Development Plan

Delegate Assessment Report



File Number: DA8160
Planning Application No. DP001/23

Responsible Officer: Nicole Embling, Acting Manager Planning & Environment

Conflict of Interest

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

Yes \square No \boxtimes

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Application Details	
APPLICANT	North East Survey Design
PROPOSAL	Development Plan for General Residential Zoned land
APPLICATION LODGED	8 November 2023
	Submitted plans amended 11 June 2024
NOTICE AND SUBMISSIONS	Letters to owners and occupiers of neighbouring properties, including 117 properties.
	Sign on site
	Notice in <i>Mansfield Courier</i>
	There are 3 outstanding submissions
Property Details	
PROPERTY ADDRESS	102, 106 and Lot 30 Highton Lane Mansfield
LAND DESCRIPTION	Lot 31 on Plan of Subdivision LP135575
	Lot 1 on Title Plan TP210771M
	Lot 30 on Plan of Subdivision LP135575
RESTRICTIVE COVENANTS	Nil
LAND AREA	12.3 hectares
EXISTING USE	102 Highton Lane – Existing single dwelling
	126 Highton Lane – Existing single dwelling

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	Lot 30 Highton Lane - Vacant
Planning Provisions	
ZONE	Clause 32.08 - General Residential Zone
OVERLAYS	Clause 43.04 - Development Plan Overlay, Schedule 1 General Residential Zone A permit must not be granted to use or subdivide land, construct a building or construct or carryout works until a development plan has been prepared to the satisfaction of the Responsible Authority
MUNICIPAL PLANNING	Clause 02.03-1 - Settlement (Mansfield Township)
STRATEGY	Clause 02.03-2 – Environmental and Landscape Values (Landscapes)
	Clause 02.03-4 – Natural resource management (Water and Declared Special Water Supply Catchments)
	Clause 02.03-5 – Built Environment and Heritage (Township and Neighbourhood Character)
	Clause 02.03-6 - Housing
	Clause 02.03-9 – Infrastructure (Development Infrastructure)
PLANNING POLICY	Clause 11.01-1L-01 – Mansfield Township
FRAMEWORK	Clause 13.02 - Bushfire
	Clause 14.02-1L - Catchment Planning and Management
	Clause 15.01-1S – Urban Design
	Clause 15.01-3S – Subdivision Design
	Clause 15.01-4S – Healthy Neighbourhoods
	Clause 15.01-5S – Neighbourhood Character
	Clause 16.01-1L – Housing Supply in Mansfield Township
	Clause 19.03-1L – Development and Infrastructure Contributions Plans
PARTICULAR PROVISIONS	Clause 53.01 - Public Open Space Contribution and Subdivision
	Clause 53.18 - Stormwater Management in Urban Developments

MANSFIELD PLANNING SCHEME CONTEXT AND ASSESSMENT

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

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

Municipal Planning Strategy (MPS)

Clause 02.03-1 Settlement

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

Clause 02.03-2 Environmental and landscape values

Landscapes

The scenic value of the mountains, foothills, valleys and cleared grazing country is characteristic of the municipality and of intrinsic importance to its landscape.

Councils Strategic Directions for environmental and landscape values are to:

- Protect areas of remnant vegetation for their environmental, habitat and scenic values, including roadside vegetation, riparian environments, scattered trees and native grasslands.
- Protect the landscape character of the Shire and significant landscape features including large old trees, visually significant ridges and view corridors.
- Protect the environmental, landscape and visual significance of rural areas, mountain and environmental features and alpine approach areas.

Comment

The submitted Development Plan provides for the consideration and protection of the limited remnant native vegetation on the land, specifically including the retention of the large tree within the proposed Creek Reserve and one large Gum Tree within the proposed development area, to be within a larger Lot. The submitted Landscape Plan provides for additional plantings along the Creek Reserve which would enable the retention of the natural buffer between the residential development and adjoining rural living areas east of the Creek.

The natural topography of the land sloping down from west to east will allow the existing dwellings fronting Highton Lane to retain their views to the Alpine Areas, east of the subject land.

02.03-4 Natural resource management

Water and Declared Special Water Supply Catchments

Councils Strategic Directions for catchment planning and management are to:

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

Clause 02.03-5 - Built Environment and Heritage

Township and Neighbourhood Character

Development of land along the Maroondah Highway and other major routes such as Mount Buller Road in the Shire need to be sensitive to their role as gateways to the Alpine areas.

Mansfield Township's residential areas are characterised by wide streets with on street parking, large lots and street trees. Infill and medium density development will challenge the urban character of some areas in town but key attributes such as their spacious garden settings and identified heritage buildings should remain and be protected.

Clause 02.03-6 - Housing

A diversity of housing opportunities is an important part of providing housing for all. As the major urban centre of the Shire, the majority of housing growth will take place in Mansfield Township, where aged care, infill and medium density housing development will be key for the community to be able to age in place.

Councils Strategic Directions for housing are to:

- Provide for housing needs to be met within townships and designated rural living areas.
- Maintain housing affordability and increase the diversity of housing choices, including opportunities for rural living and medium density housing.

Clause 02.03-9 - Infrastructure

Development Infrastructure

It is expected development will connect to all available infrastructure or provide it as part of larger developments.

Stormwater, onsite water catchment facilities, water sensitive urban design, drainage, reticulated water and sewerage systems, public open space, variety of lot sizes, provision of quality internal and access roads and detailed landscaping plans are necessary to improve development outcomes.

Councils Strategic Directions for development infrastructure are to:

- Support the provision of infrastructure that meets current and future needs.
- Support the provision of full reticulated infrastructure to all urban areas.
- Support the fair and equal distribution of infrastructure and services to new development.
- Support the provision of wastewater management systems that will minimise adverse impact on Special Water Supply Catchments.

Planning Policy Framework (PPF)

Clause 11.01-1L.01 Mansfield Township

Objectives:

• To support the growth of Mansfield Township as the focus of development in the Shire.

Housing Strategies:

Contain and intensify residential development within existing residentially zoned land.

 Encourage the redevelopment of key strategic sites, infill sites and currently vacant General Residential land.

Comment

The subject land is the last remaining land on the east of Highton Lane, subject to the Development Plan Overlay, which has not been developed or approved for development. This land provides an opportunity for additional housing in an area with good connections to services and is accessible from the Mansfield Township area and is walkable to the local Schools.

Clause 13.02-1S Bushfire Planning

Objective:

To strengthen the resilience of settlements and communities to bushfire through risk-based planning that prioritises the protection of human life.

Relevant Strategies:

- Prioritising the protection of human life over all other policy considerations.
- Directing population growth and development to low risk locations and ensuring the availability of, and safe access to, areas where human life can be better protected from the effects of bushfire.
- Reducing the vulnerability of communities to bushfire through the consideration of bushfire risk in decision making at all stages of the planning process.
- Consulting with emergency management agencies and the relevant fire authority early in the process to receive their recommendations and implement appropriate bushfire protection measures.
- Ensuring that strategic planning documents, planning scheme amendments, planning permit applications and development plan approvals properly assess bushfire risk and include appropriate bushfire protection measures.
- Ensuring the bushfire risk to existing and future residents, property and community infrastructure will not increase as a result of future land use and development.
- Achieving no net increase in risk to existing and future residents, property and community infrastructure, through the implementation of bushfire protection measures and where possible reducing bushfire risk overall.

Comment

The subject land is wholly within the Bushfire Prone Area, but not within a Bushfire Management Overlay. The consideration of bushfire risk has been undertaken by the applicant and is demonstrated through the submitted Bushfire Hazard Management Plan. The Plan identifies areas of temporary threat to the north and south of the land, where low-medium density development has been approved. There is a minor hazard risk from the east through the Creek Reserve and flat/upslope grassland in the adjoining rural living zone land. The submitted Plan demonstrates how a 30-metre defendable space buffer could be maintained to the north, east and south. Overall, it is submitted that the future development of the land could be constructed to a BAL-12.5 standard.

Clause 13.02-1L Bushfire Management

Strategies:

Design the subdivision of land in Bushfire Prone Areas into more than 10 lots to:

- Provide access to the existing road network and locations that may provide shelter in the event of a bushfire.
- Provide perimeter roads and hard edges at the urban hazard interface (including grassland).
- Provide multiple points of access and egress to the existing and proposed road network as necessary.

Incorporate passive risk mitigation measures, including the siting, landscaping and layout of new development to enhance resilience to potentially vulnerable development in Bushfire Prone Areas.

Comment

Any future subdivision of the land through a planning permit application will likely be for more than 10 lots and therefore this policy would be applicable. The submitted Development Plan provides for a layout and road network with two direction connections to Highton Lane and connection to the approved subdivision adjoining to the north, at 100 Highton Lane, which will provide a road connection through to Crosbys Lane upon completion. Additionally, the Development Plan provides for perimeter road along most of the Creek Reserve and the requirement for a 30-metre setback from the Creek to align with the requirements of the relevant Water Authorities, will ensure a suitable setback from the Creek Reserve for all future dwellings.

Overall, it is considered that the submitted Development Plan has suitably addressed bushfire hazard and risk and development of the land could be undertaken without unreasonable risk to human life. The land is within the Mansfield Township and is identified as a low-risk area.

Clause 14.02-1L Catchment planning and management

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

Strategies:

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

Clause 15.01-1S - Urban Design

Objective:

To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity.

Strategies:

- Require development to respond to its context in terms of character, cultural identity, natural features, surrounding landscape and climate.
- Ensure development contributes to community and cultural life by improving the quality of living and working environments, facilitating accessibility and providing for inclusiveness.
- Ensure the interface between the private and public realm protects and enhances personal safety.
- Ensure development supports public realm amenity and safe access to walking and cycling environments and public transport.
- Ensure that the design and location of publicly accessible private spaces, including car
 parking areas, forecourts and walkways, is of a high standard, creates a safe
 environment for users and enables easy and efficient use.
- Ensure that development provides landscaping that supports the amenity, attractiveness and safety of the public realm.
- Ensure that development, including signs, minimises detrimental impacts on amenity, on the natural and built environment and on the safety and efficiency of roads.
- Promote good urban design along and abutting transport corridors.

Clause 15.01-3S - Subdivision Design

Objective:

To ensure the design of subdivisions achieves attractive, safe, accessible, diverse and sustainable neighbourhoods.

Relevant Strategies:

In the development of new residential areas and in the redevelopment of existing areas, subdivision should be designed to create liveable and sustainable communities by:

- Creating compact neighbourhoods that have walkable distances between activities.
- Developing activity centres in appropriate locations with a mix of uses and services and access to public transport.
- Providing a range of lot sizes to suit a variety of dwelling and household types to meet the needs and aspirations of different groups of people.
- Creating landscaped streets and a network of open spaces to meet a variety of needs with links to regional parks where possible.
- Protecting and enhancing habitat for native flora and fauna, and providing opportunities for people to experience nature in urban areas.
- Reduce car dependency by allowing for:
 - Convenient and safe public transport.
 - Safe and attractive spaces and networks for walking and cycling.
 - Subdivision layouts that allow easy movement within and between neighbourhoods.
 - A convenient and safe road network.

Being accessible to people with disabilities.

Clause 15.01-4S - Healthy Neighbourhoods

Objective:

To achieve neighbourhoods that foster healthy and active living and community wellbeing.

Strategies:

Design neighbourhoods that foster community interaction and make it easy for people of all ages and abilities to live healthy lifestyles and engage in regular physical activity by providing:

- Connected, safe, pleasant and attractive walking and cycling networks that enable and promote walking and cycling as a part of daily life.
- Streets with direct, safe and convenient access to destinations.
- Conveniently located public spaces for active recreation and leisure.
- Accessibly located public transport stops.
- Amenities and protection to support physical activity in all weather conditions.

Clause 15.01-5S - Neighbourhood Character

Objective:

To recognise, support and protect neighbourhood character, cultural identity, and sense of place.

Strategies:

- Support development that respects the existing neighbourhood character or contributes to a preferred neighbourhood character.
- Ensure the preferred neighbourhood character is consistent with medium and higher density housing outcomes in areas identified for increased housing.
- Ensure development responds to its context and reinforces a sense of place and the valued features and characteristics of the local environment and place by respecting the:
 - Pattern of local urban structure and subdivision.
 - Underlying natural landscape character and significant vegetation.
 - Neighbourhood character values and built form that reflect community identity.

Clause 16.01-1L - Housing Supply in Mansfield Township

Strategies

- Encourage higher density development in areas that can capitalise on existing physical and social infrastructure in proximity to the Mansfield town centre.
- Support smaller housing options and retirement and aged care accommodation close to town centres and areas with existing social and physical infrastructure.
- Encourage opportunities to increase the supply of affordable housing to cater for lower income households, older people and young people.

Clause 19.03-1L – Development and Infrastructure Contributions Plans

Strategies:

Ensure that the cost of new infrastructure required to serve a specific development is met by the developer.

Zoning

Clause 32.08 – General Residential Zone Schedule 1 (GRZ1)

Purpose:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To encourage development that respects the neighbourhood character of the area.
- To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.
- To allow educational, recreational, religious, community and a limited range of other nonresidential uses to serve local community needs in appropriate locations.

Decision Guidelines:

General

- The Municipal Planning Strategy and the Planning Policy Framework.
- The purpose of this zone.
- The objectives set out in a schedule to this zone.
- Any other decision guidelines specified in a schedule to this zone.
- The impact of overshadowing on existing rooftop solar energy systems on dwellings on adjoining lots in a General Residential Zone, Mixed Use Zone, Neighbourhood Residential Zone, Residential Growth Zone or Township Zone.

Subdivision

- The pattern of subdivision and its effect on the spacing of buildings.
- For subdivision of land for residential development, the objectives and standards of Clause 56.

Comment

The key considerations applying to this application and the application of policy relate to the level of intensity of development in the GRZ, with the overwhelming policy direction being to intensify residential development in such areas in close proximity to jobs, transport and services.

When assessing the application against the state policies in the PPF and the decision guidelines above, there is clear support for the proposed increase in density on the site as the site is well serviced by infrastructure and community services. The subject site has been zoned for conventional residential development. This ensures efficient use of infrastructure and supports the policy preference that designated residential areas experience residual increase in population and density.

The proposed road layout indicative lot configuration demonstrates that each lot could be developed in accordance with the Scheme and ResCode, and there are ample landscaping

opportunities within the site. The intensity of the development is therefore consistent with State Planning Policy.

The key planning considerations associated with the proposal relate to whether the proposed intensity of the subdivision, including its layout, will achieve satisfactory outcomes. In determining the appropriateness of the proposal in the context of the local policies, due weight and consideration must also be given to the sites' location within a zoned residential area and the role of the Mansfield Township.

The Development Plan will enable future increase in residential density in an existing residential area within close proximity to the Mansfield town centre. The proposed subdivision is appropriate with regards to character considerations in terms of lot configuration and layout, and will create a diverse residential area with varied lot sizes that will allow a diversity of development forms.

The ongoing upgrade works to Highton Lane undertake by Council (independent of this application) will ensure that as more land in the immediate area becomes fully developed in accordance with the strategic vision of the Scheme new and improved road connections are developed throughout the area.

For these reasons, the proposal is considered to accord with the decision guidelines of the zone.

Overlays

Clause 43.04 Development Plan Overlay (DPO)

The purpose of the Overlay is:

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

DPO Schedule 1, General Residential Zoned Land

Objectives:

- Outline the form and conditions for future use and development of land in the General Residential Zone.
- Establish broad directions for future land use, development subdivision and servicing of an area.

Requirements	Officer Assessment	Complies?
Site assessment and response, including natural features, slope and orientation, drainage lines, native vegetation, heritage and archaeological significance, view lines and adjoining land.	The Development Plan has been designed in such a way to allow for many natural features of the land to be protected, including drainage lines, buffers to the Creek, and native vegetation. The subject land is not within an area of Cultural Heritage Sensitivity. The subject land does not have any known historical features.	Yes

Proposed subdivision layout and density, indicating internal roads, external road linkages and impacts, pedestrian linages and if appropriate lot layout.	The proposed road layout utilises the battle-axe handles to connect directly with Highton Lane, including connecting to the approved subdivision at the north boundary of 100 Highton Lane adjoining. The road design connects to external roads and internally to all proposed new roads. The road reserves will be able to provide footpaths on both sides of new roads created, allowing for pedestrian connections. The internal footpath network will connect to the footpath along Highton Lane, providing a direct link with Mansfield Township via Malcolm Street.	Yes
All servicing, including water, sewerage, drainage and stormwater, electricity, and telecommunications to meet the standards of the relevant service authority.	The Development Plan application has been referred to all relevant authorities for their comments. Supporting comments have been received from AusNet Electricity Services, Goulburn Valley Water, Goulburn Broken Catchment Management Authority, Goulburn Murray Water, and Councils Engineering Departments. The subject land has available connection to all required services.	Yes
An assessment of relevant bushfire risk and bushfire protection measures for the site and area, as appropriate.	The Development Plan application has been referred to Country Fire Authority (CFA) in relation to the potential bushfire risk as the land is within the Bushfire Prone Area. Any future subdivision development will require fire hydrants to be installed.	Yes
Existing and future open space, including linkages to and between areas of open space.	The proposed protected Creek Reserve, with 30-metre buffers will provide for some visual open spaces and natural landscapes throughout the future development and will have an opportunity to provide pedestrian linkages. The Mansfield Open Space Strategy identifies public open space allocated near the subject land, north on the adjoining approved subdivision at 100 Highton Lane. Therefore, any future subdivision approved through a planning permit for the subject land will be required to make a monetary contribution for public open space. These funds would be used for the creation and upgrades of nearby public open spaces.	Yes
Proposed measure to address native vegetation, landscaping, and streetscape treatment.	The proposed development overall will protect two native trees and will require significant native plantings along drainage	Yes

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	lines as a response to Water Sensitive Urban Design.	
	The submitted Development Plan would require streetscape plantings for any new internal roads and landscaping within future lots.	
The stages, if any, in which the land is to be subdivided and developed.	The Development Plan does not provide any proposed staging as each existing parcel has direct access with Highton Lane and could be developed in isolation. Council Officers do not consider the staging necessary to be included in the Development Plan for approval. Staging of future development will be approved through subsequent subdivision applications.	Yes
Consistency with any adopted structure plan, urban design framework or strategy relevant to the area.	The Mansfield Township Framework Plan, at Clause 11.01-1L-01 Mansfield Township, identifies the subject land as being part of the Highton Lane Development Plan Area, which is specifically for additional residential development. The proposed Development Plan is considered to be in accordance with the Framework Plan. COMMERCIAL ZONING Possible MDH Site Possible Inture Site Possible Inture Site Possible Inture Site Possible Inture Plan AREA Possible Inture Plan AREA Possible Inture Plan Plan P	Yes

If the proposal is likely to have an effect on an arterial road, a Transport Impact Assessment Report (TIAR) should be prepared to the satisfaction of the relevant The subject land only directly adjoins Highton Lane, which is currently subject to significant upgrades through Councils IMPACT Route Project. The additional	
road authority. The TIAR must have regard to the relevant road authority's access management policies and determine the extent of mitigating works required on arterial roads in consultation with the relevant road authority. development is considered to have little impact to the arterial road network as the land is close to the southern end of Highton Lane and traffic movements would likely go south to Monkey Gully Road. Council Officers have determined that a TIAR is not necessary for this application, which was supported by Councils Engineering Team. Future development of the Highton Lane and Mt Buller Road/Malcolm Street intersection is subject to significant grant funding requirements and approvals through Department of Transport, as Mt Buller Road is in the Principal Road Network and managed by VicRoads.	

Particular Provisions

Clause 53.01 - Public Open Space Contribution and Subdivision

A person who proposes to subdivide land must make a contribution to the council for public open space in an amount specified in the schedule to this clause (being a percentage of the land intended to be used for residential, industrial or commercial purposes, or a percentage of the site value of such land, or a combination of both). If no amount is specified, a contribution for public open space may still be required under section 18 of the Subdivision Act 1988.

Comment

The Mansfield Open Space Strategy identifies public open space allocated near the subject land, north on the adjoining approved subdivision at 100 Highton Lane. Therefore, any future subdivision approved through a planning permit for the subject land will be required to make a monetary contribution for public open space. These funds would be used for the creation and upgrades of nearby public open spaces.

Additionally, as currently proposed through Planning Scheme Amendment C57 and the implementation of the Mansfield Open Space Strategy, 2021 future subdivisions of more than 10 Lots will require a public open space contribution of 7.5%

Clause 53.18 - Stormwater Management in Urban Developments

Purpose

To ensure that stormwater in urban development, including retention and reuse, is managed to mitigate the impacts of stormwater on the environment, property and public safety, and to provide cooling, local habitat and amenity benefits.

Comment

The proposed Development Plan has been supported by a holistic Stormwater Management Plan that addresses stormwater management on the subject land and adjoining land to the north where an existing subdivision has been approved. The detailed design plans would not

normally be required until planning permit stage for subdivision, however given the subject land is in the catchment area for the adjoining subdivision and one of the landowners is the same, a whole plan has been developed. The assessment of the Stormwater Management Plan has been undertaken by Councils Engineering Team who have determined that stormwater flows will be able to be managed to retain and reduce pre-development flows.

CONCLUSION

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

The land was re-zoned to General Residential Zone in 2006 in accordance with Councils strategic plans for increasing residential land supply. The re-zoning process involved community consultation and was approved by Council and the Minister for Planning.

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

The Development Plan sets out requirements for future subdivision, requirement for protection of the creek and its immediate surrounds, future native plantings and landscaping. The proposed layout for future roads and lots would enable protection of existing vegetation, including two large native trees.

If approved, any future planning permit application would need to comply with the Development Plan and any relevant planning policy. The submitted Development Plan is considered to be in accordance with the relevant planning policies and in particular the Development Plan Overlay, Schedule 1 General Residential Zoned Land. The Development Plan and the associated plan detail a layout which will provide suitable access for residential development to Highton Lane and the Mansfield Township, whilst being designed in such a way that respects the existing natural landscape and surrounds.

OFFICER RECOMMENDATION

APPROVAL OF DEVELOPMENT PLAN

THAT COUNCIL approves the submitted Development Plan for General Residential Zoned land on Lot 31 LP135575, Lot 1 TP210771M, and Lot 30 LP135575, commonly addressed as 102, 126 and Lot 30 Highton Lane, Mansfield.