

GREATER GEELONG PLANNING SCHEME

21.19 Activity Centres

DD/MM/YYYY
Proposed C393

21.19-1 Key Issues and Influences

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The established City of Greater Geelong retail hierarchy is a key influence in activity centre planning for Greater Geelong.

Key issues in relation to activity centres include:

- Revitalising and protecting the primacy of Central Geelong.
- Protecting the role and function of existing centres in the Retail Centre Hierarchy.
- Ensuring retail and other services are easily accessible and conveniently located to reduce the need for, and length of car trips.
- Ensuring the transition of retail centres to activity centres with a diverse range of uses.
- Accommodating future demand for new and expanded retail services as a result of forecast population growth within existing and planned centres.
- Ensuring retail uses contribute to the vibrancy and attractiveness of suburbs and townships.
- The establishment of major retail uses in out of centre locations.
- Facilitating increased residential densities in increased housing diversity areas.
- Improving pedestrian and public transport accessibility.

Successful shopping centre networks typically feature strong representation from across the 4 retail systems. These systems include fast retail (supermarkets, bottle shops), slow retail (cafes, deli's), cultural retail (library's, galleries) and restricted retail (hardware, furniture).

The City of Greater Geelong is forecast to experience significant population growth increasing the demand for new and expanded retail services.

Retail centres should contribute to the vibrancy and attractiveness of suburbs and townships.

A retail centre is defined as:

Any place where retail transactions take place for goods and services and where one or more of the following conditions apply:

- The retail activity is lawful under all relevant statutes including the Planning and Environment Act
- The location accommodates at least one shop, and
- The total floor space of the shop(s) exceeds 500sqm.

A place can be a 'retail centre' without being an 'activity centre' which includes a range of other community facilities and services.

A centre which develops without the need for a planning permit for the use, is not automatically included within the Geelong Retail Centre Hierarchy at Clause 21.19-5.

The boundary of all retail centres included within the Geelong Retail Centre Hierarchy is as delineated in the *City of Greater Geelong Retail Strategy 2016-2036, November 2018*.

The boundary of a 'retail centre' includes those contiguous land parcels into which the existing or planned uses might lawfully locate without the need for a Planning Scheme Amendment.

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~~Retail centres should be easily accessible and conveniently located, minimising the need for, and length of, car trips.~~

~~Activity centres support a range of uses including retail, commercial, accommodation, community, cultural, education, social, entertainment, leisure and civic services.~~

~~The Geelong Retail Centre Hierarchy identifies the role and function fulfilled by centres of different sizes. The retail hierarchy supports the primacy of Central Geelong as the focus of retail and cultural activity in the region.~~

~~Successful shopping centre networks typically feature strong representation from across the 4 retail systems. These systems including fast retail (supermarkets, bottle shops), slow retail (café, deli's), cultural retail (museums and galleries) and restricted retail (hardware, furniture).~~

~~Analysis into current retail demand and supply trends in Greater Geelong finds the following:~~

- ~~▪ Pressure to approve new centres in out of centre locations is expected to continue.~~
- ~~▪ Demand for additional retail floor space will increase overtime in line with population growth.~~
- ~~▪ There is sufficient Commercial 2 Zoned land to accommodate future demand for restricted retail uses within Greater Geelong particularly on the Bellarine Peninsula.~~
- ~~▪ Supermarket and bottleshops dominate retail sales across Geelong.~~
- ~~▪ Townships on the Bellarine struggle to create a year round retail market relying heavily on the summer tourism period. Improvements in the slow and cultural retailing offer will be important for these locations.~~
- ~~▪ The 4 retail systems are currently not occurring in retail centres in Geelong particularly in Central Geelong.~~

~~Council has planned for the establishment of new activity centres within identified growth locations to meet the needs of future residents.~~

~~Increased residential densities in increased housing diversity areas will support the viability of existing retail centres improving walkability and limiting travel times required to access essential day to day services.~~

~~The retail hierarchy will be enhanced through high quality urban design and improved pedestrian and public transport accessibility.~~

~~Greater Geelong exhibits a number of factors that contribute to an increased vulnerability to problem gambling which requires sensitive consideration of their location.~~

21.19-2 Objectives

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- To consolidate and strengthen the established Geelong Retail Centre Hierarchy
- To facilitate the development of vibrant and viable retail centres
- To ensure that Central Geelong remains the primary activity centre in the municipality.
- To ensure that new retail development complies with the Geelong Retail Centre Hierarchy included at Clause 21.19-5, and failing this, provides a net community benefit.
- To encourage a competitive supply of goods and services.
- To encourage walkable access to retail and activity centres from residential areas.
- To distribute restricted retail activity across the retail hierarchy.
- To ensure there is a diversity of uses in all centres, particularly in Central Geelong, Town and Sub-regional Centres.
- To encourage retail centres to become activity centres over time.
- To support the expansion of existing centres.

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- To ensure new retail centres have direct access to a major road and good access to public transport.
- To limit retail uses in industrial zones.
- To provide ~~an appropriate~~ forward land supply for retail and activity centre development to meet the current and anticipated demand in greenfield locations.
- To avoid the risk of exacerbating problem gambling.

21.19-3

Strategies

General

- Encourage a mix of retail, office, cafes, higher density housing, education and community facilities to locate within centres, but particularly Central Geelong, Sub-regional and Town Centres.
- Support accommodation uses above ground level floor space in retail and activity centres subject to appropriate provision of parking and access requirements.
- Direct entertainment and cultural activities to Central Geelong and support local events in other centres.

Gaming

- Direct the location of gaming machines to venues that makes gaming accessible but not convenient as detailed in Clause 22.57.

Retail Hierarchy

- Direct new retail development to existing centres, consistent with the role and function described in the Geelong Retail Centre Hierarchy included at Clause 21.19-5. ~~Only support out of centre retail development where:~~ Apply a sequential approach:

- The development is on the border of an activity centre and would be consistent with the role and function of the centre as described in the Geelong Retail Centre Hierarchy; or failing that

- ~~Direct new retail development to existing centres, consistent with the role and function described in the Geelong Retail Centre Hierarchy included at Clause 21.19-5, or failing that.~~

Where a permit is required for use, ~~Support new retail development in centre or edge on the border of an activity centre development where it can be demonstrated where consistent with the role and function of the centre as described that there are no adverse impacts on the operation of in the Geelong Retail Centre Hierarchy, or failing that.~~

- ~~Support the development of new retail centres where it can be demonstrated that;~~
 - additional floor space cannot be delivered in the existing network of centres;
 - there is demand for additional floor space;
 - the economic impact on a nearby centre is less than 10 per cent; and
 - ~~where~~ a net community benefit can be achieved.
- Direct the location of discount department stores to Central Geelong and sub-regional centres.

Planned Centres

- Discourage planned centres in greenfield locations becoming larger than the maximum leasable floor area identified in the schedule to the Commercial 1 Zone, prior to all planned neighbourhood and sub-regional centres establishing, to ensure new communities have timely and convenient access to services.
- Ensure that the use and development of any planned centre is consistent with an approved Development Plan or Precinct Structure Plan.

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Uses

- Encourage diversity and competition between different sized supermarkets in sub-regional centres and neighbourhood activity centres.
- Encourage development that supports a diversity of retail forms across the hierarchy. Encourage new supermarket developments to provide floorspace for other uses.
- Encourage development that supports different forms of fast, slow, cultural and restricted retailing systems within all retail centres, but particularly in Central Geelong.

Residential Growth Zone land

- Ensure that retail use and development on residential growth zoned land, adjoining an existing centre
 - has a functional relationship with an existing activity centre; and
 - can physically connect to the centre or provide new or upgraded infrastructure to provide safe and convenient connectivity to the centre; and
 - is designed and sited/sized to operate without amenity impacts to neighbouring residents.

Commercial and industrial land

- Discourage retail use and development in industrial areas unless associated with an industrial use occurring on the land or it can be demonstrated that it will meet the needs of people employed in the area.
- Discourage proposals that will displace strategic employment land.
- Where a planning application for use is required for a new or expanded supermarket based centre within the commercial 2 and industrial 3 zone, ensure;
 - that the development does not have a significant economic impact on a nearby centre(s) identified within the Geelong Retail Centre Hierarchy and
 - that the centre provides a net community benefit.

Restricted Retail Uses

- Direct restricted retail use and development to nominated restricted retail precincts as identified in the Geelong Retail Centre Hierarchy.
- Support the development of smaller scale, higher density restricted retail uses such as homewares within retail and activity centres in preference to identified homemaker precincts.

Preferred Location

- Locate new retail centres on sites that have existing or potential future access to public transport.
- New retail centres should have direct access to a Category 1 or 2 zoned road.
- Locate new centres within an 4800 metre walking distance to residential zoned land, reducing car usage and encouraging walking.

Design and Layout

- Encourage the redevelopment of car parking areas for commercial and residential uses where adequate car parking requirements for existing and future development can be achieved.
- Support increased intensity and vertical growth of centres to encourage expansion and to reduce the need to develop new centres.

Retail Demand

- Support the use of maximum leasable floor areas in the Sschedule to the Commercial 1 Zone, for sub-regional centres and in greenfield locations, and where;
 - the size of a centre needs to be restricted to protect the retail hierarchy, or

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- to encourage the timely delivery of a planned centre.
- ~~Direct development to centres identified in table 1, where demand for floor space has been identified.~~

Table 1 Supportable Retail Floor Space Guidelines to 2036*

Centre Name	Total floor space including existing, vacant and planned floor space sqm 2016	Total floor space demand sqm 2036	Amount of supportable floor space sqm 2036 [#]
Regional Centre			
Central Geelong	213,300	315,400	+102,100
Sub-regional Centre			
Belmont	44,000	59,600	+15,600
Waurin Ponds	41,800	60,800	+19,000
Corio SC	27,500	42,100	+14,600
Leopold	20,600	34,500	+13,900
Armstrong Creek	40,000	46,700	+6,700
Specialised Centre			
Pakington St	43,100	58,000	+14,900
Town Centre			
Ocean Grove	16,700	19,400	+2,700
Drysdale	15,100	22,800	+7,700
Lara	15,100	20,500	+5,400
Barwon Heads	10,300	11,600	+1,300
Portarlington	7,200	9,600	+2,400
St Leonards	3,300	5,300	+2,000
Neighbourhood Centres			
Shannon Ave (Geelong West)	12,900	17,400	+4,500
Separation Street	6,000	9,100	+3,100
Pakington Street (Newtown)	9,500	13,900	+4,400
Highton	7,100	9,500	+2,400
Newcomb Central	7,400	9,500	+2,100
Geelong East	6,100	9,100	+3,000
Bellarine Village	6,900	9,100	+2,200
Bell Post SC	5,600	7,900	+2,300
Barrabool Hills Shopping Centre	4,200	5,500	+1,300
Shannon Ave (Newtown)	4,900	6,100	+1,200
Ocean Grove (Marketplace)	5,800	6,700	+900
Vines Road	3,200	4,700	+1,500
Fyansford	11,800	10,800	-1,000
Grovedale Central	2,700	3,200	+500
Dorothy Street	1,800	2,800	+1,000
Ash Road	1,800	3,100	+1,300
Rosewall	1,700	2,200	+500
Jetty Road	4,200	3,300	-900
Warralily	8,800	16,100	+7,300

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Surf Coast Hwy			
Lara West	3,400	4,600	+1,200
Armstrong Creek West	4,700	800	-3,900
Horseshoe Bend North East	3,000	1,500	-1,500
Kingston Downs	7,000	4,300	-2,700
Restricted Retail Centre ^Δ			
Drysdale	3,600	5,000	+1,400
Geelong Gateway	33,600	50,600	+17,000
Waurin Ponds	47,300	76,000	+28,700
Melbourne Rd (Norlane)	23,600	36,100	+12,300
Melbourne Rd (North Geelong)	14,300	22,200	+7,900
Sinclair St	4,100	7,800	+3,700
Leopold Central	12,300	20,400	+8,100
Armstrong Creek	25,000	24,400	-600

*Supportable floor space is defined as all retail uses.

#Where the amount of supportable floor space includes a 'minus', the size of this centre already exceeds retail demand.

ΔExcludes dispersed Restricted Retail Centres.

21.19-4 Implementation

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These strategies will be implemented by:

Using policy and the exercise of discretion

Using the Assessment Criteria for Retail Planning Applications Policy at Clause 22.03.

Using the Gaming Policy at Clause 22.57.

Further work

- Prepare Structure Plans or Urban Design Frameworks for Belmont and Waurin Ponds Sub Regional Centres to guide the ongoing development of these centre.
- Prepare a Structure Plan for Pakington Street (Geelong West) and the Gordon Ave Homemaker Precinct. The plan should consider rezoning opportunities and review the role of the Gordon Ave Homemaker Precinct.
- Prepare a Structure Plan or Urban Design Framework for Separation Street Neighbourhood Centre to facilitate growth of the centre and streetscape improvements.

References

Greater Geelong Gaming Policy Framework, City of Greater Geelong, 2007.

Armstrong Creek Town Centre, Precinct Structure Plan, March 2014

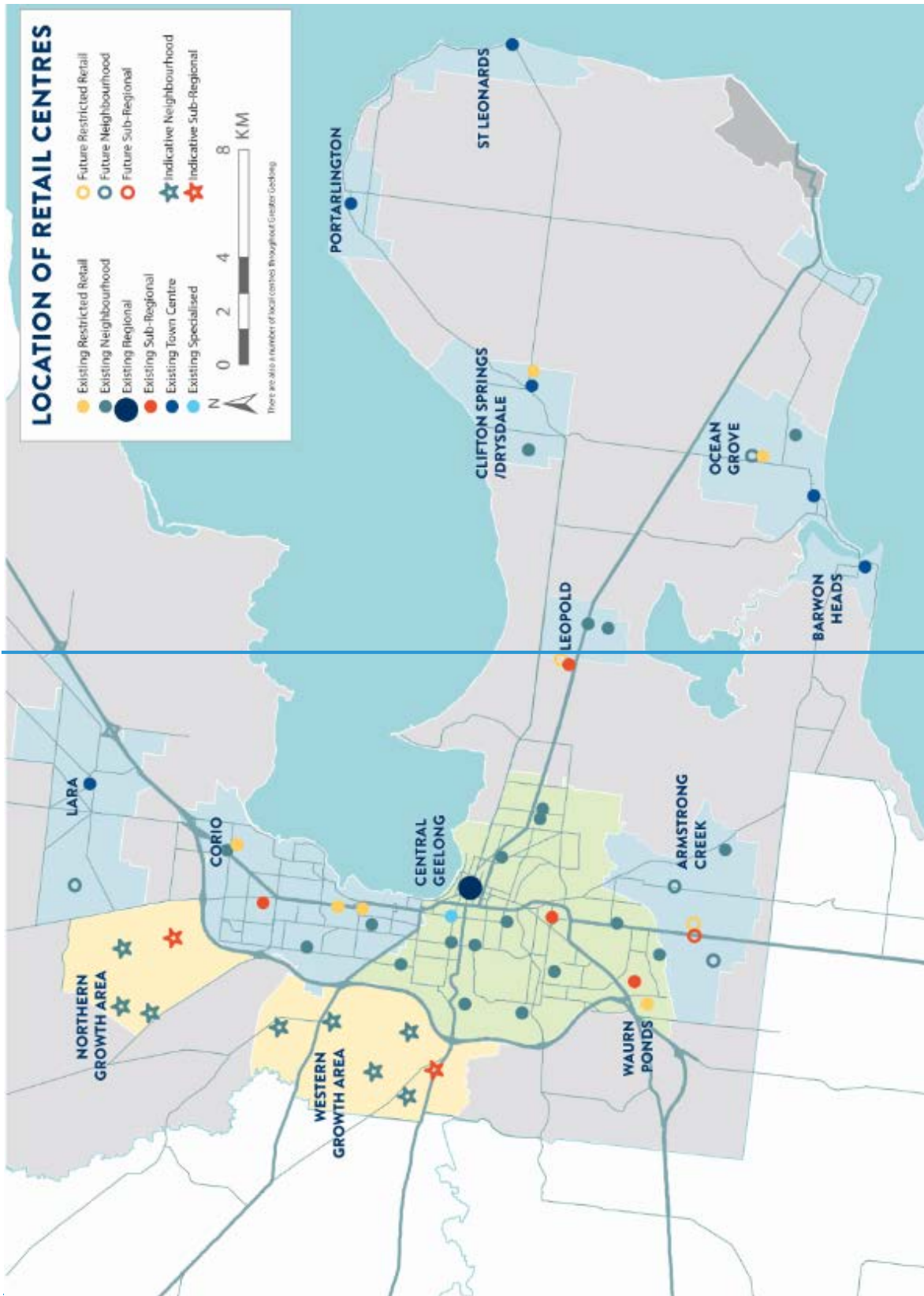
City of Greater Geelong Retail Strategy 2016-2036, November 2018

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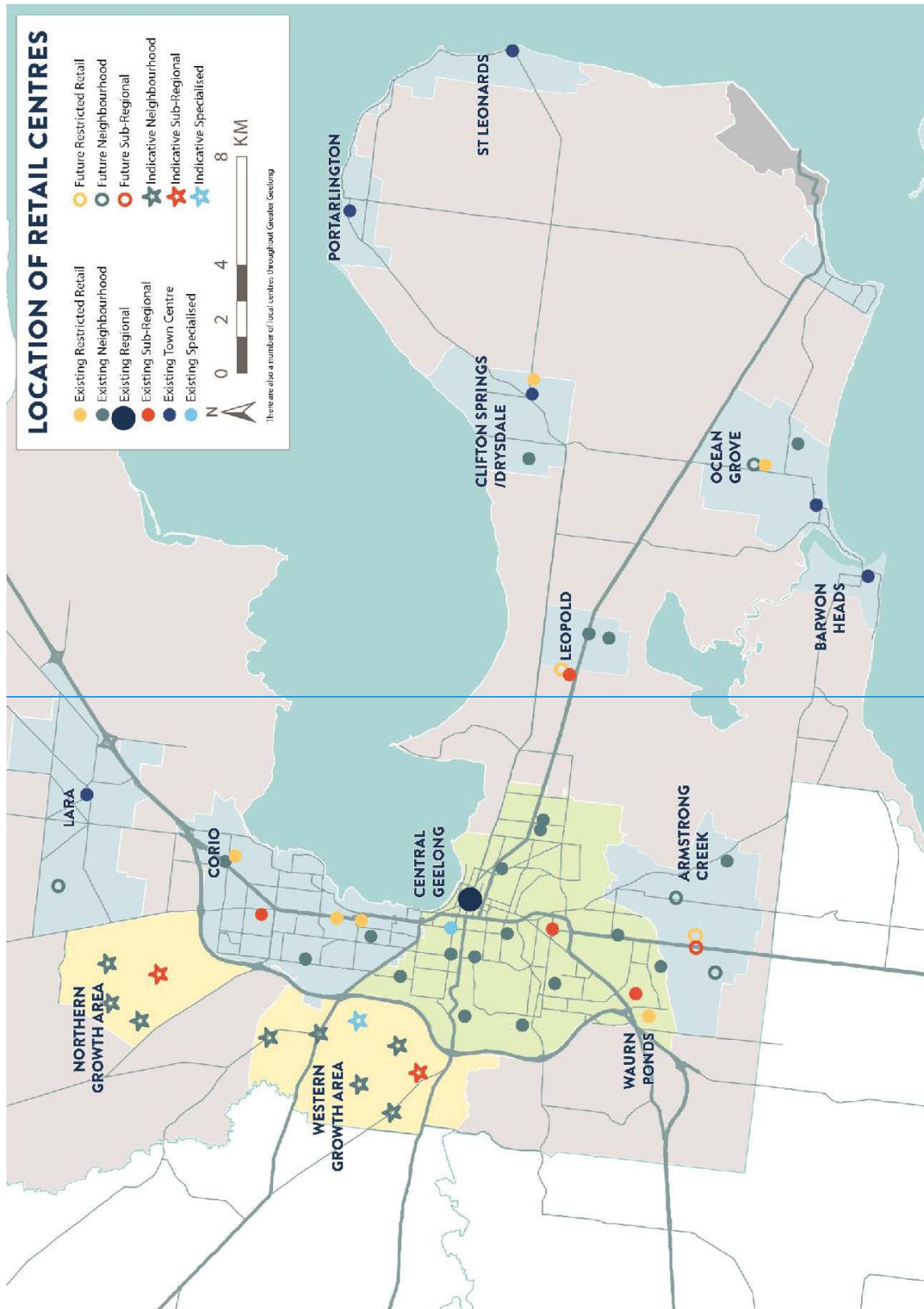
21.19-5 Geelong Retail Centre Hierarchy

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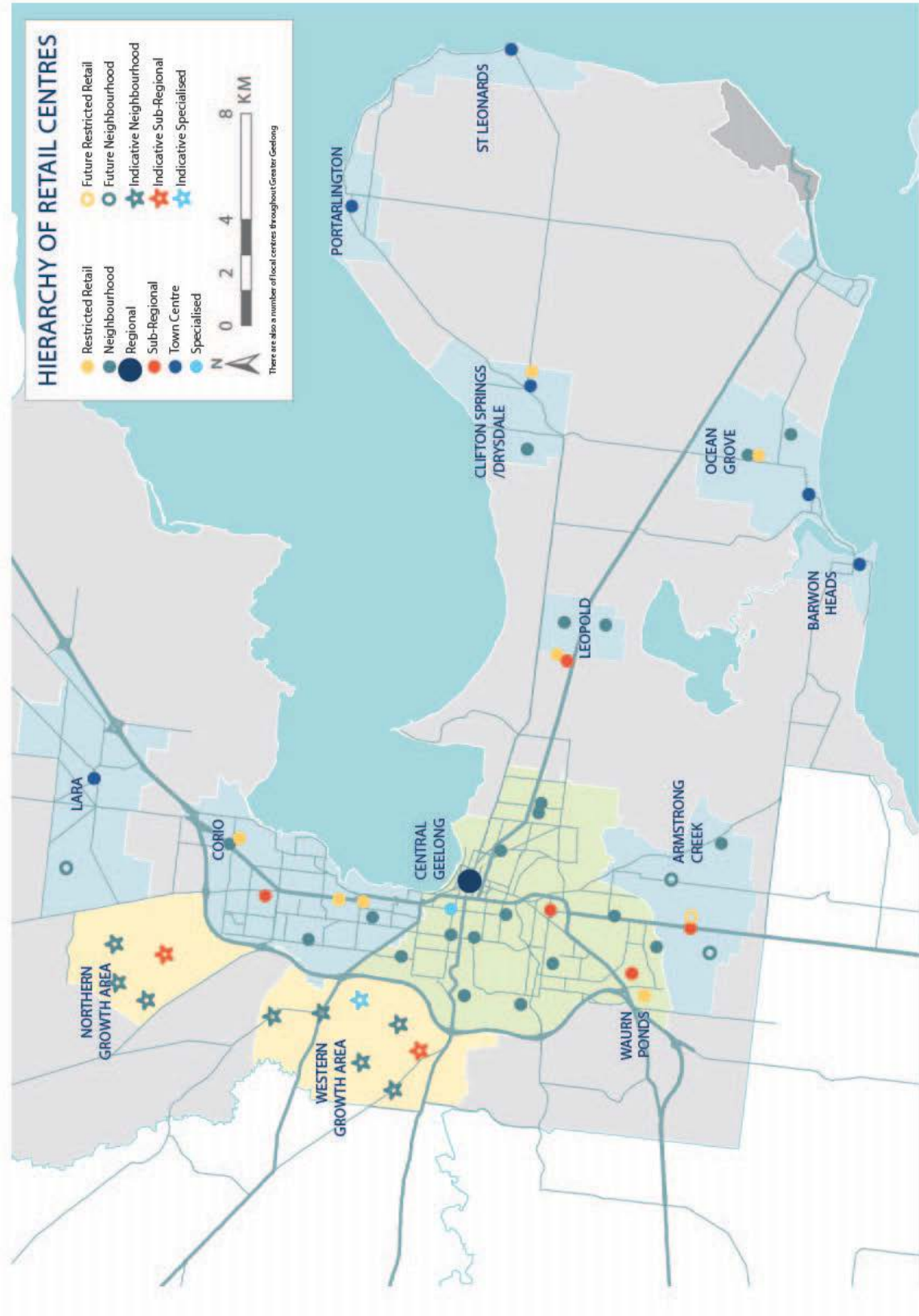
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DAY 2 – PART B COUNCIL PROPOSED CHANGES IN RESPONSE TO EXPERT EVIDENCE
CHANGES SINCE COUNCIL DELEGATE REPORT HIGHLIGHTED IN YELLOW
CHANGES DAY 1 VERSION HIGHLIGHTED IN GREEN
COUNCIL PROPOSED CHANGES 6 DECEMBER 2019

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Type of Centre Level in H	Level in Hierarchy Type of Centre (Role and Function)	Indicative retail floorspace range	Centres
Regional	A major retail centre that serves a wide catchment and is anchored by one or more department stores, discount department store(s), supermarket(s), mini major(s) and speciality stores. Often associated with bulky goods adjacent to or near the core retail centre. Provides a full range of retail needs and more successful when associated with entertainment and leisure activities such as cinemas and restaurants or niche retail precincts	More than 100,000 sqm	Geelong CBD
Sub-Regional	A major retail centre that serves a wide catchment (but smaller than a regional centre) and is anchored by one or more discount department stores, supermarket(s), mini major(s) and speciality stores. Because of their smaller size, they have less provision for higher-order activities including full-line department stores, and the range of specialty shopping is less extensive.	15,000 to 60,000 sqm	Belmont, Waurn Ponds, Corio, Leopold, Armstrong Creek
Specialised	More traditional major centres that have grown from strip shopping centres and which are typically located along main arterial routes and/or public transport nodes. Tend to capture niche trade from wider catchments in addition to having an important community role as the focus for retail, civic, and community uses.	15,000 to 60,000 sqm	Pakington Street (Geelong West)
Town Centre	Major community shopping locations providing weekly grocery shopping for the local	2,000 to 20,000 sqm	Ocean Grove, Drysdale, Lara, Barwon Heads, Portarlington,

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Type of Centre Level in H	Level in Hierarchy Type of Centre (Role and Function)	Indicative retail floorspace range	Centres
	township in combination with specialty store shopping that also services visitors to the region		St Leonards
Neighbourhood	A retail centre that serves a neighbourhood catchment and is anchored by one or more supermarkets plus speciality stores	2,000 to 15,000 sqm	Shannon Ave (Geelong West), Separation St, Pakington St (Newtown), Highton, Newcomb Central, Geelong East, Bellarine Village, Bell Post SC, Barrabool Hills SC, Shannon Ave (Newtown), Ocean Grove (Marketplace), Vines Rd, Fyansford, Grovedale Central, Dorothy St, Ash Rd, Rosewall, Jetty Rd, Warralily, Lara West, Armstrong Creek West, Horseshoe Bend North East, Kingston Downs, Surf Coast Highway
Local	Small groups of shops serving a limited catchment, and typically providing for the daily convenience needs of residents in the surrounding area	Up to 5,000 sqm	Dispersed location across the municipality
Restricted Retail (Homemaker)	A collection of bulky goods stores, generally comprising furniture, white goods, electrical, floor and window coverings, lighting, hardware and related retail operations Can be adjacent to core retail centres or in stand-alone precincts	50,000+	Geelong Gateway, Geelong West, Waurn Ponds, Melbourne Rd (Norlane), Melbourne Rd (North Geelong), Sinclair St, Anakie Rd, Leopold Central, Armstrong Creek