

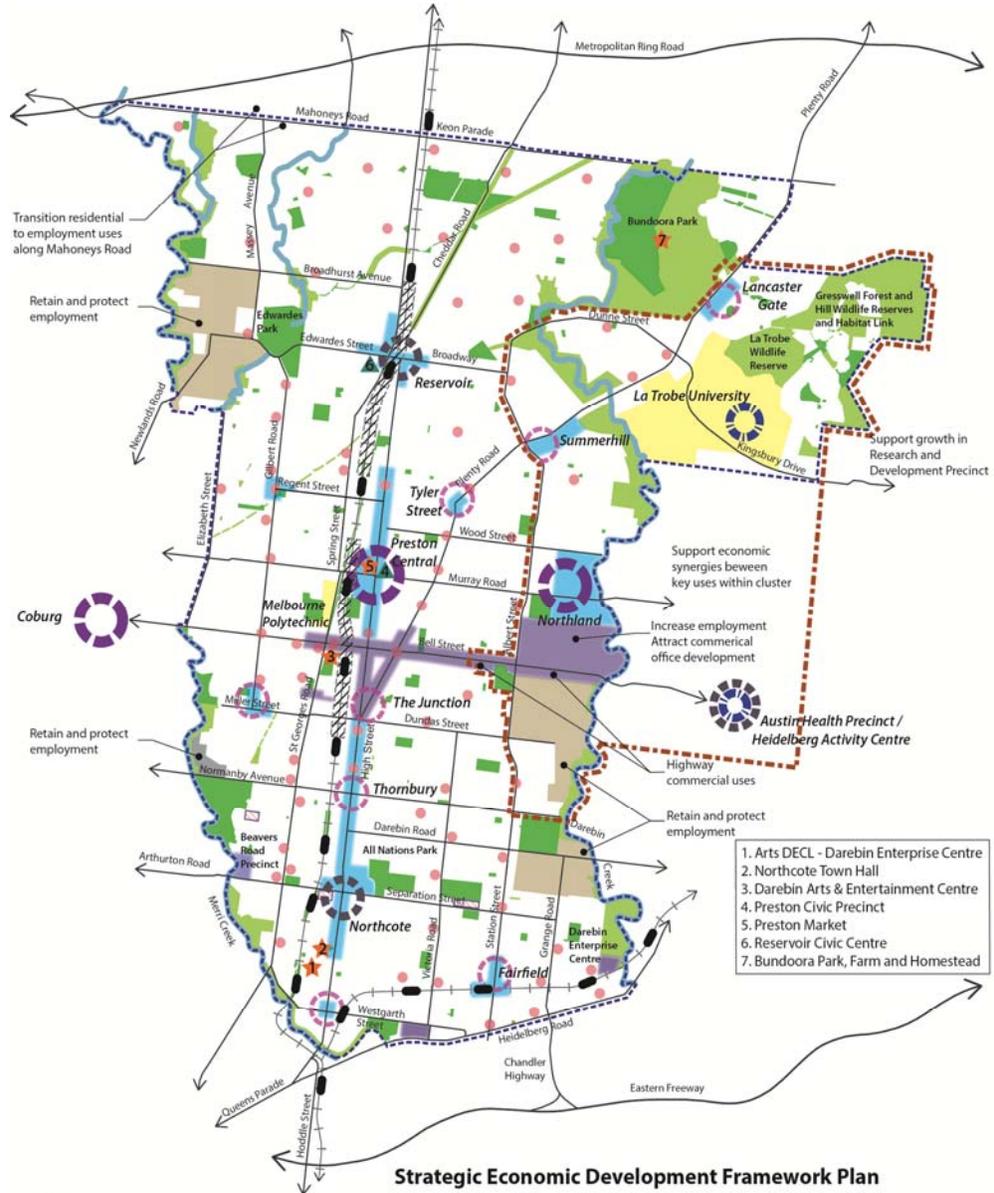
21.04 ECONOMIC DEVELOPMENT

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This Clause provides local content to support Clause 17 (Economic Development) of the State Planning Policy Framework

21.04-1 Strategic Economic Development Framework

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Strategic Economic Development Framework Plan

Council recognises that increasing economic activity and promoting diversity in economic activity will provide benefits to the community. Structural changes in the national and local economy will continue the transition of Darebin's economy from a traditional industrial base to a post-industrial base. In addition, the continued socio-economic uplift of Darebin's neighbourhoods is driving growth in 'lifestyle' businesses in hospitality and entertainment services.

Council supports the transition of Darebin's economy to one that encourages:

- a greater breadth of uses
- the development of a commercial office market
- investment in retail, institutional and hospitality sectors
- ongoing industrial uses in those areas where industry is best suited
- adaptation and re-use of non-residential land for other economic use
- conversion to mixed uses (including residential) where appropriate
- employment growth providing local jobs commensurate with population growth.

Strategic Economic Development Framework Plan

The Strategic Economic Development Framework Plan highlights the following key features of economic land use in Darebin as set by the *Darebin Economic Land Use Strategy (2014)*:

- Three core industrial areas and one secondary industrial area to provide for industrial activity, with a focus on the wholesale trade, service industry and advanced manufacturing sectors
- A retail activity centre hierarchy that provides for a mix of retail, commercial, service and residential uses and encourages intensification of these uses within activity centres
- Commercial office sector focussed around several key mixed use redevelopment areas
- Tertiary education and health that integrates and connects with the community.

Important future economic opportunities include Northland East Preston Activity Centre and La Trobe University as key nodes in the La Trobe National Employment Cluster, and the transition of the Bell Street and Heidelberg Road Corridors as strategic regional linkages between key employment and innovation precincts.

Objectives and strategies for these are set out in the clauses below.

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Industry

Overview

There will continue to be a need for industrial land in Darebin to provide for industrial uses that seek to be accommodated within the municipality and, importantly, to provide for the growing service industry sector, which is dependent on serving Darebin and the surrounding region.

Industrial land in Darebin is considered in the context of the three core industrial areas, a single secondary industrial area and a series of smaller clusters and single use sites.

Industrial land in an inner urban setting is a scarce resource and should be used in a manner that considers optimising local employment opportunities. Some industrial sites and areas occupy key strategic locations which could better fulfill a more significant role in terms of providing employment that better responds to contemporary economic trends.

Key Issues

- Challenges in ongoing viability of industrial precincts where employment is falling and there is economic pressure to rezone land for other uses.
- Challenges in protecting viable industrial areas while making land available for economic uses and, where appropriate, residential uses.
- Capturing growing opportunities in advanced manufacturing, wholesale trade and services industries.
- Considering alternative possibilities for under-utilised industrial land to secure local employment opportunities.
- Future possibilities for industrial zoned land serving limited or no industrial purpose.
- Amenity and interface issues with surrounding residents affecting the operation of industrial land.

Objective 1 – Industrial Areas

To retain and protect Darebin’s core industrial areas and Anderson Road secondary industrial area.

Strategies

- Maintain three core industrial areas at East Preston, Reservoir and Fairfield and one secondary industrial area at Anderson Road for the purposes of industrial and employment-based activities in Darebin.
- Discourage the encroachment of non-compatible business and residential uses on industrially zoned land that has been identified as part of the three industrial core areas or the Anderson Road secondary industrial area.
- Manage interfaces with surrounding residential neighbourhoods to provide adequate protection to the industrial and commercial activities.

Objective 2 – Industrial Viability and Employment

To strengthen the economic viability and local employment generation capacity of Darebin’s core and secondary industrial areas.

Strategies

- Encourage new industrial activity into core and secondary industrial areas.
- Encourage advanced manufacturing to establish within core and secondary industrial areas.
- Encourage land uses that diversify local employment opportunities in core and secondary industrial areas.
- Encourage the ongoing development of Darebin’s service industry sector.
- Discourage land uses establishing in core and secondary industrial areas that will undermine economic and employment generation capacity of the site and surroundings.
- Ensure caretakers’ dwellings in industrial zones are properly planned and appropriately located for their supervisory role to associated industrial or commercial activity. Ensure they are not developed for general residential purposes, and are sized and proportioned to clearly demonstrate they are a secondary activity to the primary commercial or industrial land use.

- Encourage consolidation of land in secondary industrial areas that can provide opportunity for major economic activities.
- Provide improved transport access to core and secondary industrial areas as expressed in the objectives and strategies in Clause 21.05-1.
- Consider the Objectives and Strategies at Clause 21.02-3 for how development in core and secondary industrial areas should improve the streetscape, amenity and environmental sustainability of these areas.

Objective 3 – Redundant Industrial Land

To proactively manage the transition of redundant industrial land to accommodate new uses.

Strategies

- Encourage appropriate commercial and residential uses on redundant industrial land.
- Prioritise the transition of underutilised industrial sites to provide for economic uses that provide choices in local employment.
- Rezone non-viable single use industrial sites or small clusters to enable use for commercial and/or residential purposes. Where appropriate alternative uses should include forms of economic activity.
- Encourage the revitalisation of The Junction – South Preston and Oakover Village precincts for a range of business and residential development.
- Encourage a range of supporting business, commercial and residential uses in the inter-nodal areas of High Street, Plenty Road and St Georges Road Strategic Corridors between key activity centres.
- Transition the Beavers Road Secondary Industrial Area to a mixed-use precinct and encourage ‘green businesses’ to locate in this precinct.
- Promote Darebin as a location for further public and private office development through making available suitably zoned land.

Implementation

The strategies in relation to industry will be implemented through:

Policy Guidelines

- Apply Clause 22.04 Industrial and Commercial Activity in considering applications for use and development in the Industrial 1, Industrial 3 and Commercial 2 Zones.

Application of Zones and Overlays

- Apply the Industrial 1 and Industrial 3 zone (as per current zone structures) in the three core industrial precincts at East Preston, Reservoir and Fairfield, with the following exceptions:
 - At Reservoir, in the event of departure of significant numbers of large format industrial operations in the Industrial 1 Zone, consider rezoning to Industrial 3.
 - At Reservoir, in the event the land that was formerly the Lakeside Secondary College is sold by the Department of Education, rezone the site to Industrial 3.
- Apply the Industrial 3 Zone in the Anderson Road Secondary Industrial Area.

- Rezone redundant Industrial 1 Zone and Industrial 3 Zone land to more appropriate commercial and residential zones.
- Rezone identified areas of High Street to more appropriate commercial or mixed residential zones, which support other uses.
- Apply the Environment Audit Overlay to former industrial land that is potentially contaminated.

Further Strategic Work

- Review the Northcote Structure Plan (2007) in accordance with the directions of the Darebin Housing Strategy (2013) with emphasis on the Industrial 3 Zone land around Arthurton Road and adjacent to Northcote railway station.
- As part of the Northland Structure Plan development, undertake detailed planning of the area bounded by Gower Street, Chifley Drive, Bell Street and Albert Street in East Preston to enable mixed use redevelopment with a particular focus on commercial office, community and residential uses.
- Undertake updated bulky goods floor space projections to consider rezoning land west of Albert Street in East Preston presently in the Industrial 3 Zone to the Commercial 2 Zone.
- Develop a public realm strategy to guide urban design improvements to enhance the presentation and identity of industrial areas.
- Undertake further planning work in conjunction with La Trobe University to explore how additional employment-based activities can be facilitated on surplus and land surrounding the University campus.
- Examine future land use options with adjoining Councils for Mahoney's Road and Keon Parade in Reservoir and Heidelberg Road in Northcote, Fairfield and Alphington.

Other Actions

- Ensure Council continues to advocate for and facilitate advanced manufacturing firms to locate in Darebin
- Pursue ongoing dialogue with VicRoads and other relevant agencies regarding improving road access to core and secondary industrial areas.

Reference Documents

Darebin Business Development and Employment Strategy 2012-2015

Darebin Economic Land Use Strategy, 2014

Green Business Attraction Strategy 2012-2015

Northcote Activity Centre Structure Plan, 2007

Plenty Road Integrated Land Use and Transport Study, 2013

21.04-3 Retail and Commercial Activity

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Retail activity is a significant component of the Darebin economy. The municipality's hierarchy of activity centres continues to evolve with several identifiable precincts such as Northland East Preston, Preston Central, Northcote and Reservoir serving the municipality's main retail needs and others, particularly those located along Darebin's main north-south spines, blending into a linear corridor of mixed use activity.

A key trend is the emergence of 'lifestyle' based retail activity and 'café-culture' along the city's strategic corridors and in a number of the smaller local centres dispersed across the

municipality which has resulted in the rejuvenation of small local centres and a strengthening of larger activity centres.

The commercial (office) sector in Darebin is relatively small with local professional service providers and a larger market for government offices and agencies. Commercial office space in the municipality is dispersed with no identifiable cluster or scale apparent.

The services sector, particularly in government, health, education and community services, provide significant local employment and often occupy large land holdings that have potential to be more efficiently used.

Key Issues

- Challenge for established retail centres to accommodate increasing demand for new retail floor space along with higher density residential development.
- Accommodating larger format retail opportunities in established activity centres given limited availability of land and the high level of land fragmentation.
- Identifying how much retail development is sustainable in redevelopment areas to ensure an appropriate mix of economic activity.
- Local centres are in a state of flux with some small centres barely playing a retail role while others, after a period of decline, are beginning to show signs of rejuvenation.
- There is limited commercial office activity in Darebin; although there is scope for improvement with ongoing socio-economic change.
- Key opportunity to intensify development in the Northland East Preston Activity Centre and encourage mixed uses including commercial offices to support economic investment and growth in the La Trobe Economic Employment Cluster.
- La Trobe University is seeking to unlock the development potential of its Bundoora site with attention in the short term likely to focus development along Plenty Road.
- Health and other associated service providers need to use land more efficiently.
- Future land use opportunities along interface corridors at Mahoney's Road and Keon Parade in Reservoir and Heidelberg Road in Northcote, Fairfield and Alphington.

Objective 1 – Retail

To strengthen the established retail centres hierarchy in Darebin and the roles of the various activity centres and strategic development precincts in accommodating diverse and appropriate retail activities.

Strategies

- Retain the established retail hierarchy of activity centres as identified in the *Darebin Economic Land Use Strategy (2014)*.
- Focus future retail expansion around identified activity centres.
- Ensure the planning scheme is regularly updated to ensure retail expansion opportunities identified in retail demand assessments are catered for.
- Encourage where appropriate complementary mixed uses in and around activity centres and along identified strategic corridors.
- Discourage inappropriate land use and development activities that can undermine the retail mix and capacity of designated activity centres.

- Discourage establishment of supermarkets on Commercial 2 Zone, Mixed Use Zone or Residential Growth Zone land that is located outside of identified
- Facilitate intensive development, including commercial and residential development, in and around activity centres consistent with the relevant structure plans for these areas.
- Promote Preston Central Activity Centre as the pre-eminent activity centre in Darebin, supporting a higher intensity and scale of development and accommodating a mix of commercial, civic, community, and housing activity.
- Promote Northland East Preston Activity Centre as a regional centre and key node in the La Trobe National Employment Cluster for retail, commercial office, entertainment and related uses which supports consolidation of jobs and housing in proximity.
- Facilitate the consolidation of Reservoir Activity Centre through separation of the rail line from roads at Reservoir Junction and redevelopment of residual land to create a 'Central Heart' connecting Reservoir Village and Broadway with continuous land uses and public spaces.
- Support Bulky Goods (i.e. restricted retail land use) clusters at Northland East Preston Activity Centre, along Bell Street Preston between Albert and O'Keefe Streets, and Plenty Road Bundoora around the intersection with Mt Cooper Drive.
- Accommodate smaller restricted retail and trade supplies outlets in parts of Plenty Road, Heidelberg Road, and High Street in accordance with adopted strategies.
- Encourage restricted retail as a potential ground floor use in the inter-nodal areas of High Street as specified in relevant local strategies.
- Support the local retail and commercial role of the Plenty Road and St Georges Road Strategic Corridors and provide opportunities for improved function.
- Encourage the development of a neighbourhood centre at Oakover Village.
- Support opportunities for retail and commercial uses along the Bell Street Strategic Corridor, with regard to local policy.
- Facilitate a higher intensity of activity in and around neighbourhood centres and local centres.
- Retain secondary neighbourhood centres and local centres which have an ongoing retail role.
- Encourage local centres to continue to accommodate local convenience retail and other local service business as appropriate.
- Provide adaptive re-use opportunities in underperforming centres to accommodate residential and/or retail and commercial uses.
- Encourage mixed use redevelopment of the Summerhill Neighbourhood Centre, ensuring any expansion of retail floorspace is subject to updated projections, and that redevelopment provides for suitable connectivity between sites.
- Subject to updated retail floorspace projections, support the inclusion of a full line supermarket within the Fairfield Neighbourhood Centre.
- Support ongoing mixed-use development in the Thornbury, The Junction - South Preston and Tyler Street Neighbourhood Centres in accordance with established planning policies.

Objective 2 – Commercial Offices

To facilitate the development of a commercial office market in Darebin

Strategies

- Encourage commercial (office) development in Darebin’s activity centres and along strategic corridors where commercial office activity is supported by planning policy.
- Rezone non-viable single use industrial sites or small clusters to enable use for commercial office purposes in locations where commercial office activity is supported.
- Support the Northland East Preston Activity Centre and La Trobe University precincts as major locations for commercial office development as identified in relevant strategies for each location.
- Encourage a high standard of design, amenity and security in commercial office development through application of structure plans and design guidelines.

Objective 3 – Health Services

To encourage appropriate allied land use activities around major health institutions

Strategies

- Support appropriate land use diversification of major health facilities that complement the main use of land.

Objective 3 – Local Employment

To encourage and facilitate economic activities that generate local employment opportunities.

Strategies

- Encourage economic activities that generate local employment opportunities.
- Encourage small businesses, including micro and home-based businesses, as a sector providing employment opportunities without compromising the strategic directions from respective strategies and relevant adopted studies.
- Support the establishment of business incubators and hubs.
- Support the development of businesses in knowledge and advanced manufacturing.
- Ensure an adequate supply of appropriately located and zoned land to accommodate emerging ‘green businesses’ in Darebin, in particular industrial or commercial zoned lots providing 200-500sqm floor areas.
- Support the re-use of space in underperforming local centres as incubators and locations for small business.
- Consolidate retail, business, employment, community and leisure facilities and higher density housing in and around identified activity centres.

Implementation

The strategies in relation to retail and commercial activity will be implemented through:

Policy Guidelines

- Apply Clause 22.10 Bell Street Land Use in considering applications for use and development along the Bell Street Strategic Corridor.

Application of Zones and Overlays

- Implement Structure Plans for Preston, Northland, Reservoir and Northcote activity centres.
- Implement precinct plans and strategies for key corridors and precincts at High Street, Plenty Road, St Georges Road, The Junction – South Preston and Northland residential neighbourhood precinct.
- Rezone land in underperforming local centres as specified by the *Darebin Economic Land Use Strategy (2014)* to residential use.
- Rezone selected industrial and residential zoned land along the Plenty Road and St George Road Strategic Corridors to Commercial 1 Zone or Mixed Use Zone to retain and facilitate commercial land uses and support intended future use and built form in accordance with the *Plenty Road Integrated Land Use and Transport Study (2013)* and *Urban Design Framework 2015 St Georges Road and Plenty Road Corridors*.

Further Strategic Work

- As part of the Northland Structure Plan development, undertake detailed planning of the area bounded by Gower Street, Chifley Drive, Bell Street and Albert Street in East Preston to enable mixed use redevelopment with a particular focus on commercial office, community and residential uses.
- Review the *Bell Street Corridor Strategy (2006)* to ensure consistency with the development of the Northland Structure Plan, the *Plenty Road Integrated Land Use and Transport Study (2013)* and other relevant work.
- Undertake retail floorspace projections every 5 years for all activity centres to provide clear direction on the retail needs of the community and to provide a basis for the consideration of future retail proposals within the municipality. Particular direction is required regarding:
 - demand for larger format retail opportunities within the Northcote area
 - definition and role of the South Preston Neighbourhood Centre in the context of The Junction and Oakover Village Strategic Development Precincts
 - rezoning of land in the East Preston Core Industrial area and west of Albert street presently in the Industrial 3 Zone to the Commercial 2 Zone or zone as appropriate.
- Undertake further review of land use interfaces along Heidelberg Road, Mahoney's Road and Keon Parade in consultation with adjoining municipalities.
- Undertake detailed planning to enable rezoning of Industrial 3 Zone land on Arthurton Road and adjacent to the Northcote Railway Station to the Commercial 1 Zone, and application of the Development Plan Overlay to facilitate mixed use development with a particular focus on commercial office and residential development.
- Undertake strategic planning and retail floorspace projections to develop a potential Neighbourhood Centre centred on Oakover Road, and St Georges Road.
- Undertake strategic planning in conjunction with La Trobe University to investigate the potential for:
 - mixed use development along Plenty Road, linking with the Lancaster Gate Neighbourhood Centre
 - synergistic commercial office development in proximity to the University.
- Update the *Retail Activity Centres Strategy (2005)* to reflect retail centres and alterations to existing centre roles.

Other Actions

- Work with State Government and other stakeholders towards grade separation of rail and road infrastructure at Reservoir.
- Work with Bundoora Extended Care to understand future possibilities for development particularly in regard to the interface with Plenty Road.
- Provide businesses with information and data that can assist in making effective business decisions.
- Monitor and document the extent and nature of ‘direct to the public’ retail operations in industrial areas.
- Explore the feasibility of a community business hub housing the latest technology.

Reference Documents

Bell Street Corridor Strategy, Hansen Partnership, 2006

Darebin Business Development and Employment Strategy 2012-2015

Darebin Digital Strategy 2012-2015

Darebin Economic Land Use Strategy, 2014

Darebin Retail Activity Centres Strategy, 2005

Green Business Attraction Strategy 2012-2015

Northcote Activity Centre Structure Plan, 2007

Northland Residential Neighbourhood Precinct Structure Plan, 2014

Plenty Road Integrated Land Use and Transport Study, 2013

Preston Central Structure Plan 2006 (as amended) (including Incorporated Plans and Preston Central Urban Design Framework and Guidelines)

Reservoir Structure Plan, 2012

Urban Design Framework 2015 St Georges Road and Plenty Road Corridors.

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Tertiary Institutions**Overview**

Darebin has two tertiary institutions at (La Trobe University and Melbourne Polytechnic) as well as numerous schools. La Trobe University is the largest single employer in the municipality and is a key attractor for education on a regional scale and for research and development on a national scale.

Key Issues

- Several of Darebin’s main educational institutions and health facilities are disengaged from the day to day economic life of the municipality.
- Facilitating new industries (such as research and development) in association with the tertiary institutions has been identified as important as it underpins the development of the City’s economic base.
- Managing the transition of La Trobe University from a campus based facility to a ‘university town centre’.

Objective 1 - Engagement

- To encourage tertiary educational institutions such as La Trobe University Melbourne Polytechnic to become more engaged in the economic life of the municipality.

Strategies

- Support appropriate land use diversification of major educational institutions, including commercial developments, which complement the main use of land.
- Support the transition of La Trobe University to a 'university town centre'.
- Encourage affordable student housing near major educational institutions.
- Encourage institutions to develop educational opportunities that are accessible to the local community and provide appropriate skills for the jobs available locally.

Objective 2 – Research and Development

To encourage the development of research, development and high technology facilities in and around La Trobe University.

Strategies

- Encourage development of the La Trobe University Research and Development Park.
- Support the viability of the Victorian Agribioscience Centre.
- Encourage high-tech economic activity and research-based manufacturing activities near La Trobe University and areas bordering Banyule City Council in Bundoora and Macleod.

Implementation

The strategies in relation to tertiary institutions will be implemented through:

Further Strategic Work

- Undertake strategic planning in conjunction with La Trobe University to understand future development plans and investigate the potential for land use diversification on the Bundoora campus and surrounds.
- Liaise with Banyule City Council to advance opportunities for research and other associated land uses in the Bundoora and MacLeod interfaces around La Trobe University.
- Liaise with Melbourne Polytechnic to understand future plans for the Preston campus.

Reference Documents

Darebin Business Development and Employment Strategy 2012-2015

Darebin Digital Strategy 2012-2015

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Arts and cultural activities encourage participation, celebration and creative expression in the municipality, and contribute to community identity, sense of place and civic spirit.

Darebin has a well-established arts and cultural scene that is closely associated with the municipality's identity, attracts a broad range of visitors and generates considerable economic benefits.

Land use planning aims to support Darebin's cultural and artistic vitality. Council recognises there is ongoing demand for adequate space to accommodate cultural activities such as live music, theatre, and visual art creation and exhibition.

While tourism plays a small role in Darebin's economy, there are opportunities to build on a number of identified and diverse assets within Darebin to encourage residents and visitors to recreate within the city. These assets include Bundoora Park and Homestead, Merri and Darebin Creeks, strip retail centres, cultural activities, Preston Market, factory retail outlets, public open space and Darebin's multicultural society.

Key Issues

- How land use planning can support Darebin's cultural and artistic vitality as part of the greater land use mix.
- Amenity issues with residential uses within activity centres, particularly with regard to live music venues.

Objective 1 – Arts and Culture

To promote and support arts and cultural activities in Darebin

Strategies

- Promote arts and cultural activities as a means to generate economic growth and local employment opportunities.
- Identify and promote cultural 'hubs' which attract a mix of cultural activity, services and businesses
- Recognise and strengthen the unique characteristics of Darebin's activity centres and their role as places for arts and cultural activities.
- Support business activities that relate positively to and attract activity at street level within activity centres and other key precincts.
- Recognise the importance of public spaces and the built environment in community life and support the better design and artistic enhancement of such spaces.
- Encourage public art projects as part of major developments and precincts.
- Promote and provide high quality spaces for the development, exhibition or staging of a wide variety of art forms.
- Encourage the provision of affordable artist working spaces and cooperatives, and performance spaces.

Objective 1 - Tourism

To encourage people from outside the area to visit Darebin.

Strategies

- Encourage the development of a diverse range of short term tourist accommodation opportunities, such as serviced apartments and hotels in the city, particularly in walking distance to key cultural attractors.
- Encourage additional high quality accommodation and hospitality based venues along Bell Street and in proximity to the Northland East Preston Activity Centre, Preston Central Activity Centre and La Trobe University.
- Ensure land use and developments in activity centres comply with strategic directions and become major focus and attractor for business, shopping, community, government, recreational, tourism and cultural activities for the northern suburbs of Melbourne.

Implementation

The strategies in relation to arts, culture and tourism will be implemented through:

- Collaboration between the Cultural branches, Darebin Parks, Open Space Planning, Strategic Planning and other Council branches responsible for open spaces and the built environment.
- Establishment of internal communication and referral processes to ensure opportunities for public art in major developments and precincts are identified and pursued early in the design process.

Reference Documents

Arts and Cultural Strategy, 2008-2013

Beyond FIDO: Public Art Strategy 2006-2015

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Gaming

Overview

The *Darebin Electronic Gaming Machine Policy and Strategic Action Plan 2010 – 2014* notes that Darebin is one of the areas in which a regional cap on electronic gaming machines (EGM) has been declared by the state government. While social and economic issues related to gaming should be addressed at various levels, land use planning also has a significant role in addressing and regulating the use of EGMs. As part of the *Strategic Action Plan* a set of guidelines has been prepared to help in application assessments to gauge the Social and Economic Impact Assessment of proposed gaming machines.

Objective

To locate gaming machines to minimise the incidence of ‘convenience gambling’.

Strategies

- Consider the social and economic impact of EGMs in assessing planning permit applications.

Reference Documents

Darebin Electronic Gaming Machine Policy and Strategic Action Plan 2010-2014