

**21.05**19/10/2017  
C176**ACTIVITY CENTRES****21.05-1**19/10/2017  
C176**Activity Centres**

Activity centres provide for a range of retail, commercial, entertainment and community services. The distribution of activity centres provides opportunities for a diverse range of activities to be integrated with housing in locations which are highly accessible by walking, cycling, public transport and road. With new development areas in Hume up to 40km from the Melbourne CBD, it is important that a hierarchy of activity centres is planned and managed to meet community needs.

The location of activity centres is shown in Figure 2 in Clause 21.01 (Municipal Profile) and include:

- Metropolitan Activity Centres (MAC) - Broadmeadows, Donnybrook (Lockerbie) Town Centre (future)
- Major Activity Centres - Sunbury Town Centre, Roxburgh Park Shopping Centre, Craigieburn Town Centre, Gladstone Park Shopping Centre, Mickleham (Merrifield) Town Centre (future), and Sunbury South Town Centre (future).
- Neighbourhood Centres - Campbellfield Plaza, Craigieburn Plaza, Meadow Heights, Greenvale, Westmeadows Village, Dallas, Olsen Place, Tullamarine, Upfield, Highlands Shopping Centre, Homestead Place and Gap Road (Sunbury).
- New Neighbourhood Centres planned in developing areas of the City.

**Key issues**

- Protecting and maintaining the hierarchy of existing activity centres.
- Ensuring Sunbury Town Centre remains the primary activity centre in Sunbury.
- Preventing the loss of retail expenditure from Hume.
- Ensuring activity centres are the areas of focus for retail, health, entertainment and leisure activity and community.
- Providing and safeguarding opportunities for a range of non-retail businesses, employment opportunities and community uses in new and developing activity centres.
- Providing opportunity for local businesses and enterprises.
- Managing demand for out of centre retail, health and leisure development, particularly in significant industrial areas.
- Staging new centres to ensure timely and convenient access for residents.
- Ensuring activity centres provide a mix of uses that serve the changing needs of the community.
- Providing opportunity for residential development, particularly in the early phases on new activity centres.
- Providing activity centres that are a source of pride for the surrounding community.

**Objective 1**

To facilitate new and expanding activity centres in the hierarchy of activity centres within Hume.

**Strategies**

- 1.1 Facilitate retailing that complements and reinforces the hierarchy of activity centres (see Clause 21.02).

- 1.2 Facilitate activity centres which serve an appropriate catchment.
- 1.3 Facilitate a network of convenience (neighbourhood) based local activity centres, characterised by supermarket anchored mixed use centres.
- 1.4 Discourage retailing outside of Metropolitan Activity Centres, Major Activity Centres and identified specialised regional bulky goods centres.
- 1.5 Encourage bulky goods retailing to locate in activity centres, preferably in higher density urban formats.
- 1.6 Ensure activity centres develop along both primary and secondary streets.
- 1.7 Ensure that activity centres provide for a range of leisure activities and community spaces.
- 1.8 Ensure that land uses within the Melbourne Airport Transport Gateway do not adversely impact on the viability of nearby activity centres.

### **Objective 2**

To provide for an appropriate land supply for activity centre development and opportunities for a range of businesses.

#### **Strategies**

- 2.1 Encourage expansion of existing centres where the scale of development is in accordance with its role within the activity centre hierarchy.
- 2.2 Ensure the expansion of existing activity centres does not adversely impact on the timely delivery of new centres or planned expansion of other existing centres.
- 2.3 Ensure planning and precinct structure plans provide for new activity centres to support new growth areas where there is sufficient catchment.
- 2.4 Encourage the establishment of retail activity as the basic ‘building block’ and economic driver in activity centres unless there is a superior local land use or economic driver that can be used.
- 2.5 Facilitate the development of activity centres in locations that provide for multiple land ownership opportunities.
- 2.6 Encourage small scale activity centres within large employment areas that provide a range of convenience retailing services and facilities for the needs of the employees.
- 2.7 Support supermarkets in employment areas that have higher job densities where it is demonstrated that they will not adversely affect residential based centres.
- 2.8 Identify locations for office space to facilitate business and employment development as part of plans for new and existing centres.

### **Objective 3**

To reduce the loss of retail expenditure from Hume.

#### **Strategies**

- 3.1 Ensure that new activity centres within the Sunbury and Hume Corridors are located, planned and staged to deliver retailing and other facilities in a timely manner.
- 3.2 Encourage and prioritise higher order retail development in Broadmeadows and the Sunbury and Craigieburn Town Centres in the short term, and over time in Mickleham (Merrifield) and Donnybrook (Lockerbie) Town Centres.
- 3.3 Ensure new activity centres offer a variety of retail opportunities and premises for a range of businesses and complementary uses.

### **Application requirements - retail capacity and economic impact assessments**

Proposals for retailing and activity centres must 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 excess of that indicated in the relevant Precinct Structure Plan, Structure Plan or Development Plan or the Default Centre Profiles in the Hume City Retail Strategy, Final Report, 2009 where there is no relevant approved plan. The retail analysis must address:

- The primary catchment of the centre.
- Whether the primary catchment has sufficient population (residents and workers) to support the centre.
- Whether the centre negatively impacts on other existing centres or preclude the development of future centres identified within the Activity Centre Hierarchy or another planned centre within its catchment.

### **Decision guidelines - 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 an efficient transport network, including public transport.
- The provision of dedicated off-road walking and cycling facilities into centres and sites, from the surrounding catchment (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.
- How the proposal addresses the objectives and strategies in Clause 21.05.

### **Further strategic work**

- Prepare plans for existing activity centres to manage and guide their ongoing change.
- Review the appropriateness of land use zoning to accommodate the identified bulky goods centres in Clause 21.01 (Figure 2).

### **Other actions**

- Monitor the hierarchy of activity centres taking into account Plan Melbourne, changing transport infrastructure, current and future population growth, and existing and planned retail floor space.
- Work with State Government and the private sector to locate and integrate health and education facilities within or adjoining neighbourhood centres.

## **21.05-2 Metropolitan Activity Centres**

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### **Broadmeadows**

Broadmeadows is one of ten Metropolitan Activity Centres in Victoria and is planned to be one of the premier centres in the Northern Sub Region over the next 20-30 years. It will be a regional hub for offices and services, supported by a mix of retail, leisure and transport facilities to accommodate the needs of the growing population in the Northern Sub Region.

**Objective 4**

To establish Broadmeadows Metropolitan Activity Centre as a premier activity centre in the Melbourne Northern Sub Region with a diverse range of retail, commercial, educational, cultural, community and leisure facilities.

**Strategies**

- 4.1 Implement the Broadmeadows Structure Plan (March 2012).
- 4.2 Implement Hume Central: The Vision (September 2014).
- 4.3 Facilitate the expansion of the Broadmeadows Shopping Centre to realise the potential of Broadmeadows as a major entertainment and higher order retailing destination in the Melbourne Northern Sub Region.
- 4.4 Encourage existing bulky goods retailing to the north of the existing Broadmeadows Shopping Centre to be gradually replaced by more intensive retail, commercial, residential and leisure uses.
- 4.5 Facilitate the provision of office space to support the growth of jobs in government, community, and professional services.
- 4.6 Encourage a diverse mix of hospitality, entertainment and other leisure and cultural uses that result in more active streets and facilitate strong physical and visual connections between different areas.
- 4.7 Facilitate increased business, cultural and education opportunities east of the train line as identified in the Broadmeadows Structure Plan.
- 4.8 Facilitate the development and change identified in the Broadmeadows Structure Plan for the area east of the train line subject to detailed infrastructure capacity assessments.
- 4.9 Encourage improved street networks through subdivision and redevelopment of large land parcels and improvements to the pedestrian amenity of existing streets.

**Donnybrook (Lockerbie) Town Centre**

Donnybrook (Lockerbie) Town Centre is one of ten Metropolitan Activity Centres in Victoria. It will service a large area including the catchment of Lockerbie, Beveridge and the extensive growth area to the east of the train line in Whittlesea. The Lockerbie PSP (2012) provides a detailed framework for the centre. The centre will include a full mix of retail uses, as well as local and higher order office, health, education and civic services and facilities to service the large regional catchment.

**Objective 5**

To establish Donnybrook (Lockerbie) as a vibrant mixed use and economic hub which provides a focal point for the northern part of the Melbourne Northern Sub Region.

**Strategies**

- 5.1 Facilitate a diverse mix of higher order retail, entertainment, cultural, leisure and recreation uses.
- 5.2 Encourage major office development, small scale office/warehouse spaces and office/showroom spaces for a range of small, medium and large businesses
- 5.3 Safeguard land for a range of regional education, health, aged care and community services.
- 5.4 Encourage a range of higher density housing, including aged care, within and around the town centre.
- 5.5 Ensure that the design of the town centre is pedestrian friendly and accessible by all transport modes, including public transport.
- 5.6 Facilitate a fine grain town centre core that promotes walking, cycling and public transport access with car dependent uses located on the edge of the centre.

- 5.7 Facilitate walking and cycling connections through the town centre and to the future Lockerbie train station through a series of attractive, accessible and well-connected streets and public spaces.
- 5.8 Encourage different public realm treatments to reinforce the street hierarchy and different open spaces.
- 5.9 Facilitate character precincts that contain a different mix of uses and activity, and have different built form and landscaping elements.
- 5.10 Ensure the town centre provides a sensitive interface to the adjoining natural landscape.

**Other actions**

- For the Broadmeadows MAC:
  - Advocate for new, and expanded integrated regional-level education, community and health services and facilities in Broadmeadows.
  - Explore options to deliver an extension of Coleraine Street over Pascoe Vale Road and the railway line in Broadmeadows.
  - Mitigate the east-west divide created by Pascoe Vale Road and the railway line, including improvements to the station underpass, and improved pedestrian crossings of Pascoe Vale Road.
  - Advocate for the redevelopment of Broadmeadows Train Station and improved streetscape around the bus terminal and along Pascoe Vale Road.
- For the Lockerbie MAC:
  - Advocate for the timely delivery of Lockerbie Train Station.

**21.05-3 Major Activity Centres**

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**Sunbury Town Centre**

The growth in population in Sunbury and the wider region offers significant potential to increase self-containment of Sunbury for a range of needs and uses that are best located in Sunbury Town Centre.

**Objective 6**

To maintain Sunbury Town Centre as the primary activity centre within the township, comprising a mixture of convenience and comparison retailing, commercial, entertainment, community and leisure facilities.

**Strategies**

- 6.1 Ensure that all development reflects and enhances the historic and ‘rural town’ character of the Centre.
- 6.2 Encourage a greater and more diverse provision of retailing uses to consolidate the Centre’s role as the primary activity centre within the township.
- 6.3 Facilitate comparison retail developments that have large floor area requirements and are dependent on high exposure and vehicular access outside of the retail ‘core’ (but within the Centre).
- 6.4 Ensure retail development outside the Sunbury Town Centre does not detract from and recognises and compliments the role and function of the centre.
- 6.5 Encourage above ground floor uses in the core of the town centre to intensify activity and increase apartment housing and opportunities for a range of businesses.
- 6.6 Encourage office development and medium density housing on the edge of the town centre.

- 6.7 Encourage redevelopment which activates and improves the amenity of laneways.

### **Craigieburn Town Centre**

Craigieburn Town Centre is centrally located within the Hume Corridor adjacent to Aitken Boulevard. Its proximity to new residential areas makes it highly suitable for a range of local and regional facilities. It provides a significant opportunity to provide a strong sense of identity and a focal point for residents in the Craigieburn area.

#### **Objective 7**

To promote the development of the Craigieburn Town Centre as an activity centre with a strong sense of place, providing a wide range of retail, commercial, entertainment and leisure facilities.

#### **Strategies**

- 7.1 Facilitate the development and expansion of Craigieburn Central for a range of retail, commercial, entertainment, leisure services and facilities commensurate with the growing population.
- 7.2 Encourage a commercial, community, recreation and high density residential spine along Central Park Avenue to support a broader mix of uses.
- 7.3 Ensure improved pedestrian and cycling connections to and through the centre from surrounding residential areas.
- 7.4 Facilitate proposals for major office development, small scale office/warehouse spaces and office/showroom spaces on the western side of Aitken Boulevard.
- 7.5 Facilitate a medical and healthy living cluster of development in the vicinity of Lygon Drive and Craigieburn Road, including the land adjoining the Northern Health facility.
- 7.6 Encourage proposals for high density development that provides a diverse range of housing within and adjoining the centre.

### **Gladstone Park Shopping Centre**

Gladstone Park Shopping Centre is a large internal shopping centre which has a number of community facilities adjoining it. It benefits from passing trade on Mickleham Road, a large local catchment and good proximity to Melbourne Airport and the large employment precinct to the west of Mickleham Road.

#### **Objective 8**

To support the role of the Gladstone Park Shopping Centre as a sub-regional retail centre while promoting opportunities to improve its accessibility and appearance.

#### **Strategies**

- 8.1 Encourage development that further enhances the scale and range of retail, including convenience and comparison retailing.
- 8.2 Encourage increased community services, medical and leisure facilities within the centre.
- 8.3 Discourage the conversion of housing fronting Mickleham Road in favour of purpose built facilities for such uses.
- 8.4 Ensure the amenity of the centre and its connections to the surrounding residential and employment areas are enhanced.
- 8.5 Ensure improved accessibility and connectivity between the Gladstone Park Shopping Centre and the education and community facilities, and residential areas to the east.

- 8.6 Facilitate improved integration of the centre with the public transport, cycling and pedestrian routes along Mickleham Road and employment area to the west of Mickleham Road.
- 8.7 Encourage improvements to the overall appearance and feel of the centre that:
- Improves the interface of the centre with Mickleham Road, Gladstone Park Drive and South-Circular Road.
  - Improves the visibility of the centre from Mickleham Road to optimise usage of the centre.
  - Facilitates revitalisation and investment in the building stock.
  - Provides opportunities for outdoor spaces and opportunities for social interaction.

### **Mickleham (Merrifield) Town Centre**

Mickleham (Merrifield) Town Centre has the potential to meet many of the retail, employment and service requirements of the residential and employment areas immediately surrounding it and to the north-west of Beveridge and up to Wallan. Its proximity to the potential Merrifield Park, its location on the proposed premium bus service Aitken Boulevard corridor, and its good access to the Hume Freeway, the existing Donnybrook Station and future Lockerbie Train Station make it well located for facilities servicing a sub-regional catchment, which may include tertiary education and health services.

### **Objective 9**

To promote the development of Mickleham (Merrifield) Town Centre as a vibrant and integrated, employment based activity centre.

### **Strategies**

- 9.1 Facilitate a wide range of retail, commercial, education, community, health and residential land uses in the centre.
- 9.2 Ensure uses and development at the northern interface promotes and facilitates the delivery of Merrifield Park as a State scale sports and leisure hub.
- 9.3 Ensure the town centre is integrated with the residential areas to the west, the employment areas to the east and Merrifield Park to the north.
- 9.4 Encourage a mix of uses within precincts and buildings.
- 9.5 Facilitate the provision of a recognisable heart in the town centre that is well connected and integrated with the retail core and commercial areas, Merrifield Park and the major transport routes.
- 9.6 Encourage the use of open space and changes in street widths and built form to create areas of different character and other points of interest.
- 9.7 Facilitate high levels of permeability and connectivity through the town centre for all modes of transport through a grid based movement network, through a range of measures that includes a fine grain network of streets.
- 9.8 Encourage active and safe streets by limiting the continuous length of internalised mall space, discouraging excessive blank walls and facilitating on street parking.
- 9.9 Ensure the servicing of larger shops and businesses is via service lanes and defined truck routes.

### **Roxburgh Park**

Roxburgh Park Shopping Centre is a large shopping centre consisting of both internal and external shopping areas. It benefits from passing trade on Somerton Road and direct access from Roxburgh Park Station.

**Objective 10**

To promote Roxburgh Park as a vibrant, highly accessible and integrated activity centre and sub-regional retail centre.

**Strategies**

- 10.1 Facilitate development that provides for an integrated centre, linking land uses and activity on both sides of Somerton Road.
- 10.2 Ensure the continued focus on conventional retailing and community services within and adjoining the Roxburgh Park Shopping Centre.
- 10.3 Ensure that development to the south of Somerton Road and east of the railway line complements these uses.
- 10.4 Encourage commercial and industrial development on the south side of Somerton Road for:
  - Restricted retailing, other forms of ‘highway retailing’ and offices along 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.
  - Well-presented industrial buildings and/or warehouses to the south-east.
- 10.5 Facilitate development which enhances the integration of the different buildings and public space, and overall ‘sense of place’ of the centre.
- 10.6 Ensure further development of the Roxburgh Park Shopping Centre improves and prioritises pedestrian and cycle access.
- 10.7 Facilitate and encourage improved connections and interfaces between the Roxburgh Park Shopping Centre, the commercial area south of Somerton Road, Roxburgh Park Railway Station and the industrial areas to the East of the railway line, through:
  - The development of strong ‘gateway’ elements and design features.
  - The creation and use of architectural and landscape themes.
  - Improved pedestrian and cycling connections and vehicle circulation that enables direct and safe pedestrian and cycle movements.

**Sunbury South**

The Sunbury South Activity Centre will service the eastern development area of Sunbury. The centre will provide for retail and leisure land uses and opportunities for local businesses and community services. Its street and pedestrian network will provide easy access from adjoining residential areas and local community facilities to a ‘main street’ that maximises views to Redstone Hill.

**Objective 11**

To develop a vibrant and accessible Activity Centre and sub-regional retail centre that 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**

- 11.1 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.
- 11.2 Ensure that the staging of development initially meets the local retail, commercial and community needs in the south-east of Sunbury, and in the longer term, the needs of the wider community on the eastern side of Sunbury.
- 11.3 Encourage higher density residential development within and adjoining the activity centre.



- 11.4 Facilitate a range of retail, commercial and community uses within the activity centre and limit large format non supermarket floorspaces.
- 11.5 Encourage office development fronting Sunbury Road.
- 11.6 Encourage a main street and fine grain road network to achieve maximum accessibility from the surrounding residential areas and maximise the range of business opportunities.
- 11.7 Facilitate a suitably designed bus interchange within the centre that enables convenient change from local to regional bus services.
- 11.8 Ensure new bus ready connector roads with good cycling provision enable good accessibility to the centre.
- 11.9 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 a pedestrian and cyclist friendly activity centre.
  - How residential development is integrated into the built form.

### **Policy guidelines**

When deciding on an application for use, development or subdivision the following local policies will be considered, as appropriate:

- Clause 22.06 Sunbury Town Centre.
- Clause 22.12 Roxburgh Park Activity Centre - South of Somerton Road.

## **21.05-4 Neighbourhood and other local centres**

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### **Overview**

Neighbourhood Centres generally include a limited mix of uses aimed at meeting local convenience needs. They can be supermarket anchored centres as well as a collection of small shops. Neighbourhood Centres should be accessible to the local community by walking and cycling and provide public transport links to the other Activity Centres. Within Hume City Council there are at least twelve existing identified Neighbourhood Centres and a number of small convenience centres.

### **Objective 12**

To ensure that designated neighbourhood centres are distributed across the municipality.

### **Strategies**

- 12.1 Facilitate centres with a range of local food and convenience retailing, and small scale leisure and community services for existing and new communities.
- 12.2 Facilitate supermarket based neighbourhood centres to perform the role of primary food convenience centres for communities.
- 12.3 Encourage single supermarket based centres serving a catchment of approximately 11,000 people in preference to larger supermarket based centres.
- 12.4 Encourage single supermarket based centres to meet the needs of defined communities, preferably on connector roads rather than major arterial roads.
- 12.5 Ensure new centres provide for a range of opportunities outside of the supermarket core for local businesses and services.

- 12.6 Facilitate the integration of a diversity of higher density housing and community facilities in or adjoining neighbourhood activity centres, including supermarket based centres.
- 12.7 Encourage streetscape and built form improvements that make existing centres more attractive and improve their function and viability.

### **Policy guidelines**

When deciding on an application for use, development or subdivision the following local policies will be considered, as appropriate:

- Clause 22.12 Roxburgh Park Activity Centre - South of Somerton Road.

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### **Reference Documents**

- Broadmeadows Structure Plan, Hume City Council, 2012
- Hume City Retail Strategy, Final Report, 2009
- Hume Corridor HIGAP Spatial Strategy and Delivery Strategy, 2015
- Sunbury HIGAP Spatial Strategy and Delivery Strategy, Hume City Council, 2012  
Hume Central: The Vision, 2014