

# Mansfield Commercial and Industrial Land Use Strategy

## Draft Strategy

Prepared for  
The Shire of Mansfield  
September 2020

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## Executive Summary

The *Mansfield Commercial and Industrial Strategy 2020* (The Strategy) sets out land use actions and directions to secure the long term sustainable commercial and industrial growth of the Shire of Mansfield.

Building on analysis from the *Mansfield Commercial and Industrial Strategy 2020 Background Issues* study May 2020 and its accompanying community consultation, *The Strategy* provides a range of directions and recommendations for the future use and growth of the Shire's retail, commercial and industrial precincts in response to the changing dynamics of confronting the Shire and its role in the broader economy of regional Victoria.

*The Strategy* provides a proactive response to the Shire's current and emerging economic conditions, its land supply context and enduring planning framework. In shaping *the Strategy's* strategic vision and actions the study undertakes a series of detailed precinct analyses to ensure recommendations are appropriate for the local context.

### Purpose

The purpose of *the Strategy* is to facilitate long term economic growth by identifying the policy and planning basis to support initiatives that will drive commercial expansion in the Shire.

### Drivers of Change

A range of macro and micro drivers of change will impact the structure and performance of Mansfield's economy including:

- **Influence 1: Population Growth and Migration:** The Shire's population is growing as retirees and young households migrate to the Shire. The Shire attracts large numbers of new residents from Melbourne (in particular, from Melbourne's eastern suburbs) and regional Victoria (primarily from the Local government areas of Benalla and Murrindindi). Housing demand is strong, driven by household growth and demand for secondary dwellings. This is resulting in significant housing development within Mansfield township. Long term population growth will continue to drive demand for new retail and commercial floor space.
- **Influence 2: Economic Growth:** Economic performance for the Shire is healthy across a range of indicators, with economic output (average annual growth rate of 1.95% p.a. since 2010), employment growth (average annual growth rate of 0.9% p.a. since 2006) and new business formation demonstrating healthy growth in recent years. The number of people employed in the delivery of services has been growing, and food and beverage based retailing has emerged as a growing form of employment. Future economic growth will continue to be driven by household expenditure, the Shire's agricultural industry and the visitor economy. In the short term, Coronavirus mobility restrictions will curtail the Shire's visitor economy and economic expansion.
- **Influence 3: The Visitor Economy and Climate Change:** The Shire attracts high numbers of visitors each year, with key tourism drivers including water-based tourism at Lake Eildon, ski tourism at Mt Buller and cycling tourism associated with the Great Victorian Rail Trail. In that context, risks associated with climate change require

consideration, since a warmer climate may impact visitor behaviour, the longevity of the ski season and the level of hazard encountered by outdoor tourism.

- **Influence 4: Socio Economic Change:** The Shire's socio-economic profile continues to improve as indicated by lower levels of disadvantage and growth in median weekly household incomes (which are now comparable to or even exceed those of neighbouring local government areas). The population is aging with the community's median age now approaching 50 years of age. Increasing levels of education attainment, especially among females, and the growth of female professionals and educators is transforming the local workforce and economy. More affluent and professional households will likely drive demand for a greater range of local services and increase recreational expenditure.
- **Influence 5: Physical Expansion of the Mansfield Township and Urbanisation:** The Mansfield Township is growing in population and in physical footprint. Former farming land is being converted into housing, as the township's low and medium density residential estates expand outward.

## Key Issues

Key issues impacting on the Shire's commercial and industrial activities include:

- **Potential land use conflict:** As Mansfield Township expands a key challenge for existing industry and Council is the need to manage the interaction between residential and commercial uses to ensure that residential growth does not adversely impact on the

operations of existing enterprises. Both the Dead Horse Lane/Lakins Road and Mount Buller Road commercial/industrial precincts about the township's residential growth areas.

- **Land supply:** There is a shortage of available commercial and industrial land to support the needs of the current and future community.
- **Office and service space:** There is a lack of dedicated contemporary office space to accommodate the provision and growth of professional and personal services.
- **Business attraction:** The combination of labour shortages (resulting from healthy employment growth) and a lack of commercial and industrial floor space may impede the ability of the local economy to respond to increasing demand and to attract new enterprises to the Shire.
- **Commercial fragmentation:** *The Strategy* details a commercial hierarchy that seeks to support the ongoing growth of Mansfield Township as the Shire's leading retail, service and visitor node while continuing to support local convenience retailing and food and beverage services in the Shire's smaller townships and settlements. Commercial fragmentation represents a risk to enterprise expansion and business development.
- **Activating High Street (West):** The western section of High Street includes commercially zoned residential dwellings, vacant sites and underutilised land. Activating and strengthening the commercial function of this area via the addition of new uses and greater integration with the Town Centre's core commercial functions is an enduring challenge which *the Strategy* seeks to address.

## Vision

*The Strategy* defines an overarching vision for the town's long term commercial and industrial uses:

*Mansfield Shire will support a growing economy that is attractive to new and diverse industries, facilitates the ongoing expansion of its tourism sector and delivers an array of retail, commercial, household and personal services to its growing population and visitors.*

### **Summary of Strategic Objectives**

A series of Strategic Objectives support the Vision as follows:

- Strengthen and grow the capacity of the Shire to service the commercial, retail and industrial needs of its growing population by providing clear land use directions for current and future commercial and industrial uses.
- Create investment certainty by detailing enduring land use directions for commercial and industrial land.
- Support the growth of service-based industries within the Shire by encouraging the development of appropriate office and service facilities.
- Support the diversification and growth of the Shire's industries and trades by supporting the development of a new and contemporary industrial/commercial precinct.
- Support the rejuvenation and strengthening of the Shire's key commercial areas including the Mansfield Town Centre and the Mount Buller Road large format and trades precinct by providing clear land use directions and planning certainty.
- Support the capacity of the Shire to attract new industries via the establishment of a new and accessible commercial and industrial precinct.
- Reduce the potential for land use conflict by minimising the incidence of incompatible land uses and by ensuring buffering between growing residential uses and established industrial areas.

### **Recommendations**

A summary of the *Strategy's* main recommendations is as follows:

- *The Strategy* directs commercial activity to main road locations along High and Highett Street as the Shire's core and leading commercial areas. In turn, it also proposes to limit commercial uses along residential streets including Curie, Erril, Nolan and Ailsa streets.
- To support the Shire's growing service needs *the Strategy* encourages the development of a "Services Hub" along the western section of High Street. A future facility should include private and public office space, co-working space and consulting space. The development of service space along the western section of High Street will help activate this area and further integrate the western section of High Street with the Mansfield Town Centre.
- *The Strategy* continues to support large format big box retailing uses within the Mount Buller Road precinct. Equally, the *Strategy* affirms the role of the Mansfield Town Centre as the Shire's primary retailing and large format food retailing (supermarket) precinct.
- *The Strategy* recommends the implementation of buffer treatments at the residential interface of the Mount Buller Road and Dead Horse Lane commercial precincts.
- *The Strategy* recommends the development of a new contemporary industrial commercial precinct at 175 Dead Horse Lane and 141 Lakins Road.
- *The Strategy* recommends the rezoning of the former Saw Mill site into a residential zone and the rezoning of land in Bonnie Doon that is not suited to commercial uses for residential purposes.



# 1 Introduction

The Mansfield Industrial and Commercial Land Use Strategy creates a set of integrated land use directions and actions to support the long term growth and resilience of Mansfield’s economy.

## 1.1 Project Purpose

The project seeks to achieve multiple inter-related objectives that:

- Profile the economic and social characteristics that will drive future demand for industrial and commercial land.
- Establish a commercial and industrial land use framework that will enable existing businesses to expand, attract new businesses, strengthen supply chains, and diversify business activity.
- Identify land to support commercial expansion.
- Review the structure and zoning of existing commercial and industrial precincts
- Enable and facilitate employment growth.

## 1.2 Project Stages

The project has been developed according to a series of stages in which background research, including economic, social and policy analysis, has set the scene for the development of this strategy.

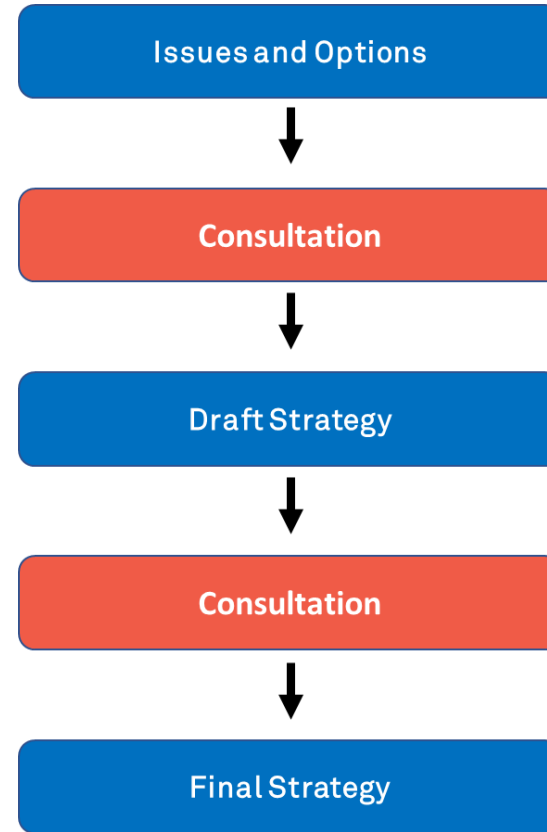


Figure 1: Project Stages

## 2 Commercial and Industrial Overview



The Shire of Mansfield encompasses 3,800 square kilometres of primarily rural land approximately 130 kilometres north east of Melbourne.

Mansfield township is the Shire’s largest settlement, which functions as the Shire’s major service and commercial centre. The Shire’s other towns include Merton, Bonnie Doon, Tolmie, Merrijig, Goughs Bay, Jamieson and Woods Point.

The Shire benefits from ski tourism with Mansfield township acting as the primary support and service settlement for the Mount Buller ski resorts which are a 50 minute car trip from Mansfield township.

Mansfield is also located at the end of the recently completed Great Victorian Rail Trail which is a growing tourism and recreational destination in central Victoria. The Shire also adjoins nearby recreational attractions at Lake Eildon and Victoria’s high country.

The regional centres of Shepparton, Wangaratta and Benalla are within 1 hour of the Shire by private vehicle, while Melbourne is approximately 2 hours away.

As at 2019 the estimated resident population of the Shire was 9,100 residents with a significant proportion of the population located in the Mansfield township. Over the past decade the Shire has attracted steady numbers of retirees drawn to the Shire’s lifestyle and recreational opportunities.

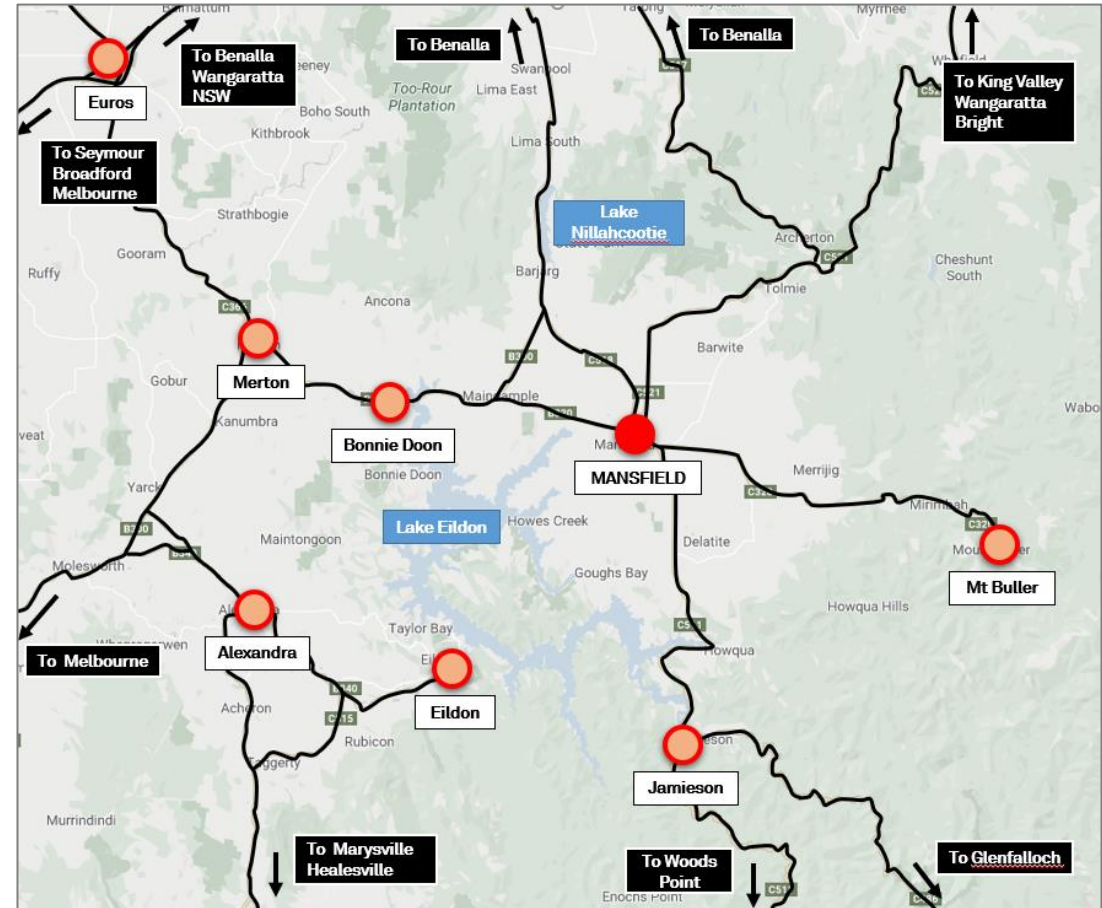


Figure 2: Settlement structure

### 3 Commercial and Industrial Key Influences

Changing consumption patterns, population growth, urbanisation, climate risks, demographic and social change will continue to impact the structure

and performance of Mansfield's economy and, in turn, the way in which the Shire's commercial, industrial and retail floor space is used.

The following explores the macro and micro drivers impacting on the Shire's economic future as well as the opportunities and challenges these entail.

### 3.1 Overview

Future economic growth and change will be influenced by:

- *Population growth and demographic change:* The Shire's population is growing. Retirees and young households are migrating to the Shire. At the same time, the Shire's population is aging with the community's median age now approaching 50 years of age.
- *Increasing demand for housing and services:* The local labour market is buoyant, incomes are growing and the number of businesses with a turnover of over \$100,000 per annum have also increased. Into the future, ongoing construction demand, demand resulting from the visitor economy, horticultural output and demand for personal, education and domestic services will drive further economic growth.
- *Deepening human capital:* The community's skill and education base continues to evolve. This is both driving and supporting a transition to a more service based economy.
- *The recreation and visitor economy:* The breadth of recreational opportunities throughout the Shire attracts high numbers of visitors. At the same time climate risks will impact visitor behaviour as well as the longevity of the ski season and the level of hazard encountered by outdoor tourism.

- *Urbanisation:* Former farming land is being converted into housing as the number of people living urban lifestyles within the Mansfield township expands. The Mansfield township is growing in both population and in its physical footprint. Ongoing aging, migration and climate change are likely to result in higher numbers of households living in the township.

*The Strategy* seeks to assist the Shire in successfully adapting to and growing as it addresses changing local and statewide circumstances. Each of the above is further explored as follows.

### **Coronavirus Impacts and Recovery**

It is important to note that the subsequent analysis assumes that the impacts of the Coronavirus will not alter fundamental medium and long term trends. The following, nonetheless, reviews initial impacts and potential recovery pathways for the municipality following normalisation.

#### **Impacts:**

- Social distancing requirements are suppressing service, hospitality and retail based economic activity throughout the Shire.
- Enterprises that service the visitor economy are being severely impacted including accommodation, discretionary food and beverage, hire and rental, leisure supplies and tourist experience enterprises. Employment in these sectors will contract significantly.
- Merchandise based enterprises that rely on discretionary spending by visitors and residents are also impacted.
- Agriculture, food and construction industries continue to operate. Resident and household focused food and beverage enterprises are seeming to thrive as households curtail expenditure to focus on non-discretionary expenditure. There may be some expansion of employment in these industry sectors.
- The pandemic has placed significant pressure on the resources and planning of the health and public services sectors.

#### **Recovery and Normalisation:**

- A timeline for normalisation following the peak of the pandemic is at this point unknown.
- In the recovery period, regional tourism is likely to benefit from growth in the domestic tourism sector. The next 24 months is likely to see minimal overseas departures as sentiment toward overseas travel

deteriorates. Conversely, the attraction of domestic locations for local tourists is likely to grow.

- Mansfield is well positioned to support growth in its visitor economy spurred by positive sentiment toward localised travel. This may be a unique opportunity for the Shire to broaden its profile as a destination.
- Coronavirus impacts on employment and economic activity may see less discretionary expenditure by visitors and residents alike.
- The Shire is not a focus for international travel. As such, any curtailment of international travel following normalisation is unlikely to impact on Mansfield.
- Potential changes in policy to support greater Australian self-sufficiency and a need to better balance the desire to boost local resilience against the objectives of commercial efficiency. This may see more demand for local products and a focus on retooling and growing local industry.
- Employment and economic impacts may accelerate the retirement plans of households that already maintain secondary dwellings in the Shire. This may see an acceleration of aging households relocating to the Shire.
- Sole trader retail and service enterprises, which were already experiencing difficult trading condition prior to the coronavirus, may not recommence trading following normalisation.

### **3.2 Influence 1: Population Growth and Migration**

Outside of Mitchell Shire Council, Mansfield (C) is the fastest growing municipality in the Hume region. For the past decade, the Shire added approximately 150 net new residents per annum at an average annual growth rate of 1.48% per annum.

At 2019, the Shire’s population was estimated at 9,100 residents.<sup>1</sup> According to the Victorian Government’s official population projections (*Victoria in the Future 2019*), by 2036 the Shire’s population is expected to grow to 11,000 residents.

**Figure 3: Victoria in Future Population Projection 2019 Mansfield Shire**

Age	2016	2026	2036	Household	2016	2036
0-14	1,600	1,590	1,640	Couple with children	872	992
15-29	1,130	1,470	1,640	Couple without children	1,221	1,649
30-44	1,380	1,470	1,540	Lone person	1,191	1,779
45-59	1,860	1,870	1,990	Group	96	130
60-74	1,990	2,260	2,310	One parent family	289	384
75+	730	1,310	1,850			

Source: Victoria in Future 2019, Department of Environment, Land, Water and Planning

As the Shire’s population grows it will also age with a corresponding decline in household size. Accordingly, the number of lone and couple only households within the Shire is projected to grow substantially. From 2001 to 2016, the Shire’s median age increased from 40 years to 48 years and will approach 50 years by 2036.

In the future the Shire and the broader Hume region, one of the oldest regions in Victoria, will need to attract greater numbers of younger residents to avoid labour market constraints and to address the financial and social pressures arising from an increasing dependency ratio.

It is important to note that the Shire’s popularity as a holiday and recreation destination results in large fluctuations in its population. Over peak vacation periods, campers and visitors staying in various types of formal and informal accommodation expand the Shire’s temporary population. The large number of holiday homes in the Shire results in the populations of popular destinations fluctuating significantly. Many of the townships along Lake Eildon, for instance, have more non-resident rate payers than permanent residents.

In the Coronavirus era, the Shire may see higher rates of permanent migration due to holiday home owners and retirees accelerating their plans to relocate to the Shire.

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<sup>1</sup> For the 2010 to 2018 period, the populations of neighbouring municipalities grew as follows: Alpine .15% p.a, Benalla .15% p.a, Wangaratta .75% p.a, and Murrindindi .93% p.a.

### 3.2.1 Migration to Mansfield from Melbourne

The Shire attracts large numbers of new residents from Melbourne and, in particular, Melbourne's eastern suburbs.

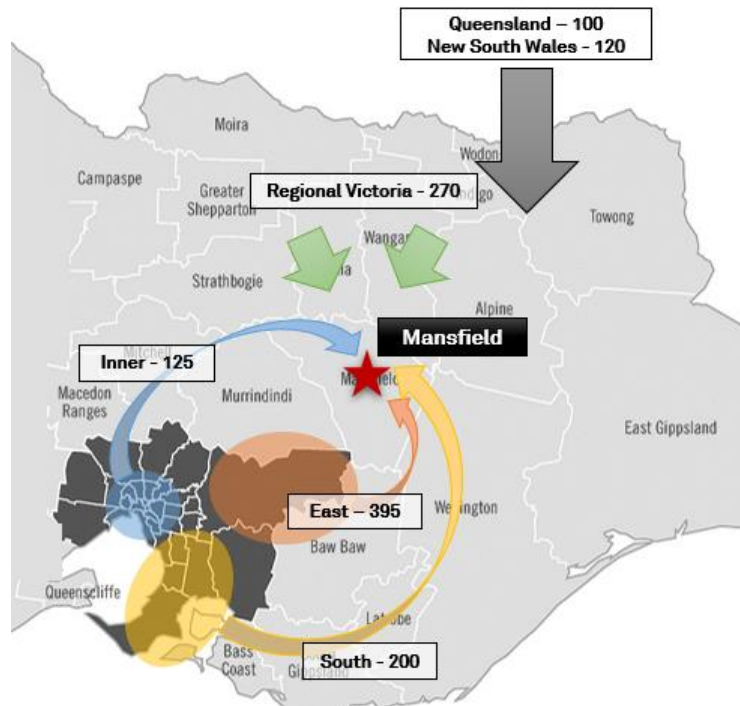
From 2011 to 2016, the Shire attracted significant numbers of new residents from the Shire of Yarra Ranges, and the Cities of Maroondah, Knox, Stonnington, Boroondara and Whitehorse.

Residents from other parts of regional Victoria are also moving to the Shire, with major flows from Benalla (44 new residents) and Murrindindi (52 new residents).

High numbers of older households are moving to the Shire with over 35% of new residents over the 2011 to 2016 period aged over 50. New residents of prime working ages are also locating to the Shire often accompanied by children. Children and young adults (0-19 years of age) made up 25% of new residents over the 2011 to 2016 period.

Migration of young families has helped the Shire's average household size increase to 2.4 people per household in 2016. In both the 2006 and 2011 census, average household size was 2.3 people per household.

Figure 4: Migration to Mansfield 2011 to 2016



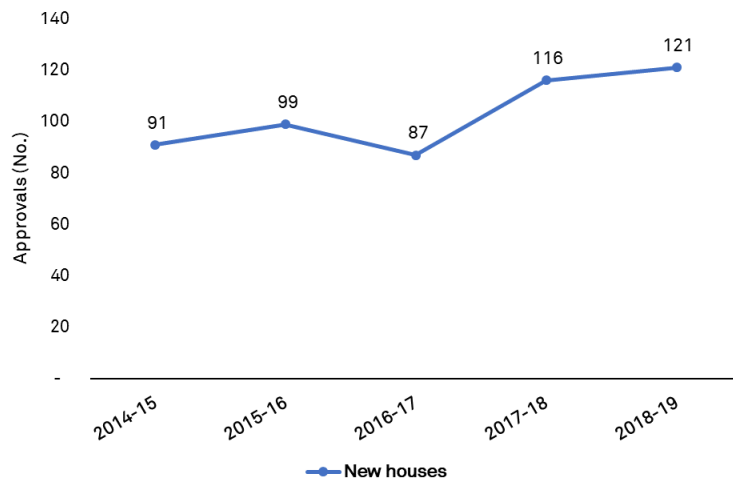
Source – Charter Keck Cramer, ABS Table Builder 2016

### 3.2.2 Housing Growth

Household growth and demand for secondary dwellings are driving ongoing housing demand throughout the Shire. As is visually evident around Mansfield township, there is significant housing development occurring within the township boundary with new estates either currently under development or proposed to the township's north and south east.

For the past 5 years the Shire has regularly seen in excess of 100 building approvals per annum which relative to its population and economic output represents substantial housing growth. The Shire's housing growth is, for instance, equivalent to that of the larger municipalities of Wangaratta and Murrindindi and greater than that of Benalla.

Figure 5: Mansfield (S) - Building Approvals (2014-19)



Source: ABS Building Approvals, Charter Keck Cramer

Consultation with local real estate representatives suggests that the State Government's \$20,000 grant for newly constructed homes in regional Victoria has been of significant benefit to the local construction industry.

Home ownership within the Shire is increasing, while ownership continues to decline in metropolitan Melbourne and regional Victoria. At 2016, 78% of the Shire's households were home owners.

### 3.2.3 Influence 1: Commercial Implications:

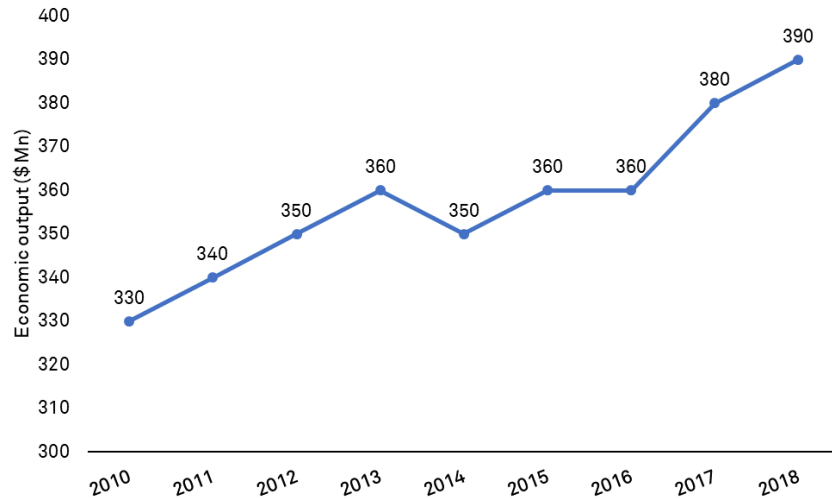
- Population growth will drive increased demand for consumables and services, including demand for food, personal products, clothing and for a broad range of domestic services such as housing supplies, maintenance and trades, personal, education and health services.
- Ongoing housing growth will see continued demand for local construction trades.
- Demand for retail and commercial floor space will be supported by long term population growth.

### 3.3 Influence 2: Economic Growth

A range of indicators demonstrate the health of the local economy.

The Shire's economy is one of the strongest performing economies in the region with output growing at 1.95% per annum since 2010.<sup>2</sup>

**Figure 6: The Shire of Mansfield Economic Output**



Source: NIEIR modelled data (September 2019 release)

Growth in output is paralleled by strong employment growth. At 2019, there were a total of 3,630 jobs in the Shire. Since 2006, the Shire has seen average annual employment growth of 0.9% per annum, which, in turn, has supported a strong local labour market.

Accordingly, in the final quarter of 2019 the Shire recorded an unemployment rate of 2.2%. In comparison, for the same period, regional

Victoria and metropolitan Melbourne recorded 4.55% and 4.83% unemployment rates respectively. The Shire is a net exporter of employment drawing in employees from neighbouring municipalities.

It follows that the number of businesses operating in the Shire has been expanding. At 2018, there were 442 businesses that employed staff, 75% of which employed between 1 and 4 staff. Critically, the number of businesses with a turnover of more than \$100,000 per annum has increased substantially.

**Figure 7: Business Turnover**

	\$0-\$49,999	\$50,000 - \$99,999	More than \$100,000
2011	369	216	579
2016	304	215	713

Source: ABS Count of Australian Businesses, Urban Enterprise

The preceding data predates the impacts of the 2020 bushfires and the Coronavirus which inevitably will have adversely impacted on the Shire's economic output and employment demand particularly as a result of the decline in the Shire's visitor and tourism economy. *The Strategy* assumes that more normal travel mobility and social conditions will eventually return over the next few years resulting in a return to more favourable economic conditions that eventually resemble pre-2020 conditions.

#### 3.3.1 Changing Employment and Industry Sectors:

At 2016 a high proportion of the Shire's employment was within retail (13% of workers), accommodation and food services (13%), education (11%) and agriculture (11%).

<sup>2</sup> Neighbouring economies are significantly larger yet are not growing as strongly. The Shire of Wangaratta (\$1,376M in 2018 output) has grown at 0.69% annually since 2010 while

Benalla (\$691M in output), grew at 1.27% annually since 2010. Alpine and Murrindindi experienced declines in annual output since 2010 of -0.44% and -0.25% respectively.

While the composition of employment has been relatively stable, there is evidence of underlying change in the focus of the local economy. Specifically, the number of people employed in the delivery of services has been growing, which is evident in the ongoing growth of education, training and professional service employment, as well as the corresponding growth in the number of enterprises involved in these sectors.

The composition of local retail jobs is also changing with the focus of local retail employment and enterprises shifting from merchandise based trade to the food and beverage industry. Over the past decade, the number of enterprises and number of people employed in merchandise based retail has been in decline while conversely food and beverage based retailing has emerged as a growing form of employment in line with broader consumption trends. Within the township, there are a number of premises that exemplify this transformation in which former merchandise based retail sites have been converted into food and beverage outlets.

Consultation with local business indicates that, like all High Street based retail globally, the township is being impacted by the online economy. In 2018 online sales constituted 10% of domestic expenditure with the proportion of year on year online expenditure continuing to grow rapidly. The township's retail economy, unlike many other High Streets, is, nonetheless, bolstered by the impact of visitor expenditure – hence the limited number of retail properties that are currently vacant within the township.

In the future, employment projections for the broader Hume region project above trend employment growth in the education, construction,

accommodation and food service sectors. To 2046, Deloitte Access Economics projects annual average employment growth of 1% p.a.<sup>3</sup>

Future economic growth will continue to depend on household expenditure, the Shire's agricultural industry and the visitor economy. The Shire is unlikely to attract major transport and logistics enterprises given the Shire's remoteness from Victoria's principal freight network.

The size of the Shire's labour pool limits the capacity of Mansfield to attract major manufacturing uses. The Shire may, nonetheless, attract new agricultural and horticultural greenhouse based enterprises. Small scale specialised manufacturing and agriculturally based technical support services may also establish in the Shire.

An ongoing challenge is the Shire's work force participation. Due to its aging population, the Hume region is projected to see a decline in employment participation from 63.7% of the working age population in 2016 to 60.1% at 2046.<sup>4</sup> Over this time, on current trends, the Shire's participation rate is likely to fall well below 60% - at 2016 the Shire's participation rate was 60.3% having steadily fallen from 63% in 2006. Inevitably, the Shire and the Hume region will need to rely on net inflows of workers from other regions to sustain its workforce.

Notably, as the Shire's overall workforce participation has declined, growing numbers of over 65 year olds have remained in employment.

**Figure 8: Labour Force Participation**

	2006	2016
Labour force participation	63.2%	60.3%
Participation 65+ years	14.8%	17.8%

Source: Calculation based on ABS Census

<sup>3</sup> The Current and Future State of Victoria, Deloitte Access Economics for Infrastructure Victoria 2016

<sup>4</sup> The Current and Future State of Victoria, Deloitte Access Economics for Infrastructure Victoria 2016 page 53



### 3.3.2 Influence 2: Commercial Implications

- The turnover and, in turn, value of local business is growing, which is indicative of the Shire's underlying economic strength and strong labour market. Continued economic growth will help attract residents to the Shire based on employment opportunities.
- The structure of the local economy is changing to include a greater number of service jobs. Additionally, the format of retail activity is changing with food and beverage retailing, encompassing an increasing share of retail employment.
- The ongoing demand for personal and professional services will continue to grow both in response to population growth and the aging of the population. This growth suggests underlying demand for fit for purpose commercial space.
- Retail expenditure is set to continue to grow in line with the growth in visitor numbers and the permanent population.

### 3.4 Influence 3: The Visitor Economy and Climate Change

All year round leisure and recreational opportunities attract significant numbers of mostly domestic visitors to the Shire. According to Tourism Research Australia, in 2018 there were 182 tourism focused businesses within the Shire, 45 of which employed more than 5 staff.

As is well known, the Shire functions as a major gateway to Victoria's ski resorts including those at Mount Buller. The Shire is also a focus for water based recreation with Bonnie Doon, Jamieson and the Howqua area experiencing substantial summer and Easter visitor populations. In 2018, there were an estimated 556,000 visitors to the Shire which resulted in 895,000 night stays that contributed over \$180 million to the local

economy. The visitor economy is the Shire's primary export (followed by agriculture)<sup>5</sup>.

In general, non-coastal locations primarily attract domestic visitors, including families, affluent 55+ domestic travellers and younger recreational visitors. To date, regional Victoria is yet to attract high numbers of international travellers (who tend to be drawn to cities and coastal locations). Victoria's share of Australia's international tourism is, nonetheless, growing and there is a small, mostly young, cohort of international leisure travellers that visit regional Australia.

To 2029, Tourism Research Australia projects a 3.5% average annual growth of total visitor nights for the Victorian tourism industry. Assuming that the Shire were to maintain its current share of Victoria's tourism activity, a 3.5% average annual increase in visitor numbers to the Shire would result in average annual visitor numbers of 784,000 visitors by 2029 (an increase of 228,000 visitors from 2018).

#### 3.4.1 Risks Confronting the Visitor Economy

The local visitor economy, nonetheless, faces major risks and challenges. In the short term, the Shire's visitor economy will be in abeyance due to Coronavirus mobility restrictions. As discussed, *the Strategy* assumes mobility will eventually be restored resulting in a resumption of the Shire's visitor economy.

Over the long term, the Shire's visitor economy will be impacted by climate change. Hotter and drier landscapes create significant health and safety risks for nature based recreational visitors and may limit summer time accessibility to many locations.

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<sup>5</sup> Tourism Research Australia, 2018 Mansfield Profile

Hotter conditions will also impact on ski conditions. The Hume region is home to Victoria's major ski resorts; Mount Buffalo National Park and Mount Buller, Mount Hotham and Falls Creek. According to research by *Infrastructure Victoria*, by 2050 there is the potential for the ski season to be 30 to 80 days shorter. For the Hume region the value of the tourism economy exceeds \$1.3 billion of which ski based tourism is a substantial component.<sup>6</sup>

Climate change is a global environmental issue with impacts on water supply, demand for emergency services, the longevity of infrastructure and agricultural production. In many ways the Shire, is at the forefront of climate impacts both in terms of needing to directly manage the hazards of a hotter and drier environment and needing to adapt its primary export industries.

#### **3.4.2 Influence 3: Commercial Implications**

- The Shire's visitor economy is expected to grow in accordance with the growth of tourism activity throughout Victoria. This will drive further demand for accommodation, recreation and food and beverage services.
- Nature based tourism is a major driver for the Shire's tourism activity. Climate change is expected to increase the risks involved in nature based tourism and reduce the longevity of future ski seasons.

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<sup>6</sup> Bhend J, Bathols J, Hennessy K 2012, Climate change impacts on snow in Victoria, The Centre for Australia Weather and Climate Research, December

### 3.5 Influence 4: Socio Economic Change

The Shire is seeing an ongoing improvement in its socio-economic status particularly in relation to incomes and decreased levels of disadvantage.

At 2001, the Shire’s household median income was below that of neighbouring municipalities and the lowest in the region. In the intervening years, however, the Shire’s incomes have grown to the extent that they are now comparable to or even exceed those of neighbouring local government areas. Income growth was strongest in the 2011 to 2016 period which saw average annual income growth of 3% per annum.

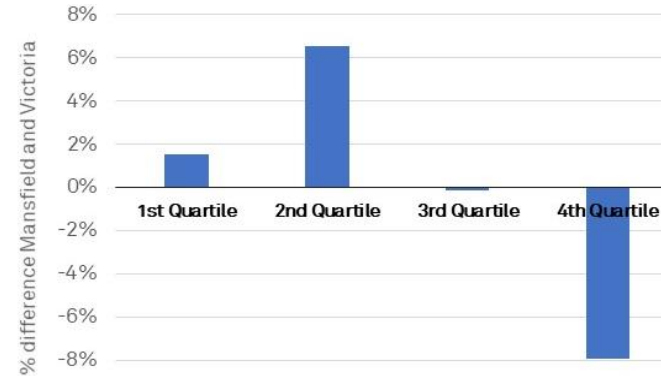
**Figure 9: Median Weekly Household Income**

	Alpine	Benalla	Mansfield	Murrindindi	Wangaratta
2001	\$617	\$623	\$598	\$637	\$656
2006	\$766	\$771	\$758	\$834	\$798
2011	\$859	\$832	\$889	\$922	\$912
2016	\$1,002	\$946	\$1,062	\$1,071	\$1,085

Source: ABS Census

When compared to Victorian incomes, at 2016 the Shire had greater numbers of households in the 2<sup>nd</sup> tier of incomes and lower numbers of households in the top tier of incomes. At 2016, the Shire’s incomes were very similar to those of regional Victoria as a whole.

**Figure 10: Mansfield Household Incomes Versus Victorian Incomes**



Source: ABS Census 2016, Charter Keck Cramer

When compared with its municipal neighbours, the Shire has a relatively lower level of socio economic disadvantage as is indicated by its ranking in the Socio-Economic Indexes for Areas (SEIFA)<sup>7</sup>. In the period between 2011 and 2016, the Shire’s state wide and national SEIFA ranking improved, suggesting that relative to its municipal neighbours, a growing number of the Shire’s households are able to access an expanding pool of social and economic resources.<sup>8</sup>

**Figure 11: Index of Relative Socio-Economic Disadvantage Ranking**

	Alpine (S)	Benalla (RC)	Mansfield (S)	Murrindindi (S)	Wangaratta (RC)
2011	58	37	74	67	53
2016	64	33	78	66	56

Source: ABS, 2033.0.55.001 - Table 3. Local Government Area (LGA) Index of Relative Socio-economic Disadvantage, 2011, ABS, 2033.0.55.001 Socio-Economic Indexes for Australia, 2016

The Shire’s improving socio-economic status is also reflected in the emergence of a more educated and professional local population. The number of residents involved in professional occupations is growing. In

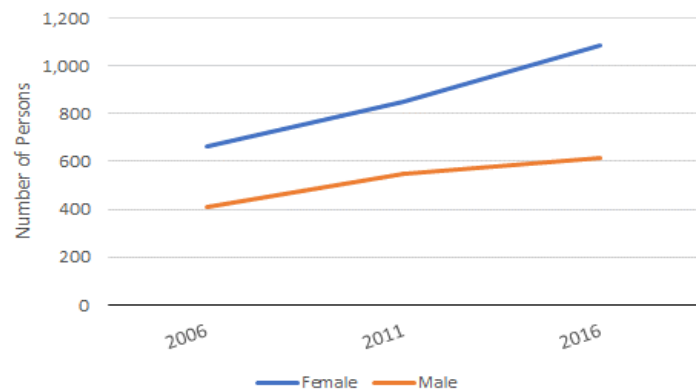
<sup>7</sup> ABS, 2033.0.55.001 Socio-Economic Indexes for Australia, 2016

<sup>8</sup> The Shire, nonetheless, has a greater proportion of disadvantaged households than Melbourne’s east and south which are the most advantaged areas of Victoria. The Shire’s level of disadvantage is comparable to Melbourne’s inner areas.

particular, the growth of female professionals and educators in the community is driving and supporting the transformation of the local workforce and economy.

As can be seen below, since 2006 the number and proportion of females with higher education qualifications has grown substantially (while educational outcomes for males have largely stagnated).

**Figure 12: Mansfield (S) Higher Education Achievement - Males and Females**



Source: ABS Census

### 3.5.1 Influence 4: Commercial Implications

Commercial implications:

- Growing incomes underpin increased purchasing power for both consumables and services.
- More affluent households and growth in professional households will drive demand for a greater range of local services and recreational expenditure.

### **3.6 Influence 5: Physical Expansion of the Mansfield Township and Urbanisation**

The physical footprint of the Mansfield township is growing as its population grows. Former farm land to the north of the town's centre is being converted into new housing in the form of low and medium density residential estates.

At present, just under half of the Shire's population live within Mansfield township growing from approximately 40% of the Shire's population in 2006. The corridor taking in the towns of Bonnie Doon and Maindample is home to 17% of the Shire's population while the townships around Jamieson and Howqua are home to a further 15% of the population.

Ongoing migration in combination with the aging of the Shire's population and the impacts of climate change are likely to result in further urbanisation and, thereby, continued growth in the number of households living within the Mansfield township.

Both the Dead Horse Lane/Lakins Road and Mount Buller Road commercial/industrial precincts abut the township's nominated residential growth areas. As such, as the township's residential estates continue to expand, it is inevitable that the interface between residential and commercial/industrial uses will also grow.

This, nonetheless, entails risks for existing enterprises as there is the growing potential that the noise, fumes and hours of operation entailed in commercial activity may ultimately conflict with new residential uses. As a result, a key challenge for existing industry and Council is the need to manage the interaction between residential and commercial uses to ensure that residential growth does not adversely impact on the operations of existing enterprises.

The Shire's commercial and industrial sector also faces significant issues related to land supply. As is acknowledged in the Shire's existing land use planning, there is a lack of zoned industrial land to support the needs of the

current and future community. The vast majority of available industrial land is already occupied, thereby limiting opportunity for expansion and diversification of existing industry and for new industry and uses to emerge in the Shire.

The lack of land supply along with the potential for interface issues is a major risk for the growth and sustainability of the Shire's commercial industrial sector.

#### **3.6.1 Influence 5: Commercial Implications**

- The way in which the township's physical expansion interacts with commercial/industrial areas is a potential risk to the sustainability and growth of the Shire's commercial industrial sector.
- The creation of a new industrial precinct will help the Shire accommodate growth and support the provision of urban services, including local trades, industry supplies and construction services.

### 3.6.2 Key Insights

The ongoing growth and development of the Shire's economy will be impacted by local demographic changes, continued state-wide migration to the Shire and global trends in retailing as well as long term changes to the climate.

Key implications for the use of commercial land are as follows:

- A growing and more affluent community will see greater demand for household consumables and trades, along with professional and personal services. This will ultimately require the provision of more commercial floor space including office space as well as industrial floor space to support local trades and supplies.
- Growth in the visitor economy is similarly likely to boost accommodation and retail demand, particularly in the food and beverage sector which is a growth sector of the local retail economy. In the short term, Coronavirus mobility restrictions are likely to significantly curtail the Shire's visitor economy.
- Demand for services will also be boosted by the aging of the population and further migration of educated households to the Shire.
- Labour shortages and a lack of commercial and industrial floor space are potential risks to the ability of the local economy to respond to demand.
- The impacts of climate change and the potential interface issues between residential and commercial uses are risks to local economic growth.

## 4 Commercial and Industrial Overview

The Shire’s established commercial, industrial and retail precincts service the needs of the local population, industry and the Shire’s substantial visitor economy.

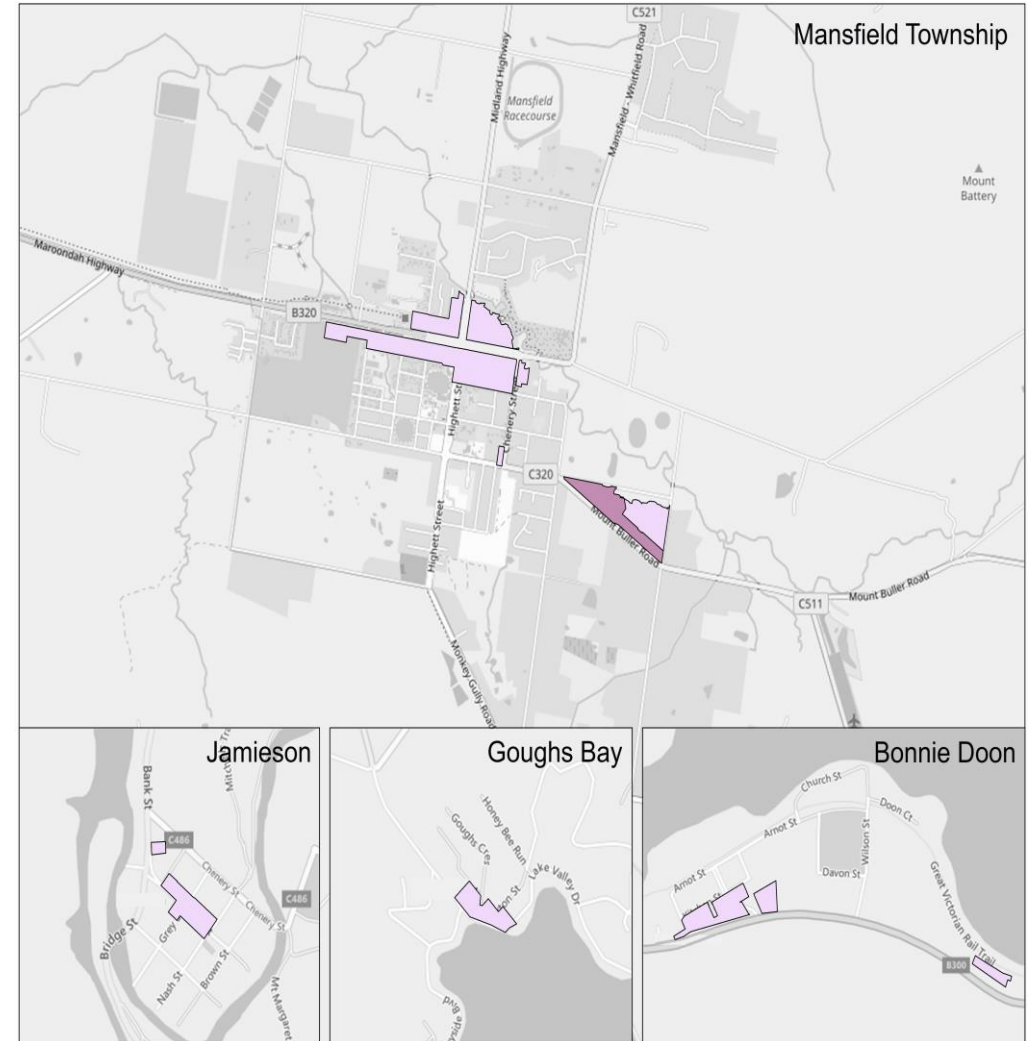
Commercial and retail clusters are located along major transport routes with precincts along the Maroondah Highway (Bonnie Doon, Mansfield Township), the Mansfield-Woods Point Road (Jamieson), and Mount Buller Road (Mount Buller Road commercial precinct).

The Shire’s industrial precincts are located on the periphery of Mansfield township in locations that over the past 5 years, as the township’s footprint has expanded, increasingly interface with new residential development.

### 4.1 Commercial / Retail Overview

The Shire incorporates 54 hectares of commercial land, the majority of which supports retail activity within the township of Mansfield.

Mansfield township functions as the Shire’s pinnacle commercial area serving both the convenience and weekly shopping needs of residents and the recreational and consumer needs of the Shire’s many visitors. The township includes the town centre/CBD precinct which is the Shire’s major commercial and administrative centre as well as the Mount Buller Road precinct which supports road based wholesaling and large format retail uses.



Source - Charter Keck Cramer

Figure 13: Major Commercial Areas – Mansfield (S)

The Mansfield township's High Street enjoys high levels of retail occupancy and is an attractive and vibrant street with a coherent and walkable street scape. In the recent past, new retail and food and beverage uses have expanded around the Highett and High street intersection.

Secondary commercial areas at Bonnie Doon, Merrijig, Merton and Jamieson service the convenience and energy needs of local residents, visitors and the many non-residents that maintain second homes in these locations.

In the context of the Shire's commercial hierarchy these settlements are classified as townships. Accordingly, the commercial role of townships is to service the convenience needs of residents and visitors. The Mansfield Town Centre is classified as a Major Activity Centre. Accordingly, the commercial role of the town centre is to service the personal and professional service needs of the Shire's residents along with their weekly shopping needs as well as the major retailing needs of visitors.

**Figure 14: Commercial Hierarchy**

Commercial Node	Function	Commercial Hierarchy	Zoning	Land Area (Hectares)	Parcels
Mansfield Town Centre	The Mansfield Town Centre is the Shire's largest commercial centre. The CBD's High Street sub-precinct includes two major supermarkets and a range of speciality shops, cafes, restaurants and a number of real estate agents. The western section of the CBD, which is the townships most prominent entrance includes a range of automotive, trade supply, large format retail and administrative uses. There is approximately 17,000 sqms of retail floor space in the Shire the majority of which is within the CBD precinct.	Major Activity Centre	Commercial 1	32	437
			Mixed Use	3.6	33
Mount Buller Road	This precinct is the leading wholesaling and large format retailing location in the Shire. The precinct supports a range of trade supply, automotive and food based enterprises.	Specialised Trading Centre	Commercial 1	6.0	1
			Commercial 2	8.1	35
			Mixed Use	9.2	17
Bonnie Doon	The Bonnie Doon commercial precinct is a highway based service centre that services the needs of motorists, summer time visitors and local residents. The service centre includes fuel supplies, food retailing and food services.	Township	Commercial 1	3.6	15
Jamieson	The Jamieson town centre supports a range of uses including automotive repairs, justice services, fuel supplies, food retailing and postal services. Mixed use land outside of the town centre supports a food and beverage establishment.	Township	Commercial 1	2.0	17
			Mixed Use	4.1	4
Goughs Bay	The town centre supports a general store and postal services.	Township	Commercial 1	1.6	5
Merrijig		Township	Township Zone	4.7	2



Commercial Node	Function	Commercial Hierarchy	Zoning	Land Area (Hectares)	Parcels
	Merrijig is a tourism based township supporting retail uses and restaurants.		General Residential Zone	0.7	1

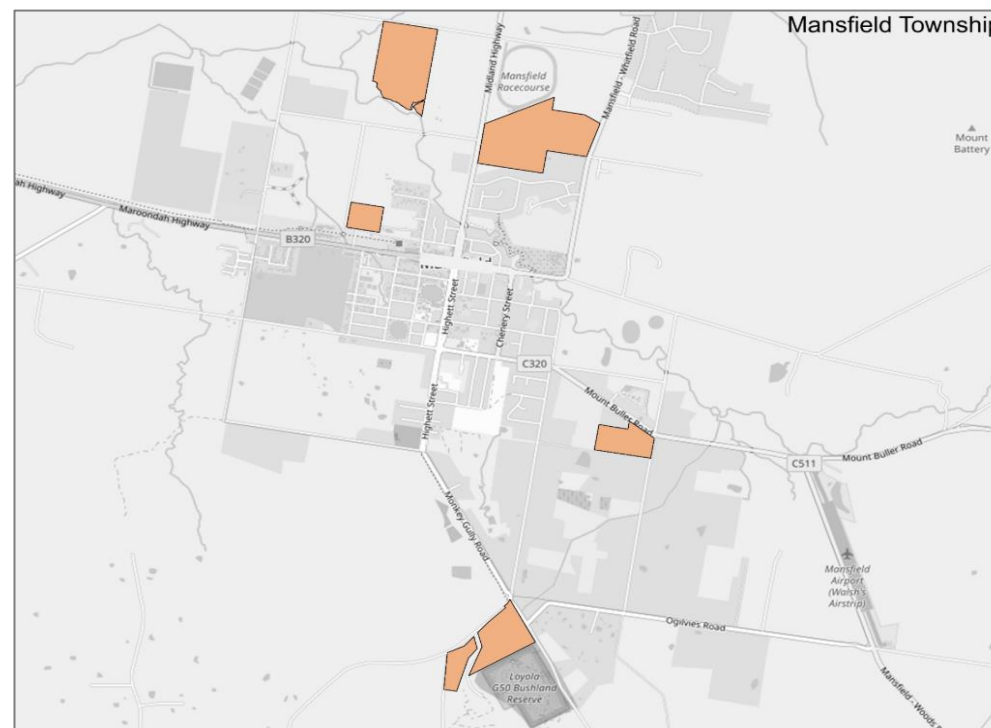
#### 4.2 Industrial Overview

The Shire’s industrial uses are located on the fringe of the Mansfield township (which as discussed are increasingly in proximity to areas which are now experiencing or scheduled to experience significant residential growth).

Key precincts include the Dead Horse Lane/Lakins Road Precinct, which is a major trades precinct, and the Mount Buller Road Precinct which includes light industrial uses along Crosbys Lane.

There is approximately 90 hectares of zoned industrial land in the Shire. The vast majority of this is near full occupancy. As will be discussed, there is very limited vacant available zoned industrial land to support future industrial expansion within the Shire which represents a significant risk and constraint on the Shire’s economy.

With the exception of a small number of contemporary facilities along Dead Horse Lane and Mount Buller Road, the vast majority of industrial premises comprise older building stock.



Source – Charter Keck Cramer

Figure 15: Industrial Precincts Mansfield (S)

Figure 16: Industrial Hierarchy

Commercial Node	Function	Land Area (Hectares)	Parcels
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Dead Lane	Horse	This is the Shire's largest industrial precinct. The precinct supports a range of trade services, light manufacturing, automotive and building and garden supply enterprises. The precinct is made up large sites.	33	36
Mount Road	Buller	This precinct supports a number wholesaling, rental, and second hand enterprises as well as one of the Shire's largest manufacturing facilities.	8.6	5
Monkey Road	Gully	This area supports waste and refuse industries. The precinct includes a limited number of vacant sites on sloping terrain.	17.8	7
Lakins Road		This site supports Council's depot activities and includes substantial underutilised land.	24	2
Sawmill Site		The site abuts the Mansfield CBD. It no longer functions as an industrial or commercial area.	4.9	1

## 5 Policy Context

The Strategy responds to the Shire's existing land use policy framework by furthering the implementation of established commercial and industrial land use directions but also by recommending a number of new directions and the modification of other existing directions. *The Strategy's* policy context is discussed below.

### 5.1 Victoria Planning Provisions

The Victoria Planning Provisions (VPP) set out the state's overarching planning policy, including policy directions relevant to the Shire's commercial and industrial context as follows:

- Land supply: the VPP requires local government to ensure a sufficient supply of land to support the residential, commercial, retail, industrial, recreational and institutional uses of the community over a 15 year period (Cl. 11.02-1S). In addition, state planning policy requires local government to ensure its land use planning facilitates an adequate supply of industrial land in appropriate locations including sufficient stocks of large sites for strategic investment (Cl. 17.03-1S). Appropriate locations are identified as areas with good access for employees, freight and road transport where appropriate buffer areas can be provided between industrial uses and nearby sensitive land uses.
- Economic growth: State policy supports Victoria's economic growth by underlining the importance of encouraging development that meets the community's needs for retail, entertainment, office and other commercial services (Cl. 17.02-1S)
- Sustainable development: State policy seeks to ensure sustainable development of industry and the health and well being of communities via the careful planning of settlements and commercial uses (Cl. 13.07). In particular, land use planning needs to ensure uses and development are compatible with adjoining and

nearby land uses and that existing commercial, industrial and other uses are protected from encroachment that would compromise the ability of those uses to function safely and effectively (Cl. 17.03-2).

State policy also seeks to discourage out of centre proposals particularly the expansion of single use retail, commercial and recreational facilities outside of nominated activity centres (Cl. 17.02-2S).

### 5.2 Mansfield Planning Scheme

The local policy section of the Mansfield Planning Scheme set outs specific directions and policy for commercial and industrial uses across the Shire. In particular, Clause 21.09 (Mansfield Township) incorporates a range of commercial directions while canvassing a number of long term planning issues that pertain directly to this Strategy. *The Strategy* represents both the continuity and substantiation of the Shire's existing policy while also recommending amendments to this framework with key themes highlighted as follows:

- Land Supply: local planning policy identifies the need for more industrial land to service demand in Mansfield Township (Cl. 21.09). It also recommends investigating the creation of an industrial/business park subdivision on the Lakins Road site (Cl 21.09-2) as well as the investigation of land to the east and west of the Lakins Road depot site for long term future industrial uses (Cl 21.09-2).
- Future growth and change: Planning policy seeks to contain commercial and retail growth within and around the Mansfield shopping centre, while emphasising the need to avoid 'out of sequence' development and rezoning (Cl. 21.09). Policy supports the redevelopment of a number of strategic sites within the Mansfield township including the former Saw Mill site (Cl 21.09-2) and, in addition, the relocation of major industrial, trades and automotive uses upon the development of a new industrial precinct.

- Commercial hierarchy: Planning policy outlines the role and function of the Shire's commercial areas. Specifically, the Mansfield township is identified as the Shire's leading commercial and industrial node while the Mount Buller precinct is supported for bulky goods retail and light industrial activity. Smaller settlements are acknowledged for their role in providing commercial hubs for local populations while also providing convenience retail and tourist-based commercial activities for seasonal visitors (Cl. 21.09).
- Future commercial, retail and industrial uses: The Mansfield Planning Scheme encourages a range of retail and commercial opportunities in the Mansfield town centre (Cl. 21.09). It also encourages the redevelopment of existing residential properties in Commercial 1 zoned land in the town centre for commercial uses (Cl. 21.09 – Strategy 5.6).

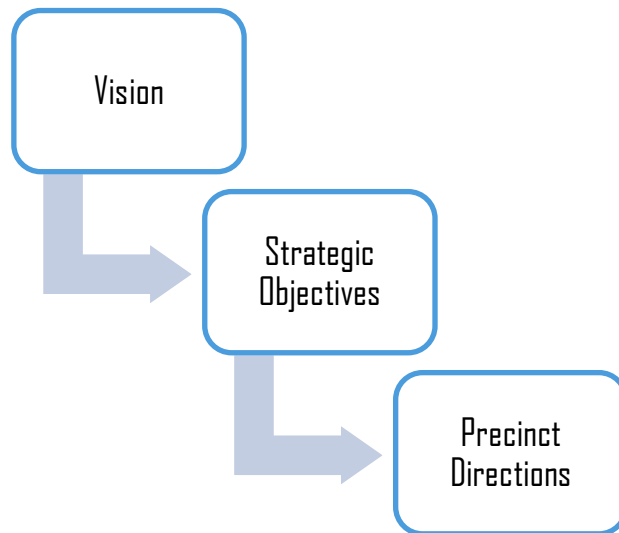
Mansfield land use planning is also informed by the *Hume Regional Growth Plan 2014* which supports the diversification of regional economies. The plan also encourages local government to maintain land supply to enable residential, commercial and industrial expansion.

The following sections of *the Strategy* propose a variety of actions that strengthen existing policy while also proposing new actions that amend a number of established directions discussed above. The relationship of *the Strategy* to existing policy is reconciled in Section 8.

## 6 Vision and Strategy

*The Strategy* defines an overarching Vision for the town's long term commercial and industrial uses. A range of strategic objectives then provide guidance as to the achievement of the vision by detailing guiding principles and aspirations. *The Strategy's* strategic objectives are followed by precinct specific land use recommendations and initiatives.

Figure 17: Strategic Framework



Source: Charter Keck Cramer

### 6.1 Vision Statement

*The Strategy* outlines a long term guiding vision for the Shire's commercial areas:

***Mansfield Shire will support a growing economy that is attractive to new and diverse industries, facilitates the ongoing expansion of its tourism sector and delivers an array of retail, commercial, household and personal services to its growing population and visitors.***

This Vision has been developed following a review of existing policy and community consultation along with a detailed appraisal of the findings in the *Background Issues* analysis.

### 6.2 Strategic Objectives

A series of Strategic Objectives have been developed to guide the journey towards the Vision as follows:

- Strengthen and grow the capacity of the Shire to service the commercial, retail and industrial needs of its growing population by providing clear land use directions for current and future commercial and industrial uses.
- Create investment certainty by detailing enduring land use directions for commercial and industrial land.
- Support the growth of service-based industries within the Shire by encouraging the development of appropriate office and service facilities.
- Support the diversification and growth of the Shire's industries and trades by supporting the development of a new and contemporary industrial/commercial precinct.
- Support the rejuvenation and strengthening of the Shire's key commercial areas including the Mansfield Town Centre and the Mount Buller Road large format and trades precinct by providing clear land use directions and planning certainty.

- Support the capacity of the Shire to attract new industries via the establishment of a new and accessible commercial and industrial precinct.
- Reduce the potential for land use conflict by minimising the incidence of incompatible land uses and by ensuring buffering between growing residential uses and established industrial areas.

A series of precinct-specific directions have been developed to guide each the evolution of the Shire's commercial and industrial areas in achieving *the Strategy's* strategic objectives and vision. These are detailed as follows.

## 7 Commercial and Industrial Precincts Key Directions

### 7.1 Overview

This details a series of actions in line with *the Strategy's* overarching vision and strategic objectives for the Shire's commercial areas.

A series of strategic objectives are detailed for each of the Shire's major commercial precincts that create the context and justification for associated land use actions. In so doing, the work responds to the role of each precinct, its current range of uses, land use zoning and regulation, and key challenges and opportunities.

### 7.2 Mansfield Town Centre

The Mansfield Town Centre functions as the Shire's Central Business District incorporating the Shire's densest cluster of commercial uses within a 45 kilometre radius of the township.

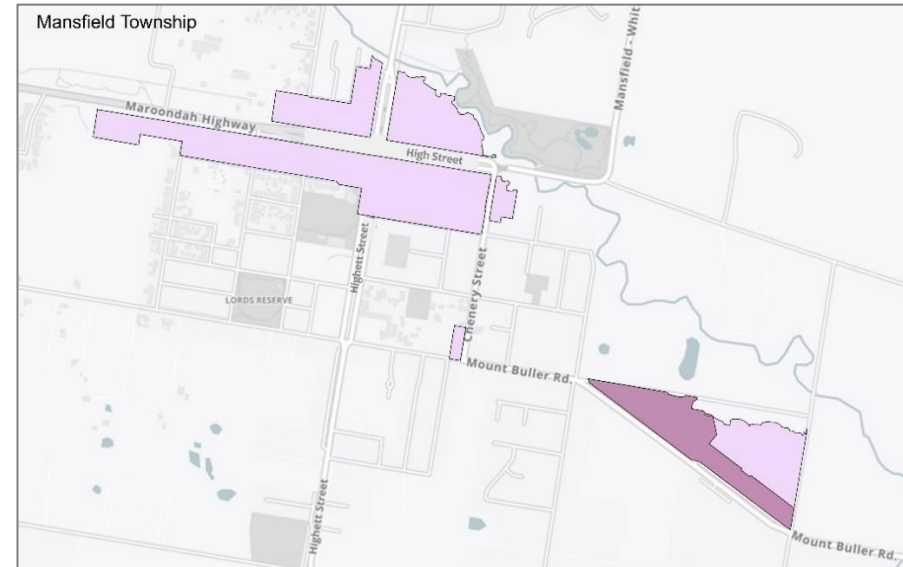
The town centre takes in the High Street shopping strip and commercial uses along Chenery and Highett Streets. The Centre includes two supermarkets – Foodworks (2,600 sq.m) and IGA (1,800 sq.m) – which are the largest retailers in the Shire.

A range of independent restaurants, cafes, boutique clothing shops and homewares/souvenir stores are clustered along the eastern end of the High Street shopping strip along. The shopping strip also supports numerous real estate agents.

The western end of High Street is a focus for bulky goods retail, ski hire and sales and hardware supplies.

The town centre also includes a variety of public services including the Shire's council offices, the High Country library, the tourist information centre, police station, fire services and post office.

Figure 18: Mansfield Township



Source: Charter Keck Cramer

Unlike numerous retail shopping strips across Victoria, the Shire's town centre currently enjoys a high level of retail occupancy. Nearly all of the retail shopfronts that abut High Street are occupied. This is also the case (albeit to a lesser degree) along non-main street retail areas along Highett and Chenery Streets.

In the recent past, a new retail complex was developed along the north eastern side of Highett Street. There are also four strata titled shops currently under construction at the east end of High Street.

While retail vacancy is relatively low, like all retail shopping strips, the Shire's retail economy has been impacted by the online economy. Residents and enterprises consulted with during the development of *the Strategy* reported on the local popularity of online commerce, particularly among younger residents. Undoubtedly, like most retail shopping strips, the Shire's town centre economy will be impacted by the growth of online commerce. At the same time, as was previously demonstrated, the Shire's retail employment remains strong boosted by growth in its food and beverage sector and substantial visitor economy. The transformation of a number of former merchandise based retail outlets into food and beverage outlets within town centre is evidence of this.

**Strategic Challenges:**

*The Mansfield Commercial and Industrial Issues* analysis identified a number of strategic challenges for the town centre as follows:

- A lack of dedicated contemporary office space to accommodate the provision and growth of professional and personal services.
- Under current zoning, commercial and retail uses are able to occur in residential streets outside of the township's main roads without requiring a planning permit.
- The need for greater policy support for the visitor economy particularly the early morning and night time economy.
- The need to activate the western section of High Street and link the Town Centre with the former Station Precinct.

**Figure 19: Commercially Zoned Land, Mansfield Township**



**7.2.1 Strategic Objectives**

The continued development of a vibrant High Street retail and commercial environment is essential to the long term growth and development of the

Mansfield Shire. Into the future, the CBD needs to continue to support the consumption and service needs of the Shire's residents whilst also functioning as an appealing destination for the Shire's many visitors.



A series of strategic objectives are detailed for the Mansfield Town Centre as follows:

- Strengthen the role of the Mansfield Town Centre as the Shire's leading commercial, retail and service node by supporting the addition of service capacity to the Centre's economy and by minimising incompatible uses in residential streets.
- Support the growth of the Town Centre as a tourism destination by supporting the growth of the town's night time and early morning economy.
- Support the growth of large format retail uses along Maroondah Highway to the west of Highett Street.
- Maintain support for High Street and Highett Street as the Shire's core commercial, retail and shopping area.
- Support the growth of the township's service sector and strengthen its identity as a service hub by supporting the development of dedicated office and service facilities in preferred locations.
- Promote the activation of the western section of High Street and the integration of the former Station Precinct with the Town Centre.

Specific initiatives to support the above are detailed as follows.

### 7.2.2 Initiative 1: Strengthening Main Road Retailing

The township's CBD includes 31.31 hectares of zoned commercial land. Within this area 25% of this land (approximately 7.80 hectares) is currently occupied by residential dwellings (there are currently 85 dwellings within commercially zoned land – See map below).

Consistent with the Shire's existing land use framework, a key objective for the future growth of the CBD is to ensure new growth reinforces the role of the town's existing High Street based retail and commercial enterprises (Cl. 21.07).

In its current form the town's commercial zoning provides the potential for the township's commercial footprint to expand into a variety of residential streets that do not currently support commercial uses. Under their current zoning, dwellings along Curie, Erril, Nolan and Ailsa Streets are, for instance, able to conduct a wide variety of commercial uses without requiring a planning permit including the operation of a retail premises, education centre, office, child care centre and food and beverage outlet. Numerous other uses might be undertaken subject to a planning permit.

It follows that the development of individual dwellings in residential streets for commercial uses has the potential to impact on the amenity of adjoining residential dwellings via increased day and night activity and traffic and fragment commercial uses in the town centre's main retailing locations.

Figure 20: Residential Uses in Commercially Zoned Land



To direct future retail and commercial growth to the Town Centre's most accessible and commercially contiguous locations *The Strategy* proposes to

alter the town centre's current commercial zoning to direct its commercial footprint to main road locations.

The proposed commercial footprint will ensure commercial growth and investment is focused along Highett and High Streets and within established commercial areas along Ailsa and Nolan Streets. Conversely, the residential dwellings that are currently zoned for commercial purposes outside of these areas will no longer be supported for commercial growth.

The map below depicts the proposed new commercial zoning. The proposed change reduces the township’s commercial footprint by 7.43 hectares to a total of 23.88 hectares. It is recommended that rezoned dwellings are zoned into the General Residential Zone which provides for bed and breakfast accommodation without a permit and a range of other commercial uses with a permit.

**Figure 21: Proposed Commercial Footprint Mansfield Town Centre**



Reducing the quantity of commercially zoned land in the township raises the question as to whether there is sufficient floor space and capacity to accommodate future retail demand and floor space needs. *The Mansfield*

Structure Plan 2015, forecasts the need for 7,400 sq.m of retail floor space to 2031.

There is 1.71 hectares of vacant commercial land within the CBD and a further 1.53 hectares of commercial land on main roads that is currently used as dwellings. Together these provide capacity for approximately 15,000 sq.m of additional commercial floor space.

The *Mansfield Structure Plan 2015* structure plan assumed a stable retail environment in which there is an ongoing correlation between population growth and retail floor space demand. The use of retail floor space and

corresponding retail floor space projection methodologies will, however, continue to change over the next decade with further declines in the space required for retail merchandising as the impacts of the online economy grow.

Development of a new services hub as proposed in the next strategic initiative may also see shopfronts that currently function as office space return to retail uses as enterprises relocate. Additionally, there are also currently underutilised and vacant shops along Highett Street that provide immediate capacity to support growth in retail demand.

**Figure 22: Vacant Land and Potentially Available Residential Sites to Support New Commercial Uses**



The map below demonstrates the impact of removing non-main road dwellings from the town centre's commercial areas. As can be seen, the

resulting change will focus all current and future commercial activity and investment onto main street environments which are locations that are

best placed in terms of infrastructure and existing uses to accommodate significant numbers of vehicle and pedestrian movements. Notably, most of Victoria's activity centres do not include commercial land within their residential hinterland. The proposed zoning would, therefore, result in a future land use framework that is more typical of Victoria's major

High Streets. More importantly, the change would help direct new commercial investment to the Shire's main roads which are the preferred locations to accommodate change and growth.

**Figure 23: Proposed Commercially Zoned Land Following the Removal of Non-Main Road Dwellings**



### Supporting Town Centre Services Growth

The Mansfield Town Centre is the main service centre for the Shire and for many residents beyond the Shire's boundaries that live within 30 kilometres of the township (for instance, permanent residents of Mount Buller).

Ongoing migration of retirees and family households to the Shire is expected to result in continued growth in demand for professional and personal services. In the recent past, professional service employment grew at approximately 2.0% p.a. Continued professional service job growth at 2.0% to 2036 would result in an additional 80 professional jobs in the Shire equating to demand for approximately 1,000 sq.m of office space.

Added to this, public administration and social service employment is also likely to continue to grow in accordance with the growth of the Shire's population. Within the Shire, there is also likely to be unmet office demand from self employed residents that currently work from home that may benefit from purpose built office space that enables networking and collaboration. It therefore follows that over the next decade there is likely to be a need for between 1,500 sq.m and 2,000 sq.m of dedicated commercial office/service space within the Shire.

At the moment, however, the township lacks a dedicated contemporary facility to support co-working, administrative activities, and the provision of personal and professional services. *The Strategy* therefore advocates for the development of a purpose built contemporary facility within the CBD.

Sites around the south eastern corner of Highett and High Streets already form a services hub that includes the Magistrates Court, the Post office, the Shire's council offices, fire services and social services. This area, however, is relatively constrained for future development but may, over time, be subject to government redevelopment initiatives that might be expanded to incorporate a mixture of private and public service uses.

Integration of the western section of High Street with the township's main commercial areas might be strengthened via the development of new destinations that drive pedestrian activity and movement between the eastern and western sections of the Street. As such, as a way of boosting integration and helping also link *The Mansfield Station Precinct* to the town

centre, *The Strategy* supports the development of future office facilities along the western section of High Street. This is a prominent but under utilised section of the municipality that might be enhanced by new uses.

The western section of High Street is therefore supported as the preferred location for the future development of service infrastructure including office, co-working and consulting space. The nomination is intended to help direct public and private investment to this area and more readily expand the township's commercial and civic activities toward its west.

### **Policy Recommendations**

Mansfield local planning policy (Cl. 21.09) identifies a range of directions for the long term development of the Shire's town centre many of which remain enduring including:

- Ensuring there is full activation of retail frontages along High Street and Highett Street.
- Providing a sustainable business environment for retail and commercial businesses.
- Encouraging more intensive use of existing retail establishments through renovation and redevelopment.
- Encouraging a range of retail and commercial opportunities in the town centre.

*The Strategy* recommends enhancing existing policy via the addition of new policy directions as follows:

- Encouraging an early morning and night time economy along High Street and Highett Street.
- Encouraging the development of a services node to support the growth of the township's personal and professional services sector along the western section of High Street.

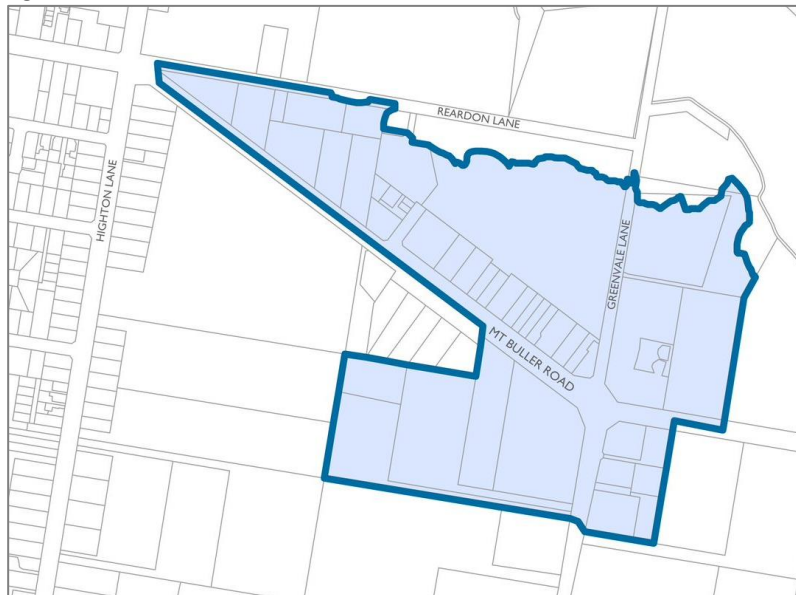
- Encouraging the development of commercially zoned residential dwellings along High and Highett Street for commercial purposes.
- Support the activation of the western section of High Street by encouraging the introduction of new services and commercial uses.

### 7.2.3 Precinct 2: Mount Buller Road

The Mount Buller Road Precinct is a wholesaling and big box retailing precinct that includes speciality shops, trades and service providers. The precinct includes real estate services, a camping and fishing retailer, agricultural, paint and garden supplies, a range of automotive services, hospitality and catering enterprises, food and beverage outlets, a fuel outlet, a bus depot and a truck manufacturer.

The precinct includes some of the most contemporary commercial built form in the Shire with many of the commercial complexes having been developed over the past 20 years.

Figure 24: Mount Buller Road Precinct



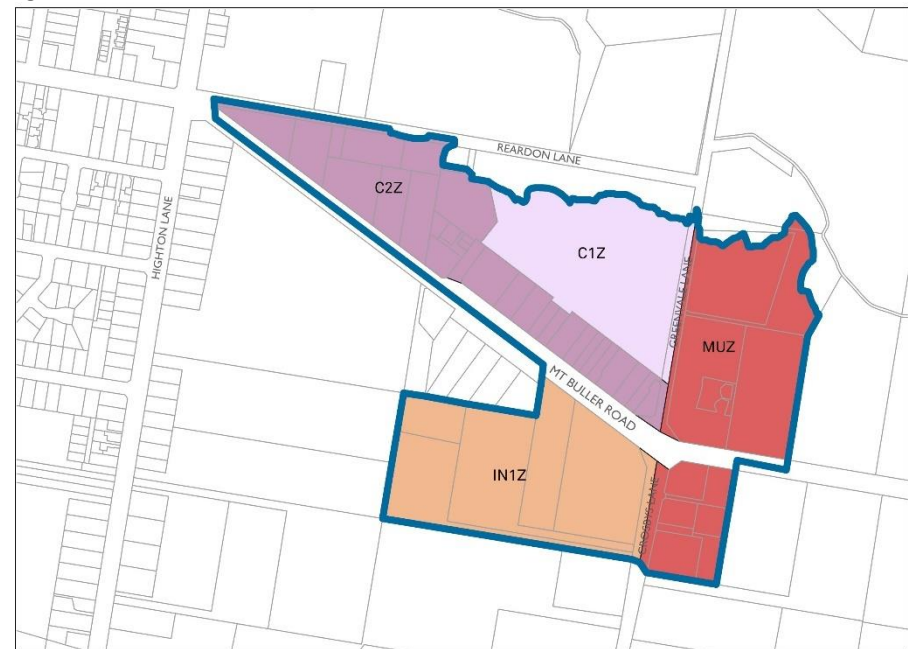
Source: Charter Keck Cramer

The precinct is made up of a mixture of zoned land including 8 hectares of Commercial 2 land (35 parcels) 6 hectares of Commercial 1 land (1

parcel) and 8 hectares of industrial land (5 parcels). There is also 9 hectares of Mixed Use land (17 parcels).

The light industrial area at Crosbys Lane includes a small number of manufacturing, distribution and wholesaling enterprises. In 2020, there were no vacant premises within the precinct. There is also limited vacant land within the precinct to support commercial expansion. At 2020 the precinct was fully occupied.

Figure 25: Mount Buller Road Precinct



Source: Charter Keck Cramer



## Strategic Challenges

*The Background Issues* analysis reviewed the current status and operation of the precinct and identified the following land use challenges:

- The risk of land use conflict resulting from the potential residential encroachment on industrial and commercial activity as the Highton Lane growth area expands.
- Incompatible land uses occurring on residentially zoned land within the precinct.
- Limited available land to support the expansion of large format commercial uses.

## Strategic Objectives

The long term growth and evolution of the Mount Buller Precinct as the Shire's leading large format retail and wholesaling and supplies precinct is critical to the overall strength of the Shire's economy.

Precinct objectives for the Mount Buller Road Precinct include:

- Strengthening the role of the precinct as the Shire's leading bulky goods, wholesaling location, and large format commercial precinct by supporting the continued operation of the Commercial 2 Zone.
- Minimising the long term potential for land use conflict between growing residential uses and commercial uses in and around the precinct.
- Seeking to transition light and heavy industrial uses to more appropriate locations following the development of a new industrial/commercial precinct within the Shire.
- Requiring the implementation of buffering treatments to manage the interaction between residential dwellings and the precinct's commercial uses.

Specific initiatives to support the above are detailed as follows.

## Maintaining the Current Focus of Commercial Activities

In 2016, the Mount Buller Road commercial precinct was zoned into the Commercial 2 Zone to ensure that commercial activities in the area focused on bulky goods and trade based supplies and wholesaling. Current planning policy at Clause 21.09 (Objective 5) of the Mansfield Planning Scheme, includes directions related to the Mount Buller Road as follows:

- Encourage larger-format retailing (e.g. homemaker) in the Commercial 2 zoned land on Mount Buller Road.
- Encourage supermarket uses to locate in the core High Street shopping centre and discourage them at the Mount Buller Road commercial area.

*The Strategy* supports the ongoing role of the precinct as a bulky goods and trades supplies location and thereby supports the continued operation of the Commercial 2 Zone within the Precinct. Additionally, *The Strategy* continues to support the Shire's town centre as the Shire's main retail centre and therefore the preferred location for supermarket enterprises.

## Limiting Residential Uses in Commercial Locations

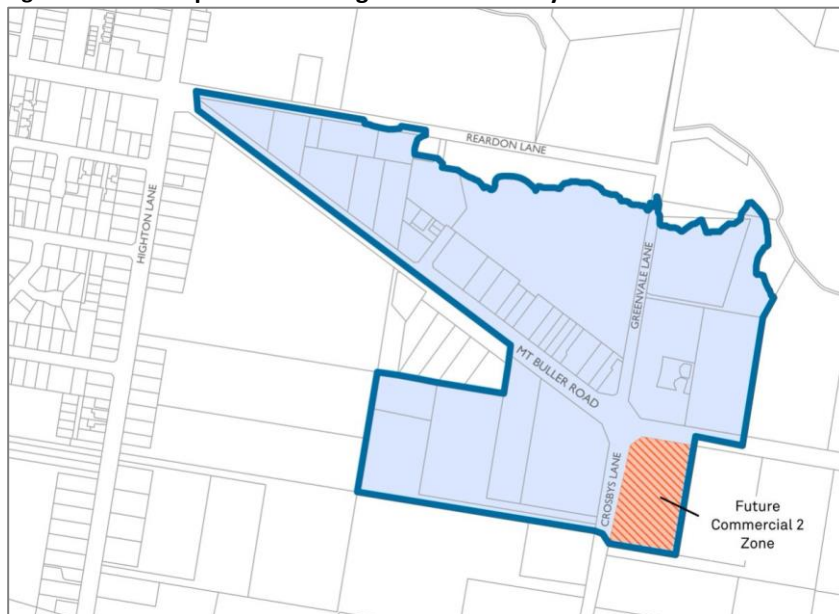
The *Mansfield Township Structure Plan 2015* recommended the rezoning of land on the eastern side of Greenvale Lane and Crosbys Lane to the Mixed Use Zone. The Mixed Use Zone is a residential zone that supports high density residential development along with commercial activity that compliments the mixed use function of the zone.

Over the past decade, Mixed Use Zoned land at 5 to 17 Crosbys Lane was developed into contemporary industrial premises that now primarily

support automotive enterprises. Given the use of this land, the Mixed Use Zone, which is a residential zone, is now incompatible with the current function of this area. As a residential zone, the development of dwellings in this area is as of right with the potential to greatly disrupt existing commercial and light industrial activities in this area.

*The Strategy* therefore recommends the re-zoning of 5 to 17 Crosbys Lane into the Commercial 2 Zone to preclude residential uses in this area.

**Figure 26: Proposed Rezoning of 5 to 17 Crosbys Lane**



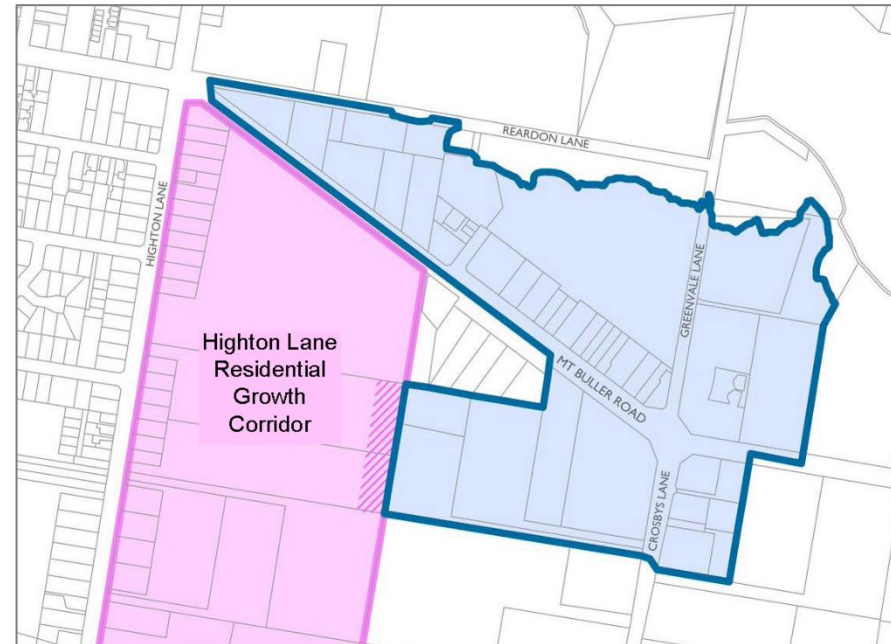
**Transitioning Industrial Uses**

As the town’s residential footprint grows the interaction between formerly remote commercial/industrial areas and new housing development will intensify, creating the potential for land use conflict and adverse impacts on industry.

Future residential growth along the Highton Lane Residential Growth Corridor will inevitably result in residential uses interfacing with the

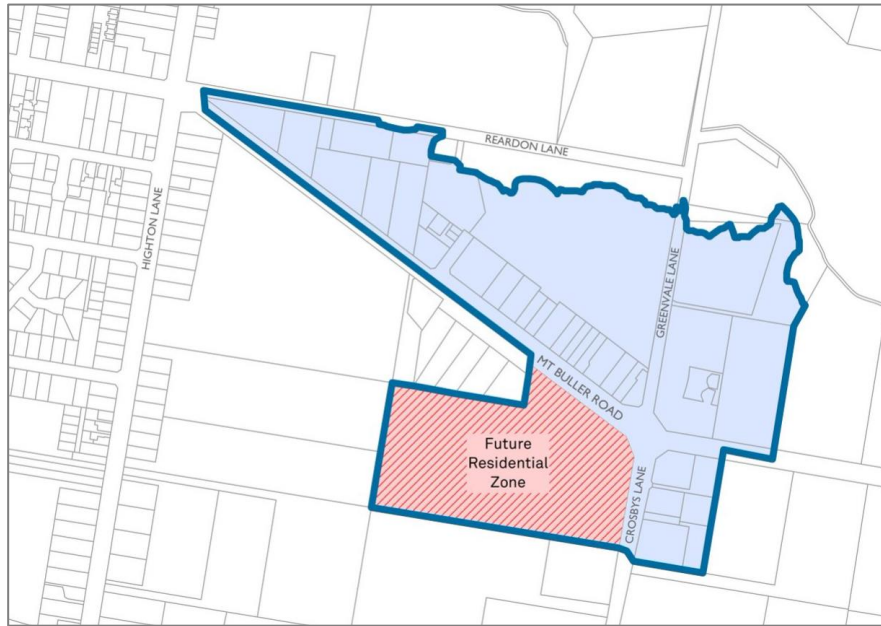
Mount Buller precinct with industrial land to the west of Mount Buller Road directly abutting new residential dwellings with the potential to undermine existing economic activity.

**Figure 27: Mount Buller Road Precinct and the Highton Lane Growth Corridor**



As will be discussed shortly, *The Strategy* recommends the creation of a new self contained industrial/commercial precinct to support the Shire’s commercial growth. As part of this initiative, *The Strategy* recommends that industrial land at 10 to 18 Crosbys Lane transition to residential uses following the delivery of the Shire’s new industrial precinct.

**Figure 28: Future Residential Transition of Crosbys Lane Industrial Land**



### Policy Recommendations

Mansfield local planning policy (Cl. 21.09) includes directions for the Mount Buller Road precinct which primarily relate to supporting large format uses in the precinct and discouraging supermarket uses.

To complement existing land use policy, *The Strategy* recommends the following policy directions:

- The implementation of buffers at the intersection of the Highton Lane growth corridor and Mount Buller Road to manage the interface between residential and commercial uses.
- The transitioning of industrial uses along 10 to 18 Crosbys Lane to residential uses following the development of the Shire's new industrial precinct.

### Implement Buffering

The above recommendation does not preclude the need for buffering between residential uses and the precinct's commercial areas. As the Highton Lane precinct grows residential dwellings will also interface with commercial uses along Mount Buller Road.

The existing Development Plan Overlay 1 (43.04) that applies to the Highton Lane growth area requires proponents to undertake: *"Site analysis and response, including natural features, slope, orientation, views, drainage lines, native vegetation, and impact on neighbouring and nearby land."*

In accordance with this, policy directions for the Precinct recommend the implementation of buffering treatments along the Highton Lane and Mount Buller Road precinct interface to protect ongoing commercial uses.

### 7.2.4 Precinct 3: Dead Horse Lane / Lakins Road Precinct

Dead Horse Lane is the largest industrial area in the Shire which comprises two discrete areas – 141 Lakins Road which currently functions as the Council depot and the Dead Horse Lane industrial area.

Dead Horse Lane is the Shire’s largest industrial area. The area supports a range of trade and trade supplies enterprises including construction, electrical, timber and furniture enterprises, tree and landscaping services, earth moving, galvanising, transport, auto repairs, recycling, plumbing and glass enterprises. The area also supports non-commercial uses including a place of worship and an automotive club.

There are 32 hectares of zoned industrial land in Dead Horse Lane and a further 24 hectares at Lakins Road.

#### Strategic Challenges

The *Background Issues* analysis identified the following strategic challenges confronting the Dead Horse Lane precinct:

- Residential encroachment on industrial uses.
- Transport infrastructure that does not support heavy vehicle traffic
- Limited vacancy and available land to support the expansion of commercial uses and the attraction of new uses.

#### Strategic Objectives

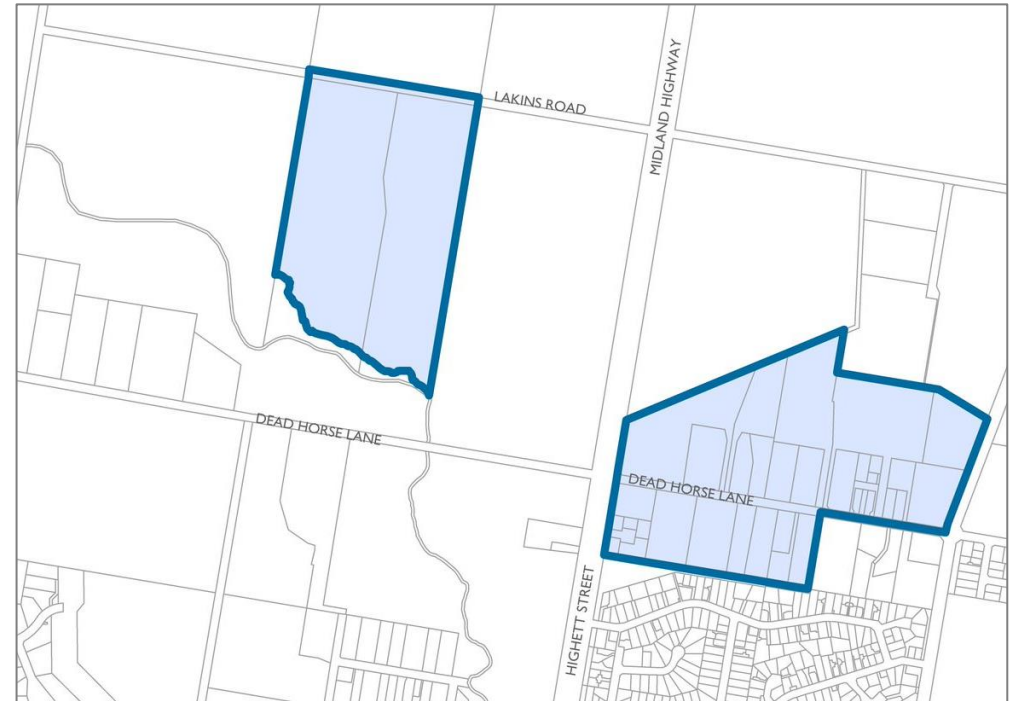
Similar to the Mount Buller Road Precinct, the future growth and development of this precinct is reliant on the effective protection of the precinct from residential encroachment. The progress of the area is also reliant on improvements to its transport infrastructure.

Precinct objectives include:

- Supporting the continuity of the Dead Horse Lane industrial area as an established industrial area

- Supporting the rejuvenation and redevelopment of the Dead Horse Lane via improved road infrastructure.
- Implementation of buffering requirements to manage interactions between existing industrial uses and growing residential dwellings.

Figure 29: Dead Horse Lane / Lakins Road



Source: Charter Keck Cramer

#### Residential Encroachment

The expansion of the town’s residential footprint has seen the town’s population grow within the vicinity of the Dead Horse Lane industrial

enterprises. Specifically, new dwellings now abut the rear of industrial properties to the south of Dead Horse Lane. The Dead Horse Lane precinct also incorporates a number of dwellings within its footprint.

Proximity of residential and industrial uses risks land use conflict in relation to air quality, noise and hours of operation.

**Figure 30: Interface of Industrial and Residential Dead Horse Lane**



Source – Google Maps

The *Mansfield Structure Plan 2015* advocates for the introduction of a buffer to separate residential uses from commercial activity, along with siting, landscaping and design requirements (see structure plan page 13). This requirement remains valid and, in light of the township’s projected growth, a priority.

*The Strategy* seeks to further this by explicitly identifying the need for buffering along the Dead Horse Lane - Cambridge Drive interface. The area identified in Figure 32 encompasses a single lot at Cambridge Drive that should be considered for buffer treatments in the form of planting and non-permeable fencing.

**Figure 31: Suggested Buffering Treatment Area at the Interface of Industrial and Residential Uses Dead Horse Lane**



As discussed previously, the Mansfield Planning Scheme needs to emphasise the protection of existing industrial and commercial uses from residential encroachment. The implementation of buffering treatments is an important part of this.

### **Transport Infrastructure**

Both Lakins Road and Dead Horse Lane are unsealed roads and as such are not suited to heavy vehicle traffic. Many of the enterprises along Dead Horse Lane, nonetheless, rely on heavy vehicles for supply and distribution purposes. Accordingly, the quality of road infrastructure represents a major issue for the ongoing growth and development of this area.

The Strategy thus recommends the upgrading of road infrastructure along Dead Horse Lane to accommodate heavy vehicle traffic as a priority.

### **Policy Recommendations**

Updated planning policy should provide policy support for the following outcomes:

- Support the continued operation of Dead Horse Lane as an established industrial precinct.
- Upgrade road infrastructure to support heavy vehicle traffic along Dead Horse Lane
- Require the implementation of buffer treatments between at the interface residential and industrial uses along Dead Horse Lane.

#### Precinct 4: New Industrial and Commercial Precinct

A key challenge for the Shire's economy is the supply of well located industrial and commercial land. This is acknowledged in the Shire's existing planning policy (Cl. 21.09) as well as recent strategic planning documentation.

The *Background Issues* analysis reviewed the availability of zoned land within each of the Shire's industrial precincts. There is currently no suitable zoned land within the Shire to support industrial expansion.

The Shire's largest and most established industrial precinct is the Dead Horse Lane precinct which in 2020 was fully occupied. There are underutilised sites within the precinct that might support redevelopment, however, there are currently no vacant sites and it is not recommended that Shire await the redevelopment of existing zoned land before acting to secure industrial land supply as this is likely to entail significant economic costs.

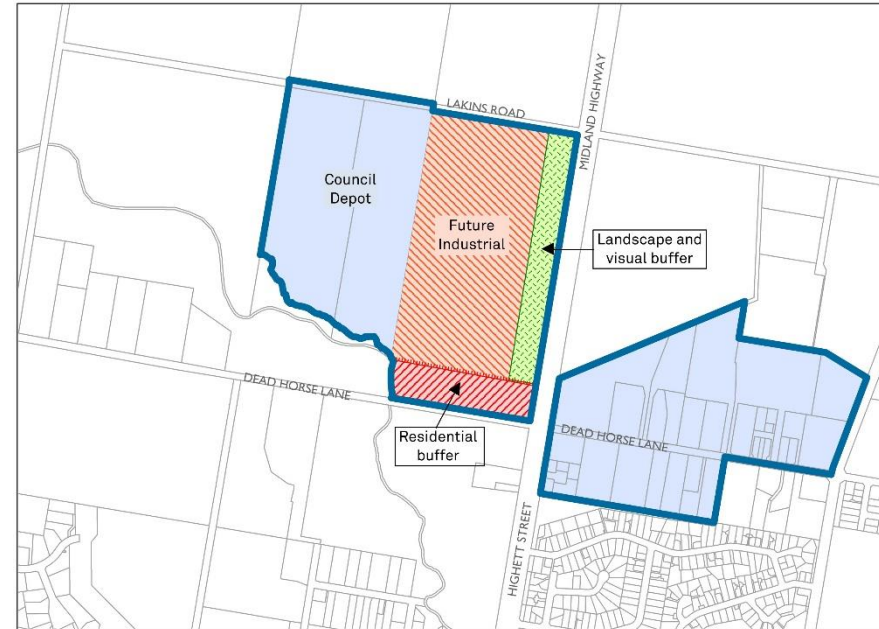
As is also discussed in the *Background Issues* analysis there are a number of vacant sites in the Monkey Gully precinct. These are, however, not suited to industrial expansion given their topography and limited accessibility.

Building on the work of the *Mansfield Township Structure Plan 2015* and the *Background Issues* analysis, *The Strategy* supports land at 175 Dead Horse Lane as the preferred location for the Shire's new industrial and commercial precinct.

The site at 175 Dead Horse Lane would support an additional 31.6 hectares of industrial/commercial land, making it the largest industrial area in the Shire. When added with existing industrial land at 141 Lakins Road, that currently functions as the Council depot, this initiative results

in the creation of a future industrial commercial precinct of 44.3 hectares.

Figure 32: Preferred Future Industrial and Commercial Precinct



The site at 175 Dead Horse Lane has been selected on the following basis:

- **Accessibility:** the site provides direct accessibility to the VicRoads Gazetted B-Double Heavy Vehicle Network. This is critical in attracting commercial investment to the precinct.
- **Contiguousness:** the site represents contiguous growth of the Shire's largest and most established industrial precinct at Dead Horse Lane.
- **Adjoining uses:** the site does not directly interface with sensitive uses that might impact on industrial and commercial operations (noting that buffering will be required along the south of the site as land to the south of Dead Horse Lane is zoned for residential uses).
- **Infrastructure connectivity:** the site is able to connect directly with the Shire's existing water infrastructure network and is contiguous with the Shire's major residential growth front and is therefore able to leverage from existing trunk infrastructure and contribute to future investment.
- **Topography:** the site is flat with limited environmental constraints. Ford Creek intersects the site which would need to be addressed within a development response.
- **Encumbrances:** the site is largely unencumbered by planning constraints. The south west of the site is subject to the Urban Floodway Zone and includes sensitive land identified as having Aboriginal Cultural Heritage. As with all land in the township, the land is also in a designated bushfire prone area which will need to be addressed by any proposed built form.

The Council depot site along Lakins Road is already zoned for industrial uses and currently supports heavy industry based uses. The site is relatively isolated from sensitive uses and has the capacity to link together with the larger site at 175 Dead Horse Lane to form a significant industrial precinct that combines private industry uses with the operations of the existing Council depot.

## Development Plan

The Shire's new industrial precinct will need to be developed under the guidance of a development plan. Specifically, a development plan is needed to ensure the precinct delivers optimal built form, amenity and commercial accessibility outcomes while also effectively responding to its environmental and infrastructure context.

The proposed precinct will be situated along one the township's major northern entrances. To ensure that the precinct contributes positively to built form perceptions of the township, its design, landscaping and interaction with the Midland Highway will need to be carefully managed. *The Strategy* therefore recommends that the precinct is also subject to place specific design guidelines that specify:

- Set back requirements
- Landscaping treatments
- Clear access for vehicles and pedestrians
- Height limits
- Building materials specifications
- Specifications in relation to windows and blank surfaces
- Specifications in relation to loading bays
- Guidelines related to signage that restrict visual clutter
- Guidelines in relation to site permeability and lighting.

As is demonstrated in the following images, contemporary industrial/commercial built form can achieve high levels of amenity that result in attractive commercial environments that fundamentally differ with traditional perceptions of industrial/commercial uses. The built form below were developed in accordance with industrial design guidelines.

**Figure 33: Illustrative Industrial Built Form**





Source – Google Maps

**Figure 34: Illustrative Industrial Built Form**



Source – Google Maps

### **Policy Recommendations**

Updated planning policy should provide policy support for the following outcomes:

- Address the municipality's commercial and industrial land supply shortage and help expand existing industries and attract new industries, by supporting the development of an accessible and serviceable contemporary industrial commercial precinct at 175 Dead Horse Lane and 141 Lakins Road.

- Ensure the development of the new industrial precinct is subject to a comprehensive Development Plan and Design Guidelines that achieves the highest levels of commercial amenity.
- Encourage the transfer of major industrial uses to the Shire's new industrial/commercial precinct following its completion.

The Shire will also need to undertake a detailed investigation of the infrastructure implications of the new precinct.

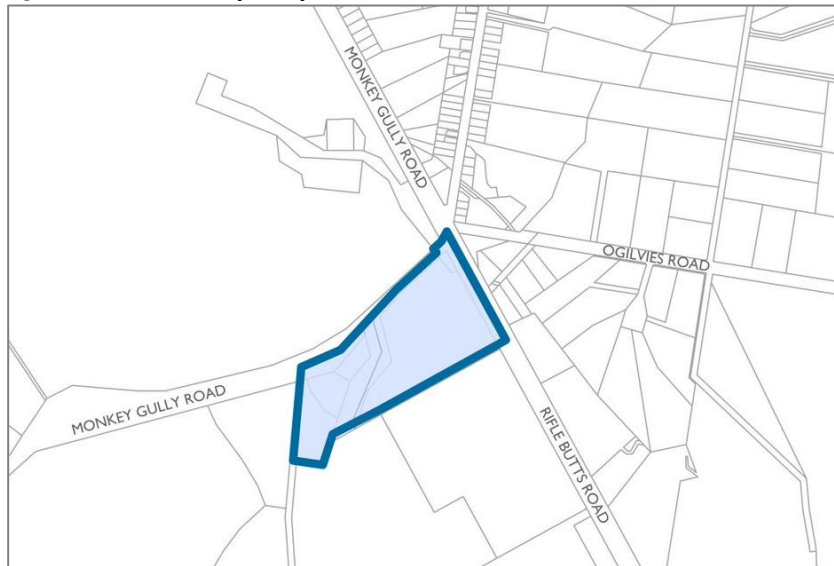
### 7.2.5 Precinct 5: Monkey Gully Road

Monkey Gully Road precinct is a small (17 hectares) precinct south of the town centre that comprises 7 land parcels.

The area is currently used for waste disposal and recovery which is an appropriate use given its relatively secluded location. While there is vacant land within the Precinct to support new industrial uses and expansion, the steep and undulating topography of the location is not suitable for new development. New waste disposal, recovery and recycling activities might, nonetheless, be supported for the precinct.

Like all existing industrial areas the precinct needs to be protected from residential encroachment.

Figure 35: Monkey Gully Precinct



### Policy Recommendations

Updated planning policy should provide policy support for the following outcomes:

- Continued support for the Monkey Gully Road precinct as location suited to refuse and recycling activity
- Discouraging non-refuse and recycling activity from locating within the precinct
- Ensuring long term refuse and recycling activity by restricting residential uses in proximity to the precinct.

### 7.2.6 Precinct 6: Stock Route/Saw Mill Site

The Stock Route former Saw Mill site is a single 5 hectare former industrial site surrounded by residential and public uses. The *Mansfield Structure Plan 2015* recommended that the site be rezoned for mixed residential and commercial purposes.

The site lacks appropriate road infrastructure to support heavy vehicle access and abuts residential land to the west, east and north and a wetland to the south. Given its size, limited capacity and context, the site is not suited to redevelopment as a future industrial or commercial estate.

As recommended in the 2015 structure plan, *The Strategy* supports the rezoning of the site so as to prohibit commercial uses. *The Strategy*, however, only supports the site for future residential uses and not commercial uses.

### Policy Recommendation

Updated planning policy should provide policy support for the following outcome:

- Rezoning of the former Saw Mill Site into a Residential Zone
- Analysis of infrastructure and accessibility implications of the transformation of the former Saw Mill site for residential uses.



## 8 Towns and Settlements

The Shire's smaller settlements include an array of commercial areas that support the fuel, automotive, food, retail and convenience needs of residents, visitors and passing vehicles.

### Strategic Challenges

The commercial enterprises and commercial locations within the Shire's township are subject to the following long term challenges:

- Ensuring settlements continue to service the convenience and fuel needs of visitors and residents.
- Enabling commercial growth that supports local employment and commercial diversity in accordance with the Shire's commercial hierarchy.
- Potential development constraints resulting from land use planning anomalies in which enterprises operate within land use zones that do not support existing uses (for instance, fuel services operating within a residential zone).

Specific challenges for individual settlements are discussed with the subsequent township profiles.

### Strategic Objectives

*The Strategy* outlines the following objectives to guide the long term development of commercial areas within the Shire's townships as follows:

- Support the growth of local convenience retail, food and beverage, tourism and hospitality services within the Shire's townships in accordance with the Shire's commercial hierarchy.
- Address zoning anomalies in response to proposed new commercial uses. Evaluate proposed new commercial uses in

relation to the Shire's commercial hierarchy and existing commercial uses within the township/settlement.

- Support the existing use rights of current commercial operations.

Commercial profiles of the Shire's major townships are as follows.

#### 8.1 Bonnie Doon

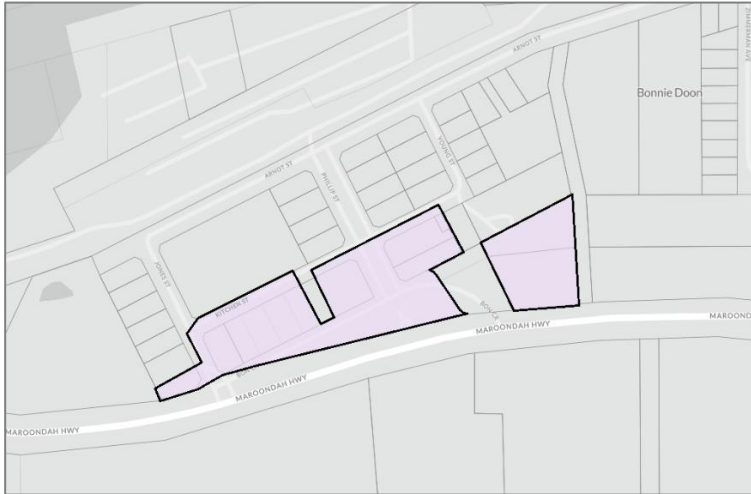
Bonnie Doon is the Shire's largest commercial area outside Mansfield township providing convenience and energy services to local residents, visitors and passing motorists.

At 2016, the town's permanent population was approximately 500 residents, which, during peak holiday periods, grows substantially but temporarily. There are a high number of holiday homes in Bonnie Doon - at the 2016 Shire elections 57% of voters in the Bonnie Doon ward were non-resident rate payers.

The town includes 3.5 hectares of commercial land consisting of 15 land parcels. A number of the town's commercial parcels are either vacant or used for residential purposes.

Bon Court is the town's main commercial area which includes a general store, food and beverage outlets, personal services and a fuel outlet. There are four vacant commercial land parcels in Bon Court.

**Figure 36: Bon Court Commercial Area**



**Bonnie Doon: Zoning Anomaly**

Bonnie Doon includes a series of commercially zoned sites on Maroondah Highway that are currently used for residential purposes. These sites are not suited to commercial uses or development as they are unable to support a high volume of vehicle movements nor is there provision for parking within or around these sites.

**Figure 37: Commercial land along Maroondah Highway**



In contrast, Bon Court is able to support integrated commercial uses and significant vehicle movements in accordance with its current role as a highway based service centre.

The Bonnie Doon Hotel which is a hospitality, packaged liquor and accommodation facility currently operates under the Farming Zone. This is an inappropriate land use zone for this facility as the provisions of the zone are unable to guide the long term use and development of the site. As such, *The Strategy* supports a future rezoning of the Bonnie Doon Hotel into a commercial land use zone to support its long term development and to create investment certainty.

Similarly, in the nearby town of Merton, a fuel outlet operates from within a residential zone. The fuel outlet at Merton is able to continue to operate under their existing use rights.

**Policy Recommendation**

In light of the above *The Strategy* recommends the following initiatives:

- The rezoning of Commercial 1 land at 2018 Maroondah Highway, Bonnie Doon and at 1621 to 1627 Maroondah Highway, Bonnie Doon into a residential zone.
- Support the rezoning of the Bonnie Doon Hotel into a commercial zone.

As discussed, *The Strategy* proposes a policy of addressing zoning anomalies in response to proposed new commercial uses. Proposed new commercial uses need to be evaluated within the context of the Shire's commercial hierarchy and existing commercial uses within the subject township/settlement. Prior to this, *The Strategy* supports ongoing commercial uses based on existing use rights.

## **8.2 Jamieson, Goughs Bay, Howqua Inlet, Merrijig**

These are small settlements - Jamieson (300 people), Goughs Bay (110 people), Howqua and Howqua Inlet (280 people) - either on or near Lake Eildon that grow substantially during peak holiday periods. Like Bonnie Doon, there are a significant number of holiday homes in this area – 66% of voters at the 2016 Shire elections within the Jamieson ward were non-resident rate payers.

Of these towns, Jamieson incorporates the largest commercial area which includes automotive, fuel, convenience and food and beverage enterprises. Goughs Bay includes a local convenience outlet.

Howqua and Howqua Inlet do not incorporate a local convenience centre. There is 1.5 hectares of zoned commercial land that is not currently used for commercial purposes in Howqua. The location of this land, however, is not suited to the provision of convenience services as it is not on or near the Mansfield – Woods Point Road.

Merrijig is a tourism and agricultural based township supporting a number of convenience retail uses and restaurants, along with numerous ski-tourism oriented accommodation facilities. In 2016, the town's permanent population was approximately 500 residents, with additional visitors during peak holiday period. Main commercial uses include hotels, restaurants and bars, and ski/adventure-based rental equipment services.

For each of the Shire's major townships, *the Strategy* proposes ongoing policy support for existing commercial operations.

Proposals for new uses and the expansion of existing uses need to be evaluated in relation to the Shire's commercial hierarchy and their relationship to existing uses within the township.

## 9 Policy Reconciliation

Building on previous sections, key recommendations of the Strategy are outlined below to articulate specific land use recommendations and initiatives for commercial and industrial land.

Key recommendations, and their alignment with existing Council policy, is illustrated in the reconciliation table below.

Local Planning Policy 2020	Strategy Recommendations
Policy highlights the importance of economic development and employment growth (see Objective 5, Objective 6 and Objective 7 policy Cl. 21.09).	The Strategy supports the sustainable development of the Shire's retail, commercial and industrial sectors. The Strategy expands on existing themes by promoting the growth of the Shire's service sector (see Section 7.2.2 Initiative 1: Strengthening Main Road Retailing – Supporting Town Centre Services Growth).
Policy seeks to direct commercial and retail growth within the existing Mansfield township (Objective 4 Cl. 21.09).	The Strategy supports the existing settlement structure and commercial hierarchy. Further to this, the Strategy supports the ongoing role of the Mansfield CBD as the Shire's key service and commercial Centre and outlines initiatives to strengthen the CBD's current commercial footprint (see Section 7.2.2 Initiative 1: Strengthening Main Road Retailing).
Policy identifies 'out of sequence' development and the fragmentation of core retail uses as key issues for the Shire (Cl. 21.09-1).	The Strategy incorporates recommendations that seek to minimise retail fragmentation and to establish long term rezoning initiatives that support the strategic growth of the Shire (and, in turn, curtail the need for out of sequence development). (See Section 7.2.2 Initiative 1: Strengthening Main Road Retailing).
Policy seeks to encourage a range of retail and commercial opportunities in the town centre (Cl.21.09 Strategy 5.3).	The Strategy details initiatives to expand commercial uses within the CBD.
Shire policy encourages larger-format retailing (e.g. homemaker) in the Commercial 2 zoned land on Mount Buller Road (Cl.21.09 Strategy 5.4).	The Strategy continues to support the Mount Buller Road commercial precinct for large format and road based retailing while also supporting land at the western entrance of the Mansfield Township for large format retailing (see Section 7.2.3 Precinct 2: Mount Buller Road).
Shire policy encourages supermarket uses to locate in the core High Street shopping centre and discourages supermarket uses at the Mount Buller Road commercial area (Cl. 21.09 Strategy 5.5).	The Strategy supports the Shire's existing supermarket policy.
Existing policy encourages redevelopment of existing residential properties in Commercial 1 zoned land in the town centre for commercial uses (Cl. 21.09 Strategy 5.6).	The Strategy supports the development of residential properties abutting Maroondah Highway and Highett Street. Residential properties in commercial zones in streets surrounding the core CBD area are no longer supported for commercial development (Section 7.2.2 Initiative 1: Strengthening Main Road Retailing).
Policy encourages the appropriate redevelopment of key strategic sites located at the former saleyards, Toyota dealership, 34 High Street, 1-7 High Street, Council depot and the former Sawmill (Cl. 21.09 Strategy 5.8).	The Strategy continues to support the redevelopment of these sites and includes specific actions to advance the redevelopment of the Sawmill and Council depot sites (see Section 7.2.6 Precinct 6: Stock Route/Saw Mill Site; see Precinct 4: New Industrial and Commercial Precinct).
The lack of industrial land to service demand is identified as a key issue (Cl. 21.09-1).	The Strategy validates the lack of industrial land supply within the Shire as the basis for the development of a new industrial precinct (see Precinct 4: New Industrial and Commercial Precinct)
Policy seeks to 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 (Cl. 21.09 Strategy 6.1).	The Strategy identifies a new industrial precinct along Midland Highway which together with the eventual subdivision of the Lakins Road precinct are identified for future industrial growth (see Precinct 4: New Industrial and Commercial Precinct).

Local Planning Policy 2020	Strategy Recommendations
Policy identifies the need for new development in Dead Horse Lane to maintain a suitable landscape and acoustic buffer to the residential properties to the south to reduce amenity conflicts (Cl. 21.09 Strategy 6.2).	The Strategy further identifies the need for buffering to ensure the amenity of residential communities and to support the sustainability of industrial facilities. The Strategy identifies specific actions to support implementation of buffers (see Section 7.2.4 Precinct 3: Dead Horse Lane / Lakins Road Precinct).
Township policy identifies the need to review the planning scheme provisions for the former Sawmill site and its environs to facilitate appropriate redevelopment (Cl. 21.09-2).	The Strategy supports the Sawmill site for low density residential renewal (see section 7.2.6 Precinct 6: Stock Route/Saw Mill Site).
Policy seeks to investigate the creation of an industrial/business park subdivision on the Lakins Road site (Cl. 21.09-2).	The Strategy identifies the western portion of the Lakins Road depot site for industrial expansion (see Precinct 4: New Industrial and Commercial Precinct).
Investigate land to the east and west of the Lakins Road depot site for long term future industrial zone (Cl. 21.09-2).	The Strategy identifies a site on the western side of Midland Highway between Lakins Road and Dead Horse Lane as a future industrial area (see Precinct 4: New Industrial and Commercial Precinct).

Source – Charter Keck Cramer



