

# Structure Plan Discussion Paper & Emerging Directions

**March 2021** 





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**March 2021** 

Prepared by Mesh in conjunction with Wellington Shire Council



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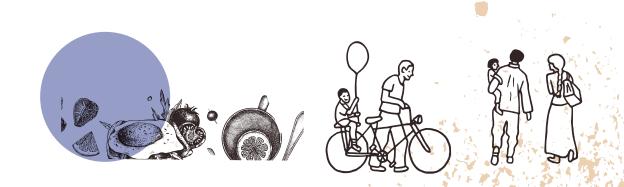
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## **Table of Contents**

Part 1. Project Overview Why are we preparing a Structure Plan?	<b>1</b>	Part 3. Vision for Maffra An Emerging Vision for Maffra	<b>22</b>
What is the Maffra Discussion Paper & Emerging Directions?	6	Part 4. Challenges, Considerations	
Where are we now?	12	& Emerging Directions	23
Part 2.		Summary of the Key Issues & Options	23
About the Maffra Structure Plan Area	7	Theme 1 Unlocking Balanced Growth	25
What is the Maffra Structure Plan Study Area?	7	Theme 2 Strengthen the Sense of	
Existing Planning Framework	9	Belonging & Character	29
What we heard and found about Maffra?	11	Theme 3	
A Snapshot of the Maffra Community	11	Creating Meaningful Connections	33
An Analysis of the Role and Structure of Maffra	13	Theme 4 Enhance Self-Reliance	37
Findings from Research & Consultation	15		
Landowner Survey & Targeted Consultation	16	Part 5. Next Steps	41
Key Messages	17	We want to hear from you	41
Key Findings from Technical Studies	19		



## Part 1.

#### **Overview**

Wellington Shire Council is currently preparing the Maffra Structure Plan to guide growth for Maffra for the next 20 years.

Maffra is a family orientated town with a vibrant and active community, and easy access to a range of high quality services, schools and recreation facilities.

A thriving agribusiness and industrial base provides quality produce and services to the region, and brings opportunities for people to work locally.

The proximity to Sale and other destinations of the Latrobe Valley make Maffra attractive to those seeking a more relaxed rural lifestyle. Filled with a variety of local shops and services available for the day-to-day requirements of its residents, but still being able to travel a short distance on the odd occasion.

#### What is the Maffra Structure Plan?

The Maffra Structure Plan will be the key strategic land use planning framework to manage growth, facilitate change and guide infrastructure delivery in Maffra over the next 20 years.

#### **Specifically, the Maffra Structure Plan seeks:**

- To help influence, manage and facilitate change to land uses, the built form and public spaces in accordance with relevant state, regional and local planning policy;
- To assess the suitability and proposed locations of future residential growth;
- To identify land for future commercial, industrial and community services and facilities to support growth; and
- To guide future land use and development in an integrated and coordinated manner.

Typically, key strategies and actions of a structure plan will be implemented through changes to the Wellington Planning Scheme by updating the suite of planning controls for Maffra.

With strong reasons for why people would look to Maffra as a place to live, it is hard to imagine why there are limited opportunities buy your own piece of land and build your family home. Drainage and flooding challenges, along with development costs and landowner motivation, have contributed to Maffra consuming much of the land available for new urban development.

Maffra now needs to urgently respond to this challenge by unlocking more opportunities and capitalise on a growing demand.

This Maffra Discussion Paper & Emerging Directions is the first step in starting to respond to this challenge and provide other guidance and opportunities throughout the town.

It will seek community input in establishing a vision for Maffra for the next 20 years, and test key emerging directions that have been developed through the detailed analysis, consultations and research so far.

This feedback will provide important guidance in the preparation of the *Maffra Structure Plan*.



Maffra Cameron Sporting Complex

## Why are we preparing a Structure Plan?

# Over recent years there has been a growing demand for residential growth within Maffra.

Despite the apparent amount of residential zoned land, drainage issues and development costs have stifled new residential development and land release opportunities, resulting in a current shortage of residential land available to the market.

In addition to this undersupply, there is growing evidence (such as *The Big Movers: Understanding Population Mobility in Regional Australia, July 2020*) towards an increased trend in people moving to the regional areas for reasons such as housing affordability, a change in flexibility of working arrangements (i.e. more people working from home), seeking a more **lifestyle option**, or simply returning from the cities to where they grew up.

More people are seeking wide open spaces, cleaner air and less hustle and bustle! It is also important to note that future rezonings especially to the north of Maffra will require substantial drainage upgrades to be developed.

These drainage upgrades are equally important to existing residents as they are for future development. Although a comprehensive drainage study and indicative costs have been completed, the issues are 'how' and 'when' these upgrades are funded.

Given this is a challenge applying across all of Wellington Shire, a 'Residential Stocktake' workshop will be held in early 2021 to examine major infrastructure funding to facilitate housing development.



Recent developments in Maffra's growth areas have seen a mixture of outcomes. Some developments have resulted in reduced connectivity for people and vehicles, have not integrated with the surrounding area, lacked provision of street trees, and housing types that do not necessarily reflect the rural character of Maffra. Guidance for new residential growth is needed to ensure the important attributes of Maffra are retained and good design outcomes can be achieved.

Notably, Maffra has limited housing choice, which has been reflected in the relatively low population growth compared to other Shire towns and the trend of Maffra residents moving to Stratford to build a house. A way to ensure housing choice is to 'overzone' residential land so Maffra can grow sustainably and become developable.

Although there is a trend in rural towns towards an ageing population, in the context of Wellington Shire, Maffra has a higher proportion of younger population. Many of which will likely to be seeking entry into the housing market of either a family home or unit. If Maffra continues to retain a higher proportion of younger people, this will need to be supported through improvements to active and public transport routes, more job opportunities, and a diversity in places to explore and play.

With expected increases in population, there is a need to provide more opportunities for employment uses within the town centre of Maffra and nearby industrial areas.

In addition to expanding the existing commercial areas of Maffra, and as new residential growth continues to the north as anticipated, new neighbourhood centres may be required to support the needs of these emerging and future communities. As the community grows, it will be important for Maffra to be resilient to the future impacts resulting from climate change. New development will need to future proof against these impacts which may include rising temperatures, water scarcity and an increase in the intensity and frequency of flooding events. Streets will play a key role in cooling neighbourhoods and harvesting stormwater.

Given a Structure Plan has not been developed for Maffra to date or a Housing Strategy for the broader Wellington Shire, an important consideration for this Structure Plan will be to define Maffra's role within the Wellington Shire and Latrobe Valley. Maffra has a great quality of life for its residents, job opportunities both within Maffra and nearby Sale and Stratford, and access to high quality services and facilities. The Structure Plan will capitalise on these competitive advantages through developing a long term Vision and plan for Maffra that guides future land uses, infrastructure, built form and public open space over the next 20 years.

# What is the Maffra Discussion Paper & Emerging Directions?

The purpose of the Maffra Discussion Paper & Emerging Directions is to tease out the existing strategic work completed by Council (in conjunction with key agencies and stakeholders), identify trends within Maffra and understand the aspirations for the study area held by key agencies and stakeholders.

This document will be used as an engagement tool with the community, in guiding the preparation of the Draft Maffra Structure Plan.

The Maffra Discussion Paper & Emerging Directions is set out in four (4) parts:

#### The scope of this discussion paper is to:

- Outline why a Structure Plan is being prepared for Maffra;
- Summarise the background analysis and findings, and what we know so far;
- Identify important features, challenges and considerations, including any key infrastructure constraints to development;
- Set aspirations for housing, commercial, retail, community infrastructure and employment - taking into account housing development supply and demand; and
- Spatially articulate the vision, key challenges and considerations, and emerging directions for Maffra that will be further explored within the Draft Structure Plan.





Johnson Street Maffa

## Where are we now?

The Maffra Structure planning process is being undertaken in four stages.

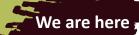


#### Stage 1.

(Completed)

- ✓ Project Inception
- ✓ Information Gathering
- ✓ Council and Key Agency Workshop

#### Stage 2.



#### **Maffra Discussion Paper & Emerging Directions**

Summaries the site context, key issues and opportunities that affect Maffra, and explores an emerging vision and a set of key emerging directions.

#### **Community Consultation Round 1**

The community will be asked to provide comments on the *Maffra Discussion Paper & Emerging Directions* prior to preparation of the Draft Structure Plan.

#### Stage 3.

#### **Draft Maffra Structure Plan**

A preferred option/approach will be selected and will form the basis for preparation of a Draft Structure Plan that will be exhibited to the community.

#### **Community Consultation Round 2**

The community will be asked to provide comments on the draft Structure Plan prior to it being finalised.

#### Stage 4.

#### **Finalise Structure Plan**

Following feedback from the community the Structure Plan will be finalised, and implemented into the Wellington Planning Scheme.

## Part 2.

### About the Maffra Structure Plan Area

This section provides an overview on the role and function of the Maffra Structure Plan area based on current zoning, population characteristics and demographics, targeted consultation and draws on relevant literature and technical studies.



Johnson Street Maffra Main Street

# Maffra Structure Plan Discussion

# What is the Maffra Structure Plan Study Area?

Maffra has a population of approximately:

5,400 people and is located:

20km

north-west of Sale and

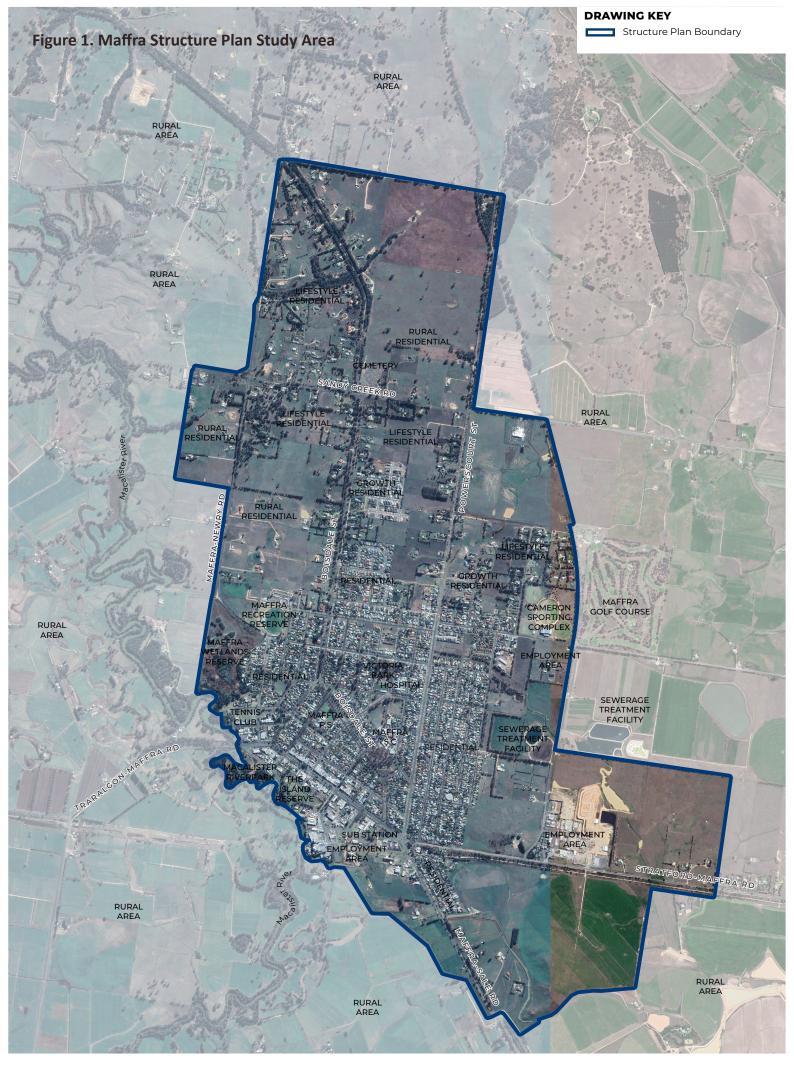
## 200km

to the east of Melbourne.

The town is located on the Macalister River and acts as a service centre for the surrounding agricultural industries.

The study area is generally bound by the Macalister River to the west and south, the Main Eastern Channel, and the surrounding Macalister Irrigation District (MID) to the south, east and north.

The study area comprises the Maffra town centre, Macalister River environs, commercial/industrial areas to the south and eastern portion of the study area and several established residential areas and more recent residential growth areas.



#### **Existing Planning Framework**

Planning zones (as illustrated in Figure 1) determine the types of preferred uses for Maffra, with planning overlays used to provide direction on more specific design and development objectives for particular areas.

Towards the north of Merry Street and Cedarwood Drive, land is predominantly in the General Residential Zone (GRZ) or the Rural Living Zone 2 and 4 (RLZ). The majority of GRZ land is already subject to development, however there are some larger areas towards the west of Powerscourt Street which could accommodate more intensive development. The current minimum subdivision lot sizes for Rural Living Zone land range between 2ha and 4ha and focuses on delivering large lifestyle lots.

lot size of 0.4ha where not connected to reticulated sewerage, and down to 0.2ha where connected to reticulated sewerage.

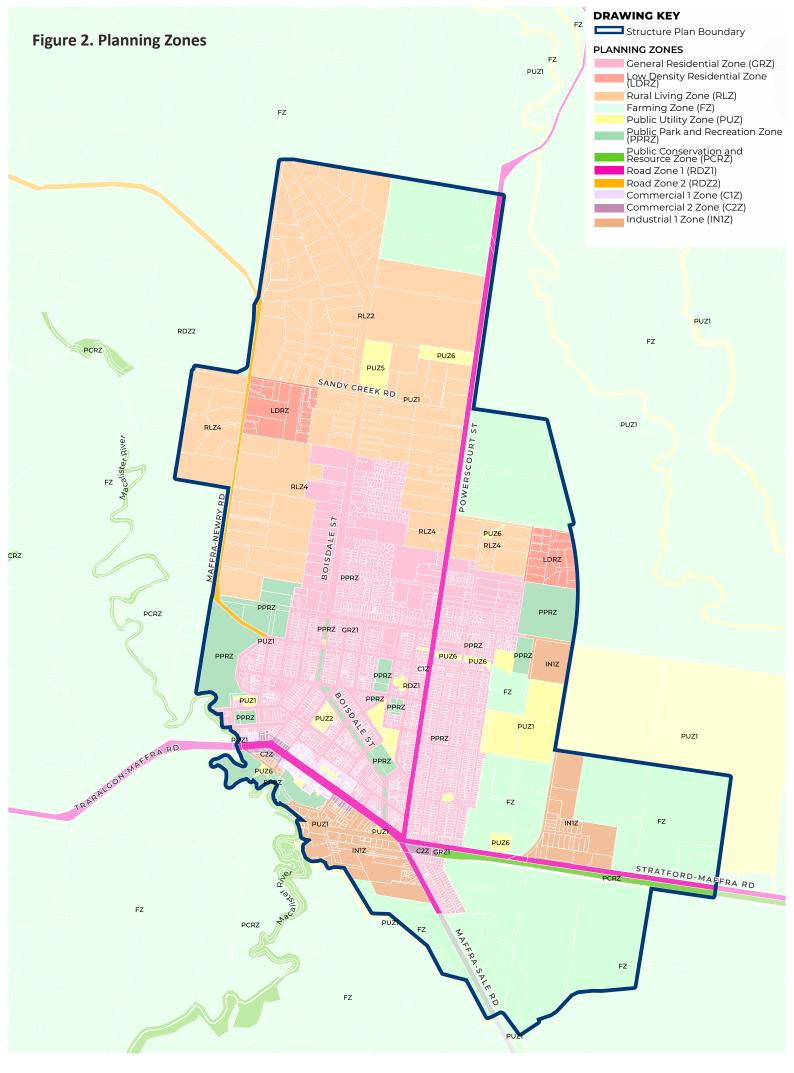
There are also small pockets of Low-Density Residential Zone with a minimum subdivision It is important to note that even though Maffra has ample 'theoretical' developable land that is zoned for residential, there are various reasons why land cannot be developable including multiple ownership, lack of motivation by landowners in developing, lack of drainage, low developer margins and developing in desirable market areas.

There are four main areas of industrial land in Maffra. These include land to the east of Fulton Road, a small section to the west of Fulton Road and south of Morison Street, a small pocket to the north of McMahon Drive, and land to the south of Johnson Street and east of Maffra-Sale Road (where the large Saputo processing plant is located).

A range of overlays apply to the study area, the most significant of which the Land Subject to Inundation Overlay, Flooding and Heritage.

A number of Design Development Overlays apply to business and industrial areas to improve the appearance of these areas. A Development Plan Overlay is used to the north of the study area, to minimise ad hoc development and allow for a coordinated approach to managing change within this area.



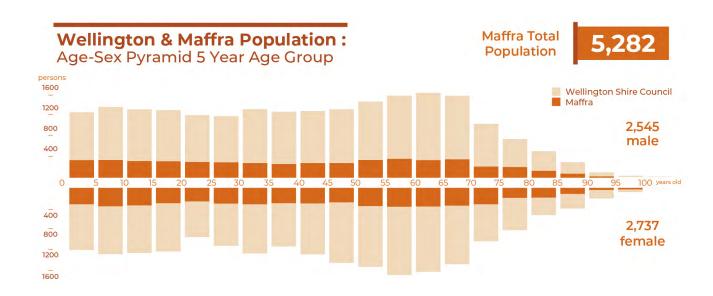


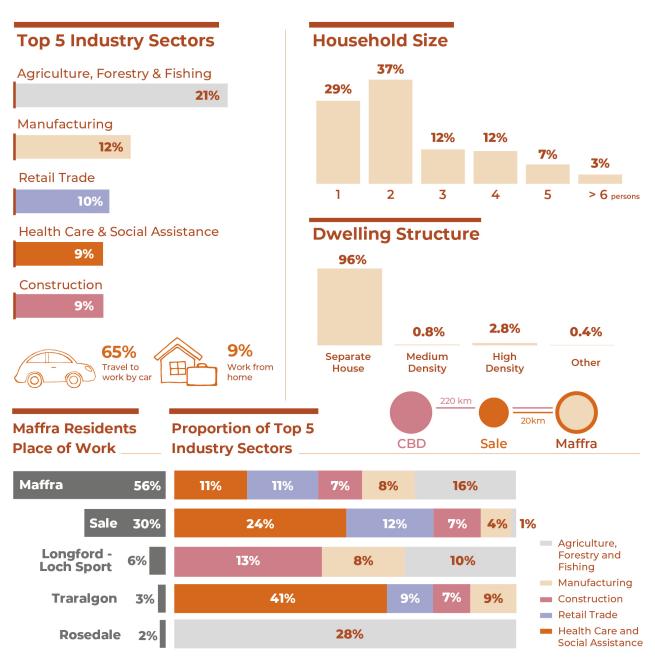
## What we heard and found about Maffra?

This section provides a summary of what we know so far through early research, analysis and targeted consultation. As part of the community consultation, we will look to build on this early knowledge and bring this into the preparation of the Draft Structure Plan.

#### A Snapshot of the Maffra Community

The snapshot below is derived from the 2016 Census data for Maffra State Suburb (SSC). Key demographics below provide an indication of the current and likely housing needs that could be met through the Maffra Structure Plan, including the consideration of population characteristics, key industry sectors, household size, dwelling structure and shows the most common locations from which people travel to places of employment from Maffra (SSC).





Australian Bureau of Statistics. (2020). Employment, Income and Education (SSC), 2016. [TableBuilder]. Retrieved November 11, 2020. Australian Bureau of Statistics. (2020). Persons, Place of Usual Residence (SSC), 2016. [TableBuilder]. Retrieved November 11, 2020.

#### An Analysis of the Role & Structure of Maffra

Maffra is structured around the town centre (and Johnson Street), which followed the alignment of the original railway, and is still visible today through the Gippsland Plains Rail Trail. The Macalister River and its floodplain is the primary barrier for the township to the west. To the east, flooding issues and the Macalister Irrigation District (MID), results in growth of the township generally extending northward from the town centre (see Figure 3).

The oldest parts of the town centre along Johnson Street follow a grid layout that runs perpendicular to the Macalister River. Johnson Street is the primary focus for commercial, retail, hospitality, and civic uses for Maffra. The Boisdale Street alignment starts to reorientate this grid layout as it extends outwards from the town centre, and at the intersection of Princess Street, forms the main spine of the township to the north. The rest of the township north of Princess Street follows this grid layout along the axis of Boisdale Street.

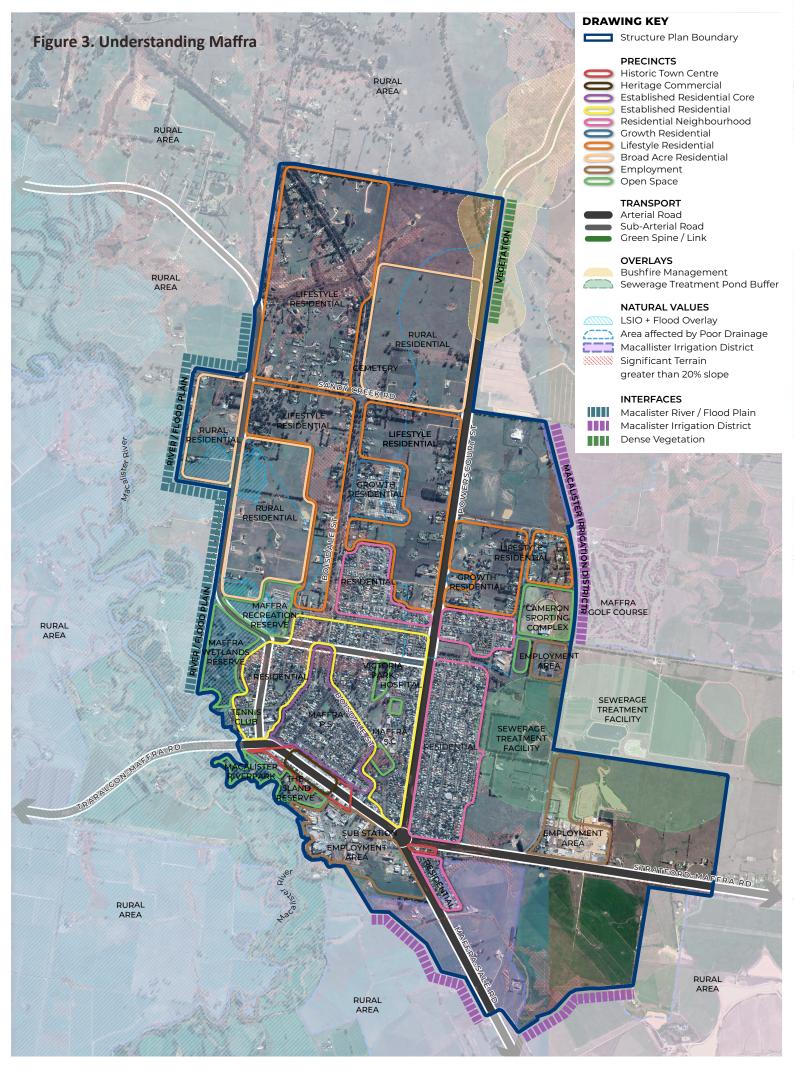
The majority of Maffra's established character and historic neighbourhood area is best described as being bounded by the Macalister River to the west, George Street to the north and Powerscourt Street to the east – extending southwards to transition into the town centre itself. These areas are characterised by mature canopy trees, wide street reserves (with many have no street kerbs) and a high quantity of early period dwellings. This area makes a significant contribution to neighbourhood character and best reflects the early settlement of Maffra.

The residential growth area to the north of George Street is more reflective of more modern urban development and builds off the grid network from the south. Many of the residential developments north of George Street have occurred in a piecemeal manner over time, and consists of several cul-de sacs, with limited or inconsistent use of street trees. This is also the case for residential areas to the east of Powerscourt Street.

More recent and significant developments, such as Hillcrest Drive, have sought to consider how it could integrate with future development of surrounding land, by providing future connections and orientation of lots.

With the majority of residential growth focussed around Boisdale Street, transitional residential areas are created along the western and northern areas of the township to provide buffers between residential areas and surrounding agricultural land. Within these rural residential and lifestyle residential areas, lot sizes are much larger. These areas are the primary focus for future growth for Maffra, especially given the township is constrained to the south, east and west.

Historically the industrial areas of Maffra have been located closest to the railway within the south-eastern area, with some of the most significant businesses – such as Saputo (former Murray Goulburn Cooperative) – located here. This establishes this area as the key employment and industrial precinct for Maffra, within close proximity to the town centre itself and readily accessible from key arterial roads and freight routes.



#### **Findings from Research & Consultation**

The preparation of the *Maffra Discussion*Paper & Emerging Directions has been guided by the comprehensive analysis of relevant policy, strategic work and literature, as well as consultation activities with agencies, key landowners and the local development industry.



## Relevant policy, strategic work and literature

The main sources of policy and strategic work that helped us understand the key messages and directions for Maffra included the following:

- Wellington Planning Scheme (including Clause 21.06-1 Maffra Strategic Framework)
- Gippsland Regional Plan, 2015-2020
- Gippsland Regional Growth Plan, 2014
- Movement and Place In Victoria, 2019
- Urban Development Program -Regional Residential Report, 2013

#### **Municipal Documents**

- Wellington 2030: Our Community Vision
   Document Wellington Shire Council
- Wellington Shire Council Plan, 2017-21
- Economic Development Strategy, 2016-2022
- Public Open Space Plan, 2014-2024
- Age Friendly Communities Strategy, 2018-2022
- Healthy Wellington, 2017-21
- Urban Paths Plan, 2019
- Wellington Shire Rural Zones
   Review Vol 1 & 2, 2009
- Wellington Shire Stage 2 Heritage Study Vol 1 & 2, 2016

#### **Local Documents**

- Residential & Rural Residential Strategy,
   Maffra & Environs District Report, 2003
- Yarram, Maffra and Stratford Industrial Land Strategy, 2011
- Significant Planning Permits and Development Plans

#### **Landowner Survey & Targeted Consultation**

In late 2019, Council conducted a *Maffra Residential Growth Landowner Survey* to understand the likelihood of residentially zoned land being developed into the future.

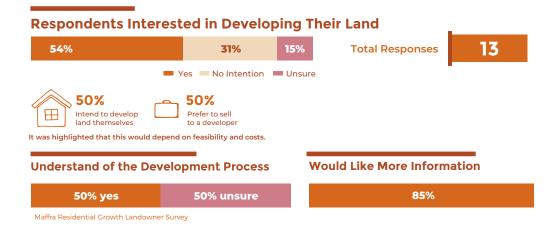
Key landowners were invited to provide a response to a survey on the key considerations and general interest in redevelopment of their land. The findings of the survey indicated that infrastructure constraints and high costs currently discouraged landowners to redevelop their land for residential purposes.

Wellington Shire Council also undertook a series of online targeted consultation workshops.

The objective of the targeted consultation was to harness existing knowledge, understand the range of issues, opportunities, and constraints within Maffra from the perspective of relevant internal stakeholders, external agencies and stakeholder groups.

#### **Targeted consultation aimed to:**

- Understand core issues and opportunities early in the process;
- Foster a collaborative working group of stakeholders; and
- Provide a starting point for developing a vision and emerging directions for Maffra to be tested with the community.



## Targeted consultation included input from a range of key internal stakeholders and external agencies and stakeholder groups including:

- Country Fire Authority (CFA);
- Aboriginal Victoria;
- Gunaikurnai Land and Waters
   Aboriginal Corporation (GLaWAC);
- Department of Environment, Land, Water and Planning (DELWP);
- Environment Protection Authority (EPA);
- Regional Roads Victoria;
- West Gippsland CMA;
- Gippsland Water;

- Southern Rural Water (SRW);
- AusNet Services;
- A range of local developers and real estate agents including Gippsland Real Estate, NBA Group, Beveridge Williams, Colmac Home Ltd, RAL Constructions Ltd, Chalmers Real Estate, Leo O'Brien Real Estate, Country Road Real Estate, Simon Anderson Consulting (Engineering) and Wellington Real Estate; and
- Key & Strategic landowners.

#### **Key Messages**

Based on an integration of this knowledge and understanding, the key messages that have become apparent are outlined below.



Consultation with the local development industry emphasised that a major proportion of the land in existing General Residential Zone areas are not suitable for redevelopment, without resolving drainage issues.

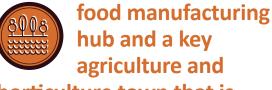


Flooding, rising water tables and salinity may cause increased difficulties and costs for residential and rural residential development in Maffra and there is an opportunity to invest in infrastructure to support economic development and population growth.



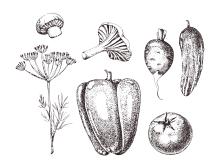
The Gippsland Regional Plan (2015-2020) acknowledges Maffra and Stratford as secondary centres (or district service centres) with Sale being the regional centre.

#### Maffra is recognised as a



## horticulture town that is attractive to future residents.

The Gippsland Regional Plan (2015-2020), identifies Maffra to become a food manufacturing hub that adds value to local agriculture products and a key asset for horticulture and dairy products. The Wellington Shire Rural Zones Review Vol 1 & 2 (2009) recognised that Maffra is a key area of agricultural importance due to climate, generally reliable rainfall and soils, deregulation of the dairy industry and diversification opportunities.



# Improvements to residential amenity and key sites should be considered to increase marketability and demand for housing.

The Economic Development Strategy (2016-2022) highlighted key residential amenity improvements opportunities for Maffra including diverse and affordable housing, access to recreation and hospitality services, high speed broadband and investment into renewal of Johnson Street. Consultation revealed that Johnson Street is full of vitality and presents as one of the best main streets in Wellington Shire.

There is a need for housing diversity (and allotments sizes, from small lots to 0.4ha/1 acre lots) and affordable housing for families and an ageing population, that capitalises on proximity to existing services, open space and recreation facilities.

Council's Age Friendly Communities Strategy (2018-2022) identified that significant growth is projected for families and the older population aged over 70 years which is likely to increase demand for affordable housing and retirement living, access to health and social services, access to leisure and cultural services; and increased transport options to key services.



More open space, play spaces and pedestrian and nnections in the ad northeast areas

cycle connections in the north and northeast areas of Maffra are needed.

The *Public Open Space Plan (2014-2024)* noted that there is a lack of local open space and play spaces in the north and northeast areas of Maffra, and a need for pedestrian paths to Victoria Park.



Macalister River is a key asset for Maffra, and there

are opportunities to explore connecting to the town centre and residential areas.

During targeted consultation, it was revealed that considerable investment has gone into providing pedestrian and cycling trails within the Macalister River corridor. There is an opportunity to better link this corridor through to the town centre and residential areas.



#### **Key Findings from Technical Studies**

There were two technical studies undertaken to further analyse and understand the Maffra Structure Plan area, in particular the need for residential land supply and drainage infrastructure required to unlock residential land.

An overview of these technical studies is provided below.

## Residential Land Supply & Demand Assessment Maffra, Spatial Economics, October 2020

- Spatial Economics undertook an assessment of residential land supply and Demand for the urban centre of Maffra and its immediate surrounds
- It was noted that population growth across the municipal area of Wellington has been both modest and consistent when measured over time, typically increasing over the last ten years at 0.7% per annum.
- consumer preference across the Maffra Study Area has historically been for larger lifestyle lots, price pressures and changing consumer preferences have driven the recent expressed demand for smaller allotments (i.e. sized below 500 sqm). However, the dominance of demand for larger lots (typically sized from 700 to 800 sqm) is likely to continue in the foreseeable future.

The assessment identified that while

- In terms of zoned residential lifestyle lots, the report noted that it is estimated based on the identified supply and projected demand scenarios, that there are sufficient land stocks to satisfy between 7 to 10 years of demand across the Maffra Study Area.
- The report concludes that the total stock of zoned residential lifestyle lots is insufficient to meet both short and long-term requirements.
- It is recommended that the stock of zoned residential lifestyle lots is therefore increased in the short-term to maintain both:
  - a) a competitive land supply market; and
  - b) meeting underlying dwelling requirements.

'Lifestyle lots' are generally larger lots that provide people with a bit more room, space for large gardens and plenty of fresh air.

If you need a ride on mower to maintain your lawn, you likely have yourself a 'Lifestyle lot'!



## Maffra Drainage and Integrated Water Management Strategy Alluvium, September 2020

- Alluvium undertook an assessment of existing conditions, site values and constraints relating to stormwater management and focused on identifying assets which can help alleviate flooding while creating high-quality community assets that provide habitat, amenity, cooling and recreation opportunities for the township of Maffra.
- The purpose of this study is to outline
   a series of options to resolve flooding
   on residential zoned land, that can be
   implemented through the Maffra Structure
   Plan to unlock land for development.

- The report identified several options to meet stormwater quality, quantity and integrated water management (IWM) objectives including:
  - > Enhancing the existing Maffra retarding basin through increasing flood storage.
  - Proposals for a stormwater treatment wetland/retarding basin to treat local future residential areas and mitigate flooding.
  - Opportunities for stormwater harvesting and waterway naturalisation.

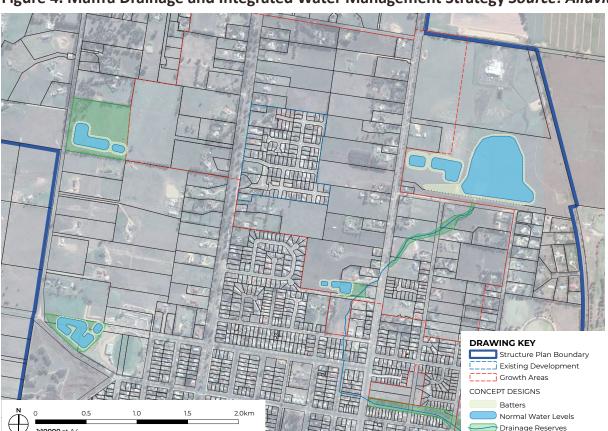


Figure 4. Maffra Drainage and Integrated Water Management Strategy Source: Alluvium

## Part 3.

### **Vision for Maffra**

This section provides preliminary ideas for the Vision for Maffra over the next 20 years.

This Vision will be delivered through a number of emerging directions, which also seek to respond to the various challenges and considerations for Maffra.

# We want to hear from you.

We would love to hear from the community as we plan for Maffra to 2040, and shape the vision for the draft Maffra Structure Plan.

Head to Part 5
on page 41 for further details on how to get involved!



## An Emerging Vision for Maffra

The Draft Maffra Structure Plan will define a vision which will be drafted following consultation with the community, and integrated with the findings and emerging directions of this Discussion Paper.

The emerging vision for the Structure Plan is that in 2040 Maffra will continue its role as supporting a town to Sale as an agribusiness employment hub, a destination to explore the region and lifestyle town

### In 2040, Maffra will have:

- ✓ New and integrated residential growth supported by required infrastructure.
- ✓ A village feel and enhanced public realm.
- ✓ Green and accessible open spaces and streets.
- √ 'Cool' streets and sustainable buildings.
- ✓ Strong local employment and tourism that celebrates 'Farm-to-table'.

#### What is Farm-to-table?

Maffra is recognised as a hub for local food and produce, and will be a key competitive advantage for the next 20 years. As people seek the small town lifestyle that Maffra has to offer, a big part of this attraction will be the local high quality produce that local businesses can bring fresh to people's plates!



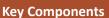
## Part 4.

### Challenges, Considerations & Emerging Directions

## Summary of the Key Issues & Options

Unlocking balanced growth to create new residential development supported by infrastructure.

Four key themes have been established that explore the various key issues and options, and provide emerging directions that seek to resolve and explore these further.



Housing and accommodation

Drainage and Infrastructure

Community Infrastructure

#### **Key Issues**

- Lack of housing options has forced some residents to relocate from Maffra to other towns, such as nearby Stratford.
- Environmental and land constraints such as drainage, development costs and feasibility, and landowner motivation, have contributed to the undersupply of residential land despite quantity of zoned land.
- A challenge for Maffra is not just about locating the drainage infrastructure, but how and when drainage upgrades can be funded.
- Out of sequence development has resulted in 'internalised' outcomes that don't respond to their surrounding context and connections.
- The expansion north has created greater distances to public open space, services and community facilities for new residential areas.

#### **Key Options**

- Opportunities exist for a wide range of housing types and sizes.
- Explore residential expansion into north and south-eastern identified growth areas.
- Investigate and support shortterm residential development.
- Resolve drainage constraints through implementation of the recommendations of the Maffra Drainage and IWM Strategy.
- Investigate a future community/activity node within northern growth area.

Strengthen the sense of belonging and character

through public spaces, streets and buildings.

#### **Key Components**

**Main Street** 

**Public Realm** 

Gateways

Landscape Values

Character + Heritage

#### **Key Issues**

- The majority of Maffra's public realm is situated within the town centre and between Johnson Street and the Macalister River.
- New residential development lacks strong residential character in terms of appearance of streets and built form.
- Experiences at town entries and key gateways from the west, south and east do not reinforce a sense of arrival in Maffra.

#### **Key Options**

- Offer high-quality public realm outside key civic places (i.e the Rotunda, post office) and Johnson Street (i.e. between Thompson Street and Foster Street) through seating, landscaping and public art.
- Improve the amenity appearance of commercial/industrial areas along key roads through landscaping and new development to adopt architectural design.
- Enhance existing town entries experience to create a sense of arrival.
- Protect the existing character of the established residential area of Maffra
- Celebrate cultural features in open spaces.
- Protect historic and heritage buildings.

These themes expand on existing studies and incorporate comments and ideas drawn from feedback received through targeted consultation.

Each theme provides a brief expansion of the key issues and options outlined above that will be tested in the next phase of the project in preparing the *Draft Maffra Structure Plan*.

Creating meaningful connections to create accessible and green links to open space, facilities and key nodes.

#### **Key Components**

Vehicular Access and Movement

**Active Transport** 

**Public Transport** 

Open Space

#### **Key Issues**

- Experiences in walkability and accessibility throughout Maffra are varied.
- Northern area of Maffra lacks safety and walkable open space.
- There is a need for more pedestrian and cycling connections through to the Macalister River.
- Powerscourt Street is controlled by VicRoads which results in stringent requirements for creating new access points.
- There is a lack of consistent and reliable access to public transport to Sale or other townships.

#### **Key Options**

- Re-align the bypass to Sandy Creek Road to Powerscourt Street (subject to a traffic study).
- Create new open space opportunities within the northern area of Maffra and key locations at new residential areas.
- Enhance Boisdale Street as a 'green spine'.
- Improve pedestrian and cycling connections to Macalister River environs.
- Improve east-west connectivity in northern growth areas.
- Create north-south shared path along Powerscourt Street.
- Improve wayfinding to bus stops along accessible footpaths.
- Enhance the operation of the existing public transport network and create active transport links to Sale and Stratford.

#### **Enhance self-reliance**

to grow employment, create attractions and foster sustainable initiatives.

#### **Key Components**

Retail + Hospitality

Industry + Agribusiness

Recreation + Tourism

Commercial

Water Sensitive
Urban Design (WSUD)

#### **Key Issues**

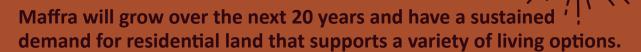
- The structure of the town centre has been focused on Johnson Street as 'main street', creating 'back of house' to Macalister River environs and The Island Reserve.
- There is an increased demand for retail and commercial properties.
- A need to balance residential growth with the preservation of prime agricultural land.
- Increased demand for diverse industria lot sizes, including larger lot sizes.

#### **Key Options**

- Investigate the expansion of employment areas for industries associated with agribusiness.
- Investigate growth of the town centre along Little Johnson Street, through finer grain uses such as studios, shops, and places to eat along.
- Transition parts of zoned commercial land along Queen Street to adaptable housing, that could take on a commercial -residential role over time.
- Create new tourist nodes, supported by short term stay accommodation and parking provision for recreational vehicles, such as motor homes.
- Encourage new development to adopt stormwater harvesting.
- Create cooling effect in neighbourhoods through increased canopy tree planting within streets and open spaces.

#### Unlocking balanced growth

To create new residential development supported by infrastructure.



The presence of high quality community and recreational facilities such as Maffra District Hospital, Apex Park, Maffra Tennis Club and Memorial Pool, together with its strong agribusiness industry and relative proximity to Sale, make it a great alternative to those seeking a small town lifestyle, without compromising on the day to day needs and conveniences often reserved for larger regional centres.

With this expected demand, the Structure Plan will need to be best prepared to capture this interest and provide a diverse range of living options that meet a variety of needs.

There is approximately 59 hectares of existing gross residential land within the study area. However when considering the likelihood of development occurring on this land, less than half of this is likely to achieve its full development potential. A number of factors that contribute to development not being realised in Maffra, include drainage and other land constraints, development costs and feasibility, and landowner motivation.

The key to unlocking a large portion of existing zoned land, is through development of a drainage scheme for Maffra's northern residential areas. A challenge for Maffra is not just about locating the drainage infrastructure, but also funding.

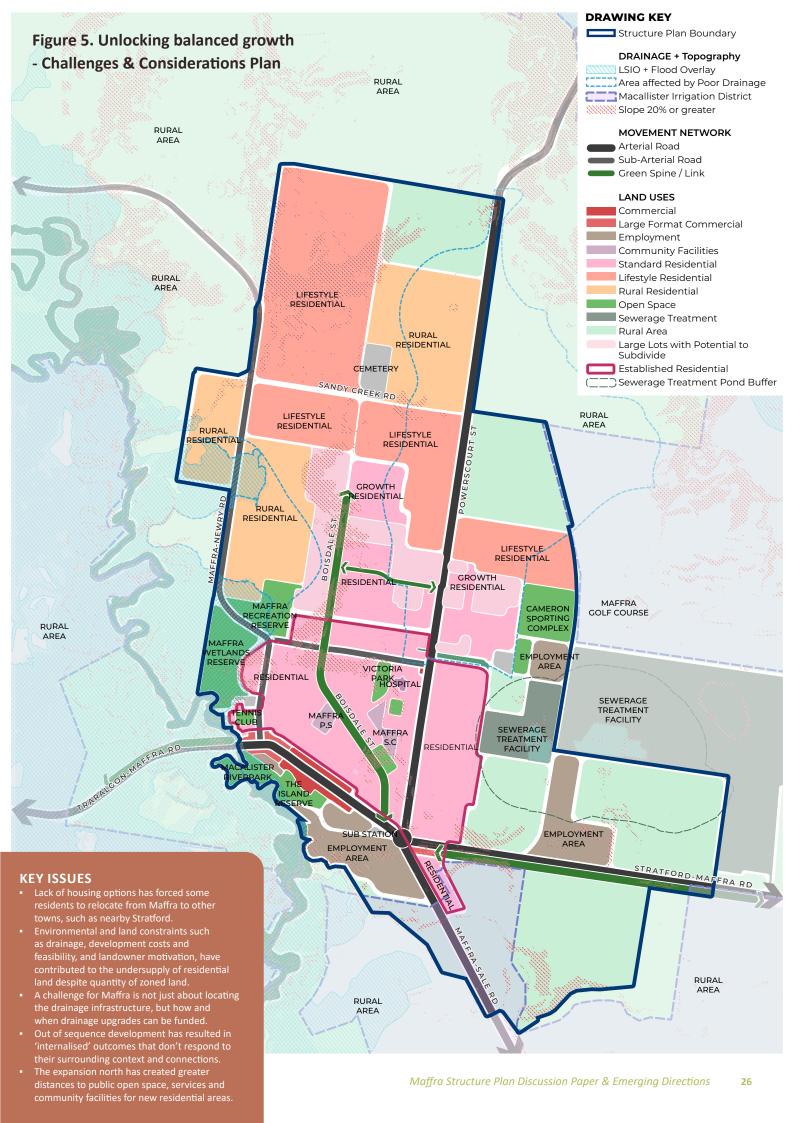
The Maffra Drainage and Integrated Water Management Strategy allocates potential drainage assets for Maffra and the funding of this infrastructure is considered to be a municipal wide challenge, with competition for funding from other townships such as Stratford.

Maffra has predominantly directed growth to the north given the presence of the Macalister River to the west and the MID to the east and south. This growth away from the town centre creates greater distances to existing open spaces and leads to reduced walkability, which is key feature and advantage of many small towns.

The main opportunities to unlock growth exists in the short term to the north. There are medium to longer term options that will be explored within the south-east of the Study area, in an underutilised area of the MID (east of Maffra-Sale Road). This area could capitalise on its proximity to the town centre and connections to Sale. The existing MID land is this area may not be ideal for irrigation and makes for a logical extension of the adjacent residential area to the west.

The Structure Plan will seek to safeguard Maffra's future residential development opportunities by providing a significant zoning of land for residential uses, supported by infrastructure, that will improve availability of land to overcome current undersupply issues and improve competition.

Future funding mechanisms, such as through contributions from new development, may be required to fast track resolving flooding constraints and unlocking residential land.



#### Unlocking balanced growth

To create new residential development supported by infrastructure.



#### **Emerging Directions**

#### **Housing & Accommodation**

- 1 Preserve Maffra as a lifestyle town within Wellington Shire, that has an open rural town character and allows for a variety of housing types that support first home buyers through to retirement living and aged care
- 2 Support growth within residential zoned land which is yet to be redeveloped.
- 3 Support new residential growth along either side of Boisdale Street Spine, extending northwards to the edge of Sandy Creek Road.
- 4 Investigate expansion of Rural Residential growth to the north of Maffra.
- Support expansion of Lifestyle Residential growth, particularly to the north of Sandy Creek Road.
- 6 Investigate new residential growth that is close to the town centre, particularly within the following identified areas:
  - Land north of Stratford-Maffra Road between Mills Street and Fulton Road (currently largely impacted by buffer to Saputo Treatment Pond); and
  - Land to the east of existing residential area at the corner of Stratford-Maffra Road and Maffra-Sale Road, within underutilised MID land.
- Retain the existing neighbourhood character of Maffra within the Established Residential Precinct and the Established Residential Core Precinct.
- 8 Protect surrounding agricultural land uses and the high quality MID land, from encroachment from urban development

#### **Drainage & Infrastructure**

9 Resolve drainage constraints through implementation of the recommendations of the Maffra Drainage and Integrated Water Management Strategy.

#### **Community Infrastructure**

Oreate a long term future community activity node within the northern growth area, that provides for local needs of surrounding residential areas.

#### Questions for the community:

What type of lifestyle do you enjoy that Maffra offers?

Do you agree that future development should contribute to funding new drainage infrastructure?

Would you like to see more living opportunities closer to the Maffra town centre?

What types of uses and facilities would you like to see in a new activity node within the northern growth area?

What types of uses and facilities would you like to see in a new activity node within the northern growth area?



#### **NORTH**

#### Pro's

- well recognised within
- Existing undeveloped residentially zoned land
- township character
- Boisdale Street spine Opportunity to establish neighbourhood centre
- and fund heavy vehicle Creek Road, with a change in residential uses.

#### Con's

- Drainage issues to the Street and north of Maffra Recreation Reserve
- challenging topography to
- creation of buffers and/or edge roads Limited desire for current
- land owners to subdivide.

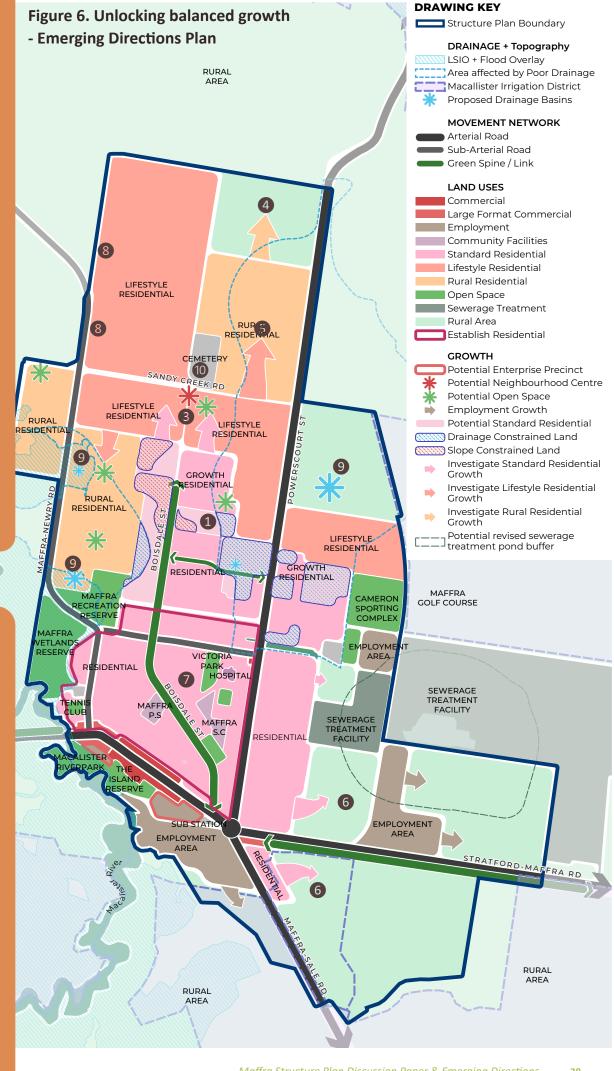
## **SOUTH EAST**

#### Pro's

- to the town centre and community facilities
- Good access to existing services such as water,
- Located on land with limited suitability and feasibility for future agricultural uses
- gateway experience into Maffra from

#### Con's

- Saputo sewage treatment pond buffer limiting growth and potential
- confirmed with Southern Rural Water (SRW).
- interface required to



#### **Challenges & Considerations**

#### Strengthen the sense of belonging & character

To create a sense of place through public spaces, streets and buildings.



Maffra will continue to build on its rich history as a rural lifestyle town, emphasised through its streetscapes, public spaces and built form. It will be distinct from nearby Sale and Stratford and reinforce its own identity.

Maffra was a town built on food and produce from the surrounding agricultural areas. Since the late 1800's Maffra was renowned for sugar beet industry and much of the townships early growth can be attributed to this. Much of the focus on irrigation in the region was forged through servicing the sugar beet industry, which has carried through to today for the dairy and other agricultural within the MID.

As identified in the *Public Open Space Plan* 2014-2024, Johnson Street forms the main part of Maffra's town centre, and it is considered one the most attractive in Wellington Shire. Johnson Street is also considered as the 'community centre' for Maffra with street based activity and character buildings and features, such as the Rotunda.

The majority of Maffra's public realm is situated within the town centre and between Johnson Street and the Macalister River. There is an opportunity to improve walking and cycling connections, as well as wayfinding, through from surrounding residential areas to the north.

New residential areas have developed with little guidance on preferred character, both in terms of streets and built form. Whilst diversity in new streetscapes and the look and feel of residential development should have some variation, it should reflect the role and identity of Maffra as a small rural town.

As you travel into Maffra, the presentation of industrial areas at key gateways from the west, south and east, provides a reduced visual experience and sense of arrival. There is an opportunity to improve these gateways, and enhance the sense of arrival into Maffra.

Existing areas of cultural heritage significance should be protected and celebrated in public open spaces, such as the Green Hills Native Police Reserve to the west of Boisdale Street. There are also a number of high quality heritage buildings, particularly within the town centre and along Johnson Street These buildings reflect the historical importance of Maffra's early settlement to the region, and contribute significantly to the character of Maffra. These heritage character buildings should be protected.

#### **Existing preferred street character**



Swale drain

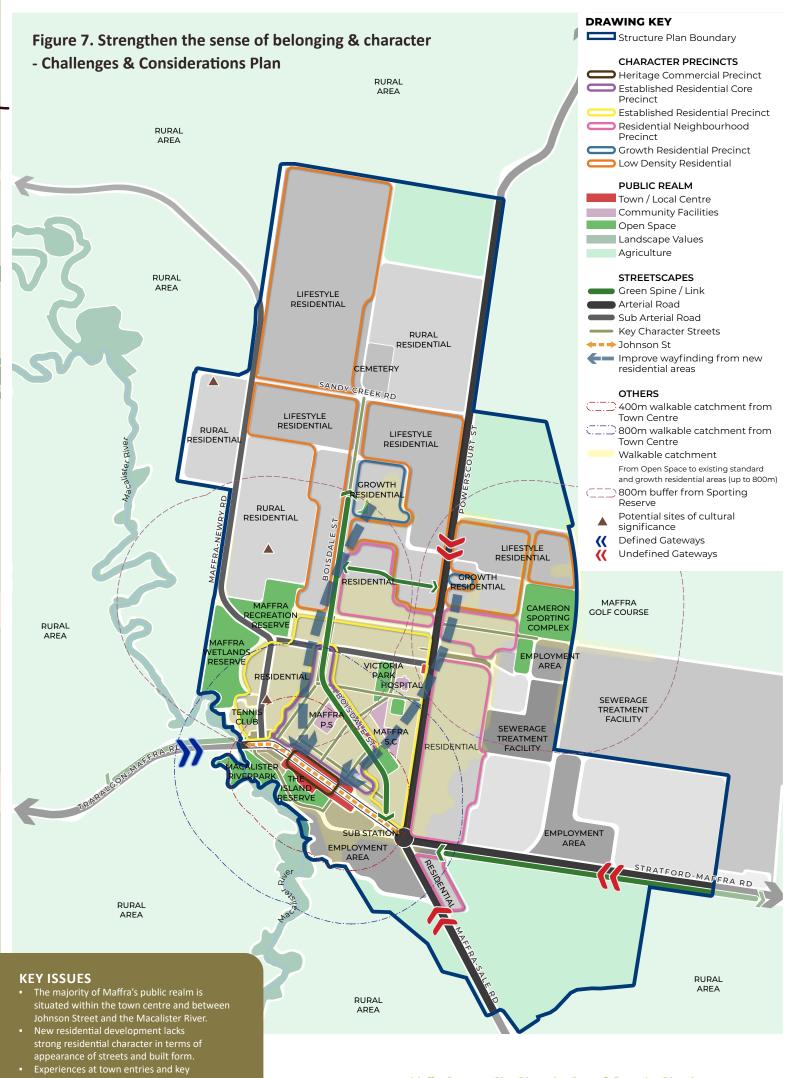
Wide road reserve

#### New residential street not reflecting character



Avoid roundabouts

Opportunity to incorporate WSUD



gateways from the west, south and east do

not reinforce a sense of arrival in Maffra.

#### **Emerging Directions**

#### Strengthen the sense of belonging & character

To create a sense of place through public spaces, streets and buildings.

#### **Public Realm**

- 1 Enhance meeting places outside key civic places, including the Rotunda, Post Office through increased seating and landscaping upgrades.
- 2 Create a new public space and meeting place, around the proposed northern community activity node.

#### **Landscape Values**

- 3 Use theming and public art in key streets and public spaces that reflect a 'village feel' and celebrate Maffra.
- 4 Enhance town entries experiences through landscaping theming and public art on the approaches into Maffra, particularly along the approaches from Sale and Stratford.

#### Streetscapes

- **5** Enhance a focused section of Johnson Street, such as between Thompson Street and Foster Street.
- 6 Maintain Powerscourt Street as a key avenue lined with trees on either side.
- Consider adopting pedestrian paths on only one side of the street where appropriate to allow for more street planting.
- 8 Encourage new residential subdivision to replicate positive elements of existing character of Maffra such as enabling street planting of canopy trees, creation of avenues where appropriate and widened verges.
- 9 Improve wayfinding from new residential growth areas to the town centre.

#### **Character & Heritage**

- 10 Protect the existing character of established residential area of Maffra.
- New residential subdivision should reflect elements of Maffra that reinforce its role as a small rural town, such as wide verges, provision of space for canopy tree planting and increased building setbacks.
- Consider protecting historic and heritage places under planning controls such as a Heritage Overlay.
- 13 Locate areas of cultural heritage significance within open spaces, such as the Green Hills Native Police Reserve to the west of Boisdale Street
- Improve the amenity and appearance of industrial areas along key roads into Maffra through increased landscaping and encouraging new development to adopt quality architectural design for building frontages, and where buildings address side streets or public spaces.

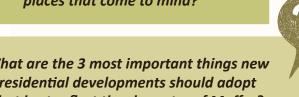
#### Questions for the community:

What do you value most about Maffra?

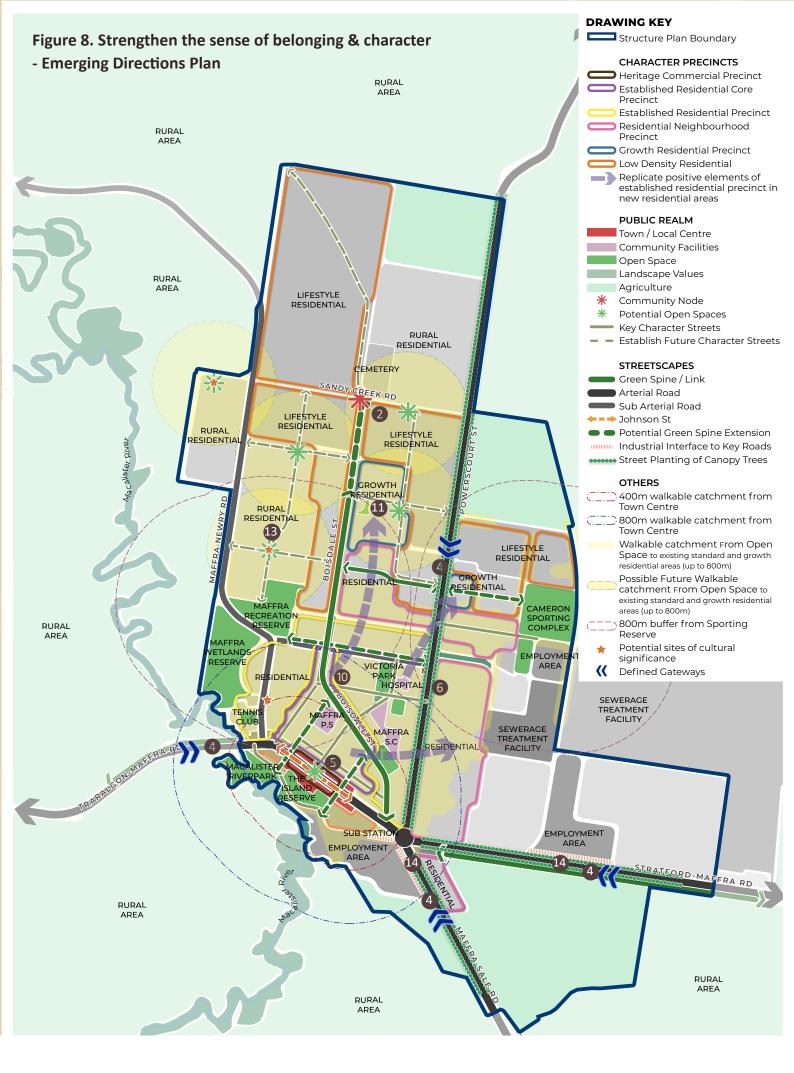


When you think about Maffra, what are the 2 main images or places that come to mind?

What are the 3 most important things new residential developments should adopt that best reflect the character of Maffra?







#### **Challenges & Considerations**

#### **Creating meaningful connections**

To create accessible and green links to open space, facilities and key nodes.



# As growth of Maffra has expanded north, this has put a strain on movement for pedestrians and cyclists, as well as access to public transport.

New residential development in the north has limited east-west connectivity through creation of cul-de-sacs, and lacked a consistent approach to safe and accessible pedestrian and cycling paths.

Boisdale Street is the green spine of Maffra, extending from the northern most residential areas through to the town centre and employment areas. This has created a strong north-south connection, with high quality green spaces that encourages walking and cycling. The *Urban Paths Plan* identifies Boisdale as a key route for both pedestrians and cyclists and there is room to capitalise on this amenity and connection, by creating more paths for bikes and pedestrians, and improving spaces for people to sit and relax.

Maffra does not have consistent and reliable access to public transport to Sale or other townships. Currently there is between 3-4 bus direct trips between Maffra and Sale during weekdays, with only one option in the mornings. As Maffra grows, and coupled with an ageing population, the demand for these services is likely to increase. In addition, existing access and amenities around bus stops could be improved.

Johnson Street is an arterial road that supports freight movements, however it serves a dual role as a key destination for Maffra with much of the retail and commercial activity focussed here.

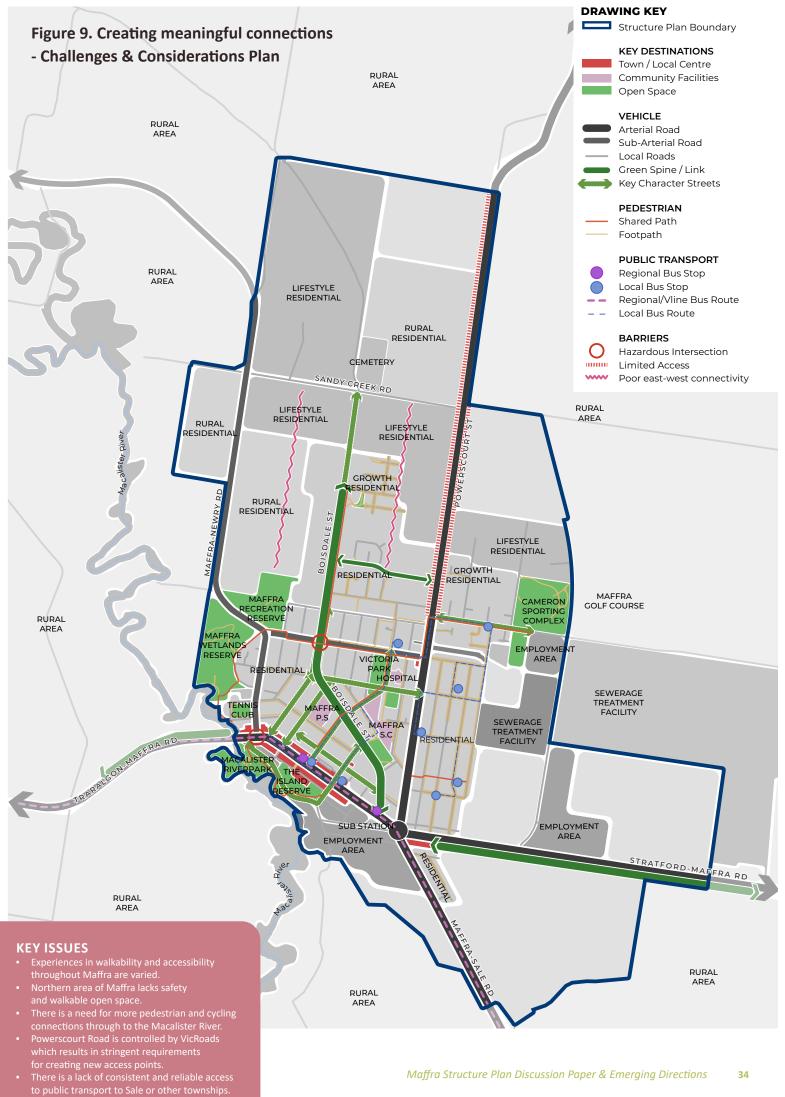
The Department of Transport's *Movement and Place Framework* outlines that streets

will have competing roles, and a key consideration for Maffra is how to balance these roles for Johnson Street. McLean Street also carries freight movements, and it there is an opportunity for this bypass to be shifted further north to the future urban edge.

Powerscourt Street as a long straight road creates conflict with access to future residential development and acts as a barrier to eastwest connectivity, particularly to the north of George Street. The Urban Paths Plan identified this road as a key north-south shared path, some of which have been constructed, with some sections remaining incomplete.

Maffra has a number of existing green corridors and open spaces. These are focussed around the Macalister River (including Gippsland Rail Trail), Maffra Wetlands & Recreation Reserve and along Boisdale Street. Victoria Park being central to the township, is identified within the *Public Open Space Plan 2014-2024* as a key District Open Space and within 1km accessibility to up to 96% of residential areas. Recent improvements to the Macalister River environs should be supported through broader cycling and pedestrian links linking into this important corridor.

An analysis of the walkability of the open space network throughout Maffra revealed that as growth continues north, there will be an increased need for walkable open space and there is an opportunity to connect this into the town's prominent Boisdale green spine, and through to existing open space.



#### **Emerging Directions**

#### **Creating meaningful connections**

To create accessible and green links to open space, facilities and key nodes.



#### **Active Transport**

- 1 Improve pedestrian and cyclist amenities along key routes and at community nodes (Johnson Street, schools and Cameron Sporting Complex).
- 2 Improve pedestrian and cycling connections to the Macalister River corridor and between key open spaces and recreation facilities.
- 3 Complete the shared path along Powerscourt Street through new connecting sections of path.
- 4 Ensure that new subdivisions provide accessible paths and infrastructure for pedestrians and cyclists

#### **Public Transport**

- 5 Improve bus stops through increasing wayfinding, signage, lighting and shelters.
- 6 Investigate increasing the frequency of local and regional bus services within Maffra, and to Sale

#### **Questions for the community:**

Do you agree that Maffra should encourage more active lifestyles such as walking and cycling? Why or why not?

#### **Vehicular Access and Movement**

- 7 Investigate realignment of the bypass to Sandy Creek Road – Powerscourt Street. This will be subject to a Traffic Study to consider the border network.
- 8 Improve the east-west connectivity in northern growth areas.
- **9** Ensure new subdivisions provide for future connections into surrounding land and the broader movement network.
- 10 Extend Boisdale Street 'green spine' to the north, up to Sandy Creek Road.
- Improve intersection design, with a focus on safety for all road users, at key locations.

#### **Open Space**

- Create new open space opportunities within the North and at key locations within new residential areas.
- Enhance Boisdale Street as a 'green spine' and path network, with necessary facilities and embellishments.
- Utilise future drainage assets (such as wetlands and retarding basins) to create habitats, amenity, cooling and recreation opportunities.

Should the role of McLean Street change from being a key freight route through Maffra for trucks, and become a more pedestrian friendly street?

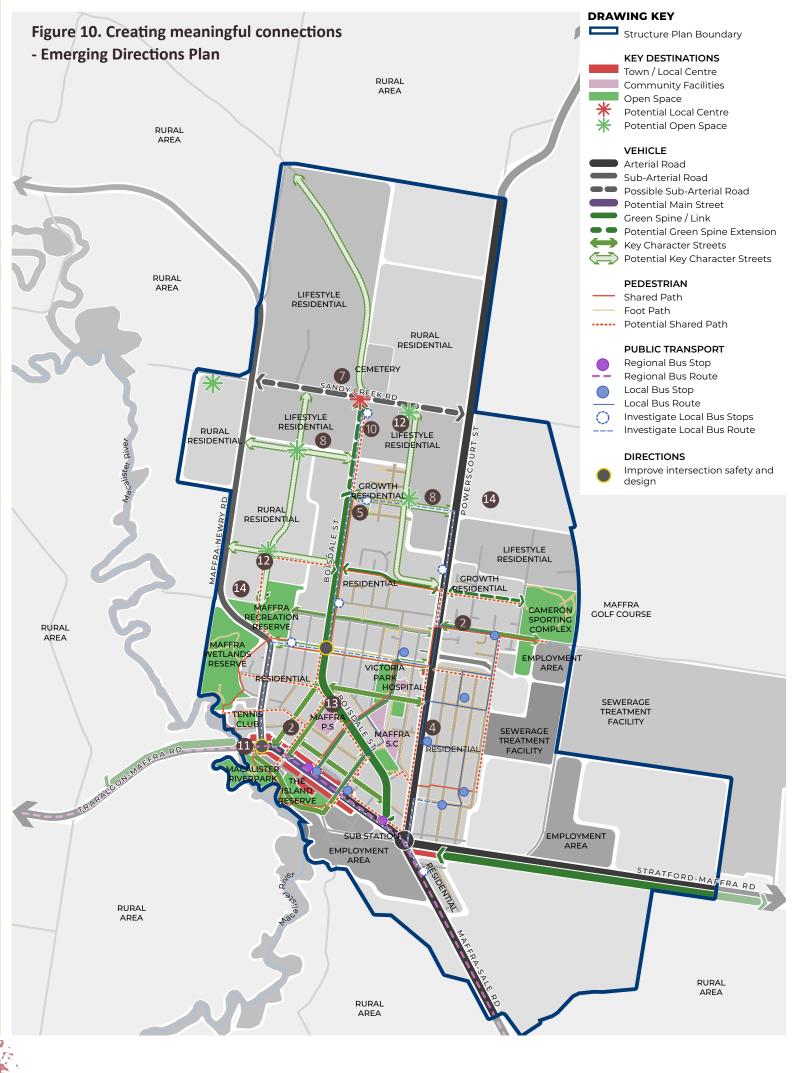
What would you like to see more of in public spaces?





Do you agree that Maffra should seek to provide increased public transport into the future? Why or why not?





#### **Challenges & Considerations**

#### **Enhance self-reliance**

To grow employment, create attractions and foster sustainable initiatives.



Maffra over the next 20 years will continue to grow local employment and encourage people to both live and work within the town.

The day to day needs of its residents and visitors will be supported through a diverse range of places to eat, shop and visit. Maffra will build on its established role as a town that is self-sustaining and limit reliance on larger regional centres and surrounding towns.

Maffra is a great country town that still has a lot of that 'old town' feel – a big part of this is having as many of our everyday needs something we can do or get locally. Of course, there will always be the odd occasion when you'll need to travel to the 'big smoke'!

The focus of Maffra's employment is through its town centre and industrial areas. The structure of the town centre has historically been focused along Johnson

Street, and has created a 'back of house' to Macalister River and The Island Reserve. There is an opportunity for Maffra to grow the town centre, through finer grain uses such as studios, shops, and places to eat along Little Johnson Street. This would assist in strengthening the relationship of the town with the river and build on the already vibrant Johnson Street through additional connections and laneways.

Maffra has experienced a demand for retail and commercial properties over recent years. Since August 2017, the retail vacancy rates for retail within Maffra have nearly halved to 5.2% in August 2020, In a time where other towns

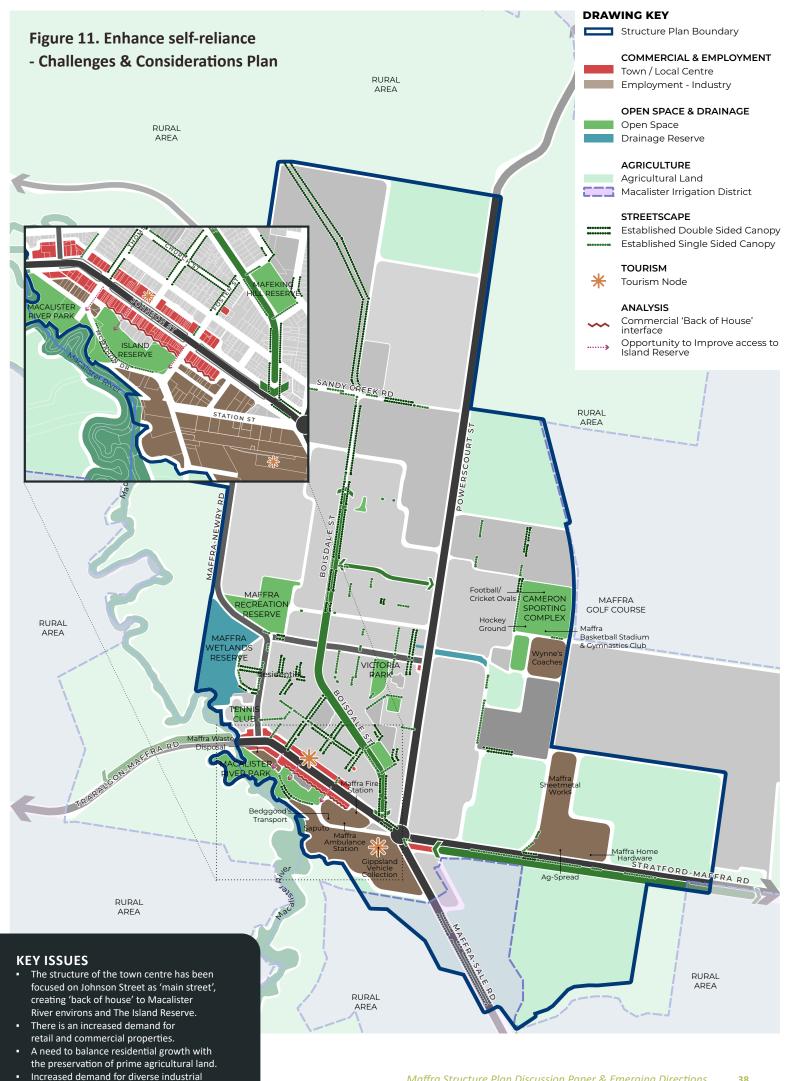
have experienced increased vacancies, Maffra has gone against the trend and flourished.

The surrounding agricultural land of Maffra is a key employer for region, and it will continue to contribute to local employment in the long term. Agricultural land that is productive should be protected from encroachment of urban development and other uses which could limit its viability.

The larger commercial and industrial uses have long been established close to Maffra's main arterial roads such as Maffra-Sale Road and Stratford-Maffra Road. Consultation revealed that there is an increased demand for larger industrial lots, or put simply, a diversity of lot sizes given the current industrial land available. This land could be best accommodated to the east of the existing employment area.

Maffra has a number of key high quality recreation facilities that attract people from the region, such as the Cameron Sporting Complex and Maffra Lawn Tennis Club. Consultation revealed that Queen Street, as a secondary commercial street to Johnson Street, has an opportunity for adaptable housing that could take on a commercial – residential role over time.





lot sizes, including larger lot sizes.

#### **Emerging Directions**

#### **Enhance self-reliance**

To grow employment, create attractions and foster sustainable initiatives.



#### Commercial

- Encourage expansion of the town centre, to the south of Johnson Street and Little Johnson Street
- 2 Consider transforming an area of the old employment precinct (to the north of Station Street) to finer grain uses which are focussed on agribusiness, and which provides a transition from industrial areas to the south.
- 3 Resolve zoning anomalies within the town core that do not reflect the role of the town centre as a commercial centre for a range of retail, hospitality, offices and civic uses.
- 4 Create a long term commercial precinct along Queen Street which allows for adaptable housing that can be later converted to commercial premises.
- 5 Preserve the local convenience centre on the corner of Powerscourt Street and McLean Street.
- 6 Investigate the need for a future activity node to the north, adjacent to Boisdale Street and Sandy Creek Road.

#### **Industry + Agribusiness**

- Tencourage 'cellar door' experiences for food and produce based business within existing and new industrial areas.
- 8 Preserve surrounding agricultural uses, particularly those within high quality productive land of the MID
- Investigate expansion of industrial area to the east of Fulton Road, which create opportunities for larger lot sizes.

#### **Retail + Hospitality**

- Transform Purdy Lane into a key laneway with fine grain retail and hospitality uses.
- 11 Create an entertainment hub along Little
  Johnson Street between Purdy Lane and
  Foster Street, that allows for a range of
  commercial uses and hospitality uses
  and provides for active frontages to
  Macalister Riverpark The Island Reserve

#### **Tourism & Recreation**

- Investigate opportunities to create new tourist nodes, supported by short term stay accommodation and parking provision for recreational vehicles (motor homes).
- Plan for a dedicated space for the existing Maffra Community Market within The Island Reserve.

#### **WSUD**

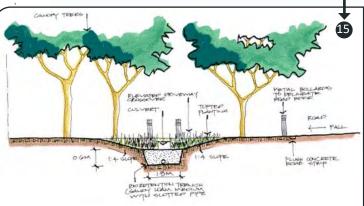
- Encourage new development to adopt stormwater harvesting through streets and buildings
- Encourage increased tree planting that create cooler streets for pedestrians and cyclists, and provide for passive irrigation

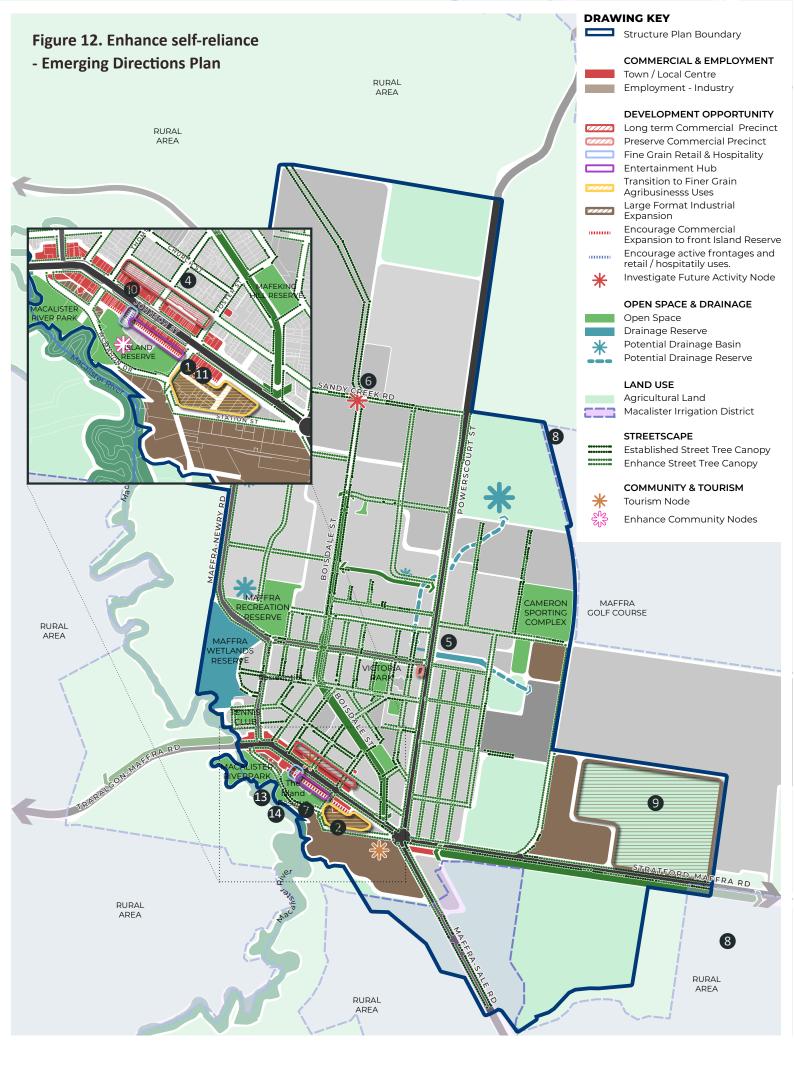
#### Questions for the community:

Do you agree with considering some of the industrial areas close to the town centre, to more vibrant and welcoming places for businesses? Why or why not?

Would you like to see more places to eat and interact to the south of Johnson Street?

What are 3 things Maffra should do respond to rising temperatures and water shortages in drier periods?





# Part 5. Next Steps

### We want to hear from you

Wellington Shire Council invites the community and all stakeholders to make a submission on this Discussion Paper for the Maffra Structure Plan during the public consultation period from 8 March 2021 to 19 April 2021.

Your feedback will help us better understand the views of the community, which then informs the development of the draft Maffra Structure Plan.



# We want to hear from you

# Have your say in the following ways:

1 Fill out the online submission form on Council's website at:

https://your.wellington.vic.gov.au/maffrastructureplan

2 Send a written submission to the following address:

Strategic Planning Team Wellington Shire Council 18 Desailly St PO Box 506 SALE Victoria 3850

If you would like to discuss the project in more detail, or ask any questions:

> Please contact the Strategic Planning Team via **1300 366 244** or email planning@wellington.vic.gov.au

Click here to visit Council's website and complete the online survey now!

#### **4** Community Survey

At the same time we are seeking community feedback on the emerging directions, we want to further understand what Maffra means to the community as a place to live, work or visit.

An online survey is provided at Council's website by clicking on the following link:

https://your.wellington.vic.gov.au/maffrastructureplan

Alternatively, please phone the Strategic Planning Team on **1300 366 244** to be sent a hard copy survey for you to complete.

#### **5** Community drop-in session

Wellington Shire Council will host a community drop-in session about the Maffra Discussion Paper & Emerging Directions:

When: Tuesday, 23 March 2021\*
Time: 2:00pm – 6:00pm\*
Where: Maffra Memorial Hall,

11 Foster St, Maffra VIC 3860

\*Please keep your eye on Council's website for any possible updates or changes to the drop-in session that may arise from changes in COVID restrictions.



# Structure Plan Discussion Paper & Emerging Directions

**March 2021** 

Prepared by Mesh in conjunction with Wellington Shire Council





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