

West Sale Industrial Precinct

Development Plan (**DRAFT**)

Prepared by Urban Enterprise for: Wellington Shire Council

November 2025

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urban planning
enterprise economics+tourism



Acknowledgment of Country

We acknowledge the Gunaikurnai people as the Traditional Owners of much of Gippsland, including the Study Area for this Development Plan. We recognise their continuing connection to land, sea, culture and community and pay our respects to Elders past and present.

We also acknowledge the traditional custodians of the land on which we work and pay our respects to their Elders past and present.

Paul Shipp, Managing Director
Brett Hannah, Senior Associate

Version Control

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1. Introduction

1.1. Background

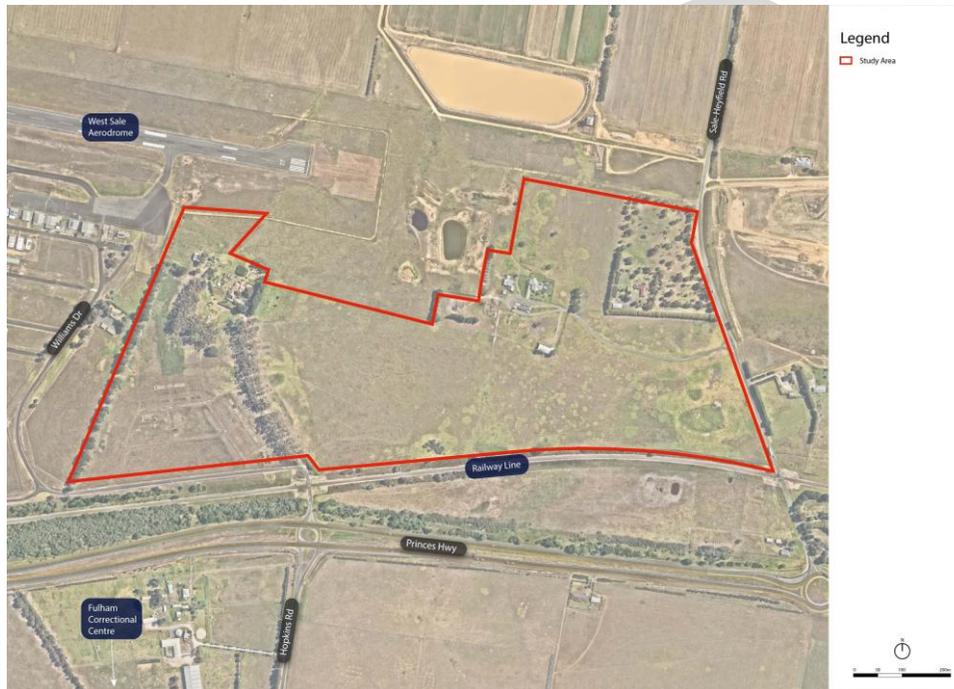
The West Sale and Wurruk Industrial Land Supply Strategy (Urban Enterprise, 2018) recommended rezoning land known as the West Sale Industrial Precinct (the **Precinct**) to enable the delivery of a strategic employment precinct adjacent the West Sale Aerodrome.

Amendment C103 to the Wellington Planning Scheme was gazetted in October 2019 and rezoned the Precinct to the Industrial 1 Zone (**IN1Z**) and introduced Schedule 12 to the Development Plan Overlay (**DPO12**) which requires the preparation of a Development Plan.

This West Sale Industrial Precinct Development Plan (the **Development Plan**) was prepared by Urban Enterprise for Wellington Shire Council to respond to the requirements of DPO12 and enable development of the Precinct to realise the strategic opportunities presented by the highly strategic location.

The Precinct is bound by the West Sale Aerodrome, Sale-Heyfield Road and the Melbourne to Bairnsdale railway line as shown in **Figure 1**.

Figure 1. Precinct Boundaries



Source: Urban Enterprise

West Sale Precinct Development Plan (DRAFT)

1.2. Schedule 12 – Development Plan Overlay

This Development Plan has been prepared in accordance with the requirements of Schedule 12 to the Development Plan Overlay (DPO12).

DPO12 prescribes that the Development Plan must include the following:

- Site analysis
- Land use development and subdivision
- Infrastructure services
- Traffic Management Plan
- Landscape Plan
- Ecological Assessment
- Preliminary Cultural Heritage Survey
- Aviation Impact Assessment

Supporting Documents

The following technical documents have been prepared to support the Development Plan:

- Traffic Engineering Report (Traffix, September 2023)
- ALCAM Assessment (Traffix, October 2023)
- Stormwater Management Report (Stantec, September 2023)
- Sewer and Water Management Report (Stantec, September 2023)
- Aviation Impact Assessment (Syd Herron, November 2023)
- Bushfire Risk Assessment (Fire Risk Consultants, January 2024)
- Biodiversity Assessment (Ecology and Heritage Partners, May 2019)
- Aboriginal and Historical Heritage Assessment (Ecology and Heritage Partners, May 2019)
- Cultural Heritage Management Plan (Joanne Bell, September 2021)
- Archaeological Assessment and Management Plan (Alliance Archaeology, July 2022)

The technical documents provide further detail which addresses the requirements of DPO12. The key findings of the technical assessments are summarised in this Development Plan as relevant.

2. Planning Context

2.1. Precinct Context

The Precinct is located in West Sale, approximately 7km west of the Sale CBD township within Wellington Shire.

Figure 2 shows the surrounding context to the Precinct. Key strategic factors of particular importance to the Precinct include:

- Proximity to West Sale Aerodrome and opportunity to form part of a consolidated aviation, manufacturing and business Precinct;
- Direct frontage and access to Sale-Heyfield Road (an unofficial Sale bypass), which is being considered for future upgrade by Regional Roads Victoria and Council to form an official Alternative Truck Route around Sale; and
- Proximity of Melbourne-Bairnsdale Rail line to the south, which presents a potential longer term rail freight opportunity.

2.2. Background

West Sale Industrial Land Supply Strategy

The Strategy was prepared in 2018 to assess three potential candidate areas in West Sale and Wurruk for appropriateness to support future industrial growth in the short to medium term in Sale.

A key objective of the Strategy was to respond to the lack of industrial land supply in Sale, especially for medium and larger businesses.

The Strategy found that the Precinct (Candidate Area 2) provided a strategic opportunity to accommodate industrial development, with the following opportunities presented:

- Sufficient scale to become a strategic employment area over the medium-long term;
- Opportunity to attract larger businesses seeking proximity to major transport infrastructure and separation from urban areas;
- Opportunity to form part of a consolidated aviation, manufacturing and business Precinct in conjunction with the Aerodrome, attracting businesses associated with aviation; and
- Opportunity to capitalise on the likely government investment in the Sale Alternative Truck Route.

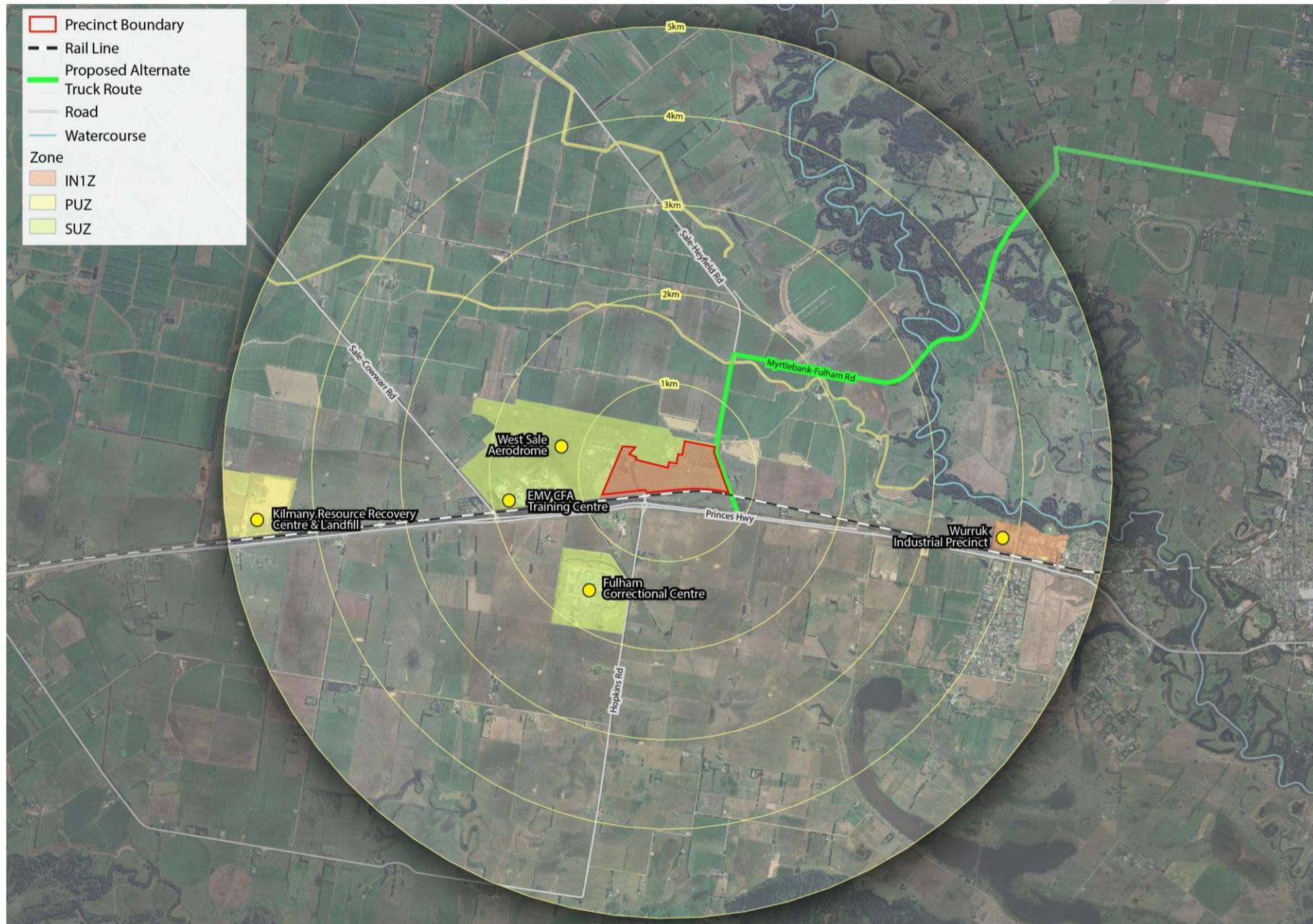
Amendment C103

Amendment C103 to the Wellington Planning Scheme was gazetted in October 2019 and rezoned the Precinct from the Farming Zone (**FZ**) to the IN1Z.

The Amendment made the following changes to the Planning Scheme:

- Rezone land at 10 Williams Drive Fulham, 51 Sale-Heyfield Road Fulham and 57 Sale-Heyfield Road Fulham from FZ to IN1Z;
- Apply the DPO12 to land rezoned to IN1Z; and
- Apply Design and Development Overlay – Schedule 6 (**DDO6**) to land rezoned to IN1Z.

Figure 2. Surrounding Context



Source: Urban Enterprise

2.4. Local Planning Policy

The Development Plan directly furthers several key objectives of the Planning Policy Framework in the Wellington Planning Scheme as summarised below.

Clause 17.01-1S

Protect and strengthen existing and planned employment areas and plan for new employment areas.

Support rural economies to grow and diversify.

Clause 17.01-1R

Facilitate opportunities within aviation-related industries.

Clause 17.01-1L

Facilitate the establishment of the West Sale Airport area in accordance with the West Sale Industrial Strategy Plan at Clause 17.03-1L as a major industrial node with access by road, rail and air, while ensuring the airport functions and environmentally significant features are not adversely affected.

Clause 17.03-1S

Provide an adequate supply of industrial land in appropriate locations including sufficient stocks of large sites for strategic investment.

Identify land for industrial development in urban growth areas where:

- *Good access for employees, freight and road transport is available.*
- *Appropriate buffer areas can be provided between the proposed industrial land and nearby sensitive land uses.*

Clause 17.03-1L

Facilitate the expansion of industrial land in Sale and Wurruk in accordance with the:

- *Sale and Wurruk Strategy Plan contained in Clause 11.01-1L.*
- *West Sale Industrial Strategy Plan contained in this Clause.*

Encourage the supply of industrial land suitable for medium and large lots in Sale and Wurruk in accordance with the West Sale and Wurruk Industrial Land Supply Strategy (Urban Enterprise, 2018).

2.5. Existing Zones and Overlays

Industrial 1 Zone

All land in the Precinct is in the IN1Z (see **Figure 3**). The purpose of the IN1Z is to:

- To provide for manufacturing industry, the storage and distribution of goods and associated uses in a manner which does not affect the safety and amenity of local communities.

Airport Environs Overlay Schedule 2

A very small section of the Precinct (north-western corner) is affected by the AEO (see **Figure 4**).

AEO2 seeks to ensure that airfield operations are not adversely impacted by nearby land use/development by including the following requirement:

- An application to use land for the following must be referred to the airport owner under Section 55 of the Act unless, in the opinion of the responsible authority, the proposal satisfies requirements or conditions previously agreed in writing between the responsible authority and the airport owner.

The uses referred to in AEO2 do not include 'core' industrial land uses.

Design and Development Overlay Schedule 6

DDO6 applies to all land in the Precinct and surrounding areas (Figure 4).

The design objective of DDO6 is:

- To ensure that building height does not adversely affect the operation of the East Sale Royal Australian Air Force Base.

Development Plan Overlay Schedule 12

DPO12 applies to all land in the Precinct. The objectives of DPO12 are:

- To facilitate the coordinated development of the West Sale Aerodrome Industrial Precinct.
- To implement the strategies of the West Sale and Wurruk Industrial Land Supply Strategy (2018).
- To ensure development does not prejudice or conflict with the ongoing operation of the West Sale Aerodrome, Gippsland rail line, Princes Highway or Sale alternate truck route.
- To ensure that the standard of development, design and built form is of high quality.
- To ensure the layout and built form minimises the potential for negative off-site impacts.

Figure 3. Planning Zones

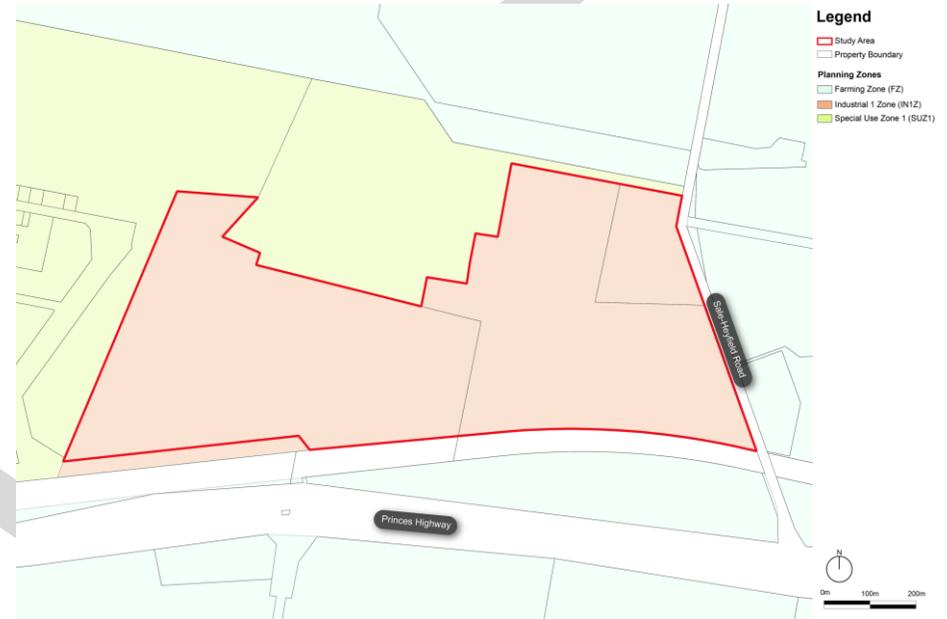


Figure 4. Planning Overlays



3. Site Analysis

3.1. Existing Conditions

The following summarises the existing conditions of land in the Precinct.

Land Area

The Precinct has a total land area of approximately 54 hectares.

Properties and Ownership

This Precinct comprises five parcels of land, all of which are privately owned:

- Lot. 1, 2 and 3 TP321460
- Lot. 4 PS521417
- Lot. 1 LP91663

Land Use and Buildings

The properties are primarily used for rural residential purposes with ancillary agriculture activities.

There are three existing dwellings, with several garages, sheds and other structures in the areas surrounding the dwellings.

Vegetation

Although mostly cleared, the Precinct contains approximately 0.163 hectares of an endangered native grass, Plains Grassy Woodland, recorded in three patches throughout the Development Plan area. Most of this vegetation is in small patches due to historic clearing of surrounding land to facilitate agricultural uses.

Topography

Land in the precinct is relatively flat, with a gradual fall to the north-east of approximately 7m over a length of 1.3km (less than 1% fall).

Waterways

There are no waterways within the Precinct.

The nearest waterway is Thomson River to the north, with the Central Gippsland Drain No 4 also proximate to the north of the Development Plan Area.

Modelling shows a small wetland in the northern section of the study area.

Aboriginal Heritage

The Precinct is in Gunaikurnai Country. Aboriginal and Historical Heritage assessments were prepared to identify existing Aboriginal Heritage features and sites of significance.

There are several sites of Aboriginal and Cultural Heritage significance in the Precinct. These sites are predominately in the western part of the Precinct.

Through the aboriginal and historical heritage assessment and the Cultural Heritage Management Plan process, the following sites were identified as being of significance:

- VAHR 8221-0250 - Sale-Heyfield Road LDAD 1
- VAHR 8221-0263 – West Sale Industrial Precinct LDAD 1
- VAHR 8221-0260 - Sale-Heyfield Road AS 1
- VAHR 8221-0262 – West Sale Airport LDAD 1
- VAHR 8221-0261 – West Sale Airport AS 1.

Historical Heritage

The Former West Sale RAAF Base was located within the Precinct.

An Archaeological Assessment and Management Plan registered the site under the Victorian Heritage Inventory. The site includes building foundations that present examples of design and function of World War II Air Base and Barracks and of the lives of male and female military personnel during the 1940s.

Surrounding Land Uses

The most notable surrounding land use to the Precinct is the West Sale Aerodrome. The Aerodrome was expanded in recent years in order to accommodate a runway extension as part of implementation of the West Sale Aerodrome Masterplan (To70 Aviation, 2017).

There are several other uses on the Aerodrome land and surrounds, including the Victorian Emergency Management Training Complex (VEMTC) operated by the Country Fire Authority (CFA) and other aviation and industrial uses.

The Fulham Correctional Facility is located on the other side of the Princes Highway, with access from Hopkins Road.

Access and Level Crossings

Existing access to each parcel within the Precinct is taken from either Williams Drive (westernmost property) or Sale-Heyfield Road (eastern properties). There are existing level crossings at each of these roads. Additionally, there is a further level crossing to the west of the Precinct at Sale-Cowwarr Road which provides access to the Victorian Emergency Management Training Complex.

3.2. Site Analysis

Figure 5 spatially depicts the key attributes, features and existing conditions in the Precinct.

Figure 5. Site Analysis



Source: Urban Enterprise

3.3. Site Constraints

Table 1 shows the known constraints applicable to the Precinct and how the Development Plan responds to each.

Table 1. Summary of Site Constraints and Development Plan Response

Constraints	Issues and Response
Bushfire Risk	<p>A Bushfire Risk Assessment found that the overall bushfire risk for the Precinct is low and recommended that development of the Precinct should seek to mitigate bushfire risk by incorporating exclusion areas along the Precinct boundary. Additionally, the lot layout should provide larger sized properties around the perimeter of the development as a further mitigation measure.</p> <p>The recommendations are reflected in the development layouts shown in Section 4 of this Development Plan.</p>
Aviation Restrictions	<p>An Aviation Impact Assessment was prepared which includes assessment of the proposed development against each of the National Airports Safeguarding Framework (NASF) guidelines. The AIA found that adherence with several guidelines will impact the allowable building heights and land uses within the Precinct, generally impacting the northern half of the Precinct.</p> <p>In response to the AIA findings, the Development Plan:</p> <ul style="list-style-type: none"> • Adopts a lot layout that will minimise the impact of building height restrictions on development. • Identifies that building height guidelines will be put in place for height limits, beyond which approvals will be required (Guidelines B and F) • Identifies locations which require referrals and approvals before development can occur (Guideline G) and where design mitigations may be required (Guideline E). • Identifies land uses and lot layouts which minimise public safety risk and wildlife strike risk (Guidelines I and C).
Biodiversity	<p>The Precinct contains a patch of Plains Grassy Woodland which will be managed through removal at the Planning Permit stage, with approval from Council. Appropriate offsets are to be established at that time. Management of flora will require the preparation of several plans at the permit stage, including:</p> <ul style="list-style-type: none"> • Weed Management Plan • Pest fauna eradication plan • Fauna Management Plan • Construction Environmental Management Plan • Any habitat trees or shrubs proposed should be removed under the supervision of an appropriately qualified zoologist to salvage and translocate any displaced fauna.
Aboriginal Heritage	<p>The presence of several aboriginal heritage sites will require action to appropriately salvage the areas prior to development. The impact assessment of the CHMP proposes that salvage in the form of collection of the surface material is an appropriate option for each site identified. Therefore, the location of heritage sites is not expected to influence the layout of development in the Precinct. All salvage works must be undertaken in consultation with and to the satisfaction of GunaiKurnai Land and Waters Aboriginal Corporation.</p>
Historical Heritage	<p>An Archaeological Assessment and Management Plan was prepared and notes that development of the Precinct will require a three-step process consisting of consents to uncover, excavate and damage. This process must be completed prior to approvals for development within affected areas. This requirement affects the westernmost property.</p>

Source: Urban Enterprise

4. Development Plan

4.1. Vision and Objectives

Vision

The Precinct will accommodate a range of businesses and activities which capitalise on the strategic location and leverage the opportunities of both the adjacent uses and infrastructure as well as regional strengths and opportunities in energy and related fields.

The Precinct will progressively develop to include medium and larger industrial businesses which respond to local and regional economic opportunities, thereby addressing existing industrial land supply shortages.

The opportunity to establish a strategic cluster of synergistic businesses and activities will encourage investment and generate economic benefits which underpin Wellington and Gippsland's economic diversification and growth.

Off-site impacts and sites of environmental, cultural and heritage significance will be carefully managed to ensure existing uses and values are protected.

Objectives

Key objectives of the Development Plan include:

- To address the undersupply of strategic industrial land in Sale, positioning the area as a key driver of regional economic growth.
- To attract and foster a diverse range of business and employment opportunities, transforming the precinct into a thriving economic hub that offers sustainable and high-quality employment opportunities for the local and regional community.
- To plan and deliver a Precinct that responds to the surrounding land uses and context, including the West Sale Aerodrome, while also minimising negative impacts.
- To coordinate the staged and timely delivery of essential road and drainage infrastructure, ensuring the industrial estate is well-serviced to support business growth.
- To embed proactive bushfire risk mitigation strategies into the development to ensure the safety and resilience of the community and businesses.
- To carefully manage and address on-site heritage and biodiversity elements, ensuring that development respects the site's heritage values and complies with all requirements.

4.2. Land Budget

The Development Plan applies to a land area of 54.389 hectares, of which 48.169 hectares is considered Net Developable Area.

Table 2 shows the land budget breakdown by land use.

Table 2. Land Budget

	Area (ha)
Total Precinct Area	54.389
Key Shared Infrastructure	
Drainage Land	2.011
Primary Roads (30m)	4.209
Net Developable Area	48.169
Land Uses	
Industrial Lot Area	39.194
Aviation Impact Area	4.544
Industrial Roads (25m)	4.431

Source: Urban Enterprise

4.3. Development Framework Plan

Figure 6 shows the proposed Development Framework Plan for the Precinct. The realisation of the Development Framework Plan is subject to development applications according with and meeting the requirements outlined in the remaining sections of the plan.

Figure 6. Development Framework Plan



Source: Urban Enterprise

4.3. Land Use and Activity

The Precinct is planned to primarily accommodate a range of industrial business uses.

While specific business types will depend on market demand, this Development Plan seeks to accommodate uses which capitalise on the presence of nearby uses and the economic strengths of the region.

The industries and business types that are likely to be best suited to the Precinct include:

- Aviation and associated industries.
- Advanced manufacturing and engineering.
- Renewable energy supply chain opportunities.
- Food processing and value-adding.
- Transport and distribution to assist export of local produce.

Other complementary uses may also be attracted, such as transport infrastructure, education, office, ancillary retail and potentially conference facilities.

The layout (see **Figure 7**) is designed to enable medium and large lots to be created within the precinct, accessed from a primary east-west road.

Flexibility is available to create lot sizes and street layouts which meet the needs of individual businesses or developers.

Through landowner consultation, it is understood that the western property may ultimately be developed as a large consolidated site – this opportunity is encouraged in principle and is indicated as a possible outcome on **Figure 7**.

Any major development within the Precinct should contribute to the achievement of the broader infrastructure networks envisaged for the Development Plan area.

Figure 7. Industrial Land Use



Source: Urban Enterprise

4.5. Movement

Road Network

The road layout is shown in **Figure 9** and is based on the Transport Study and responds to the shape of the Precinct, recommended access points and the need for flexibility to accommodate a range of medium and large lot sizes.

The main east-west road connection through the site is proposed to be a Primary Industrial Road with a reserve width of 30m. The two-way road will extend from Sale-Heyfield Road in the east, to the western edge of the Precinct. The connection from the Williams Drive intersection to the east-west roads is also proposed as Primary Industrial Road.

The Primary Industrial Road cross section includes footpaths on both sides, nature strip and on-street parking. Cross sections will be refined at planning permit stage with the preparation of Functional Layout Plans.

Any other internal roads are proposed as industrial roads with a 25m reserve (see **Figure 8** for cross section).

Access and Intersections

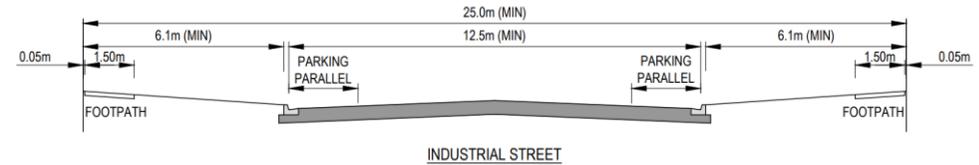
The Precinct will have two site access points provided via Williams Drive and a new intersection at Sale-Heyfield Road.

Initial access is proposed to be taken from Williams Drive given that the western part of the Precinct is expected to form the first stage of development based on landowner consultation.

The Transport Study includes Function Layout Plans for each intersection, showing that:

- The intersection at Williams Drive and the Primary Industrial Road is proposed as a reconfigured, unsignalised T-intersection, with the north-south movement given priority, with a clear sight distance to the railway crossing. The speeds on Williams Drive are to be reduced to 60km/h.
- The intersection at Sale-Heyfield Road and the Primary Industrial Road is proposed to be a stop-controlled T-intersection, with additional turn lanes added to Sale-Heyfield Road. This intersection has an approximate available sight distance of 250m, which exceeds the Safe Intersection Site Distance (SISD) from the Austroads Guide to Road Design of 181m for a road with an 80km/h speed limit.

Figure 8. Proposed Industrial Road with Footpath (25m)



Source: Infrastructure Design Guidelines, 2022

Level Crossings

There is a potential need to upgrade the existing level crossing at Williams Drive as a result of increased risk at the crossing.

Future planning permits will require the preparation of a Level Crossing Compliance Report. V/Line Corporation will consider the need for a level crossing upgrade based on the results of the ALCAM Assessment, Traffic Impact Report and the Level Crossing Compliance Report at the permit stage.

Figure 9. Movement Network



Source: Urban Enterprise

4.6. Infrastructure and Servicing

The Precinct is located adjacent to existing development and therefore has close proximity to existing stormwater and sewer infrastructure.

Development of the Precinct will connect to surrounding sewer, water and drainage infrastructure networks as shown in **Figures 10 and 11** and described below.

Sewer and Water

The following sewer and water infrastructure is proposed to be delivered:

- A new sewer main is to be provided at a sufficient depth and have capacity to cater for flows from the aerodrome. The size and depth of the sewer main is to be determined at the planning permit stage considering the inflows of the aerodrome.
- A pump station is proposed at the north-east drainage reserve. The sizing of this pump station is to be determined at the planning permit stage considering the inflows of the aerodrome.
- A sewer rising main is required to be bored under the railway line along the alignment of Sale-Heyfield Road and connected to the existing rising main at Princes Highway.
- Water mains are proposed in alignment with the road network with 150 mm diameter water mains.
- There is also a connection proposed to the existing 150 mm PVC water main (Gippsland Water) at Williams Drive on the north side of the railway line, with a possible future connection to Williams Drive to the west.
- A water main along Sale-Heyfield Road is to be a 225 mm diameter water main and will need to be bored under the railway line to connect to the existing water main (Gippsland Water). This main will be provided for operational contingency and reticulation purposes. The 225 mm diameter water main will be partly funded by Gippsland Water.

Stormwater

Based on initial drainage investigations (which are subject to more detailed review), the Precinct is proposed to have the following stormwater treatments:

- Moderate filling and appropriate engineering design of the catchment flowing south is required to eliminate any stormwater crossing Princes Highway and impacting on the Kilmany Levy downstream. This will ensure all stormwater flows north and can be treated appropriately through on-site infrastructure.
- Stormwater generated by the development is required to be detained on-site to protect against flooding downstream. On-site storage and water quality treatments are proposed at two drainage reserves in the north of the Precinct.
- Treatments at both drainage reserves are proposed to incorporate primary, secondary and tertiary water quality treatment devices to reduce the environmental impact of pollutants on waterways downstream. The exact sizing and types of these devices will be formalised at the planning permit stage.
- The western catchment and drainage treatment will discharge to the new stormwater pipe being built as part of the aerodrome runway expansion.
- The eastern catchment and drainage treatment will drain via pipe or swale along Sale-Heyfield road to Central Gippsland Drain No. 4.
- The western catchment require a capacity assessment of existing infrastructure beneath the runway and outfall analysis across the northern farmland to ensure any increases in flow do not detrimentally impact the function of this land.
- The eastern outfall must be assessed to determine appropriate outfall culvert size and ability to connect the Central Gippsland Drain No. 4 and Southern Rural Water channel.
- Both eastern and western catchments require an assessment of the 1% Annual Exceedance Probability (AEP) flood event and model any changes in the function of the Southern Rural Water channel.
- If require, Council should formalise an agreement with Southern Rural Water to determine a suitable arrangement for drainage outfall from the eastern catchment to Central Gippsland Drain No. 4, resolving concerns about drainage capacity and flow rates.

Design and delivery of the wetlands will require mitigation measures to minimise attraction of birdlife and reduce the likelihood of birdlife strikes and comply with Guideline C of the National Airports Safeguarding Framework. Details are to be refined at the permit stage, including functional level drainage and outfall design, which may require input from an ornithologist regarding the materials, flora/landscaping and potential bird netting to minimise this risk.

Figure 10. Sewer and Water Plan



Source: Urban Enterprise

Figure 11. Stormwater Plan



Source: Urban Enterprise

4.7. Aviation

The proposed aviation strategy seeks to achieve a development outcome that minimise impacts on the existing aerodrome operations at the West Sale Aerodrome, allowing ongoing activity at the airport while delivering on the strategic vision for the Precinct.

In particular, the Development Plan adheres to the seven principles and responds to the nine guidelines within the National Airport Safeguarding Framework (NASF).

The interface of lots with the Aerodrome presents some several issues. While the Development Plan responds to issues related to the NASF guidelines, there are other interface issues which Council propose to resolve during the process of reviewing and updating the West Sale Airport Masterplan.

Guidelines B: Windshear Impact

The Precinct is almost entirely affected by Guideline B: Windshear Impact, which seeks to mitigate windflow and turbulence issues caused by structures near the runway alignment.

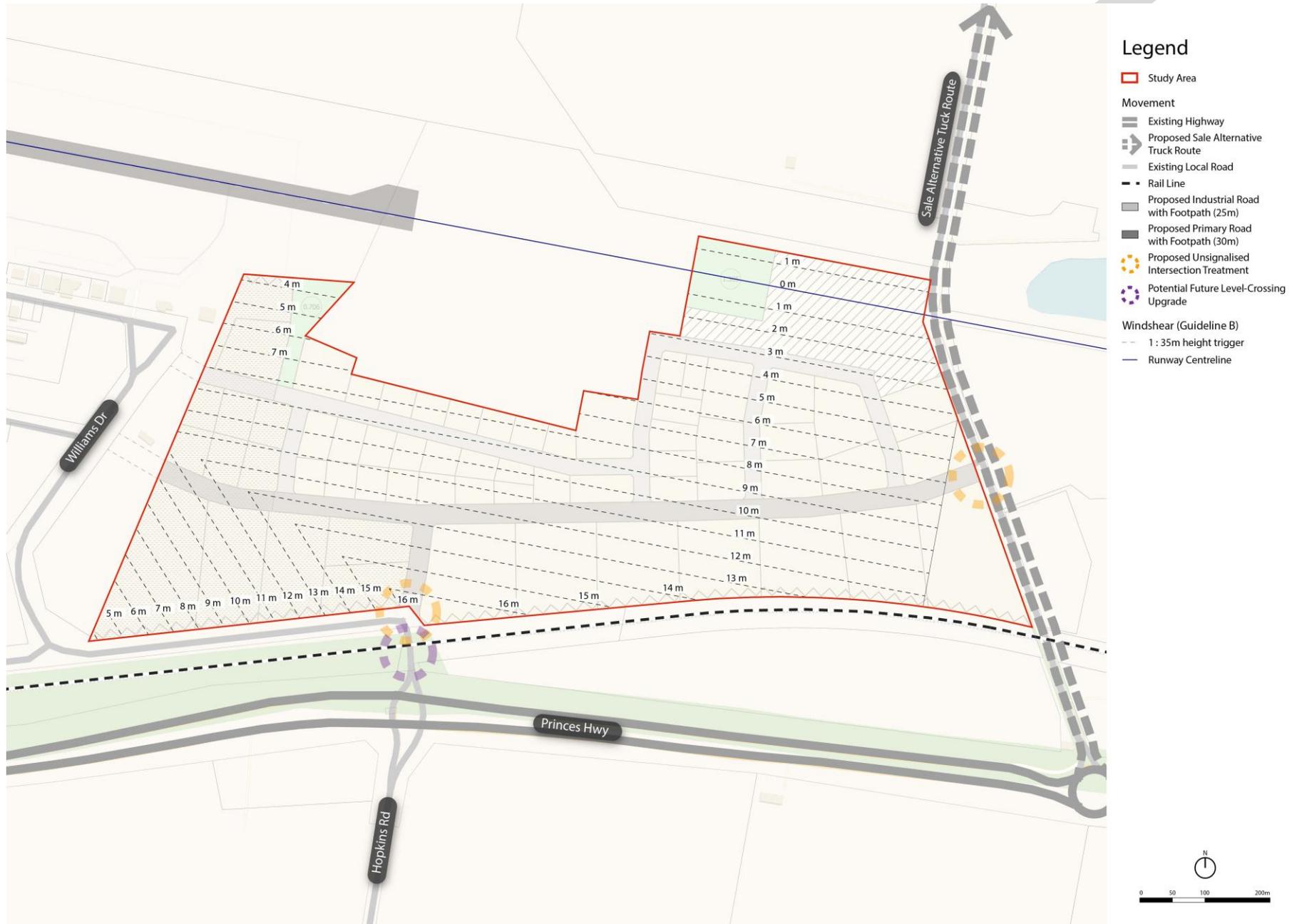
In order to manage this risk, **Figure 12** shows the acceptable building heights within the affected area which would not require a windshear risk assessment.

Building heights can potentially exceed the heights shown, however any such building must satisfy the approval authority that the buildings will not create an unacceptable risk to aircraft operations.

Any application involving built form within the affected area must be reviewed against this Guideline and required to undertake a windshear impact assessment if the relevant height is exceeded.

In the north-eastern section of the Precinct, the maximum building height without triggering a windshear impact assessment is 3m or less. This area is therefore considered potentially encumbered, however the extent and effect of the encumbrance will not be known until individual built form applications are made. Therefore, this area is shown as an 'Aviation Impact Area' which would require further detailed planning and site-specific assessments before any development is considered possible.

Figure 12. Guideline B – Windshear Impact



Source: Urban Enterprise

Guidelines E: Managing Pilot Lighting Distraction

The Precinct is impacted by Guideline E: Managing Pilot Lighting Distraction, which seeks to ensure that lighting in the vicinity of the airport is not of a configuration that may cause a pilot to be distracted or mistake such lighting as being ground lighting for the airport.

The guideline outlines the maximum intensity of light that is allowed to occur within four zones around the runway extent. These four zones have the corresponding light intensity requirements:

- Zone A – 0 cd
- Zone B – 50 cd
- Zone C – 150 cd
- Zone D – 450 cd

Developments should have iso-candela diagrams for the light fittings examined to ensure the fitting will satisfy the zone requirements. If the light fitting does not meet the requirements, a screen should be fitted to mitigate light emission to zero above the horizontal of the runway alignment.

Lighting impacts under Guideline E should be considered and assessed by the responsible authority for each proposal, and if required, referred to the Civil Aviation Safety Authority (CASA) for a detailed assessment.

The assessment should include consideration of reflected sunlight from buildings and other infrastructure.

Impacts can generally be mitigated through installation of appropriate shielding.

Figure 13 Managing Pilot Lighting Distraction Areas



Source: Urban Enterprise

Guidelines F: Managing Protected Airspace Intrusion

Guideline F: Managing Protected Airspace Intrusion, applies the Obstacle Limitation Surface (OLS) in areas around the West Sale Aerodrome to protect aircraft from collision with obstacles.

Height limitations are applied for each runway and have some type of height limiting restriction on development across the Precinct. These limits are represented in Reduced Height (RL), which is referenced according to the Australian Height Datum (AHD).

Figure 14 shows the West Sale Airport OLS against a 1m AHD contour as it applies to the Precinct. The parts of the Precinct most impacted by the OLS are in the north-east, the same areas impacted by Guideline B to the greatest extent.

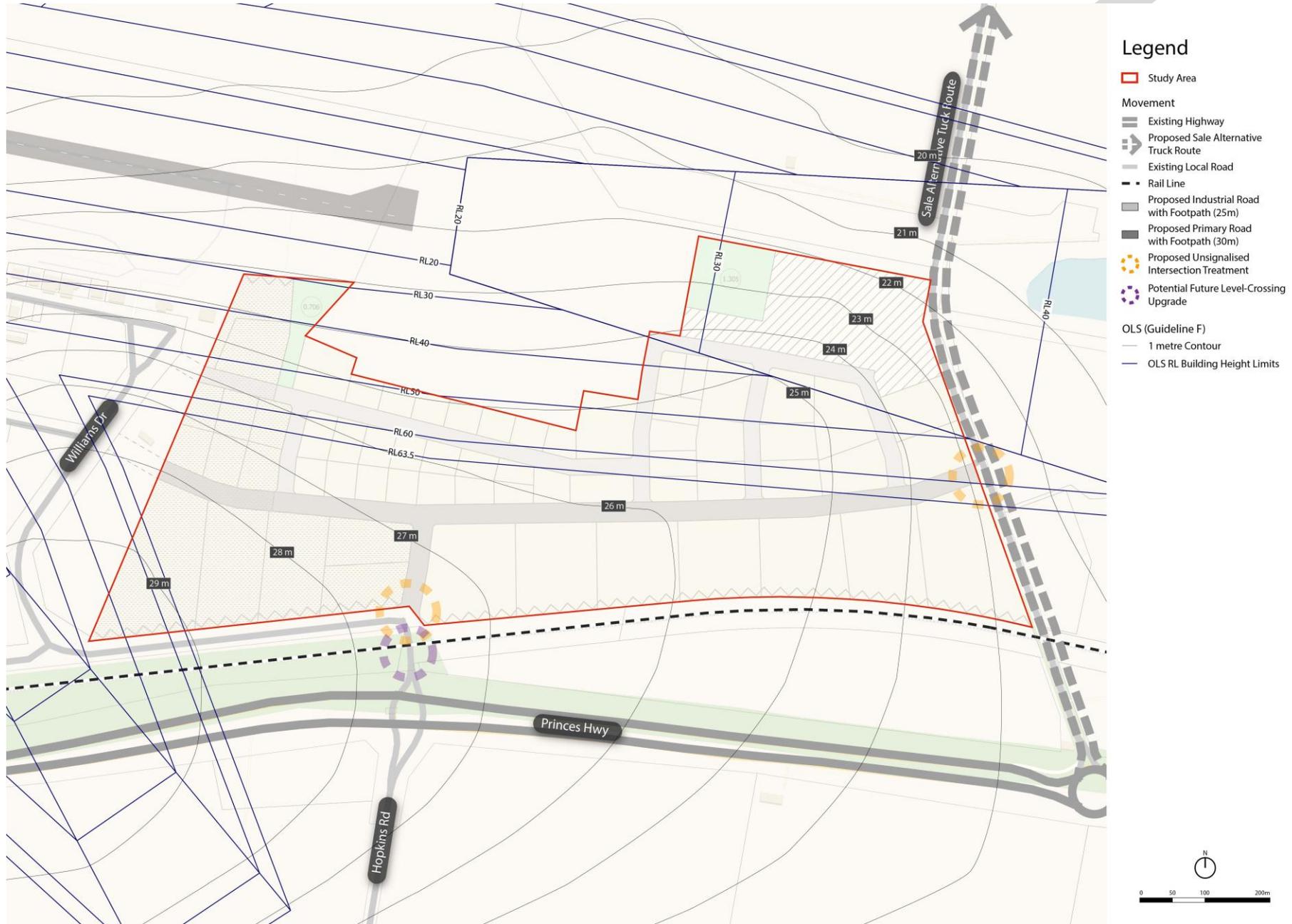
Building heights must be assessed to ensure that the OLS height limits are not exceeded prior to approval of any development or building applications.

Figure 15 shows the maximum allowable buildings above ground level (ADH) at 1m increments against the OLS. No buildings can be permitted to exceed the heights shown.

Additionally, the following requirements and referrals exist during the construction phase and industrial operation:

- Approval from the CASA, the RAAF and Airservices Australia is required for any planned penetration by mobile plant equipment (e.g. Cranes) or plumes above the West Sale OLS during the construction of any buildings; and
- Proposed building developments that may have hazardous plumes during operation must be assessed by the CASA.

Figure 14. Guideline F – Managing Protected Airspace Intrusion



Source: Urban Enterprise

Figure 15. Guideline F – Managing Protected Airspace Intrusion



Source: Urban Enterprise

Guidelines G: Communications, Navigation and Surveillance

Due to the presence of the RAAF 133.6 MHz transceiver at the West Sale Aerodrome, Guideline G: Communications, Navigation and Surveillance must be considered for development in the Precinct.

This transceiver is installed for aircraft operations when the tower at East Sale is active and is used for non-precision approaches. This is defined as a Very High Frequency (VHF) communication facility and is the only communication, navigation or surveillance piece of equipment at the West Sale Aerodrome.

This guideline applies to mitigate the obstruction of transmissions from a VHF aerial.

The areas impacted are shown in Figure 16. Areas within the 100m radius from the antenna transceiver (i.e. inside the yellow radius shown in **Figure 16**) are in the critical restricted area, requiring a referral for any structure to Airservices Australia for assessment. The areas between 100m and 600m would require permission to exceed between 10m and 19.6m in building height, depending on the distance from the transceiver.

In accordance with the guideline, any application for a building that exceeds this height restriction is to be referred to Airservices Australia for assessment. Buildings may obtain approval for heights above those stated in the guidelines.

Figure 16. Very high frequency (VHF) antenna and building height limits



Source: Urban Enterprise

Guidelines I: Public Safety Area

Parts of the Precinct are affected by a recommended Public Safety Area (PSA) under Guideline I. The purposes of a PSA is to reduce the risk to the community around the airport in the case of an aircraft accident by limiting land uses that increase the number of people living, working or congregating within the PSA area.

Wellington Shire Council does not have a defined PSA area for the West Sale Aerodrome. The PSA model adopted for this Aviation Assessment is based on a Queensland PSA Model. **Figure 17** shows the areas of the Precinct impacted by this PSA area, which is generally in the north-east of the Precinct and small section of the south-west.

As part of considering applications in the affected areas, Council should seek to limit the number of people on site as part of a proposed use. Given there is not a defined PSA for the West Sale Aerodrome, Council must consider and assess each permit application within the PSA area for an acceptable level of risk under Guideline I.

Figure 17. Public Safety Area



Source: Urban Enterprise

4.8. Heritage

Aboriginal Heritage

The Precinct is impacted by several Area of Aboriginal Cultural Heritage Sensitivity sites, which relate to landforms and soil types where Aboriginal places are more likely to be located.

The site includes three Low Density Artefact Distribution (LDAD) and two artefact scatters, which have all been listed on the VAHR. The sites are listed as:

- VAHR 8221-0250 - Sale-Heyfield Road LDAD 1
- VAHR 8221-0263 – West Sale Industrial Precinct LDAD 1
- VAHR 8221-0260 - Sale-Heyfield Road AS 1
- VAHR 8221-0262 – West Sale Airport LDAD 1
- VAHR 8221-0261 – West Sale Airport AS 1

A Cultural Heritage Management Plan was required under the *Aboriginal Heritage Regulations 2018* and was prepared in order to understand the location, extent, nature and significance of the Victorian Aboriginal Heritage Register (VAHR) sites.

Desktop, standard and complex assessments have been undertaken as part of the CHMP. The complex assessment, which involved hand excavation of several different locations in the Precinct, included the excavation of one test pit and 47 shovel test pits across nine transects, in addition to four radial shovel test pits.

The CHMP identifies that harm cannot be avoided or minimised as a result of development. Therefore, salvaging of each VAHR site, in the form of collection of surface material, is identified as the required action to treat the heritage on site. It is noted that *VAHR 8221-0263 – West Sale Industrial Precinct LDAD 1* has already been salvaged during the complex assessment.

Figure 18 shows the Areas of Aboriginal Cultural Heritage Sensitivity which will be harmed and require salvaging prior to development occurring.

Historical Heritage

The Former West Sale RAAF Base Site / Migrant Camp is on the Victorian Heritage Inventory (H8221-0020) as an historical archaeological site.

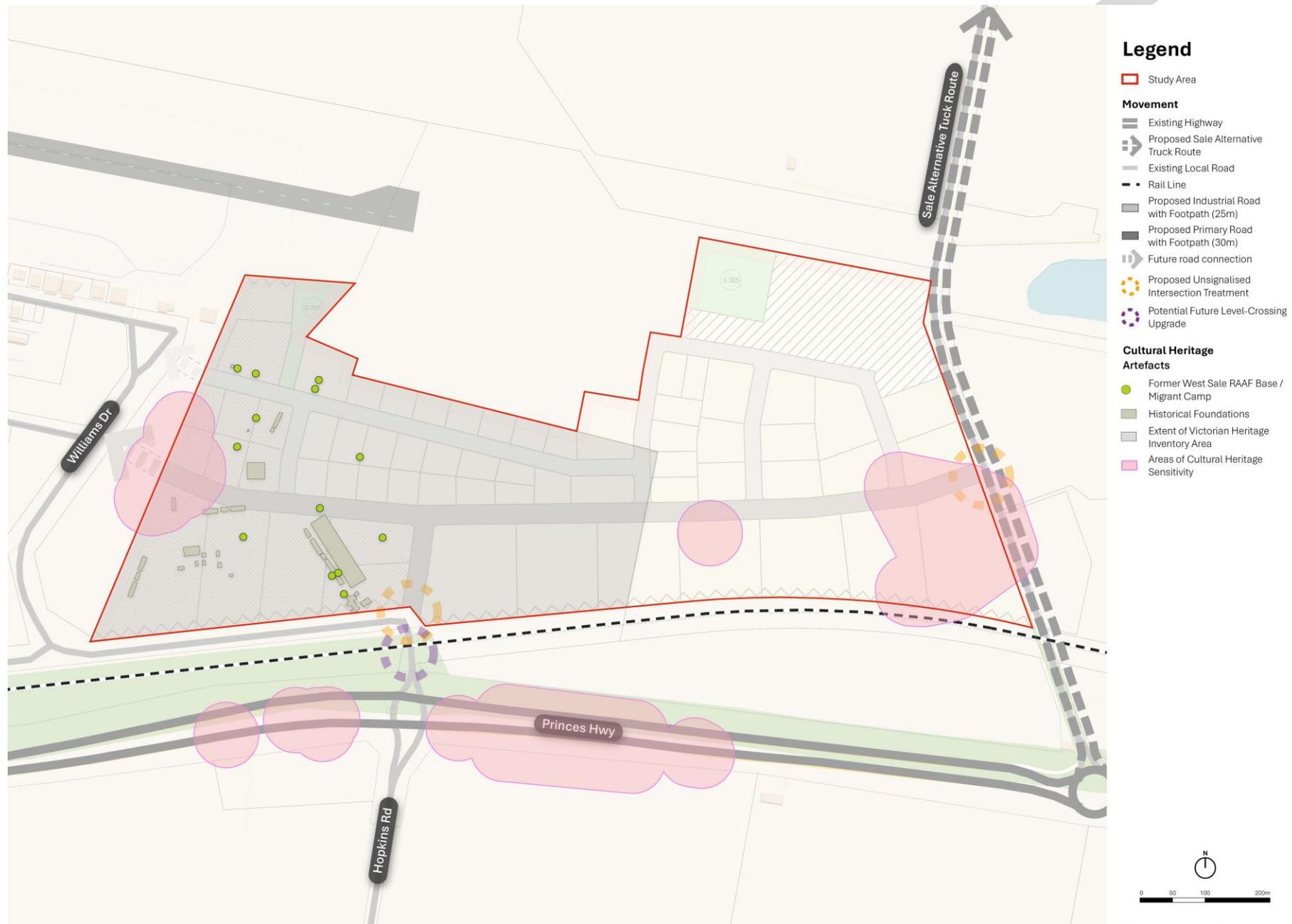
It is a requirement that, prior to subdivision and development of the land, consent is gained under section 124 of the *Heritage Act*. This may require a three-step consent process issued by Heritage Victoria, which includes:

- Consent to Uncover – allows for the removal modern structures, fills or overburden to allow an archaeological team to assess whether archaeological structural remains and/or deposits survive on site.
- Consent to Excavate – provides the permission for an archaeological investigation/ excavation of the subject property.
- Consent to Damage – is issued by Heritage Victoria once the archaeological excavation has been carried out to H.V.'s satisfaction.

It is not always necessary to gain all three consents. However, consultation with Heritage Victoria will be required to determine the parameters.

Any unexpected heritage discoveries will trigger works to cease and consultation with Heritage Victoria.

Figure 18. Heritage Plan



Source: Urban Enterprise

4.9. Biodiversity

Based on the findings of the Biodiversity Assessment, all patches of native vegetation and modelled wetlands can be removed as part of development works due to the degraded nature of the vegetation.

The proposed loss of vegetation requires offsets equivalent to 0.034 General Habitat Units (GHU). The removal and offset requirements are to be considered by Council at Planning Permit stage.

The Development Plan also identifies the preparation of the following plans, as necessary, at the planning permit stage, in order to manage flora and fauna:

- A **Weed Management Plan** due to the presence of noxious weeds and weeds of National Significance;
- Pest fauna eradication plan due to evidence of pest fauna species;
- A **Fauna Management Plan** to guide the salvage and translocation process of any displaced fauna;
- A **Construction Environmental Management Plan** (CEMP) should be prepared and implemented prior to construction activities; and
- Any habitat trees or shrubs proposed should be removed under the supervision of an appropriately qualified zoologist to salvage and translocate any displaced fauna. The wildlife specialists undertaking this action must hold a current Management Authorisation.

Figure 19 shows all identified biodiversity within the Precinct that is to be either removed or managed through the preparation of additional plans.

Figure 19. Biodiversity Plan



Source: Urban Enterprise

4.10. Landscape

Given the limited salvageable native vegetation and biodiversity within the Precinct, the Development Plan accommodates landscape and tree coverage within the road reserves.

All roads within the Precinct will have a cross section that includes nature strips on each side of the road, with the capacity to accommodate trees. The nature strips will act as a landscaped buffer between the lots and the road, which must be at least 5 metres. It is noted that the delivery of trees and other landscaping should take due consideration of wildlife attraction in accordance with the NASF Guideline C.

In addition, the Development Plan proposes some landscaping works as part of the delivery of the drainage assets. The design and extent of landscaping works is subject to detailed design at the planning permit phase to determine and assess the appropriate wildlife strike mitigation measure under the NASF Guideline C.

It is a requirement of the Development Plan that:

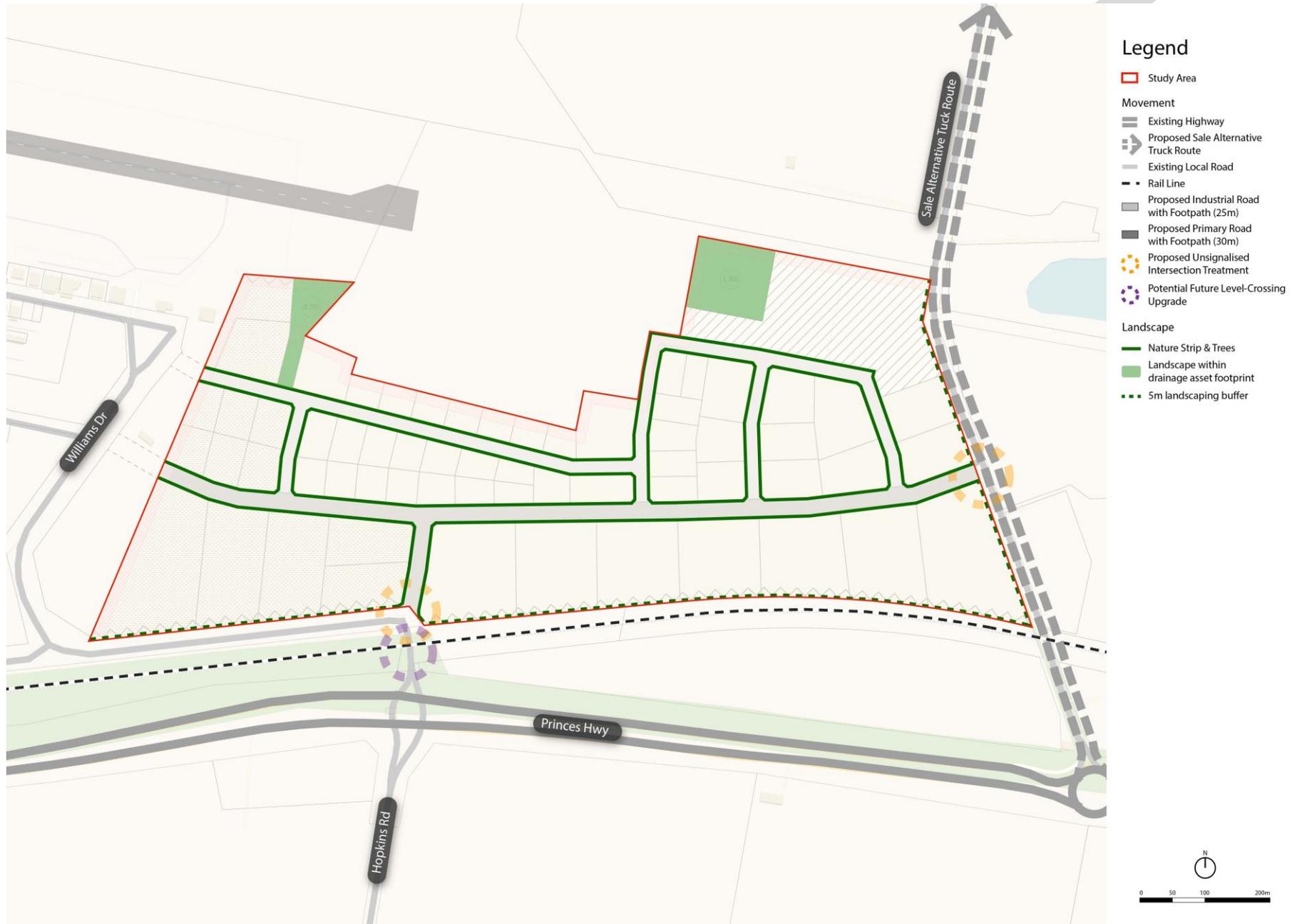
- The front of lots should include landscaping, including the planting of trees.
- Where lots have an interface with an external road, a 5 metre landscaping buffer must be provided. This applies to Sale-Heyfield Road and Williams Drive.
- Lots interfacing with the railway line should be setback 5 metres and include landscaping. It is also noted that this interface is also subject to a bushfire mitigation setback.
- Carparking is not to be provided within landscape areas.

Figure 20 shows the landscaping proposed for the Development Plan, which seeks to deliver a high-quality Precinct with landscaped amenity.

In order to achieve this amenity, landscaping should contribute to a high-quality precinct character through the use tree species that are regionally appropriate, low maintenance and provide generous canopy cover (ie. *Corymbia maculata* - Spotted Gum). Tree typology should align with Council plans and policy, such as *Greening Wellington 2022-27* and the *Urban Forest Renewal Program 2025*.

Planting and landscaping should ensure consistent coverage, shading and soften the built form, it is important to retain clear sightlines and access that are essential for industrial operations.

Figure 20. Landscape Plan



Source: Urban Enterprise

4.11. Bushfire Management

Access and egress will be provided from the two access intersections at Williams Drive (connecting to the Princes Highway) and at Sale-Heyfield Road. Additionally, potential future connections to Williams Drive at the west of the Precinct may occur. This provides firefighters with multiple access points and enables the option to travel in several directions, depending on the safest route.

The Development Plan includes a number of bushfire mitigation requirements which must be followed by individual applications, including:

- The inclusion of street fire hydrants to be provided as part of the cross section of road delivery.
- Defendable area bushfire protection setbacks of 10-20m at the north-west and southern boundaries of the Precinct to mitigate bushfire risk from the most likely fire direction. The defendable area setback is to be further planned during a detailed design phase; and
- As development progresses, ongoing maintenance of vacant properties is required to ensure vegetation does not become overgrown and increase fire risk. This can be managed by Council through section 173 agreements.

Figure 21 shows the bushfire management measures which form part of the Development Plan.

Figure 21. Bushfire Management Plan



Source: Urban Enterprise

4.12. Lot Layout & Staging

The proposed lot layout of the Development Plan responds to the requirements of Schedule 12 of the Development Plan Overlay and the findings of the West Sale and Wurruk Industrial Land Supply Strategy.

The Development Plan proposes to have a diversity of lot sizes including small lots (less than 0.5 hectares), medium lots (0.5 – 1.5 hectares) and large lots (greater than 1.5 hectares). This lot size mix seeks to address the current gap in strategic industrial sites within Sale and enable significant strategic investment in this location.

The layout also identifies a 19m building setback requirement from Aerodrome land, which is the northern and western boundaries of the Precinct. No building structures are to be located in these buffer zones. Permit applications and detailed designs should respond to this requirement.

Initial development stages are likely to occur in the west of the Precinct, with initial access taken from Williams Drive to the south. Subsequent development is proposed to progress towards the east, with the last stage of development being the north-east of the Precinct, which is most significantly impacted by aviation-related restrictions.

This staging allows for the western section to be serviced by the north-western drainage treatment which serves that catchment. This part of the Precinct is also proposed to have diverse lot sizes, allowing for both large business and strategic investment to occur immediately, while also allowing for smaller business and subdivisions early on.

Stage 2 and 3 will require the delivery of the second drainage reserve in the north-east. This will also require connection to Sale-Heyfield Road to enable vehicle connectivity within the Precinct and to satisfy access and egress recommendations for bushfire management.

The proposed staging of the Development Plan is indicative and will be subject to change. The delivery of infrastructure will largely be linked to development stages.

Figure 22. Lot Layout



Source: Urban Enterprise

Figure 23. Indicative Development Staging



Source: Urban Enterprise

4.13. Infrastructure Delivery

Shared Infrastructure

There are several major infrastructure items that are proposed as part of the Development Plan that serve benefit to the broader Precinct and will need equitable cost sharing arrangements. (unless individual developers otherwise facilitate infrastructure delivery to Council's satisfaction)

Table 3 and **Figure 24** outline the key Precinct infrastructure that will serve the broader Precinct catchment. This includes the timing of infrastructure, aligned to the Precinct development staging shown in **Figure 23**.

Funding and delivery of these infrastructure items must be facilitated by the landowners, including any cost sharing arrangements amongst owners, with contributions formalised through section 173 agreements, or as otherwise agreed by Council. If agreement cannot be reached, a DCP should be prepared. Unless otherwise agreed by Council, cost sharing should be based on a net developable hectare rate to ensure that equitable cost sharing occurs.

Arrangements for direct delivery of infrastructure, scope, costs (land and construction), designs, delivery triggers, delivery responsibility and the calculation of any monetary contribution rate per hectare of NDA should be determined prior to the formalisation of any section 173 agreement.

Developer Works

Delivery of all local industrial roads and other subdivision construction works are to be funded through developer works.

External Funding

Gippsland Water is nominated as a partial contributor to funding the 225 mm diameter water main along Sale-Heyfield Road, to be bored under the railway line to connect to the existing water main (Gippsland Water).

The extent of costs to be apportioned and funded by Gippsland Water is to be defined as part of the preparation of a formal arrangement prior to development occurring.

Additionally, upgrades to the sewer rising main is required to be bored under the railway line along the alignment of Sale-Heyfield Road and connected to the existing rising main at Princes Highway, which may require external funding sources.

Table 3. Items suitable for cost sharing

Project Category	Project ID	Description	Timing
Roads	RD-01	North-South Primary Industrial Road Land and construction of Primary Industrial Road (30m) between Williams Drive (IN-02) and RD-01.	Stage 1
Roads	RD-02	East-West Primary Industrial Road Land and construction for East-West Primary Industrial Road (30m) from western boundary to Sale-Heyfield Road (IN-01).	Stage 2
Intersections	IN-01	Williams Drive Intersection Land and construction of unsignalized T-intersection at North-South Primary Industrial Road and Williams Drive (to the south). Upgrades include reconfiguration of road to give north-south traffic priority	Stage 1
Intersections	IN-02	Sale-Heyfield Road Intersection Land and construction of unsignalised T-intersection at East-West Primary Industrial Road and Sale-Heyfield Road. Upgrades include stop-controlled treatment and turning lanes on Sale-Heyfield Road.	Stage 2
Drainage	DR-01	North-West Drainage Reserve Land and construction of drainage reserve treatments (scope and design to be confirmed at detailed planning phase)	Stage 1
Drainage	DR-02	North-East Drainage Reserve Land and construction of drainage reserve treatments (scope and design to be confirmed at detailed planning phase)	Stage 3

Source: Urban Enterprise

*Potential rail crossing upgrade to be funded separately

Figure 24. Precinct Infrastructure Map



Source: Urban Enterprise

Appendix A

Further studies

- Transport (as required):
 - Cross sections to be refined at planning permit stage with the preparation of Functional Layout Plans.
 - Future planning permits require the preparation of a Level Crossing Compliance Report
- Drainage (as required):
 - Western Catchment – Capacity assessment of existing infrastructure beneath the runway and outfall analysis across the northern farmland.
 - Eastern Catchment – Assessment to determine appropriate outfall culvert size and ability to connect the Central Gippsland Drain No. 4 and Southern Rural Water channel.
 - East and west catchments – Assessment of the 1% Annual Exceedance Probability (AEP) flood event and model any changes in the function of the Southern Rural Water channel.
 - Details of wetland design and birdstrike mitigation are to be refined at the permit stage, including functional level drainage and outfall design, which may require input from an ornithologist regarding the materials, flora/landscaping and potential bird netting to minimise this risk.
- Aviation (as required):
 - Guideline B – Windshear impact assessment if the relevant height is exceeded.
 - Guideline B – Areas designated as ‘Aviation Impact Area’ will require further detailed planning and site-specific assessments before any development is considered possible.
 - Guideline E – Iso-candela diagrams for the light fittings examined to ensure the fitting will satisfy the zone requirements.
- Biodiversity (as required):
 - A Weed Management Plan due to the presence of noxious weeds and weeds of National Significance;
 - Pest fauna eradication plan due to evidence of pest fauna species;
 - A Fauna Management Plan to guide the salvage and translocation process of any displaced fauna;
 - A Construction Environmental Management Plan (CEMP) should be prepared and implemented prior to construction activities
- Infrastructure Delivery (as required):
 - Section 173 Agreements to formalise cost sharing agreements and infrastructure delivery.

Further approvals

- Transport (as required):
 - V/Line Corporation will consider the need for a level crossing upgrade based on the results of the ALCAM Assessment, Traffic Impact Report and the Level Crossing Compliance Report at the permit stage
- Drainage (as required):
 - If required, Council should formalise an agreement with Southern Rural Water to determine a suitable arrangement for drainage outfall from the eastern catchment to Central Gippsland Drain No. 4, resolving concerns about drainage capacity and flow rates.
- Aviation (as required):
 - Guideline E – Assessed by the responsible authority for each proposal, and if required, referred to the Civil Aviation Safety Authority (**CASA**) for a detailed assessment.
 - Guideline F – Approval from the CASA, the RAAF and Airservices Australia is required for any planned penetration by mobile plant equipment (e.g. Cranes) or plumes above the West Sale OLS during the construction of any buildings.
 - Guideline F – Proposed building developments that may have hazardous plumes during operation must be assessed by the CASA.
 - Guideline G – Any application for a building that exceeds this height restriction is to be referred to Airservices Australia for assessment
 - Guideline I – Council must consider and assess each permit application within the PSA area for an acceptable level of risk under Guideline I
- Historical Heritage (as required):
 - Three-step consent process issued by Heritage Victoria (consent to uncover, excavate and damage).

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