

**21.07**14/02/2013  
C138**ACTIVITY CENTRES AND RETAILING**

This section provides local content to support Clause 11.01 (Activity Centres) and Clause 17.01 (Commercial) of the State Planning Policy Framework.

**Activity Centres****Overview**

Activity Centres provide a range of retail commercial, entertainment and community services that serve a local and wider community depending on the range and scale of activities provided. Well planned and designed Activity Centres provide opportunities for activities integrated with housing in locations which are highly accessible by road, public transport and walking and cycling. Hume is a recognised Growth Area Council which is proposed to accommodate an additional 138,537 people by 2036 from 2011. It is important that a hierarchy of Activity Centres is planned and managed in a way that meets the needs of both the current community and new communities not yet established.

The Activity Centre Hierarchy in Hume is comprised of a range of existing centres and new centres either proposed or planned within Growth Corridor Plans, Precinct Structure Plans, Local Structure Plans, Structure Plans and Development Plans.

The hierarchy of activity centres both existing and planned within Hume is as follows:

**Specialised Activity Centre**

- Melbourne Airport

**Central Activity Area**

- Broadmeadows

**Principal Activity Centres**

- Sunbury Town Centre and Donnybrook Town Centre (planned).

**Major Activity Centres**

- Roxburgh Park Shopping Centre, Craigieburn Town Centre, Gladstone Park Shopping Centre, Mickleham Town Centre (planned), and Sunbury South Town Centre (planned).

**Neighbourhood Activity Centres**

- Campbellfield Plaza, Craigieburn East, Meadow Heights, Greenvale, Westmeadows Village, Dallas, Olsen Place, Tullamarine, Upfield shopping centres and Homestead Place.
- New Neighbourhood Activity Centres planned in developing areas of the City.

**Objective 1**

To facilitate new activity centres whilst maintaining the hierarchy of activity centres within Hume.

**Strategies**

- Support a hierarchy of retailing with the City that complements and reinforces the hierarchy of activity centres.
- Develop activity centres which serve an appropriate catchment.

- Develop a dense network of convenience based activity centres characterised by a large number of supermarket anchored mixed use centres (neighbourhood activity centres) that serve new and existing communities.
- Develop Principal and Major Activity Centres in locations identified within the relevant approved Growth Corridor Plan.

### **Objective 2**

To create attractive and accessible mixed use activity centres.

#### **Strategies**

- Provide diverse business spaces, catering for the needs of small independent businesses through to major retail chains.
- Integrate housing into activity centres, including supermarket based neighbourhood activity centres.

### **Objective 3**

To establish all of Hume's centres as having high quality pedestrian and bicycle facilities along with connections to public transport services.

#### **Strategies**

- Locate activity centres on sites that have existing or potential future access to public transport services in addition to quality road access for private vehicles.
- Provide radial transport and movement networks into centres wherever possible.
- Provide dedicated walking and cycling facilities into centres and into their catchment areas.

### **Objective 4**

Ensure bulky goods centres are appropriately located throughout Hume to meet the needs of existing and growing communities.

#### **Strategies**

- Distribute bulky goods activity within a hierarchy, with retailers located in centres and in a selected number of specialized regional bulky goods centres.
- Encourage smaller scale and/or higher density bulky goods to locate in designated activity centres where they are integrated in higher density urban formats.
- Support regional scale specialised bulky goods based activity centres (large scale and low intensity) that service regional catchments where it can be demonstrated that they are not appropriate in existing and planned Activity Centres.

### **Objective 5**

Provide for an appropriate forward land supply for activity centre development including retail.

#### **Strategies**

- Ensure framework planning and precinct structure plans provide for new centres to support new growth areas where there is sufficient catchment to support new centres.
- Utilise retail activity and especially retail anchors as the basic 'building block' and economic driver in growth areas, unless there is a superior local land use or economic driver that can be used.
- Where possible support business zoned land in multiple ownerships (but not necessarily including single supermarket based centres) so as to avoid monopoly retail conditions.

- Support small scale retail uses within employment areas that provide a range of convenience retailing services and facilities (including local food, personal and business services).
- Support supermarkets in employment areas that have higher job densities where it is demonstrated that they will not adversely affect residential based centres.

### **Objective 6**

To reduce the escape of retail expenditure to other regions over time.

### **Strategies**

- Further develop and improve the existing network of retail/activity centres in terms of service offer, functionality, accessibility, convenience and attractiveness through the development of structure plans and urban design frameworks.
- Ensure that growth areas within the Sunbury and Hume Growth Corridors are planned appropriately to ensure the provision of retailing facilities in a timely manner.
- Ensure the hierarchy of commercial centres across the Municipality takes into account transport infrastructure, current and future population growth and existing and planned retail floor space amounts.
- Encourage/ prioritise higher order retail development in Sunbury Town Centre, Craigieburn Town Centre and Broadmeadows.
- Encourage increased bulky goods and homemaker centre provision along Vineyard Road in Sunbury.

### **Implementation**

The strategies in relation to Activity Centres will be implemented through the planning scheme by:

### **Retail capacity and economic impact assessments**

Council will require proposals for retailing and activity centres to be supported by a retail capacity and economic impact assessment if the amount of retail floorspace proposed will result in a total retail floorspace in the centre in excess of that indicated in the Default Centre Profiles in the Hume City Retail Strategy, Final Report, 2009. The retail analysis must be to the satisfaction Council and address:

- The primary catchment of the centre.
- Whether the primary catchment has sufficient population (residents and workers) to support the centre.
- Whether the centre will result in the closure of other existing centres or preclude the development of future centres identified within the Activity Centre Hierarchy, a Precinct Structure Plan, a Local Structure Plan, Structure Plan or Development Plan within the catchment of the centre.

### **Retail development decision criteria**

Council will consider the following criteria (as appropriate) when assessing activity centre development proposals:

- The retail capacity of the catchment to support the proposed retail space without compromising the ability of other existing or planned centres to operate viably.
- The capacity of the centre/site (excluding regional bulky goods centres) to provide a suitable mix of non retail uses including housing, offices and community facilities.
- The capacity of the centre/site to be serviced by public transport including bus services in addition to quality road access for private vehicles.
- The provision of dedicated off-road walking and cycling facilities into centres and sites, and into their catchments (excluding regional bulky goods centres and established areas).

- The capacity of the centre, other than single supermarket based centres, to be developed in multiple land ownership, where possible.

### **Further work**

- Council will establish and maintain a hierarchy of Activity Centres for new and existing areas through the development and monitoring of integrated Growth Area Plans for the Sunbury and Hume Corridors.
- Council will develop a hierarchy for bulky goods retailing.
- Council will monitor planning and transport frameworks on an annual basis to inform any required changes to the activity centre hierarchy.

## **Broadmeadows Central Activity Area**

### **Overview**

Broadmeadows has been recognised in the State Government’s Melbourne Metropolitan Strategy, Melbourne 2030 as a Central Activity District and one of thirteen declared ‘Transit Cities’ in Victoria, which encourage a ‘joined up’ approach to mixed-use and higher-density development close to key transport hubs.

### **Objective 1**

To establish Broadmeadows Central Activity Area as a vibrant, attractive and safe principal activity centre and transit city that provides the full range of community, cultural, educational, retail and commercial services appropriate to the needs of the local community and the region.

### **Strategies**

- Encourage the continued development of the Broadmeadows Central Activity Area as a principal activity centre and Central Activity Area to be preserved for business, cultural, entertainment, education and professional services and facilities and higher order retailing.
- Foster a ‘sense of place’ within the Centre through urban design and environmental improvements, landscaping and shade, seating and provision of pedestrian paths.
- A masterplan for the Broadmeadows Central Activity Area has been prepared to support the City’s strategic objectives. The plan supports significant growth in the civic, community, retail and institutional centre including:
  - Integration of bus and train services and reduction of the barrier to east-west circulation created by Pascoe Vale Road and the railway. This is to be achieved through improvement of the underpass, redesign of the bus terminus at Pascoe Vale Road, and streetscape works to improve the safety and convenience of pedestrian crossings.
  - Improvement of the street networks; enhancement of the pedestrian amenity of existing streets and creation of new local streets by the subdivision and redevelopment of large land parcels.
  - Development of mixed land uses including housing, with different uses focused loosely on distinct areas including a ‘main street’ south of the shopping centre.
  - Buildings without setbacks and up to a nominal height of six storeys to create a compact centre west of the railway station, grading out, on the west side, to lower development around the core.
  - Consolidation and management of parking, including multi-level structures, to support growth while minimising detrimental impacts caused by cars.
  - Development of an open space network including a high quality Civic Plaza (town square).
  - Encourage the development and use of land within the Hume Highway employment corridor for a range of industry, warehousing and service business, subject to suitable separation from adjoining land uses and between different industrial activities

- Aim to direct future land uses along the Hume Highway to diversify the retail mix and support adjacent industrial operations.
- Continue to undertake improvements to the Broadmeadows Valley Park in accordance with the Broadmeadows Valley Park Management Plan.

### **Implementation**

The strategies in relation to Broadmeadows Central Activity Area will be implemented throughout the planning scheme by:

- Approved Precinct Structure Plans.
- Approved township character assessments.
- Approved Urban Design Guidelines.
- Implement the Broadmeadows/Dallas Urban Renewal project to improve the appearance of local streetscapes and open spaces.

When deciding on applications for residential subdivision and development within the urban growth boundary consider as appropriate:

- Approved Precinct Structure Plans.
- Approved township character assessments.
- Approved Urban Design Guidelines.
- Clause 22.05 and Clause 22.06-1 of the Local Planning Policy Framework.
- Approved reference documents, including but not limited to:
  - Activity Centre Hierarchy Plan (2004);and
  - Broadmeadows Transit City Masterplan (2004).
- The matters set out in Section 60 of the Act.

### **Sunbury Town Centre**

#### **Overview**

Sunbury has been recognised by the State Government as a Principal Activity Centre. Sunbury has the most extensively developed retail, commercial and community facilities in the western half of the municipality.

#### **Objective 1**

To continue to develop the Sunbury Town Centre as the primary activity centre within the township comprising a mixture of higher order retailing and entertainment facilities, convenience and comparison retailing, and commercial, office and community facilities.

#### **Strategies**

- Limit retail development outside the Sunbury Town Centre to that which recognises and complements the pre-eminent activity centre role of the Centre.
- Encourage the provision of a greater range of comparison and convenience shopping facilities, entertainment and recreation services and facilities to consolidate the Centre's role as a major activity centre and primary centre within the township.
- Locate comparison retail developments that have large floor area requirements and are dependent on high exposure and vehicular access either outside of the retail 'core' (but within the Centre) or within a key bulky goods centre.
- Ensure that new development reflects and enhances the historic and 'rural town' character and ambience of the Centre.

#### **Implementation**

The strategies in relation to Sunbury Activity Centre will be implemented throughout the planning scheme by:

- Approved Structure Plans.
- Approved Urban Design Framework and Guidelines.
- The matters set out in Section 60 of the Act.

## **Donnybrook Town Centre**

### **Overview**

Donnybrook Town Centre has been recognised by the State Government as a Principal Activity Centre

### **Objective 1**

To create a viable and vibrant Principal Town Centre as the business, community and entertainment focal point and economic hub of the sub-region.

### **Strategies**

- Develop a range of uses which support the core activity of the town centre and benefit from access to arterial roads.
- Ensure vehicle circulation supports the uses within this precinct without compromising on the walkability of the precinct.
- Design the town centre to be pedestrian friendly and accessible by all modes including public transport, while enabling private vehicle access.
- Appropriate and iconic built form outcomes are required in key destinations.
- Orientate buildings to maximise views and solar orientation.
- Ensure building design contributes to the activity and amenity of the streetscape.
- A series of high quality public spaces is critical to create an attractive precinct and a walkable environment.
- To prioritise pedestrian and cycle movements through the town centre and to create opportunities for social interaction and exchange.

### **Implementation**

The strategies in relation to Donnybrook Town Centre will be implemented throughout the planning scheme by:

- The approved Lockerbie Precinct Structure Plan.
- Approved Urban Design Framework Plans or Guidelines.
- The matters set out in Section 60 of the Act.

## **Craigieburn Town Centre**

### **Overview**

Craigieburn Town Centre has been recognised by the State Government as a Major Activity Centre.

### **Objective 1**

To promote development of the Craigieburn Town Centre as a highly accessible, street based centre which provides a sense of place along with a wide range of services and facilities suited to the needs of existing and future residents of Craigieburn.

## Strategies

- Ensure that all residents have convenient and safe access to a range of jobs, leisure facilities, community facilities and shops.
- Support the designation of the Craigieburn Town Centre, at minimum, as a major activity centre which will be required to meet higher order activity centre need in the Merri (Hume) growth corridor. Future detailed economic, land use and public transport assessment is required to determine the final classification of this centre.
- Encourage the development of the proposed new Craigieburn Town Centre and employment area at the intersection of Craigieburn Road West with the proposed E14 arterial road (Aitken Boulevard) to provide a focal point for the area and ensure maximum accessibility to a range of retail, office, education, recreation, entertainment, cultural and open space services and facilities.
- Ensure the Craigieburn Town Centre provides a sense of place and a sense of belonging for the residents of Craigieburn.
- Ensure the development style of Craigieburn Town Centre is based on traditional values of a street based centre with public streets and footpaths fronted by shops and other active uses with on-street parking.
- Develop Craigieburn Town Centre to a high quality level of urban design and present a high quality, safe and functional environment.

## Implementation

The strategies in relation to Craigieburn Town Centre will be implemented throughout the planning scheme by:

- Approved Craigieburn Town Centre Local Structure Plan.
- Approved Craigieburn Town Centre Development Plans.
- The matters set out in Section 60 of the Act.

## Mickleham Town Centre

### Overview

Mickleham Town Centre has been recognised by the State Government as a Major Activity Centre.

### Objective 1

To promote the development of Mickleham Town Centre as a vibrant, employment based activity centre that should accommodate a wide range of shopping, employment, community, health, education and housing options.

### Strategies

Strategies for the development of the Mickleham Town Centre will need to be determined through the development of the Precinct Concept Plans.

### Implementation

The strategies in relation to Mickleham Town Centre will be implemented throughout the planning scheme by:

- Merrifield Comprehensive Development Plan.
- Merrifield Development Coordination Plan 2008.
- Approved Precinct Concept Plans.
- Approved Urban Design Frameworks or Plans.

- The matters set out in Section 60 of the Act.

## **Roxburgh Park**

### **Overview**

Roxburgh Park has been recognised by the State Government as a Major Activity Centre.

### **Objective 1**

To promote development of the Roxburgh Park Shopping Centre as a vibrant place that is highly accessible to the community and integrated into a well planned activity centre covering land on the north as well as the south side of Somerton Road.

### **Strategies**

- Encourage development of the Roxburgh Park Shopping Centre and plan its integration into a wider activity centre and transport modal interchange.
- Foster a ‘sense of arrival’ on approaches to the Centre and a ‘sense of place’ and cohesiveness within it.
- Encourage the Roxburgh Park Major Activity Centre’s development as a major activity centre for the surrounding community that considers;
  - The central role of the Roxburgh Park Shopping Centre.
  - The Business 4 zone south of Somerton Road.
  - The further development of Roxburgh Park Railway Station as part of a key modal interchange point.
  - The development of land in the Industrial 1 Zone, east of the proposed station, including the southeast corner of Somerton Road and the railway lines.
  - The interfaces of the above areas with those around them.
  - The integration of the above components of the Major Activity Centre, including use of strong ‘gateway’ elements, taking full advantage of the proposed rail overpass, key architectural and landscape themes, vehicle access and internal traffic circulation, well planned bus access arrangements and safe, direct, convenient pedestrian and cycle access and circulation systems.
  - Ensure that the Roxburgh Park Major Activity Centre is developed as a focus of retail and community facilities. Priority will be given to the development of conventional retailing activities within the centre. Any development within the Business 4 zoned land located on the southern side of Somerton Road must complement conventional retailing located in the Major Activity Centre.
- Promote development of the former reservoir site located on the southeast corner of Somerton and Pascoe Vale Roads as part of the Roxburgh Park Activity Centre, including;
  - Encouragement to restricted retailing, other forms of ‘highway retailing’ and offices on Somerton Road;
  - Services such as a hotel, motel, restaurants, conference meeting and reception facilities, medical consultancies, offices and associated uses along Pascoe Vale Road and eastward;
  - Supporting well presented industries and/or warehouses to the southeast.
- Ensure that the approaches to and adjoining the Business 4 Zone encourage development and land use which effectively integrates with the above strategy.

### **Implementation**

The strategies in relation to Roxburgh Park will be implemented throughout the planning scheme by:

- Approved Local Structure Plans.



- Approved Roxburgh Park Development Plan.
- Approved Urban Design Frameworks or Guidelines.
- The matters set out in Section 60 of the Act.

## **Sunbury South**

### **Overview**

Sunbury South has been recognised by the State Government as a Major Activity Centre,

### **Objective 1**

To develop a vibrant and accessible Major Town Centre on Sunbury Road that is the focus for community in the south east of Sunbury and meets the needs of the growing population on the eastern side of Sunbury without impacting on the primacy and viability of the Sunbury Town Centre.

### **Strategies**

- To stage the development of the Major Activity Centre to initially meet the local retail, commercial and community demands of the community in the south east of Sunbury and the needs of the wider community on the eastern side of Sunbury in the longer term.
- Ensure that the scale of retail and commercial development does not adversely impact on the viability of the Sunbury Town Centre or divert investment away from the Sunbury Town Centre.
- Promote a range of retail, commercial and community uses within the activity centre with limited large format floorspaces.
- Require a suitably design bus interchange to be located within or adjoining the centre to enable convenient change from local to regional bus services.
- Encourage a main street and fine grain road network to achieve maximum accessibility from the surrounding residential areas.
- Ensure the streets within the activity centre are orientated towards key natural features such as Redstone Hill to maximise visual and physical connectivity to the hill.
- Encourage new bus ready connector roads with good cycling provision to traverse through the centre.
- Encourage medium density residential development within the activity centre and the surrounding area.
- Require an urban design framework or equivalent as part of preparation of a Precinct Structure Plan showing:
  - A street based centre with active street frontages;
  - The location and scale of retail, office, community, residential and other uses;
  - The potential scale and height of building in different locations and how this helps provide legibility to the centre and the precinct;
  - The road and public transport network and the parking approach and how this encourages pedestrian and cyclist friendly activity centres; and
  - How residential development is integrated into the built form.

## **Neighbourhood and other activity centres**

### **Overview**

Neighbourhood Activity Centres generally include a limited mix of uses aimed at meeting local convenience needs. Neighbourhood Activity Centres should be accessible to the local community by walking and cycling and provide public transport links to the Central Activity District,

Principal and Major Activity Centres. Within Hume City Council there are at least ten identified Neighbourhood Activity Centres.

### **Objective 1**

To ensure that designated neighbourhood activity centres are distributed across the municipality to perform the role of primary food and convenience centres for existing and new communities.

### **Strategies**

- Distribute supermarket based neighbourhood centres across Hume to perform the role of primary food convenience centres for communities.
- Support single supermarket based centres with an average size of around 5,000 sqm retail, serving a catchment of approximately 11,000 people in preference to larger supermarket based centres.
- Locate single supermarket based centres to meet the needs of defined communities, preferably on internal collector roads rather than major arterial roads.
- Locate supermarket centres comprising two or more supermarkets on or near major arterial roads that penetrate catchments and provide public transport services.
- Encourage improved business mix; streetscape and urban design improvements; and marketing and promotion.
- Encourage the Meadow Heights Shopping Centre to fulfil a neighbourhood function in the retail hierarchy.
- Support the role of the Campbellfield Shopping Centre as a neighbourhood activity centre.
- Where possible, facilitate and support the development of small and/or independent supermarkets in neighbourhood centres.

### **Implementation**

The strategies in relation to Neighbourhood Activity Centres will be implemented throughout the planning scheme, if applicable, by:

- Approved Precinct Structure Plans.
- Approved Local Structure Plans.
- Approved Development Plans.
- Approved Urban Design Frameworks or Guidelines.
- The matters set out in Section 60 of the Act.