# **Development Plan**

# **Delegate Assessment Report**



File Number:	DA2854
Planning Application No.	DP003/22
Responsible Officer:	Nicole Embling, Coordinator Statutory Planning

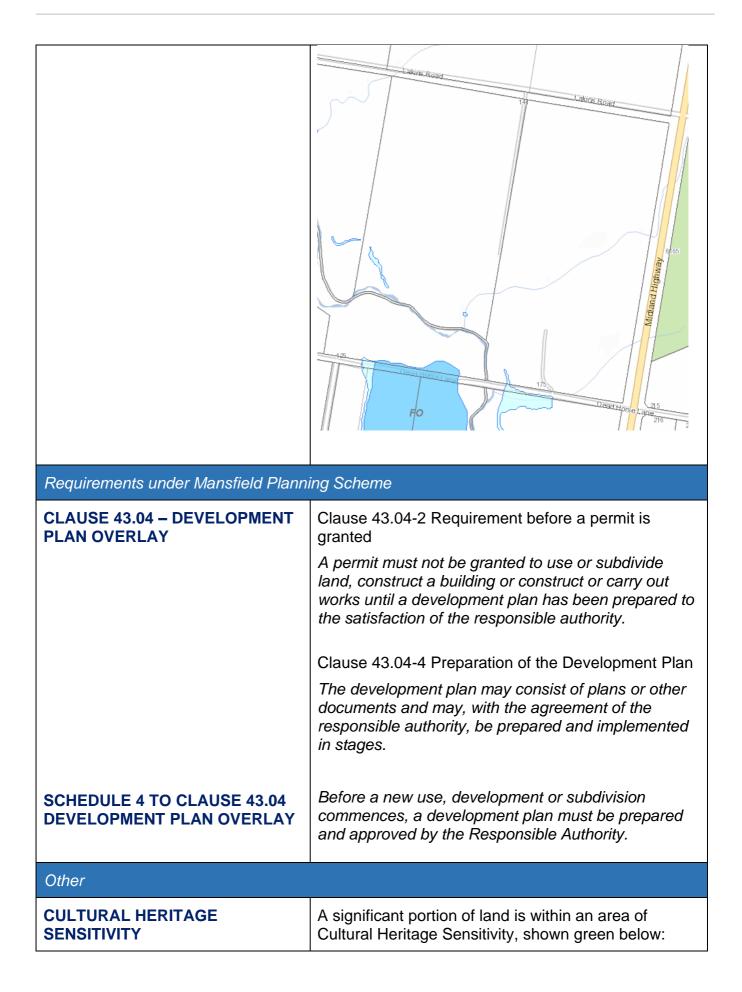
# **Conflict of Interest**

After reading the definitions of a general or material conflict of interest as defined by the *Local Government Act 2020*, do you have a conflict of interest?

Yes 🗆 No 🖂	
Application Details	
APPLICANT	Ian Brashaw, Urban Plan, on behalf of David Luelf
PROPOSAL	Development Plan for Industrial Zoned land
APPLICATION LODGED	11 October 2022
NOTICE AND SUBMISSIONS	Application was advertised to the adjoining and nearby owners and occupiers, two signs onsite and notice was in the local newspaper.
Property Details	
PROPERTY ADDRESS	175 Dead Horse Lane, Mansfield, and 141 Lakins Road, Mansfield
LAND DESCRIPTION	Crown Allotment 39, Parish of Mansfield, and Crown Allotment 40, Parish of Mansfield
RESTRICTIVE COVENANTS	No restrictions registered on the Titles
LAND AREA	57.85 hectares
EXISTING USE	174 Dead Horse Lane
	Existing single dwelling and associated shedding, with large areas of land used for light agricultural purposes, i.e., grazing and hay cutting.
	141 Lakins Road
	Mansfield Shire Council Depot, associated storage facilities, animal pound and associated holding yards.

	Vacant land used for light agricultural purposes.
Planning Provisions	
ZONE	Industrial 1 Zone; partial Urban Floodway Zone Adjoins Transport Zone 2 Abuts land in the Farming Zone
	Harris Road Harris Road Hyrz
OVERLAYS	Development Plan Overlay, Schedule 4

MANSFIELD SHIRE COUNCIL | DELEGATE REPORT – DEVELOPMENT PLAN





# BACKGROUND

# Subject site, neighbourhood, and environs

The subject land comprises two large existing parcels of land.

The eastern parcel at 175 Dead Horse Lane is rectangular in shape and has significant front to Dead Horse Lane along its southern boundary, the Midland Highway along the eastern boundary, and Lakins Road along the northern boundary. There is an existing dwelling, with associated outbuildings and some agricultural storage sheds.



Figure 1: Aerial image of existing dwelling at 175 Dead Horse Lane

An existing driveway from Dead Horse Lane provides access to the dwelling and there is a farm access gate midway along the Midland Highway frontage. Naturally, there is a small watercourse and a few drainage lines which traverse the property from east to west, where they meet Ford Creek in the south-west corner of the land. This significant watercourse is recognised for flooding during heavy rain events.

The western parcel, at 141 Lakins Road, is currently owned by Mansfield Shire Council and is used as the Depot for the Fields Services Department. This land also includes the Shire Animal Pound, which has stock yards. There are vacant paddocks west of the Depot which are used for stock grazing sporadically.

The southern boundary of 141 Lakins Road adjoins Fords Creek, where the land is subject to flooding. There is also some significant vegetation along the boundary.



Figure 2: Aerial image of Council Depot at 141 Lakins Road

There are two significant Scarred Trees on the subject land, one near to the west boundary and one fairly central on the land, which were identified in a previous Cultural Heritage Management Plan prepared for Council.

The land to the north of the subject land is in the Farming Zone, with Black Creek traversing south-west towards Fords Creek. This land is used for agricultural purposes, including cropping.

The subject land adjoins Midland Highway to the east and the Mansfield Racecourse is on the other side of the road.

To the south of the subject land, on the other side of Dead Horse Lane, there is vacant land zoned General Residential, which has potential to be further development for residential purposes. There are currently two dwellings, on separate lots, and vacant land used for agricultural purposes.

The land to the west of the subject land is in the Farming Zone and is mostly vacant land used for agricultural purposes, there are also some sheds used for a Wood Storage Yard.

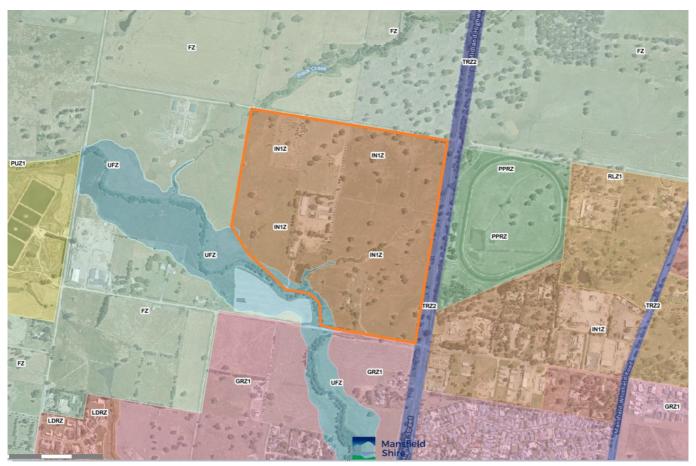


Figure 3: Subject Land and surrounds, with Zones

## **Site History**

The subject land was rezoned Industrial 1 Zone, which was approved and gazetted through Amendment C51mansPt1 8 September 2022. Previously the land was zoned Farming Zone. Amendment C51mansPt1 also introduced the Development Plan Overlay, Schedule 4 to the subject land.

Planning permits approved for 175 Dead Horse Lane Mansfield include the following: -

- Planning permit P046/16 was issued 3 June 2016 and permitted the removal of native vegetation.
- Planning permit P0211/03 was issued 28 August 2003 and permitted the use and development of land for a single dwelling.

Planning permits approved for 141 Lakins Road Mansfield include the following: -

- Planning permit P003A/18 was issued 31 March 2022 and permitted an amendment from two lots to a three-lot subdivision.
- Planning permit P003/18 was issued 24 April 2018 and permitted a two-lot subdivision and creation of a carriageway easement.
- P057367H/14 was issued 10 February 2015 and permitted a two-lot subdivision.
- Planning permit P136/13 was issued 30 April 2015 and permitted use and development of transhipment yards (stock yards).
- Planning permit P0171/07 was issued 29 October 2007 and permitted buildings and works associated with a log storage facility.

## Proposal

The proposal is to provide a Development Plan which aligns with the requirements of the Development Plan Overlay (Clause 43.04):

- Objectives and guidelines for future Industrial Development at 175 Dead Horse Land and 141 Lakins Road, Mansfield
- Incorporate the Township Approaches Planning Controls and Guideline Study, Mansfield Design Guidelines

The submitted Development Plan is attached.

# CONSULTATION

#### **Referral Responses**

Referral Agency	Response
AUSNET ELECTRICITY SERVICES (AUSNET)	Confirmation of their support for the proposal and note that all future lots and development would be required to connect to the reticulated electricity supply
COUNTRY FIRE AUTHORITY (CFA)	Advised that an additional bushfire assessment report is required, which is currently being undertaken by the applicant and will be provided to CFA for further comment
DEPARTMENT ENERGY, ENVIRONMENT AND CLIMATE ACTION (DEECA)	Provided a response with supportive comments relating to the protection of native vegetation and ensuring the road layout appropriately avoids existing large native vegetation
DEPARTMENT PLANNING AND TRANSPORT (DTP)	In-principal support, subject to some requested amendments to only show one connecting road to Midland Highway.
GOULBURN BROKEN CATCHMENT MANAGEMENT AUTHORITY (GBCMA)	In-principal support, subject to some requested details for setbacks from the waterway.
GOULBURN MURRAY WATER (GMW)	Provided advice confirming their support for the Development Plan and noted that future development would require a 30-metre setback for buildings from Ford Creek and any other identified waterway
GOULBURN VALLEY WATER (GVW)	Provided advice which determines the subject land to be within the water district boundary and therefore could be serviced by the Mansfield water network. The subject land is outside the GVW sewer district boundary however, there is potential for future development to be serviced by gravity sewer and may require a pump station

COUNCILS ENGINEERING SERVICES	Supportive
COUNCILS ENVIRONMENTAL SERVICES	Supportive
COUNCILS STRATEGIC PLANNING SERVICES	Supportive

## **Public Notice**

The application was advertised in accordance with the requirements of the *Planning and Environment 1987* and involved a sign on site (in two locations), letters to adjoining and nearby owners and occupiers, and a notice in the newspaper, *Mansfield Courier*.

Following the notice period three (3) submissions were received which included objections to the application. It is noted that two of the three submissions also included general supporting statements regarding the future industrial development of the land.

The objections relate to:

- Onsite water management, including stormwater detention
- Retention of native trees
- Cultural Heritage Management Plan is required
- Industrial use of the land when there is a need for additional housing
- Any public-private partnership that Council may be involved in for the land at 141 Lakins Road
- Pedestrian access along waterways and specifically Ford Creek
- Loss of existing (historic) outbuildings
- Impacts for the future Design and Development Overlay
- Car parking
- Landscaping for future development
- Traffic impacts and large vehicle movements within the subject land

A full assessment of the objections is attached.

# MANSFIELD PLANNING SCHEME CONTEXT AND ASSESSMENT

## Municipal Planning Strategy (MPS) and Planning Policy Framework (PPF)

The Municipal Planning Strategy and Planning Policy Framework seeks to ensure that the objectives of planning in Victoria (as set out in Section 4 of the *Planning and Environment Act 1987*) are fostered through appropriate land use and development planning policies and practices which integrate relevant environmental, social, and economic factors in the interests of net community benefit and sustainable development.

The following Planning Policies and Objectives are relevant to this application:

# Clause 02.03 Municipal Planning Strategy, Strategic Directions

## Clause 02.03-1 Settlement

The Hume Regional Growth Plan 2014 considers Mansfield Township a sub-regional moderate growth centre in the Central Hume sub-region that is serviced by larger regional towns further west and north. It is the only urban centre with significant growth potential in the Shire and provides all major services and infrastructure for the community.

#### Clause 02.03-3 Environmental risks and amenity

#### Flooding

The catchment of Fords Creek is flood prone where flooding has historically caused damage to the natural and built environment.

Floods are naturally occurring events. The inherent functions of floodplains are to convey and store floodwater. Natural flooding, long term productivity of flood prone lane, river and wetland health are all closely linked. Inappropriate development on the floodplain can lead to the deterioration of environmental values and reduced agricultural production.

Councils Strategic Directions for environmental risks and amenity are to:

• Preserve the inherent functions of floodplains to minimise the long-term flood risk to floodplain production, assets, and communities.

#### 02.03-4 Natural resource management

Water and Declared Special Water Supply Catchments

Councils Strategic Directions for catchment planning and management are to:

- Protect the environmental significance and visual amenity of local water sources and Special Water Supply Catchments
- Avoid development in catchments that is detrimental to water quality

## Clause 02.03-7 Economic development

Council's strategic directions for economic development are to:

- Provide sufficient retail/commercial and industrial land to meet demand.
- Support viable industrial business opportunities.
- Support environmentally sustainable industries as alternatives to the traditional forms of industry.

## Clause 11.02-1S Supply of Urban Land

The objective is to ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional, and other community uses.

## Clause 11.01-1L.01 Mansfield Township

**Objectives:** 

• To protect the development and future growth of the Lakins Road precinct as the Shire's primary industrial area.

Strategies:

• Locate major commercial and industrial developments in Mansfield township.

- Encourage relocation of service industries, light industrial, rural supplies and vehicle repair uses from the town centre to new industrial areas, including Mount Buller Road and Lakins Road once subdivided.
- Protect Lakins Road industrial precinct from residential encroachment.
- Site and design industrial development in Dead Horse Lane to reduce amenity conflicts with neighbouring residential properties to the south by incorporating the necessary landscape and acoustic buffers.
- Support the continuity of the Dead Horse Lane industrial area as an established industrial area.
- Implement buffering treatments to manage interactions between existing industrial uses and growing residential dwellings to the south of Dead Horse Lane.
- Encourage relocation of manufacturing, construction, rural supplies, and vehicle repair uses to new industrial land in Dead Horse Lane.
- Require new development in Dead Hose Lane to maintain a suitable landscape and acoustic buffer to the residential dwelling to the south of Dead Horse Lane.
- Create a linear landscaped passive park with pedestrian paths along Fords Creek connecting to existing and future planned paths.

#### Clause 12.01-2S Native vegetation management

Objective:

To ensure that there is no net loss to biodiversity as a result of the removal, destruction or lopping of native vegetation.

#### Clause 12.03-1S River and riparian corridors, waterways, lakes, wetlands, and billabongs

Strategies:

- Sensitively design and site development to maintain and enhance the waterway system and the surrounding landscape setting, environmental assets, and ecological and hydrological systems.
- Address the impacts of use and development on drought and flooding events at a catchment and site scale to protect the health and natural function of waterway systems and their surrounding landscape and environment.

#### Clause 13.03-1L Floodplain management

This policy applies to all land affected by the Urban Floodway Zone (UFZ), Flood Overlay (FO) or Land Subject to Inundation Overlay (LSIO).

Strategies:

- Avoid the intensification of land use and development in the floodplains of watercourses.
- Discourage subdivision of parcels that could lead to intensification of development on flood prone land.

#### Clause 13.07-1S Land use compatibility

Objective:

To protect community amenity, human health and safety while facilitating appropriate commercial, industrial, infrastructure or other uses with potential adverse off-site impacts.

Strategies:

- Ensure that use or development of land is compatible with adjoining and nearby land uses.
- Avoid or otherwise minimise adverse off-site impacts from commercial, industrial, and other uses through land use separation, siting, building design and operational measures.
- Protect commercial, industrial, and other employment generating uses from encroachment by use or development that would compromise the ability of those uses to function safely and effectively.

#### Clause 14.02-1L Catchment planning and management

This policy applies to land within a Declared Special Water Supply Catchment Area, the subject land is within the Upper Goulburn Catchment Area.

Strategies:

- Discourage land uses that would contribute to the degradation of downstream water quality.
- Support new development only where connection to reticulated sewerage infrastructure can be provided or it will not have a cumulative impact on nutrient and pathogen loads.
- Incorporate integrated Water Sensitive Urban Design techniques and mitigation measures to reduce overall wastewater volumes and level of nutrients, pathogens and pollutants entering the catchment from use and development.
- Ensure any drainage scheme is consistent with the capability of the land.

## Clause 17.03-1S Industrial land supply

Strategies:

- Provide an adequate supply of industrial land in appropriate location including sufficient stocks of large sites for strategic investment.
- Identify land for industrial development in urban growth areas where:
  - Good access for employees, freight and road transport is available.
  - Appropriate buffer areas can be provided between the proposed industrial land and nearby sensitive land uses.

## Clause 17.03-2S Sustainable Industry

Objective:

To facilitate the sustainable operation of industry.

Strategies:

- Ensure that industrial activities requiring substantial threshold distances are located in the core of industrial areas.
- Encourage activities with minimal threshold requirements to locate towards the perimeter of the industrial area.

• Minimise inter-industry conflict and encourage like industries to locate within the same area.

#### Clause 17.03-1L Industrial development

#### Objective:

To support a growing economy for Mansfield Shire that is attractive to new and diverse industries.

#### Strategies:

- Strengthen and grow the capacity of the Shire to service the industrial needs of its growing population by providing clear land use directions for current and future industrial uses.
- Support the growth of service-based industries within the Shire by encouraging the development of appropriate service facilities.
- Support the diversification and growth of the Shire's industries and trades by supporting the development of a new and contemporary industrial precinct.
- Support the capacity of the Shire to attract new industries via the establishment of a new and accessible industrial precinct.

#### <u>Zoning</u>

#### Clause 33.01 Industrial 1 Zone

#### Purpose

To provide for manufacturing industry, the storage and distribution of goods and associated uses in a manner which does not affect the safety and amenity of local communities.

**Decision Guidelines:** 

- The effect that the use may have on nearby existing or proposed residential areas or other uses which are sensitive to industrial off-site effects, having regard to any comments or directions of the referral authorities.
- The effect that nearby industries may have on the proposed use.
- The drainage of the land.
- The availability of and connection to services.
- The effect of traffic to be generated on roads.
- The interim use of those parts of the land not required for the proposed use.

#### Clause 37.03 Urban Floodway Zone

Purpose:

To implement the Municipal Planning Strategy and the Planning Policy Framework.

To identify waterways, major flood paths, drainage depressions and high hazard areas within urban areas which have the greatest risk and frequency of being affected by flooding.

To ensure that any development maintains the free passage and temporary storage of floodwater, minimises flood damage and is compatible with flood hazard, local drainage conditions and the minimisation of soil erosion, sedimentation, and silting.

To protect water quality and waterways as natural resources by managing urban stormwater, protecting water supply catchment areas, and managing saline discharges to minimise the risks to the environmental quality of water and groundwater.

#### **Overlays**

#### Clause 43.04 Development Plan Overlay (DPO)

The purpose of the Overlay is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To identify areas which require the forma and conditions of future use and development to be shown on a development plan before a permit can be granted to use or develop the land.
- To exempt an application from notice and review if a development plan has been prepared to the satisfaction of the Responsible Authority.

#### **DPO Schedule 4, Industrial 1 Zone Lane**

Objectives:

- Outline the form and conditions for future use and development of land in the Industrial 1 Zone.
- Establish broad directions for future land use, development subdivision and servicing of industrial land.

Requirements	Officer Assessment	Complies?
Site assessment and response, including natural features, slope and orientation, drainage lines, native vegetation, heritage and archaeological significance, view lines and adjoining land.	The Development Plan has been designed in such a way to allow for many natural features of the land to be protected, including drainage lines, buffers to Ford Creek, and native vegetation. Cultural Heritage Management Plans will be required during the planning permit application process, however there are two identified Scarred Trees on the land which are required to be protected. The subject land does not have any known historical features.	Yes
Proposed subdivision layout and density, indicating internal roads, external road linkages and impacts, pedestrian linages and if appropriate lot layout.	The proposed road layout provides for one direct connection to Midland Highway, two (2) connections south to Dead Horse Lane and four (4) connections north to Lakins Road, one (1) being the existing Council Depot access. The road design connects to external roads and internally to all proposed new roads, which are proposed to have a 25-metre road reserve in accordance with Councils Infrastructure Design Manual. The road reserves will be able to provide footpaths on both sides of new roads created, allowing for pedestrian connections.	Yes

	There is an existing unsealed footpath on the eastern side of Midland Highway, which currently ends at the Mansfield Racecourse, opposite that subject land, which could be connected to the land at 175 Dead Horse Lane and provide a pedestrian linkage to the Mansfield township.	Mar
All servicing, including water, sewerage, drainage and stormwater, electricity, and telecommunications to meet the standards of the relevant service authority.	The Development Plan application has been referred to all relevant authorities for their comments. Supporting comments have been received from AusNet Electricity Services, Goulburn Valley Water, Goulburn Broken Catchment Management Authority, and Councils Engineering Departments. The subject land has available connection to all required services.	Yes
Bushfire risk and bushfire protection measures for the site and area, as appropriate.	The Development Plan application has been referred to Country Fire Authority (CFA) in relation to the potential bushfire risk as the land is within the Bushfire Prone Area. CFA have advised that a detailed bushfire report is required, which is currently being prepared and will be provided to CFA. Any future subdivision development will require fire hydrants installed.	Yes
Existing and future open space, including linkages to and between areas of open space.	The proposed protected drainage lines, with 30-metre buffers will provide for some visual open spaces and natural landscapes throughout the future development and will have an opportunity to provide pedestrian linkages. The drainage lines directly connect to Ford Creek, which is an existing open space corridor.	Yes
Proposed measure to address native vegetation, landscaping, and streetscape treatment.	The proposed development overall will protect approximately 90 native trees and will require significant native plantings along drainage lines as a response to Water Sensitive Urban Design. The submitted Development Plan would require streetscape plantings for any new internal roads and landscaping within future lots, particularly along the Midland Highway. The development has been named 'Woodland Estate' by the Developer, in response to the existing and proposed native trees.	Yes

The stages, if any, in which the land is to be	The original Development Plan provides	Yes
subdivided and developed.	indicative staging however, it has now been removed from the plan as there is opportunity for development to commence either from Dead Horse Lane, or Lakins Road as there are good existing road connections.	162
	Council Officers do not consider the staging necessary to be included in the Development Plan for approval.	
	Staging of future development will be approved through subsequent subdivision applications.	
Potential impact of the proposed development plan on neighbouring and nearby land.	The subject land adjoins land in the General Residential Zone for approximately 330-metres along the southern boundary, at Dead Horse Lane. This adjoining land is currently used for agricultural purposes, however, has the potential for residential development in the future. Any proposed industrial development near the Dead Horse Lane boundary will be subject to the setback and amenity impact requirements of Clause 53.10 Uses and	Yes
	Activities with Potential Adverse Impacts. The adjoining land to the north and west is in the Farming Zone and will be unlikely to be impacted by any industrial land uses.	
	The land to the east is the Mansfield Racecourse and some land also within the Industrial 1 Zone, this land will not likely be impacted by industrial land uses.	
	The impact of future industrial land uses on adjoining and nearby land was considered during the process to rezone the land.	
Compliance with any adopted structure plan, urban design framework or strategy relevant to the area.	The application responds directly to the Township Approaches Planning Controls and Guideline Study, Mansfield Design Guidelines which is a strategic document adopted by Council that is being relied upon for the proposed Design and Development Overlay, which would apply to the land adjoining Midland Highway. The Development Plan provides for detailed prescriptive design controls which	Yes
	future development would need to comply with. It is considered that the	

	Plan appropriately responds icies and strategies.
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#### Clause 44.04 Land Subject to Inundation Overlay (LSIO)

The purpose of the Overlay is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To identify flood prone land in a riverine or coastal area affected by the 1 in 100 (1 per cent Annual Exceedance Probability) year flood or any other area determined by the floodplain management authority.
- To ensure that development maintains the free passage and temporary storage of floodwaters, minimises flood damage, responds to the flood hazard and local drainage conditions and will not cause any significant rise in flood level or flow velocity.
- To minimise the potential flood risk to life, health and safety associated with development.
- To reflect a declaration under Division 4 of Part 10 of the Water Act, 1989.
- To protect water quality and waterways as natural resources by managing urban stormwater, protecting water supply catchment areas, and managing saline discharges to minimise the risks to the environmental quality of water and groundwater.
- To ensure that development maintains or improves river, marine, coastal and wetland health, waterway protection and floodplain health.

#### **Particular Provisions**

#### Clause 52.29 Land Adjacent to the Principal Road Network

The purpose of the Clause is to ensure appropriate access to identified roads. Pursuant to Clause 52.29-3 a permit is not required to subdivide an existing building, provided the building is already connected to services and no new access is required.

# CONCLUSION

The Development Plan has been submitted to Council to satisfy the requirements of Clause 43.04 Development Plan Overlay (DPO) of the Mansfield Planning Scheme. The DPO requires a Development Plan to be approved prior to any planning permits being issued for subdivision or development.

The land was previously zoned Farming and in 2022 was re-zoned to Industrial 1 Zone in accordance with Councils strategic plans for commercial and industrial land supply. The re-zoning process involved community consultation and was approved by Council and the Minister for Planning.

In addition to the requirements of the DPO, the local and state planning policy provisions and municipal planning strategy provide objectives and strategies specifically relating to the development of industrial land. The submitted Development Plan appropriately responds to the requirements of the state and local planning policies and sets out requirements for future development.

Council is currently in the process of proposed a Design and Development Overlay to apply to the subject land in accordance with the existing *Township Approaches Planning Controls and Guideline Study, Mansfield Design Guidelines* which would require design guidelines for future development. At the request of Council Officers, the submitted Development Plan has similar

controls which are proposed for the Design and Development Overlay, therefore there would not be any additional design requirements if the Overlay is applied.

The submitted Development Plan is considered to have more prescriptive requirements than the proposed Design and Development Overlay, which would mean that future subdivision and development of the Industrial land, particularly along the Midland Highway, would need to comply with the requirements.

The Development Plan sets out requirements for future subdivision and development (buildings) in relation to vehicle access, parking, building frontages, setbacks, height, external colours and finishes, roof forms, water sensitive urban design, sustainable built form, landscaping fencing, loading facilities, lighting, and signage. The proposed layout for future roads and lots would enable considerable protection of existing vegetation, including large native trees. In a response to the submitters, the applicant proposed that 63 native trees within 175 Dead Horse Lane and 27 native trees within 141 Lakins Road will be protected, with an estimated retention of 88% of all vegetation. Furthermore, the Development Plan does not propose to further develop the existing Council Depot, which therefore will allow for the protection of a significant number of existing large native trees.

If approved, any future planning permit application would need to comply with the objectives, strategies, requirements and decision guidelines of the Development Plan and any relevant planning policy. The decision guidelines included in the Development Plan set out a requirement for applications to be in accordance with the decision guidelines set out in the *Township Approaches Planning Controls and Guideline Study, Mansfield Design Guidelines*.

The submitted Development Plan is considered to be in accordance with the relevant planning policies and in particular the Development Plan Overlay, Schedule 4 Industrial 1 Zone Land. The Development Plan and the associated plan detail a layout which will provide suitable access for industrial development to the Midland Highway and the Heavy Vehicle Bypass, whilst being designed in such a way that respects the existing natural landscape and protects native vegetation.

# **OFFICER RECOMMENDATION**

#### APPROVAL OF DEVELOPMENT PLAN

That Council approve the submitted Development Plan for Industrial Zoned land on **Crown Allotment 39, Parish of Mansfield, and Crown Allotment 40, Parish of Mansfield**, commonly addressed as 175 Dead Horse Lane, Mansfield, and 141 Lakins Road, Mansfield.