) as part of their routine updates to the BMO in response to changing vegetation conditions. This is supported by the Terramatrix Bushfire Assessment (see Appendix 5.1). There are no other overlays applying to the precinct.

Figure 10 Current planning scheme zone map

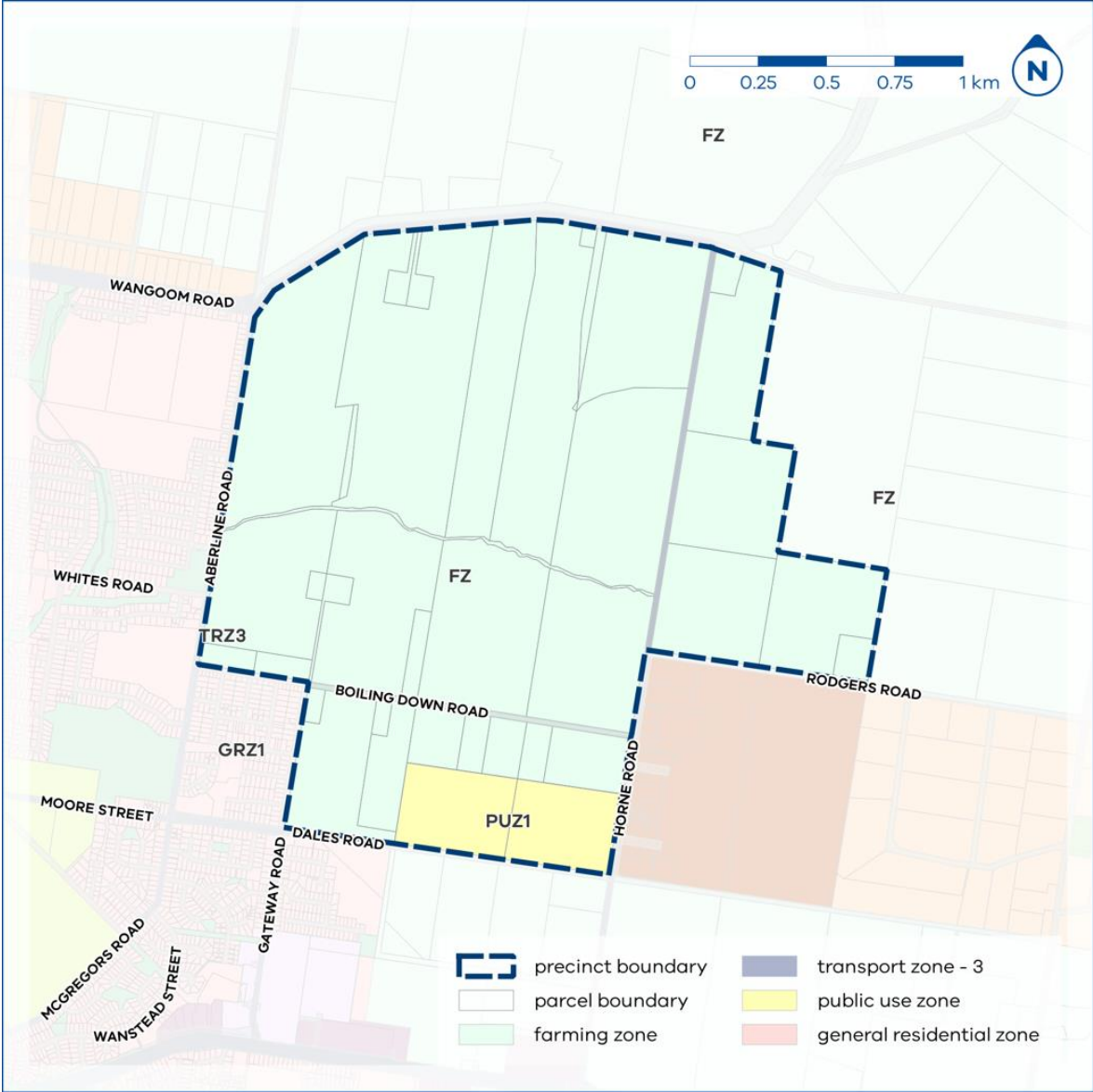
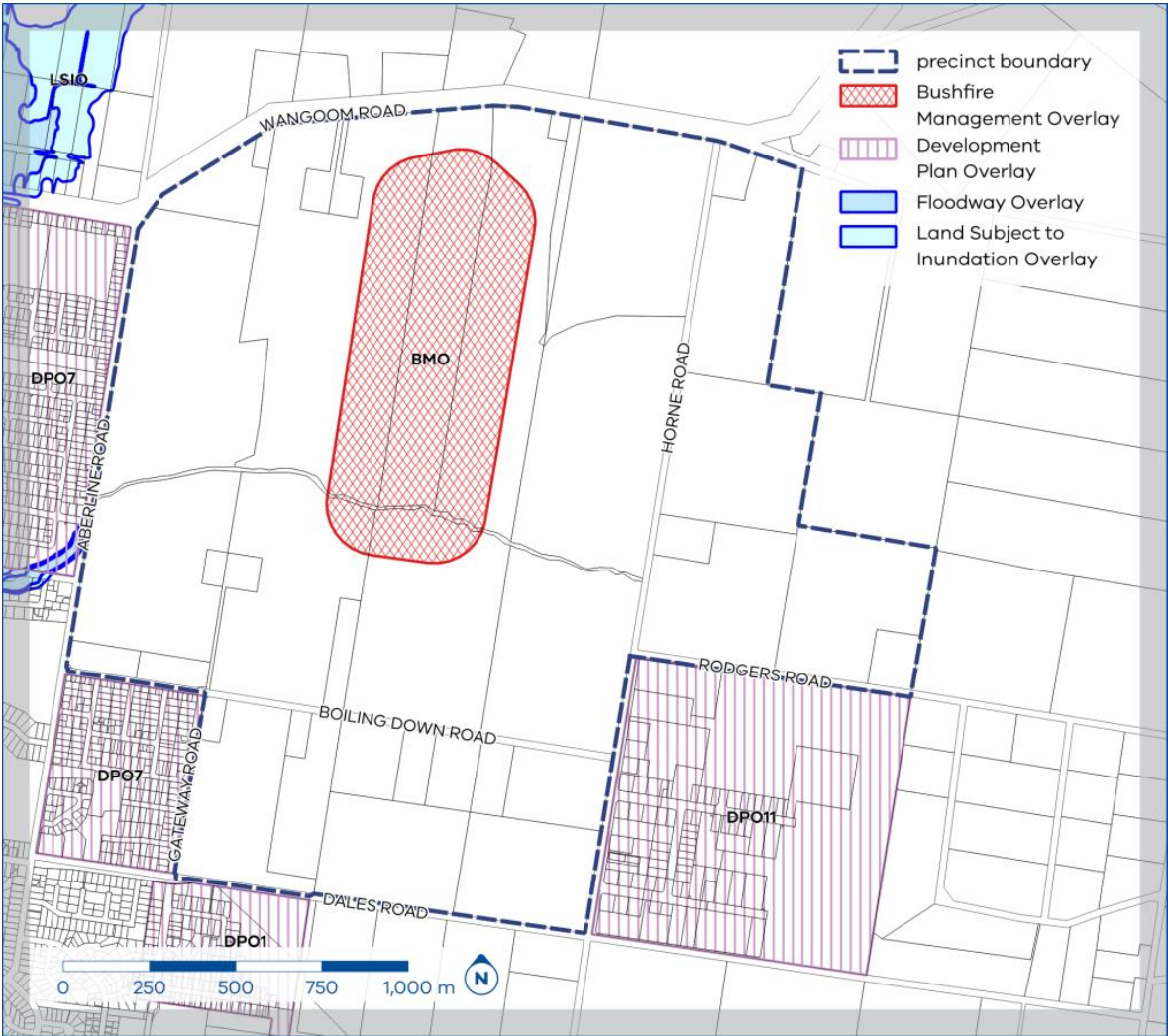


Figure 11 Current planning scheme overlay map



3 PHYSICAL CONTEXT

3.1 Current conditions and key features

The precinct area is approximately 410 hectares of predominantly undeveloped land located on the eastern fringe of Warrnambool and generally characterised by agricultural-based land uses, including grazing.

The precinct is defined by a range of surrounding land uses and internal physical characteristics that will influence its future urban structure.

West – Aberline Road

The western boundary of the precinct is formed by Aberline Road, a key north–south arterial road that separates the precinct from established residential areas in north-east Warrnambool. Aberline Road provides important local and regional connectivity and will serve as a key movement corridor for the future community.

North – Wangoom Road

Wangoom Road defines the northern boundary of the precinct and functions as a key east–west rural arterial route. Land north of Wangoom Road is predominantly rural, with the PSP providing a soft urban to rural transition through the provision of local access street with shared path.

East – Rural land

The eastern boundary adjoins open rural land that continues the Russells Creek corridor, which is of ecological, landscape, and cultural significance. This interface provides an opportunity to establish an appropriate transition and create public open space with visual and recreational connections to the rural hinterland.

Southeast - Horne Road

Horne Road is a key north–south connector road located along the southeastern edge of the precinct. It provides access to the adjacent Horne Road Industrial Precinct and links with key regional transport routes that accommodate both local employment and freight movement. As development proceeds, Horne Road will play an important role in servicing residential neighbourhoods in the south and providing access to nearby jobs. Future upgrades will be required to accommodate increased traffic volumes, improve safety, and support active transport connections. Interface planning along Horne Road must also address potential amenity impacts and futureproof the road upgrade.

The southeast corner of the precinct interfaces with the Horne Road Industrial Precinct, one of Warrnambool's key employment areas. This precinct is 65 hectares and is zoned Industrial 3 Zone (INZ3). The development of this land is set out in the approved "*Horne Road Development Plan*".

This proximity offers opportunities for future residents to access local jobs, but also requires careful land use transition and buffers to manage amenity impacts from the high-impact uses such as waste transfer station, asphalt batching plant, concrete batching plant (proposed), caravan repairs, vehicle mechanic services and farming equipment fabrication. Planning for this interface must consider noise, traffic, and operational considerations, supported by appropriate setbacks, road design, and landscape treatment.

Southwest – Gateway Road and existing residential areas:

Gateway Road forms the south-west edge of the precinct connecting to established residential neighbourhoods and a significant retail complex at Gateway Plaza. This interface presents an opportunity for integrated neighbourhood design, increased density and connectivity with existing communities.

South – Dales Road

The southern boundary of the precinct is defined by Dales Road and adjacent water storage infrastructure managed by Wannon Water. These reservoirs serve an essential service function.

Russells Creek Waterway Corridor

Russells Creek traverses the precinct, forms a key part of the local drainage network, and is environmentally and visually significant. The natural waterflow of the creek is also important to the Eastern Maar Peoples' cultural values and heritage significance. The creek presents opportunities for integrated water management, passive open space, cultural values and ecological restoration. The alignment of Russells Creek will influence the structure of development parcels and road network.

Francis Tozer Memorial Reserve (Tozer Reserve)

Tozer Reserve is in the middle of the precinct south of Wangoom Road and has an ecological connection to Russells Creek in the south. The reserve is owned by the Department of Education and managed by a Committee of Management. It forms a key anchor for open space planning within the precinct and provides a valuable interface with the adjoining established neighbourhood. The reserve contains cultural heritage significance and ecological values and presents opportunities for integration with future shared path networks, bushfire management areas and active open space corridors.

Boiling Down Road

Boiling Down Road runs east–west through the southern portion of the precinct and serves as an important existing rural connector road. The proposed upgrade of Boiling Down Road will support new neighbourhoods, provide permeability across the precinct, and potentially accommodate future public transport services and shared paths.

Scattered vegetation and shelter belts

The landscape includes areas of native vegetation, planted windrows, and shelter belts, particularly along drainage lines and former property boundaries. These provide habitat value and opportunities for integration into new developments.

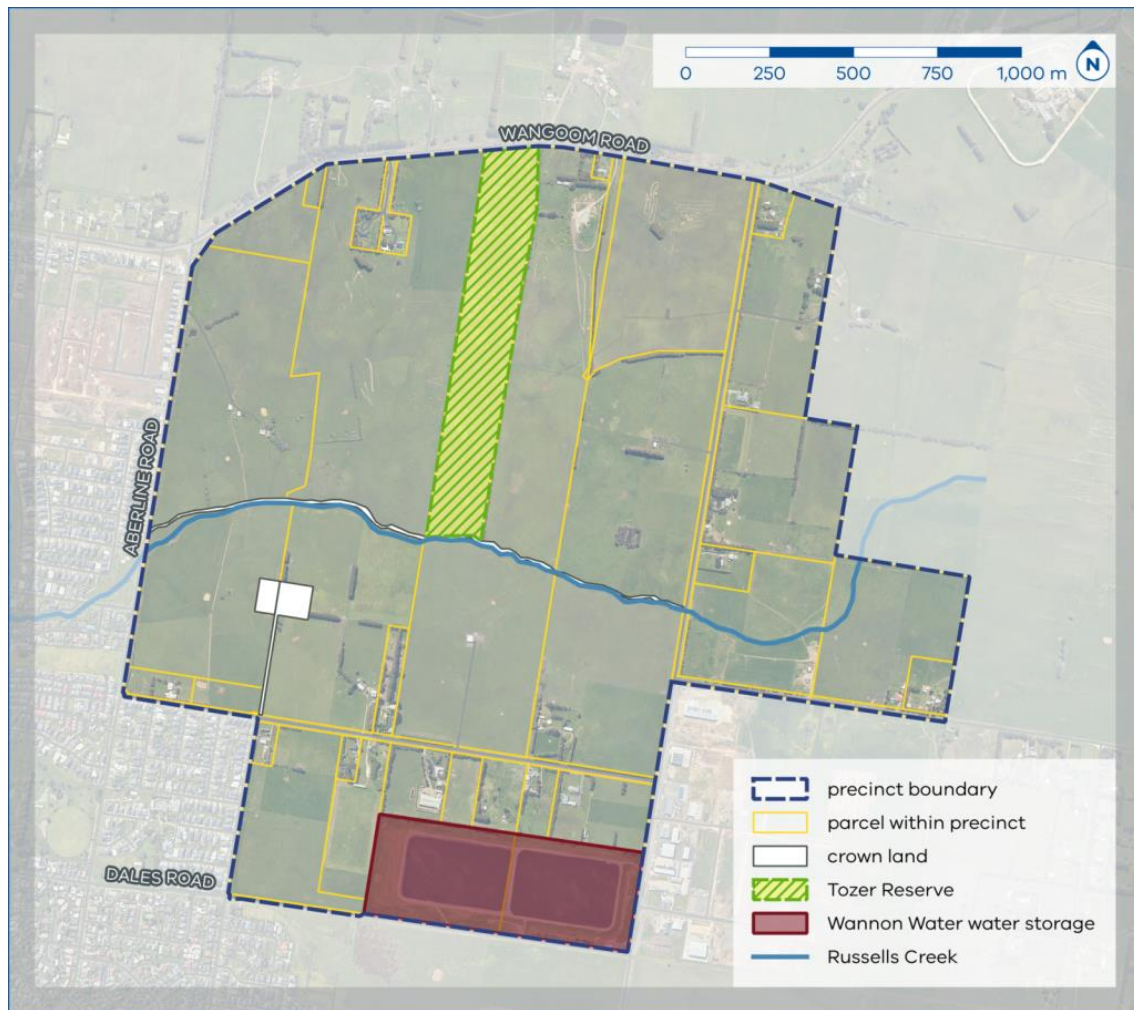
Lot size, ownership pattern, and land use

The precinct comprises 40 individual titles mainly in private ownership except for Tozer Reserve (owned by the Department of Education) and Wannon Water's water storage facility. The lots range in size from 0.4 hectares to 44 hectares.

The land is generally used for agriculture-based land uses, including grazing, dairy and some rural residential uses.

Department of Energy, Environment, and Climate Action (DEECA) is also managing the Crown Water Frontage of the Russells Creek Corridor and the Crown Land of Boiling Down Road Reserve.

Figure 12: Precinct aerial with cadastre



3.1.1 Surrounding context

The land surrounding the PSP is being used for a variety of purposes including, residential, industrial and agriculture in accordance with several structure or development plans.

Warrnambool Eastern Activity Centre Structure Plan

The Warrnambool Eastern Activity Centre is located south of Dales Road and is guided by the *Warrnambool Eastern Activity Centre Structure Plan* (2020). The area plans for a range of uses including residential immediately to the PSP's south. The residential land is only partly developed along Gateway Road. The structure plan also includes employment land and the existing Gateway Plaza shopping centre on Gateway Road. This road is planned to connect to the East of Aberline PSP area through a north south connection through Dales Road. The structure plan also provides for another north south road to connect with the East of Aberline PSP area and for employment land in the southeast corner fronting Horne Road. Gateway Plaza shopping centre is also within the walkable catchment of the southern part of the East of Aberline PSP and is likely to service this area as well for retail needs.

Horne Road Industrial Estate Development Plan

The Horne Road Industrial Estate is across Horne Road from the PSP in the southeast. The 65-hectare employment precinct is zoned Industrial 3 Zone (INZ3) with a Development Plan Overlay Schedule 11 – Horne Road Industrial Area Development Plan (DPO11).

Council approved a development plan in 2015, which includes design guidelines and staging for development. The development plan includes a north south oriented swale and open space link south of Rodgers Road which should connect with the precinct area to the north. The development plan also shows a north south road connection which has since been constructed. This could form a future local road connection which could be considered as part of future subdivision.

At the time of writing, the land is developed along Horne Road for industrial uses but remains undeveloped further east where the open space link and swales are proposed.

Current industrial activities include:

- Waste transfer station
- Asphalt batching plant
- Concrete batching plant (proposed)
- Caravan repairs
- Vehicle mechanics
- Fitness studios
- Warehousing space
- Food distribution, and
- Farming equipment fabrication.

An Adverse Amenity Impact Assessment has been prepared, in consultation with the Environment Protection Authority (EPA), to consider any off-site impact of these industrial activities on future land uses in the precinct area (see Section 4.5.6).

Northeast Growth Area Structure Plan

The *North East Warrnambool Structure Plan* (2008) directly abuts the East of Aberline PSP area along its western boundary. It planned for 1,500 to 1,600 lots, predominantly at conventional residential densities. The Structure Plan emphasised existing drainage lines as key recreational and pedestrian/cyclist routes, including along Russells Creek. Additionally, the structure plan included a connection from the north-east Warrnambool area towards the Princes Highway near the Eastern Activity Precinct, south of Boiling Down Road and the East of Aberline PSP utilising Gateway Road.

The plan recognised the need to upgrade Wangoom and Aberline Roads, as well as several key intersections including Wangoom and Aberline Roads, and Aberline and Whites Roads. These upgrades have been completed.

The Structure Plan is largely developed with development currently taking place in the northeast corner of the structure plan area, southwest of the corner of Wangoom and Aberline Roads.

North of Wangoom Road, Moyne Shire

The PSP abuts the Moyne Shire north of Wangoom Road. This area is zoned farming and largely used for agricultural and rural living purposes. Moyne does not have any specific strategic directions for this area, other than to protect agricultural land.

Wangoom Road (road reserve) is managed by Warrnambool City Council.

3.1.2 Eastern Maar living cultural values

The Eastern Maar Aboriginal Corporation (EMAC) were approved as the sole RAP of the extent area in February 2020, following a request to vary the RAP boundary area. This area extends along the coast from east of Port Fairy to west of Anglesea and extends inland to include the Great Otway National Park, and the townships of Warrnambool, Terang, Mortlake, Camperdown, Colac, Apollo Bay, Lorne and Cressy, and 100 m out to sea from low tide.

The Eastern Maar community comprises six primary Maar/Mara language groups: Gulidjan, Gadubanud, Kirrae Whurrong, Djargurd Wurrung, Dhauwurd Wurrung (encompasses the study area), and Djab Wurrung. The term "Eastern Maar" is used self-referentially in the context described above, with "Maar/Mara" translating to "People".

Meerreeng, Parreeyt pa Moornong (Land, Water, and Sky) represent integral and interconnected components within the broader Maar biocultural landscape. Rooted in Maar law and lore, Eastern Maar maintain a reciprocal relationship with these elements, which fundamentally define both their identity and their duty to protect their Ancestral Territory from the ongoing threat of colonization (DELWP 2022).

The Aboriginal heritage desktop assessment identified 25 previously registered Aboriginal Places within 3 km of the study area. No previously registered Aboriginal Places were located within the study area which is not unusual given that little development has occurred within the precinct which would require the preparation of Cultural Heritage Management Plans (CHMP) to identify cultural heritage artefacts and places.

Two Aboriginal cultural heritage places are situated within 300m of the precinct, and two areas with a high likelihood of Aboriginal cultural heritage are identified: one along Russells Creek and the other in the northern part of Tozer Reserve. Two areas with a moderate likelihood of Aboriginal cultural heritage are also identified: one on a crest landform in the eastern part of the precinct, and another along a drainage channel that flows into Russells Creek from the north, passing through Tozer Reserve. The rest of the study area was found to have a low likelihood. No Aboriginal cultural heritage was detected in the study area based on the ground surface survey (no subsurface testing was conducted).

Within the precinct, two areas have been identified as having a particularly high chance of containing artefacts.

- Russells Creek corridor serves as the key conservation corridor for cultural heritage protection and storytelling within the landscape. Russells Creek is historically the key movement corridor for people, with a connection to the waterway; this element should be reinforced through the place-based plan. Floodplain, terraces and escarpment edges were found to have a high to very high archaeological sensitivity.
- Stony rises/knolls were found near Horne Road to have moderate archaeological sensitivity. Additional surveys are required as part of the development to understand the value of this area.

3.1.3 Post-contact cultural heritage

The Aboriginal and Historical Heritage Assessment (AHHA) prepared by Ecology and Heritage Partners identified three potential historical heritage sites: 174 Aberline Road, Warrnambool; 78 Boiling Down Road, Warrnambool; and 75 Rodgers Road, Warrnambool. None of these sites met the threshold for registration on the Victorian Heritage Register.

The site at 78 Boiling Down Road was subsequently demolished due to a severe weather event that caused a structural collapse in 2023.

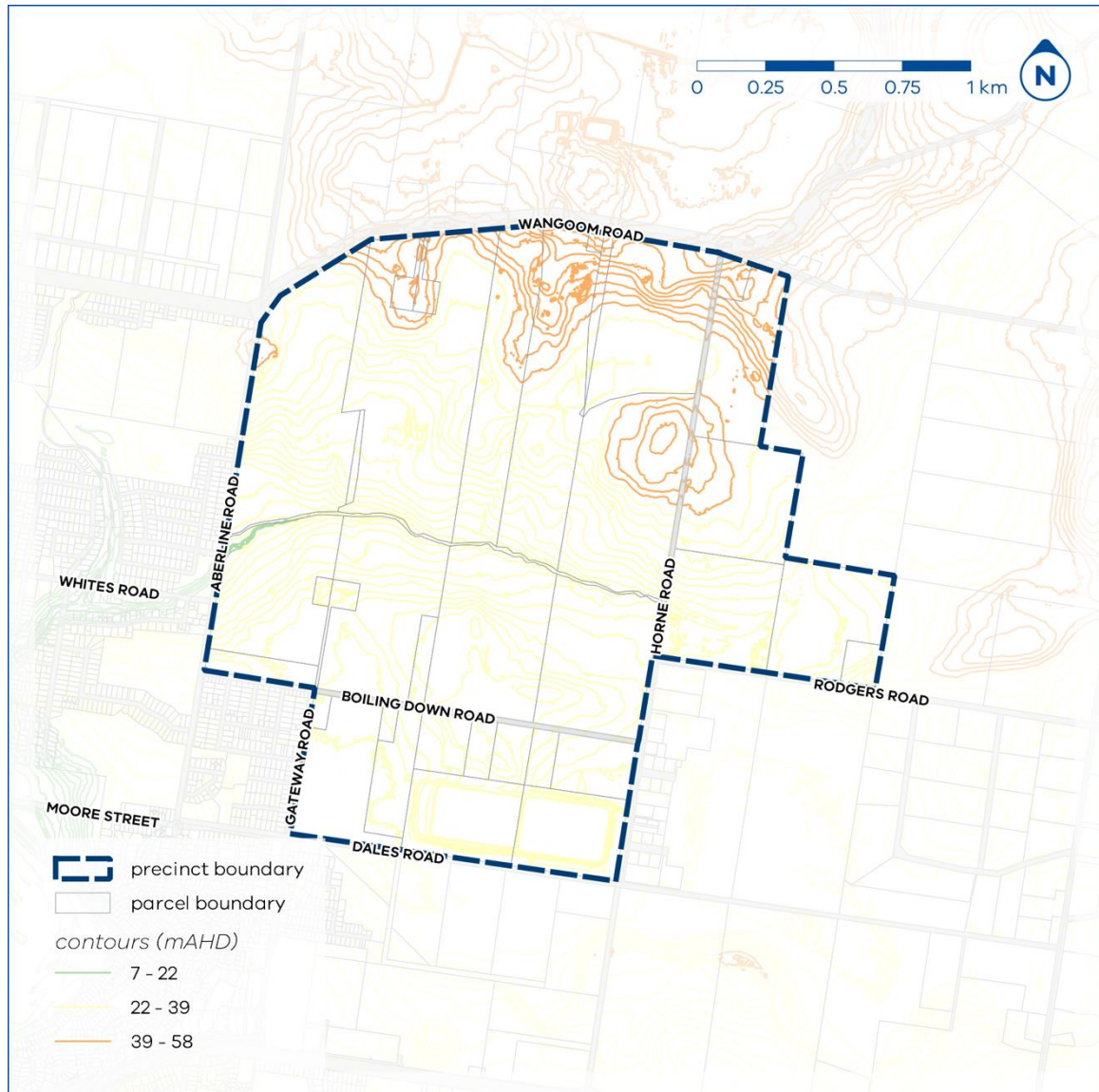
The site at 75 Rodgers Road, Warrnambool, was considered to have local architectural significance and to merit registration on the Warrnambool Planning Scheme Heritage Overlay. However, after further review, it was determined that the building does not display any particular features of aesthetic merit that would justify applying a Heritage Overlay based on architectural qualities (as suggested in the report), and that the property lacks other outbuildings or features that reflect early farming practices.

The site at 174 Aberline Road is recommended for inclusion in the Planning Scheme under a Heritage Overlay. The site is significant for its ability to provide information about historical agricultural practices, architectural styles, and its potential connection to the local community.

3.1.4 Topography

East of Aberline PSP area is generally flat, with a gentle fall from north to south towards Russells Creek, and in the southern part of the precinct generally falls from south towards to the creek. The creek is a topographically a defined water course with moderate slopes for embankments, except in a few sections where it is steeper. There is a crest landform as identified in the EHP report, in the eastern part of the precinct near Horne Road which has been identified for potential Aboriginal cultural values. The very southern part of the precinct, south of Boiling Down road, generally falls west towards Gateway Road.

Figure 13 East of Aberline contour map



3.1.5 Flora and Fauna

East of Aberline study area is mostly part of the Plains Grassy Woodland Ecological Vegetation Class (EVC 55) with the Swamp Scrub EVC 53 along the Russells Creek corridor. Today the EVCs are highly modified, with key ecological values largely limited to the Tozer Reserve and the Russells Creek Crown waterfrontage.

The EHP report included a desktop review of relevant literature and field surveys of most of the precinct where access was permitted or visibility from roadside vantage points was sufficient for survey purposes. The results reinforce the modified nature of the precinct due to past and current agricultural and farming practices. The report also confirmed individually significant flora and fauna values associated with Tozer Reserve including suitable habitat for Growling Grass Frog and EPBC Act listed Grassy Eucalypt Woodland. The report also identified several small scattered patches of Higher Rainfall Plains Grassy Woodland in private property and along roadsides

The report notes one small patch of Aquatic Herbland (EVC 653) in a farm dam in the north-west quadrant of the PSP, west of Tozers reserve, and a small patch of Tall Marsh. There were several

properties supporting planted indigenous and non-indigenous species (mostly in the form of windrows) and pasture, which provide suitable habitat for common generalist fauna tolerant of modified open areas.

Although targeted surveys undertaken by TactEcol Consulting (2025) recorded no current GGF populations, the findings alongside ecological assessments by EHP (2025) identified Russells Creek and Tozer Reserve as having long-term potential for habitat restoration and recolonisation under improved environmental conditions.

The *Growling Grass Frog (GGF) Conservation Strategy* has been prepared by Biosis and outlines a strategic approach to restoring and enhancing habitat for the vulnerable Growling Grass Frog (*Litoria raniformis*). The strategy recommends establishing a habitat corridor along both sides of Russells Creek, supported by off-stream wetlands, drainage integration, and revegetation with native species. Tozer Reserve is proposed for conservation and ecological enhancement, with opportunities to reinstate ephemeral wetlands, improve hydrology, and manage invasive species. These areas will contribute to a broader habitat and biolink network that supports native biodiversity and landscape-scale connectivity. Implementation will be facilitated through a Russells Creek Masterplan of each section, which will guide habitat design, infrastructure interfaces, and staging aligned with development.

3.1.6 Water

Water catchment

The precinct is within the Glenelg-Hopkins Regional Catchment. Glenelg-Hopkins Catchment Management Authority (GHCMA) is one of the key agencies responsible for the health of natural waterways and plays a key role in ensuring the precinct does not negatively impact waterways.

The whole of the precinct is within the Russells Creek catchment, a tributary of the Merri River. A minor tributary or swale flows from north to south to the main creek channel through Tozer Reserve, approximately in the centre of the precinct. The majority of the precinct drains to Russells Creek, with the exception of a small sub-catchment split by Boiling Down Road on the southwest of the precinct area, which drains to existing drainage infrastructure on Gateway Road (see map on next page).

Water Authority

Wannon Water are responsible for the provision of sewer, potable water and recycled water supply infrastructure to the precinct.

Details of the existing conditions of these services are noted in *East of Aberline PSP - Utility Servicing Assessment* (Spiire, February 2025 (Appendix 5.1)). Key existing water related services are:

- **Potable water** – Currently there are reticulation mains in Aberline Road, Boiling Down Road and the southern section of Horne Road. Wannon Water have indicated that these mains do not have capacity to service the precinct, and new infrastructure will be required. A new water main has recently been constructed along Aberline Road to supply a yet to be constructed water storage and network pumping station on Wangoom Road east of Aberline Road.

- **Roof Water Harvesting** has been successfully implemented in developments to the west and south of the East of Aberline. A 560mm trunk main runs along the Russells Creek corridor and a stub has been provided on the eastern side of Aberline Road, south of Rawlings Drive. This stub will provide the connection point for the growth area back into the existing network.
- **Sewer** – There is existing reticulated sewer infrastructure adjacent to the precinct on the west side of Aberline Road, as well as to the south of Boiling Down Road. A stub has been built across Aberline Road close to the Russells Creek culverts as part of previous development. Wannon Water advise that the existing sewer network does not have capacity for the proposed development area and will require a new pump station and rising main.

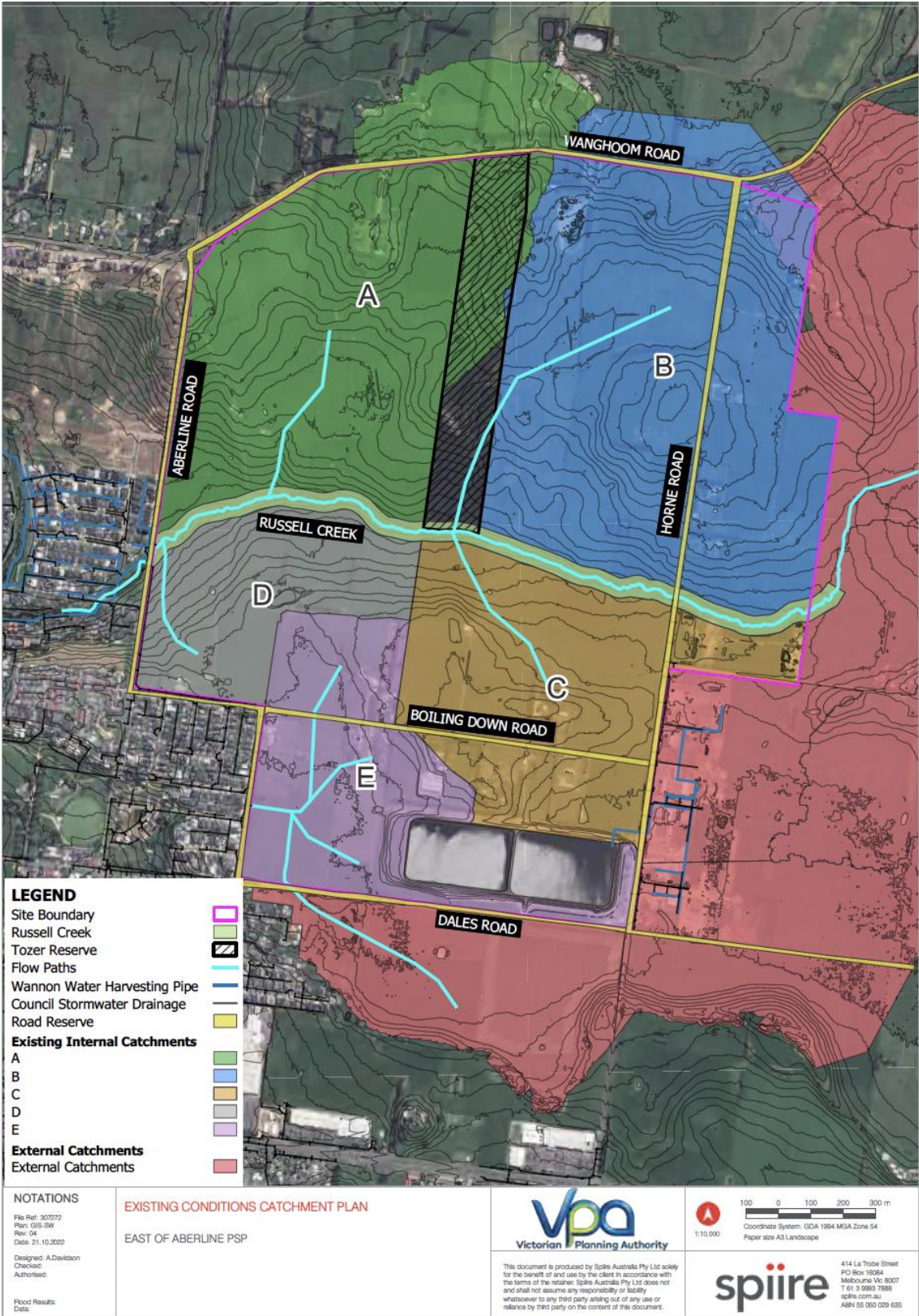
3.1.7 Stormwater drainage

Spiire was commissioned to investigate the existing conditions of the precinct in relation to stormwater and drainage, and to prepare an Integrated Water Management (IWM) report.

The report identified opportunities within the precinct from a stormwater and IWM perspective. Whilst the analysis included an existing conditions flood study, this work was updated by SMEC who were engaged to prepare functional drainage design drawings and cost estimates for proposed stormwater and drainage infrastructure. The high level flood modelling needed updating because new rainfall and runoff data was released after Spiire completed their work.

The predicted 1% Annual Exceedance Probability (AEP) flood depths and extents across the precinct show that the flood waters are largely contained within the Russells Creek corridor except for some flooding in the southwest of the site. This is because of the overland flow converging at this point, and limited entry into the existing drainage system. As a result, it is anticipated that this flood risk can be mitigated through the future proposed stormwater drainage system. Note that an allowance for climate change was included for existing situational analysis report to ensure resilience to flooding is provided for EoA into the future. For more information, refer to the report (Spiire, 2020).

Figure 14 Existing catchment conditions (Source: *Stormwater Drainage Concept Design and Integrated Water Management Draft Report, Spiire 2022*)



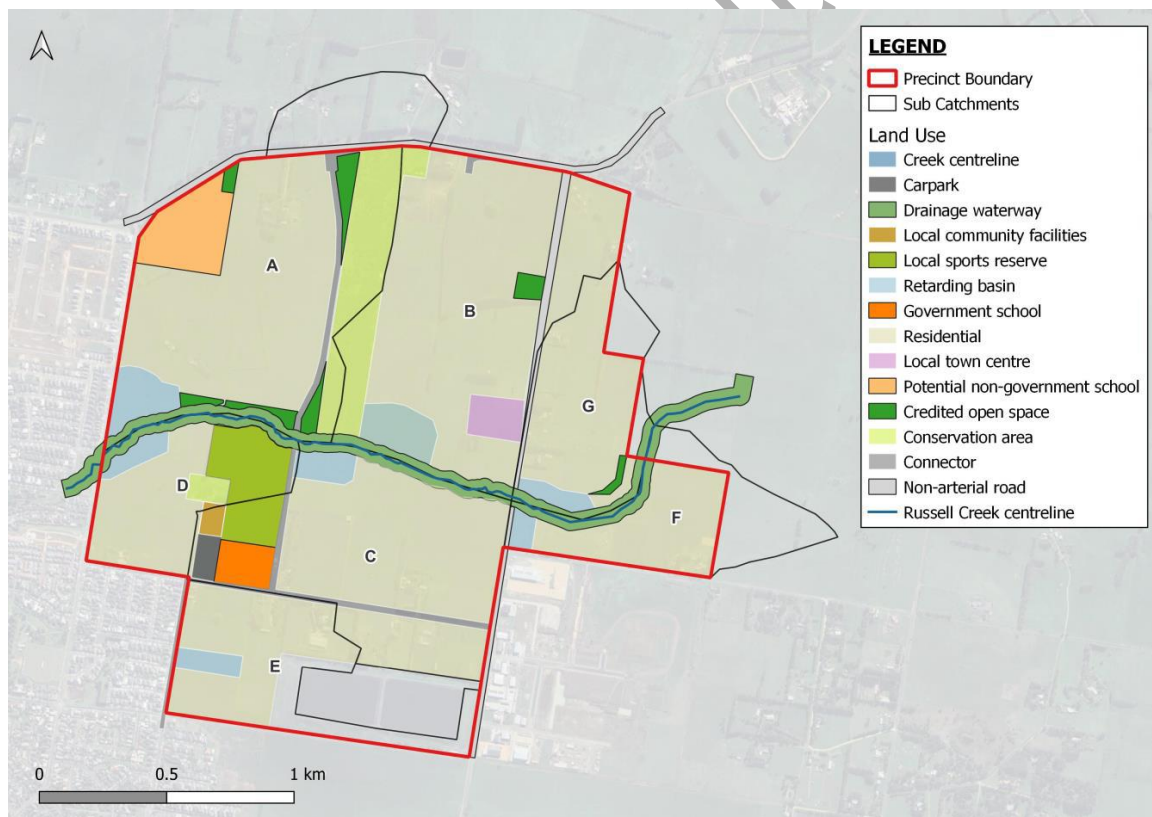
SMEC were engaged to further the drainage design and costing to inform the DCP drainage projects. SMEC's drainage strategy, alongside the VPA's engagement with individual developers, has considered the key features that will affect drainage as the precinct develops:

- Topography
- Existing and proposed precinct road network
- Development land ownerships and design intent
- Russells Creek and Tozer Reserve Conservation Corridor
- Flooding and overland flow paths
- Existing residential areas to the west
- Off-site flood impact

The existing hydrological assessment undertaken by SMEC confirms that stormwater flows within the majority of the precinct are influenced by both internal catchments and external inflows from the Russell Creek system.

Hydrologic modelling has been applied to simulate runoff under existing land use conditions in consultation with GHCM.

Figure 15 Fraction impervious mapping of the precinct catchments (SMEC, 2025)



Russells Creek Catchments

The majority of the precinct drains into Russell Creek, which traverses the precinct from east to west. Catchments A, B, C, D, F and G (totalling over 350 ha within the PSP) all contribute runoff towards Russell Creek, in addition to a much larger external catchment of approximately 1,688 ha upstream of the precinct.

Hydrologic modelling (RORB) was prepared to quantify existing runoff conditions at Aberline Road, where Russell Creek exits the precinct. The results show that under existing conditions, peak flows in the 1% AEP event exceed 11 m³/s at this location. These flows are conveyed through the Russell Creek corridor, which already exhibits bank erosion, limited riparian vegetation and geomorphological instability.

Hydraulic modelling (TUFLOW) was used to map flood extents under existing conditions. The analysis confirms that the Russell Creek floodplain experiences inundation during major events, with water spreading laterally across low-lying areas adjacent to the creek corridor. The existing 1% AEP flood extent therefore defines a development exclusion zone through the centre of the PSP. Climate change considerations further widen these extents, increasing the depth and duration of inundation events

Gateway Road Catchment

Gateway Road forms a key drainage outlet point for Catchment E, which drains independently from the broader Russell Creek system. Under current conditions, runoff from this sub-catchment discharges directly to a low point adjacent to Gateway Road. Existing peak flow estimates for this outlet indicate localised stormwater concentrations during both the 10% AEP and 1% AEP design events, with flows converging at the Gateway Road low point.

Field inspection supports the modelling outcomes, with existing junction pits and depressions east of Gateway Road identified as natural stormwater collection points. These locations have been earmarked for the future siting of detention and treatment assets to manage both flooding and water quality as urban development progresses.

The existing 1% AEP flood mapping demonstrates that inundation along Gateway Road is localised but persistent, reinforcing the need for future detention and treatment infrastructure to mitigate flooding and protect downstream areas once urban development occurs.

3.1.8 Existing transport network

Roads

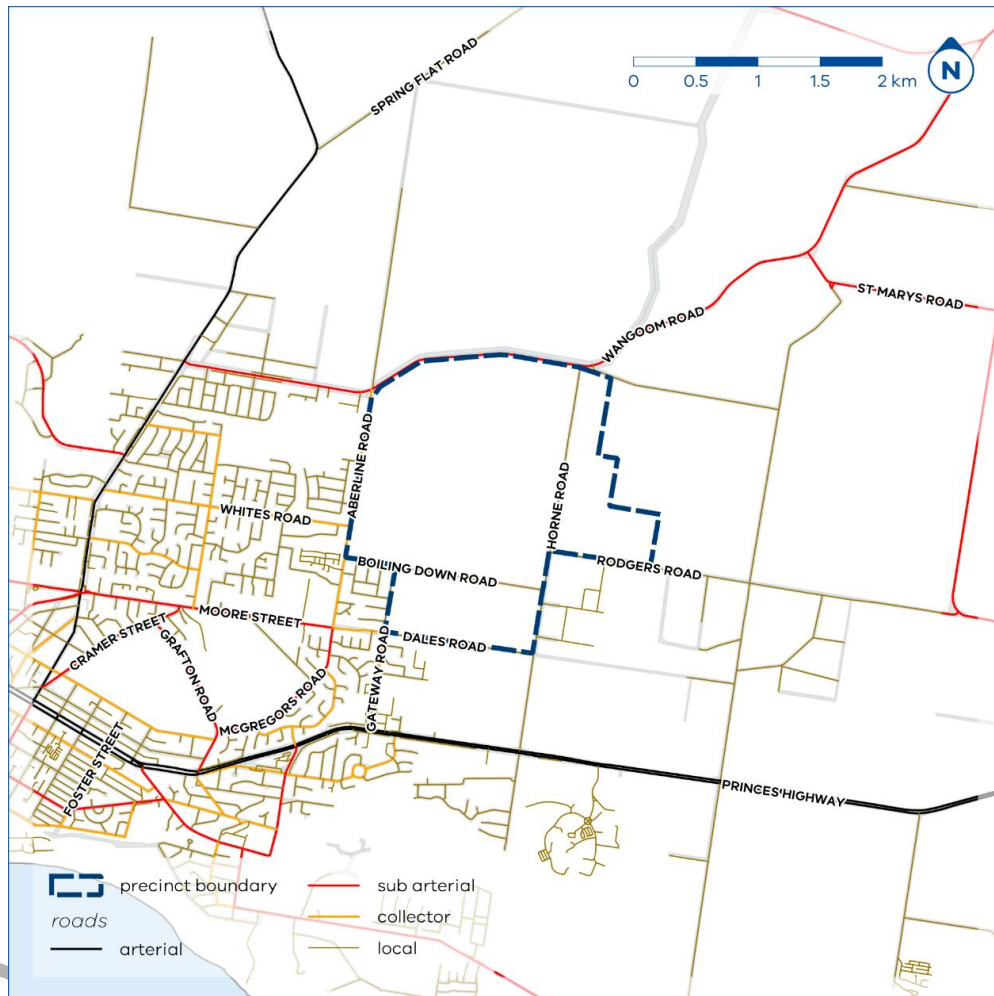
There are eight roads within and bounding the precinct area which include:

- Aberline Road: North–south collector road, two lanes, 60 km/h, limited footpath and bike facilities.
- Wangoom Road: East–west link road, two lanes, 80 km/h, partial bike lanes, no footpaths.
- Horne Road: North–south local/arterial road, two lanes, 80 km/h, freight route, some bike lanes and parking.
- Boiling Down Road: East–west local road, two lanes, 60 km/h, some indented parking, freight load limit.
- Gateway Road: North–south local road, two lanes, 50 km/h, kerbside parking, no bike or footpath facilities.
- Rodgers Road: East–west local road, narrow, unmarked, 100 km/h, no pedestrian or cycling facilities.
- Dixons Lane: Rural east–west local road, narrow and partially sealed, 100 km/h, no infrastructure.

The precinct area has the connections to the state arterial road network via:

- Wangoom Road connects west to Mortlake Road (Hopkins Highway) – a key north-south arterial link to the Warrnambool city centre and beyond.
- Horne Road connects south to Princes Highway – providing access to Gateway Plaza and the broader regional road network. Also connects north via Wangoom Road to Mortlake Road.
- Gateway Road connects south to Princes Highway near Gateway Shopping Centre – servicing retail and commercial uses.

Figure 16: Transport Network (Road)



Public transport/bus routes (Regional – V/Line and local services)

There are limited existing public transport connections within and surrounding the precinct. There are two Warrnambool Town bus routes (Routes 2 and 3) around the periphery of the precinct boundary. These routes connect Gateway Plaza to Warrnambool CBD via Centro, and Deakin University to Warrnambool CBD via Gateway Plaza.

The Warrnambool Railway Station is located approximately 6.3 kilometre southwest of the precinct. There is capability to access the station where bus routes 2 and 3 terminate at the CBD and routes 5 and 6 can be caught to the station.

Active Transport Network

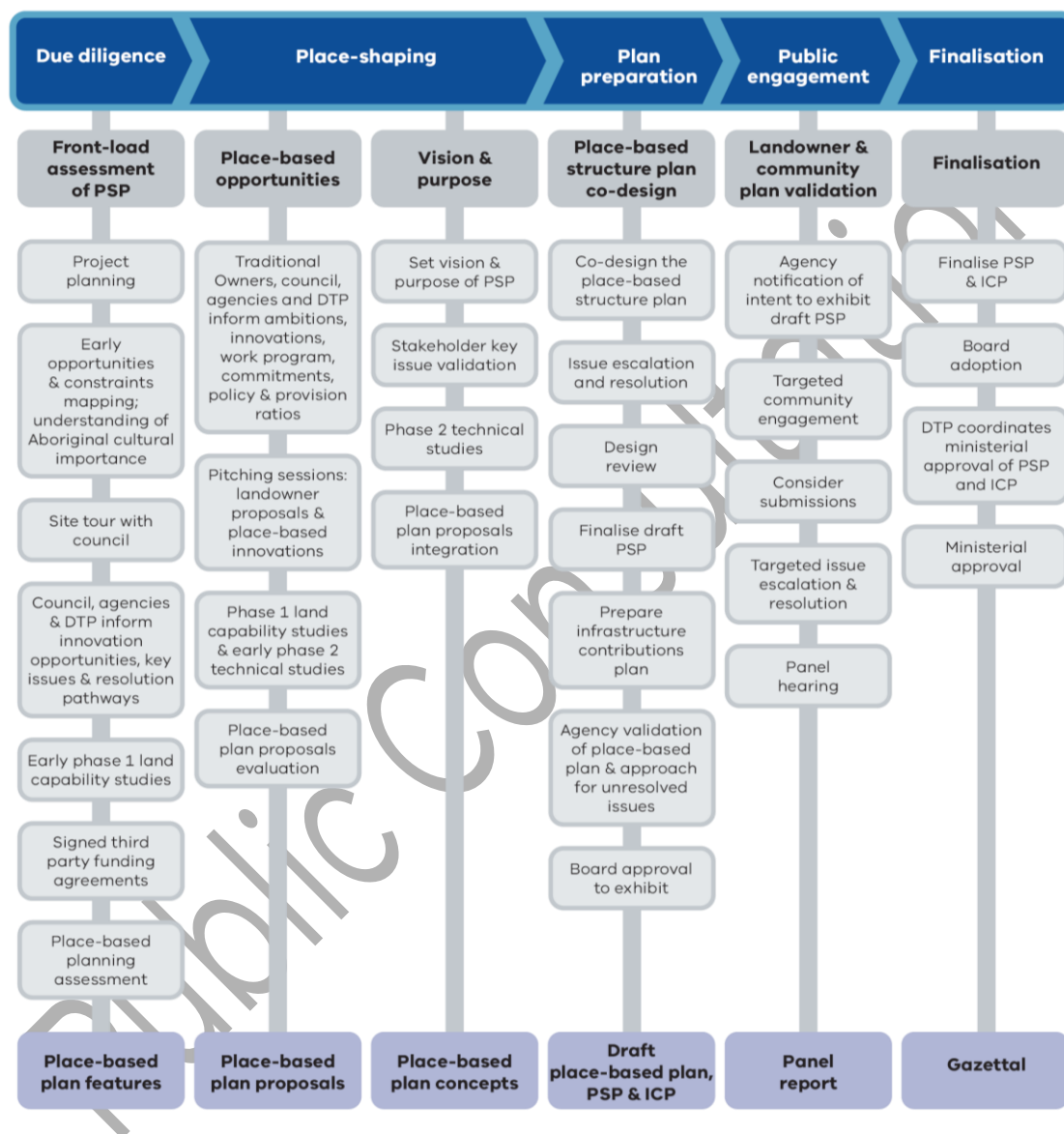
The Principal Pedestrian Network Strategy developed by Warrnambool City Council identifies key pedestrian corridors across the municipality and the precinct area to support walking as a primary mode of local transport. It prioritises routes that link residential areas to key destinations such as schools, shops, parks, and public transport stops.

Public Consultation

4 EAST OF ABERLINE PSP PREPARATION

This section provides an overview of the PSP process for preparation of the East of Aberline PSP, including details of the background reports undertaken to inform the PSP. The East of Aberline PSP was prepared in line with the PSP 2.0 process as shown .

Figure 17: PSP 2.0 process



4.1 East of Aberline– Boundary changes

Warrnambool City Council identified the East of Aberline growth area as part of the Warrnambool City Wide Housing Strategy (2013), which was reinforced by the Great South Coast Regional Growth Plan (2014), and Warrnambool Strategic Framework Plan in the Warrnambool Planning Scheme at Clause 02.04.

The original PSP boundary was consistent with the Framework Plan and featured a straight line running north of Rodgers Road to the northern boundary.

In 2017/18 Warrnambool City Council was awarded a VPA grant through the Streamlining for Growth program for the PSP project. This included VPA staff time and funds. Warrnambool City Council as Planning Authority with the assistance of VPA staff then began background work on the PSP and commissioned several technical assessments.

In July 2019, Warrnambool City Council requested VPA to become Planning Authority, and in September 2019, the Minister for Planning appointed VPA Planning Authority. At this time, it was agreed that the project boundary would be extended to include the entirety of the properties at 150 and 210-214 Horne Road (orange area on the map on following page) to avoid split zones across existing titles.

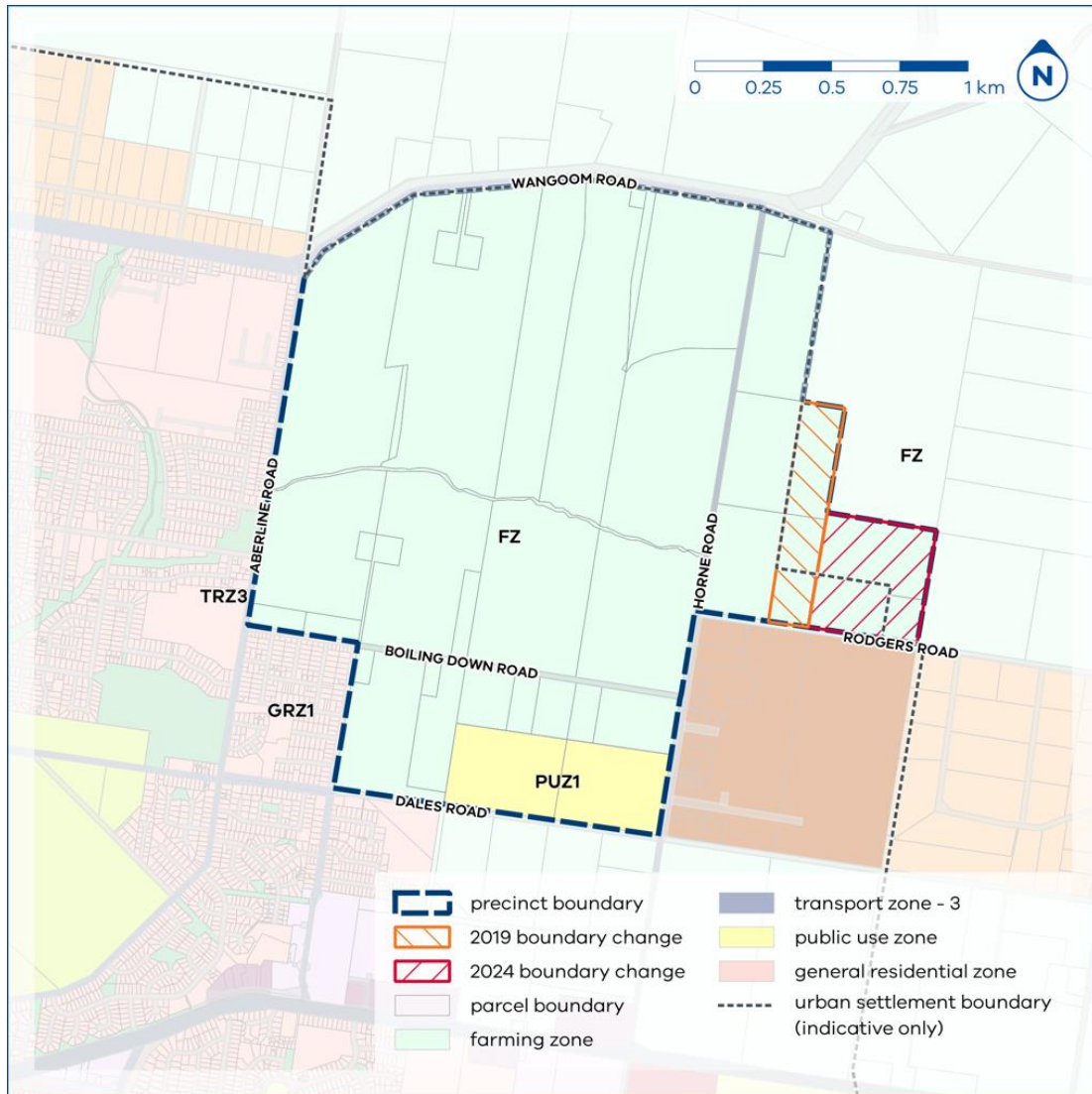
Figure 18 Properties included in 2019 boundary change



A second boundary change occurred in 2024 to 53 and 75 Rodgers Road.

In 2021 the owners of 53 Rodgers Road Warrnambool (a 15ha property) requested that their property be fully included in the PSP boundary because the land was partly identified within the existing settlement boundary. The VPA investigated the request with DTP and identified that the request should be implemented to include a small 2ha property at 75 Rodgers Road Warrnambool. This boundary change was approved in 2024.

Figure 19 Map showing 2024 PSP boundary changes



4.2 Vision & purpose for East of Aberline PSP

PSP Vision

The East of Aberline PSP Vision has evolved with an initial vision established during the Pitching, and Vision and Purpose phases, and was refined through the Co-design process. The East of Aberline Vision is included in the PSP document. The vision is summarised below:

- Seamlessly integrate with surrounding neighbourhoods and retain Warrnambool character
- The precinct will incorporate cultural heritage places, waterways, environs, flora and fauna.
- Deliver a sustainable, green and vibrant new community.
- Provides a diversity of housing options and affordability ranges.
- Provides for the essential community facilities and services to support the new community.
- Provide for a well integrated, safe and efficient future transport network.
- Protect and enhance ecological values and conservation areas.

PSP Purpose

The purpose of the East of Abeline PSP has emerged through consecutive engagement activities including the Pitching sessions, which were held in March 2023 with representatives from State and local government agencies, key stakeholders, community groups and infrastructure providers. Precinct landowners were also contacted to participate.

A stakeholder survey was conducted between 3 July and 7 August 2023, targeting landowners, local and state government agencies, infrastructure providers, and community organisations. A total of 28 responses were received, with representation from Warrnambool City Council, DEECA, the Department of Education, EPA, Wannon Water, Powercor, community groups, and private landowners and developers.

The engagement sought to test five emerging themes drawn from earlier pitching sessions: housing diversity and sustainability, transport and connectivity, water and drainage management, community infrastructure delivery, and biodiversity and landscape character. Respondents were asked to rate these themes and identify priority issues for the precinct. All themes were considered highly important, with the transport theme receiving the highest average score (4.35/5).



THEME 1: HOUSING

Support development of a sustainable residential precinct which prioritises high-quality built form and housing diversity.



THEME 2: TRANSPORT

Create a transport network that safely and efficiently connects people to their home, jobs and services.



THEME 3: WATER AND DRAINAGE

Holistically and sustainably manage water and drainage solutions on site and protect natural systems.



THEME 4: COMMUNITY INFRASTRUCTURE

Facilitate the coordinated delivery of utility services and community infrastructure to ensure high amenity outcomes for future residents.



THEME 5: BIODIVERSITY AND THE ENVIRONMENT

Protect and enhance the landscape character, biodiversity and environmental values of the area.

Participants were invited to select from five draft vision statements. The input formed the basis of

the emerging vision, which has been expanded to incorporate outcomes relating to sustainability, community facilities, integrated transport, and environmental protection.

The survey also identified housing preferences, with detached dwellings and townhouses receiving the strongest support. These insights have guided housing density and typology decisions in the draft PSP.

To support future planning, the VPA has outlined actions aligned with each key theme. These include benchmarking lot densities, undertaking integrated transport and drainage assessments, and coordinating infrastructure staging.

For more information please refer to the Pitching Sessions Summary Report and Vision and Purpose Summary Report upon the East of Abeline webpage.

4.3 Co-design workshop

The VPA in partnership with Warrnambool City Council held an in-person co-design workshop on 10 July 2024 to inform preparation of the East of Aberline PSP, as part of the PSP 2.0 process.

These workshops involved collaboration and input from various stakeholders including landowners, State Government agencies, Warrnambool City Council, and the VPA, and provided a clear direction for the development of the PSP, highlighting alignments and key issues and opportunities to be addressed for the precinct.

The purpose of the co-design workshop was to:

- Highlight what was previously heard during the vision and purpose workshop.
- Provide an update on the current status of the project and summarise the background technical studies.
- Provide an opportunity for key stakeholders and landowners to visually map out key constraints, opportunities, features, transport connections and land uses.
- Encourage innovative ideas in determining the urban structure for East of Aberline
- Provide strong, transparent, and inclusive consultation opportunities.
- Collaboratively develop and inform preparation of a conceptual place-based plan for the East of Aberline PSP
- Outline the next steps for the East of Aberline PSP.

The Co-Design Summary Report provides a summary of the potential opportunities and outcomes participants raised at the co-design workshop and is available on the East of Abeline webpage.

4.4 Plan preparation and agency validation

Following the co-design workshop, the VPA prepared a working draft of the Place-based Plan, PSP, and planning ordinances for consultation with key agencies and stakeholders.

The VPA commenced the agency validation process in September 2024 through to 2025. During this phase, the VPA held regular discussions with Council, key agencies and stakeholders.

4.5 Background reports and technical studies

The background reports and technical studies listed below provide specific detail on the key elements outlined in this background report and identifies key site and context issues that the precinct design must response to. A summary of the reports is at Appendix 1 and the completed reports will be available on the [East of Aberline PSP - VPA website](#).

Preparation of a PSP is an iterative process. At times, the net developable area and population or job projections used in the technical reports may differ slightly from one another and from the exhibited PSP. This reflects the fact that some reports identify areas as unsuitable or suitable for development, which then informs subsequent work. As a result, the place-based plan including assumed net developable area and population projections are refined over time

These differences are generally minor and do not underestimate the needs of the future community or infrastructure provision. The table below outlines the key assumptions used in the technical reports:

Table 2 Summary of technical reports

Technical report	NDA	Dwelling projection	Population projection
Aboriginal cultural and post contact heritage impact assessment	N/A	N/A	N/A
Adverse amenity impact assessment	N/A	N/A	N/A
Affordable housing needs assessment report	N/A	4,700	13,200
Arboriculture assessment	N/A	N/A	N/A
Biodiversity assessment	N/A	N/A	N/A
Bushfire assessment/ management plan	N/A	5,500	15,000
Community infrastructure and open space demand assessment	Approx.. 270	4,250	11,900
Community infrastructure designs and costings	N/A	N/A	N/A
Drainage existing situational analysis report	N/A	N/A	N/A
Drainage proof of concept report and design and costings	N/A	N/A	N/A
Economic and retail assessment	N/A	4,100	11,500
Landscape and visual assessment	N/A	N/A	N/A
Land capability assessment (LCA)	N/A	N/A	N/A
Preliminary Risk Screen Assessment Report			
ESD	N/A	N/A	N/A
Utility Servicing assessment	N/A	5,400	15,000
Land valuations	N/A	N/A	N/A

Traffic and transport modelling assessment	N/A	N/A	N/A
Transport Design and Costings	N/A	N/A	N/A
Targeted Surveys	N/A	N/A	N/A
Growling Grass Frog Conservation Management Strategy	N/A	N/A	N/A

Public Consultation

5 PSP OUTCOMES AND VPA POSITION

This section describes how the VPA has provided a place-based response to the features and performance targets within the East of Aberline PSP and therefore follows the PSP and PSP Guidelines structure. Some of the PSP Guideline targets have been re-ordered within the PSP for simplicity.

5.1 Target summary and adaptation

The PSP Guidelines identifies 20 performance targets to deliver improved outcomes and achieve the hallmarks. The Guidelines acknowledge the diversity of new communities, particularly in regional Victoria and state:

While the Guidelines maintains a focus on preparing PSPs in Melbourne's new communities, PSPs will also be prepared across regional Victoria's growing cities and towns. While a more nuanced approach to the application of the Guidelines in these areas is required, the same principles, features and targets should be considered in the regional context, particularly where larger growth areas are proposed.

The Regional PSP Guidelines provide guidance to the planning authority when applying the PSP Guidelines by allowing for adaptations to performance targets in a way that supports the existing character and values of Warrnambool, while meeting the needs of its future communities. Regional adaptation means that not all PSPs will achieve 100% of the performance targets and therefore justification is required for adapting a target. It should be noted that many of these targets are already mandated through the Victorian Planning Provisions, meaning they are already requirements of the planning permit process.

The Guidelines have set out which targets must be met and those which can be varied depending on the status of the target in the context of the East of Aberline precinct. There are several targets that are proposed to be varied for the precinct. Reasons for why these have been varied are noted in relevant sections of the report.

5.2 Viable densities

PSP Performance Targets

#Target	Target	Target Achieved?
T1	<p>The PSP should facilitate increased densities with an average of 30 dwellings or more per Net Developable Hectare (NDHA) within:</p> <ul style="list-style-type: none">• 400m walkable catchment of an activity centre or train station• 50m of open space, (both credited and encumbered open space), boulevards and major public transport routes, including but not limited to the Principal Public Transport Network (PPTN) or similar.	Regional Specific Adaptation

T2	The PSP should facilitate increased densities with an average of 20 dwellings or more per NDHA across the entire PSP area.	Regional Specific Adaptation
T3	The PSP should facilitate increased housing diversity, with at least three distinct housing typologies to be included in higher density areas (defined by T1).	Target achieved
T4	Set a minimum target for provision of affordable housing in accordance with affordable housing policy, evidence, and guidance.	Target achieved

5.2.1 Housing density

Planning assessment

The Regional PSP Guidelines provide guidance on what matters to consider when varying Standards T1 and T2:

1. Considering the policy and growth

The Great South Coast Regional Growth Plan supports directing population growth into designated growth areas including Warrnambool as a Regional City, and investigate opportunities for future urban consolidation.

Further, the Warrnambool Housing Strategy provides below:

Greenfield sites allow for a range of housing types to be developed to cater for the needs of all market segments. These areas are likely to predominately accommodate households consisting of couples with children (young families). The proposed Infill / Housing Diversity Strategy should also identify locations within greenfield growth areas suitable for higher density residential development (i.e. smaller lot sizes and housing close to future community infrastructure/facilities and transport corridors will be particularly appropriate for the ageing and student population). It is recommended that future growth area planning requires 15+ dwellings per hectare within close proximity to future transport corridors, activity centres and open space.

2. Identifying the growth pattern and development setting of the site

The development density in the surrounding area is typical of a regional township, with typical residential to the south and west, and rural and to the north and east. The density varies between 4 and 20 dwellings per hectare.

A mix of conventional and medium-density housing products are identified in Aberline Road and Gateway Road to the southwest of the precinct. This suggests that the housing market is exploring higher density in new subdivisions while there are predominantly conventional lots of 500 sqm or more.

3. Mixed Densities, affordable and social housing

The VPA has undertaken a Social and Affordable Housing Background Report, utilising census data and modelling undertaken by SGS Economics and Planning. Demand estimates are based on the Homes Victoria Portfolio Optimisation Model (Version 1.1 – March 2024).

The demand estimates 76 affordable housing dwellings and 456 social housing dwellings required to service the precinct, approximately 12% of the estimated dwelling number of 4,500. The analysis also suggested high portion of 1-bedroom dwellings i.e. 74% of affordable housing provision and 62% of social housing provision. This Higher density housing could be realistic in the social and affordable housing developments.

4. Low density areas

Tozer Reserve is classified as Woodland bushfire hazard area. The Design Guidelines: Settlement Planning at the Bushfire Interface (DELWP, 2020a) consider lot sizes between 800 sqm and 1,200 sqm provide a balance between the risk of larger lots retaining more vegetation within a residential area, and smaller lots providing an increased risk of house-to-house ignitions or increased house losses from ember attack due to the higher housing density. New development densities abutting Tozer Reserve should be limited to not more than 12 dwellings per ha with no lot size of less than 800 sqm to meet the guideline.

Urban-rural interface on the eastern boundary of the precinct is also considered suitable for lower-density due to the bushfire hazard area of the rural lands beyond the precinct and retaining a smooth transition from the higher-density development around the designated Neighbourhood Activity Centre to the rural character.

5. Amenities and services

The designated Neighbourhood Activity Centre's catchment of 400m is roughly a 5-minute walking distance. The purpose of this catchment is to:

- Encourage diversity via a mix of lots and typologies from conventional to higher density (e.g. not all lots must be high density within this area).
- Ensure accessibility by allowing more residents to be closer to everyday services and amenities.
- Encourage walking and cycling to everyday services and amenities.
- This 400m catchment is supported by PSP targets and Urban Design Guidelines for Victoria (Victorian State Government 2016).

6. Market Viability

The viability of densities has been raised as an issue through the engagement sessions by developers within the precinct. The market's ability to absorb higher-density housing products in growth areas remains limited, despite planning objectives that encourage compact urban form. In practice, the delivery and uptake of medium density housing i.e. less than 500 sqm per lot in Warrnambool's growth areas face several constraints that make immediate implementation challenging.

From the developers' perspective, consumer preferences continue to lean heavily towards detached dwellings on traditional or moderately sized lots. For many homebuyers, particularly families, these offer greater perceived value and lifestyle benefits compared to townhouses or multi-storey units. In greenfield locations where land is still relatively affordable and abundant, there is often little incentive for purchasers to opt for higher-density alternatives that provide less space for a similar price. This trend is especially evident in outer suburban areas where detached housing remains the dominant and expected product type.

Compounding this issue is the lack of supporting infrastructure and amenity in the regional context. Higher-density living is more attractive when paired with walkable access to shops, schools, public transport, and community facilities. However, such infrastructure typically lags behind residential development in Warrnambool's rural city context, further undermining the appeal and feasibility of compact housing formats. Without these elements in place, it is difficult to position medium-density products as a viable and desirable alternative to conventional lots.

From a delivery perspective, the developers are understandably cautious. The financial risks associated with medium density products are greater due to higher construction costs, longer marketing lead times, and slower sales velocities. As a result, many developers prefer to stage precincts by initially releasing traditional lots to build up a sales base and absorb holding costs. The introduction of higher density formats is often deferred until a level of maturity is reached typically once a community has formed, and local services have been established. Even then, the volume of such housing that the market can absorb each year remains limited.

Given these factors, it may be unrealistic to expect widespread uptake of higher density housing in the early stages of a precinct's development. A more appropriate approach is to plan for these products to emerge over a longer timeframe, potentially 10 to 20 years after initial development commences and community infrastructure are established. This extended timeline allows for the necessary infrastructure, services, and market maturity to evolve, creating the conditions under which higher-density housing can succeed both economically and socially.

7. Adapting the target

The adapted target of 15 dwellings per hectare in balance areas and 18 and 20 dwellings per hectare in amenity/housing choice areas is consistent with the planning policy Clause 11.03-2S, which encourages an average overall residential density in the growth areas of a minimum of 15 dwellings per net developable hectare. Although not specifically relevant to East of Aberline, it provides an important reference point.

VPA position

The PSP facilitates the following outcomes:

Housing Choice Area 1

- Applied to land within 400 metres of, and including, the designated Neighbourhood Activity Centre.
- Density: Minimum average of 20 dwellings per net developable hectare (dw/NDHA).
- Character: Development should align with the established pattern in Aberline and along Gateway Road, providing a mix of medium density lots (to support walkability and access to the centre) and larger lots that maintain housing diversity.

Housing Choice Area 2

- Applied to land within 400 metres of the proposed Government Primary School and sports reserve.
- Density: Minimum average of 18 dwellings per net developable hectare (dw/NDHA).

- Character: Continue the established pattern of mixed lot sizes, while responding to the accessibility of school and kindergarten services. Larger family-oriented lots are encouraged to support households with children and provide a strong community setting adjacent to education and open space facilities.

Low Density and Transitional Areas

- Applied at the interface with Tozer Reserve and the Farming Zone land to the east of the PSP.
- Density: Maximum average of 12 dwellings per net developable hectare (dw/NDHA), with no lot size less than 800 sqm.
- Character: Development must reflect the bushfire settlement planning guidelines and provide a sensitive transition between the urban edge and the adjoining rural context, ensuring appropriate setbacks, landscaping, and building design.

Balance Areas

- Applied to all remaining residential land.
- Density: Minimum average of 15 dwellings per net developable hectare (dw/NDHA).
- Character: Conventional residential lots that provide flexibility for a range of dwelling types, complementing the more targeted housing choice and transition areas.

5.2.2 Housing diversity

Planning assessment

Throughout the engagement process, the preferred housing typology of detached dwellings on traditional lots, remains the predominant choice in the PSP.

However, there is a growing recognition for greater housing diversity to accommodate changing demographics, including smaller households and an aging population. The Warrnambool City-Wide Housing Strategy emphasises the importance of introducing a mix of housing types, such as townhouses and apartments, particularly near activity centres and public transport corridors, to meet these evolving needs.

The demand for affordable and diverse housing options is further underscored by initiatives like the Key Worker and Affordable Housing Project, which aims to provide a mix of one-, two-, and three-bedroom homes for essential workers and low-income residents. Additionally, the city's population is projected to reach approximately 41,000 by 2045, necessitating the construction of around 245 dwellings annually to meet housing demand. To address these challenges, future planning in Warrnambool's growth areas should focus on integrating a variety of housing typologies, ensuring that developments are adaptable to market conditions and demographic shifts over time.

The PSP includes three types of residential catchments. The preferred residential type differs within the three catchments to facilitate diverse housing options and create unique character within the precinct itself.

- Key worker, social and affordable housing and higher-density living are supported in the housing choice areas within 400 metres of the designated Neighbourhood Activity Centre and 50 metres of areas with public open space; and

- Conventional detached houses are preferred in the balance area, which includes the remaining residential areas outside the other two catchments.
- Retirement villages, residential aged care facilities, disability, and special needs housing could be included within East of Aberline and supported in the housing choice area.

The proposed allocation of 80.4 hectares (approximately 29% of the precinct's 268ha net developable area) as Housing Choice Areas is considered appropriate and sufficient to achieve the precinct's housing diversity and affordable housing objectives.

The Housing Choice Area provides ample capacity to deliver the precinct-wide affordable housing requirement of 11.3% of total dwellings. The scale and distribution of the area enables a range of affordable housing typologies, including 1-, 2-, 3- and 4-bedroom dwellings, that can be delivered flexibly in response to future partnership opportunities with registered housing agencies or government providers.

The Housing Choice Area facilitates the delivery of a variety of dwelling types –such as townhouses, apartments, and smaller detached homes –supporting different household types and life stages. This helps achieve a precinct-wide balance between traditional family housing and more compact, lower-maintenance formats suitable for singles, couples, older residents and key workers.

The allocation mainly targets activity centres, public transport, and community infrastructure, making it ideal for medium-density development. This promotes walkable neighbourhoods and better access to services, reducing car reliance and improving liveability.

The scale of the Housing Choice Area enables a staged and market responsive rollout of medium-density products over the life of the precinct. It avoids oversupplying higher-density land in early stages, which can lead to underutilisation, fragmented development, and misalignment with infrastructure delivery.

Focusing medium-density development within a defined area ensures better alignment with the staged development of transport, drainage, and community infrastructure, as funded through the Development Contributions Plan (DCP). It also supports more predictable revenue timing and infrastructure demand forecasting.

Example Density Modelling

A modelled residential development scenario on Parcel 21, fully contained within Housing Choice Area 1 (20 dwellings per NDHa), demonstrates the capacity of a balanced staging strategy to achieve both housing diversity and affordable housing delivery outcomes in line with PSP expectations and requirement R2.

Table 3 Example density model table

Category	Value / Description
Total Site Area	19.89 ha
Public Open Space Contribution	5% of total site area = 1.00 ha
Service Land (non-developable)	Drainage reserve excluded from NDA
Net Developable Area (NDA)	12.82 ha
Target Dwelling Density	20 dwellings / NDHa
Total Dwellings Yield	256 dwellings
Affordable and Social Housing Requirement	12% (31 dwellings)
Affordable Housing Typology	All provided as walk-up apartments (2–3 storey, no lifts)
Affordable Housing Density	60 dwellings / NDHa on 0.52 NDHa

Estimated Area for Roads etc.	~1.05 ha reserved (8% of NDHa)
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Table 4 Key Outcomes from example density model

Dwelling Type	No. of Dwellings	Density / Lot Size	Area (ha)
Affordable – walk-up flats	31	60 dw/ha	0.52 ha
Conventional large lot living	225	500 sqm / lot	11.25 ha
Remaining area (roads etc.)	—	—	1.05 ha
Total	256	—	12.82 ha

This modelled example confirms that a modest and well positioned allocation of housing choice area for higher-density development within a broader low-density subdivision is sufficient to deliver the required 12% affordable housing contribution and support diverse housing. Scaling this logic confirms the adequacy of the allocated housing choice areas within the precinct.

VPA position

The PSP includes Table 1 Housing Density and Diversity which specifies the target typologies encouraged within the development areas. The PSP will facilitate the delivery of at least three different housing typologies within the residential development areas of the precinct.

Requirements and guidelines included in the PSP help implement the objectives of housing diversity. The objectives will also be achieved through subdivision planning with varied lot size, use of the Small Lot Housing Code which is also to be incorporated into the Scheme, and subsequent permits which may be issued over time.

The Housing Choice Areas allocation of over 80 NDHa is sufficient to meet strategic housing objectives, including affordable housing and housing diversity. It provides the flexibility to support delivery over time, aligns with infrastructure planning, and avoids the risks associated with over-allocation or premature release of higher-density land.

5.2.3 Affordable and social housing

Planning assessment

The VPA undertook an Affordable Housing Needs Assessment to evaluate the likely demand for social and affordable housing within the East of Aberline Precinct. This work was completed by the VPA and informed the policy response in the PSP. Affordable housing is defined in accordance with Section 3AA of the Planning and Environment Act 1987, as housing that is appropriate for very low- to low- income households, based on household income levels and housing costs.

The Affordable Housing Needs Assessment utilised the Affordable Housing Needs Assessment Model (the model), prepared by SGS Economics and Planning (SGS) for the VPA. The model brings together a range of inputs relating to future statewide demand for affordable housing and makes recommendations as to how this demand could be distributed at a more localised level. The

model takes as its starting point the statewide projected demand for affordable housing from *Victoria in Future*¹ (VIF).

The demand assessment model suggests a 1.6% affordable housing target and a 9.7% social housing target across the precinct with a high proportion of 1-bedroom dwellings.

VPA position

The PSP acknowledges the findings of the Affordable and Social Housing Demand Assessment, which identifies a combined demand for 11.3% of total dwellings as affordable (1.6%) and social (9.7%) housing, with a significant emphasis on 1-bedroom dwellings.

The housing strategy developed through precinct planning responds to this by:

- Objectives, requirements and guidelines in the PSP section 3.1 Viable densities seek to facilitate the delivery of affordable housing in short-term developments or on large subdivision sites, ensuring a coordinated approach to provision.
- Table 3 of the PSP provides a clear policy guidance, setting a 1.6% affordable housing target and a 9.7% social housing target across the precinct. These targets reflect the findings of the Affordable and Social Housing Demand Assessment and aim to support housing diversity, inclusiveness, and access to secure housing options within the growing community.
- Allocating 80.4 hectares of land as a designated Housing Choice Areas to accommodate diverse housing types, including smaller dwellings suited to affordable and social housing.
- Supporting delivery of 11.3% affordable housing precinct-wide, consistent with the VPA example modelling, through targeted medium-density formats such as units, duplexes, and townhouses.
- Prioritising the location of housing choice areas near services, public transport and community infrastructure to support suitability and cost efficiency for lower-income households.
- Delivering a 1-bedroom dwelling mix of up to 74% within the affordable housing component in line with assessed demand, while maintaining a balanced supply of 2-, 3-, and 4-bedroom options.

The PSP approach offers sufficient flexibility to accommodate potential partnerships with registered housing agencies and reflects staged delivery aligned with land values and infrastructure provision.

¹ Victoria in Future or VIF is the State Governments estimate on the future size, distribution and composition of the population.

5.3 Safe, accessible, and well-connected

PSP Performance Targets

#Target	Target	Target Achieved?
T5	The arterial road network should provide a 1.6 km road grid with safe and efficient connections, adjusted where necessary to reflect local context.	Regional Specific Adaptation
T6	Off-road bicycle paths should be provided on all connector streets and arterial roads, connecting where possible with the Principal Bicycle Network and Strategic Cycling Corridors.	Target achieved
T7	All streets should have footpaths on both sides of the reservation.	Target achieved
T8	Pedestrian and cyclist crossings should be provided every 400-800m, where appropriate, along arterial roads, rail lines, waterways, and any other accessibility barriers.	Regional Specific Adaptation
T9	95% of dwellings should be located within either of the following walking distances: <ul style="list-style-type: none"> • 800m to a train station • 600m to a tram stop or • 400m to a future bus route or bus capable road 	Target achieved

5.3.1 Precinct transport strategy

Planning assessment

The VPA commissioned O'Brien Traffic to prepare an Integrated Transport Assessment Report (ITA) to inform the transport infrastructure needed for the PSP and DCP. The East of Aberline transport network has been developed with consideration for:

- The precinct location in relation to the existing local and State road network
- The need for minimising the creation of new precinct transport assets
- Prioritising pedestrian network across the precinct with integrated open space network
- Natural and constructed barriers to the east and west of Tozer Reserve, DEECA Crown land in Boiling Down Road and north and south of Russells Creek
- Wangoom Road as the sub-arterial road forming the precinct's northern boundary and connects to Warrnambool's freight and movement network.
- Refined locations of the Neighbourhood Activity Centre and the community and education infrastructure that lie within Horne Road and Boiling Down Road

- Potential connection from Boiling Down Road to the Eastern Activity Centre (EAC) within 300m from the precinct southern boundary
- Horne Road, forming the eastern skeleton of the precinct, is identified in the ITA as a potential future sub-arterial, with allowance for a 34 m ultimate road reserve to support duplication.
- Wangoom Road, Horne Road, and Aberline Road are identified SCC routes and will include shared paths and on-road cycling infrastructure.
- The internal road network will connect to these key corridors and create new principal cycling network within the precinct, enabling cycling access across and beyond the precinct.

The ITA has made the recommendations in response to the PSP performance targets:

Arterial Road Network

The East of Aberline PSP's proposed arterial road network does not adhere to the 1.6km grid target. This target is a guiding principle and not a strict requirement. Upgrading Horne Road and Wangoom Road to arterial roads would result in an arterial road network grid of approximately 3.2km with Mortlake Highway to the west and the Princes Highway to the south.

The guidelines allow for adaptation in a regional context. It is noted that land characteristics of this PSP's land poses environmental, topographical and land ownership constraints. The provision of road reserves within the PSP is limited due the presence of Russells Creek, Tozer Reserve, and Crown land where roads may not be able to traverse.

- While a 1.6km arterial grid is not provided, the PSP's design allows for effective connections and access, demonstrating a practical application of the performance target in the context of the site.

The existing and proposed road network, including limited direct property access to the PSP from Wangoom Road, Horne Road and Boiling Down Road, aims to provide safe and efficient movement within and in the vicinity of the precinct. With the traffic model indicating that traffic volumes can be balanced across the precinct via the following key roads:

- Aberline Road, as a 21m wide Connector Road, will operate within its amenity capacity north of Whites Road, while its amenity capacity will be exceeded between Whites Road and Boiling Down Road by 1,500 to 2,000 vehicles per day; Aberline Road will meet its notional traffic capacity throughout.
- Boiling Down Road, as a Connector Street Boulevard, will generally operate within its amenity capacity. A section of Boiling Down Road adjacent to the community and sports precinct may exceed its amenity capacity by 1,500 to 2,000 vehicles per day. It is recommended that access to/from the community and sports precinct be provided via the N-S Connector Street. Boiling Down Road will meet its notional traffic capacity throughout.
- Wangoom Road and Horne Road could cater for the traffic exceeding the amenity thresholds, along both Boiling Down Road and Aberline Road, respectively (subject to additional modelling).

It is important to note that an amenity-based threshold is intended to help guide road classifications and manage outcomes such as residential character and local safety. In practice, road authorities also consider factors such as road safety, overall network function, adjacent land uses, and parking activity when determining whether upgrades are necessary.

Off-Road Bike Path

The East of Aberline PSP aims to provide off-road bicycle facilities along all connector and arterial roads. These facilities will be provided along:

- The east side of Aberline Road;
- The south side of Wangoom Road;
- Both sides of Horne Road between Rodgers Road and Wangoom Road; and
- The west side of Horne Road between Rodgers Road and Dales Road.
- Off-street bicycle facilities are proposed to be recommended along:
 - The north side of Boiling Down Road;
 - The east side of Gateway Road;
 - The north side of Rodgers Road.

Footpath

- As per VPA's standard connector cross-section, off-road bicycle facilities are proposed to be provided on one side of the N-S Connector Street.
- During the subdivision and permit stage, the following should also be considered to ensure that the PSP meets the target:
 - Safe Intersections, including considerations for signalised and priority crossings, and layouts that minimise conflict between cyclists and motorists;
 - Appropriate traffic calming treatments along local streets to ensure that a safe a well-connected bicycle network is provided throughout the precinct;
 - Wayfinding and Signage ensuring that cyclists can easily navigate the network; and
 - Adequate connections to the Principal Bicycle Network and Strategic Cycling Corridors (SCC) within greater Warrnambool.

Pedestrian and cyclist crossing

- Consistent with the VPA's standard cross-sections, footpaths will need to be provided on both sides of connector streets and secondary arterial roads (except for Wangoom Road, where a shared-use path is recommended on the south side only) within and surrounding the PSP area. The northern side of Wangoom Road is likely to remain undeveloped, not warranting the provision of a footpath at this location, this land is not within the PSP's boundary. It is anticipated that all local access streets will also include footpaths on both sides of the road.
- Cyclist crossings across Russells Creek are proposed to be provided at various locations, including the N-S Connector Street and a bicycle/pedestrian bridge. It is proposed that a signalised crossing will be provided across Horne Road at the NAC/Zone B2 access road, Rodgers Road and Boiling Down Road. The provision of underpasses along Russells Creek below Horne Road can be considered. The provision of an additional crossing across Horne Road can be investigated to fully comply with the target of providing crossings every 400-800m. These can be provided as mid-block shared use path signals or median refuges. These crossing should be strategically placed, having consideration for the local and connector level road network and adjacent land uses, such as open spaces and key destinations. Given that no land uses, footpath or shared use paths are proposed on the northern side of Wangoom Road, crossing across Wangoom Road are not warranted.

- The PSP's design should allow for cyclist crossing along all accessibility barriers, subject to the provision of additional crossings across Horne Road with exact locations to be determined in the subdivision and detailed stages.

Access to Public Transport

- All roads bordering the PSP can accommodate bus routes e.g. Wangoom Road, Horne Road, Gateway Road, Boiling Down Road, and Aberline Road. All connector roads within the PSP will be designed according to the VPA's standard cross-section, which is capable of carrying bus movements.
- Subject to the exact location of bus routes and bus stops, it is anticipated that this target will be met. Notwithstanding this, the VPA's Precinct Structure Planning Guidelines: New Communities in Victoria (October 2021) allows for adaption of this target to be made at regional settings. The adaptations should support safe, accessible and well-connected communities to allow pedestrians and cyclists to utilise active transport.

VPA position

The East of Aberline PSP will provide a permeable road network for both cars and active transport users access throughout the precinct. There will be a safe network for alternative modes of transport to promote cycling and walking, instilling both cycling and shared paths through connector roads and linear open space. Truck access to the local activity centre will be facilitated through the existing road network.

A variation is sought to T5 due to the absence of arterial road network within the precinct. However, the sub-arterial road network of Wangoom Road and potential Horne Road will continue to support the precinct growth.

A variation from T8 is required as Tozers Reserve acts as a physical barrier limiting active transport linkages from east to west. The reserve is noted for containing ecologically significant vegetation and EMAC have raised concerns that pedestrian access through the reserve should not be supported in order to protect areas of Aboriginal cultural heritage. As such, active transport linkages are proposed around the reserve, separated by approximately 1km. This is a variation of approximately 200m from the recommended target.

The PSP designates a new north south connector road on the western side of Tozer Reserve to connect the northwest portion of the precinct to the Russells Creek Civic Precinct to the south of the creek. The DCP-funded new connector bridge will function the 800m interval crossing between Aberline Road and Horne Road.

Any additional provisions of 400m interval crossings for pedestrians will be governed by the PSP requirement R7 below and delivered by new developments:

New developments fronting Russells Creek must provide pedestrian and cyclist crossings for walking and cycling to key destinations of Russells Creek Civic Precinct and activity centres, generally in accordance with Plan 4 Movement and Network. These crossings must be provided every 400 metres where appropriate, along roads, waterways, and any other accessibility barriers, except in the instance of Tozer Reserve.

Wangoom Road

To protect the function and safety of Wangoom Road, it is recommended that no direct property access be permitted from the EoA PSP frontage. Instead, all vehicle access should be provided via

a limited number of local road intersections, designed and delivered by developers to the satisfaction of the relevant road authority.

Horne Road

Consistent with the approach applied to Wangoom Road, all vehicle access from the EoA PSP frontage should occur via a limited number of local road intersections, designed and delivered by developers to the satisfaction of the relevant road authority.

Abeline Road

For the section of Aberline Road between Whites Road and Boiling Down Road, where traffic volumes are projected to exceed the amenity-based threshold, measures have been included to protect local amenity and enhance road safety outcomes:

- Prohibit direct vehicle access to abutting properties on the eastern side of Aberline Road, noting that only four existing properties on the western side currently rely on direct access; and
- Require that future subdivision layouts adjacent to this section of Aberline Road provide access via internal loop roads or service roads, to the satisfaction of the relevant road authority.

Subject to these measures being implemented, the effect of traffic volumes exceeding the amenity-based target will be minimised, and the proposed hierarchy will perform satisfactorily within its intended function.

Boiling Down Road

To manage amenity impacts and protect safety outcomes, the following measures are recommended in this section of Boiling Down Road while maintaining its proposed hierarchy of Connector Street:

- Prohibit direct property access, specifically between Gateway Road and N-S Connector and Abeline Road and the NS connector.
- Limit local access street intersections to the satisfaction of the responsible road authority, considering: Two Level 2 Access Street connections identified in the draft Movement Network Plan would provide sufficient local access to Zone D1.
- Adequate local access would be provided to Zone G via Gateway Road and Level 2 Access Street along its eastern boundary.
- Require future residential subdivision layouts to provide access via internal loop roads, to the satisfaction of the relevant road authority.
- Consider the provision of a northern service road abutting the school and community precinct

Subject to these measures being implemented, the impacts of traffic volumes exceeding the amenity-based threshold will be effectively managed, and Boiling Down Road will continue to perform satisfactorily within its intended Connector Street function.

Between the N-S Connector and Horne Road

The following measures are recommended in this section of Boiling Down Road while maintaining its proposed hierarchy of Boulevard Connector Street to manage amenity impacts and protect safety outcomes:

- Prohibit direct property access
- Require future residential subdivision layouts to provide access via internal loop, service road or access street intersections to the satisfaction of the relevant road authority.
- Permit the provision of access street intersections with right-turn lanes on Boiling Down Road to the satisfaction of the road authority

Subject to these measures being implemented, the impacts of traffic volumes exceeding the amenity-based threshold will be effectively managed, and Boiling Down Road will continue to perform satisfactorily within its intended Boulevard Connector Street function.

5.3.2 DCP-funded Transport Project

Planning assessment

The *Integrated Transport Assessment Report* has recommended the following items as required to form the skeleton of the precinct road network:

- Intersections in Boiling Down Road with Horne Road, new south north connector road, Gateway Road and Aberline Road
- A new bridge crossing of Russells Creek via the north–south connector, addressing a key natural barrier.

VPA position

The intersections on Boiling Down Road and the bridge crossing of Russells Creek are considered critical pieces of infrastructure that form the backbone of the precinct’s transport network. Their inclusion in the DCP is justified for the following reasons:

- Enable early-stage development: These intersections and the bridge are necessary to unlock initial subdivision stages on both sides of the precinct by providing all-weather access across Russells Creek and facilitating movement along Boiling Down Road.
- Connect northern and southern parts of the precinct: The north south connector bridge and the intersection at Boiling Down Road are the only feasible means of linking precinct land north and south of Russells Creek, ensuring coordinated development across the entire precinct.
- Provide access to key external destinations: They create essential links to the Gateway Road Activity Centre, Horne Road Industrial Precinct, and existing residential areas, integrating the PSP into the broader Warrnambool urban structure.
- Support the precinct-wide and long-term function as a key east-west spine: Boiling Down Road is a key connector route through the precinct, and the delivery of its intersections is vital to distribute traffic, support multiple and safe access points, and relieve pressure on other boundary roads
- Ensure access to the Russells Creek Civic Precinct: The bridge over Russells Creek directly enables access to the future civic and community precinct, including the government school and sports reserve, which are major trip generators within the PSP.
- Service long-term traffic flows: These items form part of the ultimate road network and will accommodate both internal traffic and broader movement patterns, supporting the ultimate build out of the PSP.

Given their strategic role in unlocking and sustaining development across the entire PSP area, these shared infrastructures have been included into the DCP, rather than developer specific access works.

The bridge crossing is designed in accordance with the Infrastructure Design Manual that bridges over waterways must be designed to remain trafficable during the 1% AEP flood extent, unless exceptional circumstances are justified.

5.3.3 Developer delivered road network

Planning assessment

The *Integrated Transport Assessment Report* has recommended the following items as required alongside the precinct developments:

- Upgrade of Boiling Down Road to a connector boulevard
- Intersection associated with the NAC traffic
- Intersection at Horne Road/Rodgers Road

VPA position

Boiling Down Road

Boiling Down Road is identified in the *Integrated Transport Assessment Report* as requiring an upgrade to a Connector Street Boulevard at build out of the precinct, with an ultimate cross-section that supports active transport infrastructure and safe access to key development parcels and community infrastructure, including school and the civic precinct.

However, the upgrade of Boiling Down Road section between IN-02 and Horne Road is not included as a shared item within the DCP. This is based on the following rationale:

- Localised impact and access benefit: the primary function of this section Boiling Down Road is to provide direct access to adjacent developable parcels. Higher traffic volume at build out stage does not warrant the need for the upgrade if there is no access and turning traffic requirements of large-scale developments. As such, trigger for the road upgrade arise directly from the developments of the key development parcels on Parcel 26 and 27 abutting the road, rather than long-term or broader network impacts. The benefits of the road upgrade are primarily realised by those specific parcels.
- If the road is not upgraded, the affected parcels would be required to provide separate east-west road connections through their development sites, incorporating additional intersections, which would impose an equivalent or potentially greater financial burden on the developers.
- Staged delivery through subdivision: The upgrade of Boiling Down Road supports the progressive construction or alternative design and access arrangement by developers as land is subdivided. This aligns with standard practice for delivering local access street or existing road upgrade where the road abuts developable frontages. Developers are expected to deliver the relevant partial or full section at the time of subdivision, including indented parking, shared paths, and landscaping, in accordance with the PSP cross-section and council standards. The PSP requirement R7 and Table 4 provides for the local road upgrade implementation that has been recently supported by Shepparton South East PSP Standing Advisory Committee.

- Avoidance of double recovery: including the upgrade of Boiling Down Road in the DCP would risk duplicating costs, as it would require all developers in the PSP to contribute to an asset that is also being delivered directly by *those with frontage to the road*. *Excluding the item from the DCP ensures equity and avoids over-collection.*

The PSP's requirements and guidelines in Section 3.2 Safe, accessible and well connected and Table 4 identify the expected role and cross-section of Boiling Down Road. This provides certainty and clarity to developers regarding their responsibilities at the time of subdivision.

Neighbourhood Activity Centre

The intersection associated with the Neighbourhood Activity Centre (NAC) is required solely to facilitate safe and efficient access to the NAC and adjoining residential land, primarily for turning traffic. It is directly triggered by the subdivision of the relevant parcels. As such, it primarily benefits the developers of the NAC and adjoining land and is not required to accommodate broader precinct traffic.

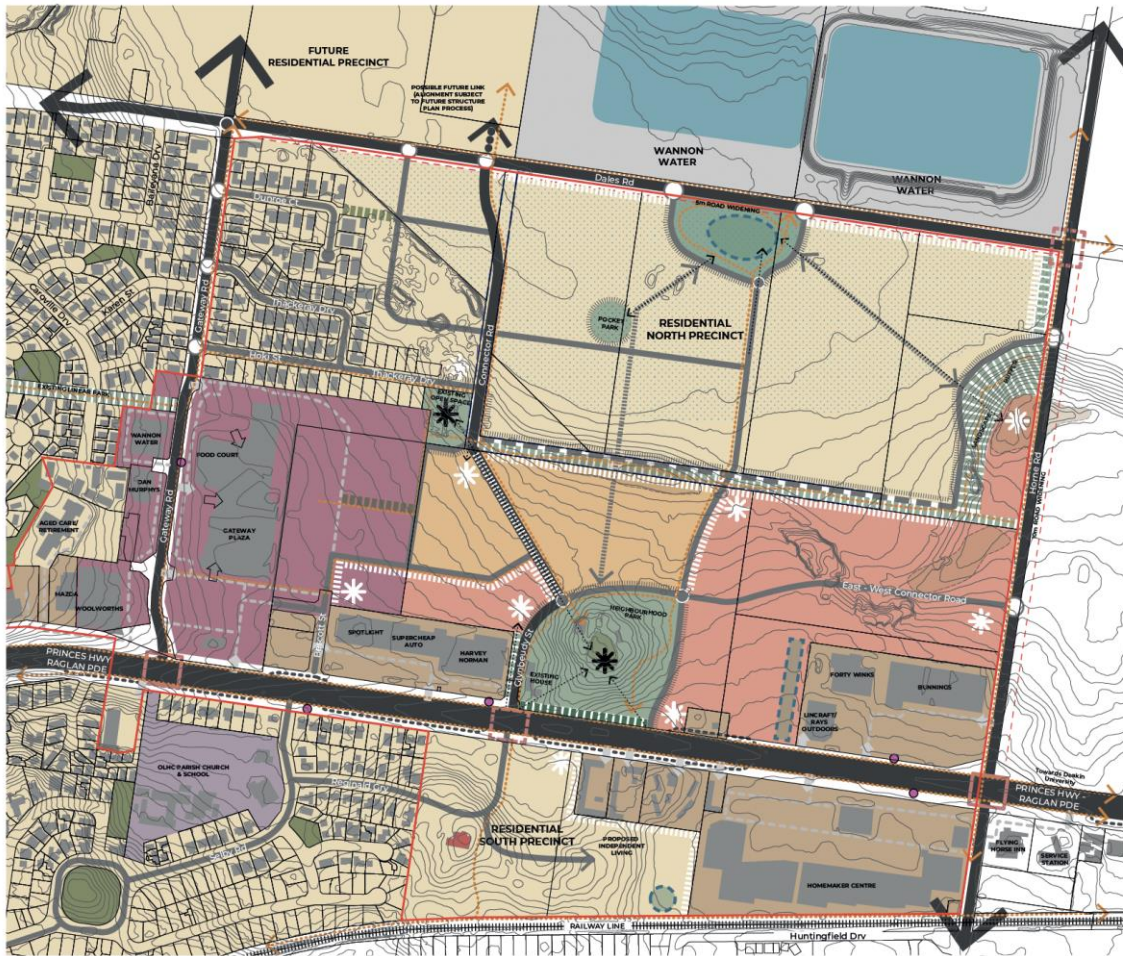
The final intersection treatment will depend on the medium- and long-term staging of precinct development and the background traffic volumes on Horne Road. These requirements should be determined when the NAC is proposed, noting that a range of road arrangement options remain possible along Horne Road. It is therefore not appropriate for the DCP to mandate a specific solution at this stage.

Horne Road / Rodgers Road

The existing T-intersection at Horne Road and Rodgers Road is similarly a developer-delivered item that facilitates the safe and efficient access to Horne Road, as its form and delivery are dependent on the developer's future subdivision layout on both sides of Horne Road and their design of the local access street network. The intersection access is not a necessary to the developments on the western side while the developments in Rodgers Road can assess and deliver the need for the upgrade at later stages.

Eastern Activity Centre Plan

While there is no certain timeframe for implementation of the Eastern Activity Centre Plan, the land abutting the potential connector between Boiling Down Road and Dales Road will be responsible for constructing the local access street with additional road reserve for future upgrade.



5.3.4 Principal Pedestrian Network

Planning assessment

Warrnambool City Council has prepared the Warrnambool Principal Pedestrian Network (PPN) Report, which provides the strategic framework for pedestrian movement across the municipality. This work has informed the planning of active transport links throughout the PSP, ensuring consistency with Council's broader sustainable transport objectives.

The Integrated Transport Assessment Report reinforces the role of the pedestrian and cycling network in supporting mode shift and enhancing local connectivity. Off-road cycling and pedestrian links are identified in the PSP, aligned with the open space network along Russells Creek and Tozer Reserve to provide both direct access to jobs, education, and services, as well as recreational and tourism opportunities. This network accords with Council's PPN Plan.

Relevant to the East of Aberline PSP, the PPN has identified missing strategic pedestrian and cycling links along:

- Wangoom Road
- Horne Road
- Aberline Road
- Boiling Down Road
- A potential east-west link between Whites Road and Rodgers Road

- Russells Creek section within the precinct

These routes have been reflected and prioritised within the PSP's movement network.

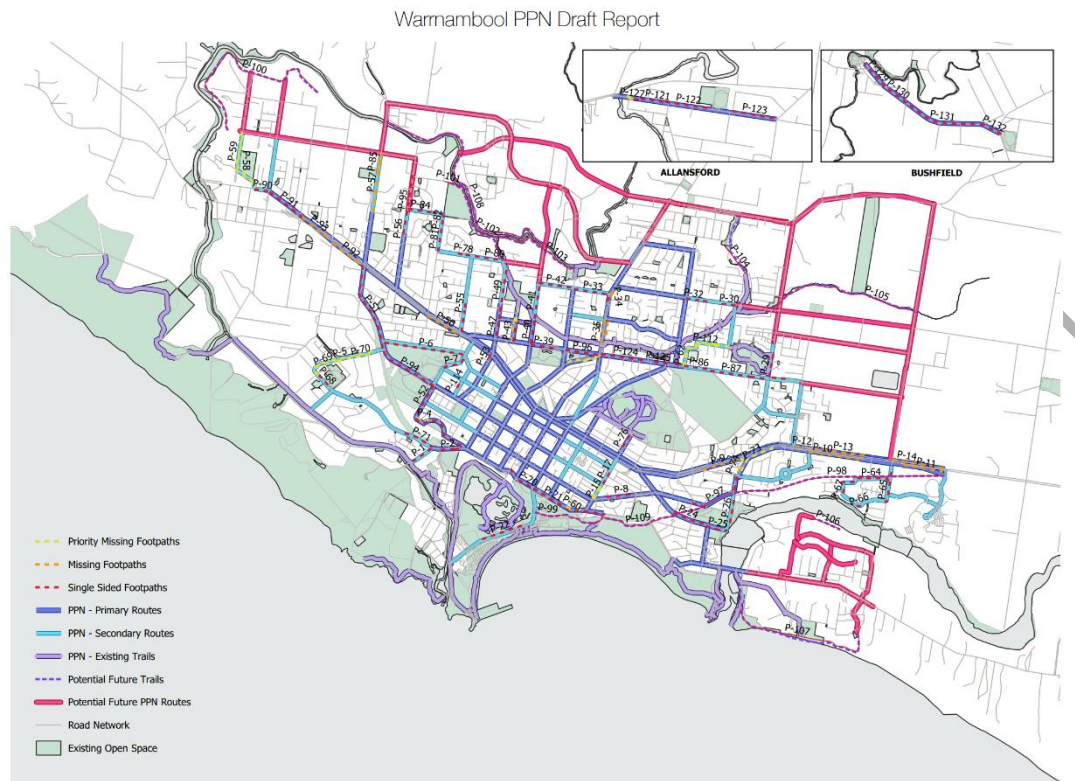


Figure 20 Missing links in the Pedestrian Network (Source: Warrnambool Principal Pedestrian Network Report, Warrnambool City Council 2022)

VPA position

The Movement and Network Plan (Plan 4) in the PSP responds to Council's PPN strategy and meets PSP Performance Targets T6, T7, and T8, relating to cycling paths, pedestrian infrastructure, and barrier crossings. Relevant cross-sections are also provided in the PSP to guide delivery of high-quality infrastructure.

To ensure pedestrian and cycling networks are well connected and purposeful, the precinct will include:

- Off-road shared paths on all connector roads, providing continuous access to schools, the neighbourhood activity centre, civic and community facilities, open spaces, and the Russells Creek corridor.
- A shared off-road path along Russells Creek and Tozer Reserve, providing recreational and commuter connections through the precinct and linking to surrounding green corridors.
- Footpaths on both sides of all local access streets where development occurs on both sides, supporting safe and convenient walking for all users.

This integrated active transport network supports the PSP's vision for a walkable, liveable, and sustainable urban community.

5.3.5 Public transport

Planning assessment

East of Aberline has limited levels of public transport servicing this area. Two bus services from the central business area pass along the southwest periphery of the precinct. No existing train stations, tram stops, or bus routes exist through the precinct.

VPA position

Almost all dwellings will be within 400m of a bus-capable road. However, there is currently no planned public transport for the precinct. The provision of future bus-capable roads will future-proof the precinct and ensure that bus services can be accommodated on the road network when provided.

The network of bus-capable Connector Streets through the PSP will provide all dwellings with access to potential future bus routes in accordance with PSP Performance Target T9.

The N-S connector road could extend north to connect with Wangoom Road, subject to the outcomes of Transport Impact Assessment findings via the permit process. The PSP currently shows a Level 2 Road in this location, which land associated with the bushfire setback requirements of Tozer Reserve enabling widening of this road into the future.

5.4 Connect people to jobs, higher order services and thriving local economies

PSP Performance Target

#Target	Target	Target Achieved?
T10	Land provided for local employment and economic activity should be capable of accommodating the minimum job density target of one job per dwelling located within the wider growth corridor.	Target achieved
T19	80-90% of dwellings should be located within 800m of an activity centre.	Regional Specific Adaptation

5.4.1 Activity centre

Planning assessment

The Warrnambool City Centre, located approximately 4 km southwest of the precinct, is the municipality's highest-order activity centre, with Clause 11.03-1L-01 of the Warrnambool Planning Scheme requiring that its primacy be retained.

The Gateway Shopping Centre, situated within the Eastern Activity Centre (EAC) approximately 300 m south of the PSP area, functions as a District Activity Centre and accommodates the only bulky goods precinct in the region. Its strategic location and retail offerings make it highly accessible to future residents in the southern and western parts of the East of Aberline precinct, particularly via Aberline Road and Gateway Road.

Acknowledging the importance of maintaining the activity centre hierarchy, the VPA commissioned Urban Enterprise to undertake a Retail and Economic Assessment to inform the appropriate scale, timing, and location of new retail provision within the PSP. Key findings included:

- The East of Aberline PSP area could support a Neighbourhood Activity Centre, consisting of a full-line supermarket, specialty retailers, retail services and hospitality options.
- At full development, it is estimated that the PSP area could viably support 7,700 sqm of retail floorspace.
- It is anticipated that the need for a NAC would be triggered somewhere between years 15 and 20 of the development period. However, the pattern of development and the 'actual' rate and scale of development and population growth should be monitored over time.
- Given that EAC is a District Activity Centre, and is located around 300m from the southernmost point, and less than 1km from the south-western boundary of the PSP area, a conservative approach to delivering a NAC in the PSP area is recommended. This would ensure that the activity centre hierarchy is not materially impacted, including the function and viability of the EAC.

- The estimated land required to accommodate a NAC in the PSP area is in the order of 2.2 ha to 3 ha. If the NAC accommodates retail floorspace only (i.e. 7,700 sqm), it is recommended that the VPA plan for 2.5 ha. If additional commercial uses such as health and medical are potentially accommodated, the VPA should plan for the upper end of the range (i.e. 3 ha).
- The optimal location for a NAC in the PSP area is north of Russell Creek. This would ensure:
 - The NAC has adequate spatial separation from the EAC;
 - The NAC is accessible to the majority of future residents in the PSP area, as well as existing residents and neighbourhoods to the west of Aberline Road; and
 - The NAC is accessible from the main arterial roads of either Aberline Road, Wangoom Road or Horne Road.

VPA position

The VPA has determined that a 3.0 hectare Neighbourhood Activity Centre (NAC) is appropriate to support the estimated 12,000 future residents of the East of Aberline PSP. The NAC is a key component of delivering a complete community, and its delivery must be integrated, accessible, and responsive to the long-term urban structure of the precinct.

Acknowledging the physical barrier of Tozer Reserve and Russells Creek and the proximity of the southern precinct to the Gateway Shopping Centre, the NAC is strategically located in the northeast quadrant of the precinct, on the western side of Horne Road, a potential future sub-arterial. This location has been selected to:

- Maximise access within a 400 m walkable catchment for residents and workers (with the variation to T19),
- Provide strong connections to the Horne Road Industrial Precinct, and
- Support both short- and long-term stages of development across the precinct.

The PSP adopts a conservative approach to the timing of NAC delivery, consistent with recommendations from Urban Enterprise and the need to maintain the primacy of the Warrnambool City Centre and the role of the Gateway Shopping Centre as a District Activity Centre. The recommendation that the need for a NAC would be triggered somewhere between years 15 and 20 of the development period aligns with projected population thresholds. It also supports future uptake of higher-density housing within the PSP's Housing Choice Areas.

Figure 21 Signalised Intersection on Horne Road



To ensure the centre is well integrated, vibrant, and fit for purpose, the PSP includes Requirement R9, which mandates that any development of the NAC must deliver a signalised intersection on Horne Road, incorporating safe pedestrian and cyclist crossings. This will:

- Enable connectivity to the eastern side of the precinct,
- Support broader movement patterns, and
- Reinforce the role of the NAC as a local community focal point.

Development of the NAC must demonstrate alignment with Table 7 of the PSP and must:

- Deliver safe, walkable access to shops and services,
- Establish a fine-grain street and block layout to support pedestrian movement and urban character,
- Incorporate active frontages, high-quality public spaces, and weather protection along key pedestrian routes,
- Apply Safer Design Guidelines and CPTED principles to ensure passive surveillance and community safety,
- Provide durable and human-scale design elements, and
- Respond to local identity and the surrounding Russells Creek corridor and regional context.

Under the PSP guideline G36, a comprehensive masterplan should be prepared to guide subdivision and built form, showing integration of land use, access, built form, and the public realm. Design must accommodate:

- A mix of tenancies, including small and emerging businesses,

- High-quality public realm and furniture,
- End-of-trip cycling facilities and pedestrian priority at key nodes,
- Night-time activation, flexible built form, and adaptable uses.

This approach ensures that the NAC will evolve into a well-designed, accessible, and economically viable centre that complements rather than competes with higher-order centres, while meeting the daily needs of the East of Aberline community.

5.4.2 Local employment opportunities

Planning assessment

The East of Aberline PSP is predominantly a residential development provided with a neighbourhood activity centre and community infrastructure. It will be predominantly residential with fewer jobs than typically would be seen in the nearby Horne Road Industrial Precinct and the Warrnambool CBD, about 4km to the southwest.

VPA position

Based on the land use budget, the East of Aberline PSP achieves the indicative job yields shown in Table 5 below.

Table 5 PSP Indicative Job Yield

Land Use	Measure	Total Quantity in PSP	Estimated Jobs
Community facility (LP-03)	10 jobs/hectare	0.4	4
Community facility CI-01	10 jobs/hectare	0.7	7
Neighbourhood Activity Centre NAC	40 jobs/hectare	3.5	140
Proposed government primary schools	40 jobs/campus	1	40
Non- government P-12 school	140 jobs/campus	1	140
Home based business	1 job per 20 dwellings	4,500	225
TOTAL ESTIMATED			556

Adaptation is required for this target. Adaptations should facilitate access to quality transport that connects people to jobs and higher-order services. Local employment in regional settings, such as Warrnambool, should consider the entire township and its rural surrounds, and be addressed at a municipal level.

5.5 High quality public realm

PSP Performance Targets

#Target	Target	Target Achieved?
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T11	<p>The open space network should seek to meet the following minimum targets:</p> <ul style="list-style-type: none"> • Within residential areas (including activity centres): <ul style="list-style-type: none"> ○ 10% of net developable area for local parks and sports field reserves. ○ 3-5% of net developable area set aside for local parks. ○ 5-7% of net developable area set aside for sports field reserves. • Within dedicated employment and/ or economic activity areas, 2% of the net developable area for local parks. 	Regional Specific Adaptation
T12	<p>Open space and sports reserves should be located to meet the following distribution targets:</p> <ul style="list-style-type: none"> • A sports reserve or open space larger than 1 hectare within an 800m safe walkable distance of each dwelling • A local park within a 400m safe walkable distance of each dwelling. 	Regional Specific Adaptation
T13	Potential canopy tree coverage within the public realm and open space should be a minimum of 30% (excluding areas dedicated to biodiversity or native vegetation conservation).	Achieve via PSP requirement
T14	All streets containing canopy trees should use stormwater to service their watering needs.	Achieve via PSP requirement
T15	Design of the street network should be capable of supporting at least 70% of lots with a good solar orientation.	Achieve via PSP requirement
T16	All conservation areas identified in relevant Commonwealth, state and local government strategies should be retained in accordance with relevant legislation.	Achieve via PSP requirement
T17	IWM solutions should meaningfully contribute towards the actions and targets from the relevant Catchment Scale Public Realm & Water Plans and any relevant water-related strategies, plan, or guideline (including the Healthy Waterways Strategy 2018–2028).	Achieve via PSP requirement

5.5.1 Precinct conservation strategy

Planning assessment

Ecology and Heritage Partners Pty Ltd was engaged by the VPA to prepare an Existing Ecological Conditions Report for the East of Aberline PSP. The assessment found that the majority of the

study area is highly modified due to past and ongoing agricultural use, with vegetation dominated by non-native pasture grasses and weeds. Native vegetation is primarily confined to Tozer Reserve and scattered roadside or paddock remnants.

Three Ecological Vegetation Classes (EVCs) were identified within the study area, comprising a total of 19.7 hectares of native vegetation. This includes 12.5 hectares of native revegetation in the southern portion of Tozer Reserve. The EVCs recorded are:

- Higher Rainfall Plains Grassy Woodland (EVC 55_63)
- Aquatic Herbland (EVC 653)
- Tall Marsh (EVC 821)

Tozer Reserve supports the most intact vegetation and was also found to contain Black Wattle (*Acacia mearnsii*), a species recently listed as 'Protected under restricted use' under the Flora and Fauna Guarantee Act 1988 (FFG Act). In addition, three state-significant flora species were considered to have a moderate likelihood of occurrence within the broader study area. These include Swamp Flax-lily (*Dianella callicarpa*), Golden Cowslips (*Diuris behrii*) and Annual Fireweed (*Senecio glomeratus* subsp. *longifructus*).

The fauna assessment identified four nationally significant and five state-significant fauna species with a high likelihood of occurrence. These include the Growling Grass Frog (*Litoria raniformis*), Swamp Skink (*Lissolepis coventryi*), Southern Bent-wing Bat (*Miniopterus orianae*) and Glossy Grass Skink (*Pseudemoia rawlinsoni*). Key ecological values are largely confined to Tozer Reserve and the Russells Creek corridor, with these areas supporting habitat for several of the significant species listed.

Given the degraded nature of the wider study area and the concentration of ecological values in specific corridors, a precinct-wide approach is required to ensure these values are retained and enhanced. Tozer Reserve and the Russells Creek corridor should be prioritised for protection, not only for biodiversity outcomes, but also for their contribution to future landscape connectivity and amenity within the precinct.

As native vegetation is generally restricted to contained areas such as Tozer Reserve and minor, scattered, low-quality roadside vegetation, it is recommended that a Native Vegetation Precinct Plan (NVPP) is not required. Instead, applications for native vegetation removal should be managed through the standard permit process under Clause 52.17 of the Warrnambool Planning Scheme.

Following the consultation with DEECA, Tactecol was engaged to undertake targeted surveys for Growling Grass Frog, Swamp Skink, Southern Toadlet, and Glossy Grass Skink. These surveys, which commenced from November 2024 to March 2025 provide additional data to support habitat mapping and species protection strategies across the precinct.

Biosis Pty Ltd was engaged to prepare a Growling Grass Frog Conservation Strategy for the precinct. Targeted surveys were conducted in December 2024 and March 2025, confirming no Growling Grass Frog were recorded in Russells Creek corridor, ephemeral wetlands within Tozer Reserve and existing farm dams on Crown Land and private agricultural land within the precinct. The strategy highlights the importance of wetland corridors and engineered wetlands for maintaining habitat function and connectivity. Key threats identified include altered hydrology, urban runoff, and fragmentation. These findings reinforce the need to protect and enhance

wetland chains and natural creeklines such as Russells Creek, that are consistent with the broader ecological recommendations in the EHP assessment. This supports DEECA's emphasis on strategic planning responses and the value of constructed wetlands for GGF conservation.

An Arboricultural Assessment prepared by Treetec in December 2024 identified 297 data entries, comprising 168 individual trees and 128 tree groups (totalling 3,312 trees). It recommended prioritising the retention of medium Arboricultural Retention Value (ARV) trees, which offer the highest structural and environmental value within the urban landscape. These trees can deliver immediate canopy cover and long-term landscape contribution. Low ARV trees in good condition may also be retained where feasible, though they should not constrain development layouts or landscape design outcomes. The Treetec arboricultural assessment prioritised retention of medium-value trees across the precinct, aligning with DEECA's objectives for long-term canopy cover and urban greening.

Table 6 Nationally and state significant flora and fauna likely found in East of Aberline

State Significant Flora
<ul style="list-style-type: none"> Swamp Flax-lily, <i>Dianella callicarpa</i> Golden Cowslips, <i>Diuris behrii</i> Annual Fireweed, <i>Senecio glomeratus</i> subsp. <i>Longifructus</i> Black Wattle, <i>Acacia mearnsii</i> - ('Protected under restricted use' under the Flora and Fauna (FFG) Act)
State Significant Fauna
<ul style="list-style-type: none"> Blue-billed Duck, <i>Oxyura australis</i> Freckled Duck, <i>Stictonetta naevosa</i> Musk Duck, <i>Biziura lobata</i> Southern Toadlet, <i>Pseudophryne semimarmorata</i> Glossy Grass Skink, <i>Pseudemoia rawlinsoni</i>
Nationally Significant Fauna
<ul style="list-style-type: none"> Growling Grass Frog, <i>Litoria raniformis major</i> Swamp Skink, <i>Lissolepis coventryi</i> Grey-headed Flying-fox, <i>Pteropus poliocephalus</i> Southern Bent-wing Bat, <i>Miniopterus orianae bassanii</i>

VPA position

The VPA has worked closely with DEECA to address natural environment and biodiversity outcomes for the East of Aberline PSP. A comprehensive package of ecological and conservation strategy work has been undertaken in response to DEECA's agency validation comments. The final feedback provided by DEECA's Natural Environment Programs (NEP) team in July 2025 confirms that the PSP's approach is appropriate and well aligned with state policy and ecological design standards.

DEECA has provided in-principle support to the refined Place-Based Plan and associated PSP requirements. DEECA considers the Growling Grass Frog Conservation Strategy (Biosis 2025) and Targeted Fauna Survey Report (TactEcol 2025) to be fit for purpose. While some seasonal limitations were acknowledged, the methods used align with DEECA guidance, and the findings are considered sufficient to inform the PSP. DEECA supports the VPA's use of this evidence to inform precinct-wide ecological and design responses.

Strengthened conservation corridors and habitat protection :

DEECA supports the application of a 30-metre conservation corridor on both sides of Russells Creek, acknowledging that the additional alignment of open space and retarding basins achieves a functional minimum riparian width of 35 metres. This design reduces the residential interface and increases ecological protection. Tozer Reserve is formally identified as part of the Russells Creek and Tozer Reserve Conservation Corridor under the PSP with an appropriate vegetation buffer, and an additional conservation area north-east of the reserve addresses known and potential Growling Grass Frog habitat. These changes directly respond to DEECA's previous concerns and are strongly supported.

Subdivision design and ecological integration :

DEECA supports the requirement for conservation masterplans on each section of the corridor, environmental management plans, and habitat-sensitive subdivision design for land adjoining Russells Creek and Tozer Reserve. This ensures implementation of the Growling Grass Frog Habitat Design Standards (DELWP 2017). DEECA also supports the broader requirement for all subdivisions on land containing or adjoining native vegetation and key habitat corridors (including Parcel EA-39) to retain vegetation, implement WSUD and preserve ponds, ensuring consistent habitat links.

Zoning and future land use protection:

While VPA noted constraints in applying a public zone to privately owned land, DEECA has clarified that Public Conservation and Resource Zone (PCRZ) or Public Park and Recreation Zone (PPRZ) may be appropriate, particularly where land contributes to Growling Grass Frog habitat or supports ecological connectivity. VPA acknowledges this position and has applied the PPRZ to land identified for conservation in the PSP.

Waterway and drainage integration

The PSP shows the Russells Creek waterway within a conservation area (30m from creek centreline). DEECA supports the incorporation of habitat-friendly retarding basins and open space within the creek corridor, provided they are designed in line with DELWP (2017) habitat standards.

Bushfire planning interface

The updated Bushfire Assessment (June 2025) introduces refined setback distances of 33–41 metres from Tozer Reserve and 19–21 metres from Russells Creek. DEECA supports these changes as they appropriately balance fire safety and ecological protection, ensuring compatible interface management with conservation areas. Associated PSP requirements ensure vegetation within bushfire hazard areas is managed to reduce risk while maintaining ecological function where appropriate.

Open space and canopy cover

The arboricultural assessment suggested the retention of medium ARV trees across the precinct which is not a standard practice under the PSP guidelines. The VPA has carefully assessed the suggestion in conjunction with the need for deliver early canopy outcomes and public amenity and DEECA's comments on retaining native trees for biolink. The PSP requires the retention of existing native trees and incorporate 30% canopy cover target and street tree planting standards. These measures are complemented by the requirement for consistent open space design, including habitat-sensitive landscape planning adjacent to conservation areas.

5.5.2 Open space provision

Planning assessment

The *East of Aberline Precinct Structure Plan – Community Infrastructure Needs Assessment*: was prepared by ASR Research to inform strategic planning for community infrastructure across the precinct. The VPA engaged ASR to undertake a detailed assessment of both existing and future needs for community infrastructure, including public open space, recreation, education, and early years services.

Local Park

- The Community Infrastructure Needs Assessment recommends 3–5% of the Net Developable Area (NDA) be allocated to unencumbered passive open space, equating to approximately 8.1 to 13.5 hectares within the precinct.
- Local parks must be unencumbered, functional, and located within 400 metres of all dwellings, in accordance with Precinct Structure Planning Guidelines (Target 12).
- Parks should be co-located with community facilities, waterways like Russells Creek, or conservation areas to improve accessibility, amenity, and ecological integration.
- High-quality design is essential, with features such as inclusive play areas, shaded seating, BBQ facilities, and pathways to support diverse users.
- The report identifies Russells Creek as a key opportunity for integrating linear open space with informal recreation and conservation outcomes.

Active Open Space

- The report recommends 5–7% of NDA be allocated to active open space, equating to approximately 13.5 to 19 hectares based on 270 hectares of residential land.
- The Community Infrastructure Needs Assessment proposes a 10.3-hectare active open space reserve.
- Although the final decision about the preferred sporting uses at the proposed reserve should be determined by Council, it is reasonable to assume that the reserve will include at least one sports pavilion. The suggested configuration and function of these reserves should remain indicative until further consultation with Warrnambool City Council is undertaken. However, for the purposes of this assessment, it is assumed that the 10.3-hectare outdoor sports reserve will contain:
 - Two ovals (potentially overlaid by 4 soccer playing fields) which can cater for the needs of AFL, cricket and/or soccer;
 - A tennis facility (6 courts); and
 - A local netball facility (2 courts).
- It should be noted that the location of the proposed active open space fails to satisfy Target 12 of the PSP Guidelines (which aims to ensure that open space and sports reserves are located to meet the following distribution target: a sports reserve or open space larger than 1 hectare within an 800m safe walkable distance of each dwelling), mainly due to the barriers created by both Russells Creek and the central location of Tozer Reserve. These features make it difficult to centralise the active open space reserve in a manner that can adequately satisfy Target 12.

- This active reserve is intended to meet both the local recreational demand and align with strategic priorities outlined in the Warrnambool Open Space Strategy.

VPA Position

The planning and delivery of local parks (passive open space) in the PSP are influenced by a series of interrelated considerations, extending beyond the quantitative benchmark under the PSP guidelines. While this figure sets the minimum target, the intent of open space planning is to ensure quality, accessible, and well-integrated public spaces that meet the everyday recreational needs of the future community.

Accessibility is a primary driver. The PSP Guidelines require that all dwellings be within 400 metres of a local park, measured along a safe and walkable route. This promotes equitable access for all residents and supports the 20-minute neighbourhood principle. It requires careful spatial distribution of open space and its connections to the residential developments across the precinct, not simply the allocation of total area, to avoid clusters of parks in some areas while leaving other areas under-served.

Integration with other infrastructure is another key planning consideration. Where possible, local parks should be co-located with community facilities, kindergartens, schools, and waterway corridors. This allows for efficient land use, shared amenity, and stronger community activation of the space. For example, a park adjacent to a community centre may support both informal recreation and programmed community events, while a park near a waterway can enhance ecological and educational value.

Functionality and quality are equally important. A local park must be more than a green space, it needs to be designed with features that encourage everyday use, such as play equipment, shaded seating, BBQ areas, walking loops, and inclusive access. The planning must account for diverse user needs, from young children and families to older adults and people with limited mobility.

In the rural city context, the passive open space provision plays an important role of embedding biodiversity outcomes of Russells Creek and Tozer Reserve, landscape character and cultural values, and opportunities for nature play or quiet reflection.

Active open space

The proposed location of the active open space (as part of the Russells Creek Civic Precinct) is strategically positioned in the southern portion of the precinct, adjacent to the proposed government primary school and the Russells Creek corridor. This location was selected to optimise centrality, connectivity, co-location, and land suitability.

This site (on Parcel 24) provides superior connectivity to the broader precinct area and existing urban areas to the south and west via Boiling Down Road and future connector streets. It is located on relatively flat, developable land that supports efficient access for vehicles, cyclists, and pedestrians from multiple directions.

In contrast, either northwest or northeast quadrant of the precinct is constrained by Tozer Reserve, centrally located in the precinct and presents significant physical and functional constraints due to its elongated shape, narrow access, cultural heritage sensitivity, and conservation values.

The Russells Creek Civic Precinct's adjacency to Russells Creek also enables the integration of shared paths, nature-based recreation and linear parkland connecting to existing and future residential areas via green links. Its co-location with the proposed government school enhances opportunities for shared use of facilities and supports the creation of a consolidated community hub. The site's position addresses spatial equity within the PSP by locating a major facility in an area where there is room for multi-use development, while also avoiding the environmental and topographical constraints associated with the central Tozer Reserve.

The provision of the active open space is below the target, however, in consultation with the Warrnambool City Council, the precinct could be well-serviced by Brierly Reserve located approximately 280 meters west of the PSP. This reserve provides sporting grounds that serve the surrounding area, including the western side of the East of Aberline PSP.

We will employ the VPA Benchmark Design for an 8-10ha sporting reserve for the purposes of calculating a contribution toward the delivery of this facility. Rates will be updated to reflect local rates of delivery for inclusion in the DCP.

Open space distribution

The Place Based Plan (PBP) has designated local parks required to meet the open space accessibility target, ensuring that all dwellings are located within a 400-metre safe walking distance of a local park, consistent with the Target T12. These local parks are strategically distributed across the precinct to provide equitable and walkable access to informal recreation opportunities, such as playgrounds, picnic areas, and small-scale open space amenity.

While the designated local parks cannot provide the quantum requirement under T11, meeting Target T11 will be underpinned by Clause 53.01 of the Warrnambool Planning Scheme, which requires new residential developments to make a 5% public open space contribution. This contribution may be provided as land (credited open space), a cash-in-lieu payment, or a combination of both, depending on the location and context of each development site. The identified local parks in the PBP represent the land component of that contribution and are designed to ensure functional, unencumbered spaces that align with state planning policy and local open space standards.

Table 7 Open space targets and precinct application

	Quantum (% and min. ha)		Distribution	
Credited open space	Target	Place based Plan	Target	Precinct application
Local parks / passive open space)	3-5% 8.1ha	3.81% (NDHA) via Clause 53.01 POS contribution	95% of dwellings within 400m of a local park	99% of dwellings within 400m of a local park
Active open space / sports reserves	5-7% 13.5ha	3.96% (NDHA) 10.65ha	100% of dwellings within 800m of a sports reserve	97% of dwellings are within 800m of a sports reserve

				100% of dwellings will be connected to the active open space via principal pedestrian network
All open space	1% 27ha	~8% (NDHA) 20.91ha	NA	100% of dwellings are within an open space catchment.

A further estimated 17.56% of the precinct will be set aside for uncredited open space, of which much will be high amenity in the form of drainage, conversation and waterway corridor, including the Russells Creek corridor. All, if not most, uncredited open spaces will include walking and cycling networks to promote passive recreational use.

5.5.3 Green streets and spaces

Planning assessment

The PSP Guidelines stipulate a 30% canopy coverage across all PSPs and allow this coverage to include trees located in passive open space and road reserves. Cross sections of typical streets will be provided to show how the PSP can cater for the 30% canopy coverage.

VPA position

The PSP is capable of achieving the 30% canopy coverage target. The PSP identifies healthy existing trees and areas of environmental significance, with local parks strategically located to retain and enhance native vegetation that contributes to the precinct's landscape character. The PSP includes specific guidelines and requirements to ensure that subdivision applications are accompanied by landscape plans demonstrating an average 30% canopy coverage.

This approach complements the Green Warrnambool strategy, which sets an interim goal of achieving 10% vegetation canopy cover by 2026. The long-term vision, to be realised by 2040, includes creating connected parklands along the Merri River corridor, incorporating Russells Creek as a key natural asset within the precinct.

5.5.4 Climate resilience statement

Planning assessment

Climate resilience is a key priority for the East of Aberline precinct, with DTP and Warrnambool City Council committed to addressing the region's changing climate through urban planning. The Barwon South-West region is projected to experience warmer, drier conditions with more extreme weather, including increased temperatures, longer fire seasons, and more intense rainfall events. Warrnambool City Council's *Green Warrnambool* strategy and *Warrnambool 2040* plan outline goals for zero net emissions, climate adaptation, and a nature-integrated city. In collaboration with Council, Hip v Hype prepared a *Zero Net Carbon Development Opportunities & Feasibility Report* to identify practical mechanisms for sustainable and low-carbon development. Several recommendations from this report have been incorporated into the PSP as guidelines to support long-term environmental resilience.

VPA position

The impact of climate change has been considered and incorporated into the decision-making process for East of Aberline PSP, with planning measures that adapt to climate change and mitigate the precinct's future carbon emissions. The PSP has been structured to align with the hallmarks of the 20-minute neighbourhood model. The following explains the climate change response to key objectives of the PSP.

A movement and network plan has been developed to support active transport options and reduce the precinct's reliance on private vehicular use. Road cross sections support pedestrian use, and off-road bicycle paths. Strong connections will be established to key destinations such as activity centres, community facilities, schools, and open spaces within the precinct, all of which support low-carbon transport opportunities.

The East of Aberline precinct will support a 30% tree canopy target to limit the urban heat island effect and make the future community more resilient to increased temperatures. Cross sections will detail how street trees can meet the 30% canopy coverage, and guidelines and requirements in the PSP will ensure that applications to subdivide land are accompanied by a landscape plan that meets the 30% target.

All vegetation within the Russells Creek and Tozer Reserve Conservation Corridor is planned to be retained which will also support recolonisation of significant flora and fauna. Providing an ecologically diverse landscape supports resilience for remnant native vegetation.

Drainage and stormwater management will consider the impacts of climate change by modelling an increase in the frequency and intensity of rainfall events with a 1% AEP (If a flood has an AEP of 1%, it has a one in 100 likelihood of occurring in any given year). The requirements and guidelines of the PSP require new development to implement integrated water management, demonstrating a reduced reliance on drinking water, utilising alternative sources, improving stormwater quality, enabling future water harvesting, and maximising habitat.

Bushfire risk has been assessed, and the VPA has identified the bushfire hazard areas within the precinct, highlighting the setbacks required for development. A Bushfire Management Overlay will be retained over Tozer Reserve, with appropriate setbacks for future residential development. A reserve will be established along Russells Creek, which will be revegetated and likely include classified vegetation that will consider a setback buffer from bushfire hazards.

5.5.5 Stormwater drainage

Planning assessment

In November 2024, the VPA commissioned SMEC to prepare a drainage and flood study for the precinct.

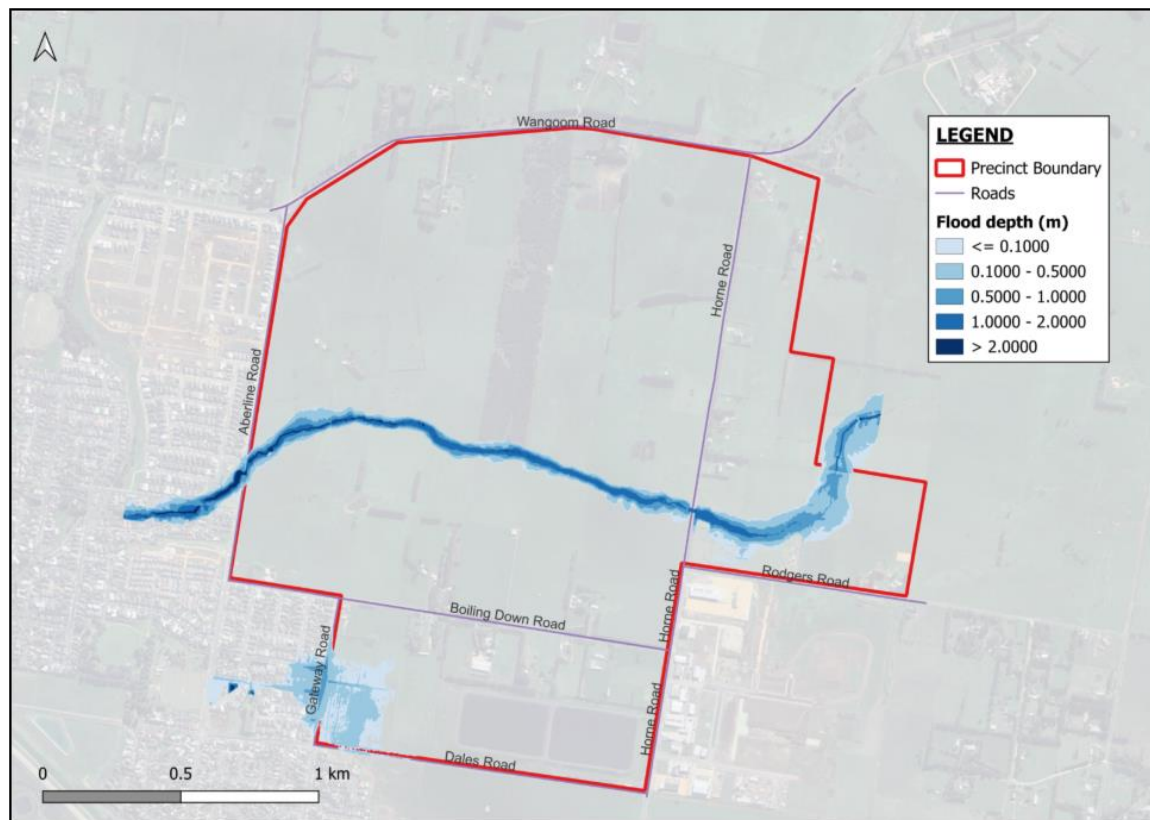
The flood modelling presented in Figure 22 has been derived from the SMEC Proof of Concept Report and represents modelled 1% Annual Exceedance Probability (AEP) flood extents and depths for the precinct. The mapping of Figure shows depth categories ranging from less than 0.1 metres to greater than 2.0 metres.

Below are the key findings from SMEC Flood Modelling:

- The main flood corridor of Russells Creek traverses the precinct in an east–west direction, with significant areas of modelled depth >1.0 m concentrated along the central section between Aberline Road and Horne Road.

- Flood depths greater than 2.0 m are limited to discrete channel areas and overbank depressions.
- Shallower flood depths (0.1–0.5 m) extend into adjacent paddocks and low-lying land on the eastern side of Horne Road within the precinct boundary.
- Additional inundation is present south of Boiling Down Road associated with localised drainage depressions in Gateway Road

Figure 22 Existing flood conditions - 1% AEP (1-in-100 year) flood



The precinct planning has considered the policy and legislation context below:

- Planning and Environment Act 1987 – Requires consideration of flood hazard in ensuring fair, orderly, and sustainable use and development of land.
- Victorian Floodplain Management Strategy (2016) – Objective to “not make things worse” by avoiding intensification of risk in flood-affected areas.
- Guidelines for Development in Flood Affected Areas (DELWP, 2019) – Provides assessment framework against four key objectives:
 1. Safety
 2. Minimising flood damage
 3. Avoidance of off-site impacts
 4. Protection of waterways and floodplain values
- Victorian Planning Provisions – Required application of the Floodway Overlay (FO) and Land Subject to Inundation Overlay (LSIO) to reflect high hazard and broader inundation extents.

Safety

- Land subject to depths >1.0 m is considered high hazard under the Guidelines and unsuitable for development involving habitable uses or vulnerable populations.
- Safe access and egress during a 1% AEP flood would be compromised for land parcels intersected by the deeper inundation corridor. Development in these areas would be inconsistent with the requirement to maintain safe site access.

Flood damage

- New development's finish floor levels must be set at or above the Nominal Flood Protection Level (1% AEP flood level + 300 mm freeboard).
- Any development within inundation zones must incorporate flood-resilient materials and protect critical building services from flood exposure.

Off-site impacts

- The SMEC flood modelling identifies the 1% AEP flood extent for existing conditions, showing that no existing residences within the precinct are currently affected by flooding from Russells Creek. Any new development must demonstrate no detriment and avoid any intensification of flood risk in the future.
- The dark blue corridor along Russells Creek represents areas of critical flow conveyance and flood storage. Any filling, structures, or works within these areas are likely to increase flood levels and velocities upstream or downstream, which would be inconsistent with the "no detriment" principle in the *Guidelines for Development in Flood Affected Areas* (DELWP, 2019).
- The existing flood extent in Gateway Road, beyond the precinct boundary, reflects a localised flooding issue. While new development must not exacerbate this condition, any reduction of the existing flood risk is a matter for Council in its role as the local drainage authority.
- Protection of waterways and floodplain values including revitalisation works including creek stabilisation and reintroduction of native vegetation and trees along riparian zones.
- The central waterway of Russells Creek and its associated riparian corridors perform critical ecological and hydraulic functions, including habitat provision, natural drainage, and flood conveyance. To protect these values, a vegetated buffer of at least 30 metres from the top of bank should be maintained in accordance with **Clause 14.02 (Water)** of the Planning Policy Framework. This buffer will assist in preserving biodiversity, maintaining water quality, and supporting the natural function of the floodplain while reducing erosion and sedimentation risks.

VPA position

The SMEC Proof of Concept Report flood modelling confirms that the precinct contains both high hazard floodway areas and broader inundation extents associated with the 1% AEP flood, primarily within the Russells Creek waterway corridor.

Consistent with the *Guidelines for Development in Flood Affected Areas* (DELWP, 2019), development within high depth and high velocity areas should be avoided. Where development is proposed within lower hazard inundation areas, it must meet minimum floor level requirements, avoid obstruction to flood conveyance or storage, and maintain environmental buffers.

The PSP will ensure that land use allocation, road network design, and open space planning respond to these constraints, delivering safe, flood-resilient, and environmentally sensitive outcomes for the precinct:

- Land subject to modelled flood depths greater than 1.0 metre is likely to warrant application of a Floodway Overlay (FO), where most forms of development are prohibited due to the high hazard and critical flood storage/conveyance function.
- Shallower inundation areas (≤ 1.0 metre depth) are suitable for management under a Land Subject to Inundation Overlay (LSIO) to ensure flood-compatible land uses, appropriate floor levels, and compliance with flood mitigation requirements. Development in these areas may be supported subject to detailed hydraulic modelling and flood mitigation measures.
- In accordance with the PSP, no residential development is permitted within land affected by high hazard flooding unless mitigation measures can demonstrate no increase in flood risk and safe access during a 1% AEP event. This land is identified as the Russells Creek waterway and conservation corridor.
- Russells Creek floodplain corridors present an opportunity to be incorporated into the public open space network, supporting both flood mitigation and recreational amenity outcomes.
- Any new crossing over Russells Creek must be designed to accommodate 1% AEP flood flows and must avoid intensification of off-site impacts.
- The existing culverts in Horne Road are proposed to be upgraded, funded by the DCP, to ensure the precinct's drainage strategy is capable of accommodating a 1% AEP flood event.
- Grassed swales (overland flow paths) along Russells Creek and piping Horne Road are proposed to be funded by the DCP to complete the drainage network across the catchments along Russells Creek.
- In addition, the PSA will apply a Public Acquisition Overlay (PAO) to the Russells Creek waterway corridor to enable Council to acquire land affected by the off-site flood impacts of new development, thereby ensuring flood risk is contained within public land ownership.

5.5.6 Adverse amenity impacts

Planning assessment

The VPA commissioned GHD to prepare an Adverse Amenity Impact Assessment to guide the future development of East of Aberline PSP.

Odour and Dust

Two constraints to the precinct area were identified. These industries are located east and southeast of the precinct boundary. The recommended separation distances and varied separation distances are shown in Table 8 Adverse Amenity constraints to the Precinct below:

Table 8 Adverse Amenity constraints to the Precinct

Facility	Default Separation Distance	Varied Separation Distance
Fulton Hogan asphalt plant	Odour: 1000 m	Odour: 350 m
Wheelie Waste	Odour: 500 m Dust: 250 m	Odour: 155 m Dust: 155 m

Fulton Hogan asphalt plant

The Level 2 odour risk assessment found that the Fulton Hogan asphalt plant at 20 Mason Street poses a 'Low' odour risk to sensitive receptors in the Precinct. A Level 3 odour risk assessment by a third-party consultant (AOC) confirmed this, indicating that obvious odours could extend up to 350 m.

The separation distance for dust does not encompass the precinct, suggesting a low risk from glass crushing activity. An Air Quality Impact Assessment by another consultant (Airlabs Environmental) indicated that fugitive particulate matter emissions are unlikely to significantly impact the surrounding environment.

Moreover, the assessment showed that air emissions from the asphalt plant are well within the relevant criteria at the nearest sensitive receptors and unlikely to cause significant air quality issues or health risks. Proposed air quality controls meet the General Environmental Duty (GED) requirements and reflect the risk level from the asphalt plant.

Wheelie Waste Transfer Station

The Wheelie Waste transfer station at 10 Mason Street is assessed to pose 'Low' odour risk and 'Moderate' dust risk to the receptors in the precinct. As such, sensitive uses can be established within the respective default separation distances within the precinct, and the separation distances for Wheelie Waste can effectively be varied to the precinct boundary based on the Level 2 odour risk assessment and S-P-R assessment for dust. A varied separation distance of 155 m was recommended.

Air Quality - Vehicle emissions

Eight roads within and bounding the precinct are identified as potential sources of vehicle exhaust emissions affecting air quality: Wangoom Road, Horne Road, Dixons Lane, Rodgers Road, Boiling Down Road, Dales Road, Gateway Road, and Aberline Road.

Currently, traffic is low on these roads so no setback from them is needed for sensitive development. However, as traffic volumes may increase with more residents and businesses, a 10-meter setback may be adequate for intermediate-volume roads. In contrast, a 30-metre setback may be necessary for high-volume traffic routes.

Noise/Vibration

The following activities and industries may have the potential to impact the precinct:

- Noise from industries and businesses currently operated or will be operated in the adjacent area (asphalt plant, WRP)
- Noise from industries and businesses that are close to the precinct boundaries (dominantly southeastern and eastern areas)
- Noise from arterial road and rail to the south of the precinct boundaries (Princes highway, Geelong- Warrnambool rail)
- Aircraft noise from Warrnambool airport

The assessment recommended that the VPA follow Homes Victoria's approach to social housing adjacent to industrial areas. No sensitive uses should be located within 300m of the industrial estate unless sound testing is first undertaken, and sound mitigation measures are provided. VPA would like the EPA's feedback on this recommendation.

VPA position

The risk assessment has indicated that the precinct's risk for odour and dust emissions from the identified industries is low. A 'Low' risk rating means that the risk of odour and dust nuisance is likely to be minimal for sensitive uses (proposed) within the respective separation distance.

The risk assessment confirms that, based on the risk based information reviewed, residential land use can be supported within the precinct without major constraints from off-site odour, noise, or air quality impacts, provided that specific interface and mitigation measures are implemented.

The EPA was consulted as part of the assessment process and did not object to the proposed residential land use within the precinct. However, the EPA recommended that the PSP include appropriate interface treatments and separation measures where sensitive land uses are proposed near existing or potential industrial uses. The PSP provides the guideline to support future developments near the Horne Road Industrial Precinct to undertake a risk assessment in inform the localised mitigation measures (e.g. building orientation, fencing, landscaping, or setbacks).

Figure 23: Separation distances from identified industries

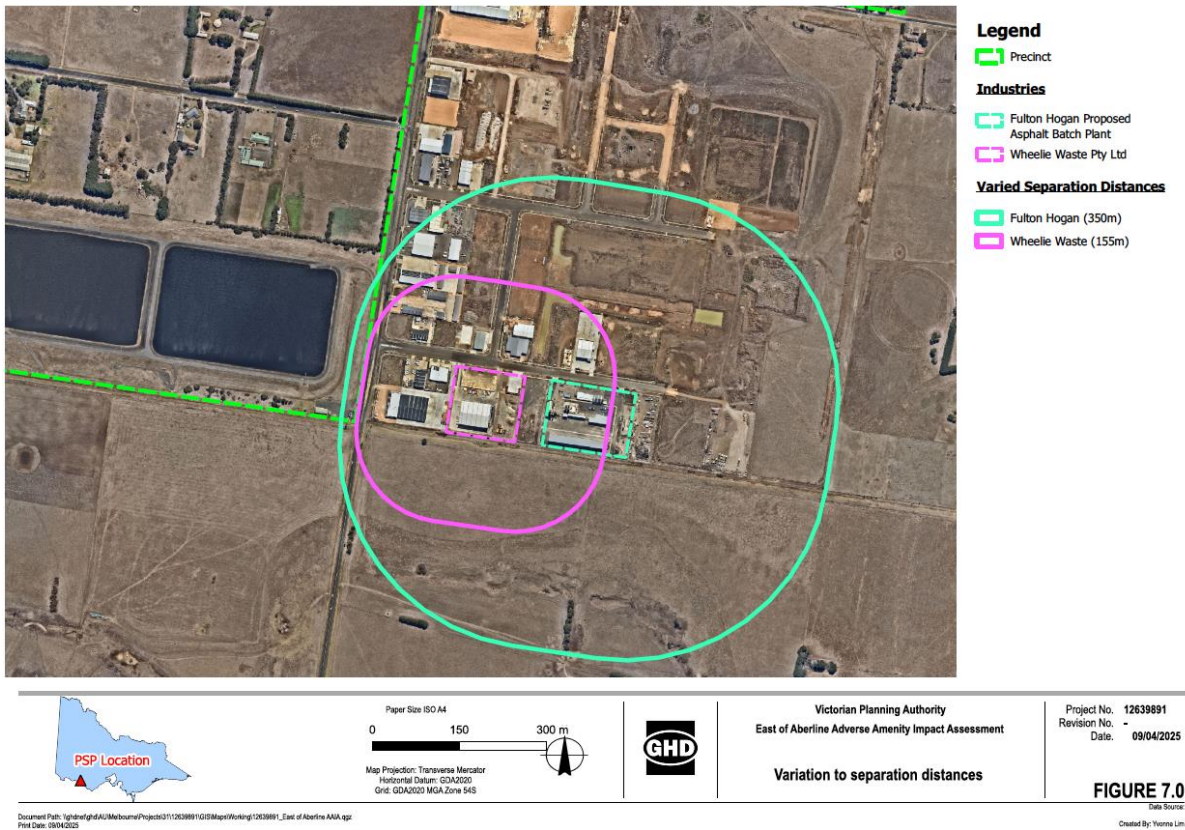
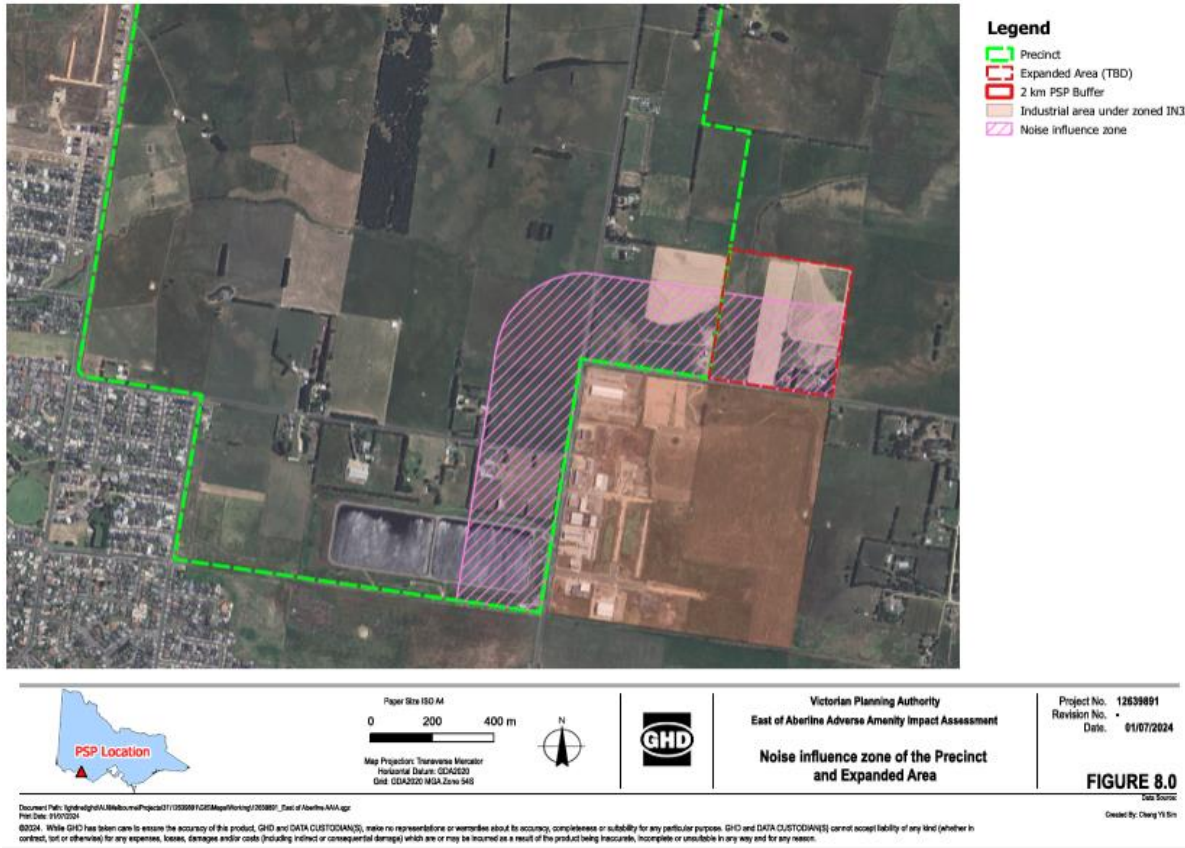


Figure 24: Noise influence zone of the precinct



5.5.7 Bushfire hazard areas

Planning assessment

The VPA commissioned a Bushfire Assessment prepared by Terramatrix for the East of Aberline PSP. The report assessed the bushfire risk at the site and broader scales (landscape, local, and neighbourhood).

East of Aberline is wholly within a Bushfire Prone Area (BPA) and the Bushfire Management Overlay (BMO) covers a small area around Tozer Reserve. The PSP constitutes settlement planning and as such, Clause 13.02-1S Bushfire Planning of the Warrnambool Planning Scheme requires that bushfire risk be considered (Clause 13.02-1S Warrnambool Planning Scheme).

The site is adjacent to the established urban area of Warrnambool, which includes areas that would be rated as BAL-Low using the AS 3959-2018 site assessment methodology. Grassland and Woodland adjacent to and within East of Aberline precinct comprise a bushfire hazard that must be considered in developing and using the precinct. The terrain within and around the East of Aberline precinct is benign from a bushfire perspective, being in the 'Flat land and all upslopes' or 'Downslopes >0-5°' slope classes.

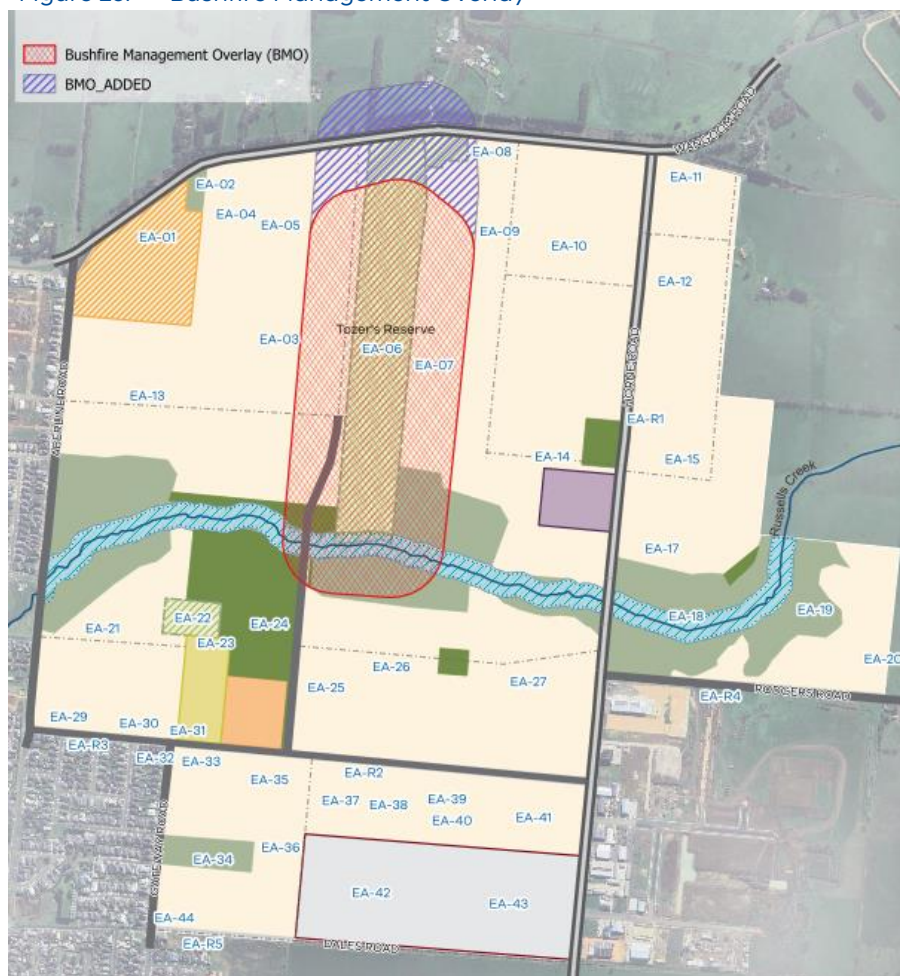
The East of Aberline precinct is exposed to classified Grassland (pasture) beyond the precinct boundary to the north, east, and south and to Woodland in the Tozer Reserve, which extends from Wangoom Road south into the precinct. A reserve will likely be established along Russells Creek, which will be revegetated and likely comprise classified vegetation that requires a development response.

VPA position

In consultation with Fire Rescue Victoria (FRV) and Country Fire Authority (CFA), the PSP will provide the following strategies in response to the recommendations:

- Designate local parks, active open space, conservation and drainage reserves along Russells Creek (Grassland) – future lands to be managed by the Warrnambool City Council as low-threat vegetation.
- Apply PSP requirements to designate bushfire setback(s) for new developments (BAL12.5) including perimeter road, vegetation management buffer and residential lot setback to the bushfire hazard areas including Tozer Reserve.
- Apply UGZ requirements to require a bushfire management plan.
- The PSP responds to both the existing BMO and the potential BMO initiated by the Department of Transport and Planning (DTP) - Bushfire Spatial Planning (see Figure 40). The developable areas within the extent of existing BMO and potential BMO will be included in 'Low density area – bushfire management' on Plan 11 Bushfire Management of the East of Aberline PSP.
- Under the proposed PSP requirement, developments within 'Low density area' must meet the maximum density of an average of 12 dwellings per NDHA with no lot size of less than 800 sqm, in accordance with the Design Guidelines: Settlement Planning at the Bushfire Interface (DELWP, 2020a).

Figure 25: Bushfire Management Overlay



5.5.8 Contaminated land

Planning assessment

The VPA commissioned Beveridge Williams to prepare a Land Capability Assessment for East of Aberline in 2024. The LCA assessed site conditions, identified potential development constraints, and recommended further investigations to support future development planning.

In relation to the potential for contamination, the LCA found:

- Sixteen (16) properties within East of Aberline precinct were identified as presenting a high potential for contamination
- Twelve (12) properties within East of Aberline were identified as presenting a medium potential for contamination.
- The remaining properties (9 out of the total 37) within East of Aberline were identified as presenting no potential for contamination.

Potential contamination sources include:

- Automotive repair and scrap metal recovery.
- Disused dairies and stockyards.

- Metal finishing and treatments.
- Areas of filling and unknown material burying.

The report concludes that while most of East of Aberline precinct has a medium risk of contamination, specific high-risk areas require detailed investigations. Recommendations include conducting environmental audits, preliminary site investigations, and geotechnical assessments to ensure the suitability of the precinct area for future development.

Further assessment of these properties may be required to characterise the nature of contamination better and identify how contamination (if identified) can be managed as part of future development activities.

VPA Position

The draft amendment proposes to apply the Environmental Audit Overlay (EAO) to lots within the precinct area that were identified as having a high potential for contamination in the Land Capability Assessment.

For properties within the precinct area that were identified as having a medium potential for contamination in the assessment, the Urban Growth Zone Schedule requires applications for sensitive uses be accompanied by a Preliminary Risk Screen Assessment (PRSA).

The proposed application of the EAO and requirement in the Urban Growth Zone schedule will defer the requirement to undertake a PRSA or an Environmental Audit. This is consistent with guidance under Planning Practice Note 30 – Potentially Contaminated Land which supports deferring a PRSA if conducting a PRSA for all properties would be difficult to undertake.

The Urban Growth Zone schedule requires applications for other land uses be accompanied by a Preliminary Site Investigation (PSI) prepared by a suitably qualified environmental consultant for land identified as having high potential for contamination.

The Land Capability Assessment identified that approximately 63% of the precinct is considered high to medium risk from historic contamination. Under VPA standard process, the EAO would be applied to high-risk sites and the UGZ schedule provisions to medium risk sites to the property boundary.

Given the extensive application of the overlay, EPA and stakeholder feedback, the VPA has encouraged developers within the precinct to prepare a Preliminary Risk Screen Assessment (PRSA) on affected properties within the PSP, with the aim of reducing the subject to the EAO. The VPA has also opted to undertake a Preliminary Risk Screening Assessment on non-developer-owned land to confirm the location of contamination and refine/reduce its extent to manage risk. The major developers within the East of Aberline precinct have agreed to undertake their own PRSAs.

Based on this work, as of 14 August 2025, the following properties have revised EAO extents, based on completed PRSAs, with a number of additional PRSAs under preparation.

- 76-78 Boiling Down Road, Warrnambool
- 150 Horne Road, Warrnambool

The Environmental Audit Overlay will be updated to show the revised extent of Potentially Contaminated Land ahead of the Standing Advisory Committee (SAC) hearing, following public consultation.

5.5.9 Soils

Based on the desktop assessment undertaken as part of the Land Capability Assessment (LCA), East of Aberline precinct is considered to be at low risk for occurrences of acid sulfate soils. However, there remains a medium risk for dispersive sodic soils and for soils with high reactivity across the precinct area, with a notably high-risk area for dispersive soils in proximity to Russells Creek.

The LCA recommends further reconnaissance and ground-truthing of potential risk areas, particularly along Russells Creek, and further geotechnical assessment should be undertaken during the subsequent development process following the PSP or required as a condition of the permit.

This assessment should include a physical assessment in line with a standard methodology utilising boreholes and/or test pits and DCP testing to approximately 3m depth, along with appropriate laboratory testing to confirm the geotechnical conclusions:

- Acid Sulfate Soil Risk – Low Sodic and Dispersive
- Soils Risk – Medium to High (in the vicinity of Russells Creek)
- Landslides and Erosion Risk – Medium (in the vicinity of Russells Creek)

Where the presence of sodic soils is confirmed, a Sodic Soil Management Plan should be prepared, detailing site-specific engineering considerations. The Environment Protection Authority recommends that the VPA undertake a sodic soils assessment at the time of amendment to address any potential impact of sodic soils across the precinct. The Environment Protection Authority suggested that soil testing would enable the VPA to prepare more targeted application requirements for managing sodic soils.

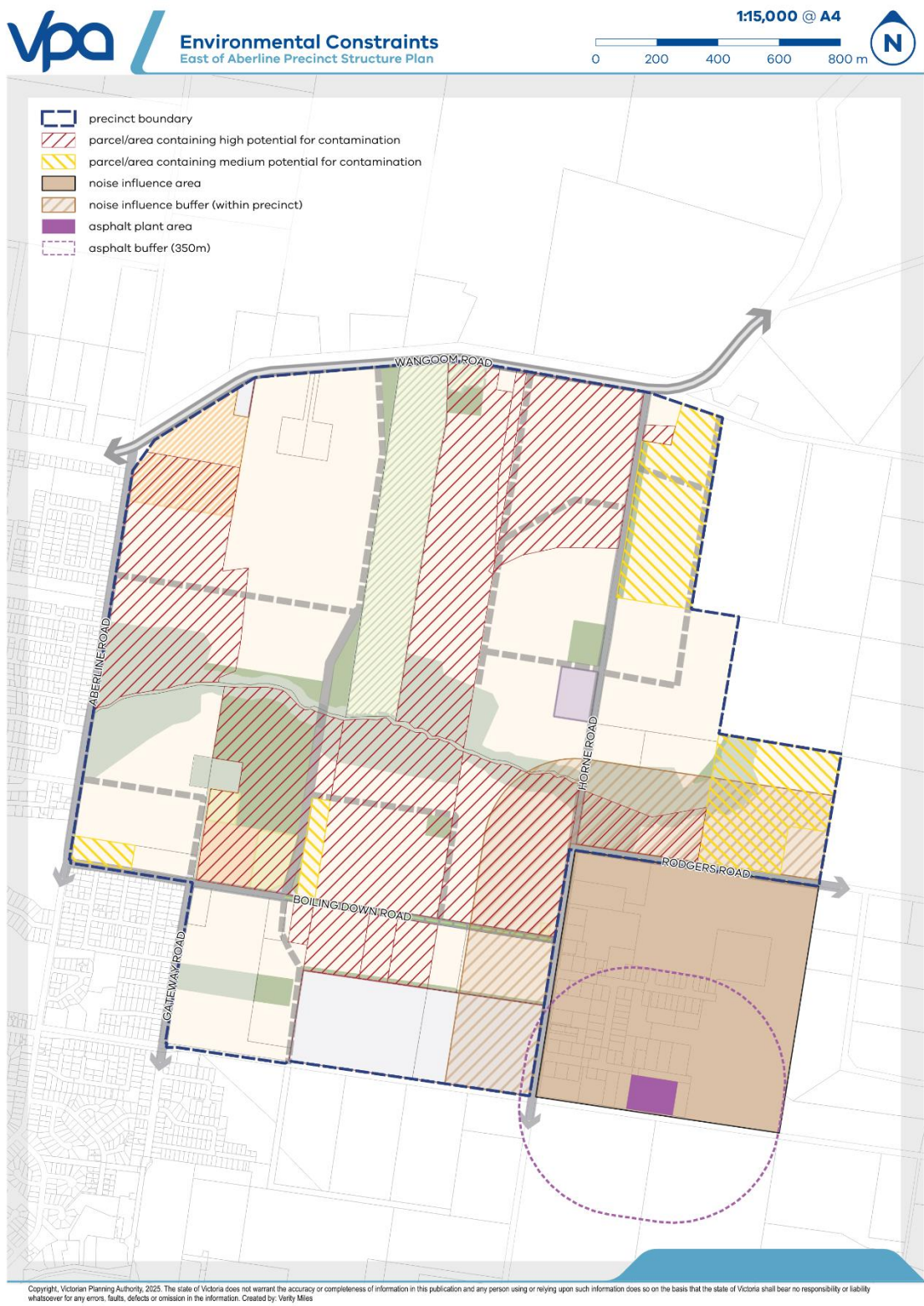
VPA Position

The VPA will implement a green corridor along Russells Creek, thereby preventing development on the slopes of Russells Creek. This will ensure development avoids these high-risk areas as they are prone to erosion.

The VPA will also require proponents to prepare sodic and dispersive soils management plans as a permit condition to be implemented during construction.

The DTP proposes that the conservative approach taken in the amendment ordinance will sufficiently address sodic soils at the planning permit stage, as opposed to the strategic planning stage, as suggested by the Environmental Protection Authority.

Figure 26: Identified medium and high-risk potentially contaminated sites



5.6 Services and destinations

PSP Performance Target

#Target	Target	Target Achieved?
T18	<p>The location of dwellings should achieve the following accessibility targets in relation to education and community facilities:</p> <ul style="list-style-type: none"> • 70% of dwellings located within 800m of a government primary school. • 100% of dwellings located within 3,200m of a government secondary school. • 80% of dwellings located within 800m of a community facility. 	Target achieved

5.6.1 Local schools

Planning assessment

The community infrastructure assessment has determined that the full development of East of Aberline PSP will create demand for an additional 764 primary and 641 secondary school enrolments, leading to increased demand for both local government and non-government schools, as shown in **Table 7 Error! Reference source not found..**

Table 9 Forecast demand for primary and secondary school provision

	Provision ratio / participation rate	Expected demand PSP
Primary Schools		
Govt Primary Enrolment	47% ²	411
Catholic Primary Enrolment	42% ²	368
Non Govt Primary Enrolment	4% ²	32
Total Primary Enrolment	92%²	808
Govt Primary Schools	3,000 ³	1.5
Secondary Schools		
Govt Secondary Enrolment	53% ⁴	414
Catholic Secondary Enrolment	30% ⁴	233
Non Gov Secondary Enrolment	4% ⁴	31

² % of 5-11 year old population, Australian Bureau of Statistics, 2021 Census of Population and Housing, based on data for City of Warrnambool.

³ Total number of dwellings per facility, Department of Education.

⁴ % of 12-17 year old population, Australian Bureau of Statistics, 2021 Census of Population and Housing, based on data for City of Warrnambool.

Total Secondary Enrolment	87%⁴	679
Govt Secondary Schools	10,000 ³	0.5

Government primary schools

There are two existing government primary schools near East of Aberline precinct: Warrnambool East Primary School, located approximately 3.0 km southwest of the precinct, and Warrnambool Primary School, situated about 3.4km west of the precinct. There is one secondary school within the 3.2 km catchment area, Warrnambool College, which is approximately 2.1 km southwest of the PSP.

The proposed government primary school land as part of the Russells Creek Civic Precinct has an area of 3.5 hectares. The provision of the government school land and its location have been consulted with the Department of Education.

Non-government schools

Warrnambool is currently served by two non-government primary schools, Our Lady of Help and Saint Joseph's, one non-government P-12 school, Kings College, and one non-government secondary school, Emmanuel College.

The Diocese of Ballarat Catholic Education Limited (DOBCCEL) has advised that an additional primary school will be necessary in the short term to accommodate the growing population, and an additional non-government secondary school will be required in the longer term.

VPA position

The East of Aberline PSP includes one government primary school and one non-government primary school, with plans for the non-government school to potentially expand into a primary and secondary school (K-12) in the future if necessary. The proposed government primary school, occupying 3.5 hectares, would adequately serve the future population of the East of Aberline PSP.

The proposed government primary school has been placed in a central location to enhance accessibility to as many residents as possible in the PSP. The strategic assessment of the location of the government primary school is supported by the 'Victorian Government School Site Selection Criteria – Toolbox' and the Department of Education.

The requirements from the selection criteria have been included in the PSP with the support of the Department of Education. Due to the precinct-wide presence of potentially contaminated land, as identified by the LCA, specific requirements have been added to ensure that the contamination remediation is complete to the satisfaction of the Department of Education prior to the transfer of the land.

Given that the PSP is expected to create demand for approximately 400 government secondary school enrolments, it does not warrant the provision of a government secondary school in the precinct, as the area would otherwise be over-provisioned.

DOBCCEL has requested that 7 hectares of land be set aside in the East of Aberline PSP for a non-government school. DOBCCEL has confirmed that a 3-hectare site has been purchased within the East of Aberline PSP, with the intention of delivering a non-government primary school in the short to medium term, potentially expanding to a K-12 school in the future.

The VPA has consulted with the Department of Education (DE) on the options of the school site and associated PSP requirements/guidelines. Based on the timing of the PRSA that is being prepared by the landowner (Parcel 24) and the officer-level discussion, the exhibition PSP will show the shifted location of the school site to align the eastern boundary of the DEECA-managed Boiling Road Reserve which will allow additional separation from the PCL contamination source. DE has provided 'in principle' support for the location of the proposed government school, subject to the findings and recommendations of the PRSA

5.6.2 Community infrastructure

Planning assessment

The Community Infrastructure Needs Assessment, prepared by ASR Research, recommends the provision of land and construction of a Level 2 Community Centre (approximately 1,500 square metres of floor space) and land (only) for one small Level 1 Community Centre site (0.4 hectares).

A Level 1 community centre is the base community centre model for PSP locations and typically consists of:

- Sessional kindergarten rooms (up to 4 rooms licensed for 33 places)
- Maternal & child health services (typically 2 to 3 consulting rooms)
- General community meeting spaces available for hire (approximately 200 m²)

A Level 2 community typically consists of all the elements of a Level 1 community centre, plus the following components:

- A Neighbourhood House / Adult Learning Centre (incorporated into the general community meeting space allocation) and
- A larger quantity of general community meeting spaces that are available for hire (approximately 500 m²).

The consultation with Warrnambool City Council determined that the new community centres will help the Council increase its community facilities, which it has indicated are currently lacking.

VPA position

The East of Aberline PSP includes the provision of one Level 2 Community Centre (approximately 1,500 square metres of floor space) located on a 1 hectare site as part of the Russells Creek Civic Precinct, and one small Level 1 community centre site (0.4 hectare) located in the northeast section of the PSP identified as a potential future facility.

The level 2 community centre is to be funded for both land acquisition and construction by the East of Aberline DCP. Land has been identified for a potential Level 1 Facility upon LP-03 adjacent the NAC, a portion of this land can be employed by Council into the future to deliver this facility subject to local demand.

East of Aberline achieves the following in relation to community facilities:

- 44% of dwellings located within 800m of a community hub/facility

5.6.3 Kindergarten provisions

Planning assessment

The community infrastructure needs assessment prepared by ASR Research has determined that at full development, the East of Aberline PSP is projected to be home to 231 additional 3- and 4-year-olds. Based on current participation rates in Warrnambool, this would equate to the need for 62 3-year-old sessional kinder places and 88 4-year-old sessional kinder places (150 places in total). The community infrastructure needs assessment recommends that this demand be accommodated in the following facilities and programs:

- Up to two (2) large privately provided long-day childcare centres. Long day childcare centres should also offer integrated kindergarten programs to meet some of the projected demand for 3- and 4-year-old kindergarten programs.
- Up to four (4) stand-alone/sessional kindergarten rooms to cater for both 3- and 4-year-old stand-alone/sessional kindergarten programs.
- Two (2) playgroup sessions per week.
- Two (2) maternal and child health (MCH) consulting rooms (in line with industry practice, which aims to establish dual nurse facilities rather than single nurse facilities).
- The establishment of either a new or outreach-based Neighbourhood House service.
- An occasional childcare service to support users of the Neighbourhood House.

VPA position

The VPA has considered both the relevant policy context and local service landscape in planning for early years infrastructure within the East of Aberline PSP.

Kindergarten demand in Victoria is met through a variety of service models, including State-funded kindergartens operated by local government (typically on council-owned land), privately operated and not-for-profit long-day care centres, and kindergartens located on school sites. Local government, as a major owner and provider of kindergarten facilities, plays a central role in supporting access, quality, and provision at the local level. However, it is common for councils to outsource the operation of these services to not-for-profit committees of management or cluster managers.

Warrnambool City Council currently holds a relatively high market share in the local kindergarten sector, with many standalone services operating on council-owned land and facilities. At the same time, the State Government—through the Department of Education and the Victorian School Building Authority—has a lead responsibility for addressing service gaps as part of the *Best Start, Best Life* reform agenda.

The PSP includes provision for a fully DCP-funded Level 2 community centre within the civic precinct, designed to accommodate up to 132 kindergarten places (based on four 33-place rooms). In terms of built form, the proposed 750 sqm facility could theoretically support up to 200 places.

Playgroups can be accommodated within either flexible community meeting spaces or kindergarten rooms, to be incorporated into the proposed Level 2 Multipurpose Community Centre. The proposed neighbourhood house and associated occasional childcare can also be

accommodated within the flexible community meeting spaces to be incorporated into the proposed Level 2 Multipurpose Community Centre.

While there is no policy obligation for local government to fully fund kindergarten infrastructure or service delivery, the VPA supports a flexible approach to meeting future demand. Rather than relying solely on DCP-funded infrastructure, the PSP encourages a distributed delivery model involving a range of service providers.

To accommodate potential demand beyond current conservative forecasts—and to address existing service gaps in Warrnambool’s North-East Growth Corridor—the PSP sets aside an additional 0.4-hectare site near Horne Road (without construction funding) and encourages the establishment of a kindergarten facility on the future non-government school site in the north-west of the precinct.

Public Consultation

5.7 Infrastructure co-ordination

5.7.1 Staging and location of development

PSP Performance Target

#Target	Target	Target Achieved?
T20	Identify all basic and essential infrastructure with spatial requirements on the Future Place-based Plan (e.g. open space, schools, community centres, integrated water management, etc.)	Target achieved

Planning assessment

The order in which a precinct develops can play a critical role in creating a thriving community. These early staging decisions can have a long legacy. If not carefully managed, they can result in a range of accessibility, safety, economic, environmental, and social problems that can take many years to resolve. The objectives and strategies of the East of Aberline PSP Staging Plan are outlined in Table 8 below.

The following items also influence the staging of development for East of Aberline:

- proximity to the existing township, nearby activity centre and road infrastructure.
- proximity to existing and future servicing infrastructure and utilities (as recorded in this Background Report).
- proximity to existing or proposed development fronts or serviced land
- proximity to significant public transport infrastructure or public transport services
- proximity to existing or committed community infrastructure such as schools.
- Financial analysis of the DCP

The PSP has included a staging plan (Plan 11: Infrastructure and Development Staging) to guide the orderly release of land for development in accordance with infrastructure delivery across the PSP. This plan will represent preferred development staging as determined at the time of preparation, considering the local and regional context and the infrastructure requirements of new developments.

VPA position

Section 3.6 of the PSP outlines a series of Requirements that must be met and Guidelines that should be considered when delivering development in accordance with Plan 11: Infrastructure and Development Staging.

5.7.2 Existing and future utility infrastructure

Planning assessment

The VPA commissioned Spiire to prepare the East of Aberline Infrastructure/Servicing Assessment Report, which noted the following:

- Wannon Water is the responsible authority for potable water, recycled water and sewer.
- Powercor is the responsible authority for electricity.
- Ausnet is the responsible authority for the transmission easement and gas. VPA notes that Victoria Planning Scheme Amendment VC250 was gazetted on the 1st of January 2024 which prevents a permit being granted to connect to reticulated natural gas when constructing a new dwelling, apartment development or subdividing land for residential purposes in accordance with clause 53.03.
- NBN Co is open to working with the other Utility Service Providers (USPs), governments and other entities to cater for growth in the precinct.

Water

The existing pumps at the Tozer Road Water Pump Station need upgrading to transfer water from the Warrnambool Water Treatment Plant to the new water main, storage, and pumping station. This upgrade ensures adequate supply and pressure during peak demand and provides a secure water supply to the area.

New water infrastructure required to service the area will include the following:

- Upgrade to Tozer Road Water Pump Station (WPS)
- New water storage and network pump station (highlighted “Water Supply Tank”) on Figure 7

Sewer

The stub across Aberline Road should be the initial connection from the development to the sewer network. However, the existing trunk sewer lacks the capacity for the entire growth area. Wannon Water advises that the trunk sewer system is limited, necessitating a new rising main to the Warrnambool Water Reclamation Plant to service the growth area. Its alignment should be determined with Wannon Water as soon as possible in the planning process.

New sewer infrastructure required to service the area will include the following:

- A new sewerage pump station (SPS) to be located along Aberline Road in proximity to Russells Creek.
- A new dedicated rising main to transfer the sewage to the Warrnambool Sewerage Treatment Plant (STP).
- A new sewer trunk main along Russells Creek connected to the SPS.

The new SPS should be near the Russells Creek crossing at Aberline Road, outside the 1%AEP flood zone, and sized to accommodate the entire growth area. A 225-300 mm trunk sewer will be built along Russells Creek to manage flows to the SPS. Design considerations include crossing locations of the creek and any significant flora, fauna, or cultural sites. It may be better to have trunk sewers on both sides of the creek with a crossing near Aberline Road to reach deeper depths. The trunk sewer will align with the natural east-to-west land contours.

Roof Water Harvesting

Roof water harvesting reticulation within the development is encouraged to be delivered by the developer as part of any IWM plan.

VPA position

The VPA has included all known existing and future utilities from the assessments within the utilities plan in the PSP. The PSP has included applicable guidelines for all types of utility infrastructure.

5.7.3 Planning for Mobile Telecommunications

A significant number of residents in new developments have reported inadequate, or no mobile coverage when moving into their new homes, and this can remain the case for years. At the same time, mobile carriers have reported difficulties in securing suitable locations to install telecommunications infrastructure after developments have been completed.

Reliable indoor and outdoor mobile access is no longer considered optional, but rather crucial for economic and social participation, including accessing government services. More importantly, it is critical for community safety, providing an essential lifeline to emergency services during natural disasters and other emergencies.

The Commonwealth Government has acknowledged the importance of mobile coverage in their February 2024 update to the [Telecommunication In New Developments \(TIND\) Policy](#). The TIND policy previously only covered the provision of fixed voice and broadband services.

Under the updated policy, developers are expected to engage Mobile Network Infrastructure Providers (MNIPs) and Mobile Network Operators (MNOs) to consider mobile connectivity early in the planning phases of residential developments. The TIND policy targets residential developments with more than 50 lots, and requires developers to identify suitable sites for mobile telecommunications infrastructure such as a pole or tower to be built upon.

MNOs and MNIPs are encouraged to work with developers to support the objectives of the TIND policy. This may include sharing information on existing and planned indoor mobile coverage, expected coverage gaps, and additional infrastructure which may be required to provide high quality indoor mobile services for typical household and business premises.

5.7.4 Public Acquisition Overlay for Public Purpose Land

Planning assessment

The VPA has identified public purpose land projects through a coordinated precinct planning process that applies relevant State and local planning policies, the Precinct Structure Planning Guidelines, and targeted technical and agency input.

- Policy alignment:
 - Clause 14.02-1S – Catchment planning and management: guided the identification of land for drainage corridors, flood storage, wetlands, and waterway protection.
 - Clause 18.02-3S – Road system: ensured the provision of safe and efficient movement, coordinated intersection upgrades, and integration with the arterial and connector road network.
 - Clause 19.02-4S – Social and cultural infrastructure: informed the siting and design of community facilities to meet current and future needs.

- Clause 19.02-6S – Open space: supported the provision of active open space to meet the sport and recreation needs of the future community.
- Precinct Structure Planning Guidelines: applied the Guidelines' principles of integrating land use and infrastructure, locating facilities for accessibility, and sequencing delivery to match population growth.
- Technical evidence: informed by specialist studies including the O'Brien Integrated Transport Assessment Report, SMEC Proof of Concept Report, ASR Community Infrastructure Needs Assessment, and relevant environmental and flood modelling.
- Agency consultation: engaged with DEECA, GHCA, the DTP (Transport), and Council to inform functional requirements, design standards, and delivery sequencing.
- Precinct integration: embedded projects within the PSP land use framework to maximise net developable area while achieving service, environmental, and accessibility objectives.
- Land acquisition: applied Public Acquisition Overlays (PAO) to secure land where coordinated development may not occur in a timely or sequential manner.

This approach ensures public purpose land is identified, located, and protected in a way that is consistent with the Victorian Planning Policy Framework and the PSP Guidelines, underpinned by robust technical evidence and agency input, and sequenced to meet the long-term needs of the precinct.

When requested by the acquiring authority (in this case, Council), the VPA applies a PAO to secure land for a public purpose in accordance with the Planning Policy Framework, the PSP Guidelines, and the Land Acquisition and Compensation Act 1986. The process also aligns with the considerations outlined in the Victorian Government's Guide to Victoria's Planning System - Chapter 6: Acquisition and Compensation.

Acquiring Authority

- A PAO is only applied where there is a clearly identified acquiring authority willing and able to take ownership of the land.
- Council confirmed in writing its role as acquiring authority, the intended public purpose, and the ongoing management responsibility for the land.

Policy and Strategic Justification

- The proposed PAOs are supported by relevant clauses of the Victorian Planning Policy Framework (e.g., Clause 14.02-1S, 18.02-3S, 19.02-4S, 19.02-6S).
- The proposed acquisition must align with the PSP Guidelines and PSP and DCP objectives, ensuring integration of land use and infrastructure.

Evidence-Based Need

- The location and extent of the PAO is informed by technical assessments (e.g., transport, drainage, community infrastructure, open space, biodiversity) and agency standards.
- Land identified must be essential to the function of the infrastructure or facility and cannot be delivered solely through standard subdivision provisions.

Timing and Sequencing

- Proposed PAOs are applied where delivery of the public purpose may not occur in a timely or coordinated manner through adjoining development.
- The timing of acquisition is linked to development triggers, but the PAO provides certainty for long-term delivery regardless of staging.

Minimising Impact on NDA and Existing Uses

- PAO boundaries are defined to meet functional requirements while minimising impact on net developable area.
- Acquisition is avoided where possible on existing businesses and residences to minimise displacement and social impacts.
- Where unavoidable, the approach to acquisition will follow the principles under the Land Acquisition and Compensation Act 1986.

Affected Landowner Consultation

- The VPA and acquiring authority consult with affected landowners to explain the purpose, timing, and implications of the PAO, and to consider reasonable alignment adjustments to reduce impacts.

Funding Considerations

- Inclusion of PAO lands in the DCP depends on whether the acquisition is for shared, plan-wide benefit infrastructure.

Table 10 DCP-funded Public Acquisition Overlay Table

DCP Item	PAO number	Public Acquisition Purpose		Justification
EA-WW-01	PAO13	Russells Creek Waterway & Conservation Corridor	Public purpose land required for the establishment of the Russells Creek waterway and conservation corridor, including natural waterway functions and 1% AEP floodplain storage. Applies only to land subject to PAO acquisition and excludes land vested in Council at subdivision.	<p>In accordance with Clause 14.02-1S of the Victorian Planning Policy Framework, natural drainage corridors must be retained with vegetated buffer zones of at least 30 metres width on each side of waterways to:</p> <ul style="list-style-type: none"> - Maintain natural drainage function, stream habitat, wildlife corridors, and landscape values; - Minimise erosion of stream banks and verges; and - Reduce polluted surface runoff from adjacent land uses. <p>The subject land is also supported by the Growling Grass Frog Conservation Strategy and the Department of Energy, Environment and Climate Action (DEECA) for potential revegetation and rehabilitation opportunities. The establishment of the Russells Creek waterway corridor will provide habitat linkages to support recolonisation of the Growling Grass Frog.</p> <p>The waterway includes flow areas subject to the 1 % AEP flood where velocity and depth exceed the safety threshold, as identified in the SMEC Proof of Concept Report. This land is considered encumbered and undevelopable on an ongoing basis, and will be vested in Council at the time of new development.</p> <p>A Public Acquisition Overlay (PAO) is applied and funded by DCP to secure the land for conservation, drainage, and flood management purposes, and to ensure the timely or sequential establishment of the corridor in circumstances where adjoining development does not proceed in a coordinated manner.</p>

In addition, a Floodway Overlay (FO) is proposed to be applied to this land to recognise and protect areas subject to high hazard flooding during a 1% AEP event, restrict incompatible uses, and ensure that development maintains flood conveyance and storage capacity.

EA-RBWL-01	PAO6	South-West corner of Catchment A at Russell Creek	Public purpose land required for the construction of a combined retarding basin, wetland, and sedimentation pond in Aberline Road (North).	In accordance with Clause 14.02-1S of the Victorian Planning Policy Framework, planning must be coordinated with the activities of catchment management authorities. Appropriate measures are required to filter sediment and wastes from stormwater prior to its discharge into waterways, including the preservation of floodplain or other land for wetlands and retarding basins.
EA-RBWL-02	PAO7	South-West corner of Catchment B at Russell Creek	Public purpose land required for the construction of a combined retarding basin, wetland, and sedimentation pond to the east of Tozer Reserve.	As identified in the SMEC Proof of Concept Report, the proposed basin locations are situated along the Russells Creek waterway corridor at the lowest point of the sub-catchment. The basin footprint and contributing catchment are generally contained within 1-2 main land ownerships, except for fragmented parcels east of Horne Road and south of Boiling Down Road.
EA-RBWL-03	PAO8	North-West corner of Catchment C at Russell Creek	Public purpose land required for the construction of a combined retarding basin, wetland, and sedimentation pond to the south of Tozer Reserve.	The basin footprint has been designed to maximise the net developable area (NDA) of each catchment while maintaining an appropriate setback from the waterway corridor. The design provides a biolink to the corridor to support future Growling Grass Frog recolonisation, consistent with the Growling Grass Frog Conservation Strategy and supported by the Department of Energy, Environment and Climate Action (DEECA).
EA-RBWL-04	PAO9	North-West corner of Catchment D at Russell Creek	Public purpose land required for the construction of a combined retarding basin, wetland, and sedimentation pond in Aberline Road (South).	A Public Acquisition Overlay (PAO) is applied to secure land for the delivery of the combined retarding basin, wetland, and sedimentation pond for conservation, drainage, and flood management purposes, and to ensure timely or sequential delivery where adjoining development does not proceed in a coordinated manner.
EA-RBWL-06	PAO11	South-West corner of Catchment F at Russell Creek	Public purpose land required for the construction of a combined retarding basin, wetland, and sedimentation pond in Rodgers Road.	

EA-RBWL-07	PAO12	South-West corner of Catchment G at Russell Creek	Public purpose land required for the construction of a combined retarding basin, wetland, and sedimentation pond in Horne Road (North).	
EA-RBWL-05	PAO10	Western Boundary of Catchment E at Gateway Road	Public purpose land required for the construction of a combined retarding basin, wetland, and sedimentation pond in Gateway Road.	<p>The sub-catchment is separate from the Russells Creek corridor. As identified in the SMEC Proof of Concept Report, the proposed basin location is at the lowest point of the sub-catchment in Gateway Road, to the south of Boiling Down Road. The basin footprint is generally contained within a single land ownership, with a contributing catchment covering a few additional ownerships.</p> <p>The basin is designed to provide flood storage, stormwater quality treatment, and habitat creation while maximising the net developable area (NDA) of the catchment. A Public Acquisition Overlay (PAO) is applied to secure land for the delivery of the basin for drainage and flood management purposes, and to ensure timely or sequential delivery where adjoining development does not proceed in a coordinated manner.</p>
EA-IN-01	PAO3	Horne Road & Boiling Down Road Boulevard Intersection	Public purpose land required for the construction of Signalised T-intersection	<p>In accordance with Clause 18.02-3S of the Victorian Planning Policy Framework, planning for road systems must provide for the safe and efficient movement of all road users and facilitate connections to the arterial road network. Horne Road will function as a sub-arterial road, carrying both industrial precinct traffic and residential traffic. The proposed signalised T-intersection at Horne Road and Boiling Down Road Boulevard is identified in the O'Brien Integrated Transport Assessment Report as a key access point to the precinct, required to accommodate forecast traffic volumes and enable safe and efficient turning movements.</p> <p>PAO acquisition is required to secure sufficient land for the intersection footprint, associated pedestrian and shared path connections, and service relocations. The PAO will also ensure the timely delivery of the intersection where adjoining development does not occur in a coordinated or sequential manner.</p>

EA-IN-02	PAO5	Connector Road & Boiling Down Road Boulevard Intersection	Public purpose land required for the construction of three-leg roundabout	<p>In accordance with Clause 18.02-3S of the Victorian Planning Policy Framework, planning for road systems must ensure safe and efficient movement for all road users while supporting local access. The proposed three-leg roundabout at the new north-south Connector Road and Boiling Down Road Boulevard is identified in the O'Brien Integrated Transport Assessment as essential for managing turning movements, moderating traffic speeds, and providing access between the boulevard and the connector road network to the north and west. The roundabout will also provide a safe crossing point for pedestrians accessing the nearby school site and community centre.</p> <p>PAO acquisition is required to secure sufficient land for the roundabout footprint, approach works, pedestrian and shared path connections, and landscaping. The PAO will also ensure the timely delivery of the intersection where adjoining development does not occur in a coordinated or sequential manner.</p>
EA-IN-03	PAO4	Gateway Road & Boiling Down Connector Road Intersection	Public purpose land required for the extension of the northern leg of the existing roundabout	<p>In accordance with Clause 18.02-3S of the Victorian Planning Policy Framework, intersection upgrades must accommodate future traffic demand and maintain network efficiency. The extension of the northern leg of the existing roundabout at Gateway Road and Boiling Down Road (Connector) is identified in the O'Brien Integrated Transport Assessment Report as necessary to provide a new local access street connection between Boiling Down Road and Aberline Road, improve traffic distribution across the network, and maintain safe vehicle movements.</p> <p>PAO acquisition is required to secure sufficient land for the roundabout extension, approach works, and pedestrian and shared path connections. The PAO will also ensure the timely delivery of the intersection where adjoining development does not occur in a coordinated or sequential manner.</p>
EA-CI-01	PAO1	Level 2 Community Centre	Public purpose land required for the construction of Level 2 Community Centre including shared car parking facilities	<p>In accordance with Clause 19.02-4S of the Victorian Planning Policy Framework, planning should ensure that community facilities are located and designed to meet the current and future needs of the community. The proposed Level 2 Community Centre, as recommended by the ASR Community Infrastructure Needs Assessment, will provide multipurpose spaces for community programs, kindergarten, and Maternal and Child Health (MCH) services, as well as facilities for events. The centre</p>

will be supported by shared car parking in accordance with ICP benchmarks and designed to accommodate potential future expansion. It will form part of the core of the proposed Russells Creek Civic Precinct, creating a focal point for community activity within the precinct.

PAO acquisition is required to secure a suitably located and accessible site to enable delivery of the centre in line with population growth and development sequencing. The PAO will also ensure timely provision where adjoining development does not proceed in a coordinated or sequential manner.

EA-SR-01	PAO2	Active Open Space - Sports Reserve	Public purpose land required for the construction of a sports reserve and fields.	<p>In accordance with Clause 19.02-6S of the Victorian Planning Policy Framework, planning should provide sufficient land for the development of sporting and recreation facilities to meet the needs of current and future communities. The proposed active open space will accommodate sports fields, pavilions, car parking, and associated landscaping to support a range of organised sports and community activities.</p> <p>The land area of 10-11ha is identified in the ASR Community Infrastructure Needs Assessment as necessary to meet the active open space requirements generated by the precinct's forecast population. It will be located to ensure accessibility by a variety of transport modes and to integrate with the wider open space network, supporting both recreational use and structured sporting activities.</p> <p>PAO acquisition is required to secure an appropriately sized and located site to enable delivery in step with population growth and development sequencing. The PAO will also ensure timely provision where adjoining development does not proceed in a coordinated or sequential manner.</p>
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Where land benefits only an individual development and is triggered solely by that development's impacts, the PAO may still be applied but the acquisition will not be DCP-funded in accordance with Table 11.

Table 11 Non DCP-funded Public Acquisition Overlay Table

PAO number	Location	Public Acquisition Purpose	Justification
PAO14	Boiling Down Road upgrade	Public purpose land required for the future road reserve for the Boiling Down Road upgrade.	The Integrated Transport Assessment identifies the Boiling Down Road upgrade as necessary to provide safe and efficient access for new development. A Public Acquisition Overlay (PAO) is applied to Parcel 25 to secure the land required for the full delivery of the upgrade, including a shared path and nature strip, between the DCP-funded intersections IN-01 and IN-02. This approach streamlines the coordinated delivery of the Boiling Down Road network and ensures the upgrade is provided in a timely manner to support the unlocking of precinct development.

VPA position

The DCP has included the DCP-funded public purpose land projects to support the land acquisition and delivery of the precinct shared infrastructure and the entablement of the Russells Creek waterway and conservation corridor.

An additional PAO is proposed on Parcel 25 to secure land required for the upgrade of the Boiling Down Road frontage to a boulevard configuration. This upgrade will be triggered by the initial stage of large-scale development on Parcels 26 and 27. Given that the boulevard configuration is driven by traffic generated from individual development sites and the associated land take is limited in extent, the public acquisition of the frontage section on Parcel 25 will not be funded through the DCP.

5.7.5 Development contributions plan

Planning assessment

The DCP is informed by a suite of technical reports and strategic documents, including:

- East of Aberline Precinct Structure Plan (PSP).
- East of Aberline Community Infrastructure Needs Assessment (ASR, 2025)
- Integrated Transport Assessment (O'Brien)
- Community Infrastructure Design and Costing Report (SMEC)
- Stormwater Design Report (SMEC).
- Transport Design and Costing Report (SMEC).
- Benchmark Infrastructure Report (Cardno, 2019).
- Infrastructure Design Manual
- Planning Policy Framework of the Warrnambool Planning Scheme.

The DCP seeks to provide a total infrastructure funding of \$137,403,076, comprising the development infrastructure levy (DIL) of approximately \$498,151 per Net Developable Hectare (NDHa) and the community infrastructure levy (CIL) of \$894 per dwelling.

In the regional context, this DIL rate sits slightly higher than the Shepparton South East DCP (Greater Shepparton) at \$442,189 per NDHa.

The DCP funds essential shared infrastructure to support new development, including:

- Transport infrastructure: intersection upgrades along Boiling Down Road and construction of bridges and culverts over Russells Creek.
- Community infrastructure: delivery of community centres and active open space reserves.
- Drainage infrastructure: retarding basins, stormwater treatment facilities, and culvert upgrades on Horne Road.
- Recreation infrastructure: development of sports reserves and local parks to serve the new community.

- Public purpose land: acquisition or reimbursement for land required to deliver the above projects, including securing the Russells Creek waterway corridor and floodplain storage to enable early development.

The VPA, Council and relevant agencies are supportive of the identified infrastructure projects and the proposed level of cost recovery in the DCP.

VPA Position

Infrastructure projects included in the DCP are selected based on a clear nexus with the anticipated development outlined in the PSP. Nexus refers to the direct relationship between the projected development and the need for the infrastructure. If future residents or users are expected to make use of a project, a nexus is established.

The need for infrastructure is determined by assessing the scale, form and staging of development across the precinct. The infrastructure must respond to the projected demand and support the delivery of urban outcomes as described in the PSP and associated technical assessments (e.g. traffic modelling, community needs analysis, drainage studies).

Only infrastructure that is basic and essential to the future community is included. This ensures the DCP is focused on critical enabling infrastructure such as roads, drainage systems, active open space and core community facilities. Non-essential, recurrent or embellishment works (e.g. local landscaping, decorative elements) are excluded.

Projects must deliver precinct-wide benefits, meaning they serve more than one development parcel or benefit the broader catchment rather than an individual site. This includes infrastructure items that form part of an integrated transport network, key drainage systems servicing multiple properties, or regional-scale community assets like sports reserve.

The DCP cost apportionment reflects the extent to which each project benefits the DCP area. Projects fully required by the precinct are apportioned at 100%, while those with shared benefits are apportioned accordingly to reflect the proportion of use attributable to the East of Aberline precinct.

Some infrastructure may demonstrate need and nexus, e.g. Boiling Down Road upgrade triggered by development access requirements, but if the benefit is confined to a single parcel or a limited number of sites, it is not considered to have precinct-wide benefit. These types of projects are excluded from the DCP and are expected to be delivered directly by developers at subdivision stage. This distinction ensures the DCP remains focused on shared, high-priority infrastructure and avoids subsidising localised works that should rightly be the responsibility of individual proponents.

The following items are not funded by the DCP and must be delivered by development proponents:

- Local and connector streets, landscaping, lighting and local intersections unless specifically listed in the DCP.
- Local parks (via Clause 53.01 public open space contribution).
- Local shared paths, bicycle infrastructure, and street crossings not identified in the DCP.
- Utility infrastructure including water, sewer, gas, electricity and telecommunications.
- Interim or temporary works.

- Infrastructure for non-government schools, Homes Victoria housing, and small second dwellings.

Works-in-kind and reimbursement mechanisms are available under the DCP:

- Development proponents may deliver listed infrastructure or provide land in lieu of cash payments via a Section 173 agreement.
- Credits are provided based on the DCP-listed value (adjusted for indexation).
- Over-provision of works or land may be reimbursed if agreed and aligned with the DCP.
- Temporary and non-DCP works are not eligible for credit or reimbursement.
- Contributions are payable before Statement of Compliance for subdivisions, or prior to development where no subdivision is proposed.

Public purpose land may be transferred into public ownership by one of two primary mechanisms:

- Public acquisition or
- vesting in council via subdivision.

These processes differ in their legal basis, compensation rights, and financial implications.

Public acquisition is governed by the Planning and Environment Act 1987 and the Land Acquisition and Compensation Act 1986. It involves the compulsory acquisition of land from a private owner by an acquiring authority for a public purpose.

Where a Public Acquisition Overlay (PAO) applies, the affected land remains in private ownership until the acquisition process is initiated. Once the land is compulsorily acquired, the landowner becomes entitled to compensation in accordance with the process set by the Land Acquisition and Compensation Act 1986.

If a land is identified as a public purpose land project under the DCP, the public acquisition, acted on by the acquiring authority, on the land is funded by the DCP. If the compensation determined through the acquisition process exceeds the estimate of value assumed in the DCP, any funding shortfall must be met outside this DCP, unless otherwise resolved through agreement or amendment.

Land vested in council typically occurs under the Subdivision Act 1988, whereby land is transferred to a public authority as a condition of subdivision permit. Unless the DCP designates a land purchase cost for a public purpose land project (excluding EA-WW-01), this transfer is effected without compensation and is treated as a development cost borne by the development proponent. Vesting takes effect upon registration of the plan of subdivision, at which point legal title is transferred to the relevant authority.

EA-WW-01 is the establishment of the Russells Creek waterway and conservation corridor. The extent of the public purpose land is an existing encumbered land as designated by Clause 14.02-1S of the planning scheme that requires the retention of the natural drainage corridors with vegetated buffer zones at least 30 metres wide along each side of a waterway.

Finance requirements by stage

The table below sets out the development contributions expected to be collected by stage, showing how much revenue is generated from the applied levy rate against the projected DCP infrastructure costs. It illustrates the financial balance for each stage of development, highlighting whether the levy revenue is sufficient to meet the identified costs.

Stage	Area of stage (NDHa)	Levy per ha (Total/Transport/Community, as needed)	Stage Revenue	Stage Cost	Overall Position
1	148.69939	\$442,189.00	\$65,753,234.56	\$92,551,469.69	-\$26,798,235.12
2	120.38429	\$442,189.00	\$53,232,608.81	\$26,434,497.78	-\$124.09

6 APPENDICES

6.1 Technical report summaries

ABORIGINAL AND HISTORICAL HERITAGE ASSESSMENT

Technical Report

Aboriginal and Historical Heritage Assessment (Ecology and Heritage Partners, 2025)

What was the purpose of the report?

- To investigate and identify the Aboriginal cultural and historical post-contact cultural heritage known to, or likely to occur and comment on any relevant regulatory and legislative implications.
- To ensure the protection and conservation of places of Aboriginal cultural heritage significance and post-contact heritage on the traditional lands of the Eastern Maar People.
- To develop and recommend management strategies and plan for the sites of historical value in the area.
- NOTE – this document is not approved or endorsed by EMAC and has been utilised as background material only for cultural heritage inclusions. .

ADVERSE AMENITY IMPACT ASSESSMENT (AAIA)

Technical Report

Adverse Amenity Impact Assessment, (GHD 2025)

What was the purpose of the report?

- To identify industries and existing sources of odour, dust, noise, vibration, and air emissions that create a buffer within the precinct and a 2 km catchment.
- To assess the potential for adverse amenity impact from the sources that may affect future land development and new sensitive receptors within the precinct.
- To make recommendations on how to mitigate these impacts.

AFFORDABLE HOUSING NEEDS ASSESSMENT

Technical Report

Affordable Housing Needs Assessment, (VPA 2025)

What was the purpose of the report?

- To understand the demand and outline the requirements for social and affordable housing.
- To set out the targets for social and affordable housing contributions throughout the future development of the precinct.
- To assist Warrnambool City Council in considering residential subdivisions within the precinct following the gazettal of the PSP, ensuring that contributions to the provision of social and affordable dwellings are equitably shared.

ARBORICULTURE ASSESSMENT

Technical Report

Arboriculture Assessment (Treetec December 2024)

What is the purpose of the report?

- To identify which trees possess arboricultural value and could be integrated into future development and to inform the PSP layout
- To assess the condition of the trees (health, structure, and form), useful life expectancy (ULE), origin, and age, within the precinct, including their value in the landscape - arboricultural retention value (ARV).
- To provide recommendations on the protection of retained trees, and designs principles to minimise impacts to the water catchments and natural water cycle.

BIODIVERSITY

Technical Report

Biodiversity Assessment – Existing Ecological Conditions (EHP 2025)

What was the purpose of the report?

- To map and describe the quality and extent of the existing ecological conditions within the precinct.
- To determine the presence and extent of habitat for significant flora and fauna, and any threatened ecological communities.
- To identify legislative implications and the potential impacts on flora and fauna under relevant policy and legislation.
- To identify appropriate avoidance, mitigation and management measures to minimise the impacts of the project on biodiversity.
- To provide a recommendation about the suitability of preparing a Native Vegetation Precinct Plan (NVPP) for the precinct.
- To recommend design and planning principles aimed at balancing the needs of population growth and biodiversity.

BIODIVERSITY: TARGETED SURVEYS

Technical Report

Targeted Fauna Surveys (TactEcol May 2025)

What was the purpose of the report?

- To determine the current extent, type and condition of habitat and other high-quality habitat around Russells Creek including the Growling Grass Frog, Swamp Skink, Southern Toadlet and Glossy Grass Skink.
- To provide recommendations to support conservation objectives.
- To inform the preparation of the Precinct Structure Plan (PSP), emerging questions/opportunities to consider.
- To consider wetland-level and landscape-level design objectives for habitat management.

BUSHFIRE ASSESSMENT/MANAGEMENT PLAN

Technical Report

Bushfire Development Assessment (Terramatrix 2025)

What was the purpose of the report?

- To identify bushfire legislation considerations and requirements.
- To identify areas of bushfire hazard at the landscape, local and neighbourhood levels.
- To assess the bushfire risk within the precinct and its suitability for development.
- To determine how future development should respond to bushfire risk and comply with the applicable planning and building controls related to bushfire.
- To establish management requirements for bushfire risk within the precinct area.

COMMUNITY INFRASTRUCTURE AND OPEN SPACE DEMAND ASSESSMENT

Technical Report

Community Infrastructure Needs Assessment, (ASR 2025)

What was the purpose of the report?

- To calculate the community infrastructure demand generated by the East of Aberline Precinct Structure Plan.
- To recommend community infrastructure items for inclusion in the Place Based Plan and form part of a Community Infrastructure Plan for the PSP and DCP.

ECONOMIC & RETAIL ASSESSMENT

Technical Report

Economic & Retail Assessment, (Urban Enterprise 2025)

What was the purpose of the report?

What is the purpose of the report?

- To assess the demand for retail/commercial and employment activity within the precinct.
- To inform Activity Centre planning. Specifically, to assess and recommend the optimal scale and mix of retail floorspace that could viably be supported in the precinct area, with regard to the expected timing of development and population growth over the development period, and the estimated land area that would be required to support an Activity Centre.
- To provide an estimate of future jobs that will be supported within the PSP based on the recommended scale and type of retail and commercial uses.
- To make recommendations of project floorspace and necessary land take for a future activity centre within the precinct.

DCP DRAINAGE DESIGN AND COSTINGS

Technical Report

Proof of Concept Report (including Drainage Strategy Plan and Costing Sheets) (SMEC, 2025)

What was the purpose of the report?

- To establish a drainage proof of concept that demonstrates how stormwater and flooding issues across the precinct can be effectively managed.
- To prepare functional drainage designs that identify the required infrastructure, including basins, channels, and overland flow paths.
- To provide preliminary cost estimates of the proposed drainage infrastructure to inform the DCP funding framework and apportionment.
- To inform the application of the FO and LSIO overlays and guide appropriate flood control measures for the precinct.

DCP TRANSPORT DESIGN AND COSTINGS

Technical Report

Transport Design and Costings (SMEC 2025)

What was the purpose of the report?

- To provide detailed engineering designs of roads intersections, roundabouts and the bridge within the precinct.
- To identify the probable costs of delivering each infrastructure item throughout the precinct and inform the Development Contributions Plan.

LAND CAPABILITY ASSESSMENT (LCA)

Technical Report

Land Capability Assessment, (Beveridge Williams 2025)

What was the purpose of the report?

- To assess site conditions within the precinct area and provide high-level advice regarding potential development constraints (if any) and recommendations for additional physical investigations to confirm the findings of the desktop investigation detailed in this report.
- To identify areas of potential sodic/dispersive soils, potential soil and/or groundwater contamination, geotechnical and hydrological variables, existing land uses that could harm human health and environmental risks, and buffers that may affect the viability of developing land.
- To recommend any management measures or further investigations to mitigate the identified impacts.

DCP LAND VALUATIONS

Technical Report

Land Valuations Report (Preston Rowe Paterson 2025)

What was the purpose of the report?

- Prepare valuations for land in the eastern part of Aberline Precinct in Warrnambool to support the Development Contributions Plan (DCP).

LANDSCAPE AND VISUAL ASSESSMENT**Technical Report***Landscape & Visual Assessment, (SPIIRE 2018)***What was the purpose of the report?**

- To provide a high-level overview of the existing landscape and visual environment, and to describe the baseline situation of these characteristics of the study area.
- To provide context and ensure that the unique visual and landscape amenity of the East of Aberline PSP is protected from incompatible land uses.
- Provide recommendations for future development that is considerate of these features.

SUSTAINABLE DEVELOPMENT**Technical Report***Zero-net-carbon Development Opportunities and Feasibility Report (Hip v Hype Sustainability 2020)***What was the purpose of the report?**

- Explore options to encourage sustainable development. This report explored how climate resilience, low-carbon opportunities, and Ecologically Sustainable Development (ESD) can be incorporated into the East of Aberline PSP.
- Highlight opportunities for low-carbon initiatives and mechanisms that can drive these opportunities.

UTILITY SERVICING ASSESSMENT**Technical Report***Aberline to Horne Growth Corridor: Infrastructure/Servicing Assessment (SPIIRE February 2025)***What was the purpose of the report?**

- To identify the location of existing service infrastructure and discuss how utility services may be provided to facilitate the development of the land.
- To investigate services including sewer, potable water, gas reticulation, electricity supply and telecommunications.
- To understand the requirements to each of the respective services in order to service the precinct economically, efficiently and sustainably.

INTEGRATED TRANSPORT ASSESSMENT REPORT**Technical Report***Integrated Transport Assessment Report East of Aberline Precinct Structure Plan (Obrien Traffic 2025)*

What was the purpose of the report?

- Review the existing transport network in and around East of Aberline and plans and policies for future transport changes.
- Model future traffic scenarios for East of Aberline and possible impacts that future traffic generated from the precinct will have on surrounding areas.
- Identify and make recommendations for upgrades to the existing and proposed transport network in East of Aberline, including both active and public transport requirements.

Public Consultation

6.2 IDSP Background Document

September 2025

Purpose

This document explains how the methodology outlined in the *Infrastructure and Development Staging Guidance Note* (the Guidance Note) was applied to prepare the Infrastructure and Development Staging Plan (IDSP) for the East of Aberline Precinct Structure Plan (EoA PSP). This document also draws on the various technical information which informs the East of Aberline IDSP.

Guidance Note Background

The Victorian Planning Authority (VPA) developed the Guidance Note to assist planning authorities, responsible authorities, agencies and other stakeholders to:

1. Understand and inform the methodology for the preparation of an IDSP and accompanying requirements and guidelines in the PSP.
2. Define the stages of the IDSP to appropriately manage the expected growth scenarios for a new community and plan for the provision of infrastructure (local and state) in the most efficient way.
3. Apply and enforce the IDSP in practice.

Under this guidance, the draft East of Aberline IDSP has been prepared for public consultation in 2025.

Summary of Outcomes in East of Aberline IDSP

Key driving factors that have informed preparation of the Staging Plan include:

- Drainage infrastructure projects that must be prioritised early in the precinct's development to ensure safe management of stormwater, moving from west to east along Russell Creek.
- Delivery of transport infrastructure projects which are required to enable safe, efficient and timely access points for the new community
- Logical expansion of development from existing development front in the south west.

Consideration has been given to these factors to enable early delivery of key infrastructure and amenities for the community.

Beyond the IDSP implementation within the PSP, there are no additional statutory controls proposed to manage infrastructure and development staging. As such, the Responsible Authority may alter infrastructure and development staging within reason utilising the generally in accordance principle. Refer to the [Generally in Accordance Guidance Note](#) for further information.

Step Analysis

The Guidance Note includes a five-step process for preparing an IDSP. It is an iterative process, and the steps may need to be adjusted several times including after public consultation, before there is agreement on the final draft IDSP. The preparation of the IDSP includes the following steps:

Step 1:	Undertake contextual analysis.
Step 2:	Analyse and map development drivers within the precinct.
Step 3:	Analyse financial revenue against infrastructure expenditure over time
Step 4:	Combine the outputs of Steps 1 to 3 into a single IDSP identifying sub-areas within the precinct suitable for development stages numbered in order.
Step 5:	Monitor and review.

Step 1 – Contextual analysis: Existing and planned infrastructure and services

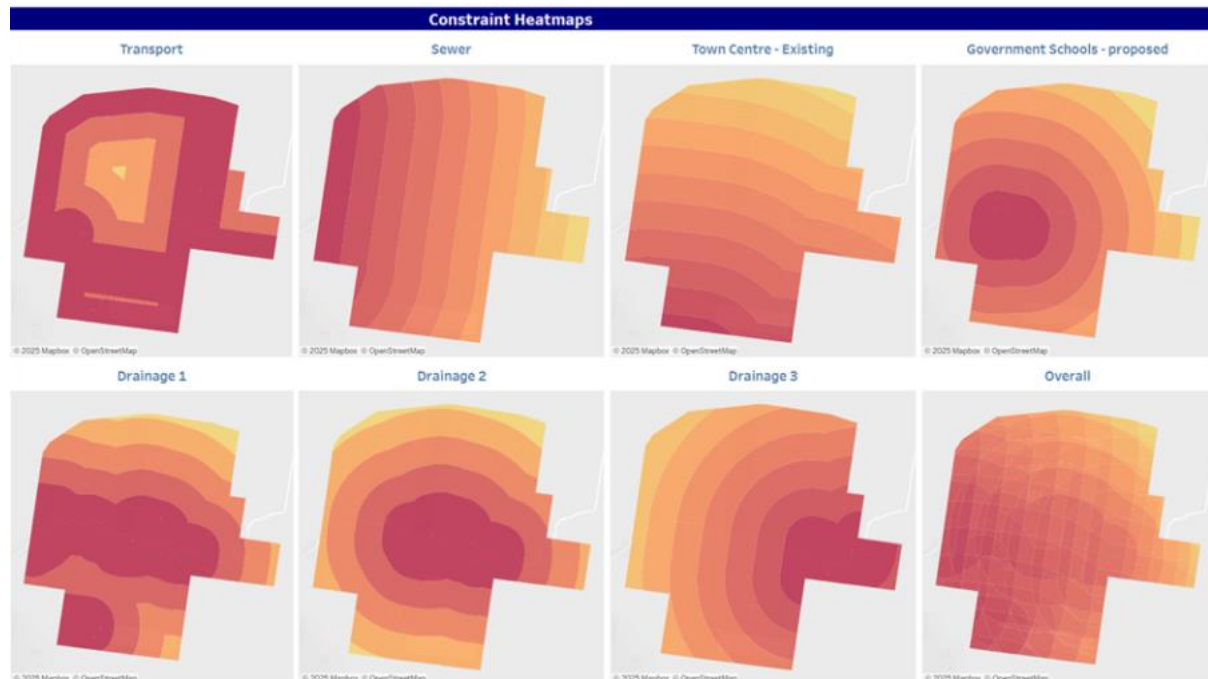
Factor	Analysis
Existing Utilities Services	Existing utilities such as electricity, sewer, potable water, and telecommunications are present and well established in the existing developments to the south-west and south-east of the precinct.
Existing Drainage infrastructure	As per the Utility Servicing Assessment prepared by Spiire, there is limited existing drainage infrastructure within the precinct. <ul style="list-style-type: none"> • Pipes and culverts located under Aberline Road and Horne Road at Russell Creek. • Several dams providing runoff storage for agricultural purposes.

Existing and planned transport infrastructure within the precinct and/or surrounds	<p>Key local and collector road access to the precinct:</p> <ul style="list-style-type: none"> • Horne Road (north-south access) • Aberline Road (north-south access) • Wangoom Road (east-west access) • Boiling Down Road (east-west access) • Dales Road (east-west access) <p>Key declared arterial roads surrounding the precinct:</p> <ul style="list-style-type: none"> • Princes Highway • Hopkins Highway <p>Key public transport infrastructure:</p> <ul style="list-style-type: none"> • No existing public transport infrastructure within the precinct • Bus Routes 2, 3, and 4 operate within the precinct surrounds, servicing Warrnambool towards Gateway Plaza Shopping Centre, Deakin University, and Tower Square, respectively
Existing activity nodes within the precinct or surrounds	<p>Key nearby existing activity centres:</p> <ul style="list-style-type: none"> • Warrnambool City Centre (principal activity centre). • Eastern Activity Precinct (major activity centre). • Northpoint Village (neighbourhood activity centre). • Dennington (neighbourhood activity centre). <p>Existing primary and secondary schools are located to the west and south-west of the PSP area.</p>

Step 2 - Development analysis: Within in the precinct

Factor	Analysis
Key proposed movement network infrastructure and intersections	<p>Existing connector roads and intersections will play a crucial role as gateways into the precinct, enabling access for the first stage of development and residents. These are:</p> <ul style="list-style-type: none"> • Aberline Road and Wangoom Road. • Aberline Road and Boiling Down Road. • Boiling Down Road and Gateway Road. • Horne and Boiling Down Road <p>As the precinct develops, a network of connector and local streets will spur from the existing roads to form a connected and integrated network.</p>
Key proposed public and active transport infrastructure	<p>Bus services are well connected throughout the Warrnambool township. Aberline Road to the South-West of the precinct services two established bus routes. It is logical for development to be driven from this road as it enables proximate access to public transport for first residents to key services.</p> <p>All future connector level roads within the precinct will be active transport and bus capable, as development expands, they will facilitate internal connections to the new and existing activity centres.</p>
Key proposed drainage	<p>Drainage is proposed to follow the existing pattern of development west to east along Russell Creek. Retarding basins facilitate relatively contained downstream waterflows to the creek.</p>
Key proposed activity centres and community infrastructure, including schools, community facilities and emergency services	<p>New housing growth and the expansion of the connector road network will influence the demand, timing and delivery of the government school, activity centre and community facilities.</p>

Existing and proposed services heat mapping



Step 3 – Financial Analysis

The financial analysis for the IDSP provides an understanding of when revenue is likely to be available from DCP levies for the delivery of infrastructure. The analysis has been used to assign infrastructure to a stage in alignment estimated funds.

The financial analysis has only considered local infrastructure delivered by Council and funded through the East of Aberline DCP.

Assumptions

It has been assumed that projects identified to be delivered in a stage will be delivered by developers through Works in Kind (WIK) arrangements. If this is to occur, then developers will forward fund the cost of constructing the infrastructure and offset against their future DCP monetary contribution. This assumption relies on developer eagerness and ability to deliver projects through WIK arrangements.

Inputs

The financial analysis identifies how many hectares will be developed per year for each stage and uses this to calculate how much Development Infrastructure Levies (DIL) will be collected, based on the rate shown in the DCP. It shows that a total of 269.08 hectares will be developed throughout the life of the precinct, with \$118,985,967 million of development infrastructure required by the DCP.

Financial Analysis table and summary

The table below shows the DIL collected per stage and the net position against the estimated project cost per stage.

Stage	Area of stage (NDA)	Levy/ ha	Stage revenue	Stage cost	Overall position
1	148.69939	\$442,189.00	\$65,753,234.56	\$92,551,469.69	-\$26,798,235.12
2	120.38429	\$442,189.00	\$53,232,608.81	\$26,434,497.78	\$0

* Note: Some discrepancies in numbers may exist due to rounding

There is a shortfall of \$26,798,235.12 to be managed in Stage 1 of precinct development. This is due to the number and cost of projects required to unlock development, coupled with limited NDA as planned community and sports projects are also within this stage. Despite the gap, it is important the proposed staging remains to ensure residential development does not occur in isolation or outpace the delivery of necessary infrastructure.

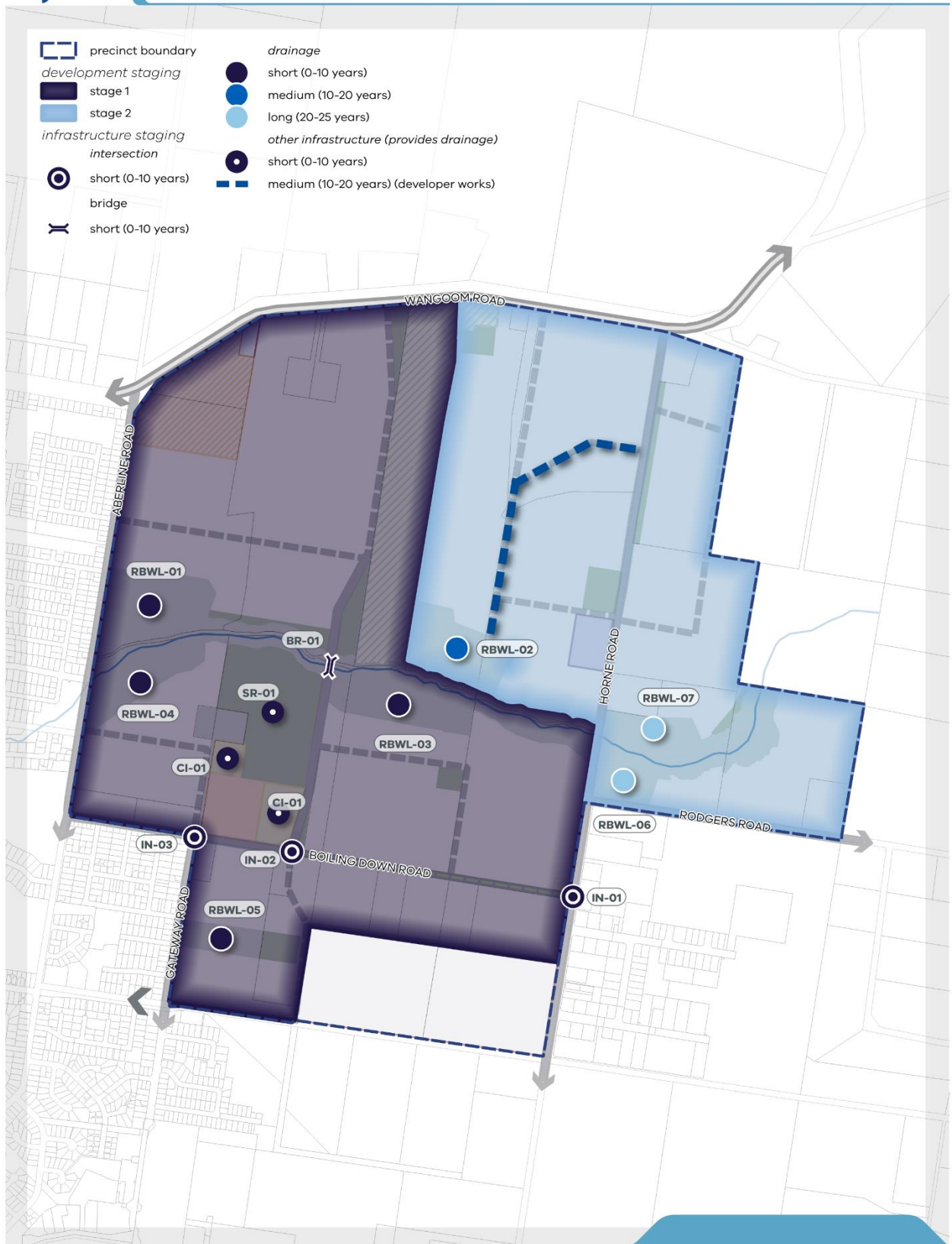
Options to manage this shortfall in this stage include:

- Some infrastructure projects may be delivered by developers via works-in-kind arrangements
- Council may be able to access grants and other funding streams to recoup the difference via alternative funding streams.

It is important to note that there will be cost recovery as Stage 2 develops. This stage is primarily developable land and DIL revenue will come to balance for projects delivered in Stage 1 (note -\$124.09) shortfall presents due to rounding of figures).

Step 4 – Preparation of Infrastructure and Development Staging Plan (IDSP)

STAGE 1: East of Aberline Road	
Leveraging existing conditions	<p>Leverage access to established development fronts and utilities lines adjacent to Aberline Road.</p> <p>Leverage access granted by transport gateways:</p> <ul style="list-style-type: none"> • Aberline Road and Wangoom Road • Aberline Road and Boiling Down Road • Boiling Down Road and Gateway Road
Enabling development and access in this stage	<p>The drainage infrastructure in this stage needs to be delivered prior to, or in parallel with the residential development of the stage to allow for crucial outfalls.</p> <p>Development of the connector road network will enable access to the proposed primary school, sports reserve and community facilities.</p> <p>Delivery of BR-01 across the Russell Creek enables north-south connection through stage 1 of the precinct. It and allows new residents to have access to the sports reserve, community facilities and schools unlocked in this stage.</p>
DCP Projects	<p>Transport projects (required to be delivered in this Stage):</p> <ul style="list-style-type: none"> • IN-02, IN-03 • BR-01 <p>Community projects (unlocked in this Stage):</p> <ul style="list-style-type: none"> • CI-01 • SR-01
STAGE 2: Remaining precinct area	
Leveraging existing conditions	<ul style="list-style-type: none"> • Leverage roads, services and utilities lines established in Stage 1 development, in particular, new access created by IN-02 and IN-03 • Leverage expansion of the bus network to service new development.
Enabling development and access in this stage	<ul style="list-style-type: none"> • Local and connector road expansion enables access to the town centre and local parks.
DCP Projects	<p>Transport projects (required to be delivered in this Stage):</p> <ul style="list-style-type: none"> • IN-01



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Step 5 - Monitor and review

The East of Aberline IDSP will be tested through the panel process and amended as appropriate.

Periodic review of the IDSP and supporting ordinance is recommended post gazettal of the PSP. This would be the responsibility of the responsible authority and should have regard to updates in funding information, developability, relevant consultation with landowners and updated information or policy from government.

Public Consultation

East of Aberline Precinct Structure Plan

**PEEK WHURRONG AND
KIRRAE WHURRONG COUNTRY**

EASTERN MAAR NATION

Background Report

SEPTEMBER 2025