



# SALE, WURRUK & LONGFORD STRUCTURE PLAN

## Issues & Options Paper

Wellington Shire Council

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## 1.0 INTRODUCTION

The communities of Sale, Wurruk and Longford are distinct in terms of geography, the residents who live there and the lifestyle choices they provide. Yet they are closely linked by their proximity to each other and share common services and amenities such as schools, shops, parks and friends. For this reason, the success of one community will be the success of the others, and equally, the failure of one community will be the failure of all.

This is why a structure plan is being prepared for the region as a whole – to ensure that the three communities work together in partnership to achieve common goals. At the same time, it is important to stress that the valued characteristics and identity of our communities will be retained and enhanced through the course of this project to ensure that the places we know and reside in continue to exist well into the future.

### What is a Structure Plan?

A structure plan is a planning tool that sets the long-term vision for the future growth and development of a place in a way that will improve the quality of people's lives. It achieves three main things: establishes a broad framework for growth and development, identifies areas for improvement, and outlines future projects that will be needed. Importantly, it also sets out a strategy for achieving the vision by setting objectives and makes recommendations for influencing local planning regulations, Council decisions and processes, and numerous other activities. Realising a structure plan will be a gradual process that will take place over the next 15-20 years.

### Why Prepare a Structure Plan for Sale, Wurruk and Longford?

The preparation of a structure plan for Sale, Wurruk and Longford is a unique opportunity to improve the conditions of our communities and enhance the quality of life for current and future generations. There is a sense that the area is about to undergo a period of substantial change, and the time is right for setting up a plan to accommodate that change in a way that benefits all members of the community.

Preparing a structure plan will affect the way people live in a number of aspects – the quality and health of the natural environment, the strength of social networks, opportunities for recreation and entertainment, the strength and diversity of the economy, and the physical appearance and function of the built environment.

### Purpose of this Paper

This Issues and Options Paper represents the first major component of the structure planning process. Its purpose is to stimulate discussion between and within Council, key stakeholders and the wider community about current or emerging issues affecting the local communities. Defining these issues will help to work out what needs to be addressed in the structure plan and will help to shape a vision for the future. A discussion regarding the issues is provided in Chapters 4, 5 and 6.

The Issues and Options Paper has also been used as an opportunity to provoke thought and discussion on the potential ways the area might grow and develop. A number of options for future growth and development have been identified and assessed as part of this paper. This is presented in Chapters 4.0 and 5.0. When complete, the structure plan will provide further detail and guidance on the vision for the future and the preferred option for growth.

### How this Paper has been Prepared

The development of the Issues and Options Paper has considered the context of the existing planning framework which is comprised of a number of key policy documents and various strategic planning projects including:

- Wellington 2030
- Wellington Shire Council Plan
- Wellington Shire Planning Scheme

The Issues and Options Paper has also been informed by various background studies and a number of consultation activities conducted as part of this process including:

- briefings from relevant Council departments

- a meeting with a Property Development Focus Group (PDFG) comprised of local developers, real estate agents and other people involved in the property industry;
- a meeting with a Community Reference Group comprised of various community representatives;
- Interviews with key stakeholders such as Gippsland Water, East Gippsland TAFE, and the Department of Education; and
- a meeting with Transport Stakeholders including VicRoads, Department of Transport and Council officers.

The structure plan is anticipated to be completed by July 2010. Further opportunities for community input into the project will be available in the future, including the release of a draft structure plan for community comment in February / March 2010.

## 2.0 LOCAL CONTEXT AND DRIVERS OF CHANGE

### The Local Area

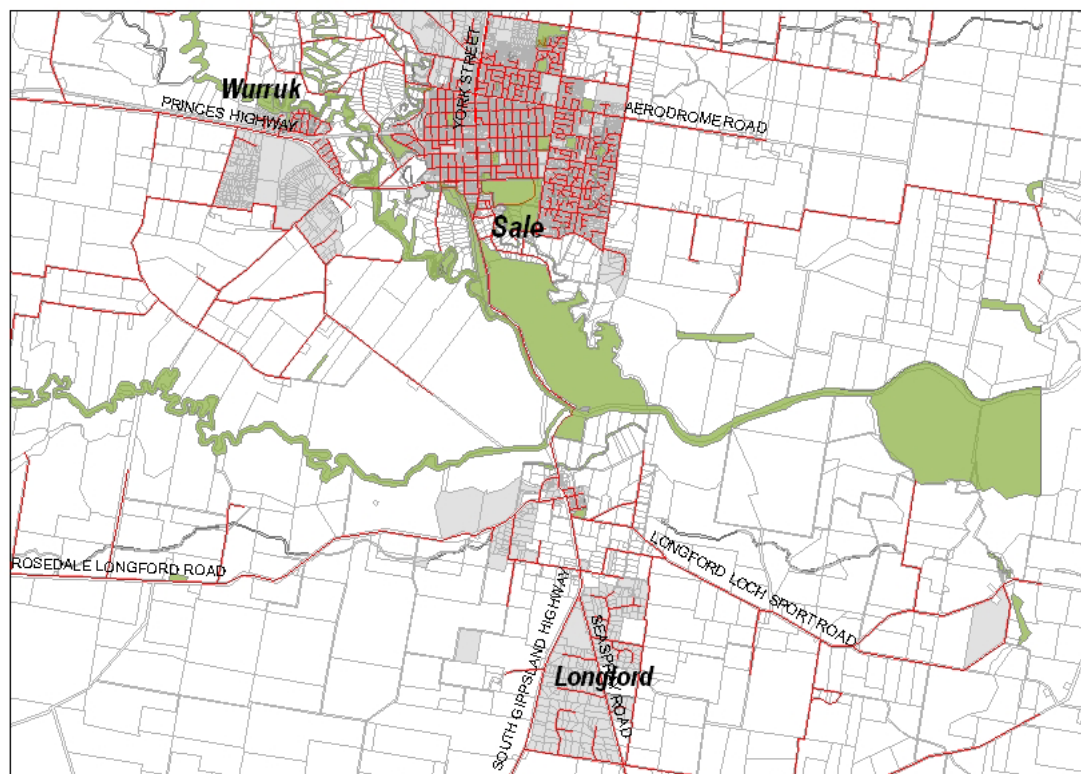
The study area is comprised of the three communities of Sale, Wurruk and Longford (see Map 1). These areas are linked by the Latrobe and Thomson waterways, and their riparian corridors provide a central and binding feature to geography of the region. The population of the area is rapidly ageing, even when compared to the rest of Victoria. This can be attributed to National population trends, net migrations of retirement aged people, and the leaving of young people. This demographic trend will have a significant impact on the future of Sale, Wurruk and Longford.

Sale has a population of 13,092 (2006) and is the main employment, education and commercial centre of Wellington Shire. Based on 2006 Census data, Sale's population grew by 2% between 2001 and 2006 after a period of population decline during the 1990s. Sale has a strong and dynamic economy with: a high percentage of the workforce in retail, business services and other services reflecting its regional service role; a high percentage of persons employed in professional occupations; high quality public and private education services; and extensive regional health services.

Wurruk is effectively part of the Sale urban area (approximately 1.3km west of Sale), but is physically separated from Sale by the Thomson River. Wurruk contains a primary school, residential development, limited commercial development and one of Sale's main industrial precincts on the northern side of the Princes Highway. The low density residential area in Wurruk South has seen strong levels of dwelling development since 2004. There is some capacity to service additional residential development in this area, although the exact number of dwellings is not known.

Longford is located approximately 5km south of Sale and is the main rural residential catchment in the study area. It is heavily reliant on Sale as the main service centre and contains a limited range of commercial and community infrastructure, including a primary school and recreation reserve. Land in Longford is not currently serviced with reticulated water or sewerage.

MAP 1: STUDY AREA





## Key Drivers of Change

A number of 'big picture' issues will drive change in the study area. These are outlined below.

### Improving Environmental Health and Reducing Impacts

Urban and rural activities have the potential to create negative and irreversible impacts on the natural environment. In the past, these activities have severely affected water, soil and air quality, and contributed to biodiversity loss through habitat loss and fragmentation. The effect of these impacts on the whole has led to poor environmental health which threatens the ability to support and sustain human activity into the future.

Improving the overall health of the natural environment will involve reducing the impacts of humans by improving the environmental performance of our settlements. Land use patterns and their associated transport networks can be planned to reduce environmental impacts and implementing these models is necessary to mitigate environmental damage. Along with raising the environmental standards for new developments and retrofitting existing development, these measures are imperative to securing healthy, happy and promising futures.

### Climate Change and Peak Oil

The effects of irresponsible environmental management are most significantly evident in the emerging challenges of climate change and peak oil. Climate change refers to the unnatural warming of the planet through human generated greenhouse gas emissions. The long-term effects of climate change while not fully understood will likely increase environmental volatility, causing wide reaching and severe implications.

Peak oil refers to the point that oil production will reach its maximum capacity and thereafter diminish in the future. It does not mean that oil will run out immediately, but rather that it will slowly become less accessible, both physically and economically. This will not only impact on travel costs, but also on the cost to import and export goods to / from the region. Given the dependence on oil to maintain and operate existing urban and rural systems and the absence of a cost-effective alternatives that can be applied on a similar scale, a future with less oil will have significant structural implications.

The double impacts of climate change and peak oil will create future challenges that must be addressed. Strategies for responding to these challenges include mitigation strategies – those that address the causes of climate change and peak oil – and adaptation strategies – those that prepare for potential effects and contribute to increased resiliency. Both mitigation and adaptation strategies are needed to maintain a good quality of life, happiness and security now and into the future.

### Capturing Opportunities for Growth

There is a sense that the area is on the verge of entering a more buoyant economic climate, following a period of relatively flat growth. Key growth opportunities in the area include the potential future expansion of the Defence sector and the mineral and gas industries, particularly ESSO, a key employer in the area. Should these occur, they will create significant jobs, driving population growth and strengthening the local economic base. If realised, these opportunities promise to bring positive population and economic growth that will bring substantial change to the area. Ensuring that these opportunities can be captured and supported is seen as critical to improving the area. It is currently felt that the provision of zoned land of most types will not adequately facilitate these opportunities, and that additional zoned land should be made available.

### Changing Demographics

The population characteristics of Sale have undergone significant change in recent years, with the most significant trends being a diversification of household types and an ageing population. These trends are consistent with State and country-wide patterns, and will likely continue into the foreseeable future. The implications of these trends will require the need for more diverse housing types to cater for a variety of needs and lifestyle choices, and the need for physical environments that are more responsive to mobility and servicing needs of an increasingly ageing population. Additionally, appropriate housing choices catering to the whole spectrum of an ageing population, from smaller sized dwellings to high aged care facilities will need to be provided for.

**Creating Liveable and Inclusive Places**

The concept of liveability refers to the ability of a place to meet the local needs of residents in an efficient, safe and pleasant manner. Enhancing liveability is about better matching the needs of the community with the local provision of services and amenities, and connecting them in a convenient way. Ensuring these places cater for all people regardless of their age, gender, culture, or beliefs is an important dimension of liveability, and creating inclusive and well-connected places is fundamental to enhancing liveability.

**Forging Local Identity and Place Marketing**

Building on the qualities of a place that are special and valued by the community is important to creating unique and memorable places that convey a strong sense of character. This is important to fostering local identity and community pride. It also assists in differentiating places from surrounding areas, making them more competitive in place marketing to attract residents, business and visitors.

**Enhancing Health and Wellbeing**

It is evident that the pattern of settlement influences the health and wellbeing of its residents. Health and wellbeing refers not only to the absence of disease or infirmity, but also covers mental health dimensions. Dispersed land use patterns and a dependence on cars contribute to more sedentary lifestyles and result in poor health and wellbeing outcomes. Simultaneously, the characteristics of the built environment also influence the safety and security of an area, both real and perceived, and this can affect health and amenity outcomes. Enhancing health and wellbeing through planning is an important objective for shaping change, as this is fundamentally why we engage in planning in the first place.

### 3.0 KEY ISSUES AND IMPLICATIONS

The following section outlines the key issues that are presently affecting the study area and the potential implications of these issues on the preparation of the structure plan.

#### Neighbourhoods and Homes

The Sale, Wurruk and Longford areas provide different neighbourhoods and lifestyle choices. Sale typically offers neighbourhoods of conventional dwellings, close to a range of amenities. Wurruk is an older, discreet and relatively small neighbourhood comprised of some public housing stock north of the Princes Highway. A new neighbourhood is developing south of Wurruk (south of the Princes Highway) and offers newer housing stock in low-density settings. Longford typically offers a small town-setting along with rural-living opportunities.

The development of new, complete neighbourhoods takes time, and those in remote locations can be socially isolating. Providing support to existing neighbourhoods is the most effective and beneficial way to enhance community and economic benefits, and infill development should be considered as a viable strategy, particularly in creating alternative dwelling types attractive to smaller family sizes.

Between 2004 and 2008, the area has grown at a rate of 98 dwellings per annum. The supply of available low density residential zone (LDRZ) land has been identified as sufficient, but the supply of conventional, residential 1 zone (R1Z) and rural living zone (RLZ) land are felt to be severely constrained. This is especially the case for R1Z land, with only a limited number of subdivisions currently active in the north of Sale. It is felt that the limited number of development fronts has constricted growth and artificially inflated local land prices. As noted in the 2008 Residential Land Supply Review, it is likely that the lack of supply has created latent demand for residential land above and beyond the identified growth rates.

Choices in dwelling types are also limited in the area, with the vast majority of the housing stock comprised of single family dwellings on relatively large blocks of land. Future demographic changes will likely create demands for a variety of dwelling types to cater to a number of emerging demographic segments including an aging population, RAAF base personnel, students and lone-person households.

Potential exists for a 'green suburb' or 'green subdivision' to be pursued in the structure plan area as a model for future development in the region. Sustainability initiatives such as water recycling, stormwater harvesting and solar power could be advanced to promote more sustainable land development outcomes.

#### Implications

The structure plan should seek to provide for residential growth to meet potential demand in a way that will offer choice in a variety of locations and dwelling types. At the same time, it should seek to put into place mechanisms that prevent the future "bottlenecking" of available land supply to improve housing affordability in the area. It should also encourage a range of lot sizes and more medium density housing types such as villas and townhouses, particularly in established locations that cater to changing population characteristics, take advantage of existing infrastructure, and minimise environmental impacts.

Planning for the future is not just about providing for new housing estates, but is more importantly about ensuring that complete, functioning neighbourhoods are developed to meet the needs of local residents. The structure plan can reinforce existing neighbourhoods by promoting intensification around existing facilities and amenities, and ensure that new neighbourhoods are planned with sufficient catchments to allow for the viable development of local services and amenities. This importantly includes establishing land use patterns that minimise environmental impacts, and facilitate the integration of walking, cycling and public transport infrastructure.

#### Shopping and Entertainment

The Sale CBD including York Street offers the majority of opportunities for shopping, entertainment and culture within the local area. Anecdotal evidence has suggested that there are poor perceptions of local retail, and many residents are choosing to shop in neighbouring localities, even if the same goods are available locally. While this can partly be attributed to historical / cultural reasons, it can be assumed that, at least in part, the physical structure and design of the area are contributing factors. Aesthetically, the condition of shopping area streetscapes such as York Street are an issue, and the presence of inappropriately located businesses and surface carparking (particularly in the CBD) make it difficult to achieve a coherent and visually appealing image.



Currently within the CBD, there are a number of large floorspace retail uses. While this can be good to the health and economic viability of the CBD, many are currently used for bulky goods retailing which may be better located outside of the CBD to allow for other, more appropriate large format stores such as discount department stores and food retailers to operate within the CBD.

The 2006 Sale Industrial Land and Retail Assessment report expresses the view that many of the existing bulky goods uses should be relocated to new Business 4 Zone (B4Z), requiring an additional 10ha of B4Z land. The advantages of this are twofold – allowing bulky goods operators to expand to more optimal locations that take better advantage of passing road traffic, and freeing up large sites in the centre for uses that are considered desirable to the functioning of a modern CBD.

Land has recently been rezoned to the B4Z for bulky goods retailing (homemaker centre) on the corner of Cobains Road and the Princes Highway, North Sale to meet some of this demand.

Catholic land holdings south of the Sale CBD may have some potential to be partially redeveloped for commercial purposes. This could provide a prime opportunity for retail expansion in the area. Discussions with the Catholic Diocese have indicated that such a redevelopment might be feasible in the future.

In terms of retail demand, it has been suggested that an additional 3 ha of retail and commercial office land is required to 2023.

### Implications

The structure plan should suggest improvements to the physical conditions of the Sale CBD and York Street that can help to improve perceptions of local shopping and promote increased local retail spending. Further investigation around the issue of finding appropriate large format sites and uses in the CBD should be pursued. The structure plan also needs to consider the provision of future opportunities for commercial expansion to further strengthen the role of the CBD.

### **Employment**

The ability of the area to retain and attract employers is important to ensuring long-term economic growth and security. Key employers such as Defence, health, oil and gas industries and aerospace industries play a pivotal role in the local economy and supporting and growing these sectors is important to the future of the area. Recent developments around the gas and oil industries and the Defence sector may present substantial employment opportunities, and the future growth and development of the area must seek to respond to these needs.

It has been suggested that the demand for office space in the area is relatively low, although there may be opportunities to attract professional offices that are currently tucked away in residential areas or above shops into quality accommodation in the Sale CBD. Employment in the CBD offers unrivalled access to a range of goods, services amenities and has the potential to generate substantial synergies with other CBD uses. There is also an opportunity to promote regional office facilities in the Sale CBD (e.g. for various Government departments) to further strengthen the Sale CBD.

Another important employment consideration is the location and availability of industrial zoned land to cater for new employment opportunities. Currently, industrial land within the study area is fragmented, being located in around five different areas throughout Sale and Wurruk. Of these, only one area to the north east of Sale currently offers saleable, serviced land and none of the locations have sufficient capacity to accommodate large industrial uses. Furthermore, most of the current industrial land is adjacent to, or within close proximity of sensitive uses (mainly residential). Potential for off-site impacts in these areas is an issue.

The Essential Economics 2007 report recommended that further industrial land (in the order of 50ha) outside of these areas will be needed in the future to entice large employers to the area and stimulate jobs creation. There is also potential for an intermodal freight exchange/transport distribution precinct to be established in a location close to road and rail infrastructure. Potential new industrial areas include the expansion of the existing industrial area at Wurruk to the west, land around the West Sale Aerodrome and land to the west of Wurruk, proximate to the prison and future saleyards site.

The Cattleyards in the north-west of Sale are reaching the end of their economic life, and may potentially be relocated outside of the established area, adjacent to the prison. Potential for the redevelopment of this area has been identified which could provide for better usage of this well-located land.

#### Implications

The structure plan must foster local economic growth and jobs creation by supporting key growing and emerging economic sectors. It should also consider opportunities for increasing employment in the study area through opening up additional, appropriately-located industrial land (with minimal interface issues and good access to transport) and the potential establishment of a freight exchange/distribution centre to attract employers to the area. As part of this, ways to facilitate the relocation of industrial activities from sensitive areas in the long-term (as suggested in various background reports) to minimise the potential for off-site impacts and allow these areas to be redeveloped for better purposes should be investigated.

#### **Tourism**

The local area has a number of strong assets that can be used to attract visitors to the area. These include the Port of Sale, Lake Guthridge, the historic swing bridge and other heritage places, the Sale Botanic Gardens and various wetlands and other natural features. At the junction of two major highways and tourists routes, and being less than 2.5 hours drive from Melbourne, the area is ideally located to capitalise on day-trippers and visitors to the Gippsland Lakes. It is also positioned to act as a gateway to nearby coastal areas such as Golden Beach and Paradise Beach.

Despite these strengths, there is room for improving the area to better attract and retain visitors. This is partly attributed to the condition and aesthetics of the physical environment which does not create a strong and memorable impression on visitors. Furthermore, there is little to guide visitors or provide them with cues to local tourist opportunities.

Specifically, the path that most visitors take when passing through the area - the western, northern and southern gateways, along with the York Street corridor - currently presents a negative impression and does little to encourage people to stop, look around, shop and stay. Therefore, the full potential for tourism in the local area, and the economic benefits that go with it, are not being realised.

The Sale CBD provides a major opportunity for tourism development providing not only a strong asset in its own right, but also having the economic advantage of generating wide economic benefits to CBD businesses. Without capturing visitors to the CBD, tourists travelling to relatively remote destinations may not be encouraged to 'stop and spend' in the local area. The area is also unique from the surrounding communities in that it has significant heritage buildings which can be leveraged as a major tourism asset.

#### Implications

Within the broader context of tourism opportunities in the region and its strategic location on a major transport crossroads, it is critical that all efforts are made to convince travellers to stop in the area. The structure plan should investigate ways to create more positive and memorable places that better invite people to look around and support local business.

The structure plan should also help to identify the full suite of available tourism assets and link them with signage and wayfinding strategies that will better guide visitors to local tourism opportunities and to promote other destinations in the region. Suggestions for establishing a convention centre, a high-quality caravan park in close proximity to the water, reinforcing the heritage values of the area, and the development of a tourism precinct that links the Port of Sale with Lake Guthridge, are all concepts that should be refined through the structure planning process.

#### **Natural Environment**

The development of the study area for both urban and rural purposes has severely degraded the local ecology, and only pockets of remnant vegetation remain intact. It is important that future growth responds sensitively to these areas, and ensures that further detrimental impacts are not caused. Areas with particular ecological value, such as the floodplains and associated wetlands and significant stands of Red gums, require protection and further strategies to enhance environmental health are needed.

The natural environment also presents significant risks to development. In particular, wildfire and flooding are particular issues that are anticipated to become more severe and unpredictable in the future due to the impacts of climate change. Current planning controls exist to minimise this risk, particularly relating to the identified floodplains which restrict growth to the west and south of Sale. However, these controls may be inadequate in responding to the impacts of climate change, and further strategies that minimise risk should be considered.

### Implications

The structure plan can be used as an opportunity to ensure that growth and development does not compromise local environmental values and to outline enhancements that can improve the health and functioning of the local ecology. It can also be used to ensure that the performance of development reduces environmental impacts (mitigation) associated with stormwater runoff and habitat loss and destruction, and promotes development patterns that reduce greenhouse gas emissions and reliance on fossil fuels. The structure plan should also consider ways to future-proof our communities (adaptation) and protect them from unforeseen environmental risks such as flooding and wildfire.

### **Agriculture**

Urban growth often takes place on agricultural land at the fringe of established areas. In the past, this has been considered to be a more economical choice than retaining it as productive agricultural land. However, the potential implications of climate change and peak oil have raised new issues regarding the importance and ability of a place to be self sufficient, which importantly includes the ability to feed itself. The Macalister Irrigation District (MID) lies to the north and east of Sale and is an area that contains high-quality agricultural land.

There is substantial pressure for growth to the north of Sale (and encroachment into the MID) given other physical constraints to the west, south and east. Growth in this area will affect the ability of the area to grow food close to its population centres, and the benefits of developing here must be carefully weighed up against the long-term costs of doing so. There is potential for land east of Sale to provide for 'value adding' agricultural pursuits (e.g. vegetable growing and processing) given that this area is constrained for residential purposes due to the proximity of RAAF Base East Sale.

### Implications

The structure plan should investigate implications of growth in the north of Sale. In particular, it should identify the long term benefits / costs of growth in light of the potential impacts of climate change and peak oil. Opportunities for minimising impacts on agricultural or enhancing the productivity of urban areas should also be examined.

### **Education and Schools**

Some of the public schools operating within Sale have been identified as running at or beyond full capacity, and some of the facilities are relatively outdated and are not conducive to modern education practices. The Sale Specialist School is currently sub-optimally operating at two separate locations and addressing this issue has been identified as a high priority. The Wurruk Primary School site has been identified as being physically constrained, and the potential expansion of this school to accommodate future growth in Wurruk needs further consideration.

The Department of Education is considering the option of establishing a new consolidated school precinct in the north of Sale in the long term. It is possible that this will provide for the co-location of the two Specialist School facilities in the short term, and potentially a new secondary and primary school in the long term. The rationale behind the creation of a consolidated school precinct is that it can create better facilities suited to current educational needs, help ease capacity issues elsewhere, and cater for new students in the North Sale area (should residential growth be focused there).

A fundamental principle underlying many Council strategies and planning frameworks is that school children are enabled to safely walk or cycle to school along continuous pathways. Students living within a 5km radius of the nearest school are not currently provided with school buses and can only access passing services if there is seating capacity. The potential establishment of a new consolidated school precinct in north Sale raises a number of issues that challenges this underlying principle. Separated from the surrounding areas by two busy roads (Sale-Maffra Road and the Princes Hwy) and a railway line, safe and easy access to the location by school children will need to be well planned.

The East Gippsland TAFE, operating in the vicinity of the West Sale Aerodrome, provides important higher education opportunities in the area. The TAFE is expected to deliver Ballarat University courses which will improve the quality of higher education offerings. This is seen as an important step to delivering a full range of educational opportunities and retaining younger people in the area.

This area is isolated from areas of settlement and is difficult to get to. Plans to relocate the campus to the existing netball courts at the Port of Sale are progressing. The relocation of the East Gippsland TAFE represents an important step in improving its appeal and attractiveness to potential future students both within and outside of the local area.

### **Implications**

The structure plan must acknowledge the educational requirements of any proposed growth and consider this in the planning of new areas. The structure plan must also consider the implications of a new, consolidated school precinct and ensure that it can be well integrated into the surrounding areas in a way that promotes safe movement - particularly through non-motorised trips to encourage more environmentally friendly and healthy travel behaviour. It must also consider the future use of redundant educational facilities, and facilitate their redevelopment or reuse for appropriate uses. The structure plan should also be used to support the relocation of the East Gippsland TAFE by improving the physical environment around it and creating special places that will help attract students to the area.

### **Civic Uses**

There are numerous community uses in and around the Sale CBD that are insufficient in meeting the current and future needs of the community. For example, the art gallery is considered to be too small and is housed in an unsatisfactory facility, and the public library which is now shared with a local school, is physically constrained and not ideally located. These facilities will eventually require relocation to more appropriate locations.

The emergency service providers in Sale (police, ambulance and CFA) have expressed interest in co-locating their facilities into a consolidated precinct. Initial discussions regarding potential sites have identified land on the east side of York Street as the most appropriate area for the precinct, but the timing and details of this are uncertain at this time. Should this move take place, the existing emergency services assets could potentially provide opportunities for redevelopment.

There is also potential for the Sale railway station to be improved and for surplus land to be redeveloped for mixed use activities. Better integrating the railway station with the Sale CBD should also be considered in the structure plan.

### **Implications**

The structure plan should identify opportunities for civic uses including the identification of locations appropriate for existing and potential future cultural facilities. With regards to the existing medical precinct, the structure plan should identify ways to strengthen the role of this precinct and explore complementary and supporting uses that can contribute to its overall attractiveness and functioning. It should also investigate the location and potential implications of a consolidated emergency services precinct and suggest recommendations for the potential use of disused emergency services assets.

### **Health Services**

The current medical precinct comprised of the hospital and aged care units in the south east of Sale is expected in the longer term, to expand into the adjacent football oval which is intended to relocate to the Gippsland Regional Sporting Complex (GRSC) on Cobains Road. It is uncertain as to when this expansion will occur and how much of this area will be required for the expansion and there may be scope in this area to accommodate additional development, potentially for medical-related uses such as medical clinics. The surrounding residential areas may also have potential for accommodating associated medical uses, and opportunities for strengthening the focus of this precinct should be identified and further explored.

### Implications

The details around the expansion of the hospital into the adjacent football oval are undefined, and this project will be likely a medium or long term prospect. The structure plan should identify whether other complementary uses should be considered as part of the expansion, to maximise synergies and better meet community health needs, particularly in response to the needs of an aging population. Further efforts to strengthen the functioning of the hospital precinct including the surrounding residential areas should be investigated as part of the structure planning process.

### **Open Space and Recreation**

The GRSC, when complete, will provide a valuable asset to the local community. Links to the GRSC, particularly ones that support pedestrian and cycling movements need to be improved. These will need to be enhanced if the facility is to be adequately integrated into surrounding areas and encourage healthy and active behaviour.

The presence of significant waterways and their associated riparian corridors provide opportunities for recreation including watersports such as canoeing and kayaking. The Ramsar listed wetlands between Sale and Longford are a unique and valuable local asset, and ways to build on this in a way that minimises environmental intrusion should be investigated to enhance access to nature.

### Implications

The structure plan should consider ways to encourage healthy and active living through the ample provision of high quality open spaces and recreation opportunities. This includes improvements to existing parks and recreation facilities and the establishment of new ones. The creation of a more comprehensive network of open spaces will facilitate active movement and encourage their use. In developing new recreation opportunities, supporting infrastructure such as toilets, seating, water in shelter, and their upfront and ongoing costs should also be considered.

In new growth areas, the amount of open space provision currently required in new subdivisions should be examined to ensure that it is sufficient in meeting the future needs of new residents.

### **Pedestrians and Cyclists**

Supporting pedestrian and cycling movement is important to reducing carbon emissions, reducing dependency on fossil fuels for transport and encouraging physical activity. In light of the key drivers of change identified in Chapter 2.0, this issue is more important than ever.

Pedestrian and cyclist movement within the Sale CBD is generally satisfactory, although additional improvements are desirable and upgrades have been proposed (refer to Sale CBD Parking and Traffic Management study). The CBD is generally well serviced with existing or proposed on-road cycle paths and the continuation of the existing shared path on the west side of Guthridge Parade should be investigated to facilitate access to the future GRSC. It has been noted that there is a general lack of bicycle parking within the CBD, and various studies have recommended key locations for improvement.

The Railway station is remote and relatively isolated from the CBD and further pedestrian and cyclist integration could benefit both transport services and the functioning of the CBD.

In North Sale, the Princes Highway forms a barrier to pedestrian movements between the potential east and west growth areas. Connectivity across the Princes Highway is expected to become predominant with the future development of the GRSC and a possible education precinct. The Gippsland railway line is also a barrier to east-west pedestrian movement.

Wurruk has significant pedestrian / cycle issues in terms of its connection with Sale. The northern section is connected by a combination of shared paths, trafficked roadways, and redundant roadways. A number of improvements to this route have been identified in the Wurruk-Sale Pathway Feasibility study and the pedestrian bridge crossing of the Thomson River is proposed to be upgraded by VicRoads. In Wurruk South (south of the Princes Highway) there is currently no existing pathway along the south side of the Princes Highway and no existing pedestrian provisions to enable access across the highway to connect to the shared path which runs



along its north side. There may be opportunity to improve pedestrian / cycle access as part of the Princes Highway duplication.

Pedestrian / cycle connectivity to Sale from Longford is facilitated by an existing gravel path (in conjunction with boardwalk treatments). However, the southern section of the route (east of the South Gippsland Highway) is indirect and meanders through the Wetlands, with the northern section (west side of the South Gippsland Highway) generally following the alignment of the Thomson River. A new pedestrian/ cycle shared path is proposed to be provided as part of the South Gippsland Highway Upgrade works and will provide a more direct connection between South Sale into the vicinity of Swing Bridge Drive / South Gippsland Highway intersection. Opportunities to modify this alignment and extend the path further south to connect with the existing trail running adjacent to Swing Bridge Drive (south of the Highway overpass structure) may be available.

Within Longford, there are generally no specific pedestrian paths provided and opportunities to improve connectivity to Sale should be pursued. The Long Water Hole in particular forms a barrier to pedestrian and cycle movement in Longford and opportunities for its crossing should be investigated.

Council has highlighted that regional school bus services do not generally service students living within a 4.8km radius of schools unless there is spare seating capacity and suitable stops available from a major roadway along designated routes. The potential to improve existing networks and provide new pedestrian and cycle links is integral to ensuring that continuous paths are available to provide accessibility for students within less than 5km of schools. This general principle is also integral to ensuring major activity generators are highly accessible and is in-line with Council's Strategies and Frameworks including the Municipal Health Plan, Physical Activity Strategy and Walking School Bus Program.

### Implications

The structure plan should investigate opportunities to improve pedestrian and cycling movement. Upgrades to infrastructure, improved design treatments, and the creation of a more comprehensive pedestrian and cycling network should all be encouraged to encourage non-motorised transport that is more environmentally friendly and encourages healthy and active behaviour. Connectivity to schools and key activity generators is integral to appropriate future planning.

### **Traffic and Parking**

Traffic within the Sale CBD is generally managed satisfactorily and potential intersection upgrades have been recommended by previous strategic work. In north Sale, opportunities to treat existing and future X-intersection and T-intersections should be considered that have regard for pedestrian and cyclist movements (particularly along busy roads). An additional north-south link may be needed in the western section of north Sale to improve access to the town centre for any potential future residents in north Sale. Further, road network and pedestrian/cycle improvements along Guthridge Parade north towards the Gippsland Regional Sports Complex need to be further investigated.

The road network of Sale may require a number of upgrades to ensure it is safe, efficient and meets the needs of the communities. A number of existing roads may have inadequate capacity to accommodate future traffic volumes as a result of growth in the region. In particular, Council has identified Cobains Road in North Sale as potentially requiring upgrading, as well as the intersection Foster Street / Guthridge Parade. A significant number of roads in Wurruk and Longford are currently unsealed roads, and may require formal sealing to accommodate increased traffic volumes. Speed limits on the existing network in areas of growth may need to be reviewed in light of future conditions.

The study area currently contains a number of designated truck routes, many of which run through the centre of Sale. The truck route along the Maffra-Sale Road may become inappropriate in the long term if the proposed education precinct comes to fruition and the area is designated for residential purposes. There is a particular issue with large vehicles travelling through the middle of town (York Street and Foster Street) and an informal bypass route comprising Sale-Heyfield Road, Myrtlebank-Fulham Road and Myrtlebank Road is being used by heavy vehicles. Investigation of this route by GHD in 2007 identified that the route's existing conditions do not meet the minimum design requirements for a route suitable for 26m B-double and 25m semi-trailer vehicles. The implications of upgrading this route have yet to be determined. However, the future planning of this area should not preclude the upgrade from happening.

The current arterial road network has a finite capacity (even when having regard for the proposed duplication works of Princes Highway between Fulham and Sale which is planned to occur in the near future) and when this is exceeded as a result of significant growth in the area the network will become congested, particularly in the Sale town centre. A potential Sale bypass will assist in managing traffic movements within and around the town centre of Sale, and improve conditions for pedestrian and cycle access in the town centre.

The planned upgrade of the South Gippsland Highway between Sale and Longford, will make Sale more accessible and help to flood proof this area, which is currently cut-off during flooding events. The planned duplication of the Princes Highway between Sale and Traralgon will also result in significant regional benefits.

A recent review of carparking within the Sale CBD indicates that there is adequate parking available for use by the public for current uses. It is noted that perception and behaviours which seek 'front door' parking is not sustainable in an activity centre and existing, more remote resources are seen to play a significant role in the operation of the Sale CBD. Management of parking is critical to ensure competing customer and staff demands are catered for and recent studies outline various recommendations for achieving this.

New development in the CBD will need to provide parking or alternatively, cash-in-lieu to assist with communal parking facilities. It is apparent from observation of parking demands in the vicinity of the Sale netball courts that parking issues will be evident if sporting facilities are not provided with suitable on-site parking. Within the growth areas, there are opportunities to provide parking on roadways or service roads nearby to large trip generators to accommodate future parking demand.

Increased train services will likely increase the demand for carparking around the train station, particularly if new development is accommodated and a bus transport interchange is provided at this location.

### Implications

The structure plan must consider the implications of future development on the road network and investigate ways to appropriately and safely manage traffic and provide for sufficient carparking. It should also address the issue of heavy vehicle movements and investigate ways to reduce or minimise the implications of these on surrounding areas. The potential to provide a bypass of the Sale town centre needs to be considered as part of the future planning framework.

### **Public Transport**

A 2007 review of existing public transport identified a number of issues that are still relevant, including:

- All primary schools should be included in School Town Services;
- All Sale Town bus services should connect to V-line train services;
- Sale Town service is required for Longford as there are no transport services to the main residential areas.

Since the review, trial bus services have been introduced for Wurruk North and the opportunity to maintain this service and extend it to include Wurruk South should be investigated.

The review identifies a lack of service between Sale and Traralgon and proposes changes to the timetable to provide for transport requirements. Options should be investigated to increase the supply of parking at Sale Railway Station to cater for any future increases in patronage. This parking should be provided with active edges to increase safety and security. The possibility of redeveloping some VicTrack land adjacent to the station may provide this opportunity.

The provision of public transport services in existing and future areas within the study area is integral to ensuring sustainable and accessible transport options are available. Appropriate planning including infrastructure provisions needs to be in place to allow future developments to access and contribute to a transport network that allows people to access essential services without the use of a car.

Currently only one taxi rank is provided in Sale, adjacent to the Bendigo Bank site. Taxis are a viable form of public transport, particularly in small communities, and provide a cost effective alternative to car ownership. There is need for additional, well located taxi rinks to better meet the needs of the community.

### Implications

The structure plan should investigate opportunities for improving public transport services to increase accessibility to all people and to reduce the number of non-motorised trips being made in the area. Development of future growth areas identified in the study area must ensure that potential future public transport services are catered for. Further provision of taxi ranks in well located areas may enhance access by people without cars, and encouraged more environmentally friendly forms of transport.

### **RAAF Base**

The RAAF base to the east of Sale has an undeniable presence in the local community and serves as a major employer (third largest) in the area. It brings with it a significant resident population that utilises local schools, shop and other facilities and services. There is currently a decision pending regarding the potential for expansion of the Department of Defence operations in Sale. If it is made, a significant number of jobs and residents could be added to the local area in a relatively short time. To meet future housing needs for Defence personnel and Defence contractors, consultation with the RAAF Base East Sale will need to be carried out to ensure that the area supports their unique needs.

The RAAF base itself has historically shaped the physical growth of Sale and will continue to do so in the future. The Department of Defence seeks to maintain an adequate buffer between Sale and the RAAF base to mitigate aircraft noise and ensure safety. The need for a clearly defined boundary for the eastward growth of Sale has been raised by the Department of Defence.

### Implications

The structure plan should support the future growth of RAAF Base operations by enhancing the communities in which the Department of Defence personnel live, work and play to better contribute to their health and happiness and create more inclusive communities that they feel they have a stake in. This can be achieved by ensuring that future RAAF personnel can be adequately housed and by making improvements to the overall appearance, functionality and relevance of the area. The structure plan can also protect the functioning of the RAAF base from inappropriate development by implementing a settlement boundary that clearly defines the limitations to growth around it.

### **Sale CBD**

The Sale CBD is the traditional focus for retail, commerce, entertainment, social, cultural, recreation and community activities. It contains a significant number of businesses and provides substantial local employment opportunities. The Sale CBD, in common with all other traditional town and city centres across Australia encounters continual problems as it evolves and redevelops in response to changing business trends, customer desires, lifestyles, transport and demographics. A vibrant, economically viable, safe, accessible and attractive Sale CBD is considered vital to the ongoing livability of the Sale, Wurruk and Longford community. Whilst not all historic or existing CBD activities may be appropriate in the long term, due to floorspace limitations, built form configuration or proximity to markets, it is essential that every opportunity be made to maintain appropriate activities, services and facilities in, or adjacent to, the CBD.

There is also potential to strengthen the role and density of residential areas surrounding local level neighbourhood centres / shops (e.g. the shops on the corner of Dawson Street and Guthridge Parade) to take better advantage of these assets.

### Implications

The structure plan should identify a strong, diverse and sustainable future for the CBD as the primary location for higher order community, social, retail, commercial and entertainment activities. Access and connectivity to the CBD should be important criteria for the determination of future residential development areas.

### **Utilities Infrastructure**

New development requires utilities including water, sewerage, drainage, etc. Some uses, such as rural living land may be able to provide its own water and treat its own waste, but more intensive uses will require connections to local utilities. In areas where there is extra capacity on service infrastructure networks, this can be tapped into,

but where there is limited or no capacity, new infrastructure or upgrades to existing assets are required. Providing these services comes at a cost, some of which will need to be paid for by developers in certain circumstances.

The land to the north of Sale requires new water and sewerage infrastructure to be provided. However, the relatively flat topography of the land raises drainage issues and Council is currently investigating the feasibility of providing drainage in this area.

Discussions with utility providers have indicated that water and sewerage assets extending to Wurruk may have excess capacity to accommodate further industrial growth, particularly in the area of the West Sale Aerodrome. There is also potential for limited residential growth at conventional densities in the Wurruk area.

Future development in Longford is currently highly constrained as there is no reticulated sewerage or water in the area. Existing residential properties in the rural living zone and township zone are required to provide water and waste treatment on site. Any residential growth at conventional densities in this area would require substantial infrastructure investment to connect with existing assets.

This would come at a substantial cost, and could likely only be considered as a long-term option to allow for budgeting, planning and construction considerations. The servicing (including the potential provision of natural gas) of the area could be facilitated, in part, through the potential Longford Golf Club re-development, which has recently been rezoned to the Comprehensive Development Zone.

An open-drain runs through the Longford area, and presents potential health risks and significant amenity impacts. This drain is viewed by locals as an 'eyesore' and is causing a degree of concern within the community.

#### **Implications**

Providing new development with utilities, while possible in most cases, comes at a cost. In locations where there is extra capacity on service networks, this cost is substantially lower than where new assets or upgrades are required. The structure plan must weigh the potential costs of different growth options against the potential benefits to ensure the cost-effective servicing of development. It may also outline areas where it is appropriate to levy developer contributions to help pay for the cost of providing utilities to new areas.

## 4.0 KEY OPPORTUNITIES AND CONSTRAINTS

### Constraints

The key constraints to growth and development in the study area are shown in Map 2 and Map 3 and can be broadly summarised as follows:

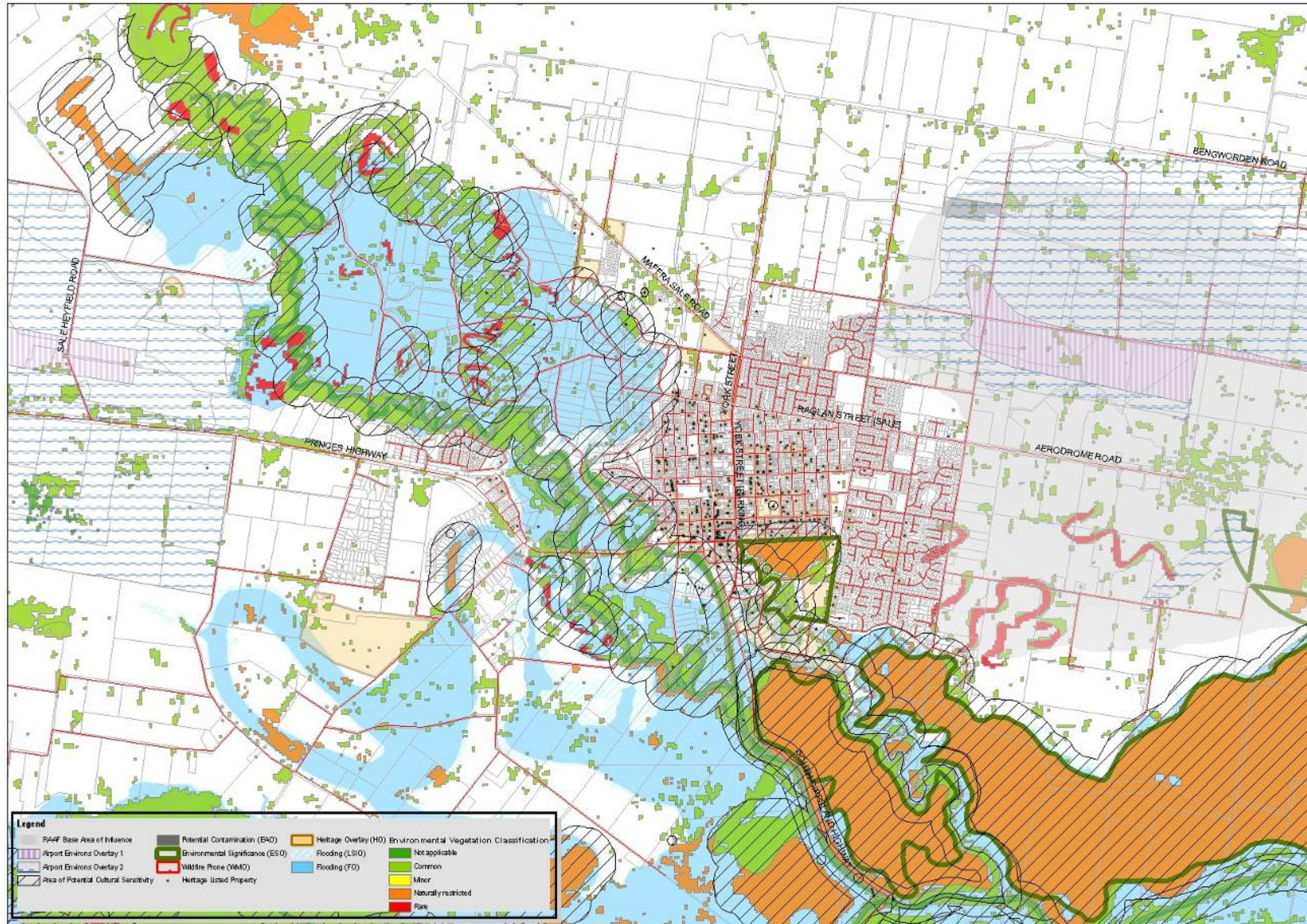
- environmental risk, particularly flood constraints to the west and south of Sale;
- the RAAF base and associated buffer requirements to the east of Sale;
- irrigation channels to the north and east of Sale;
- the presence of high-quality agricultural land to the north and east of Sale;
- capacity issues associated with providing cost-effective service infrastructure (e.g. piped water and sewerage), particularly to Longford;
- the lack of large retail floorspace sites in the CBD;
- the impact of a large bulky goods development to the North of Sale on the CBD;
- poor connections between the Sale, Wurruk and Longford communities;
- the presence of the State Resource Overlay (brown coal) in Longford;
- some sites are contaminated and require extensive remediation;
- market resistance to developing at higher densities within established areas; and
- capacity of the arterial road network and ability to accommodate future traffic movements (alternatively necessitating infrastructure improvements).

### Opportunities

- creation of a tourist precinct between the Port of Sale and Lake Guthridge;
- a new school precinct in an appropriately located area;
- redevelopment of catholic land holdings;
- redevelopment of emergency services assets (pending their relocation);
- redevelopment of the 'Dyer's' industrial estate in south Sale;
- redevelopment of the existing Sale Specialist school facilities when these facilities are relocated;
- the consolidation and revitalisation of the CBD;
- building on the relatively intact heritage assets and tourism opportunities of the area;
- redevelopment of the Cattleyards / Nylex site;
- redevelopment of the Railway station and surrounds;
- the potential redevelopment of the well located and underutilised Sale Agricultural Showgrounds;
- establishment of a new homemaker centre comprised of bulky goods retailers;
- development of new, high quality caravan park near water;
- recreation / tourism potential in wetlands;
- hospital expansion;
- planned works to the arterial road network including South Gippsland Highway and Cox's Bridge upgrade and the duplication of the Princes Highway between Traralgon and Sale; and

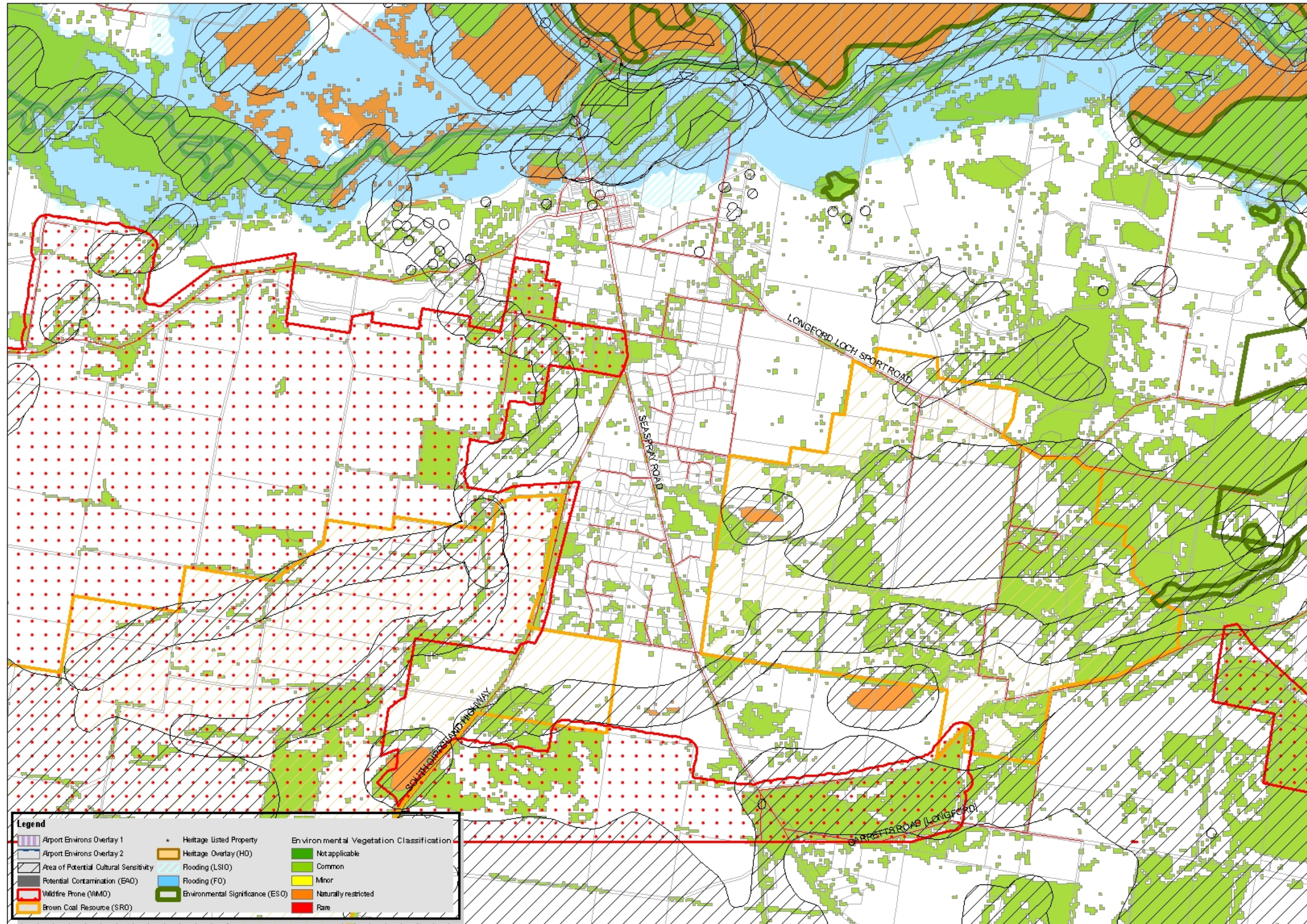


MAP 2: SALE AND WURRUK CONSTRAINTS





MAP 3: LONGFORD CONSTRAINTS





## 5.0 GUIDING PRINCIPLES

In responding to the drivers for change, the key issues facing the area and their potential implications, a number of guiding principles have been identified. These principles will guide the development of the structure plan and ensure that Sale, Wurruk and Longford can meet the emerging challenges of the future.

The structure plan should seek to achieve the following principles:

### *Neighbourhood Creation*

- organise residential growth areas to form complete neighbourhoods, rather than simply housing estates, able to support a full range of local services and facilities;
- provide a diversity of housing choice in terms of location, size and type;
- focus more intensive housing development around convenience retail hubs;
- clearly define the eastward limits to preserve expansion options for the RAAF base.

### *Healthy and Sustainable Futures*

- organise neighbourhoods around walkable catchments;
- ensure new growth can be efficiently serviced by public transport;
- retain areas of significant vegetation and design settlement around them;
- employ both adaptation and mitigation strategies to address climate change;
- reduce dependence on fossil fuels;
- promote healthy and active lifestyles;
- protect economic and employment opportunities and support future investment and growth;
- protect valuable agricultural land and enhance the food growing capacity of established areas;
- provide adequate recreation opportunities that capitalise on available assets.

### *Community Development*

- develop a strong sense of local identity and community pride;
- facilitate the development of appropriate civic uses such as a consolidated emergency services precinct;
- ensure the efficient use of existing infrastructure and plan for the cost-effective delivery of future infrastructure needs;
- focus growth near to higher order civic and retail facilities;
- plan for new facilities such as schools close to where people live;
- support the development of a civic / tourist precinct between the Port of Sale and Lake Guthridge.

### *Employment and Prosperity*

- ensure employment areas and retail and community services are close and accessible to residential areas
- acknowledge and strengthen the roles and functions of the Sale CBD as the primary location for retail, business, community and civic activity;
- provide room for growth to all for future economic opportunities;
- facilitate access to local tourism opportunities;
- improve the physical condition of key gateways and visitor routes.

### *Access and Linkages*

- ensure school children are provided with safe, convenient and active linkages between home and school;
- protect potential future transport corridors;
- enhance local open space networks to enhance amenity and encourage physical activity;
- encourage pedestrian and cycling movements and facilitate their integration with key destinations such as schools, shops and community activities and facilities;
- accommodate traffic and parking need in a safe and efficient manner;
- encourage the development of an accessible public transport network, including train, bus and taxi services;
- provide for 'heavy vehicles' movements in appropriate locations.

## 6.0 OPTIONS FOR GROWING SALE, WURRUK AND LONGFORD

The Sale, Wurruk and Longford area will need to grow to respond to existing and future demand and to capture economic and employment opportunities. Determining how this growth should occur is a critical step in the structure planning process. There are numerous options for growth, each having certain advantages and disadvantages in responding to the drivers for change and key issues in the area.

This section discusses the potential options for growing the area and proposes ways to measure each option against the guiding principles discussed in Chapter 5.0.

### Potential for Growth

In general terms, there are four types of growth and development that will become evident in the future. These are explained below.

**New growth areas** are locations outside of the existing boundaries of settlement that allow space for future growth and development to occur. They represent physical extensions to the existing communities and require new infrastructure to allow development to proceed. Housing in these areas might occur at a range of densities and provide for a range of housing types.

**Infill Redevelopment** occurs on sites within the existing area of settlement that have a particular possibility of becoming available for use for another purpose in the future. Background research and discussions with key stakeholders have identified a number of sites (mostly within Sale) as having potential for future redevelopment. Infill sites may be redeveloped for public or institutional uses, or might be redeveloped for housing or employment.



*New neighbourhoods can provide a variety of housing types and new locations to an area.*



*Infill development can enhance the urban fabric and make better use of existing areas*

**Consolidation of Existing Lower Density Residential Development** refers to areas that have potential to yield additional dwellings because their current densities are relatively low. For example, a property within the Rural Living Zone may contain only one dwelling, but has sufficient space to accommodate additional dwellings through further subdivision of the land. This type of consolidation usually requires changes to planning regulations such as the up-zoning of the land to a more intense residential zone.

**Urban Intensification** refers to conventional residential areas where higher densities may be appropriate due to their proximity to a wide range of goods, services and amenities. In these areas, more intense development can be expected, in order to take advantage of the benefits of the location. This process is usually market-driven and results in an increase in commercial and / or residential densities.



*Intensification in appropriate locations can lead to more medium density housing choices in the area.*

In the Sale, Wurruk and Longford area, a special area has been designated where urban intensification is likely to occur. This area is located around the Sale CBD and the residential areas south of the rail station, and represents an approximate five minute walk (400m) around the centre. Urban intensification may also be appropriate around local centres outside of the Sale CBD.

An analysis of properties within the designated Urban Intensification Area (refer to Appendix I) indicates that there are approximately 600 residential parcels (totalling 54ha within the R1Z) that have potential for future residential intensification. Assuming that around 20% of these parcels will yield at least one additional dwelling, it could be expected that an additional 120 dwellings might be accommodated in the future.

### Weighing the Options

Deciding on the best way of accommodating growth presented requires careful consideration and will depend on how well different options respond to existing and emerging issues and challenges in the area. Community values, needs and preferences, the likely long-term costs and benefits, and the likelihood of them actually happening are all factors that must be considered. The opportunities and constraints of the built and natural environments, and their potential to accommodate future growth, must also be considered in making this decision.

To help gauge the advantages and disadvantages of each option, a number of assessment criteria (described below) have been used. Their application assists in making an informed decision on the likely future costs and benefits of each option.

- *Impact on natural habitat areas* – avoidance of Environmental Vegetation Classes, Environmental Significance Overlays, riparian corridors;
- *Impact on productive agricultural land* – avoidance of high quality, viable agricultural land (e.g. Macalister Irrigation District);
- *Environmental risk to residential development* – avoidance of floodplain and wildfire prone areas as measured by Floodway Overlays, Land Subject to Inundation Overlays and Wildfire Management Overlays;
- *Proximity to higher order facilities and amenities* – distance to district and regional parks, schools, recreation and leisure facilities, health and social services, employment and significant shopping and entertainment uses;
- *Ease of Bus Servicing* – ability to be efficiently serviced by accessible bus services;
- *Ability to be Integrated with surrounding areas* – potential for new development to be connected to existing areas based on frequency, quality and directness of movement connections;
- *Feasibility of Servicing* – the potential of providing reticulated water, sewer and drainage services in a cost-effective and timely fashion;
- *Ability to support enhanced local services* – the potential of new areas to achieve a catchment threshold that supports local services such as schools, shops, parks, etc. based on expected local population growth;
- *Ability to meet market demand for housing* – how well residential demand will be met in terms of number of dwellings, dwelling type and dwelling location.
- *Ability to create competition to enhance housing affordability* – how much competition will be encouraged between multiple development fronts to keep house prices low.



## Preferred Areas for Growth

Preferred areas to accommodate future residential growth in Sale, Wurruk and Longford are shown in Map 4. These areas include (1) Northern Growth Area – land to the north and south of the main Sale irrigation channel; (2) Western Growth Area – land to the south of the Princes Highway surrounding existing low density residential land/development; and (3) Longford Growth Area - land surrounding existing rural living land/development and the golf course.

There is also opportunity for infill development (e.g. in areas surrounding the Sale CBD) to take better advantage of existing social and physical infrastructure. Appendix I shows potential candidate areas for urban intensification, within easy walking distance of the Sale CBD.

In developing options for residential growth in the Northern Growth Area, Western Growth Area and/or the Longford Growth Area, the Structure Plan should endeavour to:

Northern Growth Area	<ul style="list-style-type: none"> <li>Capitalise on development opportunities arising from: <ul style="list-style-type: none"> <li>the limited extent of significant natural habitats;</li> <li>low risk of fire and flooding;</li> <li>proximity to higher order amenities in the Sale CBD;</li> <li>the ability to integrate growth with the existing urban area of Sale;</li> <li>the ability to cater for significant growth in a large greenfield area;</li> <li>the potential for a mix of residential densities and the provision of a diversity of housing choices;</li> <li>the ability to provide future bus services etc</li> </ul> </li> <li>Ensure efficient land use patterns and densities to: <ul style="list-style-type: none"> <li>mitigate growth impacts on the MID;</li> <li>minimise future urban sprawl;</li> <li>promote sustainability and minimise vehicular dependency; and</li> <li>make maximum use of future infrastructure.</li> </ul> </li> </ul>
Western Growth Area	<ul style="list-style-type: none"> <li>Capitalise on development opportunities arising from: <ul style="list-style-type: none"> <li>the limited extent of significant natural habitats;</li> <li>proximity to higher order amenities in the Sale CBD;</li> <li>the ability to cater for significant growth in a large greenfield areas;</li> <li>the availability of water and sewerage infrastructure to accommodate (a level of) residential growth; and</li> <li>the minimal impact on valuable agricultural land.</li> </ul> </li> <li>Ensure efficient land use patterns and densities to: <ul style="list-style-type: none"> <li>take advantage of existing sewer and water infrastructure;</li> <li>minimise future urban sprawl;</li> <li>promote sustainability and minimise vehicular dependency.</li> </ul> </li> </ul>

Longford Growth Area	<ul style="list-style-type: none"><li>• Capitalise on development opportunities arising from:<ul style="list-style-type: none"><li>○ Possible synergies with the future redevelopment of the Longford Golf Course;</li><li>○ Existing community infrastructure (e.g. Longford Primary School and recreation reserve);</li><li>○ The potential for the future development of centrally located and previously fragmented Farming Zone land; and</li><li>○ The potential to develop a community/commercial focal point in close proximity to the town centre in the longer term (subject to servicing).</li></ul></li><li>• Take into consideration:<ul style="list-style-type: none"><li>○ potential flooding and fire hazards;</li><li>○ distance from services in Sale;</li><li>○ distance from major employment nodes;</li><li>○ dependency on single road access; and</li><li>○ the need for significant extension of sewer and water infrastructure to accommodate (a level of) conventional residential densities.</li></ul></li></ul>
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## Possible Growth Scenarios

Within the preferred Northern, Western and Longford Growth Areas as shown in Map 4, there are numerous growth options to consider prior to preparing a draft structure plan. However, different growth options have various benefits and costs.

Possible growth scenario	Example of benefits and costs
<i>Support the expansion of existing development patterns</i> (i.e. expansion of conventional residential densities in North Sale, future low density residential/'acre lot' expansion in Wurruk and further rural living/lifestyle expansion in Longford).	An advantage of this option is that it provides for a range of future housing opportunities in different areas.  However, this option does not take advantage of existing water and sewerage infrastructure in Wurruk and provides less opportunity for local services and facilities (e.g. local shops) to be established in each growth area because there is less 'critical mass'. Continued low density residential development also occupies a large amount of scarce land and can be socially isolating.
<i>Promote conventional residential densities in Sale, Wurruk and Longford</i> (subject to service availability).	An advantage of this option is that it would provide multiple development 'fronts', which over time could provide opportunities for local level services and facilities to be established.  However, disadvantages include the cost and extended timeframe for providing required infrastructure (particularly for water and sewerage provision in Longford) and the challenge of integrating residential densities with existing low density development patterns.
<i>Concentrate growth only in certain locations</i> (e.g. focus growth in north Sale for a range of residential densities and provide more limited expansion opportunities in Wurruk and Longford)	An advantage of this option is that infrastructure investment can be better focussed and sequential development can be more easily planned for.  However, limiting conventional residential densities to selected locations reduces housing choice and is unlikely to support housing affordability objectives.
<i>Provide for a range of other growth options not specified above</i> (e.g. promote infill development only in existing urban areas, facilitate growth in different locations to that shown in Map 4 or provide for other combinations of growth in Sale, Wurruk and/or Longford to those specified above)	To be determined

The Structure Plan is likely to outline a preferred combination of growth options/strategies for each of the three areas in order to promote a high degree of housing choice (in terms of location, as well as dwelling types), increased market competition and improved housing affordability. It will also recommend a preferred sequence of development in order to address the long timeframes associated with the delivery of services and amenities in multiple development fronts.

### Civic / Commercial

There are numerous opportunities for commercial growth within the structure plan area. This includes both infill development in existing areas and new development outside of these areas. Options for civic / commercial growth can be classified into four broad types: (1) within the centre of Sale CBD; (2) at the edge of the centre of Sale CBD; (3) at neighbourhood retail hubs; and (4) distant from the Sale CBD and neighbourhood hubs.

There is a clear preference when considering these options along with the guiding principles outlined in Chapter 5.0. Commercial growth within the centre of Sale CBD is considered preferable to growth at the edge of the centre of Sale CBD, which is in turn preferable to growth outside of the Sale CBD (not including growth at neighbourhood retail hubs). This is often referred to as the sequential test, the underlying principle being that in the first instance, commercial growth should be focused into commercial centres. If this is not achievable, growth should be focused to edge-of-centre locations, and if this is not achievable, only then should growth be allowed 'out-of-centre'.

The fourth classification (commercial growth at neighbourhood retail hubs) is encouraged to enhance lower order, convenience type growth within residential areas. This has is seen to encourage the development of complete neighbourhoods, and facilitate walking and cycling trips.

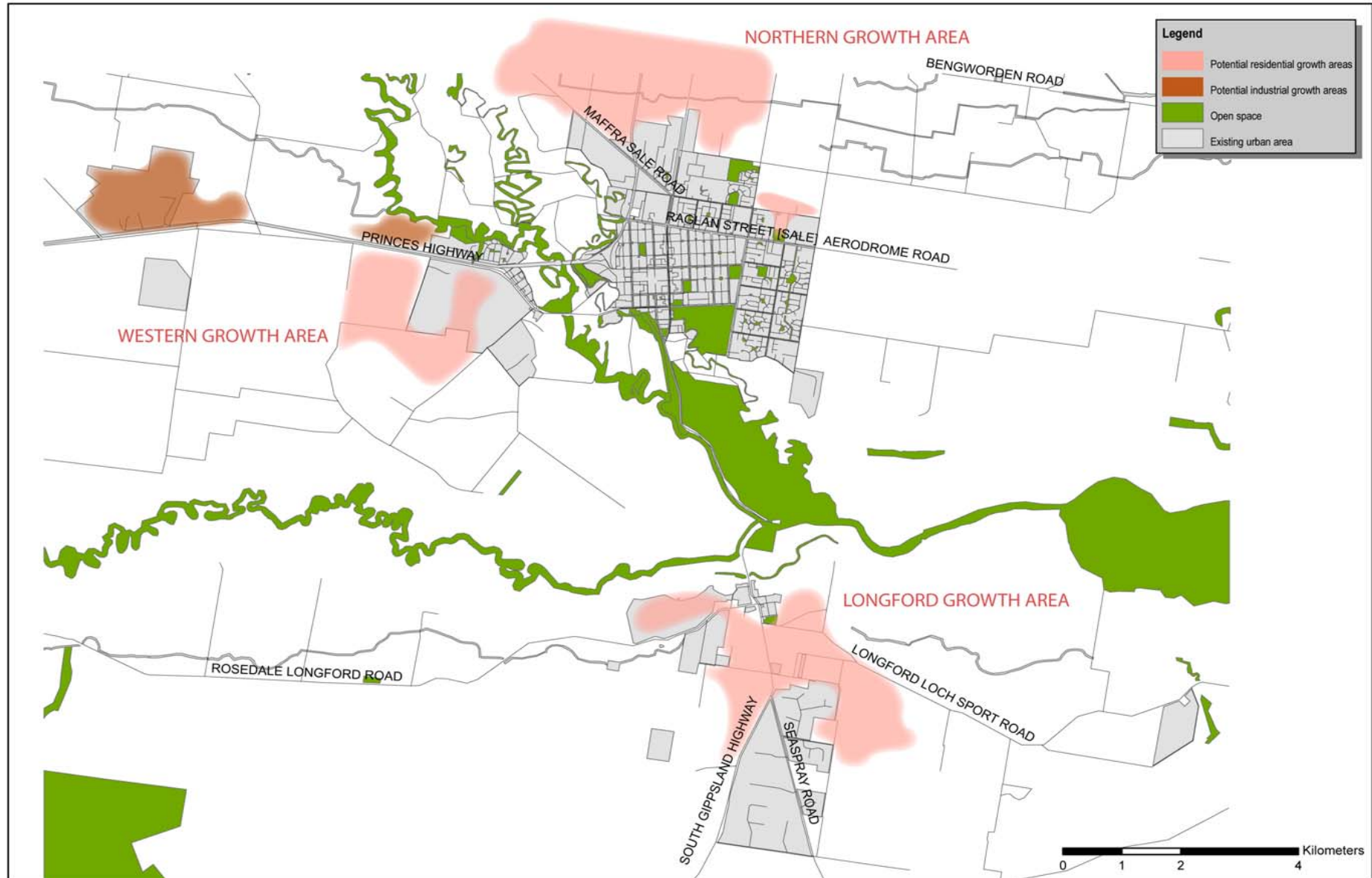


*Focusing new housing development around neighbourhood retail will allow more people to live close to facilities and encourage walking and cycling.*

### Industrial

Viable options for industrial growth are generally limited to the area just west of the industrial park at Wurruk, and within and around the West Sale Aerodrome, identified in Map 4. These areas provide good highway access and will be far enough away to from residential areas to limit any unreasonable off-site impacts. Furthermore, there is greater potential to service these areas with water and sewer, and existing infrastructure capacities can be taken advantage of. Areas east of Somerton Park Road (near the RAAF base) have been considered but have not been included to better protect the future expansion potential of Defence in this area.

MAP 4: SALE, WURRUK AND LONGFORD GROWTH OPTIONS





Appendix I: Urban Intensification Analysis



*Map showing urban intensification areas and parcels identified as having potential for future intensification.*