

21.06 RETAIL AND COMMERCIAL LAND USE

12/03/2015
C121

21.06-1 Overview

15/01/2009
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Over the past decade substantial retail and commercial development has occurred, particularly in the northern and central segments of Kingston. This includes a sizeable expansion of the Southland Principal Activity Centre, substantive expansion of retail and commercial activities at the Moorabbin Airport and the establishment of new homemaker centres in Moorabbin, Heatherton and Mentone. As a result, the key challenge becomes the need to ensure the ongoing sustainability of Kingston's established activity centres which form the cornerstone of achieving key objectives outlined in the Metropolitan Strategy.

Much of the recent investment has primarily been in the area of discretionary retailing either through varied new forms of retail provision at an expanded Southland or the growth in restricted retailing (bulky goods) which has emerged through the arrival of new homemaker centres typically outside the established Activity Centres. Upon reviewing key economic indicators, demographic projections and observing further sizeable retail investment on the periphery of Kingston, it has become apparent that the challenge over the next decade becomes one of monitoring established retailing locations and restricted retailing precincts. Additional 'out of centre' development will be discouraged. The implications of any retail activities at the Moorabbin Airport need to be closely monitored.

Despite recent changes in the nature of retailing activity strip centres remain an important part of the City's retail scene and there is a need to support such centres by ensuring that decisions on new retail proposals underpin rather than undermine these centres.

There is a need for new supermarket investment, particularly in the central and southern sections of the municipality, to provide existing communities with greater choice and encourage higher utilisation of activity centres. Diversification of land use activity to incorporate residential/mixed use activity and the development of specialist niche market strengths remains one of the key challenges to be met by centres across the identified activity centre hierarchy.

Reducing the proportion of new housing situated away from activity centres presents opportunities to encourage contemporary mixed use development to act as a catalyst for ongoing renewal across Kingston's Activity Centres. With one principal and five major activity centres within the municipality, activity centre structure planning will continue to play a vital role in identifying new opportunities to facilitate both public and private investment.

Notably the education and employment profile of Kingston residents will continue to change, presenting an opportunity to further diversify the already strong employment options it presents. In seeking to respond to an increasingly educated local workforce, the need to further diversify commercial office development across the municipality remains vital. The emergence of office precincts at the Moorabbin Airport and Parkview Estate reinforce a move towards campus style office precincts which differ from the historical suburban 'in centre' model.

21.06-2 Key issues

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- Diversifying the role of Kingston's Activity Centres by responding to the impacts of structural change in the retail industry (i.e.: changes in retail offer, changes in employment patterns, consumer behaviour, extended trading hours).
- Ensuring the consolidation of retailing activity within existing commercial centres.
- Development of local advantages and specialist niche markets by better understanding consumer behaviour and centre positioning.

- The need to strengthen the ability for residents living in the central and southern parts of the municipality to do weekly shopping in local centres.
- Recognising the significant local and regional supply of restricted retailing (bulky goods) which has emerged over recent years and the need to limit activity within this sector to the consolidation of existing restricted retailing precincts and designated activity centres.
- Traditional strip centres with sometimes poor physical image, lack of cohesiveness and poor accessibility.
- In responding to the demographic profile of the municipality, ensure existing and new commercial (office) development provides sufficient differentiation to further diversify Kingston’s employment base.
- Ensure that planning decisions at all levels have regard to the continual growth of non aviation related activities at the Moorabbin Airport.

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Objectives, strategies and implementation

Objective 1

To protect and strengthen the hierarchy of activity centres within Kingston.

Strategies

Strategies to achieve this objective include:

- Consolidate new retail land use within the boundaries of existing activity centres.
- Promote mixed use precincts around key activity centres which encourage a broader range of cultural, social, commercial and higher density housing opportunities to complement retail functions of activity centres and enhance their economic vitality.
- Consolidate the activity centre hierarchy and promote the development and expansion of retail and related facilities appropriate to the role and position of centres within the overall hierarchy, as identified below:

KINGSTON ACTIVITY CENTRE HIERARCHY

Hierarchy	Centre	Primary role	Strategic directions
Principal Activity Centre	Southland	Dominant regional focus for: <ul style="list-style-type: none"> ▪ higher order goods ▪ specialty retailing ▪ discount/department store retailing ▪ restricted retailing ▪ leisure/entertainment ▪ mixed commercial uses ▪ community facilities 	Reinforce the role of the Centre in the activity centre hierarchy through: <ul style="list-style-type: none"> ▪ transport improvements including a possible train station ▪ seeking opportunities to further diversify the existing land use mix ▪ improving integration between the existing regional shopping centre and the adjacent substantial open space area, the Cheltenham Major Activity Centre and the Bayside employment precinct.

Hierarchy	Centre	Primary role	Strategic directions
Major Activity Centres	Moorabbin	Community retail supported by significant commercial floor space	Consolidate its food related retailing around the existing supermarket by providing for mixed use reinvestment. Encourage a substantial new residential population within the centre.
	Cheltenham	Sizeable employment base through large and strata commercial floor space. Provides for many local convenience needs.	Diversify the mix of uses particularly on the centre's periphery. Reinforce restricted retailing role along Nepean Highway.
	Mentone	Provide for weekly shopping needs.	Encourage entertainment/restaurant uses where continuous active frontage is not undermined. Reinforce centre's edges by encouraging residential development on the centre's periphery.
	Mordialloc	Provide for weekly shopping needs and increasingly leisure and entertainment needs.	Reinforce the coastal character of Mordialloc by enhancing linkages with the foreshore and the area's tourism potential through the built form and land use.
	Chelsea	Range of retail and commercial facilities and a strong range of community service functions.	Provide for a new supermarket within the centre. Optimise synergies between commercial areas and foreshore activities.
Neighbourhood Activity Centres	Aspendale Aspendale Gardens Carrum Clarinda Dingley Village Edithvale Highett Parkdale Patterson Lakes Thrift Park Westall	Primary focus for local and in some centres weekly convenience shopping, with a mix of retail and service facilities	New use and development in all neighbourhood activity centres is to be guided by Structure Planning. Promote a wider mix of commercial, retail, residential and community facilities to enhance their attractiveness as local community centres. Encourage built form to be consistent with the neighbourhood character of the centres and the largely local function.

- Improve accessibility to and within all centres through adequate transport infrastructure and services, pedestrian movement networks and connectivity of residential areas and centres with key public transport nodes by calling on public and private infrastructure investment especially through significant development proposals.

- Support the development of activity centre structure plans for all activity centres which promote prosperity, liveability and accessibility by further diversifying the mix of uses within the centres.

Objective 2

To reinforce the existing role of the Southland Principal Activity Centre complemented by the adjacent Cheltenham Major Activity Centre as the predominant regional focus for retail activity and for entertainment, community, professional services and business services.

Strategies

Strategies to achieve this objective include:

- Encourage the development of precincts within the activity centres for a range retail, office, commercial, restricted retail community services, medical, entertainment, and medium to higher density residential purposes.
- Further strengthen the role of the centres to provide community, leisure, recreation and entertainment facilities to provide a focal point for community and social interaction.
- Explore opportunities to further diversify the transport options available to access the activity centres through both public and private infrastructure investment.
- Ensure that the visual and physical presentation particularly along the Nepean Highway reinforces the regional significance of the activity centre precinct through contemporary urban design and landscaped themes.
- Promote opportunities to further integrate at a pedestrian scale, key peripheral areas including the Bayside Industrial Area, Sir William Fry Reserve, former Gas and Fuel site and other key community facilities with the adjacent activity centre.

Objective 3

To reinforce the different built form character and function of activity centres consistent with their position in the activity centre hierarchy.

Strategies

Strategies to achieve this objective include:

- Ensure activity centre structure plans provide direction in respect of:
 - Reinforcing the role the Nepean Highway and Frankston Train Line perform in linking Kingston's principal and major activity centres.
 - Enhancement of the character and physical image of the centre.
 - Improvements to car parking and vehicular traffic management.
 - Opportunities to strengthen the role of public transport, walking and cycling as a means of accessing centres.
 - Identification of scale and built form parameters for particular locations within the activity centre.
 - Upgrading and beautification of streetscapes (ie tree planting) through urban design works to promote high levels of pedestrian activity.
 - Opportunities to enhance retail mix, land use diversification (including medium density development opportunities) and development of specialist niche markets.
 - Identification of desired mix and location of land use activity.

- Guidelines on the scale and design of all new buildings and advertising signage.

Establish clearly definable activity centre boundaries and reflect those boundaries through the form of development, land use and other design tools.

Objective 4

To effectively respond to the evolving nature of the commercial (office) market.

Strategies

Strategies to achieve this objective include:

- Monitor the supply of additional office floorspace in areas proximate to the City of Kingston including the Bayside Industrial Area and the Frankston and Dandenong Principal Activity Centres.
- Use the structure planning process to identify those higher order Activity Centres where office activity is to be encouraged and in what form it should be provided.
- Recognise the continual development of the establishing office precincts at the Parkview Estate and Moorabbin Airport.
- Respond to the conflict that can be created through the spread of office uses within core retail precincts where active retail mixes at street level are being sought.

Objective 5

To provide for the long term sustainability of Kingston's restricted retail (bulky goods) precincts.

Strategies

Strategies to achieve this objective include:

- Reinforce the restricted retail precincts identified below and shown in the Retail and Commercial Land Use Framework Plan and prevent other new restricted retail precincts:
 - Moorabbin – The area bordering the Nepean Highway, Worthing Road and the Frankston Railway Line
 - Cheltenham – The area concentrated along Nepean Highway commencing at the Southland Principal Activity Centre and continuing along the western side of the Highway to Charman Road and on the eastern side of Nepean Highway between Chesterville Road and Centre Dandenong Road.
 - Mentone – The area concentrated on both sides of the Nepean Highway between Oak Avenue and Johnston Street.
 - Parkdale – The area concentrated on the Nepean Highway between Carrier Avenue and White Street.
 - Heatherton – The area concentrated on the east side of Warrigal Road generally between Fairchild Street and Kingston Road.
- Encourage the consolidation of the role of Kingston's restricted retail precincts by preventing any new restricted retail development outside the existing precincts unless the proposal is located within a designated activity centre nominated in Objective 1.

- Ensure decisions made relating to the provision of new restricted retailing facilities in locations where they are encouraged are made having regard to the regional context in collaboration with neighbouring Council's and the State Government.
- Require that proposals for redevelopment or new restricted retailing in locations where they are encouraged seek to achieve high standards of landscaping and urban design which positively contribute to the character of the surrounding urban environment.
- Monitor future planning and development of restricted retail activities at the Moorabbin Airport and take account of those developments in planning for Kingston's restricted retail precincts.
- Discourage the subdivision of larger restricted retail and trade supplies facilities into smaller modules to maintain common ownership so as to facilitate redevelopment opportunities when retail cycles change.

Objective 6

To encourage smaller local centres which are not identified in the Kingston Activity Centre Hierarchy to provide for a limited mix of uses which are complementary to local function of that centre.

Strategies

Strategies to achieve this objective include:

- Promote the retention of local centres by providing for a limited mix of uses and limited development where it can be demonstrated that the additional development will not impact on the surrounding residential amenity.
- Encourage activities (eg café) which provide for community interaction at a local level.
- Providing opportunities when appropriate to facilitate home office activities to foster greater land use mix and sustain the small local centres.

Implementation

These strategies will be implemented by:

Policy and exercise of discretion

- Using local policy to identify specific locations within and around the Southland Principal Activity Centre for the promotion of retail, office, community services, peripheral sales, commercial and medium to higher density residential development (*Southland Policy, Clause 22.01*).
- Using local policy to ensure appropriate standards of urban and landscape design are achieved (*Parkdale Plaza Business Centre Policy, Clause 22.09*).
- Assessing applications to construct a building and to construct or carry out works (including radio masts, television antenna and flagpoles) against the approved *Moorabbin Airport Aviation Obstacle Referral Height Plan*. Requiring the consent of the federal Department of Transport and Regional Development for buildings and works that exceed the maximum building height in the approved *Moorabbin Airport Aviation Obstacle Referral Height Plan*.
- Using local policy to promote retail and commercial uses within the Carrum, Highett, and Mordialloc Activity Centres, consistent with the identified future role of the Centres as outlined in the relevant structure plans (*Carrum Activity Centre Policy, Clause 22.12, Mordialloc Activity Centre Policy, Clause 22.14 and Highett Activity Centre Policy, 22.17*).

- Ensure that decision making within activity centres in relation to issues relating to land use/development and further land subdivision are consistent with adopted structure plans and/or reflects a rigorous planning assessment which addresses the optimal long term outcome.

Zones and overlays

- Applying the Activity Centre Zone Schedule 1 to the Cheltenham Activity Centre to identify specific locations within and around the Activity Centre for the promotion of retail, office, community services, peripheral sales, commercial and medium to higher density residential development and to provide guidance on the manner in which land within and on the periphery of the centre can be developed consistent with the relevant Structure Plan
- Apply the Commercial 1 Zone to additional land at Chelsea and Patterson Lakes in order to assist in addressing demand for additional supermarket floorspace.
- Applying the Commercial 2 Zone to specifically reinforce those precincts identified as restricted retail precincts.
- Applying a Design and Development Overlay to the Parkdale Plaza Business Centre to encourage retailing activity at a range of scales.
- Applying a Design and Development Overlay to the Highett and Mordialloc Activity Centres to provide guidance on the manner in which land within and on the periphery of the centres can be developed consistent with the relevant Structure Plans.

Further strategic work

- Undertake Activity Centre Structure Plans for each of Kingston's Activity Centres initially giving priority to the Principal and Major Centres.
- Implement structure plans once completed through the development of local planning policies and rezoning .
- Preparing overlay controls to provide specific urban design controls/ built form and landscaping guidelines for activity centres.
- Undertaking a review of the urban design provisions of the Cheltenham Business Centre Local Policy as part of the development of the Southland and Cheltenham activity centre structure plans.
- Continue to review key macro economic, demographic and retail sales indicators identified in the Retail and Commercial Development Strategy to assist in continually reviewing local approaches to addressing retail and commercial needs.
- Review the opportunities to further strengthen the role of Thrift Park and Dingley as Neighbourhood Activity Centres.
- Continue to evaluate the Moorabbin Airport Masterplan to ensure that planning decisions at all levels have regard to the continual growth of non aviation related activities at the Moorabbin Airport.
- Work with the State Government Department of Environment, Land, Water and Planning and neighbouring Councils to develop approaches which ensure that considerations regarding the expansion or creation of new activity centres or restricted retail developments are done so in a regional context.
- Review the Incorporated Plan Overlay to the Westfield Southland complex as part of structure planning for that Principal Activity Centre.
- Work in partnership with VicRoads to prepare a strategy plan to implement the actions of the reference document, Moorabbin Structure Plan, and obtain approval for proposals

within the reference document where these proposals directly affect declared arterial roads.

Other actions

- Undertaking physical works improvements to activity centres where required to enhance their function and appearance.
- Foster local business networks, support local traders initiatives and facilitate new employment opportunities by reinforcing the activity centre hierarchy which exists in Kingston.
- Undertaking capital works improvements with the Carrum, Highett and Mordialloc Activity Centre, in accordance with the Carrum Urban Design Framework, the Highett Structure Plan 2006 and the Mordialloc Pride of the Bay Structure Plan, 2004.
- Undertaking capital works improvements within the Mordialloc Activity Centre, in accordance with *the Mordialloc Pride of the Bay: A Structure Plan for the Future of Mordialloc, 2004*.

Reference documents

Kingston Economic Development Strategy 1997

Cheltenham District Centre Urban Design Plan 1997

Moorabbin Airport Aviation Obstacle Referral Height Plan

Moorabbin Airport Masterplan 2004

Mordialloc Pride of the Bay Structure Plan 2004

Retail and Commercial Development Strategy 2006

Highett Structure Plan, May 2006

Cheltenham Structure Plan, July 2010

Mentone Activity Centre Structure Plan, July 2011

Moorabbin Activity Centre Structure Plan, 2011

City of Kingston Retail and Commercial Land Use Framework Plan

