

FREIGHT TERMINAL ROAD, DOOEN

Planning permit no. PA2503571



Officer Assessment Report
Development Approvals

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Executive Summary



Key Information	Details		
DFP Application No:	PPA-880		
Application No:	PA2403452		
Received by DFP	23 December 2024		
Date lodged in POL	4 March 2025		
Statutory Days:	37 days on 10/04/2025		
Applicant:	Farm Frites Australia Pty Ltd. C/O Contour Consultants Australia Pty Ltd		
Planning Scheme:	Horsham		
Land Address:	Freight Terminal Road, Dooen		
Proposal:	Use and development of the land for a warehouse and industry to manufacture frozen potato products		
Development Value:	\$424.8 million		
Why is the Minister responsible?	In accordance with the schedule to Clause 72.01 of the Planning Scheme, the Minister for Planning is the Responsible Authority for this application because of the use or development of land for which Clause 53.22 applies		
DFP eligibility criteria in accordance with 53.22	Category: Category 2		
	Sector: Food Manufacturing		
	Land use: Industry and Warehouse – Clause 73.03		
	Location: Horsham Rural Council		
	Alignment with DFP threshold/criteria: Yes - \$424.8 million development cost (\$10 million threshold for industry and warehouse uses)		
	OVGA: N/A		
	Invest Victoria: N/A		
	Quantity Surveyor report: Not required – Category 2 Application		
Why is a permit required?	Clause	Control	Trigger
Zone:	37.01	Special Use Zone (Schedule 9 – Wimmera Intermodal Freight Terminal Precinct)	Clause 37.01-2 – The use of land as industry. Clause 37.01- 4 – To construct a building or construct or carry out works.
Overlays:	43.04	Development Plan Overlay (Schedule 9)	N/A
	43.02	Design and Development Overlay (Schedule 11)	N/A
Particular Provisions:	52.05	Signs	Clause 52.05-2 - A planning permit is required for the display of the proposed internally illuminated business identification signs.
	52.06	Car Parking	Clause 52.06-3 - A planning permit is required to reduce the rates prescribed within the Horsham Planning Scheme.
	52.17	Native Vegetation	Clause 52.17-1 – To remove, destroy or lop native vegetation, including dead native



vegetation.

52.34	Bicycle Facilities	Clause 52.34-2 - A permit may be granted to vary, reduce or waive any requirement of the Horsham Planning Scheme.
53.10	Uses with Adverse Amenity Potential	N/A
53.18	Stormwater Management in Urban Development	N/A
53.22	Significant Economic Development	N/A

Cultural Heritage: No

Total Site Area: 30.26ha

Gross Floor Area: Industry – 32,750m²
Warehouse – 30,000m²

Height: 18 metres

Parking:	Cars	Motorcycles	Bicycles
	165	0	32

Referral Authorities: WorkSafe (Section 55)
Environment Protection Authority (Section 55)
Horsham Rural Council (Section 52)
DEECA (Section 52)
Grampians Wimmera Mallee Water (Section 52)

Public Notice: Owners and occupiers of adjacent properties (Section 52)

Informal Notice: N/A

Delegates List: 9/04/2025



Application Process

Background

1. The key milestones in the application process were as follows:

Development Facilitation Program: Pre-application	
Enquiry lodgement	23 December 2024
Informal advice	28 February 2025
Invest Victoria	N/A

Application process	
Application lodgement	28 February 2025
Further information requested	N/A
Further information received	N/A
Decision Plans	Architectural plans prepared by F2 Architecture Rev PLP2, dated 25/02/2025
Other Assessment Documents	<ul style="list-style-type: none">• A copy of the Certificate of Title, dated 27/02/2025;• Survey Plan prepared by LandAir Surveys, dated 27/02/2025;• Architectural plans prepared by F2 Architecture, dated 25/02/2025;• Landscape Concept Plan and Visual Impact Assessment prepared by Landform Architects, dated February 2025;• Transport Impact Assessment prepared by Ratio, dated 19 December 2024;• Acoustic Engineering report prepared by Enfield Acoustics, dated 18/12/2024;• Waste Management Plan prepared by Ratio, dated 20/12/2024;• Economic Impact Assessment Report prepared by Deep End Services, dated 18/12/2024;• Cultural Heritage advice prepared by Biosis, dated 19/12/2024;• Ecology Report prepared by Biosis, dated 17/12/2024;• Stormwater Management Plan prepared by Afflux, dated 26/12/2024;• Environmental Management Plan prepared by Ark Resources, dated 21/02/2025;• Air Quality Assessment prepared by Zephyr Environmental, dated 19/12/2024;• Lighting Report prepared by Arup, dated 18/12/2024;• Bushfire Report prepared by Terramatrix, dated 18/12/2024;• Dangerous Goods Report prepared by Salus, dated 12/12/2024; and• Initial Fire Safety Study and Preliminary Hazard Analysis prepared by Arup, dated 27 February 2025.

2. The subject of this report is the decision plans (as described above).

Proposal Summary

3. The proposal can be summarised as follows:



Proposal:	Use and development of the land for a warehouse and industry to manufacture frozen potato products.
Total Site Area:	30.26ha
Gross Floor Area:	Industry – 32,750m ² Warehouse – 30,000m ²
Height:	18 metres
Setbacks:	50.00 metres to north (Freight Terminal Road) 97.50 metres to east (Molyneaux Road) 15.50 metres to south (51-57 Assembly Drive, 49.40 metres to south (100 Keilor Park Drive) 27.5 metres to west (railway line)
Land Uses:	Industry and Warehouse
Car Parking:	165 car spaces
Bicycle Parking:	32 spaces
Motorcycle Parking:	0 spaces
Loading and Waste arrangements:	6 Loading Docks and waste storage accessible via internal driveway.

4. Specific details of the application include:

- a. Use and development of the land for warehouse and industry (67,750sqm) to manufacture frozen potato products. This includes the development of an office, packing building, 2 x processing lines, waste storage, biofilter, contractor zone, equipment zone, 5 x potato storage buildings, an industrial wastewater treatment, a 66KV Substation and ancillary car parking, signage, crossovers and internal driveways.
- b. The proposal will rely on potatoes grown in the southern Australian food bowl (including from SA, NSW and Victoria), delivering them to the Dooen site for processing and manufacturing, and then despatching products for use in domestic and international markets. A total of ~500,000 tonnes of raw product will arrive at the site, and the total output from the manufacturing process will be 240,000 tonnes per annum.
- c. The uses will operate 24 hours a day, 7 days per week.
- d. A total of 72 staff will be at the site at any one time in Stage 1 and an additional 23 staffing Stage 2, noting that there will be 3, 4 or 5 shifts per day depending on the day of the week and the time of the year. Total full time equivalent jobs have been determined by Deep End Services as 150 in Stage 1 and an additional 95 in Stage 2.

5. The following i staging is proposed:

Stage	Works proposed to be delivered
Stage 1	The majority of the Farm Frites development including the office, packing, processing line 1, waste storage, biofilter, contractor zone, equipment zone, 3 x potato storage buildings, a minor portion of the industrial wastewater treatment and ancillary car parking, crossovers and internal driveways.
Stage 2	The completion of the industrial wastewater treatment, a 66KV Substation, processing line 2, 2 x potato storage and more ancillary car parking.



6. The proposed staging is considered acceptable, and it is considered necessary to obtain all the relevant EPA and WorkSafe licences and approvals pertinent to Stage 2 prior to a planning permit decision.
7. It is proposed to construct the facility in stages. Stage 1 is to be constructed in 2025-2026 and be operational by January 2027. Stage 2 will follow within five years of the completion of Stage 1, although noting that timing is influenced by a range of factors. This timing is reflected within the permit timing conditions.

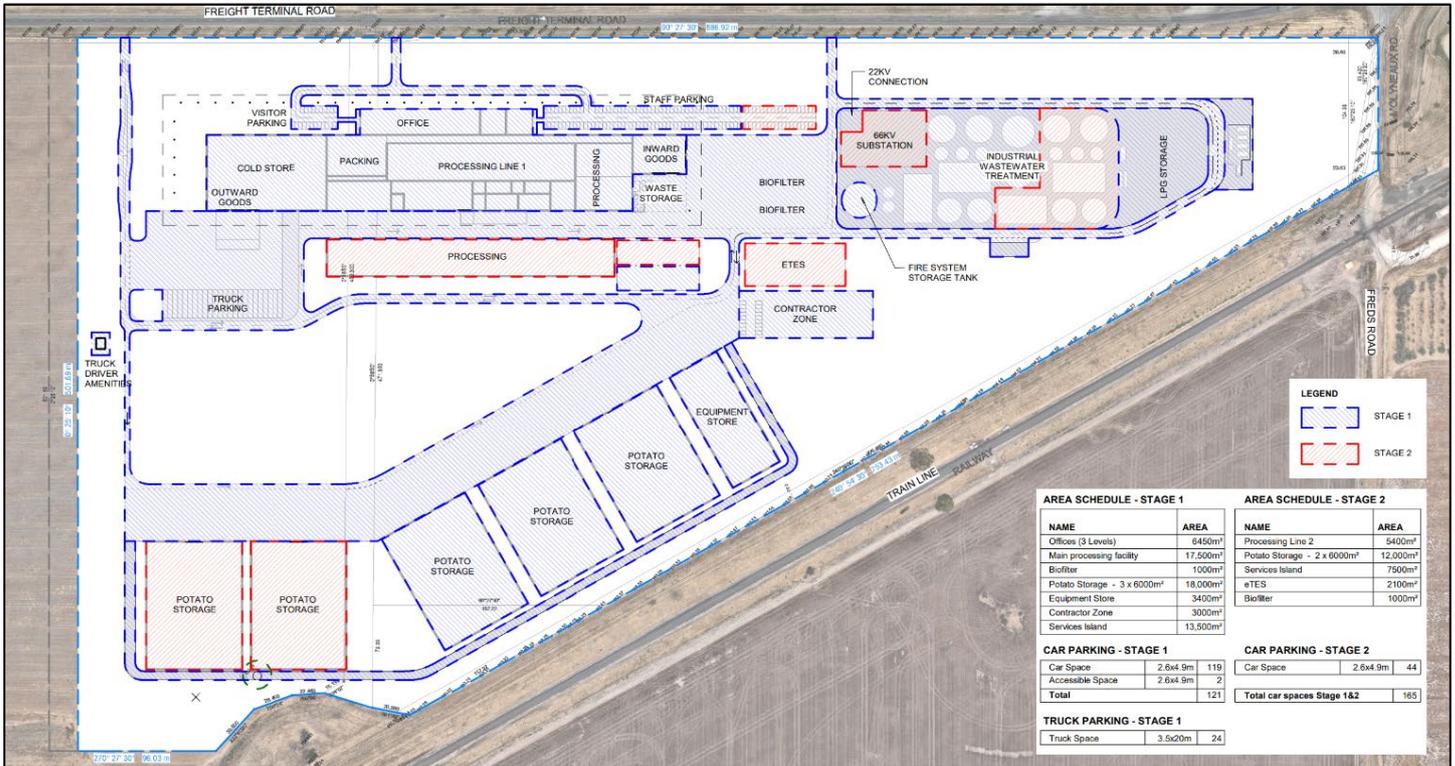


Figure 1 – Staging Plan



8. The applicant has provided the following concept image/s of the proposal:



Figure 2 – Architectural render of the proposed development as viewed from the north west.



Figure 3 – Architectural render of the proposed development as viewed from the north-east.

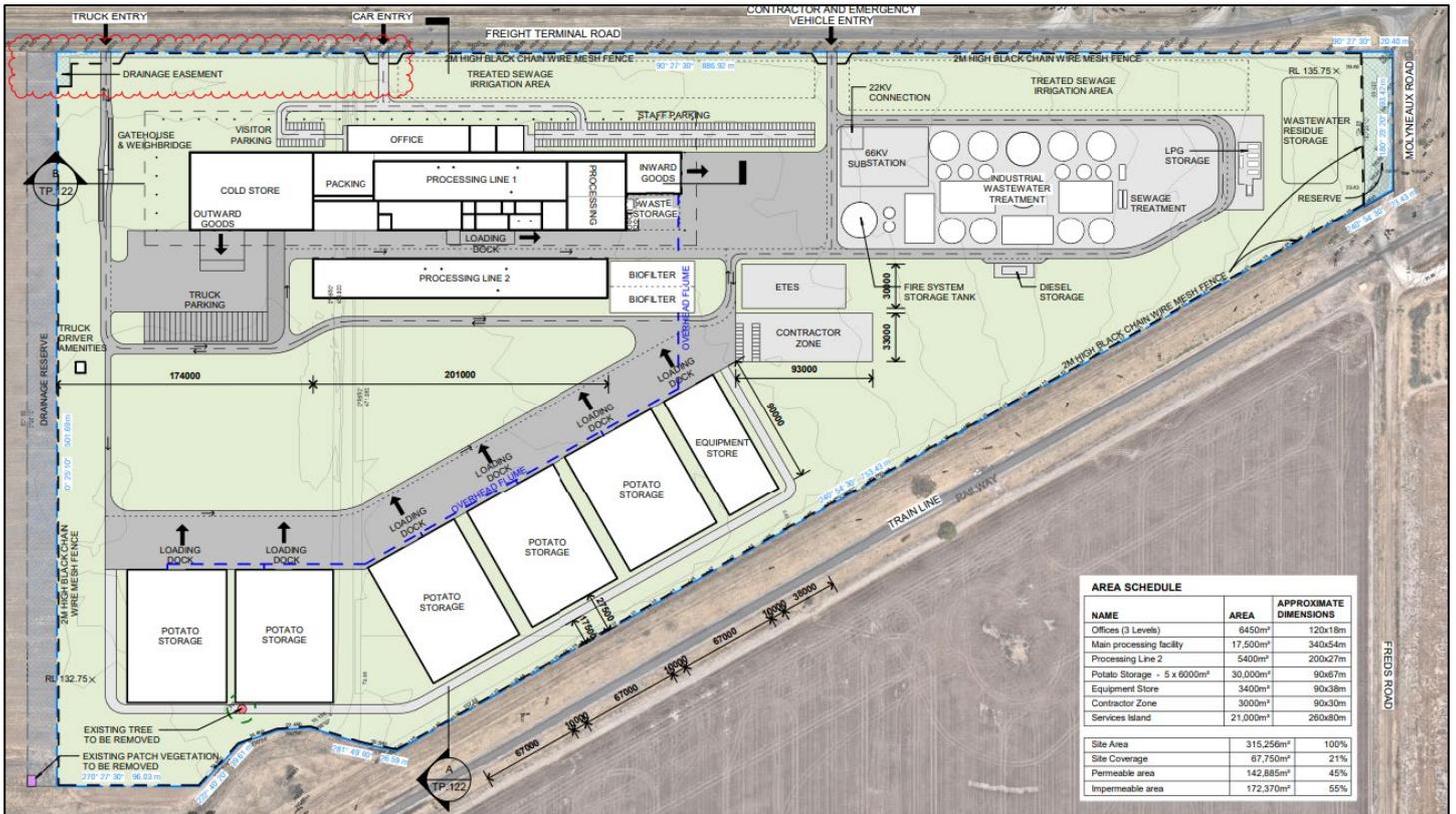


Figure 4 – Overall site plan.



Site Description

9. The land is located on the south side of Freight Terminal Road in Dooen and is currently vacant of any development. The subject site has an area of 30.26ha, with a northern frontage to Freight Terminal Road of 886.92 metres.
10. Formally described as Lot S3 PS848949, the site is currently the subject of Planning Permit PA2400759, that will subdivide the land into two lots, the western lot being known as Lot 13 with an area of 10 hectares, and an eastern lot (Lot 14) which is the subject site. The current north-south drainage reserve that extends through the site will also be relocated west by Horsham Rural Council to allow for a more functional site plan.

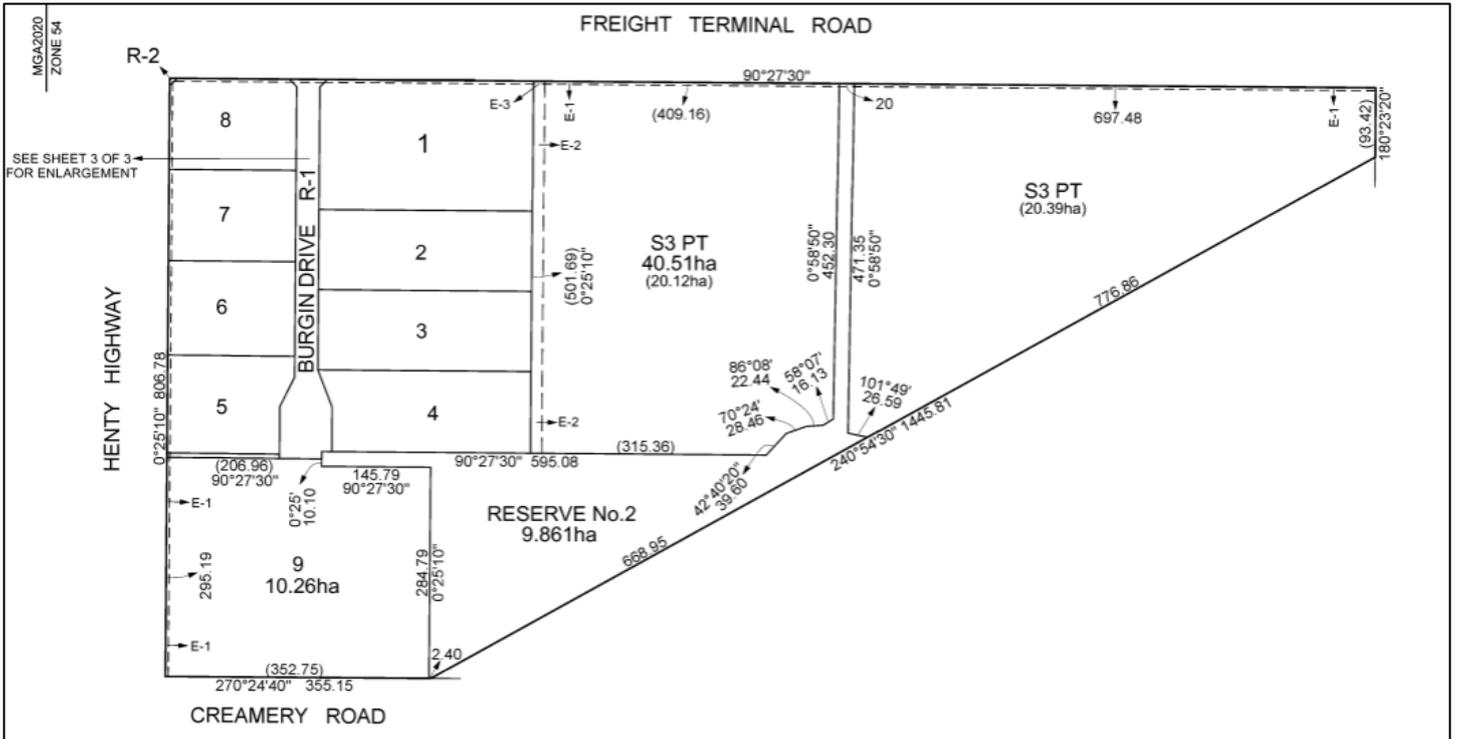


Figure 5 – Title.

11. There are no restrictive covenants or s173 agreements registered on title.

Site Surrounds

12. The surrounding development consists mainly of rural land uses and abuts the Dooen Railway Line to the south west.
13. Development surrounding the site includes:
 - To the **north** of the site is Freight Terminal Road and further north is industry and warehouse land uses.
 - To the **south** is a railway corridor and in part a drainage reserve.
 - To the **east** of the site is Molyneaux Road and rural land.
 - To the **west** is a 20 metre wide 'battle-axe' component of Reserve 3 which provides a drainage function at the southern end of the precinct.



Figure 6 - Subject site in blue, VicPlan, 20/03/2025.

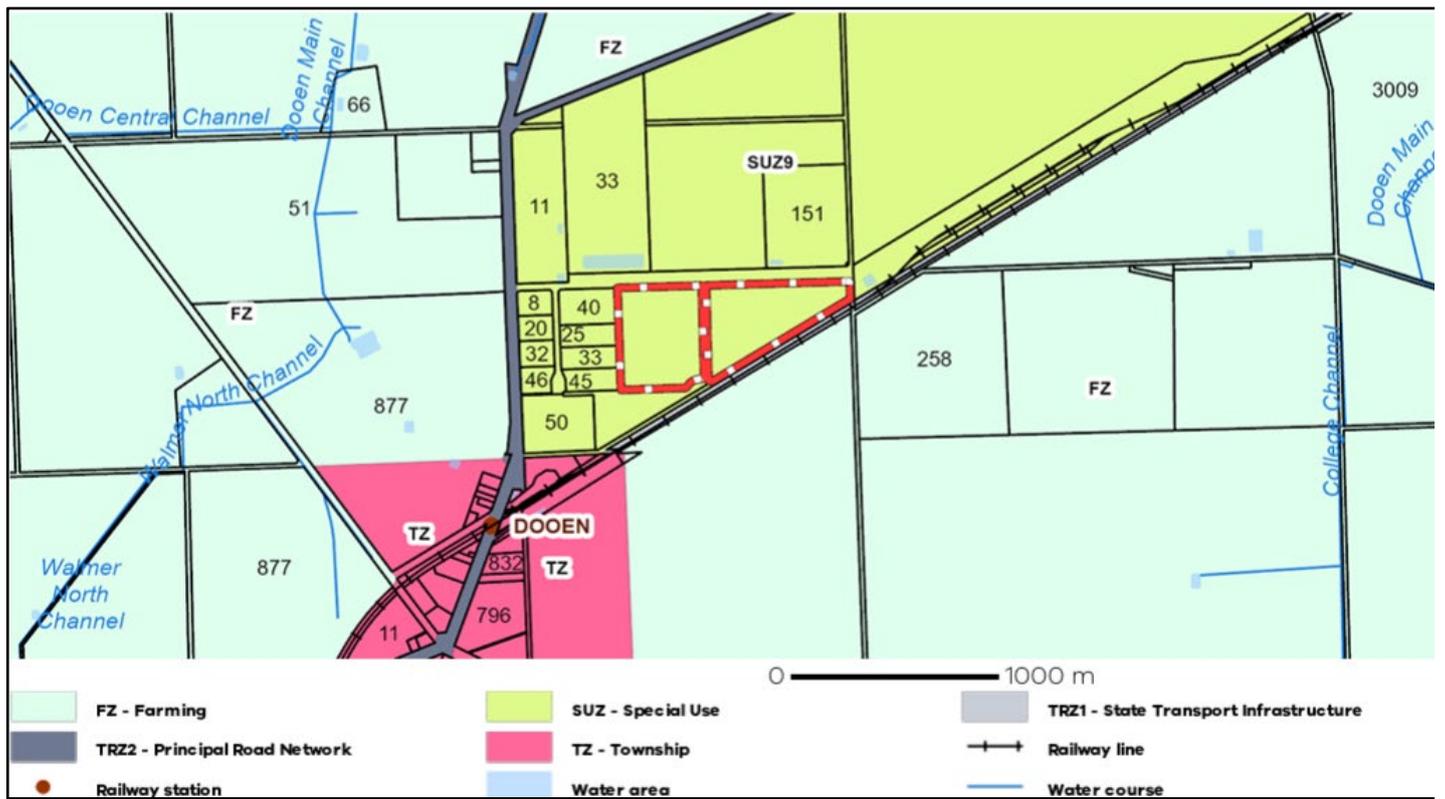


Figure 7 - Zoning map.

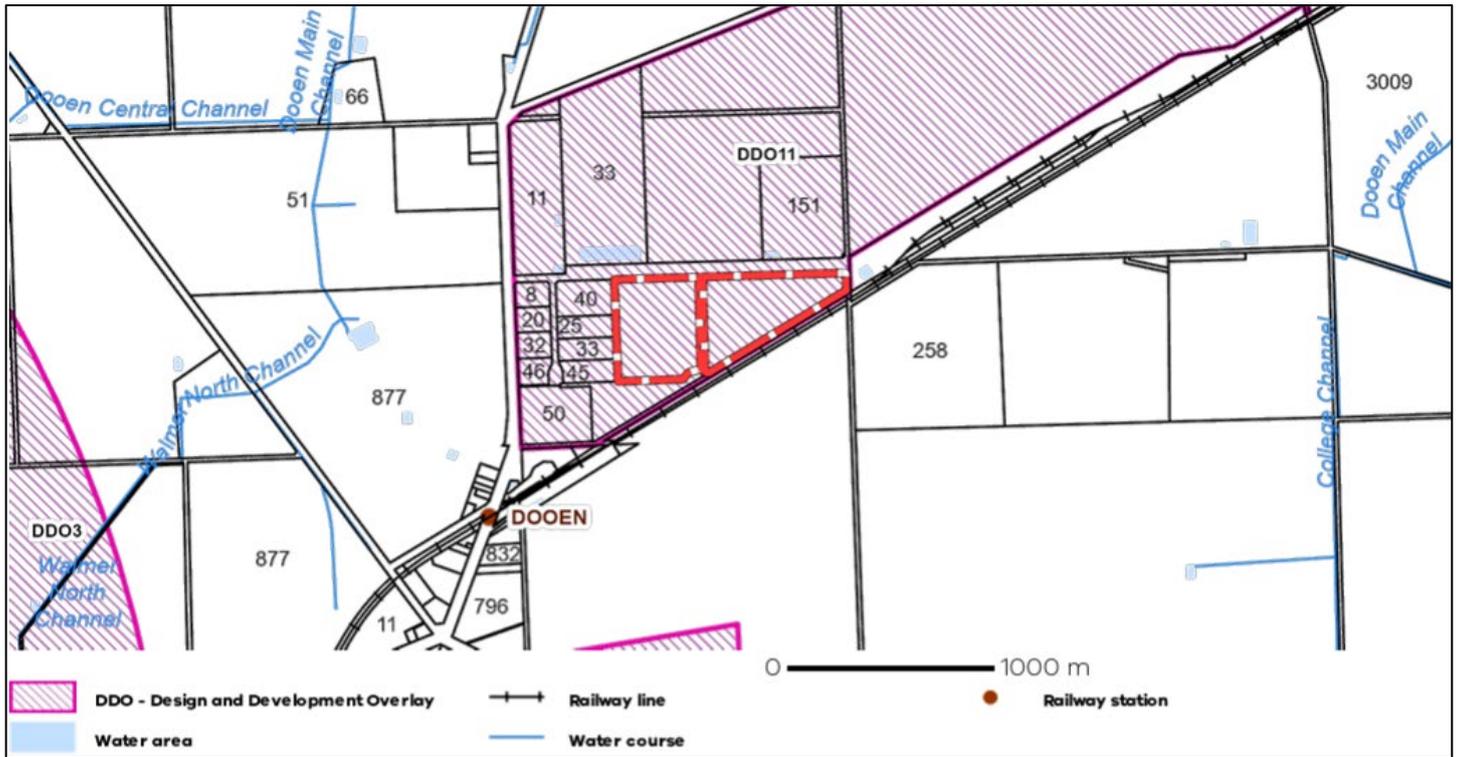


Figure 8 – Design and Development Overlay map.



Figure 9 – Development Plan Overlay map.



Referrals

14. The application was referred to the following agencies:

Provision / Clause	Organisation	Response and date received								
Section 55 Referral – Determining	WorkSafe Victoria	<p>27/03/2025</p> <p>Pursuant to Section 56(1) of the <i>Planning and Environment Act 1987</i>, WorkSafe Victoria does not object to the proposal, subject to the following conditions being incorporated in any planning permit granted for the proposal:</p> <ul style="list-style-type: none"> • <i>Prior to commencing operations, the applicant must notify WorkSafe Victoria in writing of any Schedule 14 materials that are present or likely to be present at quantities exceeding 10% of their threshold, in accordance with Reg 360 of the Occupational Health and Safety Regulations 2017.</i> • <i>During the detailed design phase and prior to obtaining a building permit, the applicant must seek written advice from the relevant fire authority's Dangerous Goods Unit regarding the proposed Fire Protection System and Emergency Response Plan (ERP). The applicant must also complete the Fire Safety Study (FSS) and ERP to the satisfaction of the relevant fire authority, incorporating any recommendations provided.</i> 								
Section 55 Referral – Determining	Environment Protection Authority	<p>02/04/2025</p> <p>Pursuant to Section 56(1) of the <i>Planning and Environment Act 1987</i>, Environmental Protection Authority does not object to the proposal, subject to the following suggestions recommendations being incorporated in any planning permit granted for the proposal:</p> <p>Conditions are standard in nature and generally supported by DTP. The conditions are discussed below:</p> <table border="1"> <thead> <tr> <th>Proposed Condition</th> <th>DTP Officer Response</th> </tr> </thead> <tbody> <tr> <td><i>The statements on ventilation heights to be revised to 'at least 3m higher than the highest roof level within fifteen metres, with the relevant velocity'</i></td> <td>Noted. Amended plans to be endorsed in a later stage.</td> </tr> <tr> <td><i>The Air Quality Assessment to be updated once the wastewater and sewage management systems details are available.</i></td> <td>Supported in principle. Condition 12 requires the air quality assessment to be updated and endorsed by the Minister of Planning prior to commencement of works in relation to the on-site wastewater treatment facility.</td> </tr> <tr> <td><i>An emergency management plan to be developed by a suitably qualified professional, which lists and addresses the source of fire, and their mitigation measures</i></td> <td>Supported in principle. Condition 24 requires the applicant to seek written advice from the relevant fire authority's Dangerous Goods Unit regarding the proposed Fire Protection System and Emergency Response Plan (ERP). The applicant must also complete the Fire Safety Study (FSS) and ERP to the satisfaction of the relevant fire authority, incorporating any recommendations provided.</td> </tr> </tbody> </table>	Proposed Condition	DTP Officer Response	<i>The statements on ventilation heights to be revised to 'at least 3m higher than the highest roof level within fifteen metres, with the relevant velocity'</i>	Noted. Amended plans to be endorsed in a later stage.	<i>The Air Quality Assessment to be updated once the wastewater and sewage management systems details are available.</i>	Supported in principle. Condition 12 requires the air quality assessment to be updated and endorsed by the Minister of Planning prior to commencement of works in relation to the on-site wastewater treatment facility.	<i>An emergency management plan to be developed by a suitably qualified professional, which lists and addresses the source of fire, and their mitigation measures</i>	Supported in principle. Condition 24 requires the applicant to seek written advice from the relevant fire authority's Dangerous Goods Unit regarding the proposed Fire Protection System and Emergency Response Plan (ERP). The applicant must also complete the Fire Safety Study (FSS) and ERP to the satisfaction of the relevant fire authority, incorporating any recommendations provided.
Proposed Condition	DTP Officer Response									
<i>The statements on ventilation heights to be revised to 'at least 3m higher than the highest roof level within fifteen metres, with the relevant velocity'</i>	Noted. Amended plans to be endorsed in a later stage.									
<i>The Air Quality Assessment to be updated once the wastewater and sewage management systems details are available.</i>	Supported in principle. Condition 12 requires the air quality assessment to be updated and endorsed by the Minister of Planning prior to commencement of works in relation to the on-site wastewater treatment facility.									
<i>An emergency management plan to be developed by a suitably qualified professional, which lists and addresses the source of fire, and their mitigation measures</i>	Supported in principle. Condition 24 requires the applicant to seek written advice from the relevant fire authority's Dangerous Goods Unit regarding the proposed Fire Protection System and Emergency Response Plan (ERP). The applicant must also complete the Fire Safety Study (FSS) and ERP to the satisfaction of the relevant fire authority, incorporating any recommendations provided.									



<p><i>The Applicant address the potential contamination to land and water risks and their risk controls.</i></p>	<p>Supported in principle. Condition 10 requires a Construction and Environmental Management Plan to be approved by the Minister for Planning, in consultation with the Horsham Rural City Council, and must:</p> <ul style="list-style-type: none"> • Be prepared in accordance with the Civil construction building and demolition guide, Publication 1834 (EPA, 2020) • Adopt the form of the EMP template included in the EPA guide and must address the following risks: <ul style="list-style-type: none"> ○ noise and vibration ○ erosion, sediment and dust ○ contaminated land and groundwater ○ chemicals ○ waste
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Notice

15. The application was referred to the following agencies:

Provision / Clause	Organisation	Response and date received
Section 52 Referral – Recommendation	Horsham Rural City Council	02/04/2025 Pursuant to Section 52 of the <i>Planning and Environment Act 1987</i> , Horsham Rural City Council does not object to the grant of a planning permit subject to conditions being placed on any permit issued.

Conditions are standard in nature and generally supported by DTP. The conditions are discussed below:

Proposed Condition	DTP Officer Response
<p><i>Construction Management Plan - in accordance with EPA 1834.1 Civil construction, building and demolition guide.</i></p>	<p>Supported in principle, Supported in principal. Condition 10 requires a Construction and Environmental Management Plan to be approved by the Minister for Planning, in consultation with the Horsham Rural City Council, and must:</p> <ul style="list-style-type: none"> • Be prepared in accordance with the Civil construction building and demolition guide, Publication 1834 (EPA, 2020) • Adopt the form of the EMP template included in the EPA guide and must address the following risks: <ul style="list-style-type: none"> ○ noise and vibration ○ erosion, sediment and dust ○ contaminated land and groundwater ○ chemicals ○ waste



<p><i>Stormwater Drainage Plan - generally accordance with the FREIGHT TERMINAL ROAD SWMP Afflux Consulting (February 23) and submission of plan, detailed designed and completion of all to the satisfaction of Horsham Rural City.</i></p>	<p>Supported in principle. Generally addressed in Condition 8 and 9 which require a Stormwater Management Plan to be approved, constructed, managed and maintained.</p>
<p><i>Civil Construction Plans – and include location and height of all fill of land, identify the 1% AEP Flood Path, Compaction test results for all fill greater than 300mm, vehicle crossings to council standards and proposed location of all services.</i></p>	<p>Supported in principle. Generally addressed in condition 7 requiring the plans to be amended to show Floor levels constructed to be a minimum of 300mm above natural ground level in accordance with the approved Wimmera Intermodal Freight Terminal, Stage 1 Development Plan.</p>
<p><i>Landscape Plan – generally in accordance with the Landform Concept Plan submitted but modified to include species in accordance with the Development Plan, the number and location of all plantings, the proposed watering system and maintenance schedule.</i></p>	<p>Supported in principle. Generally addressed within condition 11 requiring the landscape plan to be endorsed to show that Plantings generally in accordance with the Wimmera Intermodal Freight Terminal Stage 1 Development Plan.</p>
<p><i>Amenity - Noise, fumes, light, dust, runoff, and any other emissions generated from this property must be adequately controlled. Premises must consider the Environment Protection Act 2017, the Environment Protection Amendment Act 2018, the Environment Protection Regulations 2021, the Public Health & Wellbeing Act 2008, and the Environment Protection Authority's Noise Control Guidelines Publication 1254.2.</i></p>	<p>Supported in principle. The control of amenity is generally addressed within Conditions 10, 13, 14, 15, 16, 17, 18, 19 and 21, requiring a CEMP, Lighting Plan, Complaint and Investigation Plan, Acoustic Report and Odour Management plan to be endorsed.</p>
<p><i>Odor Management Plan - We request a management plan to ensure ongoing monitoring and auditing in accordance with EPA guidelines to ensure our community is appropriately protected and any inter industry conflict is appropriately managed.</i></p>	<p>Supported in principle. Addressed within Condition 21 requiring the endorsement of an odour management plan.</p>
<p><i>Food Premises - All food premises (as defined by the Victorian Food Act 1984) must register with Council's Environmental Health Department prior to commencing operation.</i></p> <p><i>All proposed food premises must be designed in accordance with the requirements of the FSANZ Food Standards Code and Australian Standard 4674:2004. A detailed and to-scale floor plan of the proposed food premises in conjunction with any other requested documents should be supplied to Council's Environmental Health Department prior to any approval of an application for registration</i></p>	<p>Noted. To be listed within the planning notes as it is not a planning consideration.</p>



<p><i>Complaints Management Plan – Given the significant scale of the project and potential for complaints across multiple agencies, we request a complaints management plan similar to those applied to Renewable Energy projects and other major projects.</i></p>	<p>Supported in principle. Addressed within Condition 14 requiring the endorsement of a complaint investigation and response plan.</p>
<p><i>Waste Management Plan- Systems that can treat more than 5000L per day need an EPA development licence and operating licence. In the case of multiple houses or a large-scale business with multiple treatment and reuse systems on the one property, the design or actual flow rates of all treatment plants are added together.</i></p>	<p>Noted.</p>

<p>Section 52 Referral – Recommendation</p>	<p>Grampians Wimmera Mallee Water</p>	<p>25/03/2025 Pursuant to Section 52 of the <i>Planning and Environment Act 1987</i>, Grampians Wimmera Mallee Water does not object to the grant of a planning permit. No conditions are requested to be imposed.</p>
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<p>Section 52 Referral – Recommendation</p>	<p>Owners and Occupiers</p>	<p>No submissions were made upon conclusion of advertising to the owners and occupiers of the adjoining properties. Refer to the map below highlighting the properties that were notified:</p>
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Figure 10 – Map of adjoining owners and occupiers given notice

16. The application is exempt from the notice requirements of section 52(1)(a), (b) and (d)) of the *Planning and Environment Act 1987* pursuant to the following provisions:
- a. An application under any provision of this planning scheme is exempt from the decision requirements of sections 64(1), (2) and (3), and the review rights of sections 82(1) of the Act. Assessment



Statutory Controls – Horsham Planning Scheme

Provision		Permit Trigger
Zone	Special Use Zone (Schedule 9 – Wimmera Intermodal Freight Terminal Precinct)	Clause 37.01-2 – The use of land as industry. Clause 37.01- 4 – To construct a building or construct or carry out works.
Overlay	Clause 43.04 - Development Plan Overlay (Schedule 9)	N/A - No permit requirement
	Clause 43.02 - Design and Development Overlay (Schedule 11)	Clause 43.02 – A permit is required to construct a building or carry out works.
Particular and General Provisions	Clause 52.05 (Signs)	Clause 52.05-2 - A planning permit is required for the display of the proposed internally illuminated business identification signs.
	Clause 52.06 (Car Parking)	Clause 52.06-3 - A planning permit is required to reduce the rates prescribed within the Horsham Planning Scheme.
	Clause 52.17 (Native Vegetation)	Clause 52.17-1 – To remove, destroy or lop native vegetation, including dead native vegetation.
	Clause 52.34 (Bicycle Facilities)	Clause 52.34-2 - A permit may be granted to vary, reduce or waive any requirement of the Horsham Planning Scheme.
	Clause 53.10 (Uses with Adverse Amenity Potential)	N/A.
	53.18 (Stormwater Management in Urban Development)	N/A.
	53.22 (Significant Economic Development)	N/A.

Strategic Planning Context

Strategic Direction and Land Use

Plan Victoria

- Plan Victoria outlines is a strategic framework aimed at driving economic growth, regional development, and social inclusion across the state. Horsham is categorised as a 'Regional City' within Plan Victoria with the goal of continuing to be a location for homes, employment, economic activity and investment.
- The proposal will generate 750 direct and 3,150 new jobs for the region and will make a significant contribution to the future economic viability of the Horsham Area and the corresponding Western intermodal Freight Precinct (WIFT). This aligns with Plan for Victoria's focus on supporting economic growth by fostering new industries and businesses, especially in regional areas like Horsham, which has traditionally relied on agriculture and services. Further, the proposed development aligns with Plan for Victoria's goal of enhancing the state's agricultural capabilities by building stronger connections between agriculture and manufacturing, employing famers, and promoting growth.

Municipal Planning Strategy

- Clause 02 of the Horsham Planning Scheme contains the Municipal Planning Strategy. The Strategy notes the economic opportunities that can arise from development around the WIFT Precinct. The relevant strategic direction is to encourage land use and development that facilitates value adding, new commodities, specialist services, research and education and improved transport connections to export markets.
- The WIFT Precinct in Dooen of about 470 hectares is a major intermodal freight and logistics hub for the Wimmera-Mallee region. The development of the precinct will facilitate a range of businesses and jobs for the municipality and wider region relating to freight and logistics. The precinct comprises six industry sub-precincts to assist in managing potential inter-industry conflict and to maximise the opportunities associated with the proximity to the key freight

handling facilities. The proposed development is partially within Precinct 3 and partially within Precinct 5. The purposes of each are:

Precinct 3

- To provide for large scale warehousing and logistic industries and mineral sands processing and storage handling in proximity to the Wimmera Intermodal Freight Terminal generally on land in sub precinct 3 having regard to Map 1 to Schedule 9 to Clause 37.01
- To provide opportunity for industries that benefit from a shared boundary with the Wimmera Intermodal Freight Terminal.
- To ensure the primacy of freight movements adjacent to the Wimmera Intermodal Freight Terminal.
- Mineral sands development shall be discouraged from abutting the northern side of the Wimmera Intermodal Freight Terminal.

Precinct 5

- To provide for a mix of small-scale manufacturing, warehousing, logistics and industries generally on land in sub precinct 5 having regard to Map 1 to Schedule 9 to Clause 37.01.

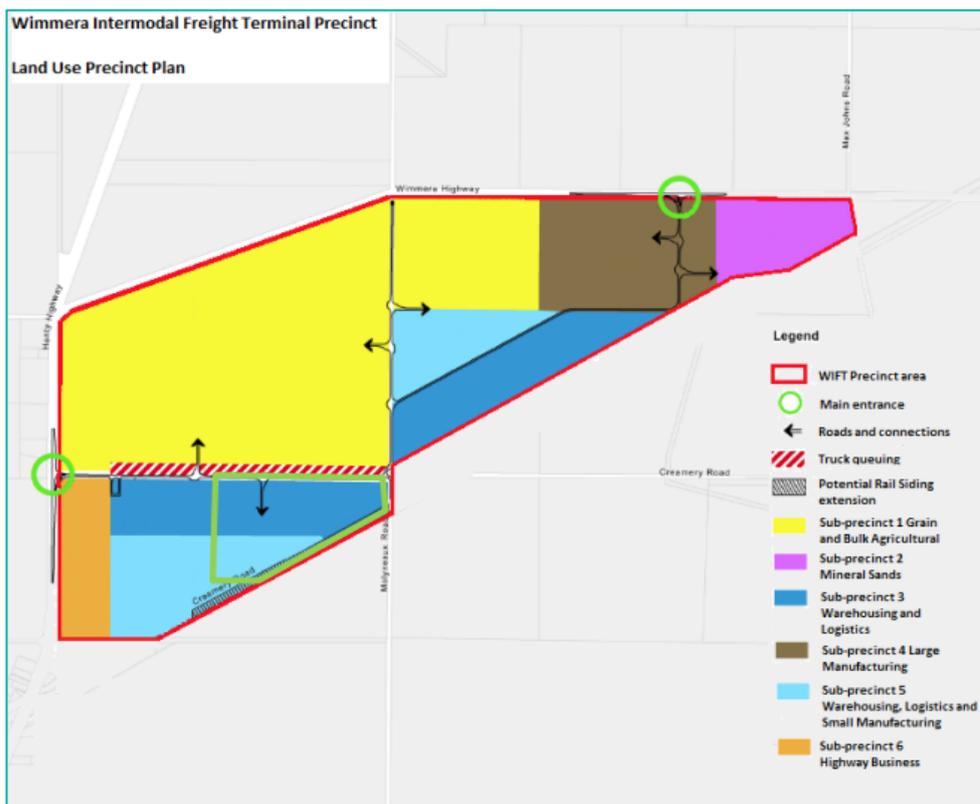


Figure 9 – Wimmera Intermodal Freight Terminal (WIFT) Precinct Structure Plan map.

Horsham Planning Policy Framework

21. The *Planning Policy Framework* encourages appropriate land use and development which enhances the built environment, supports economic growth, meets the community expectations on retail and commercial provision, delivers diversity in housing supply to meet existing and future needs, and integrates transport and infrastructure planning.
22. The relevant MPS and PPF policies have been considered in assessing the application and the following are considered relevant:



Clause	Description
Clause 11	Settlement
11.01-1R	Settlement – Wimmera Southern Mallee
11.01-1L	Settlement – Horsham Rural City
Clause 13	Environmental Risks and Amenity
13.05-1S	Noise management
13.06-1S	Air quality management
13.07-1S	Land use compatibility
Clause 17	Economic Development
17.01-1S	Diversified economy
17.01-1R	Diversified economy – Wimmera Mallee
17.01-1L	Wimmera Intermodal Freight Terminal (WIFT) Precinct
17.03-1S	Industrial Land Supply
17.03-1R	Industrial Land Supply – Wimmera Mallee
17.03-2S	Sustainable industry
17.03-2L	Sustainable industry - Horsham
17.03-3S	Significant industrial land
Clause 18	Transport
18.02-4S	Roads
18.02-5S	Freight
18.02-5R	Freight links – Wimmera Southern Mallee
Clause 19	Infrastructure
19.03-2S	Infrastructure design and provision
19.03-2L	Infrastructure design and provision - Horsham
19.03-3S	Integrated water management
19.03-5S	Waste and resource recovery

23. The proposal is considered to provide an appropriate response to the above-mentioned planning policies as outlined below:

The proposal is generally supported the state and local policies. A response to the relevant MPS and PPF policies is as follows:

- Policy seeks to support the regional city role of Horsham as the key population and employment centre for the region (Clause 11.01-1R). The proposal is developing the site within the WIFT precinct, which was previously vacant. Further, Policy seeks to provide for significant amounts of local employment opportunities and in some areas, provide large scale industrial or other more regional employment generators along key transport corridors (11.03-2S). The proposal will generate 750 direct and 3,150 new jobs for the region and will make a significant contribution to the future economic viability of the WIFT precinct.
- Policy seeks to ensure that use and development does not detrimentally impact on community amenity is compatible with adjoining or nearby land uses (Clauses 13.05-1S and 13.07-1S). The subject land is situated centrally within a rural / industrial area which is surrounded by vacant rural land, a freight terminal and



industrial land uses. The precinct is intended to attract and facilitate industry, warehousing and logistics uses associated with primary produce and extractive industry uses. The applicant has submitted an Acoustic Report, an Air Quality Assessment, a Visual Impact Assessment and Stormwater Management Plan in support of the proposed development (discussed in detail below) while submitted concept images of the development demonstrate the proposal would be consistent with envisioned industrial character of the area.

- Policy seeks to ensure that wastewater and stormwater discharge from development is managed and detrimental effects on downstream waterways are appropriately mitigated (Clauses 02.03-4 and 14.02-1S). Policy also seeks to ensure industrial and commercial land uses incorporate stormwater treatment measures into the design of development, facilitated well-connected open spaces and waterway corridors, and ensure development includes stormwater treatment measures that improve the quality and reduce the flow of water discharged to waterways (Clauses 02.03-9 and 19.03-3S). The applicant has submitted a Stormwater Management Plan that details the stormwater management measures to be implemented within the development (discussed in greater detail below).
- Policy seeks development to respond to its context in terms of character, cultural identity, natural features, surrounding landscape and climate (15.01-1S). Local policy seeks a range of built form outcomes including building setbacks, detailed design and landscaping. On balance, the development has been designed to be generally consistent with policy and design requirements/guidelines detailed within the Scheme. An assessment of the built form and compliance with relevant requirements and guidelines is detailed below.
- Policy seeks to strengthen and facilitate economic growth in Victoria's regional areas, including within Wimmera Southern Mallee, through the delivery of jobs across a broad range of employment sectors within existing and future employment land (Clauses 02.03-7, 17.01-1R). This strategy aims to facilitate a range of businesses and jobs for the municipality and wider region relating to freight and logistics within the WIFT Precinct in Dooen. Further, the policy explicitly seeks to encourage value-add uses such as warehousing and industries involved in the manufacture, packaging, storage and transfer of primary produce and raw materials from farms for national and international markets (17.01-1L), clearly aligning with the proposed use and development.

Use

24. The proposal seeks approval for the use of the land for Use and development of the land for a warehouse and industry to manufacture frozen potato products. The facility is intended to operate 24 hours a day, 7 days a week. This includes ancillary office space, a processing facility, potato storage and wastewater treatment.
25. The proposal has been accepted through the Clause 53.22 – Significant Economic Development pathway, which includes written advice from Invest Victoria that the proposal is likely to be financially feasible. The proposal is expected to generate significant investment, facilitate employment generation and associated economic benefits. The proposal aligns with the purpose of the SUZ9 as detailed above, and the economic development guidelines under WIFT by increasing creating employment opportunities within this area.
26. Clause 13.07-1S (land use compatibility) outline the objective of protecting community amenity, human health and safety while facilitating appropriate commercial, industrial, infrastructure or other uses. The use is located with sufficient setbacks from roads and is expected to have minimal impact on the surrounding areas which is mostly industrial and rural land.
27. The proposal has considered the amenity of the area by presenting a considerate design which will retain coherence within its context. An acoustic report, air quality assessment, a visual impact assessment and a transport impact assessment has been prepared for the site to ensure all relevant standards are met to retain amenity for the surrounding properties. Further to this, an odour management plan and construction management plan have been included by way of planning permit condition to ensure consistent maintenance and monitoring of the odour.



28. Traffic generation, as outlined in the transport impact assessment, is expected to be approximately 410 vehicle movements per day (two-way) during the seasonal peak (potato harvest season) with 114 truck movements and 296 car movements during stage 1. The Traffic Impact Assessment concludes that the project can be supported on traffic and transport grounds. Traffic and parking considerations are discussed further below.

Strategic land use

29. It is considered that the proposed industrial and warehouse uses align with the strategic intent for the Wimmera Intermodal Freight Terminal (WIFT) Precinct, as identified under Clause 17.01-1L (as applied through the Development Plan Overlay, Schedule 9). The policy encourages use and development of land in this precinct that will benefit from the WIFT, including industry (including manufacturing) and warehousing.
30. It is anticipated that the proposed facility will benefit from being in the WIFT precinct from the co-location of other complimentary uses (i.e. trucking/transport and logistics) and, in time, direct use of the WIFT for importation of raw materials and/or distribution of its product.
31. The proposal has been considered against the strategic intent of the WIFT structure plan, and was referred to the Horsham Rural City Council, the Environmental Protection Authority and the Work Cover Authority (WorkSafe).

Amenity

32. The amenity considerations associated with the proposal are important given the Development Plan and the Special Use Zone require consideration of both amenity within the WIFT and the wider area, and the policy provisions of Clauses 13.05, 13.06 and 13.07 of the Planning Scheme specifically deal with noise, air quality, amenity, human health and safety.
33. The nearest land in a Township Zone that is used for residential purposes is located over 900 metres from the south-western corner of the site. The separation distance to Longerong College to the southeast in a PUZ is over 1.5 kilometres. It can therefore be considered that there are no sensitive receptors within the threshold distance specified in Clause 53.10 of the planning scheme.
34. An Air Quality Assessment prepared by Zephyr Environmental, dated 19/12/2024, assessed the proposed use against the relevant odour and air quality regulations. The assessment concluded that the risk of odour impact from remaining sources within the processing line is considered to be low and that the residual emission assessed based on the predicted concentrations obtained from the air dispersion modelling indicated that the standard criteria are not exceeded.
35. No residential or further sensitive uses are present within the immediate surrounds, however the proposal has presented a considerate design which will retain coherence within its context. An Acoustic Engineering report was prepared by Enfield Acoustics, dated 18/12/2024, with the assessment determining the predicted noise levels were found to be compliance with the noise emissions criteria for all day, evening and night periods for all receivers.
36. A Lighting Report prepared by Arup, dated 18/12/2024, assessed the proposed use against the relevant lighting regulations. The residential receptors near the subject site are situated at sufficient distances and benefit from natural vegetation and structural obstructions that limit views of the site. These factors help mitigate potential impacts from the subject site. The assessment concluded that if the mitigation measures are implemented into the developed lighting design, it is anticipated that light spill should be contained within relevant recommendations, minimising impacts on surrounding residences, road and transport users.
37. The control of amenity is generally addressed within Conditions 10, 13, 14, 15, 16, 17, 18, 19 and 21, requiring a CEMP, Lighting Plan, Complaint and Investigation Plan, Acoustic Report and Odour Management plan to be endorsed.



38. Further to this, Condition 12 requires the relevant technical reports to be updated and submitted for approval and endorsement by the Minister for Planning prior to commencement of works in relation to the on-site wastewater treatment facility.
39. It is noted that an EPA Development Licence will have to be obtained prior to commencement of the use.

Buildings and Works

40. In considering the design and built form of the proposed development, the most relevant clauses of the scheme is within Schedule 11 to Clause 43.02 Design and Development Overlay – WIFT. Further, Clause 15.01-1S (Urban design) and 15.01-2S (Building Design). Lastly, the Wimmera Intermodal Freight Terminal Precinct Stage 1 Development Plan (PDP) clause 5.1 discusses Environmentally Sustainable Design Principles.
41. The following assessment will consider the building design response with respect to massing, façade treatment, orientation and setbacks, to ensure new development is of a suitable design quality, high amenity, environmentally sustainable and contributes positively to the public realm.

Building Height

42. The processing buildings have a maximum building height of up to 18 metres. There are exhaust stacks which protrude up to 3 metres above the roof height. The storage buildings have a height of 10.5 metres and include a fire access track around the southern side and 10 metre building separation in between. There are no height requirements within the DDO11 or the PDP. The proposed height is not significantly taller than the surrounding buildings and the additional height is considered acceptable. The increased articulation of the façade minimises the visual impact of the proposed development. The built form proposes is consistent with the design requirements for a data centre and presents a reasonable response to the site context.

Setbacks

43. The DDO11 requires a 10 metre setback to Freight Terminal Road, a 6 metre setback to all other road. The proposed setbacks to Freight Terminal Road and all other setbacks are in excess of 10 metres, complying with the desired front setbacks contained within the DDO11.

Design Detail

44. The applicant has provided design principles for the development which includes façade delineation and colour variation to decrease solar heating and reduce visual impact, lighter coloured paving and water tank / substation areas and glazing to reduce the interior thermal needs of the data centre. The development has been designed to minimise visual intrusion while serving the purpose for a data centre. The building's facades feature a combination of power -coated louvres, glass, and pre -cast concrete. This mix of materials achieves a balance between functionality and design, contributing to a standard, consistent design that still meets practical needs.

Landscaping

45. Landscape responses in the precinct to date have been minimal in nature. The accompanying landscape plan prepared by Landform Architects, dated February 2025 identifies planting zones for the site with drought-tolerant species and those from Horsham Rural City Council's preferred planting list. The landscaping shown on the southern boundary of the site in Map 1 of the DDO11 has not been accommodated in the development as this land interfaces with Creamery Road (to be discontinued) and the railway line and represents a potential future opportunity for rail access to the site to facilitate delivery / despatch activities. The setback of the buildings (27.5 metres) and the separation distance between the site and Farming Zone land (~50 metres) is sufficient to provide an appropriate transition between the WIFT Precinct and surrounding rural land consistent with the DDO11 design objectives.



46. A condition has been imposed on the planning permit requiring an amended landscaping plan to be endorsed within six months of the commencement of the development. The amendments required include:
- layout of landscaping and planting within all open areas of the subject land
 - a survey (including botanical names) of all existing vegetation to be retained and/or removed
 - Plantings generally in accordance with the WIFT development plan Stage 1.
 - details of surface finishes of pathways and driveways
 - a planting schedule of all proposed trees, shrubs and ground covers, including botanical names, common names, pot sizes, sizes at maturity, and quantities of each plant
 - the proposed watering system and maintenance schedule
 - clear demarcation of public realm and private spaces, including arrangements for pedestrian, bicycle and vehicular circulation.
 - the extent of any cut, fill, embankments or retaining walls associated with the landscape treatment of the site.
47. Further, Landscape and Visual Impact Assessment report prepared by Landform Architects, dated February 2025, has assessed key rural views to the site, concluding that the visual impact proposed Development will be negligible. It is therefore considered that the project aligns with its industrial and logistical context while integrating measures to enhance visual amenity and mitigate potential landscape impacts

Car and Bicycle Parking, Loading, and Other Services

Car Parking

48. The following car parking rates are relevant to the application:

Use	Size (sqm)	Rate	Amount Required	Amount Provided
Industry	32,750 sqm	2.9 spaces to each 100sqm of net floor area	949 spaces	181 spaces
Warehouse	30,000 sqm	2 to each premises plus 1.5 to each 100 sqm of net floor area	452 spaces	

49. Accordingly, the proposal seeks a reduction of 1220 car parking spaces against the statutory requirements under Clause 52.06.
50. The Traffic Impact Assessment prepared by Ratio, dated 19 December 2024, has prepared a Car Parking Demand Assessment that addresses the statutory requirement which does not accurately represent the actual demands of the proposal. The following is the expected staff car parking demands:
- Stage 1:
 - 49 Administration staff working weekday business hours,
 - 4 production staff working weekday business hours,
 - 19 production staff working shifts, and
 - An additional 19 spaces for shift overlap or changeover.
 - Stage 2 (in addition to Stage 1):
 - 4 production staff working weekday business hours,
 - 19 production staff working shifts, and
 - An additional 19 spaces for shift overlap or changeover.

Given the above staffing, the expected demand for parking is up to 91 car parking spaces for Stage 1 and total of 133 car parking spaces for Stage 2. The proposed 140 car parking spaces is sufficient to meet the demand of the



use. A separate 21 visitor car parking spaces and 20 contractor spaces are also provided which is considered acceptable.

- 51. Two accessible car parking spaces are provided on-site to satisfy the National Construction Code requirements. These are located within the visitor parking area close to the building entrance and are suitably designed.

Design Standards for Car Parking

- 52. The proposed car parking design is in accordance with Clause 52.06-9 (Design Standards for Car Parking).

Access, Traffic Movement and Circulation

- 53. The Transport Impact Assessment includes a swept path analysis which demonstrates adequate access and egress by a A-Double 31.5m Truck and a 19m Semi, capable of entering and exiting the site in a forward direction.
- 54. The Transport Impact Assessment has calculated that there will be 216 truck movements per day (stage 2) and 494 staff generated movements per day (stage 2). The TIA has generated a Baseline Site Generated Volumes estimating the traffic generating potential of the land uses envisaged by the WIFT Stage 1 Master Plan. A comparison of this estimation against the proposal concludes that the proposed development is substantially less intensive than the baseline traffic, including with respect to the number of trucks generated.
- 55. The project will substantially increase the amount of traffic using Freight Terminal Road compared to the existing conditions, however it is noted that the use is significantly lower than otherwise if the site were developed to the potential of the WIFT Stage 1 Master Plan.
- 56. Based on a cumulative assessment of the Farm Frites Project operating in conjunction with the recently approved Avonbank Mineral Sands Project, arterial roads in the surrounding area will operate generally within their capacity, and the marginal increase in trucks is not significant.
- 57. The largest increase in traffic will occur in the section of Henty Highway between Wimmera Highway and the Township of Horsham with cumulative volumes of up to 2867 vehicle per day total, with 507 trucks per day (two-way). The TIA states that the intersection of Henty Highway and Freight Terminal Road will operate well within its capacity with minimal delays and queuing for all movements.

Bicycle Facilities

- 58. The provisions set out under Clause 52.34-3 of the Planning Scheme, require bicycle parking for various uses. The following bicycle parking rates are relevant to the application:

Use	Size (sqm)	Rate	Amount Required	Amount Provided
Industry	Employee	1 space to each 1,000sqm of net floor area	32 spaces	32 spaces
	Visitor	N/A	0 Spaces	
Warehouse	Employee	N/A	0 Spaces	
	Visitor	N/A	0 Spaces	

- 59. Based on the assessment above, the development has a statutory requirement for 32 employee bicycle spaces. The site plan includes a secure compound near the staff parking area with capacity for up to 32 bicycle parking spaces which meets the statutory requirement of Clause 52.34-3.



Loading / Unloading

60. A swept path assessment has been undertaken using AutoTurn software for the proposed access points, internal access roads, internal intersections and loading bays servicing the new production building and warehouses. The assessment demonstrates that:
- All new internal roads are appropriately designed and conveniently allow for the required design vehicles to circulate through the site to and from their designated loading area;
 - Loading areas and loading docks are all accessible in a single movement with trucks and parked trailers able to sit clear of circulating traffic and with sufficient space for adjacent vehicles to facilitate loading clear of circulating vehicles;
61. All trucks and vehicles accessing the site will rely on the proposed access point to/from Freight Terminal Road, with access to/from the site controlled and managed by weighbridge and boom gates.
62. A minimum of 45 metres queuing space will be provided within the site between the northern property boundary and the weighbridge to allow for at least one vehicle to queue for entry to the site without extending beyond the northern property boundary.
63. The proposed loading and unloading arrangement is considered acceptable from a planning and traffic management perspective.

Waste Management

64. The Waste Management Plan prepared by Ratio, dated 20/12/2024, sets out the various management arrangements for the site's waste streams. The plans depict the necessary storage space for the site and all collections will be managed by way of private contractors. The proposed waste management is considered acceptable from a planning perspective.

Environmental Risks

Environmental Risks and Native Vegetation

65. A relevant environmental hazard is the emissions to atmosphere that have the potential to cause harm to ambient air quality. These emissions are caused from the potato handling, cooking and waste management. Potential risk for each emission source has been evaluated and the air dispersion modelling indicated that the standard criteria are not exceeded. An Ecology Report prepared by Biosis, dated 17/12/2024 concludes that there are numerous implications of the development including the permanent removal of 0.076 hectares of vegetation, comprising 0.006 hectares of patch vegetation and one large scattered tree, the removal of one FFG Act listed flora species and impacts on habitat for one listed flora species.
66. The proposed offset requirements are 0.013 general habitat units. The general offset must be within the Wimmera Catchment Management Authority area or the Horsham Rural City Local Government Area, and must have a minimum strategic biodiversity value score of 0.142. This has been imposed by way of permit condition.
67. The council provided no comments about the removal of the trees proposed to be removed.
68. The proposed tree dead tree removal is a basic assessment pathway under the Native Vegetation Guidelines relevant to clause 52.17 permit requirements. As such, no referral to DEECA is required and the offset figure can be included as a permit condition.
69. The proposed native vegetation offset provides a suitable response to the requirements of the planning scheme to avoid, minimise and offset native vegetation impacts.



70. A detailed landscape plan will be provided as a permit condition to further increase the improvement of environmental conditions on the site and improve native vegetation cover within the site.

Sustainability

Environmentally Sustainable Design (ESD)

71. The Environmental Management Plan prepared by Ark Resources, dated 21/02/2025 sets out the range of sustainability measures proposed for the development having regard to Clause 15 of the Planning Scheme and the bespoke operational requirements of the applicant. In summary:

- A PV solar system can be installed on the roof of the production building of 1MW generation capacity;
- Appropriate waste management streams are in place to divert waste from landfill where possible; and
- Rainwater harvesting of 60KL for toilet flushing which will save considerable volumes of potable water on an annual basis.

72. These measures are considered acceptable in the context of the planning scheme policies relevant to the site and can be required as part of the endorsed plans requirements.

Stormwater Management

73. The stormwater management arrangements set out in the approved Development Plan have been reviewed by Afflux, and the proposed development requirements in terms of stormwater run off and quality. The Stormwater Management Plan prepared by Afflux, dated 26/12/2024, has found that the site has important interactions with its immediate catchment, and these interactions have been considered. In order to maintain the behaviour of the hydraulic systems, including flood plain storage and water quality requirements, the Stormwater Management Plan proposes the following recommendations:

- a. Retarding Basin RB2 required storage volume --- 43,800m³
- b. Incorporation of a GPT to treat 1EY flows upstream of sediment basin
- c. Sediment Basin treatment area --- 2000m² • Wetland treatment area --- 20,000m²
- d. Realignment and widening of existing swale to western boundary of the Farm Frites Site
- e. Recommended limited works to basin excavation only. Future wetland to be completed by other parties.

74. Permit conditions have been placed on the permit to ensure the proposed recommendations are implemented and the site is developed to a standard that is appropriate from a stormwater management perspective.

75. The council has requested no specific additional conditions for stormwater management. The submitted plan can be endorsed as part of the planning permit conditions and is considered to provide an acceptable response to manage potential stormwater impacts.

Other Matters

Dangerous Goods Storage

76. The storage of dangerous goods requires referral advice from WorkSafe. WorkSafe has provided advice on the proposed conditions to address the storage of dangerous goods. These conditions are supported and included in the proposed permit conditions.

Signage

77. The proposal includes details including a large pole sign that requires individual planning approval. The proponent has advised that additional signage will be requested as the detailed design and needs of the site are resolved closer to the commencement of the use.



78. It is considered acceptable to provide approval for the current signage details proposed, which are consistent with the scale and rural industry processing nature of the land use. Final details on signage, including levels of illumination, materials, colours and placement, can be determined at the lodgement of secondary consent plans. This approach is supported by the council planning officers.

Cultural Heritage

79. A Cultural Heritage Due Diligence Assessment prepared by Biosis, dated 19 December 2024, states that the proposed activity is considered a high impact activity under the Regulations. Although, the study area is not located within an area of cultural heritage sensitivity and therefore, there is no requirement to prepare a mandatory cultural heritage management plan under the Aboriginal Heritage Act 2006.

Recommendation



80. The proposal is generally consistent with the relevant planning policies of the **Horsham** Planning Scheme and will contribute to the provision of a warehouse and industry to manufacture frozen potato products.
81. The proposal is generally supported by the various referral agencies.
82. It is **recommended** that Planning Permit No. **PA2503571** for industry and warehouse and associated use, buildings and works at Freight Terminal Road, Dooen be issued subject to conditions.
83. It is **recommended** that the applicant and the council be notified of the above in writing.



Prepared by:

I have considered whether there is a conflict of interest in assessing this application and I have determined that I have:

- No Conflict**
- Conflict and have therefore undertaken the following actions:
 - Completed the **Statutory Planning Services declaration of Conflict/Interest form.**
 - Attached the Statutory Planning Services declaration of Conflict/Interest form on to the hardcopy file.
 - Attached the Statutory Planning Services declaration of Conflict/Interest form into the relevant electronic workspace.

Name:

Title:

Phone:

Reviewed / Approved by:

I have considered whether there is a conflict of interest in assessing this application and I have determined that I have:

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