

Mansfield Land Use Planning

Mansfield Commercial and Industrial Land Use Strategy

Prepared for
Mansfield Shire Council

Date of Issue of the Report
June 2021

charterkc.com.au

**Leaders in
Property
Intelligence.**

ADVISORY.
**RESEARCH
& STRATEGY.**
VALUATIONS.
PROJECTS.
CAPITAL.

ADVISORY.
RESEARCH & STRATEGY.
VALUATIONS.
PROJECTS.
CAPITAL.

Melbourne
Level 19/8 Exhibition Street
Melbourne VIC 3000
T +61 (0) 3 8102 8888

Sydney
Level 25/52 Martin Place
Sydney NSW 2000
T +61 (0) 2 8228 7888

Brisbane
Level 32/123 Eagle Street
Brisbane QLD 4000
T +61 (0) 7 3338 9688

Singapore
138 Market Street, CapitaGreen
Level 24-01
Singapore 048946
T +65 6679 6067

admin@charterkc.com.au
charterkc.com.au

Charter Keck Cramer Pty Ltd
ABN 78 618 794 853

Charter Keck Cramer
(Sydney) Pty Ltd
T/A Charter Keck Cramer
ABN 21 601 785 326

Contents.

2.	Introduction	6
2.1.	Project Purpose	6
3.	Commercial and Industrial Overview	7
4.	Key Influences and Issues	8
4.1.	Key Influences.....	8
5.	Commercial and Industrial Land	11
5.1.	Commercial / Retail	11
5.2.	Industrial Overview.....	14
6.	Policy Context	16
6.1.	Victoria Planning Provisions	16
6.2.	Mansfield Planning Scheme	16
7.	Vision and Strategy.....	18
7.2.	Strategic Objectives.....	18
8.	Strategic Directions	20
8.1.	Mansfield Town Centre	20
8.2.	Strategic Objectives.....	23
8.3.	Strengthening Main Road Retailing and Non-Main Road Commercial Uses	24
8.4.	Mount Buller Road.....	30
8.5.	Dead Horse Lane / Lakins Road Precinct.....	35
8.6.	New Industrial and Commercial Land	39
8.7.	Monkey Gully Road.....	45
8.8.	Stock Route/Saw Mill Site	46
8.9.	Towns and Settlements.....	47

Instructions.

Instructing Party	Mansfield Shire Council
-------------------	-------------------------

Disclaimer	<p>This report has been prepared for the exclusive use of the party to whom it is addressed and for no other purpose. No responsibility is accepted for any third party who may use or rely on the whole or any part of the content of this report. It should be noted that any subsequent amendments or changes in any form to this report would only be notified to and known by the parties to whom it is addressed. This report has been carefully prepared by Charter Keck Cramer Strategic Research and the information contained herein should not be relied upon to replace professional advice on specific matters.</p>
------------	--

© 2021 (Charter Keck Cramer)

Our Reference	Charter Contact Simon Micmacher Report Author Simon Micmacher
---------------	--

Executive Summary.

The Mansfield Commercial and Industrial Land Use Strategy 2020 (*The Strategy*) details 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 accompanying community consultation in June/July and October/December 2020, *The Strategy* incorporates land use directions and recommendations that provide the strategic basis for the Shire to progress land use initiatives to strengthen and diversify the future growth of the Shire's economic and employment base.

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.

Strategic Objectives

A series of Strategic Objectives support this 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.

1.1.2. Recommendations

The Strategy's main recommendations are set out as follows:

- *The Strategy* seeks to direct retail and commercial activity to main road locations along High and Highett Streets as the Shire's core and leading commercial/retail area. In turn, it also proposes more limited commercial uses along residential streets including Curia, Erril, Collopy, Nolan and Ailsa streets which are streets that are either partly or entirely currently zoned for commercial purposes.
- Dwellings along the western section of Curia Street that are currently zoned for commercial purposes are not supported for future commercial uses based on their residential context and distance from the township's core commercial area. These dwellings are supported for rezoning into residential uses.
- To support new industrial opportunity in response to ongoing land shortages *The Strategy* recommends the expansion of industrial and mixed use land along Dead Horse Lane which is land that will shortly integrate with the Heavy Vehicle Alternate Truck Route. Specifically:
 - *The Strategy* recommends the development of a new contemporary industrial commercial precinct at 175 Dead Horse Lane. As such, 175 Dead Horse Lane is recommended for rezoning for industrial and commercial purposes. *The Strategy* recommends that rezoned land is subject to design requirements specified in a development plan and developer contribution requirements.
 - *The Strategy* also recommends that land between 264 and 282 Dead Horse Lane is integrated into the Dead Horse Lane industrial precinct via rezoning into the Mixed Use Zone. This land should be subject to minimum subdivision requirements.
- *The Strategy* recommends the implementation of acoustic and visual buffer treatments at the residential interface of the Mount Buller Road and Dead Horse Lane commercial/industrial precincts.
- *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.
- Within the Mount Buller Road precinct, *The Strategy* recommends the rezoning of land at 5 to 17 Crosbys Lane from the Mixed Use Zone to the Commercial 2 Zone to reflect its current and future use.
- *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.
- 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.

2. Introduction

The Mansfield Industrial and Commercial Land Use Strategy details land use directions and initiatives to support the long term growth and resilience of Mansfield's economy.

2.1. Project Purpose

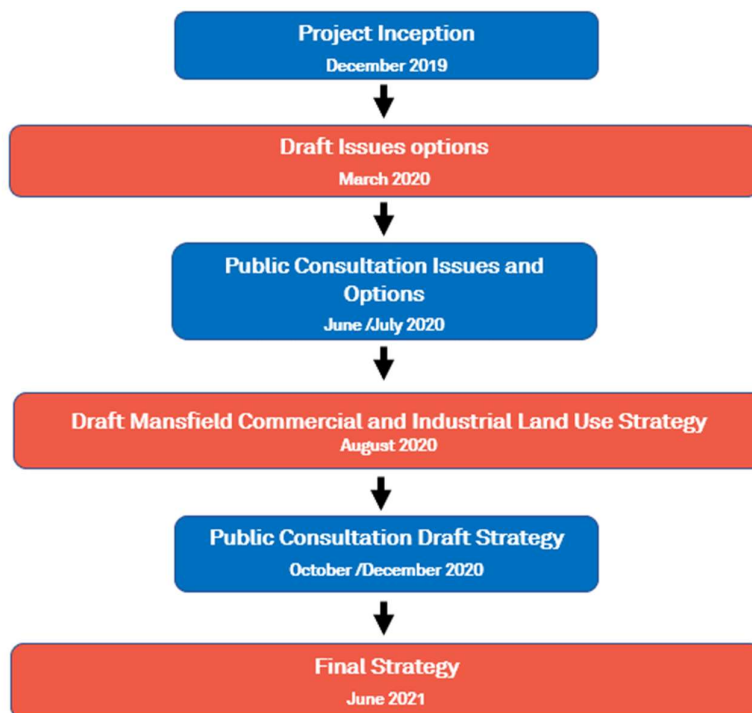
The project seeks to reform the Shire's existing land use framework to achieve the following inter-related objectives:

- Enable existing businesses to expand
- Establish the land use basis to attract new business, strengthen supply chains, and diversify business activity
- Ensure there is sufficient land to support commercial expansion
- Ensure the structure and zoning of existing commercial and industrial precincts supports long term growth
- Enable and facilitate employment and economic growth without compromising the amenity of the Shire.

2.1.1. Project Stages

The project has been developed according to a series of stages in which community and council engagement combined with background research and land analysis has contributed to the development of this strategy.

Figure 1: Project Stages



3. 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 also includes the towns of Merton, Bonnie Doon, Tolmie, Merrijig, Goughs Bay, Jamieson and Woods Point.

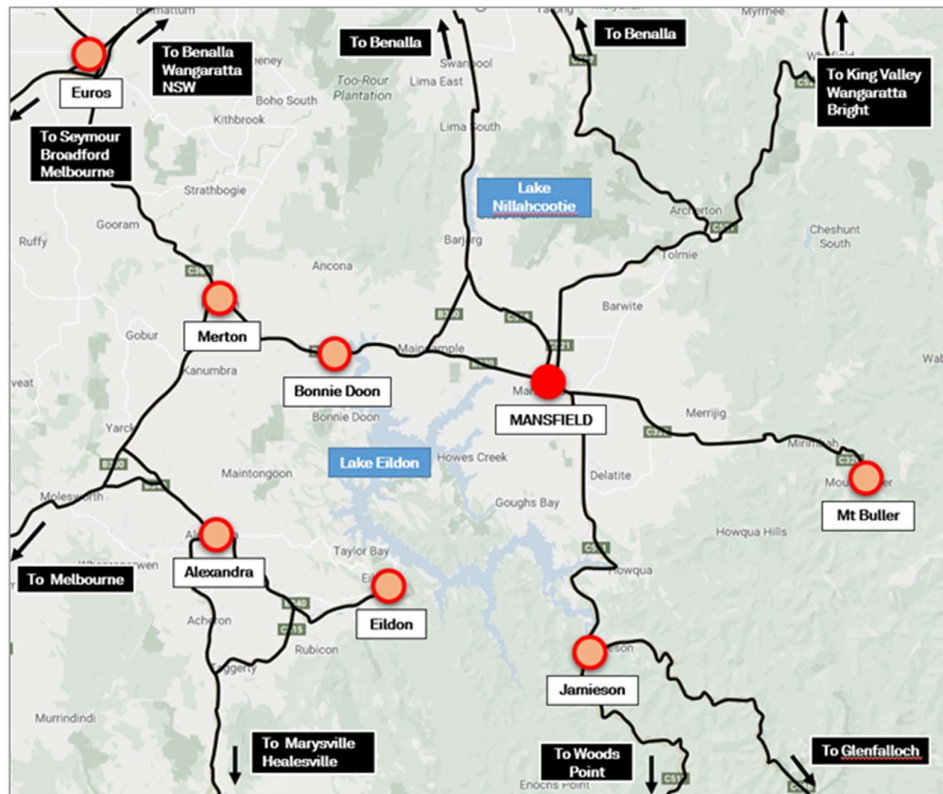
The Shire benefits from ski tourism with Mansfield township acting as the primary support and service settlement for the Mount Buller ski resorts which are a 50 minute car trip from Mansfield township.

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: Mansfield Context



4. Key Influences and Issues

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

The *Mansfield Commercial and Industrial Strategy 2020 Background Issues* study May 2020 incorporates extensive discussion on the influences and issues confronting Mansfield which are summarised below.

4.1. Key Influences

A range of macro and micro drivers are set to influence the future form and growth of Mansfield's economy as follows:

- 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. The Shire's population is, nonetheless, aging with the community's median age now approaching 50 years of age. The Shire, therefore, needs to continue to attract young households to ensure its demography is balanced between younger and older cohorts.
- Influence 2: Economic Growth:** The Shire's economy is growing which is evident in the growth of its 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. The local labour market is buoyant, incomes are growing and the number of businesses with a turnover of over \$100,000 per annum have increased. The number of people employed in the delivery of services is growing, and food and beverage based retailing has emerged as a growing form of employment. 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 and employment growth. In 2020, Coronavirus mobility restrictions curtailed the Shire's visitor economy and economic expansion.
- Influence 3: The Visitor Economy and Climate Change:** The breadth of recreational opportunities throughout the Shire attracts high numbers of visitors. Key tourism attractions include water-based tourism at Lake Eildon, ski tourism at Mt Buller and cycling tourism associated with the Great Victorian Rail Trail. Climate change

presents risks for the local visitor economy. A warmer climate is likely to 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, and in some instances, 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. The evolution of the community's skill and education base will drive demand for a greater range of services and, in turn, expand the Shire's service based economy.
- *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. Ongoing aging, migration and climate change are likely to result in higher numbers of households living within Mansfield Township.

4.1.1. Key Land Use Issues

To effectively respond to its changing context the Shire needs to address a range of land use issues that have the potential to limit and/or impact negatively on the Shire's capacity to manage and direct future commercial change and growth.

These issues include:

- **Potential land use conflict:** 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. As the Mansfield Township expands a key challenge 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 abut the township's residential growth areas. As such, the Shire's most significant industrial areas either currently abut or, in the future, will directly abut residential uses.
- **Land supply:** The Shire's commercial and industrial sector 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. A key objective of this Strategy is to establish initiatives to expand industrial land supply to support the expansion of the Shire's trade and construction sectors and new industry.

- **Office and service space:** There is a lack of dedicated contemporary office space to accommodate the provision and growth of professional and personal services in the Shire. A growing and more affluent community will see greater demand for household consumables and trades, along with 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 has the potential to 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 the 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, in part, to address.
- **Non – Main Road Commercial Uses:** The Mansfield Township incorporates a number of primarily residential streets that are zoned for commercial purposes. There is a need to strategically direct and manage future commercial uses in these streets.

The Strategy details a range of initiatives and actions to address the above driven by the overarching aim of establishing a land use framework that will support the future prosperity of the Shire.

5. Commercial and Industrial Land

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.

5.1. Commercial / Retail

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.

Figure 3: Mansfield Major Commercial Locations



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 along with the major retailing needs of visitors

Figure 4: 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	Merrijig is a tourism based township supporting retail uses and restaurants.	Township	Township Zone	4.7	2
			General Residential Zone	0.7	1

5.2. 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.

Figure 5: Industrial Precincts Mansfield [S]

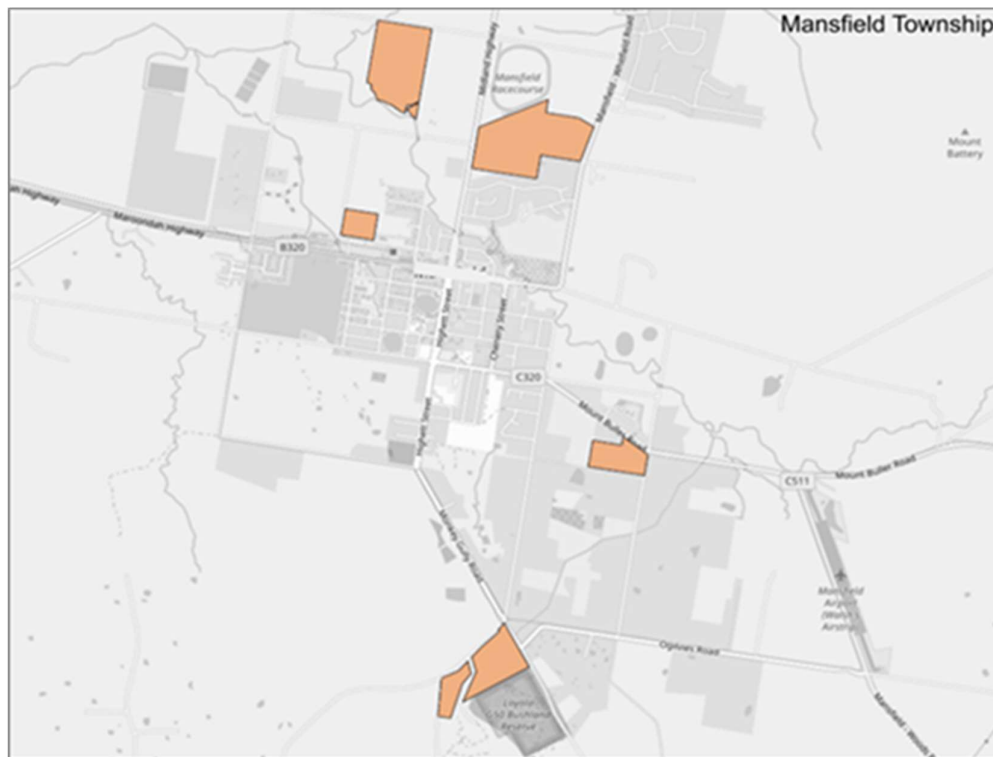


Figure 6: Industrial Hierarchy

Commercial Node	Function	Land Area (Hectares)	Parcels
Dead Horse Lane	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 Buller Road	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 Gully Road	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

6. 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 to existing policy and changes to land use settings. *The Strategy's* policy context is discussed below.

6.1. 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).

6.2. 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.

Key themes include:

- 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).

The Township Approaches Planning Controls and Guidelines Study 2018 details built form and landscape guidelines to ensure appropriate design outcomes along the four key approaches into the Mansfield Township. The document is yet to be implemented into the planning scheme but is, nonetheless, a seriously entertained policy of Council.

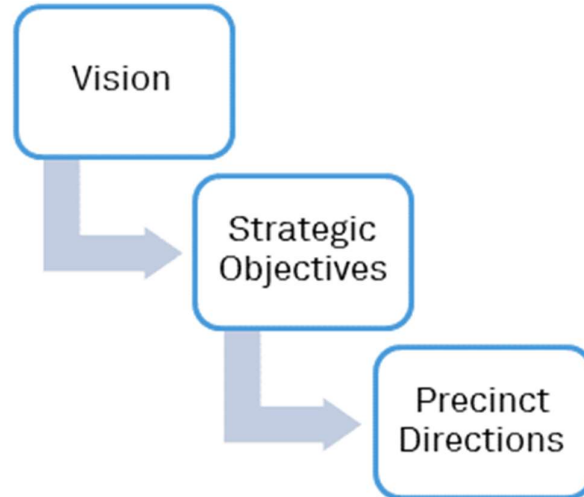
Mansfield land use planning is also informed by the *Hume Regional Growth Plan 2014* which supports the diversification of regional economies. The plan also encourages local government to maintain land supply to enable residential, commercial and industrial expansion.

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.

7. Vision and Strategy

The Strategy defines an overarching vision and strategic objectives for the town's long term commercial and industrial uses. These establish the basis for a range of precinct focused land use recommendations and initiatives.

Figure 7: Strategic Framework



Vision Statement

The vision reflects the results of community and councillor consultation over the course of *the strategy's* development.

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.

7.2. Strategic Objectives

The following strategic objectives, likewise, reflect the results of independent research and community feedback over the course of the development of *the Strategy* 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.

These objectives are reflected in precinct focused initiatives and actions as which are detailed as follows.

8. Strategic Directions

The following section details land use directions and reforms for each of the Shire's commercial precincts.

8.1. Mansfield Town Centre

The Mansfield Town Centre functions as the Shire's Central Business District incorporating the Shire's densest cluster of commercial uses.

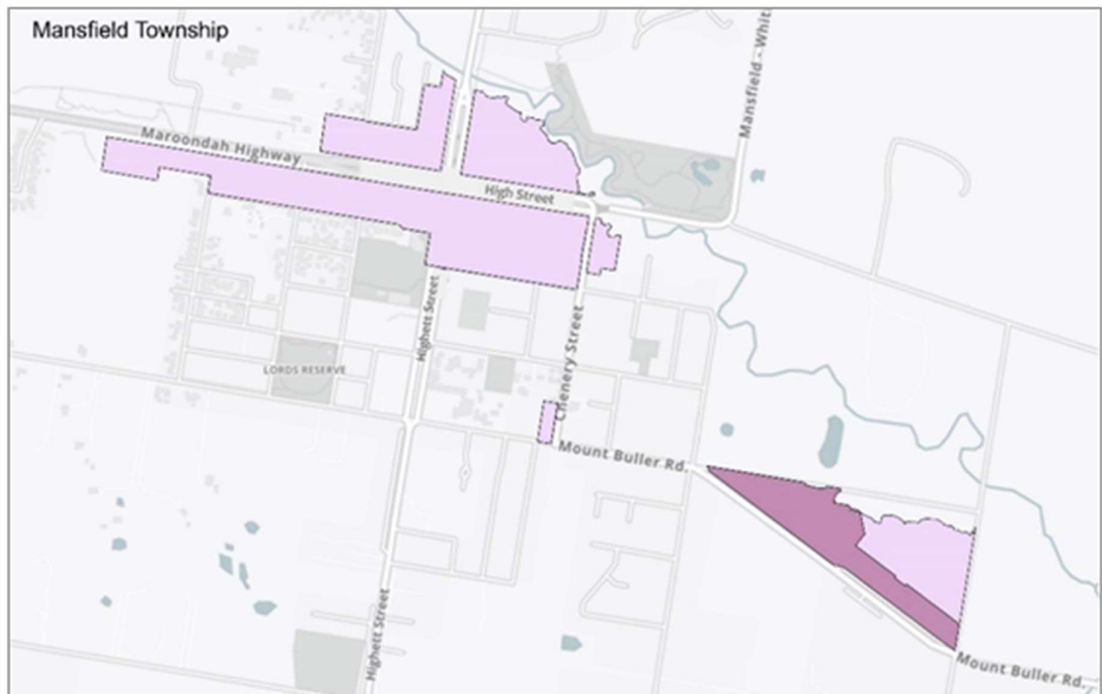
The town centre takes in the High Street shopping strip and commercial uses along Chenery and Highett Streets. The Centre includes two supermarkets – Foodworks (2,600 sq.m) and IGA (1,800 sq.m) – which are the largest retailers in the Shire.

A range of independent restaurants, cafes, boutique clothing shops and homewares/souvenir stores are clustered along the eastern end of High Street which comprises the core retail area within the township. The eastern section of the shopping strip also accommodates numerous real estate agents.

The western end of High Street is currently a focus for bulky goods retail, ski hire and sales and hardware supplies. The south western section of High Street/Maroondah Highway includes a number dwellings zoned for commercial uses.

The Shire's council offices, the High Country library, the tourist information centre, police station, fire services and post office are situated around the periphery of the Shire's core retail area with public services generally concentrated near the corner of Highett and High Street.

Figure 8: Mansfield Township



The Shire's town centre currently enjoys high levels of occupancy particularly commercial areas east of Highett Street. Nearly all of the retail shopfronts that abut High Street are occupied.

In the recent past, a new retail complex was developed along the north eastern side of Highett Street. There are also four new strata titled shops that recently completed construction at the eastern 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 during the development of *the Strategy* reported on the 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.

The Shire's retail employment, nonetheless, remains strong, boosted by growth in the food and beverage sector and substantial visitor economy. The transformation of a number of former merchandise based retail outlets into food and beverage enterprises is evidence of the increased focus on hospitality uses in the local retail economy.

Figure 9: Mansfield Township Commercial Land



8.2. 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.

Strategic objectives for the Mansfield Town Centre include:

- Strengthening the role of the Mansfield Town Centre as the Shire's leading commercial, retail and service node.
- Supporting the growth of the Town Centre as a tourism destination by supporting the growth of the town's night time and early morning economy.
- Supporting the growth of retail uses along Maroondah Highway to the west of Highett Street.
- Maintaining support for High Street and Highett Street as the Shire's core commercial, retail and shopping area.
- Supporting the growth of the township's service sector and strengthening its identity as a service hub by supporting the development of dedicated office and service facilities in preferred locations.
- Promoting the activation of the western section of High Street and the integration of the former Station Precinct with the Town Centre.

Strategic Challenges:

The town centre confronts a number of strategic challenges as follows:

- A lack of dedicated contemporary office space to accommodate the provision and growth of professional and personal services. A number of prime shop fronts are, for instance, currently used for office based uses.
- Under current zoning, commercial and retail uses are able to occur in residential streets outside of the township's main road environment. Under the current planning framework Council has limited discretion in managing retail and commercial activities in these locations.
- The western section of High Street requires activation by the introduction of new uses and destinations. Likewise, there is a need to strengthen the link between the Town Centre and the former Station Precinct.

Specific initiatives to address the above are detailed as follows.

8.3. Strengthening Main Road Retailing and Non-Main Road Commercial Uses

The township's CBD includes 31.31 hectares of zoned commercial land. Within this 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 surrounding residential streets. Dwellings along Curie, Erril, Nolan and Ailsa Streets are, for instance, able to support a wide variety of commercial uses without the requirement of a planning permit. At present commercial uses in residential streets are, therefore, independent of the influence of Council planning discretion including the operation of a retail premises, education centre, office, child care centre and food and beverage outlet. Numerous other uses might also 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 vehicle movements whilst also fragmenting commercial uses in the township's main retailing locations.

Figure 10: Residential Uses in Commercially Zoned Land



To more effectively manage future commercial uses around the town centre *the Strategy* identifies preferred commercial uses for all commercial land within the Mansfield township.

As per the map overleaf:

- Main road locations are preferred for all forms of retail use, strata titled office uses and all general commercial uses.
- Non – main road commercial land is preferred for commercial office uses for single enterprises as well as health care, education and recreation uses. All forms of retail are discouraged in non-main road residential environments.
- Non-main road commercial land that is (a) exclusively residential and (b) remote from the township’s core commercial area is not supported for future commercial uses. Specifically, the dwellings along the western section of Curia Street that are currently zoned for commercial purposes are not supported for future commercial uses based on their residential context and distance from the township’s core commercial area (the land is more than 500 metres from the intersection of High and Highett Street).¹ These dwellings as indicated in figure 11 are supported for rezoning into residential uses. This will not result in an overall reduction in commercial land within the Shire as *the Strategy* also recommends an expansion of land for commercial purposes in other locations.

Distinguishing preferred commercial uses in the township serves the dual purpose of:

- a) Helping direct future retail growth to the township’s main street locations including land west of Highett Street. These are locations that are best able to support the accessibility requirements and traffic impacts of retail uses.
- b) Providing a policy basis to both support and discourage new commercial uses in the township’s commercially zoned residential streets.
- c) Encouraging large format multi-tenant office uses to establish in main road locations.

As discussed shortly, *the Strategy* advocates for the Mansfield Township Planning Policy (at 21.09) to be updated to specify the location of preferred commercial and retail uses within the township as per the above and Figure 11 below.

¹ In contrast land to the east of Highett Street is generally within 250 metres of the Township’s core commercial area.

Figure 11: Future Commercial Uses Mansfield Township



8.3.1. 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 will also continue to grow in accordance with the growth of the Shire's population. Within the existing population, 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 a projected 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. In its current form this area lacks land to support expansion and is therefore relatively constrained for future development.

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 township. As such, as a means of boosting integration and helping 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 a 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 the town's west.

8.3.2. Town Centre 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. These directions remain relevant to the township's future growth including the need to:

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

Building on existing policy directions *the Strategy* recommends that the Mansfield Township Planning Policy (at 21.09) is updated via the addition of new policy directions and content as follows:

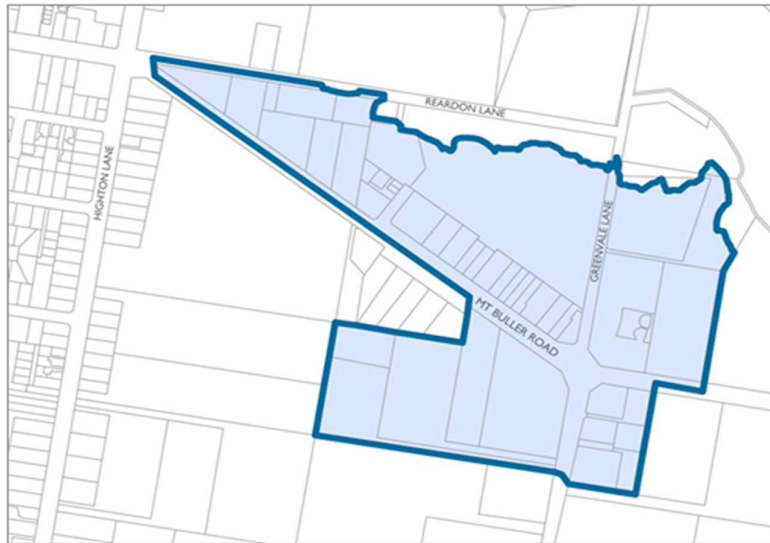
- Continue to encourage retail, multi-tenant commercial office and large format retail uses along the town centre's commercially zoned main road locations.
- Support small scale single tenant office uses, education, health and recreation uses in commercially zoned residential streets while discouraging retailing in these locations.
- Rezone the western portion of Curia Street for residential purposes as illustrated in Figure 11.
- Encourage 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/Maroondah Highway.
- Encourage the redevelopment 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.
- Encourage an early morning and night time economy along High Street and Highett Street.

8.4. Mount Buller Road

The Mount Buller Road Precinct is the Shire's leading wholesaling and big box retailing precinct. The precinct currently supports a diversity of primarily large format uses and enterprises including 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 vacuum 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.

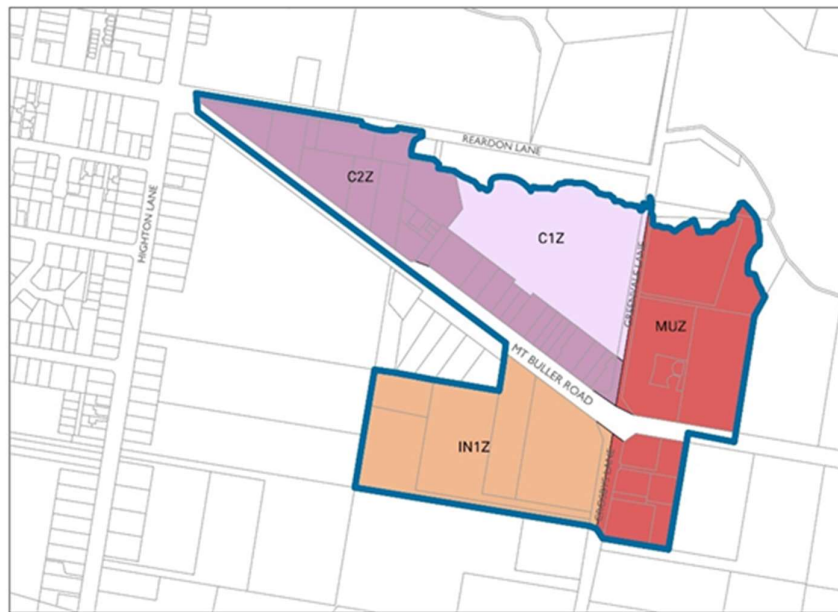
Figure 12: Mount Buller Road Precinct



The precinct is made up of a mixture of zonings 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 13: Mount Buller Road Precinct Zoning 2021



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 residential 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.
- 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. At the same time, *the Strategy* continues to support the Shire's town centre as the Shire's main retail location and therefore the preferred location for supermarket enterprises.

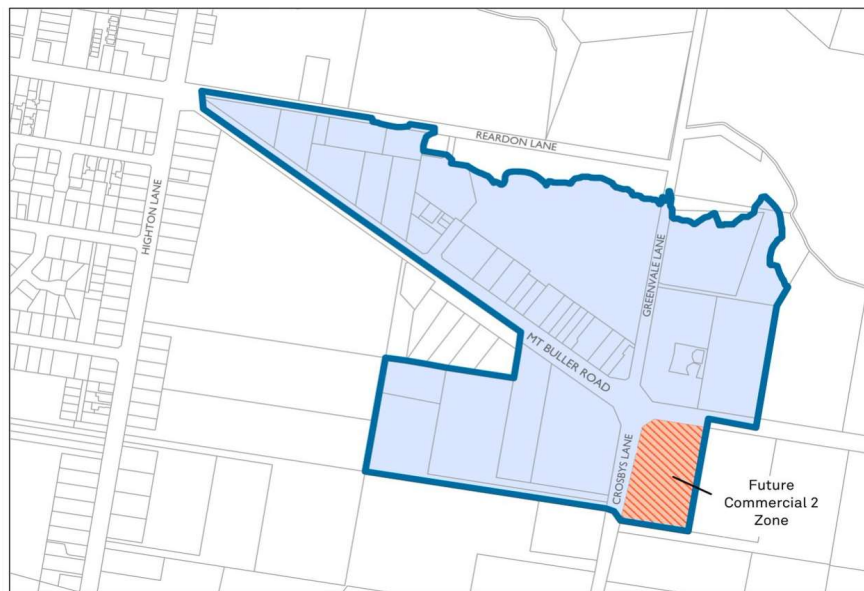
Prohibiting Residential Uses in Commercial Locations

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 has been 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. This will protect existing uses and ensure long term commercial investment in this location.

Figure 14: Proposed Rezoning Crosbys Lane

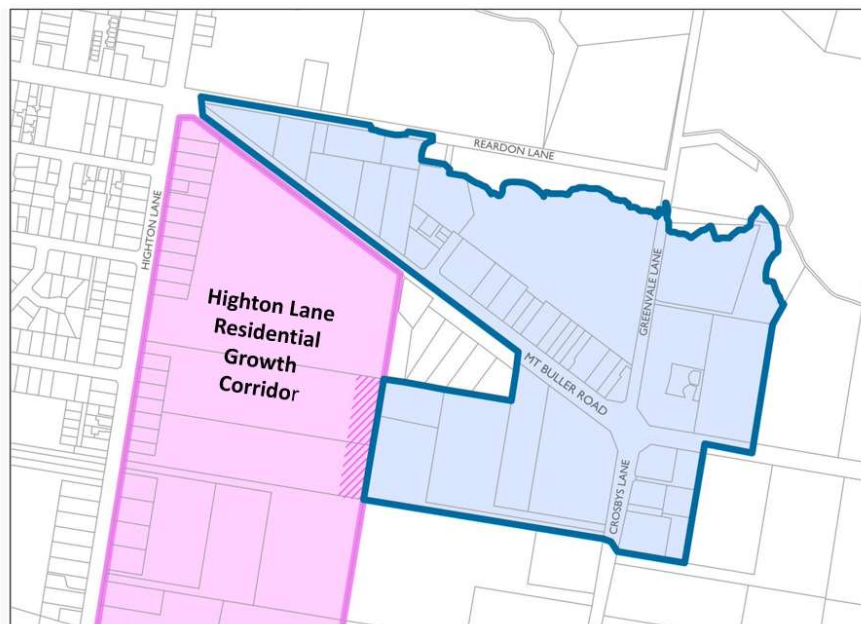


Protecting Industrial Uses

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. Specifically, industrial land on the western side of Crosbys Lane will eventually directly abut new residential dwellings with the potential to undermine existing economic activity.

Figure 15: Mount Buller Road Precinct and the Highton Lane Growth Corridor

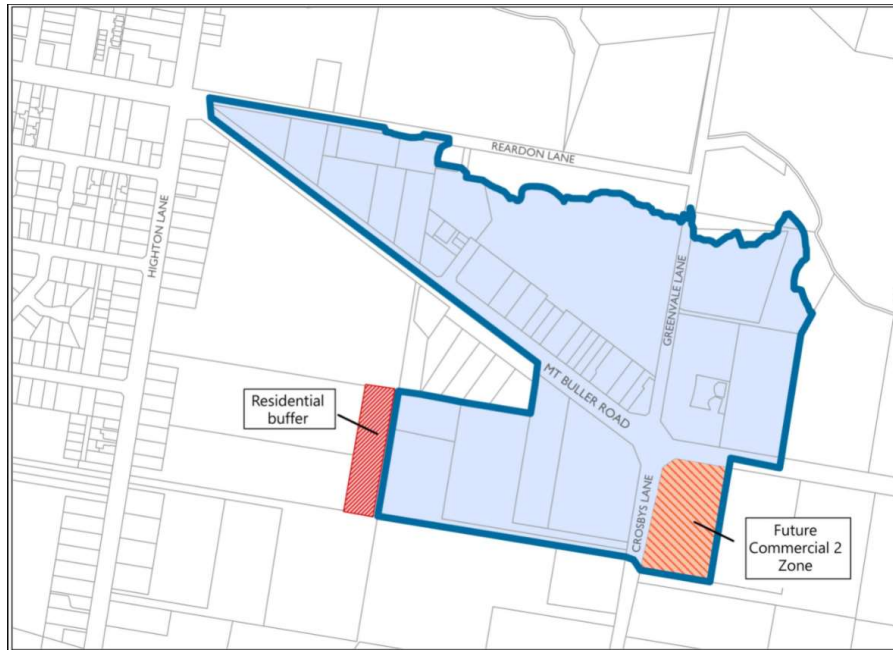


Implement Buffering

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, *the Strategy* recommends the implementation of acoustic and visual buffering treatments along the Highton Lane and Mount Buller Road precinct interface to protect the longevity and integrity of ongoing commercial uses.

Figure 16: Buffering Requirement Crosbys Lane Industrial Land



Mount Buller Road Precinct 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:

- The implementation of buffers to manage the interface between growing residential and commercial uses. Specifically, acoustic and visual buffers are required at the rear of properties along the western side of Crosbys Lane.
- Continuing to support the Mount Buller precinct as the Shire’s leading large format enterprise/bulky goods area while discouraging supermarket and commercial office uses in the precinct.
- Rezoning of land at 5 to 17 Crosbys Lane to protect existing commercial uses and prevent incompatible residential uses.

8.5. Dead Horse Lane / Lakins Road Precinct

Dead Horse Lane is the largest industrial area in the Shire which comprises two discrete areas zoned for industrial purposes– 141 Lakins Road which currently functions as the Council depot and the Dead Horse Lane industrial area which is comprised of multiple properties.

The Dead Horse Lane industrial area currently 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.

The Dead Horse Lane industrial precinct incorporates 32 hectares of zoned industrial land. The 24 hectares of industrial land at Lakins Road is primarily open space.

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 to attract new uses.

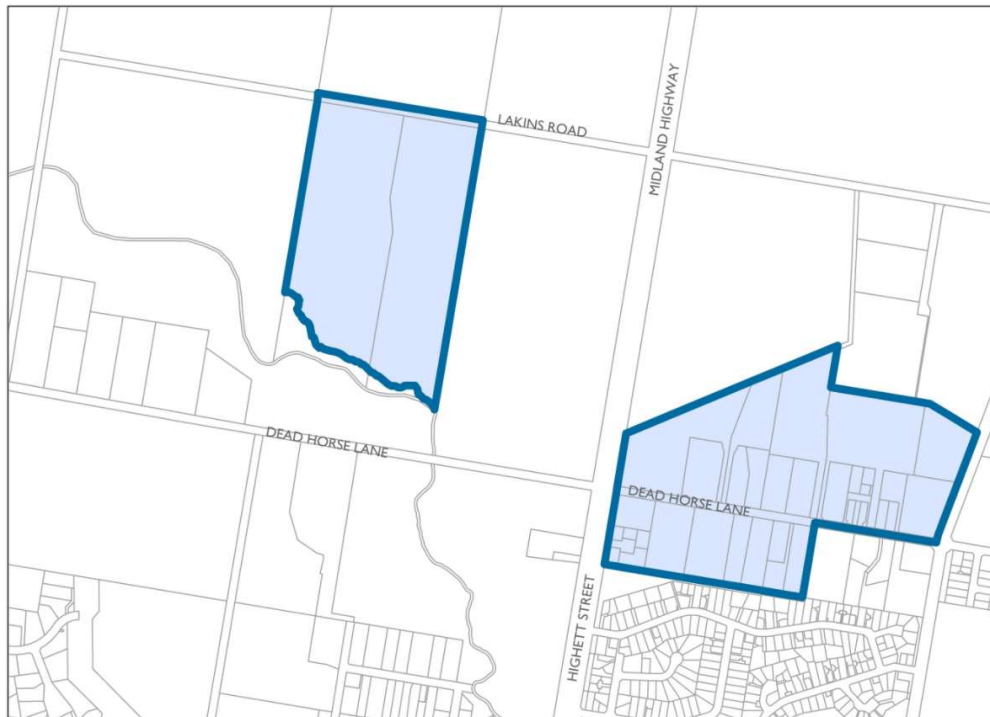
Strategic Objectives

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

Figure 17: Dead Horse Lane Industrial Zoned Land 2021



Residential Encroachment

The expansion of the town's residential footprint has seen the town's population grow within the vicinity of Dead Horse Lane industrial enterprises. Increasingly, 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 current and future land use conflict in relation to air quality, noise and hours of operation.

Figure 18: Interface of Industrial and Residential Uses Dead Horse Lane



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 the directions of the structure plan by explicitly identifying the need for buffering along the Dead Horse Lane - Cambridge Drive interface. The area identified below encompasses a single lot at Cambridge Drive that currently functions as an easement. The lot should be considered for a range of visual and acoustic buffer treatments in the form of planting and non-permeable fencing.

**Figure 19: Suggested Buffering Treatment Area at the Interface of Industrial and Residential Uses
Dead Horse Lane**



Protecting existing industrial and commercial uses from the impact of residential encroachment is critical to securing the Shire's economic and employment base and ensuring renewed investment by existing and future enterprises. The implementation of buffering treatments is an important part of securing economic stability.

Transport Infrastructure

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.

In the near future the Mansfield Heavy Vehicle Alternative Route will connect Maroondah Highway to the Midland Highway via upgrades to Withers and Dead Horse Lanes. Road improvements will support heavy vehicle traffic throughout Dead Horse Lane from the Mansfield-Whitfield Road to Maroondah Highway.

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.
- Support the implementation of the Mansfield Heavy Vehicle Alternative Route as basis for strengthening and expanding industrial uses along Dead Horse Lane.
- Require the implementation of buffer treatments at the interface of residential and industrial uses along Dead Horse Lane.

8.6. New Industrial and Commercial Land

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.

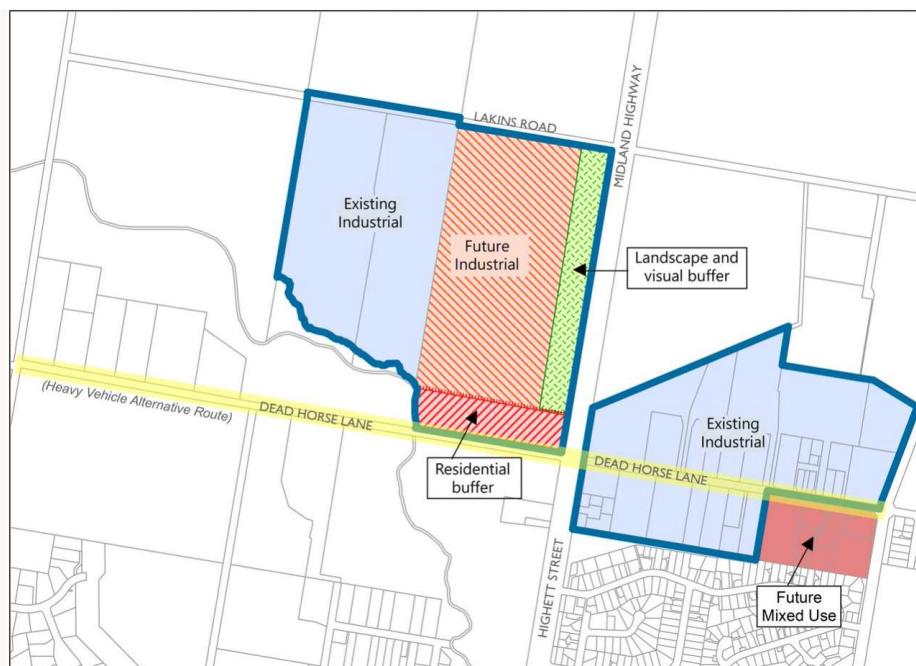
The Shire's largest and most established industrial precinct is the Dead Horse Lane precinct which in 2020 was fully occupied. There are underutilised sites within the precinct that might support redevelopment, however, there are currently no vacant sites and it is not recommended that Shire await the 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 20: Preferred Future Industrial and Mixed Use Precinct



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

- **Accessibility:** the site provides direct access to the VicRoads Gazetted B-Double Heavy Vehicle Network. This is critical in attracting commercial investment to the precinct. In the near term, the site's heavy vehicle accessibility will be further strengthened via the delivery of the Mansfield Heavy Vehicle Alternative Route which will connect the Maroondah Highway to the Midland Highway via upgraded road infrastructure along Withers and Dead Horse Lanes.
- **Contiguosness:** 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 currently 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 will eventually support 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 infrastructure investment.
- **Topography:** the site is flat with limited environmental constraints. Ford Creek intersects the southern portion of 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 proposed built form.

The site is, however, currently zoned for farming purposes and will need to be rezoned in order to support industrial and commercial uses.

New Mixed Use Land

In addition to 175 Dead Horse Lane, land between 264 and 282 Dead Horse Lane is recommended to be rezoned into the Mixed Use Zone.

This land currently comprises 5 hectares of Low Density Residential Zone land that supports a small number of dwellings and large sheds. The land, however, is located within the Dead Horse Lane industrial precinct and directly abuts industrial uses to the north and west and a residential subdivision to the rear of the sites to their south.

Rezoning of 264 to 282 Dead Horse Lane to the Mixed Use Zone is recommended on the basis that this will:

- enable this land to support a range of commercial activities in keeping with its context which is exclusively focused on commercial activity.
- enable the land to benefit and support commercial activity along the future Heavy Vehicle Alternate Route.
- provide continued planning support for existing residential uses while enabling the land to transition toward a more commercial focus.
- over time, establish a commercial buffer between industrial uses to the north and west and residential subdivisions to the location's south and east.

Site specific subdivision controls that limit residential expansion are recommended for this land as part of the rezoning.

Figure 21: Proposed Mixed Use Land 264 and 282 Dead Horse Lane



The expansion of industrial and mixed use land along Dead Horse Lane provides a foundation for the future commercial growth of the township and Shire while helping to consolidate and cluster commercial uses in this area which will shortly integrate with the Heavy Vehicle Alternate Truck Route.

Development and Developer Contributions Plan

The Shire's new industrial precinct will need to be developed under the guidance of the built form and design requirements of a development plan. 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 is situated along the township's northern entrance at the interface of rural and urban landscapes. Council is currently in the process of finalising the *Township Approaches Planning Controls and Guidelines Study* which provides built form guidance to protect the township's major entrances from inappropriate change.

To ensure that the precinct contributes positively to built form perceptions of the township and effectively supports the transition of rural to urban landscapes at the township's northern entrance, the site's design, landscaping and interaction with the Midland Highway will need to be carefully managed.

The Strategy therefore recommends that the precinct is subject to place specific design guidelines set out in a development plan that specify:

- Set back requirements
- Landscaping treatments
- Clear access for vehicles and pedestrians
- Height limits
- Building materials
- 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 from traditional perceptions of industrial/commercial uses and built form.

Figure 22: Illustrative Industrial Built Form



In combination with the creation of a Development Plan, the cost of connecting the site to the Shire's core infrastructure needs to be determined. It follows that the public cost implications of the rezoning and development of the site should

be reflected in a development contributions plan in which the developer contributes to the public costs associated with the transformation of the site.

Future Industrial Investigation Area

The eventual rezoning and delivery of new industrial land and commercial land at 175 Dead Horse Lane will create the basis to assess the need for further future industrial supply.

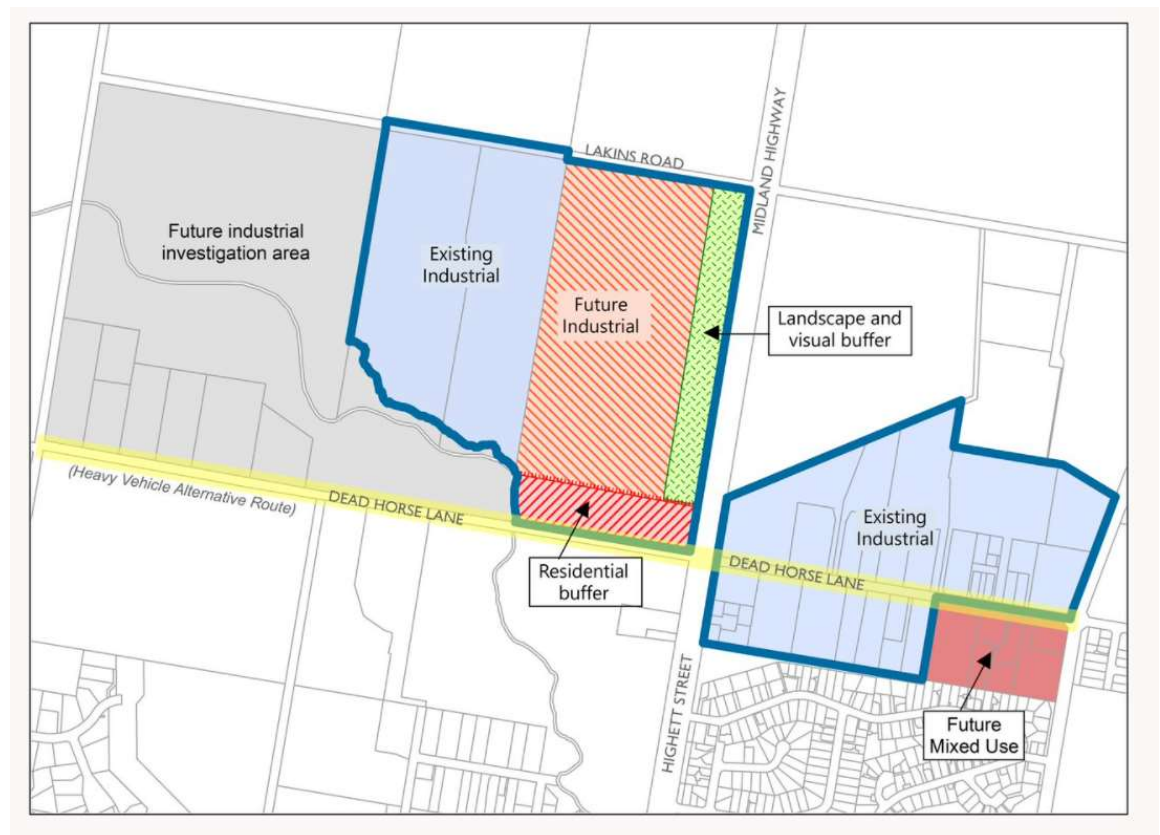
The Strategy identifies the area bounded by Withers Lane, Midland Highway, Dead Horse Lane and Lakins Road as a future industrial expansion area that over time may be supported for industrial uses based on market demand and the take up of new industrial land supply at 175 Dead Horse Lane.

This land is contiguous with 175 Dead Horse Lane and will directly benefit from the delivery of the Mansfield Heavy Vehicle Alternate Route. As such, the land is well located to support future industrial expansion.

To determine the need for industrial expansion, Council will need to monitor the take-up of land in 175 Dead Horse Lane but also, at the appropriate time, investigate the infrastructure and environmental/heritage implications of industrial expansion into this area.

Too rapid expansion of industrial supply beyond land identified at 175 Dead Horse Lane risks the over supply of industrial land and the viability of new investment.

Figure 23: Future Industrial Investigation Area



Dead Horse Lane 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.
- Ensure the development of a new industrial land at 175 Dead Horse Lane is subject to a comprehensive Development Plan and Design Guidelines that achieves the highest levels of commercial amenity.
- Ensure the development of a new industrial precinct is subject to a developer contributions plan.
- Encourage the transfer of major industrial uses to the Shire's new industrial/commercial precinct following its completion.
- Identify a future industrial investigation expansion area as the land bounded by Withers Lane, Midland Highway and Lakins Road and Dead Horse Lane.
- Integrate land at 264 to 282 Dead Horse Lane into the Dead Horse Lane industrial precinct via rezoning into the Mixed Use Zone.

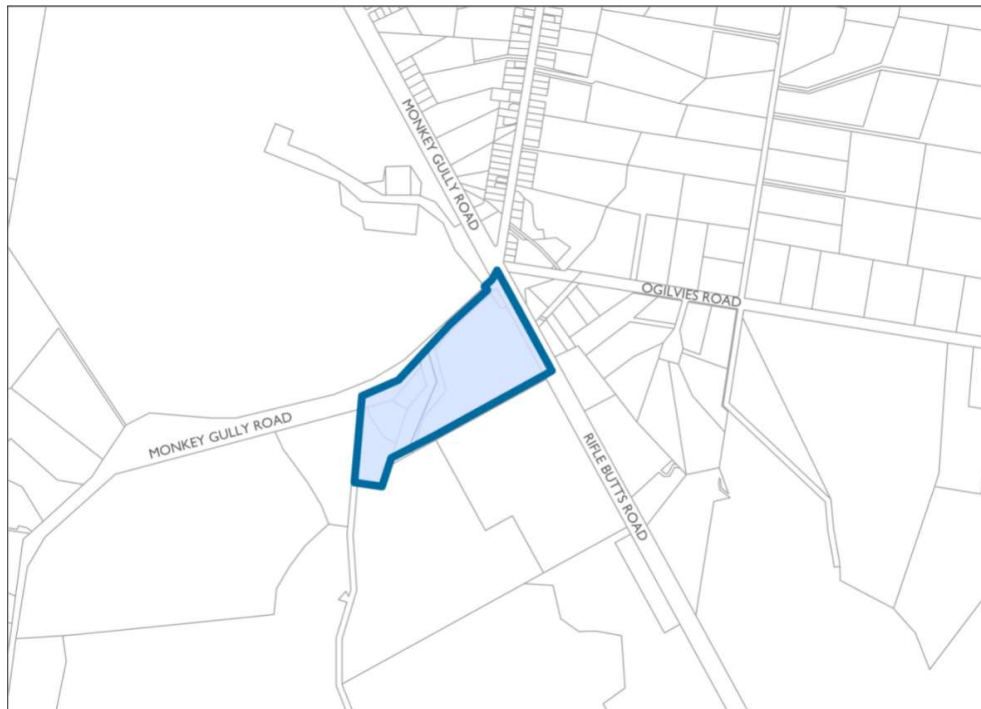
8.7. Monkey Gully Road

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 24: Monkey Gully Precinct



Recommendations Monkey Gully Road

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

- Continued support for the Monkey Gully Road precinct as a 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.

8.8. 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.

Figure 25: Stock Route/Saw Mill



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.

Recommendations

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.

8.9. 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.

8.9.2. Bonnie Doon

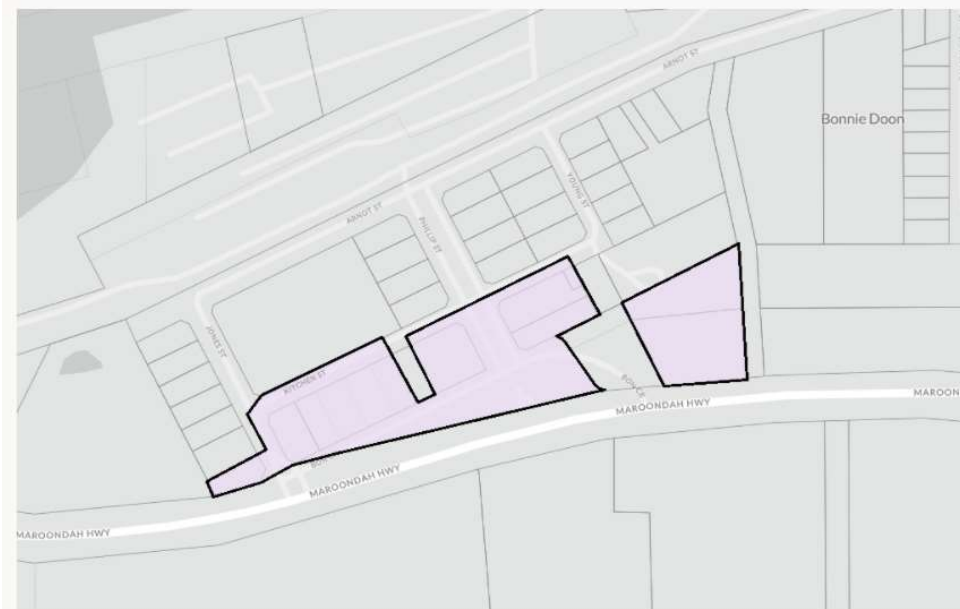
Bonnie Doon is the Shire's largest commercial area outside Mansfield township providing convenience and energy services to local residents, visitors and passing motorists.

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 26: Bon Court Commercial



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 27: 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.

Bonnie Doon Recommendations

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.

8.9.3. 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.

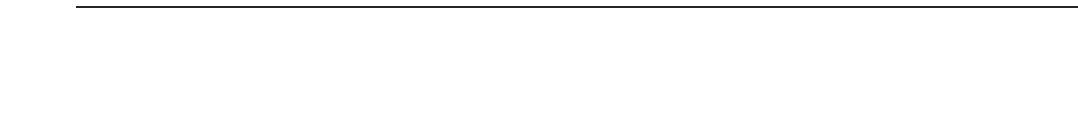
Of these towns, Jamieson incorporates the largest commercial area which includes automotive, fuel, convenience and food and beverage enterprises. Goughs Bay includes a local convenience outlet.

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.



PAGE LEFT INTENTIONALLY BLANK