

# Sale CBD Precinct Plan

13 September 2010  
Wellington Shire Council





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## 1.0 Introduction

### What is the CBD Precinct Plan?

The Sale CBD Precinct Plan is a planning tool that works in tandem with the Sale, Wurruk and Longford Structure Plan to articulate the vision and guide the long term growth and development of the CBD.

The structure planning process has defined the following vision for the Sale CBD:

*The Sale CBD will be strengthened as the regional focal point for shopping, entertainment, civic and commercial activity. This will be complemented by the development of a major tourism hub at the Port of Sale, the western gateway to the Gippsland Lakes region.*



Sale Town Entry - Intersection of Raymond Street and Foster Street prior to the demolition of the Post Office in 1963

### What does the Plan do?

The Precinct Plan provides a guide to the development of the CBD from the perspective of both public and private sector investors.

It provides clear direction to Council, the Community, Stakeholders and Developers in terms of:

- where to allow for retail and commercial expansion;
- how to improve access to and parking within the CBD;
- how to improve the appearance of the CBD;
- how to better use existing land and resources;
- how to better capture passing trade and tourism dollars;
- how to encourage people to walk and cycle to and within the centre; and above all
- how to make the Sale CBD a vibrant and bustling local and regional centre.

### How was it prepared?

This plan builds upon previous work undertaken by Wellington Shire Council. This includes:

- the Sale Central Urban Design Framework, 2002
- the Sale CBD Traffic Management and Car Parking Study, 2008
- the Sale Master Plan, 2009
- the Sale, Wurruk & Longford Structure Plan, 2010

The plan was developed by Wellington Shire Council in conjunction with David Lock Associates via a collaborative and inclusive process. This has included a large community meeting (the "Business Roundtable") involving over 90 representatives from local businesses. More focussed consultation was also undertaken with Council staff, key stakeholders and a community reference group.

Appendix 1 contains a summary of feedback received from consultation during the "Business Roundtable" discussion.





*The Sale CBD viewed from the south*



## 2.0 Planning and Spatial Context

The detailed zoning pattern and overlays affecting the CBD are shown over the following pages.

The Sale Central Plan, prepared as part of the Sale, Wurruk and Longford Structure Plan, is shown overleaf also.

The current land use strategy for the Sale CBD is illustrated opposite. It shows the following *Preferred Activity Precincts*.

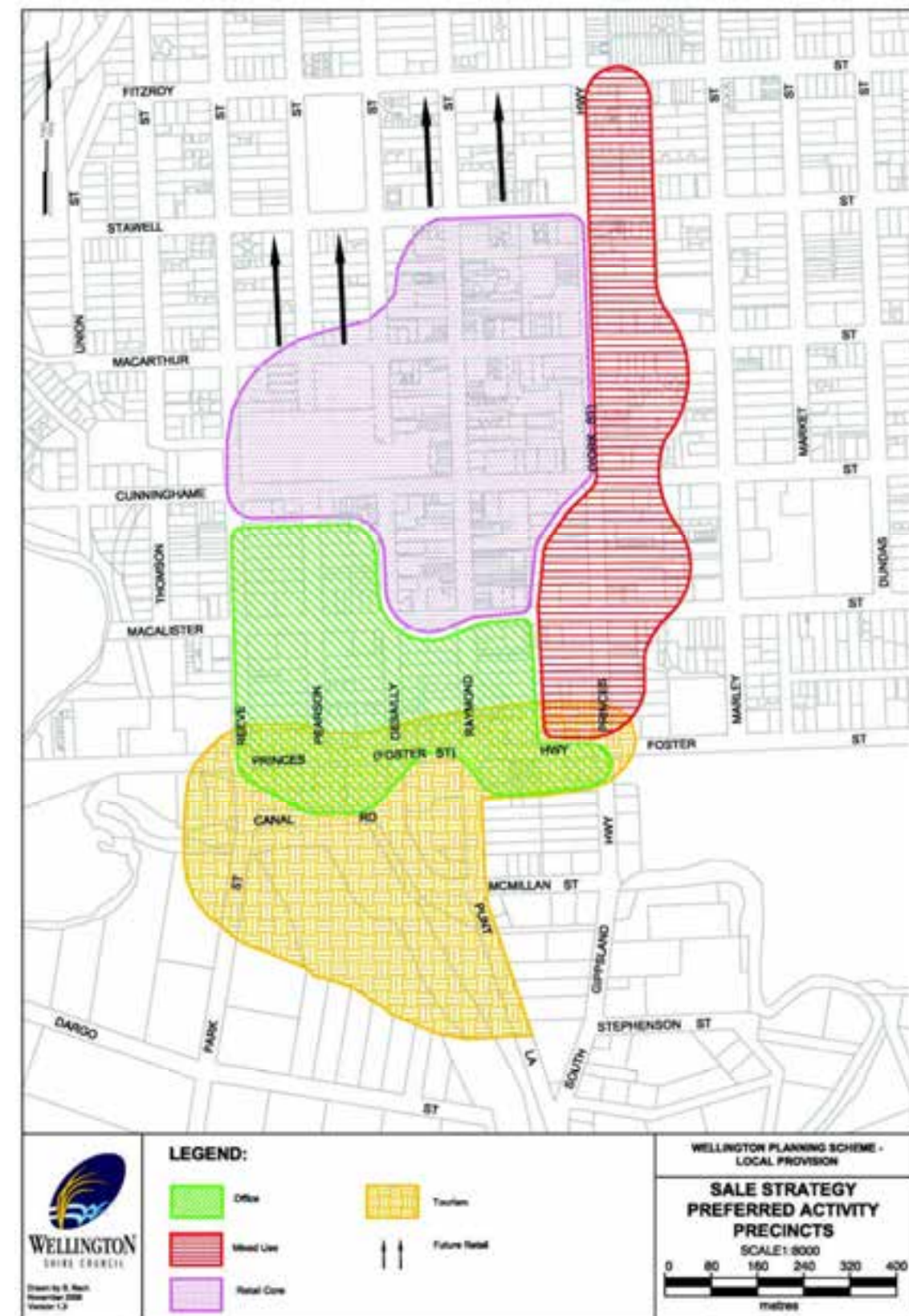
**Retail Core:** The primary Retail Core of the CBD is contained on the Western side of York St, with the primary retail street being Raymond St and a major retail attraction being the Gippsland Shopping Centre west of Raymond St. This core retail area is primarily contained in the Business 1 Zone (B1Z) and is generally bounded by Stawell St to the North, York St to the East, Macalister St to the South and Reeve/Desailly St to the West.

An expansion of this precinct is currently envisaged in the northward direction.

**Mixed Use:** Immediately east of the retail core is a Mixed Use precinct, which caters mainly to businesses that benefit from being located on the highway. The majority of this precinct was recently rezoned to the Mixed Use Zone to reflect the nature of existing land use and development.

**Office:** To the south of the retail core is an office precinct, which is mainly contained in the Business 2 Zone (B2Z), but is currently underutilized for office purposes (with the exception of Raymond St, between Macalister and Foster Streets).

**Tourism:** The Tourism Precinct consists of land to the north and south of Foster St, stretching south to encompass the Port of Sale. This precinct is recognized as having important spatial relationships and synergies with all of the abovementioned precincts and is seen to be critically important in promoting the image of Sale and capturing traffic, given its 'gateway' location on the junction of the two major highways. It currently consists of a mix of zones, including the Business 2 Zone (B2Z), the Public Park and Recreation Zone (PPRZ), the Public Use Zone (PUZ) and the Residential 1 Zone (R1Z).



Extract from Clause 21.04 of the Wellington Planning Scheme



# SALE CBD PRECINCT PLAN

## ZONING PLAN

### BUSINESS

- B1Z** Business 1 Zone  
- Applied in most retail/commercial areas; allows a wide range of commercial activities.
- B2Z** Business 2 Zone  
- Encourages offices and associated commercial uses.
- B4Z** Business 4 Zone  
- Provides for a mix of retailing for bulky goods, manufacturing industry and associated business services; typically applied on road-exposed locations where it is necessary to protect the safety and amenity of roads through the use of service roads, rear access and other techniques.

### MIXED USE

- MUZ** Mixed Use Zone  
- Provides for a range of residential, commercial, industrial and other uses; suitable for areas with a mixed use character.

### INDUSTRIAL

- INZ1** Industrial 1 Zone  
- Applied in most industrial areas; includes additional requirements for land in proximity to residential areas.

### PUBLIC LAND

- PCRZ** Public Land Convenience and Resource Zone  
- Applies to places where the primary intention is to conserve and protect the natural environment or resources.
- PPRZ** Public Park and Recreation Zone  
- Applied to public open space and public recreation areas.
- Public Use Zone**  
- Recognizes the use of land for a public purpose and prescribes categories of public use.

- PUZ1** Service and Utility
- PUZ2** Education
- PUZ6** Public Use Zone - Local Government
- PUZ7** Public Use Zone - Other Public Use
- PUZ4** Public Use Transport

### ROAD ZONE

- Enables declared roads and other important roads or proposed roads to be designated on the planning scheme map.
- RDZ1** Road Zone - Category 1
- RDZ2** Road Zone - Category 2

### RESIDENTIAL

- LDRZ** Low Density Residential Zone 1
- R1Z** Residential 1 Zone  
- Provides for a range of dwelling types and dwelling densities and for a limited range of other uses commonly found in residential areas.

### RURAL

- FZ** Farming Zone

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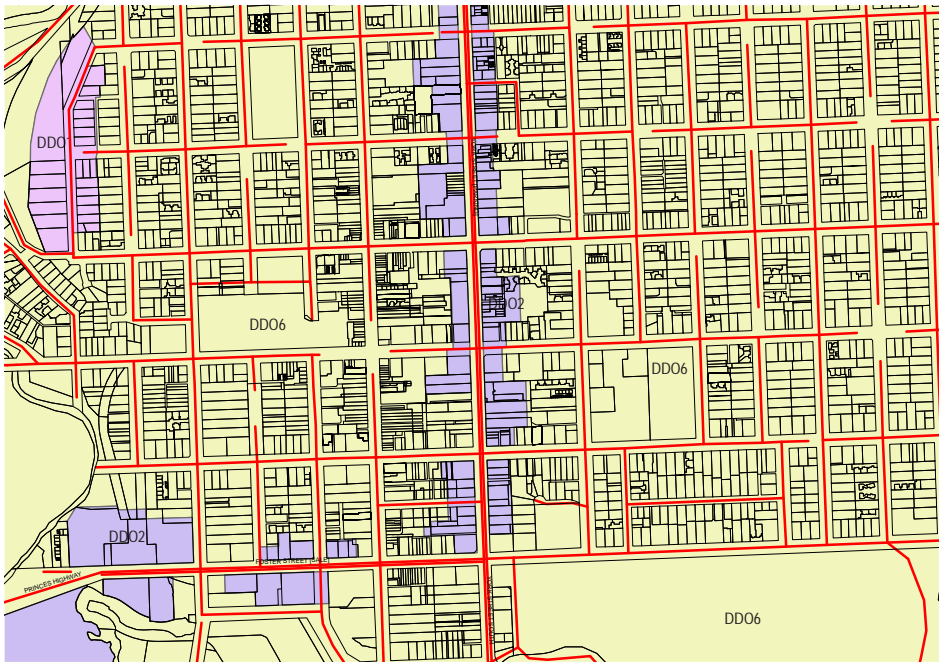




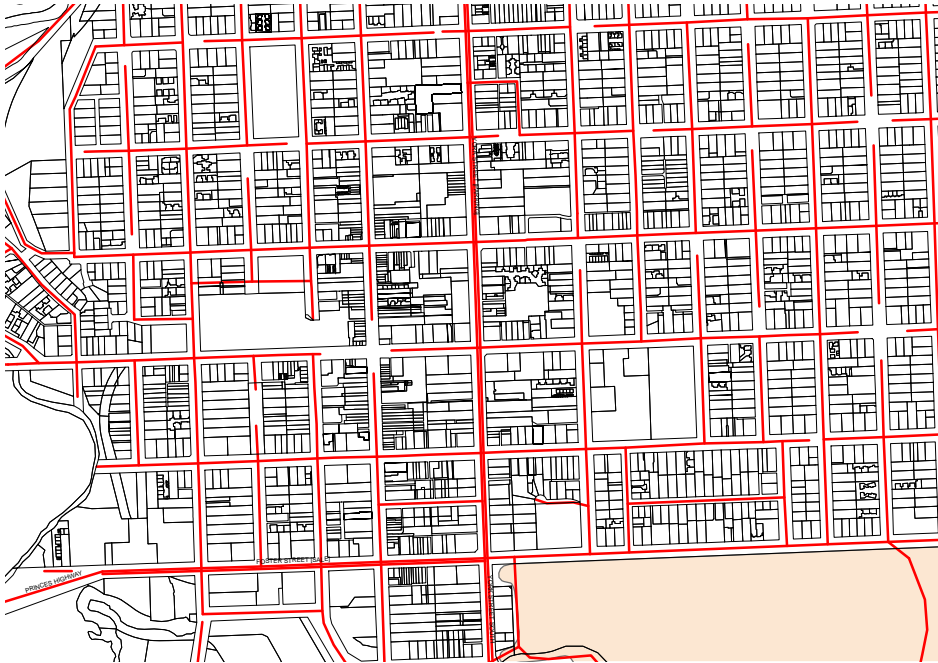
# SALE CBD PRECINCT PLAN

## OVERLAY PLANS

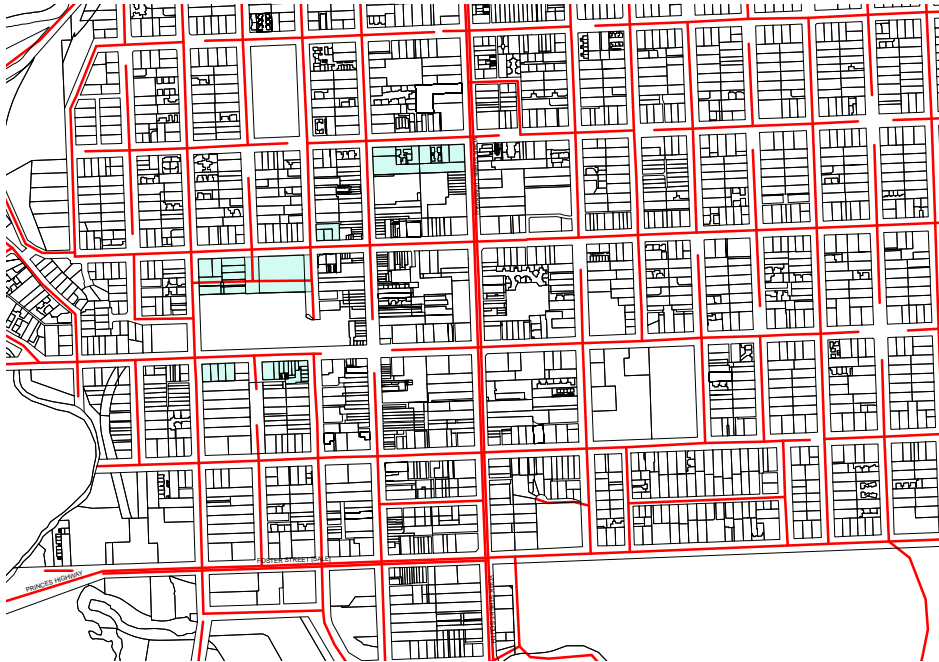
- DDO DESIGN AND DEVELOPMENT OVERLAY**  
Implements requirements based on a demonstrated need to control built form and the built environment.
- DPO DEVELOPMENT PLAN OVERLAY**  
Requires the form of development to be appropriately controlled by a plan which satisfies the planning authority.
- EAO ENVIRONMENTAL AUDIT OVERLAY**  
Recognises land identified, known or reasonably suspected of being contaminated.
- ESO ENVIRONMENTAL SIGNIFICANCE OVERLAY**  
Recognizes specific characteristics of environmental significance associated with particular areas.
- HO HERITAGE OVERLAY**  
Recognizes structures and places of heritage significance; generally requires recognized citation.
- FO / RFO FLOODWAY OVERLAY OR RURAL FLOODWAY OVERLAY**  
Recognises land that is affected by flooding to a degree where it experiences high velocities and depths of flooding.
- LSIO LAND SUBJECT TO INUNDATION OVERLAY**  
Recognizes land that is affected by flooding.



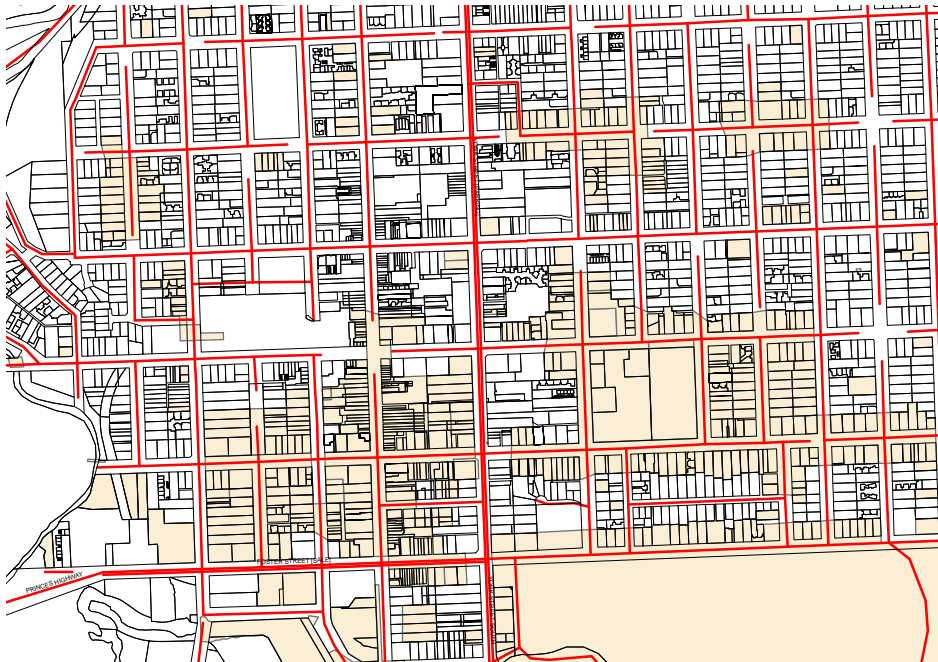
DDO



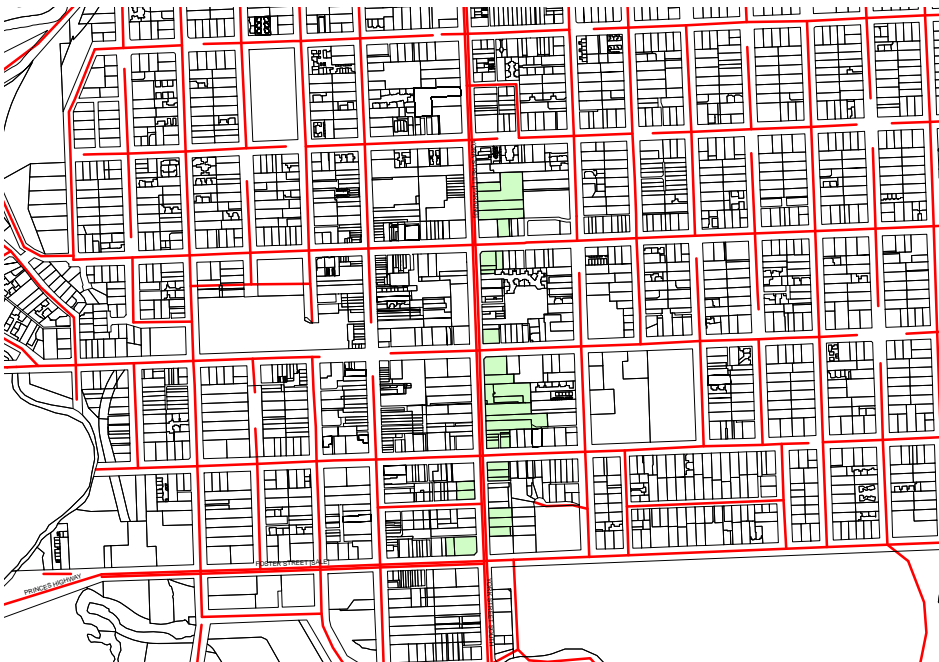
ESO



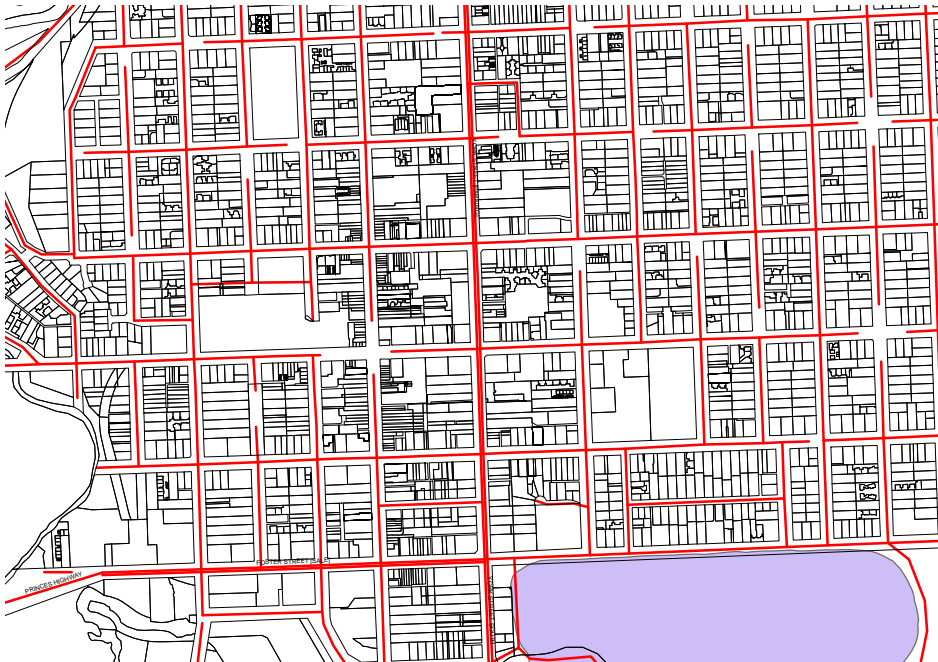
DPO



HO



EAO



LSIO-FO

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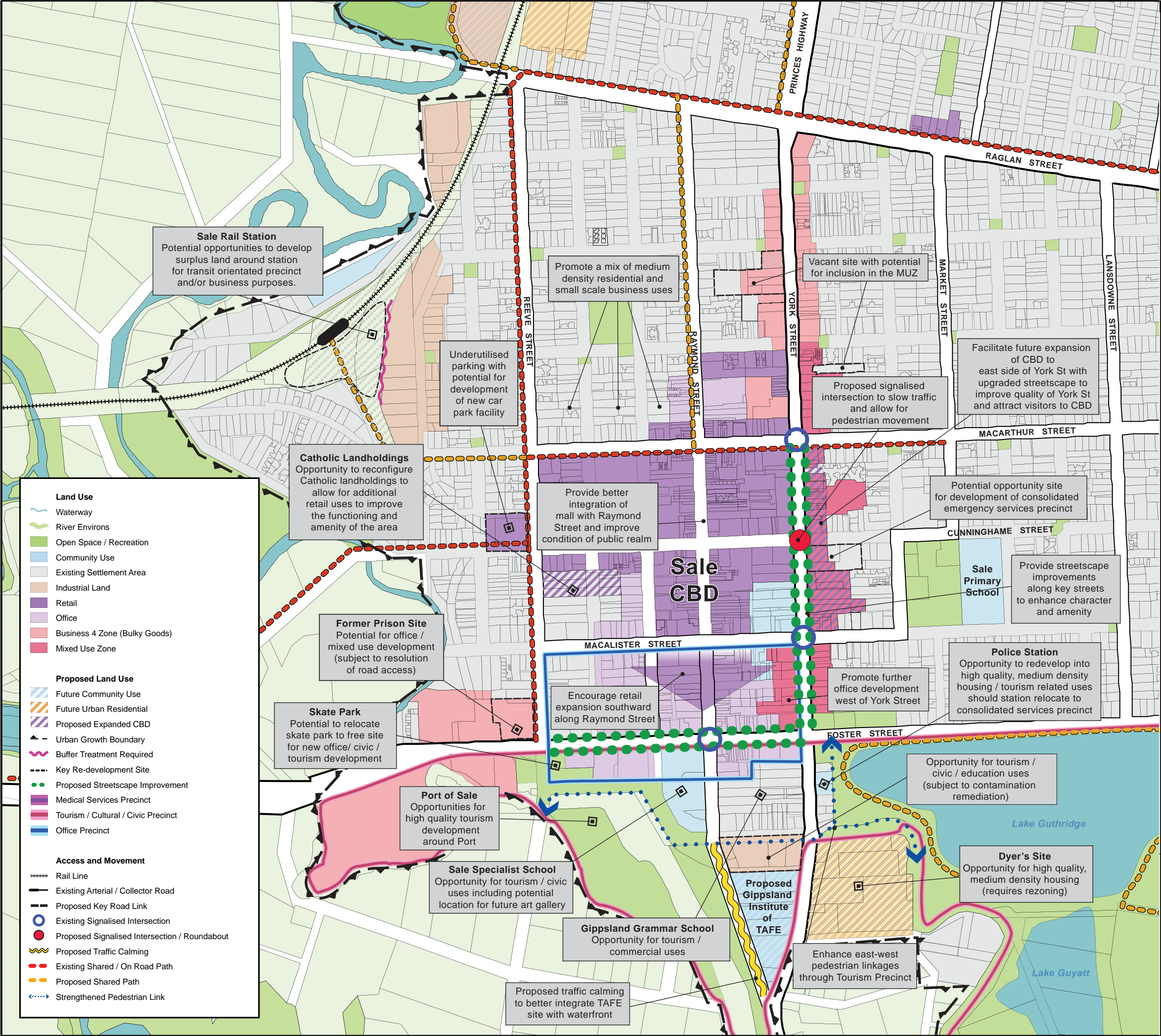


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# SALE CBD PRECINCT PLAN

## STRUCTURE PLAN



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## 3.0 Key Issues and Opportunities

A number of general issues have been identified that need to be addressed by this plan. These are summarised below and should be referred to in the context of more specific issues and opportunities shown opposite.

### Legibility of the Sale CBD from the Highway:

*Where is the Town Centre?*

The Sale CBD, Raymond Street shops and the Gippsland Centre are not immediately apparent to visitors and even locals passing through Sale on the Princes Highway. Due to historical factors the main retail focus of the town is situated on Raymond Street parallel to York Street. The Gippsland Centre is located immediately west Raymond St, between Cunningham and MacArthur Streets. Prior to the demolition of the Post Office and the removal of the landmark Clock Tower from the corner of Raymond and Foster Streets in the 1960s this intersection was easily recognisable as the primary entry to the centre of town. With the disappearance of this traditional country town form it has become increasingly difficult for passing vehicles to interpret where the centre is, resulting in them continuing on to Bairnsdale or Traralgon. This represents a significant lost opportunity to capture spending in the CBD.

A key issue addressed in this Plan is this lack of legibility and measures that can be taken to improve it.

### Retail, commercial and office growth:

*Where should it be happening?*

The Sale CBD contains a number of opportunities for retail and office growth, either in the form of vacant sites, at grade car parking areas or underutilised/undercapitalised buildings.

The Sale, Wurruk and Longford Structure Plan directs that new retail and commercial development be accommodated within the CBD, wherever possible. Therefore, it is important for there to be a clear direction as to how development can be accommodated within the CBD area to make better use of existing facilities and infrastructure and strengthen the CBD, the town and the region in the process.

Without a plan by which to guide this growth into the best places within the CBD it may be lost to the periphery of Sale or to other country towns. Should this occur, the socio-economic importance and character of the Sale CBD would be undermined.

### Parking Provision and Management:

*Why can't you find a space?*

There is a perception that there is a lack of parking spaces within the CBD, especially long term/all day parking. The CBD Parking Traffic Management and Car Parking Study of 2008 has identified that there are adequate car parking spaces available in the CBD to meet current needs and that the perceived lack of spaces is in fact due to a lack of signage and the inefficient management of the existing supply.

A key issue addressed by this plan is how to improve signage and how to better manage car parking.

### CBD Amenity and Safety:

*What can be done to make the CBD be more attractive and feel safer?*

There are numerous places within the CBD area that could be made more attractive as places to visit and shop. These include not only the key streets within the CBD, but also car parks and the Princes Highway address of the town.

A key issue addressed in the plan is how changes can be made to only specific areas but deliver an overall improvement to the CBD and Sale.

# SALE CBD PRECINCT PLAN

## KEY ISSUES AND OPPORTUNITIES

- GENERAL CBD AREA
- ADJOINING URBAN AREAS
- PRINCES HIGHWAY – YORK AND FOSTER STREETS

Development along the highway does not present an attractive and inviting image to passing traffic.

The streetscape (trees, footpaths, parking) does not signify its position at the edge of the CBD.

The highway acts as a barrier between the CBD and residential areas to the east and tourist uses to the south.
- KEY INTERSECTIONS – CBD ENTRIES & ACCESS POINTS

These intersections are not clearly identifiable as access points to the CBD and Gippsland Centre.
- KEY INTERSECTIONS – PEDESTRIAN CROSSINGS & SIGNALISATION

These intersections do not facilitate pedestrian crossings, making accessing the Sale CBD and Port of Sale difficult and increasing the barrier effect of the Highway.

Traffic congestion and unsafe vehicle and pedestrian behaviour are a problem at the York/Cunningham intersection.
- CAR PARK APPEARANCE & MANAGEMENT

Mid-block car parks are typically in poor condition and have a mixed physical appearance due to their ownership and management. (many of these car parks are partly or wholly privately owned)

The current layout of off-street parking spaces and their management (time limits) often results in the underutilisation of the available space.
- CAR PARK ENTRIES & SIGNAGE

The entries to most mid-block car parks are not well signed and are difficult for inexperienced users to locate. This leads to their underutilisation and increases the demand for on-street spaces.

The entry points to mid-block car parks create conflict between pedestrians, cars and trucks.

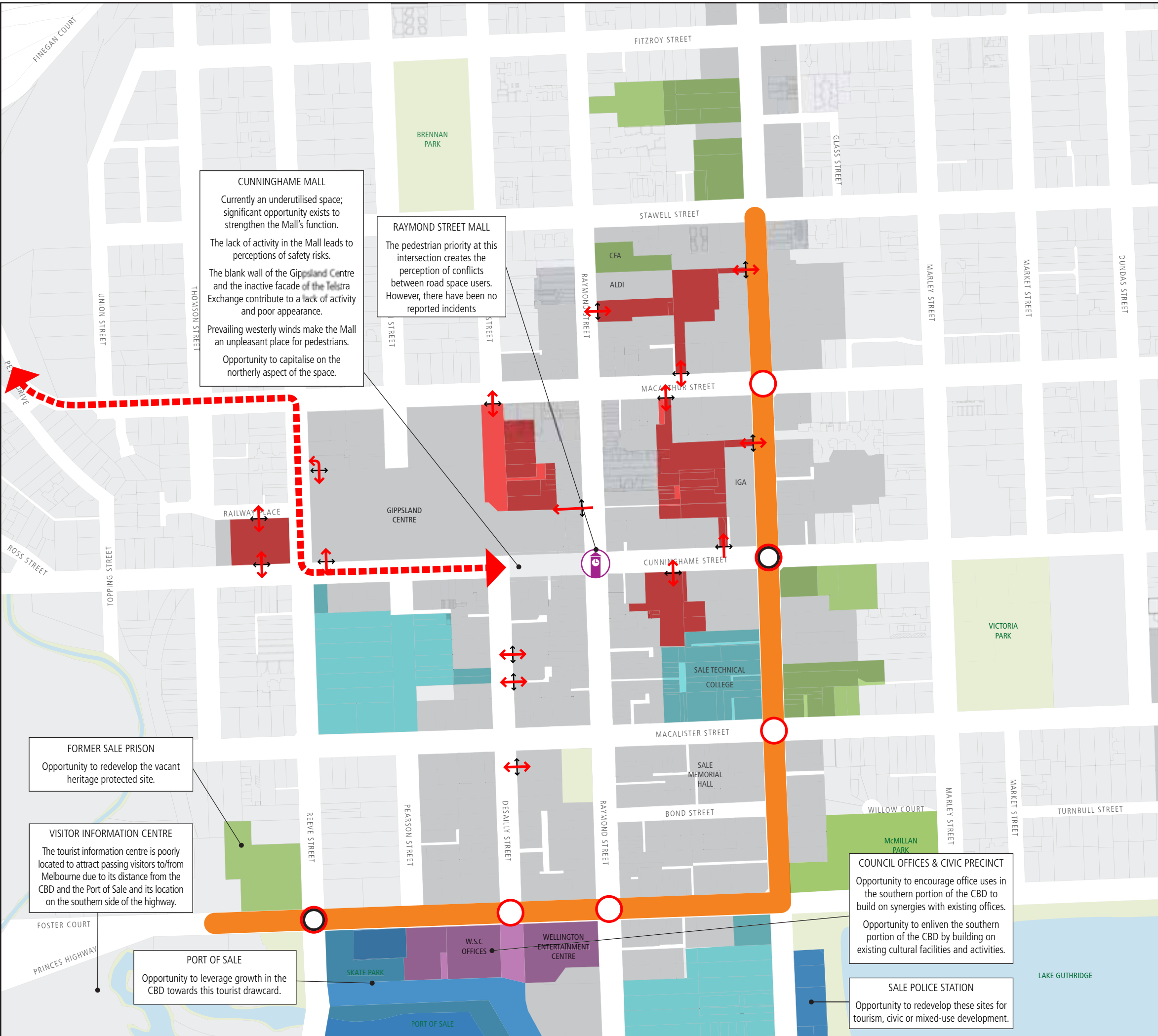
Pedestrian access to mid-block car parks can be unsafe due to the need to share access ways with vehicles or access them via narrow laneways.
- SALE STATION

The Sale Railway Station is located 1.3km (10-20min walk) from the heart of the CBD. The preferred route between the station and the CBD is not clearly signposted or an attractive pedestrian experience.

The Sale Railway Station is perceived as unsafe by some users.
- EDUCATION FACILITIES

Opportunity to redevelop these sites if and when they become surplus to the education provider's needs.
- UNDERDEVELOPED SITES

Opportunity to redevelop these sites for higher order and more intense uses that better support the CBD.



**CUNNINGHAME MALL**  
Currently an underutilised space; significant opportunity exists to strengthen the Mall's function.  
The lack of activity in the Mall leads to perceptions of safety risks.  
The blank wall of the Gippsland Centre and the inactive facade of the Telstra Exchange contribute to a lack of activity and poor appearance.  
Prevailing westerly winds make the Mall an unpleasant place for pedestrians.  
Opportunity to capitalise on the northerly aspect of the space.

**RAYMOND STREET MALL**  
The pedestrian priority at this intersection creates the perception of conflicts between road space users. However, there have been no reported incidents

**FORMER SALE PRISON**  
Opportunity to redevelop the vacant heritage protected site.

**VISITOR INFORMATION CENTRE**  
The tourist information centre is poorly located to attract passing visitors to/from Melbourne due to its distance from the CBD and the Port of Sale and its location on the southern side of the highway.

**PORT OF SALE**  
Opportunity to leverage growth in the CBD towards this tourist drawcard.

**COUNCIL OFFICES & CIVIC PRECINCT**  
Opportunity to encourage office uses in the southern portion of the CBD to build on synergies with existing offices.  
Opportunity to enliven the southern portion of the CBD by building on existing cultural facilities and activities.

**SALE POLICE STATION**  
Opportunity to redevelop these sites for tourism, civic or mixed-use development.

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## 4.0 Principles

The following principles should be used to guide the strategic planning and decision making in the Sale CBD.

### LAND USE

- Maintain the primacy of the Sale CBD in the broader regional retail hierarchy ensuring that new higher order retail uses including a new Discount Department Store (DDS) are accommodated within the existing CBD rather than on the periphery or outside the CBD.
- Provide for non retail businesses and services to locate at the periphery of the retail core to support and avoid fragmenting it.
- Encourage development and changes of use that will contribute to the creation of a more vibrant link between the CBD and Port of Sale.
- Avoid the development of large stores that do not provide active frontages to street edges.
- Maintain and broaden the mixture of uses in the CBD to include retail, commercial, office, housing, civic and education thereby increasing its drawing power, broadening its appeal and facilitating efficient transport..
- Encourage retail, commercial, tourism and civic uses to locate on the Princes Highway to create a more attractive image to passing traffic.

### ACCESS AND MOVEMENT

- Improve the legibility of the CBD from the surrounding street network, especially the Princes Highway.
- Promote Active Transport and create pedestrian and cyclist friendly streets and spaces to encourage activity and spending in the CBD, reduce private vehicle trips (and associated carbon emissions) and improve the health of the population.
- Provide accessible public and built environments for users of all mobility levels and the visually impaired and ensure Continuous Accessible Paths of Travel (CAPT) ensuring that no one is discriminated against.
- Improve the quality, legibility and management of car parking areas to ensure that they are safe and attractive, easy to locate and efficiently used.
- Advocate for high quality public transport services and facilities and provide direct routes to encourage public transport use, reduce the reliance on private vehicles and reduce emissions.
- Enhance the passenger amenity of bus stops and taxi ranks to encourage their use.

### PUBLIC REALM

- Create a safe, comfortable, attractive, unique and high quality public realm to ensure that the CBD can successfully compete with neighbouring towns and internal malls.
- Install public art at key locations within the CBD and on the periphery to create a sense of arrival and a differentiation of Sale from neighbouring towns.

### BUILT FORM

- Create a distinct, coherent and urban built form character across the CBD and along the Princes Highway that ensures that visitors and locals are aware that they have arrived in the centre.
- Protect and enhance the local character of the CBD.
- Ensure the design of buildings contributes to a safe and attractive public realm.
- Promote high standards of Environmentally Sustainable Design in all buildings to contribute to the long term sustainability of the CBD.
- Promote high standards of architecture to contribute to a distinctive and attractive CBD.
- Ensure new development enhances the quality of the built environment in a manner that demonstrates civic pride and helps create a vibrant environment, thereby making the town more attractive for visitors, new residents and businesses.



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## 5.0 Strategies

A number of strategies have been developed in response to the issues and opportunities uncovered in the site visits and via stakeholder and community consultation. These strategies are informed by the Principles shown opposite and are organised under the following themes:

- Land Use,
- Access and Movement,
- Public Realm, and
- Built Form

These strategies have been mapped over the following pages.



# SALE CBD PRECINCT PLAN

## ACCESS & MOVEMENT STRATEGIES

- GENERAL CBD AREA
- ADJOINING URBAN AREAS
- THE HIGHWAY
- Install new signalised intersections on the Princes Highway at the Cunninghame and Reeve Street intersections to improve pedestrian connectivity, reduce vehicle conflicts and express their role as key entries to the CBD.
- Install new signage leading up to and at key highway intersections indicating the location of and directions to the CBD, the Gippsland Shopping Centre, the Railway Station and car parking areas, including the number and type of parking spaces and specifically the location of long-vehicle parking areas.
- CAR PARKS
- Improve the amenity of the IGA car park via landscaping, lighting, new development frontages, upgraded surfaces and new line markings, funded by a Special Charge scheme.
- SPOTLIGHT
- Investigate options for further improving the amenity of the Spotlight car park.
- Develop a clear parking management strategy in conjunction with relevant landowners that restricts spaces close to the retail core to short-term use, provides long-term parking at the periphery of the CBD and the required number of disabled car parking spaces in all locations, to improve the accessibility of the CBD for customers.
- Amend parking time limits to accord with the parking management strategy and to achieve greater consistency across the CBD.
- Ensure all parking restrictions are enforced, including those on private car parks.
- Encourage the shared use of off-street car parks to improve their efficiency.
- Provide improved signage and additional areas for long-vehicle parking for tourists in the Reeve Street (Safeway Petrol) car park, on Desailly Street south, in Marley Street at Victoria Park, at the Port of Sale and at Lake Guthridge.
- P
- Install new signage at off-street car park entries that shows the number and type of spaces available in each car park and the parking restrictions, ideally utilising real time electronic signage to indicate the number of vacant spaces.
- ↑↓
- Improve car park entries to include dedicated pedestrian access paths and ensure that cars can safely enter and exit without conflicting with traffic on the streets
- !
- Negotiate with land owners to remove the fence between the ALDI and Legends car parks to improve permeability and provide additional parking spaces.
- WALKING
- Progressively upgrade footpaths to improve pedestrian safety and comfort.
- Install missing paving and pram crossings to provide continuous paths of travel for pedestrians and the mobility impaired.
- BIKE
- CYCLING
- Ensure adequate road space is maintained for cyclists to safely share the streets within the CBD with motorists when street cross sections are redesigned.
- Provide bicycle parking and drinking fountains along Raymond Street, in the Cunninghame Street Mall, outside the Gippsland Centre and at the Sale Cinema.
- Investigate options for providing undercover bike parking within the CBD to encourage cyclists to cycle throughout the year.
- Encourage business owners to provide cycle facilities for their staff.
- Develop and promote a regional cycle route that links the CBD with the Railway Station, Port of Sale and the Swing Bridge.
- PUBLIC TRANSPORT
- Improve the amenity of existing public transport infrastructure including seating, lighting and shelter and provide additional new infrastructure that supports public transport and taxi usage.

**SALE RAILWAY STATION**

Improve Public Transport links between the Station and CBD.

Improve signage for pedestrians between the Station and CBD.

Improve the amenity and experience along the designated pedestrian/shared use path between the Station and the CBD.

Improve safety at the Railway Station.

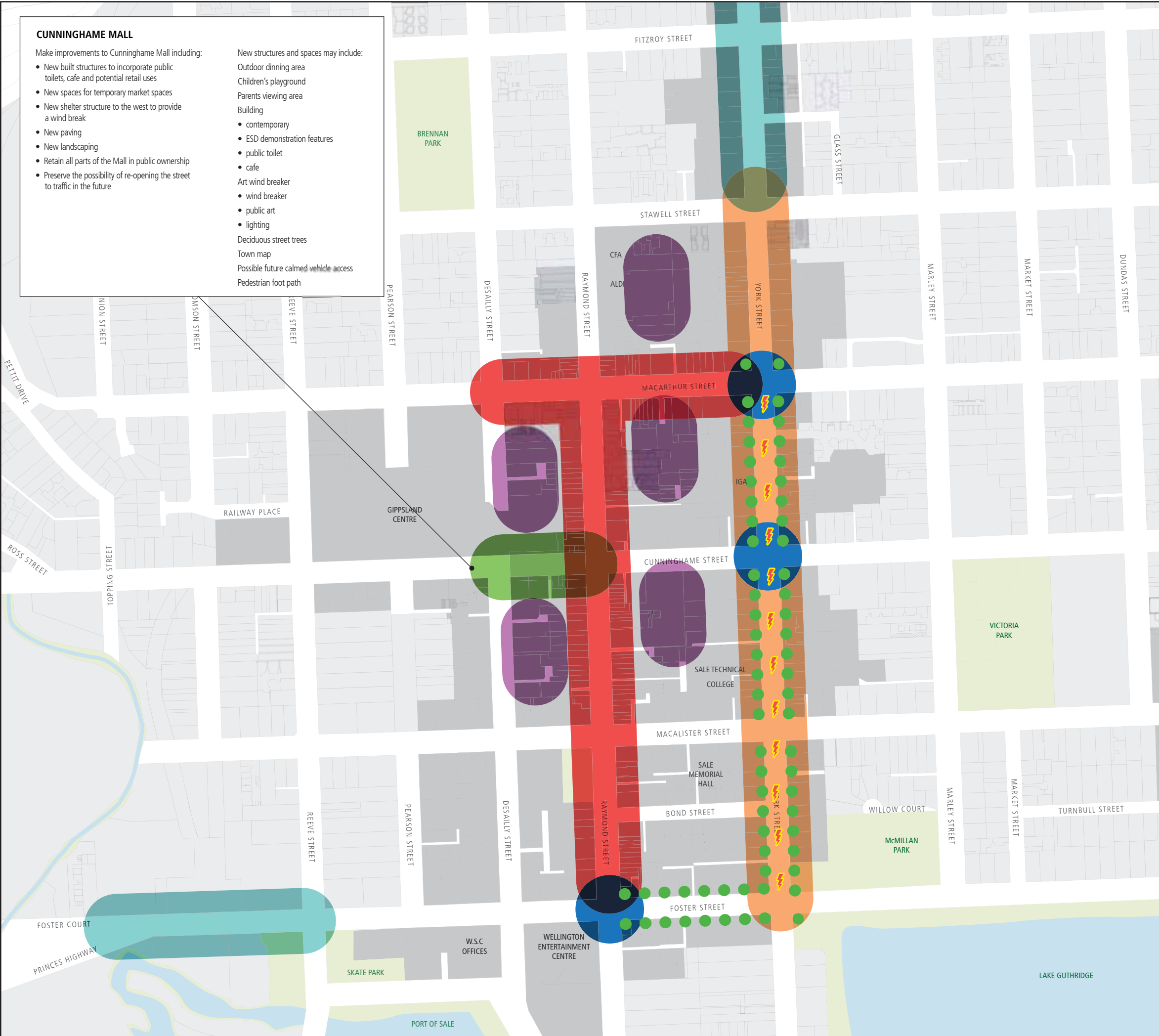
Improve the pedestrian crossing

**LONG TERM PARKING NEEDS**

Investigate the need for and feasibility of constructing a multi-level car park in the long term to address future demand.

Alleviate parking demand through the provision of improved public transport links and increased frequency of operation.





- CUNNINGHAME MALL**  
Make improvements to Cunningham Mall including:
  - New built structures to incorporate public toilets, cafe and potential retail uses
  - New spaces for temporary market spaces
  - New shelter structure to the west to provide a wind break
  - New paving
  - New landscaping
  - Retain all parts of the Mall in public ownership
  - Preserve the possibility of re-opening the street to traffic in the future
- New structures and spaces may include:
  - Outdoor dining area
  - Children's playground
  - Parents viewing area
  - Building
    - contemporary
    - ESD demonstration features
    - public toilet
    - cafe
  - Art wind breaker
    - wind breaker
    - public art
    - lighting
  - Deciduous street trees
  - Town map
  - Possible future calmed vehicle access
  - Pedestrian foot path
- # SALE CBD PRECINCT PLAN
- ## PUBLIC REALM STRATEGIES
- GENERAL CBD AREA**

**ADJOINING URBAN AREAS**

**YORK STREET - PRIORITY AREA**  
 Underground high voltage power lines to enable planting of larger canopy trees at the edges of the street beginning with the section between Foster and Macarthur Street.  
Replace missing and unhealthy trees in the central median.  
Improve landscaping and pavement treatments.  
 Plant large canopy trees at the edges of the street and up-light the canopies of street trees to create a unique town centre experience when travelling through Sale at night.  
Investigate future kerb outstands at key intersections to improve pedestrian amenity, enable additional signature street tree planting and improve the legibility of entries to the CBD.

**CUNNINGHAME MALL - PRIORITY AREA**  
Refer inset and examples of successful pedestrian malls overleaf.

**CBD ENTRY STATEMENTS**  
Install a signature feature at these locations to ensure that drivers are aware that they are entering the CBD.

**PRIORITY STREETScape WORKS**  
Undertake street beautification works including new footpath pavements, street furniture, landscaping and tree plantings in line with works undertaken in Raymond Street.

**PUBLIC ART**  
Locate unique and Sale specific pieces of Public Art at the intersection of Raymond and Foster Street and on York Street at either the intersection of Macarthur or Cunningham Streets.

**MID-BLOCK CAR PARKS**  
Improve the safety and amenity of mid-block car parks with new paving, footpaths, landscaping, tree plantings and lighting.

**SIGNAGE**  
Provide directional signage on bins to improve wayfinding in the CBD.  
Make provision for flags/banners on Raymond and York Streets to advertise Sale and its special events.  
Ensure all streets have street signs.  
Provide clear signage of pedestrian access ways to mid block car parks.  
Ensure that routes to the Gippsland Centre and Raymond Street are clearly signposted for both pedestrians and motorists (refer Access and Movement Strategy Plan).

**FOOTPATH AND STREETScape UPGRADES**  
Progressively upgrade footpaths to improve pedestrian safety and comfort.  
Install missing paving and pram crossings to provide continuous paths of travel for pedestrians and the mobility impaired.  
Develop a consistent theme (e.g. natural environment or wetland themes) for the public realm of the CBD including all public art, street furniture, signage, pavements and landscaping.  
Accentuate important buildings and spaces via the use of signature paving treatment similar to that used at the Sale Court House.

**LIGHTING**  
Audit and repair street lights.
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EXAMPLES OF SUCCESSFUL  
PEDESTRIAN MALLS



Pearl Street Mall, Boulder CO



Pearl Street Mall, Boulder CO



3rd Street Mall, Santa Monica, CA



3rd Street Promenade, Santa Monica, CA



Queen Street Mall, Brisbane QLD



Downtown Mall, Charlottesville VA



Queen Street Mall, Brisbane QLD



16th Street Mall, Denver CO



Downtown Mall, Charlottesville VA

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# SALE CBD PRECINCT PLAN

## BUILT FORM STRATEGIES

- GENERAL CBD AREA
- ADJOINING URBAN AREAS
- ACTIVE EDGES

Require buildings to present active frontages to all street edges and as many pedestrian laneways and mid-block car parks as possible, to ensure a vibrant, safe and attractive pedestrian environment
- SETBACKS

In general, require buildings to be built to their front and side property boundaries to provide a well-defined public realm and an urban experience in contrast to surrounding residential areas.
- In appropriate areas, require landscaped front setbacks to maintain the current and achieve the preferred future form
- Encourage built forms and new active edges to front mid-block car parks
- BUILDING HEIGHT

Encourage 2-3 storey buildings and high parapets to contribute to an urban character within the CBD. Retail/commercial uses should be located on the ground floor and accommodation and business uses above.
- LEGIBLE CORNERS

Encourage landmark features or additional height at corners to increase the legibility and visual interest of the CBD
- AWNINGS & SHELTER

Require awnings or verandas over the footpath to provide shelter for pedestrians and contribute to a town centre character
- HERITAGE ITEMS

Require development to respect heritage buildings whilst not unreasonably limiting the development potential of neighbouring properties

Encourage adaptation of heritage buildings to ensure they can be maintained for future generations
- YORK STREET

Encourage a change in character to a more urban form between Stawell and Foster Streets.

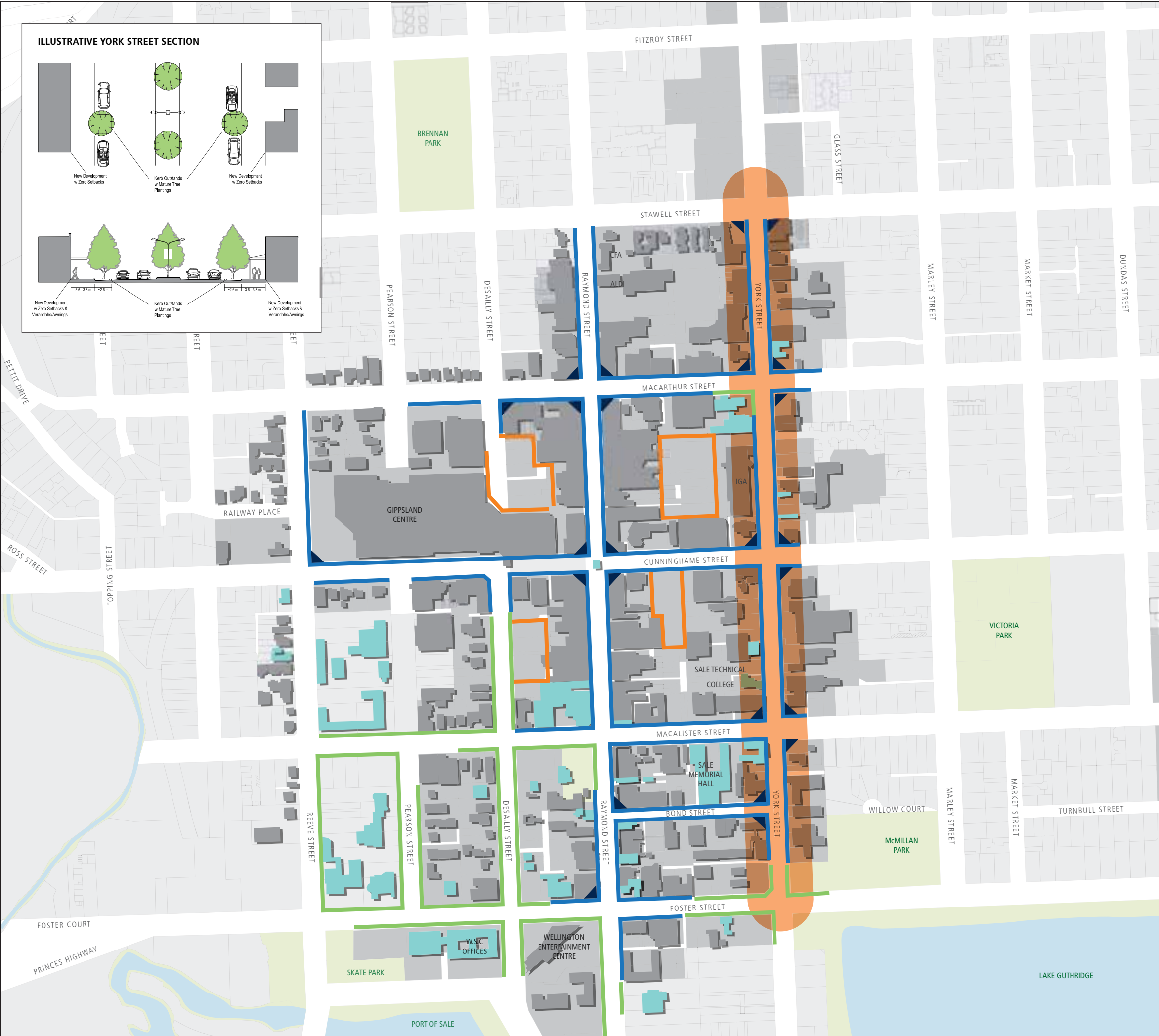
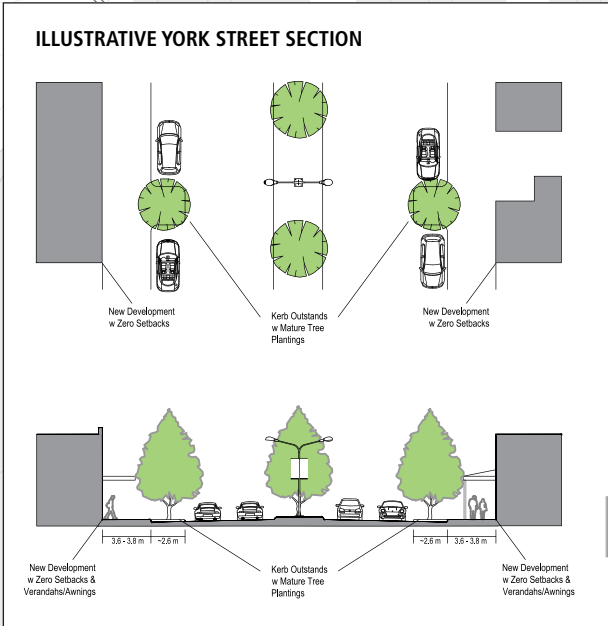
The desired new form will be consistent, of 2-3 storeys, constructed to the front property line, have awnings over the footpath and active frontages. It will support pedestrian and tourist activity and emphasise the entry into the Sale CBD. Restored and adapted heritage buildings will feature strongly within this new consistent urban streetscape.

(Refer York Street Design Guidelines)
- GENERAL

Ensure goods storage and loading areas are screened from public view to the maximum extent possible.

Ensure future above-ground parking provides attractive street frontages through appropriate design treatments and materials to contribute positively to streetscape character.

Encourage high quality architectural design which appropriately accounts for mass, scale, materials, and views and demonstrates sensitivity towards heritage values.



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# 6.0 York Street Design Guidelines

The current controls contained within Schedule 2 to the Design and Development Overlay (DDO2)<sup>1</sup> relate to business and industry display areas and specify preferred front setbacks of at least 5m and encourage at grade car parking areas in front setbacks. This approach is considered inappropriate for town centre locations as it reduces the definition of the public realm, the vibrancy of public realm and has a detrimental visual impact, with car parking becoming a dominant feature of development.

It is therefore recommended that either DDO2 be amended or the portion of York Street between Stawell and Foster Streets be covered by a new DDO that can more appropriately guide development in this high profile location. In particular, it is recommended that car parking be provided at the rear of properties and minimal setbacks be allowed (with zero setbacks to be achieved where possible).

A variation on this approach should also be considered for Foster Street between Reeve and York Streets, where it is important to remove the requirement for car parking in the front setback (but where it may not be appropriate to encourage a zero setback in all locations).

In order to facilitate this the following guidelines have been developed for inclusion in a new or revised DDO. These will guide new development and achieve incremental improvements to the York St streetscape by means of improvements to built form.

<sup>1</sup> DDO2 is one of the mechanisms currently in place within the Wellington Planning Scheme, which guides design and development on York St.

## Preferred Character Statement

York Street will be a highway commercial and mixed use precinct with a high quality built environment that has a strong visual and functional connection with the Sale CBD. It will be characterised by:

- A consistent, urban built form of 2-3 storey buildings (or equivalent high quality parapets) with buildings generally constructed to the front property line and with awnings over the footpath.
- A street environment with active frontages that supports pedestrian and tourist activity.
- A series of restored and adapted heritage buildings with some set back from the street edge within high quality settings.
- A built form that emphasises the entry into the Sale CBD and increases its legibility.
- Consistent avenue plantings of mature street trees.
- A high quality public realm and pedestrian friendly environment that encourages pedestrians to use the footpaths and makes it safe and convenient for them to cross the street, thereby alleviating the separation effect of the highway.
- Mixed-use tourism, highway commercial and retail development

## Objectives

- To create a distinct, coherent and urban built form character
- To improve the legibility of the CBD
- To create a sense of streetscape enclosure
- To enhance the pedestrian experience of York Street
- To emphasise corner sites
- To minimise the impact of new development on the function of the Princes Highway

## Development standards

- Buildings should have a zero setback to all street frontages.
- New buildings should be encouraged to be 2-3 storeys tall at the street frontage or use equivalently tall, visually attractive parapets for consistency.
- The streetwall should be built to the side boundaries.
- The streetwall must have a veranda for the full width of the frontage unless building heritage dictates otherwise.
- Buildings must address all street frontages with doors and/or street level windows.
- Upper levels of buildings should foster visual permeability to enhance interaction with the street.
- Increased heights and iconic architectural treatments (featuring distinctive characteristics such as roof form, verandas, balconies, façade details and/or other elements of detailed design) are encouraged at street corners
- The ground floor must be level with the footpath.
- Vehicle access should be provided from the rear or side wherever possible. Where this is not possible driveways should be shared and vehicle entries integrated with the design of the façade.
- Parking should be provided at the rear of new developments to ensure that parking does not act as a dominant feature of the streetscape.

## 7.0 Conclusion

The Sale CBD Precinct Plan was prepared to provide clear direction to Council, the Community, Stakeholders and Developers regarding how to improve the appearance of the CBD and access to it to make it a vibrant and bustling centre for the region. It builds on the recommendations of the Sale, Wurruk and Longford Structure Plan and other previous work undertaken by Wellington Shire Council.

The Sale CBD Precinct Plan identifies and recommends strategies to address 4 key issues:

### The poor legibility of the CBD from the Princes Highway

- Encourage a change in character in York Street to a more urban form that signifies entry into the CBD.
- Install new signage leading up to and at key highway intersections indicating the location of key destinations and car parks.
- Install signature features at CBD entries to ensure that drivers are aware that they are entering the CBD.
- Install unique, Sale specific pieces of public art at the southern end of Raymond Street, at the intersection of Foster Street, and the intersection of Cunninghame and York Streets to signify key entries into the heart of the CBD.

### The focus for retail, commercial, office, housing, civic and education growth in the CBD

- Extend retail south along Raymond Street.
- Encourage the location of a new Discount Department Store in the CBD.
- Concentrate office activity in the south of the CBD.
- Concentrate new highway related uses along York Street.
- Encourage small scale business uses and medium density residential to the north of Macarthur Street.
- Plan for medium and long term redevelopment of education institutions in the CBD.

### The provision and management of car parking

- Install new signage at entries to off-street parking areas.
- Improve the amenity of car parks via landscaping, lighting, new development frontages, upgraded surfaces and new line markings.
- Develop a parking management strategy and amend and enforce new parking restrictions.
- Provide long vehicle parking for tourists.
- Investigate the feasibility of multi-level car parks in the future.
- Investigate improvements to the public transport network as a means of reducing the demand for car parking.

### The overall amenity, safety and accessibility of the CBD

- Progressively upgrade footpaths to improve pedestrian safety and comfort and provide continuous paths of travel.
- Install new signalised intersections at Cunninghame and Reeve Street on the Princes Highway.
- Make improvements to the Cunninghame Street Pedestrian Mall, including new structures, cafes/retail space, toilets, paving, landscaping, windbreak and market space.
- Encourage the adaptation of heritage buildings to ensure they can be maintained for future generations.
- Improve car park entries to allow for safe pedestrian access.
- Improve public and active transport linkages and signage between the Sale Railway Station and the CBD.
- Provide bicycle parking, drinking fountains and designated cycle routes.

These key strategies are illustrated overleaf in the Strategy Summary Plan. Please refer back to the relevant thematic plans for more detail.



# SALE CBD PRECINCT PLAN

## STRATEGY SUMMARY PLAN

- GENERAL CBD AREA
- ADJOINING URBAN AREAS
- THE POOR LEGIBILITY OF THE CBD FROM THE PRINCES HIGHWAY
- Encourage a change in character in York Street to a more urban form. (Refer York Street Design Guidelines)
- Install new signage leading up to and at key highway intersections indicating the location of key destinations, car parks and long vehicle parking areas
- Install a signature feature at these locations to ensure that drivers are aware that they are entering the CBD.
- Locate unique and Sale specific pieces of public art at the intersection of Raymond and Foster Street and on York Street at either the intersection of Macarthur or Cunningham Streets
- THE FOCUS FOR RETAIL, COMMERCIAL, OFFICE, HOUSING, CIVIC AND EDUCATION GROWTH IN THE CBD
- Extend retail south along Raymond Street
- Encourage the location of a new Discount Department Store in the CBD
- Concentrate office activity in the south of the CBD
- Concentrate new highway related uses along York Street
- Encourage small scale business uses and medium density residential to the north of Macarthur Street and in the longer term to the west of Reeve Street
- Plan for medium and long term redevelopment of education institutions and underutilised sites in the CBD
- THE PROVISION AND MANAGEMENT OF CAR PARKING
- Install new signage at entries to off-street parking areas
- Improve the amenity of car parks via landscaping, lighting, new development frontages, upgraded surfaces and new line markings
- Develop a parking management strategy and amend and enforce new parking restrictions
- Provide well signed long vehicle parking for tourists
- Investigate the feasibility of multi-level car parks in the future
- THE OVERALL AMENITY, SAFETY AND ACCESSIBILITY OF THE CBD
- Progressively upgrade footpaths to improve pedestrian safety and comfort and provide continuous paths of travel
- Install new signalised intersections at Cunningham and Reeve Street on the Princes Highway
- Make improvements to Cunningham Mall including new structures, paving, landscaping, windbreak and market space
- Encourage the adaptation of heritage buildings to ensure they can be maintained for future generations
- Improve car park entries to allow for safe pedestrian access
- Improve public and active transport linkages between Sale Station and the CBD
- Provide bike parking, drinking fountains and designated cycle routes

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Implementation

These strategies will be implemented through changes to the Wellington Planning Scheme, Council investment in public realm and infrastructure upgrades, negotiation with key landowners and State Government agencies.

Further studies are recommended to give more detailed consideration to:

- Potential locations for a new DDS
- DDO2 in Sale and across the municipality
- A Master Plan for the Sale Station Precinct to guide future development, support Transit Oriented Design principles and improve the safety and amenity of the Station area
- Cycle Tourism and the benefits of a Cycle Tourism Strategy

These recommendations will be incorporated within the Implementation Plan to be prepared for the Sale, Wurruk and Longford Structure Plan.

# Appendix 1

The Sale CBD Precinct Plan was prepared in consultation with the Community, specifically a “Business Roundtable” in July of 2010 the results of which are summarised below.

## Sale Business Roundtable Discussion

### CBD Precinct Plan - Meeting Notes

**Black** – shows issues raised.

**Blue** – shows solutions to issues raised/suggestions for improvements to the CBD.

#### Traffic Management (Vehicular & Pedestrian):

- Poor function of Cunninghame/York St intersection
- Poor function of Desailly/Macarthur St intersection
- No safe [direct] crossing point for youths wanting to access Skate Park.
- Poor general movement of traffic and pedestrians through the CBD.
- Vehicular and pedestrian conflicts at Cunninghame/York St intersection (mentioned numerous times).
- Traffic conflicts between vehicles on Macarthur St and vehicles entering/exiting IGA and Legends car parks (mentioned multiple times).
- Traffic conflicts resulting from vehicles queuing on [both sides] of Cunningham St to enter McDonalds drive through.
- Poor function of Macarthur/Desailly St intersection for vehicles accessing the Gippsland Centre, Dahlsens and nearby shops.
- Inappropriate plants on Macalister St round about; obstruct vision.
- Traffic driving down the wrong side of Cunninghame St (south of the Gippsland Centre) towards the Cinema raised as a concern.

- Improve Cunninghame/York St intersection:
  - Suggestion 1: Introduce traffic lights at Cunninghame/York St intersection to improve traffic flow/safety; link to other intersections.
  - Suggestion 2: Ensure round about (not traffic lights) at Cunninghame/York St intersection.
- Change Cunninghame St parking between Desailly St and Reeve St (immediately South of the Gippsland Centre) to angle parking to improve pedestrian safety.
- Stop right turn [of northbound vehicles] onto Cunninghame St from Raymond St.
- Introduce defined pedestrian crossing points:
  - On Raymond St near Cunningham St [mentioned by numerous individuals and groups];
  - On Raymond St between Cunningham & Macarthur St
  - On Raymond St between Cunningham & Macalister St
- Remove ability for cars to drive through the middle of Macarthur St when entering/exiting the IGA and Legends car parks.
- Make access point to Legends car park from Macarthur St one way.
- Increase walking traffic in Macarthur St.

#### Parking:

- Insufficient car parking in CBD.
- Poor condition of car parks.
- Poor signage to car parks.
- Poor management of car parks (time zones and enforcement).
- Lack of connection between Legends and ALDI car parks.
- Spotlight car park under-utilized.
- Safeway Petrol Station car park under-utilized.
- Too much all day parking; customers can’t find convenient parks due to use by shop keepers.
- Not enough all day parking.

- Construct multi-storey car park (Spotlight car park specifically nominated as potential site)
- Link Legends and ALDI car parks.
- Remove parking from Raymond St near the Raymond/Cunninghame St intersection.
- CBD charge scheme:
  - Suggestion 1: Introduce CBD charge scheme for parking improvements.
  - Suggestion 2: Don’t introduce CBD charge scheme.
- Improve safety of car parks.
- Improve car parks:
  - IGA car park, especially adjoining camping store; significant upgrades necessary (mentioned numerous times);
  - Gippsland Centre car park opposite Coles;
  - Gippsland Centre car park opposite Safeway;
  - Spotlight car park; significant upgrades necessary;
  - Rivers car park;
  - Legends/ALDI car park [link].
- Provide more car parking on York St (including long vehicle parking) to help stop tourist traffic.
- Introduce long vehicle parking at Safeway Petrol Station car park [currently under-utilised].
- Improve parking management (time zones and enforcement).
- Colour code parking time limits.
- Provide parking signs, showing number of car parks available.



## Signage, Art & Entry Statements:

- Poor signage and aesthetics of general CBD.
- Poor signage of Gippsland Centre at Reeve/Foster St & Macarthur/York St intersections.
- Failure to capture passing traffic/trade, especially at Macarthur, Cunninghame, Macalister and Raymond St CBD entries (mentioned numerous times).
- Poor parking provision.
- 'Out of towners' don't know where the main street is.
- Lack of art/sculptures along main roads.
- Improve signage to CBD (potential for providing consistent colour coded signage).
- Introduce signage and art at key points.
- Specifically, improve signage & entry statements at:
  - Cunninghame/York St intersection.
  - Raymond/Foster St intersection.
  - Macarthur/York St intersection.
  - Macalister/York St intersection.
  - Foster/Reeve St intersection.
 (All mentioned multiple times)
- Make provision for public art and promote local artists.
- Introduce signage to toilets for travellers.
- Provide rebates for public toilets to shops such as Spotlight, Mirvac & pubs.
- Improve signage to Port of Sale.
- Sign near Alpine Country store should be removed.

## Built Environment, Public Realm & Amenity:

- Insufficient lighting at Skate Park (used by several youths).
- Poor amenity of York St.
- Poor amenity of York St shops, especially near Sporting Legends.
- Lack of 'atmosphere' in town.
- General safety concerns.
- Specific safety issue: high fence blocks car parking area off Raymond St (??)
- Improve general aesthetics of CBD.
- Upgrade footpaths on Raymond St between Macalister and Foster Sts
- Improve safety of Raymond St; introduce safety cameras.
- Up-light trees.
- Beautify York St (actions to include tree planting).
- Provide more trees.
- Make CBD more vibrant; use colours, nature, public art (wetlands theme suggested), etc.

## Cunninghame St Pedestrian Mall:

- Currently under-utilized; empty space; lack of activity.
- Unfriendly & uninviting.
- Intimidating youth behaviour.
- Lack of toilets.
- Provide wind break(s) near Cunningham/Desailly St intersection.
- Construct shelter structure.
- Introduce cafes, shops, entertainment & toilets on pedestrian mall.
- Telstra
  - Suggestion 1: Develop shops in front of Telstra building.
  - Suggestion 2: Facilitate relocation of Telstra.
- Mall function:
  - Suggestion 1: Re-open mall and introduce two directional traffic;
  - Suggestion 2: Do not re-open mall, but improve function (favoured option).
- Sunday markets at Cunninghame St mall; jointly promote Gippsland Centre and Cunninghame St mall.
- Replace pavers with longer lasting solutions.
- Encourage toilet/other development on vacant land on Cunningham St mall.
- Extend mall east of clock tower/Raymond St.

## Land Use & Functionality:

- Under-utilized school land:
  - Sale Technical College (Cnr of Macalister and York St);
  - Parts of Catholic School campus immediately south of Cunninghame St (between Pearson & Reeve Sts);
  - Kindergarten on Raymond St (near cnr of Macalister St).
- Offices on Raymond St [between Macalister and Foster Sts] prevent retail expansion from reaching the Highway.
- Lack of toilets in CBD.
- Spotlight [and other] toilets used by general public (non-customers) but maintained by shop tenants; not fair.
- Visitor centre is on the wrong side of the highway and should be relocated to a central CBD site.
- Make Sale more attractive for caravans and boating enthusiasts.
- Provide more recreational space/facilities for youth.
- Facilitate relocation of Sale Technical College and encourage re-use for retail
- Facilitate relocation of Gippsland Grammar Junior Campus and re-use site for motel/fast food
- Re-use Police Station precinct/McMillan Reserve for retail/accommodation purposes to take advantage of good highway access and Lake Guthridge etc
- Facilitate relocation of Telstra from Cunningham St.
- Encourage offices and kindergarten to relocate from Raymond St (between Macalister and Foster Sts)
- Relocate Tourist Info Centre to former prison site on Foster St (advantageous site; close to CBD, Skate Park, Port of Sale).
- Relocate Tourist Info Centre + create a visitor precinct near the police station/McMillan Park (on junction of both highways).
- Promote specialized boutique style shopping.
- Attract/make provision for Bunnings or similar to attract/keep people in town.
- Provide toilets at northern end of CBD on Raymond St.

## General:

- Local Laws:
  - \$400/week for sidewalk food sales; extremely strong disincentive.
  - Also very hard to get other permits from local laws.
- Attract businesses to town.
- Try to stop building frontages and sites from reaching a state of disrepair.

## Draft Sale CBD Precinct Plan

### Wellington Shire Council is seeking community feedback on the Draft Sale CBD Precinct Plan.

The Precinct Plan aims to guide the development of the CBD from the perspective of both public and private sector investors. It aims to provide clear direction to Council, the Community, Stakeholders and Developers in terms of:

- where to allow for retail and commercial expansion;
- how to improve access to and parking within the CBD;
- how to improve the appearance of the CBD;
- how to better use existing land and resources;
- how to better capture passing trade and tourism dollars;
- how to encourage people to walk and cycle to and within the centre; and above all
- how to make the Sale CBD a vibrant and bustling local and regional centre.

### Council is now seeking your input!

A copy of the Draft Precinct Plan can be viewed on Council's web-site ([www.wellington.vic.gov.au](http://www.wellington.vic.gov.au)) or in hard copy at:

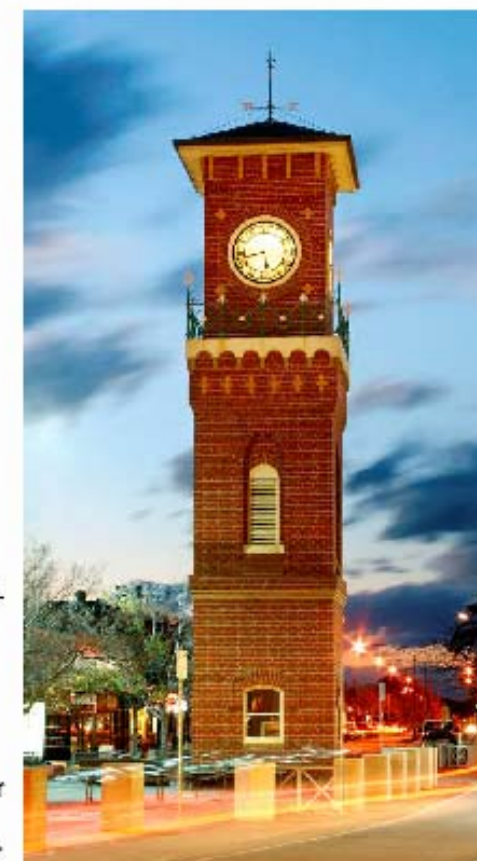
- Council's Port of Sale Civic Centre (70 Foster St, Sale); or
- The Sale Library.

Submissions to the Precinct Plan are invited until 1 September 2010. These should be addressed to:

Ahsan Yousuf  
Strategic Planning Officer  
Wellington Shire Council  
PO Box 506  
Sale Vic 3850

All submissions received will be considered prior to presenting the final Precinct Plan to Council for its consideration.

Any queries regarding the Draft Precinct Plan should be directed to Council's Strategic Planning Department on 1300 366 244.





## Appendix 2

The draft Sale CBD Precinct Plan was placed on public exhibition for 2 weeks from the 18<sup>th</sup> of August (refer flyer on previous page). Over this period comments on the draft Plan were also sought from Statutory Authorities. Comments received from relevant Statutory Authorities are included below.

### Statutory Authority Feedback

#### *VicRoads*

VicRoads has provided the flowing comments (via telephone) to Council's Strategic Planning unit:

#### *York St Diagram*

The arrangement demonstrated in the inset diagram on page 19 of the Precinct Plan is generally considered acceptable from a VicRoads point of view, provided:

- Trees do not overhang on the highway, such that they hinder vehicular movement (particularly of trucks); and
- Lighting is not inappropriately obstructed by trees.

VicRoads have also advised that maintenance of car parking is likely to become Council's responsibility (rather than VicRoads responsibility), should curb outstands (containing trees) be introduced.

VicRoads has indicated it would need to be consulted at the time the above (or other) changes are being designed for York St.

#### *Traffic Lights at Cunninghame St and Reeve St Intersections with the Highway:*

VicRoads does not have any 'in principle' objections to the provision of traffic lights at these intersections, but advises that it is not currently considering any proposals to provide traffic lights at the above intersections. This being the case, VicRoads does not, at this time, accept responsibility for costs associated with providing the above intersection treatments.

#### *Public Art at Highway Intersections:*

Vic Roads has indicated it does not have any 'in principle' objections to the provision of public art, provided it does not become an unreasonable distraction for drivers and is set sufficiently back from the highway. VicRoads has indicated that consultation will be needed at the time the public art is developed.

### Statutory Authority Feedback

#### *Gippsland Water*

Gippsland Water has provided the flowing comments (via this letter) to Council's Strategic Planning unit:

Our reference:  
Your reference

COR/10/22001



GIPPSLAND  
WATER

Hazelwood Road  
PO Box 348  
Traralgon Victoria 3844  
Telephone: (03) 5177 4600  
Facsimile: (03) 5174 0103  
info@gippswater.com.au  
www.gippswater.com.au

6 September 2010

Ahsan Yousuf  
Strategic Planning Officer  
Wellington Shire Council  
PO Box 506  
Sale Vic 3850

Dear Ahsan,

### Response to Draft Sale CBD Precinct Plan

I received your phonecall on 26 August 2010 regarding the "Draft Sale CBD Precinct Plan" and I have reviewed the plan on your website. I have the following comments;

#### **Asset Protection/Asset Relocation**

Further investigation will need to take place at the detailed design stage to understand the impacts on any water and/or sewerage assets. Any relocation or other works of these assets will be at the cost of Wellington Shire Council.


However at this stage, there seems to be minimal impact.

#### **Asset Capacity**

Based on the conceptual proposal there seems to be no capacity issues.

If there are any matters about this response that you would like to discuss, please contact myself at our Traralgon office via either email [paul.young@gippswater.com.au](mailto:paul.young@gippswater.com.au) or telephone 51 774 728.

Yours sincerely,

  
Paul Young  
**Senior Planning Engineer**