



# Ballarat Activity Centres Strategy

Prepared for  
City of Ballarat

**Final** December 2012



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## DEFINITION OF TERMS

**Census Collection District (CCD)** – the smallest geographic area defined in the Australian Standard Geographical Classification (ASGC). It can be defined as an area which one census collector can cover delivering and collecting census forms in a specified period. On average there are about 150 - 250 dwellings per CCD.

**Principal Activity Centres** – these centres provide a range of retail, business, community and recreation facilities creating an important focus for the surrounding community. They have a very large catchment area and generate a high number of trips and therefore should form part of a network of centres linked by public transport. They should also be the primary location for government and private investment and development providing a sympathetic mix of employment and housing options.

**Major Activity Centres** – these centres have a similar mix of uses to Principal Activity Centres yet differ on account of the scale of their catchment area. These centres provide a range of grocery and higher order goods as well as some commercial and service business options that support rather than detract from the role of Principal Activity Centres(s). Consistent with the higher order centres, Major Activity Centres should be connected to public transport networks and provide a broad range of employment and non-employment generating uses.

**Neighbourhood Activity Centres** – these centres provide a mix of retail and commercial businesses that serve the needs of the immediate community. They generally provide weekly or convenience shopping options with Large Neighbourhood Centres providing one or more supermarkets. These centres should be prioritised in areas that are close to community infrastructure (i.e. libraries, schools and health services) and that are also served by public transport, cycleways and pedestrian networks. Higher density housing is encouraged within / surrounding Neighbourhood Activity Centres to provide a range of convenient and well serviced housing options.

**Local Activity Centres** – these centres provide convenience or ‘top up’ shopping options and may include a small supermarket or convenience store and some limited opportunity for small business functions. They are easily accessible by walking and cycling.

**Travel Zone** – a small geographic area used as the basis for Transport Data Centre (TDC) modelling and data analysis. Travel Zones provide a level of analysis between Census Collection District (CD) and Statistical Local Areas (SLA) as defined by the Australian Bureau of Statistics.

## LIST OF ABBREVIATIONS

Australian Bureau of Statistics	ABS
Australian and New Zealand Standard Industrial Classification	ANZSIC
Census Collection District	CCD
Economic Impact Assessment	EclA
Floor space Ratio	FSR
Gross Domestic Product	GDP
Gross Floor Area	GFA
Gross Lettable Area	GLA
Local Government Area	LGA
Land Quotient	LQ
Moving Area Turnover	MAT
Statistical Local Area	SLA



# STRATEGY SUMMARY

This Strategy Summary profiles the actions and recommendations provided by the City of Ballarat Activity Centres Strategy (hereafter referred to as the Strategy). This document in particular identifies and describes:

1. The vision and guiding principles for Ballarat's centres;
2. Ballarat's existing and proposed hierarchy of centres and proposed changes to centre boundaries; and
3. Key actions to be implemented by the City of Ballarat and other stakeholders to achieve key objectives.

In the interests of brevity this document does not profile the methodology, research or assumptions that underpin the preparation of the Strategy. For this level of analysis we recommend a review of Parts A to D of the Strategy.

## Strategy Objectives

By way of context, the City of Ballarat is forecast to experience significant growth and change over the next 20 years in line with State Government objectives and trends relating to population growth and lifestyle requirements. Given that population and employment changes directly influence demand for retail, commercial and social services, a Strategy was commissioned to determine how Ballarat's existing and planned Activity Centres could support change sustainably.

The Strategy provides clear and transparent policy recommendations to facilitate the short (2011 – 2016), medium (2017 – 2021) and longer term (2022 – 2030) planning of Ballarat's centres so that they meet the needs of a range of stakeholders. The Strategy focuses on the City of Ballarat's 13 existing and 3 planned Activity Centres.

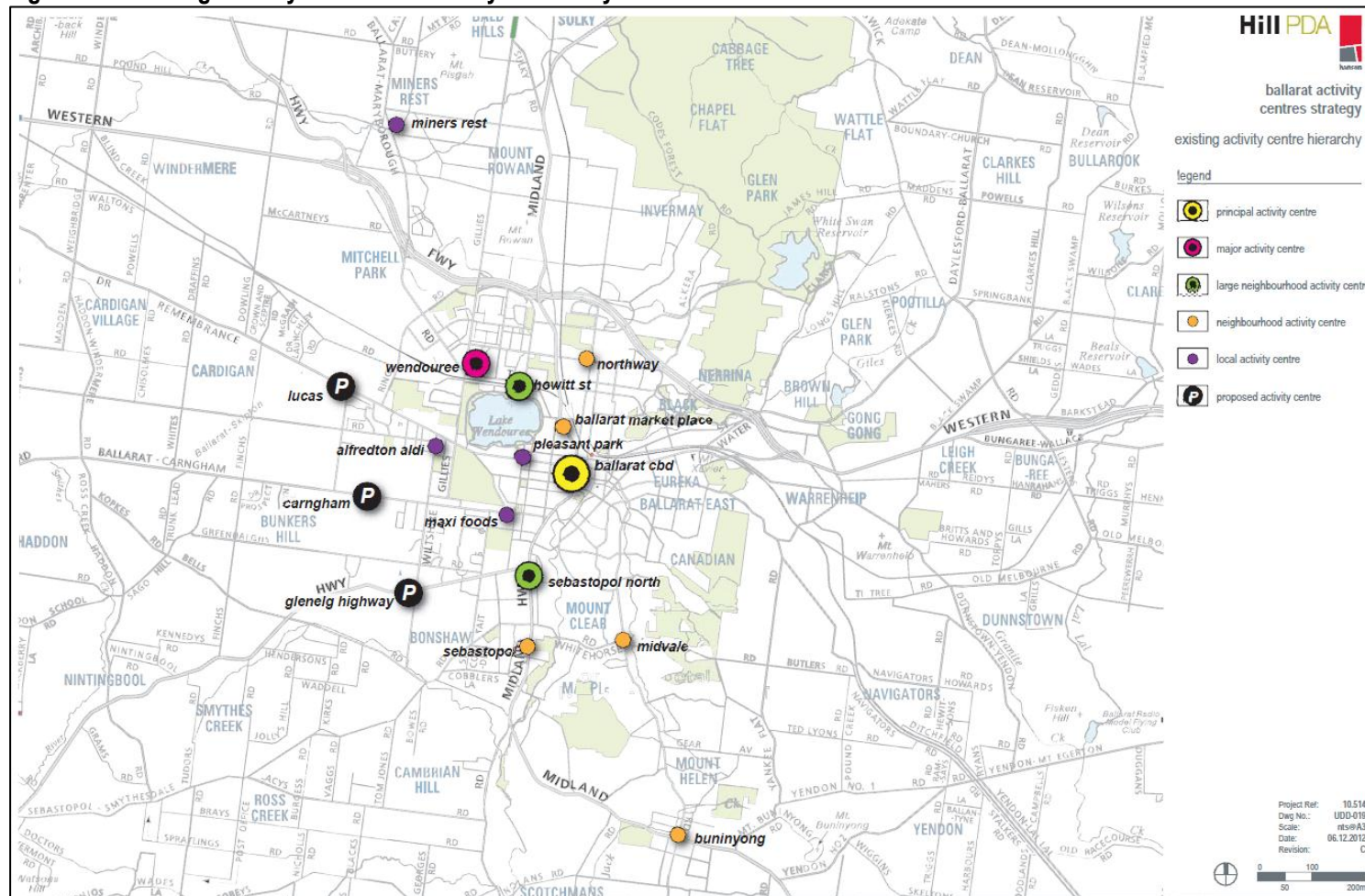
In preparing the Strategy careful regard was given to its objectives, being the need to:

- Provide a robust policy environment to support the long term planning and viability of retail, commercial and social activities in addition to residential development within each Activity Centre;
- Protect the primacy of Ballarat CBD as the Principal Activity Centre for retail, commerce, entertainment and development in the City whilst supporting the growth and development of other Activity Centres;
- Identify the existing and potential future hierarchy of Activity Centres in light of State planning policy, forecast retail expenditure and centre performance;
- Identify land use and infrastructure requirements for each centre;
- Identify opportunities for further investment to support the growth of Ballarat through the creation of new business and employment opportunities in addition to enhancing the diversity of retail, commercial and social activities; and
- Provide a long term vision for the City to become the most significant retail destination in regional Victoria.

# The City of Ballarat's Existing Centre Hierarchy

An Activity Centre hierarchy establishes the order (with respect to scale and function) of one Centre compared to another. For the purposes of the Strategy, and in keeping with State Government policy, each of the City of Ballarat's existing or planned Activity Centres have been categorised within a hierarchy.

**Figure 1 - Existing Activity Centres Hierarchy in the City of Ballarat**



# A CENTRES STRATEGY FOR BALLARAT

The following provides a clear direction for the future planning and development of Activity Centres within the City of Ballarat including a summary of guiding principles for their planning and development, in addition to indicative net additional floorspace by 2030 for their prospective growth.

## The Strategy's Vision

Based on the background research undertaken for the Strategy and discussions with key stakeholders during its preparation, the following vision for the City of Ballarat's Activity Centres has been prepared:

*A strong and diverse network of Activity Centres that provides vibrant, sustainable and accessible shopping, employment, entertainment, social and community focal points throughout the City. A network which meets the needs of Ballarat's existing and future population, residents of the broader region, in addition to Ballarat's visitors.*

*A network of centres that reinforce the primacy of the Ballarat Central Business District and the complementary role of other centres in the hierarchy. A network that can accommodate future demand for retail, employment, entertainment, social and community services and facilities as a consequence of forecast population growth, changing socio-economic characteristics, retail and economic trends.*

*Flexibility for centres to change over time to accommodate the changing needs of their communities, with the opportunity for local communities and business groups to be involved in determining the distinctive identity which evolves for each centre.*

This is an overarching vision for the entire Activity Centre network. It is important however to acknowledge the need for communities and traders associated with each centre in the hierarchy to develop a more localised vision for their Activity Centre. These and other principles are discussed in more detail below.

## Recommended Planning Principles

A number of bespoke principles (the Principles) have been developed for the City of Ballarat to guide future planning, development and decision making. The Principles are summarised in the following table, yet discussed at greater length in Part C of the Strategy.

It is important to note that in the formulation of the Principles, this Activity Centres Strategy has deliberately moved away from a purely retail and commercial approach to Activity Centre planning, towards a more holistic vision of the role and function of the City's Activity Centres and diverse focal points for the community. This is consistent with directions established within the *Ballarat Interim Activity Centre Strategy* and other relevant policies.

**Table 1 - Recommended Planning Principles for Ballarat's Activity Centres**

Overarching Principles
<p><b><u>Define and Reinforce a Hierarchy of Activity Centres in the City of Ballarat</u></b></p> <p><i>Principle 1.</i> Define an appropriate hierarchy for Activity Centres within the City of Ballarat which define the roles and function of different types of Activity Centres and the associated requirements to service the full range of needs of the community of Ballarat and the wider region.</p> <p><i>Principle 2.</i> Provide clear directions to guide the future planning and development of different types of Activity Centres within the municipality into the future.</p> <p><b><u>Primacy of the Ballarat CBD</u></b></p> <p><i>Principle 3.</i> Retain and enhance the role of the Ballarat Central Business District (CBD) as the pre-eminent Activity Centre within the City and the wider region, and as the centre which provides higher order retail, commercial, entertainment, service, community, cultural and related activities for the entire City of Ballarat and its wider region.</p> <p><i>Principle 4.</i> Ensure that retail development in other Activity Centres within the City of Ballarat, particularly Major Activity Centres and the designated Bulk Goods Centre, support the role of the Ballarat CBD as the pre-eminent Activity Centre within Ballarat and the wider region.</p> <p><i>Principle 5.</i> Provide a network of Neighbourhood Centres, to support Ballarat CBD and Major Activity Centres and which will provide for the daily and weekly shopping and social needs of the communities they serve.</p> <p><b><u>Activity Centres as Diverse and Conveniently Located Focal Points for the Community</u></b></p> <p><i>Principle 6.</i> Encourage a network of Activity Centres throughout the municipality which are highly accessible, mixed use and diverse focal points and social meeting places for the communities they serve.</p> <p><i>Principle 7.</i> Broaden the range of uses and activities in existing Activity Centres that are currently predominately 'shopping centres', to include a wider range of retail, office, entertainment and community services, and which are open over longer hours into the evening and on weekends.</p> <p><i>Principle 8.</i> Ensure that any new centres which are developed include a diverse range of uses and activities, consistent with the above principles, and are not developed as 'retail only' centres.</p> <p><b><u>Consolidate Retail and Commercial Activities in Existing and Planned Activity Centres</u></b></p> <p><i>Principle 9.</i> Encourage new retail and office development (other than local daily convenience shops) to locate in existing or planned Activity Centres, including bulky goods retailing.</p> <p><b><u>Discourage Out of Centre Retail and Commercial Development</u></b></p> <p><i>Principle 10.</i> Discourage new retail and office development (including bulky good retailing) from locating out of existing or planned Activity Centres.</p> <p><i>Principle 11.</i> Discourage bulky goods retail from occurring on industrial zoned land.</p> <p><i>Principle 12.</i> Only consider <b>new retail and office development</b> (including bulky goods retailing) outside of existing or planned Activity Centres in the following circumstances:</p> <ul style="list-style-type: none"> <li>▪ Where an economic assessment clearly identifies a need for additional retail and / or office development in the area;</li> <li>▪ Where there is no opportunity to accommodate the development within, or if not within, adjacent to an existing or planned Activity Centres;</li> <li>▪ Where the new centre meets Activity Centre principles in terms of: accessibility by public transport, walking and cycling; the mix and diversity of uses proposed; and its role as a community focal point;</li> <li>▪ Where an economic assessment identifies that the development will not adversely impact on the role and function of other Activity Centres; and</li> <li>▪ Where there is a clear net community benefit.</li> </ul>

**Orderly and Economically Sound Development of Planned New Activity Centres**

**Principle 13.** Identify locations of new Activity Centres that will be required to service residential growth areas in Ballarat and to provide staging plans to allow for the orderly planning and development of those centres over time.

**Adequate Opportunity to Expand Activity Centres to Accommodate Future Needs**

**Principle 14.** Ensure adequate zoned land is available in, or adjacent to existing and planned Activity Centres to accommodate the expansion and development of Activity Centres (retail, commercial and social floorspace) having regard to changes in population and lifestyle characteristics and to changing trends in retail and community service provision.

**Economically Viable Centres, Enhanced Choice and Competition**

**Principle 15.** Support a diversity of retail uses and activities within Activity Centres to enhance consumer choice as well as the economic strength of Centres.

**Principle 16.** Ensure new trends in retailing can be accommodated (i.e. larger formal stores and more convenient layouts) within existing and planned Activity Centres where appropriate and where there is a net benefit to the community.

**Busy Vibrant Active Centres with Individual Identities**

**Principle 17.** Develop vibrant Activity Centres with clear individual identities through bespoke branding and marketing mechanisms.

**Employment and Business Growth**

**Principle 18.** Work with local business networks and stakeholders to enhance the appeal of investing and developing in the City of Ballarat to generate jobs.

**Safe and Convenient Movement for Pedestrians and Cyclists**

**Principle 19.** Ensure the design and layout of Centres adequately considers pedestrian scale and movement.

**Housing Mix and Accessibility**

**Principle 20.** Increase residential densities in and around Activity Centres.

**Environmental Sustainability**

**Principle 21.** Establish a pattern and distribution of Activity Centres throughout the urban area of Ballarat and the wider municipality that enhances the sustainability of the Ballarat urban areas. This is to be achieved by:

- Clustering a wide mix and diversity of uses in Activity Centres to promote multi-use trips; to provide alternatives to travelling by car by encouraging public transport use / walking / cycling and to minimise the length of the trips; and
- Ensuring that buildings and public spaces within Activity Centres incorporate best practice sustainability measures in terms of the design, construction and ongoing operation of buildings and spaces.

**Design Principles**

## Private Realm

**Principle 22.** Urban Design Principles for development in the private realm should seek to emphasise good design outcomes including: *a mix of uses that create a sense of vitality to Activity Centres and architectural detailing, materials and massing which achieves a high degree of visual interest and positively contributes to the vibrancy and character of the Activity Centre.*

## Public Realm

**Principle 23.** Urban design principles for development in the public realm should seek to emphasise *good design outcomes as a priority including: the creation of public spaces which provide safe and comfortable informal gathering opportunities; bicycle parking, bins, seating, amenities and other street furniture in convenient locations; consistent landscape themes and water sensitive urban design treatments.*

**Process Principles**

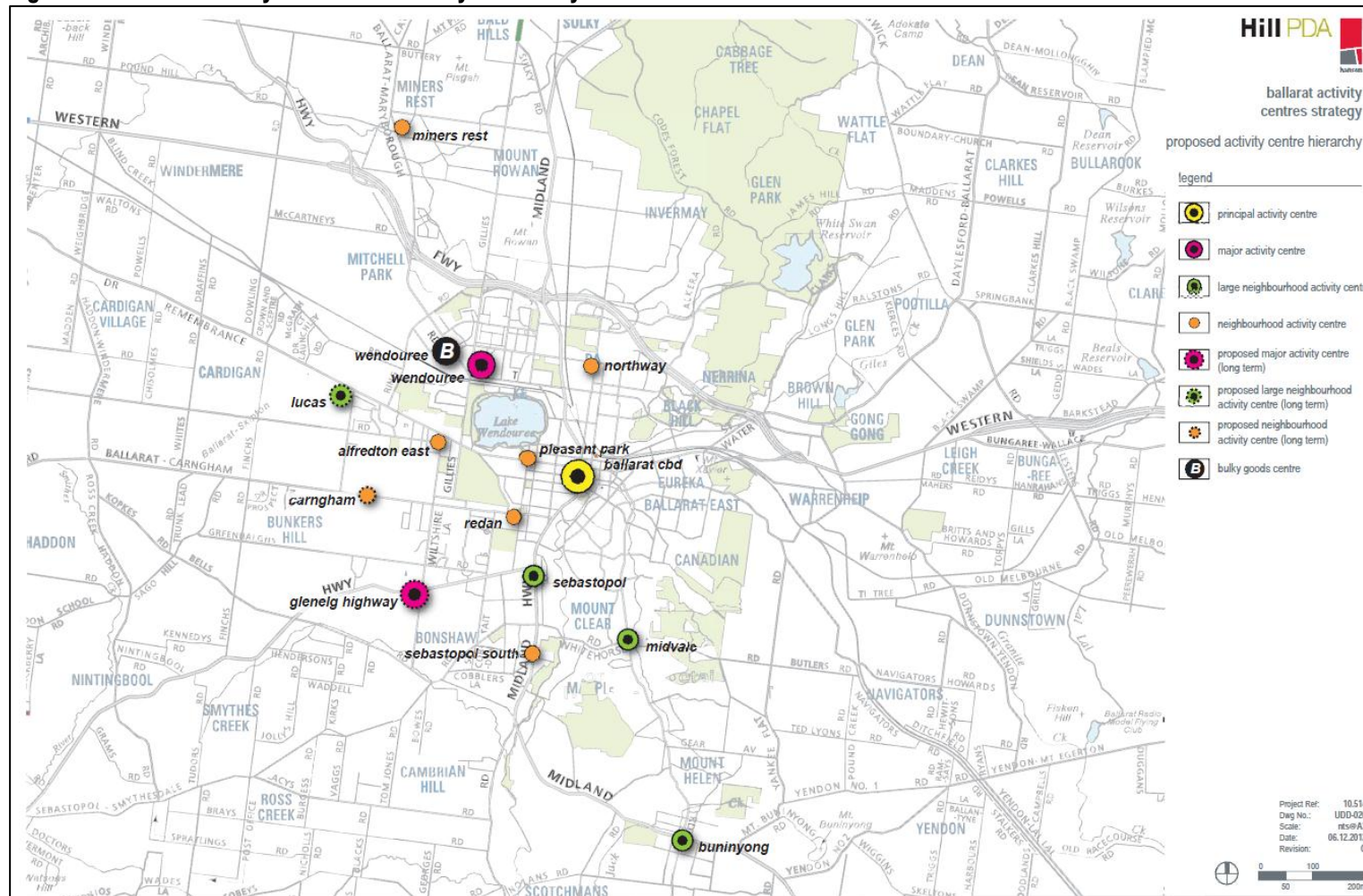
## Economic Assessment and Net Community Benefit Assessment

**Principle 24.** Require a Net Community Benefit Assessment to be prepared by the proponent and to be submitted with any request to rezone land or any planning permit for a significant retail development (i.e. 1,000sqm or more).

# The City of Ballarat's Future Centre Hierarchy

To plan for the City of Ballarat's future, a potential hierarchy of Activity Centres has been nominated and depicted in the map below.

Figure 2 - Future Activity Centres Hierarchy in the City of Ballarat



The Strategy also provides potential future zones and indicative net additional floorspace by 2030 based on the demand forecasts discussed in Parts B and C of the Strategy. The indicative net additional floorspace is distributed to each Activity Centre according to their potential future role.

**Table 2 - Proposed Future Centre Hierarchy and Growth for the City of Ballarat to 2030**

Centre	Previous Hierarchy	New Hierarchy	Current Zone	Future Zone	Indicative Net Additional Floorspace to 2030 (sqm NLA)				Centre Characteristics
					Retail *	Commercial **	Special Use***	Total	
Ballarat CBD	Principal Activity Centre	Principal Activity Centre	B1Z, R1Z, PUZ ACZ		16,500	55,000	66,000	137,500	Department stores, discount department stores, regional and sub regional office functions, peripheral sales, convenience retailing, supermarkets and a wide range of other retail, commercial, entertainment and tourism functions.
Wendouree	Major Activity Centre	Major Activity Centre	B1Z, R1Z, MUZ B1Z, R1Z		18,500	10,000	35,000	63,500	Discount department stores, supermarkets, neighbourhood convenience, major community infrastructure.****
Glenelg Highway	Proposed	Major Activity Centre over time - commences as a LNAC	UGZ	UGZ	23,000	15,000	3,000	41,000	Act as the main shopping precinct for Ballarat West and have a civic function (including library, community centre and early years hub). Accommodate two full-line supermarkets, discount department stores, specialty shops and services. Retail floorspace made up of 29,500sqm retail core and 20,000sqm restricted retail/bulky goods by 2050. Allow residential uses and encourage the introduction of office/ home developments around the periphery of the centre. Provision of floorspace will be staged in line with demand growth in the Ballarat West Growth Area catchment.*****
Sebastopol (formerly Sebastopol North)	Large Neighbourhood Activity Centre	Large Neighbourhood Activity Centre	BIZ, MUZ, R1Z	B1Z, R1Z	2,000	5,000	17,000	24,000	Supermarkets, specialty shops, major community and social infrastructure, office functions. *****
Midvale	Neighbourhood	Large Neighbourhood Activity Centre	B1Z, R1Z	B1Z	1,000	2,500	5,000	8,500	
Lucas	Proposed	Large Neighbourhood Activity Centre over time - commences as a NAC	-	-	5,000	2,500	2,000	9,500	
Buninyong	Neighbourhood	Large Neighbourhood Activity Centre	B1Z, MUZ	B1Z, MUZ	1,000	2,000	2,000	5,000	
Sebastopol South (formerly Sebastopol)	Neighbourhood	Neighbourhood Activity Centre	B1Z, MUZ	B1Z, SUZ, MUZ	1,000	1500	4,000	6,500	
Redan (formerly Maxi Food)	Local Activity Centre	Neighbourhood Activity Centre	B1Z, MUZ	B1Z	700	1,500	2,000	4,200	Small cluster of primarily food based retail activities. Can include a supermarket specialty shops, community facilities and personal services. Opportunities for small business.
Alfredton East (formerly Alfredton Aldi)	Local Activity Centre	Neighbourhood Activity Centre	B1Z	B1Z	500	1,500	500	2,500	
Northway	Local Activity Centre	Neighbourhood Activity Centre	B1Z	B1Z	200	750	500	1,450	
Miners Rest	Local Activity Centre	Neighbourhood Activity Centre	MUZ	B1Z	200	-	500	700	
Pleasant Park	Local Activity Centre	Neighbourhood Activity Centre	B1Z	B1Z	400	750	500	1650	
Carngham Road	Proposed	Neighbourhood Activity Centre	UGZ	UGZ	3,000	1,500	1,500	6,000	Medium sized neighbourhood activity centre providing for a supermarket, specialty shops and services and opportunities for some offices. Substantial community infrastructure, including multi purpose community centre, early years hub and town park.
Wendouree Bulky Goods Retail Centre	Part of Wendouree MAC	Bulky Goods Retail Centre			40,000	-	-	40,000	Concentration of bulky goods retail.
<b>Total</b>					<b>113,000</b>	<b>99,500</b>	<b>139,500</b>	<b>352,000</b>	

Table Footnotes:

\* Note: Retail net additional floorspace based on a proportional share of forecast demand for retail floorspace over the study period (+117,000sqm) yet subtracting the approved 40,000sqm retail development. Accordingly resulting demand of approximately 72,000sqm has been distributed.

\*\*Note: Commercial net additional floorspace based on a proportional share of forecast demand for commercial office space (+99,000sqm) and excludes accommodation and food category

\*\*\*Note: Special Use category net additional floorspace (education, health and arts) based on a proportional share of forecast demand for special use floorspace (+327,000sqm)

\*\*\*\*Note: : No growth nominated in parts of Howitt Street not designated as part of the Wendouree Centre will now be considered out of centre and may accommodate part of the 3.5% of floorspace nominated for these areas

\*\*\*\*\*Note: Floorspace as of 2030 not 2050 as per Structure Plan

\*\*\*\*\*Note: Floorspace target in relation to Lucas does not include that approved as part of Stage 1 of the Lucas Town Centre (PLP/2011/769).

## Changes to the Classification of Existing Activity Centres

It is important to note that two of the centres identified in the *Ballarat Interim Activity Centres Strategy* have had their place within the new hierarchy reassessed in order to reflect their roles and compositions. These centres are discussed further below.

### Wendouree and Howitt Street

Within the existing Activity Centre framework (documented in Part A of this Strategy) established through the Interim Activity Centres Strategy, Stockland Wendouree is identified as a stand-alone Activity Centre. This area also includes a large area of land to the west which accommodates existing and approved bulky goods development to the immediate west of the centre. Howitt Street, from Gillies Street North to the Sunraysia Highway is also identified a separate Activity Centre.

This Strategy proposes a reassessment of the extent and role of these centres to better reflect existing functions and preferred future roles. The proposed reconfiguration of these areas (from a policy perspective) is identified in Figure 3 which shows the existing identified centre boundaries and the changes proposed under this Strategy. These matters are discussed in more detail below.

### Wendouree Bulky Goods Centre

Bulky goods retailing requires a different built form to traditional retail, particularly in relation to the emphasis placed on vehicular access associated with larger products that may be purchased in these stores. This Strategy seeks to recognise the different urban form that this is likely to entail.

While the preference is for all retail uses to be accommodated within designated Activity Centres as a first priority, where this is not possible, the Strategy has sought to ensure that these uses can be provided in a single cluster. As there is an existing homemaker centre on the western edge of Gillies Street North and a large area which has been rezoned by Ministerial Amendment to accommodate further bulky goods uses, this is considered an appropriate location for such a cluster.

This bulky goods centre has been separated from the Wendouree Major Activity Centre as different policy will apply to each of these areas. The bulky goods centre does not reflect, nor can it be guided by, State and local planning policy on Activity Centres, which seeks to achieve a mix of uses and place a priority on pedestrian movement. Instead, development in this area should be guided by the Interim Design Guidelines on Large Format Retail Premises.

While the precinct boundary shown seeks to include existing and proposed development (and largely reflects the existing Business 4 Zoning), the boundary should not be considered binding. Additional land currently zoned Industrial 1 adjoining this precinct could be considered for expansion in the future should any proposal demonstrate demand and that there will be a net community benefit from the expansion of this precinct.

### Wendouree Major Activity Centre

The Wendouree Major Activity Centre, as defined in this Strategy represents an amalgamation of the existing Wendouree Centre, with part of the Howitt Street Activity Centre and land between. This will assist in consolidating the focus of the Wendouree Major Activity Centre closer to the intersection of Gilles Street north and Howitt Street.

It will also assist in retaining the eastern part of this area for lower intensity industrial and business uses, and other uses that do



not generate high levels of pedestrian movement. This new centre will essentially have two 'anchors' in the existing Stockland Centre and the existing, relatively vibrant strip of retail premises accessed via the service lane off Howitt Street.

The expansion of the land area encompassed by this new Activity Centre boundary reflects the range of land uses that should be accommodated within a Major Activity Centre, including community facilities, such as the Wendouree Performing Arts Centre, and opportunities for higher density housing.

The centre has been defined with a boundary that includes many opportunities for change and renewal, including the existing larger format and semi industrial uses to the west of the retail strip centre on Howitt Street. Particular attention should be paid in any structure planning process to urban renewal opportunities in this part of the centre.

The inclusion of Stockland Wendouree offers opportunities to further integrate and improve pedestrian connections and amenity between the eastern edge of the complex and Howitt Street.

### Howitt Street, Wendouree

The remaining area of the previously identified Howitt Street Activity Centre, between Forrest Street and Creswick Road (Midland Highway), is proposed to be removed from the Activity Centre hierarchy. This portion of Howitt Street accommodates primarily semi-industrial uses, with a clustering of medical facilities in proximity to Forest Street.

Existing land uses and the physical extent of this area are not characteristic of an Activity Centre under current policy. There is little scope within the area to intensify land uses in a way which improves pedestrian access and encourages a reduction in car use and intensification of residential uses.

Given its existing uses, Howitt Street will remain an important economic and urban service corridor. This role is strongly supported by the Strategy, despite the removal of this area from the Activity Centre hierarchy. From a policy perspective it is important that the uses that occur within this corridor do not compromise the development of either Wendouree Major Activity Centre (to the immediate west), or Ballarat CBD to the south-east.

As such there needs to be clear policy direction that the corridor is not appropriate for uses such as shops (including restricted retail) which would be better located in the defined Activity Centres. Its current zone will remain to ensure that existing uses are not impeded upon as a result of the changes in the Activity Centre boundary.

As the land is zoned Mixed Use and in order to avoid inappropriate restrictions on potential alterations to existing businesses, careful consideration should be given to the uses which will be supported given it is not appropriate to specify maximum leasable floor areas within the schedule to this zone. This area is identified in Figure 3 as the Howitt Street Future Investigation Area 1.

The Strategy has also identified a number of existing uses on Howitt Street to the east of Creswick Road (the Midland Highway) through to Doveton Street North which have the potential to transition in use over time to support current uses in the locality. This area has not been identified in either this Strategy or in the Interim Activity Centre Strategy as part of an Activity Centre, accordingly the future uses in this area will need careful consideration to ensure that development supports rather than compromises the function and long term sustainability of commercial activity within the existing activity centre. As such, the area has been identified as the Howitt Street Future Investigation Area 2 in Figure 3 below. It is recommended that further detailed work is undertaken to determine the best long term use for the land in this area.

Figure 3 - Wendouree and Howitt Street Activity Centre Reclassification



## **Ballarat Marketplace**

The *Interim Activity Centres Strategy* identified Ballarat Marketplace as a separate Activity Centre. This Strategy has found however that the mix of uses and cluster of bulky goods does not constitute a separate 'Activity Centre'. This area plays a peripheral role to retailing in Ballarat CBD. Whilst the main tenants are Bunnings, Officeworks and an Aldi supermarket, the remainder of the centre comprises either semi-industrial or remnant residential uses. There is little supporting retail, service or office development.

Given the existing land use and tenant type, the relatively isolated position of the centre (particularly for pedestrian access) and its proximity to the Ballarat CBD, this Strategy considers Ballarat Marketplace as being a peripheral part of the Ballarat CBD. However, it is recommended that the City of Ballarat further investigates the role and function of this part of the City either through a highest and best use assessment or similar study. Given Part B of this Strategy recognised significant retail and service provision (i.e. supply) within the periphery areas of the Ballarat CBD to which Ballarat Marketplace is part, this Strategy also recommends further investigation of the role and function of these periphery areas.

It is noted that there are some areas which were not identified in the Interim Activity Centre Strategy which would be logical to also include in any future assessment of this land. These have been identified by the dashed line in Figure 4 below.

**Figure 4 - Ballarat Marketplace Area for Further Investigation**



## Existing Activity Centres to be Renamed

In Part A of the Strategy, the names and boundaries used in the *Interim Activity Centres Strategy* and other Council documents were adopted for consistency. However, further to the detailed analysis undertaken for this Strategy, and feedback from the community consultation programme, it was identified that a number of existing centres would benefit from being renamed.

The reasons for this are twofold. Firstly, in many cases the current names of centres do not reflect the roles the centres play in the Activity Centres hierarchy. Secondly, some of the centres have been named after anchor tenants. This is not considered appropriate moving forward given anchor tenants can change, and diversity of activities and uses are encouraged in centres.

Without prejudicing opportunities for the renaming of centres by the local community and stakeholders in the future, suggested new names of affected centres are as follows:

- Sebastopol – previously known as Sebastopol North;
- Sebastopol South – previously known as Sebastopol;
- Alfredton East – previously known as Alfredton Aldi; and
- Redan – previously Maxi Foods.

These ‘suggested’ names have been used in the Activity Centres Hierarchy and Action Plans in Part D of this Strategy.

## New Activity Centres in Growth Areas

An assessment of the future role and function of Activity Centres within the City of Ballarat has been undertaken with an understanding and view of the role new Activity Centres may perform in Ballarat in the future. Three new centres have been identified as required in the municipality over the next 20 – 40 years within the Ballarat West Growth Area.

These centres will be supported by a network of smaller Local Activity Centres as specified in the Precinct Structure Plans. Additional comments are provided below.

### Lucas

Lucas is identified as one of the new centres to be developed. It will initially be developed as a Neighbourhood Activity Centres, but has the potential to evolve into a Large Neighbourhood Activity Centre over time.

The centre will develop around a single primary retail anchor, with potential for a second anchor over time. The centre will also include a community hub and neighbourhood park, along with additional retail, medium density residential and employment opportunities. This composition is in keeping with the Activity Centres principles identified in this Strategy. It should be noted that a Precinct Structure Plan has been adopted for Alfredton West which includes the Lucas Activity Centre and it is now part of the Ballarat Planning Scheme. The Lucas Urban Design Framework was also approved in October 2011 in addition to a planning permit (ref No. PLP/2011/769) for buildings and works associated with Stage 1 of the Centre. The permit includes a 3,800sqm supermarket, a 313sqm medical centre, 20 specialty shops, car and bicycle parking and associated landscaping works.

### **Glenelg Highway and Carngham Road Activity Centres**

The Glenelg Highway Major Activity Centre will act as the main shopping precinct for Ballarat West and have a civic function (including library, community centre and early years hub). The Centre will allow residential uses and encourage the introduction of office / home developments around the periphery of the centre. The Centre is a proposed Large Neighbourhood Centre that will develop into a Major Activity Centre over time, staged in line with the growth in demand in the Ballarat West Growth Area Catchment.

The Carngham Road Neighbourhood Activity Centre will provide for a mix of retail and services with opportunities for some offices. It will provide substantial community infrastructure, including multi-purpose community centre, early years hub and Town Park. Both the Glenelg Highway Major Activity Centre and Carngham Road Neighbourhood Activity Centre should be developed in accordance with the Ballarat West Precinct Structure Plan.

# IMPLEMENTATION, MONITORING AND REVIEW

The following identifies how this Strategy can be implemented. There are a range of options available to City of Ballarat, including statutory law through the application of the planning scheme and changes to zoning controls. There are a number of additional place management and safety measures that are summarised in the 'action plans' prepared for the larger centres within the hierarchy.

## Amendments to Activity Centre Boundaries

The Strategy proposes to adjust the boundaries of two Activity Centres. The justification for the proposed changes is provided below. It should be noted however, that suggested changes to the boundaries should be tested and finalised through a more detailed structure planning process<sup>1</sup>. This is also true for other centres such as Sebastopol South and Buninyong, despite no specific changes to their boundaries being identified below.

### **Wendouree/ Howitt Street**

The two Activity Centres previously known as Wendouree and Howitt Street (part) have been amalgamated by the Strategy as outlined in discussed in Section 9.3 (Changes to the Classification of Centres). Changes to the Activity Centre boundaries for these centres are also identified in Figure 3 above.

There are a number of sound planning reasons underpinning the recommended amendments to the boundaries of these centres being:

- It was identified that the western portion of Howitt Street functions as a smaller retail cluster independent of the more semi industrial uses occurring at the eastern end of Howitt Street. This eastern end is more appropriately characterised as an 'employment corridor' than as an Activity Centre. As the eastern and western ends operate differently, they have been considered independently.
- Given the proximity of the western end of Howitt Street to the existing Stockland Wendouree shopping centre (currently designated as Wendouree Major Activity Centre), it is rational to also draw a nexus between these two clusters, and adjacent community infrastructure (Performing Arts Centre and school) to form an integrated Major Activity Centre.
- Amalgamating the centres also allows for additional development of retail floorspace, and importantly offers clear opportunities for the development of higher density housing within the residentially zoned areas of the new Activity Centre boundary.
- The amalgamation will encourage Stockland Wendouree to engage with surrounding land uses. Given it is often beneficial for Activity Centres to have anchor destinations, there are opportunities to exploit the connection between Stockland and other important attractors (e.g. primary school, Performing Arts Centre and strip shopping centre), leading to a more inclusive and integrated Activity Centre.
- The separation of the Bulky Goods Centre to the west of Gillies Street North from the Wendouree Major Activity Centre is appropriate given the different land uses and the clear distinction in design treatments and interaction with the public realm.

<sup>1</sup> All structure planning should give due consideration to Practice Note 56- Activity Centre Zone and Practice Note 58 – Structure planning for Activity centres.

**Sebastopol**

The Activity Centre boundary of Sebastopol is recommended to expand to accommodate the anticipated need for additional floorspace as the centre develops over time into a Large Neighbourhood Activity Centre. While the areas identified for inclusion in the centre on the relevant Action Plan should be tested during a structure planning process, it is intended to offer a starting point for that process.

The boundary includes some additional land zoned Residential 1 and has been extended to form a more logical boundary. It was considered important to include sites such as the existing Eclipse car yard, Dalhsens, and the hotel site within the boundary to ensure that the boundary reflected the likely extent of development over time. It may be that a larger area is required in the future, but it is considered that this should be investigated further, in collaboration with landowners and stakeholders of the Sebastopol Activity Centre.

**Midvale**

It is recommended that the Activity Centre boundary of Midvale is expanded to accommodate the anticipated need for additional floorspace as the centre develops. An area to the north of the centre has been identified however there are also possibilities to expand to the east across the highway. While the areas identified for inclusion in the centre on the relevant Action Plan should be tested during a structure planning process, this Strategy's recommendations are intended to offer a starting point for that process.

**Sebastopol South**

Some adjustments to the activity centre boundary for Sebastopol South have also been identified in the Action Plan for that centre. The area to the north of the centre is recommended to become more of a transitional or peripheral area to the centre to concentrate activity in the key area of activity (around the supermarket and bowling club). The expansion of the centre to include the maternal and child health centre and the bowling club, which are currently excluded from the centre boundary, is also encouraged. Whilst the areas identified for inclusion in the centre on the relevant Action Plan should be tested during a structure planning process, the Action Plan is intended to offer a starting point for that process.

## Centres that Require Additional Structure Planning

This Strategy represents a broad level strategic document, and as a result has recommended that more detailed analysis be undertaken in relation to many of the Activity Centres. The structure planning process should be initiated by Council for the following centres, as a first priority:

- Wendouree
- Sebastopol
- Midvale
- Buninyong
- Sebastopol South

The structure plans should adopt the Activity Centre boundaries identified within this Strategy, however those boundaries should be reviewed and redefined as part of the structure planning process. The identification of these centres for structure planning does not mean that there is no role for a similar process in other centres, only that a priority exists for structure plans to be prepared for these centres.

All structure planning should give due consideration to Practice Note 56- Activity Centre Zone and Practice Note 58 – Structure planning for Activity centres as well as other relevant considerations.

## Potential Rezoning for Activity Centres

The structure planning process will consider in more detail the potential and suitability of areas for rezoning in specific centres. As part of the structure planning process, this Strategy has identified some matters that are considered worthy of further investigation with respect to rezoning. These include:

### Sebastopol

Land within the new Activity Centre boundary identified on the Sebastopol Action Plan could be investigated for potential rezoning from Residential 1 Zone and Mixed Use Zone to a Business 1 Zone.

### Wendouree

Land currently zoned for Mixed Use within the new centre boundary identified on the Wendouree Action Plan could be investigated for rezoning to Business 1, to promote retail and other business uses within the centre and to discourage residential development along the Howitt Street frontage.

### Sebastopol South

Land within the northern portion of the centre, as identified in the Sebastopol South Action Plan, could be investigated for rezoning from Business 1 to a Mixed Use Zone. This may be considered appropriate in order to better reflect the nature of existing uses and to encourage the consolidation of non-residential uses at the southern end of this centre, where the highest level of activity is currently generated.

### Areas no longer identified as Activity Centres

It is important to acknowledge that this Strategy does not propose any rezoning within the two areas which have been removed from the Activity Centre hierarchy. The existing Mixed Use Zoning along the south side of Howitt Street (and the small area to the north between Dowling and Essex Streets) may be reviewed through the structure planning process and may be considered to continue to be an appropriate zone to encourage the uses envisaged for this 'employment corridor'.

In relation to the previously identified Ballarat Marketplace, the existing Business 1 Zone may be considered appropriate to remain, as it does along Sturt Street beyond the boundary of the Ballarat CBD Principal Activity Centre. These matters will be confirmed subject to more detailed structure planning.

## Amendments to the Planning Scheme

As part of the implementation of this Activity Centres Strategy it is recommended that the following modifications be made to the Ballarat Planning Scheme:

- Modify Clause 21.04 of the Ballarat Planning Scheme to include the principles, actions (Strategies) and definitions, contained within this Strategy. This generally applies to Sub-Clauses 21.04-4 and 21.04-6. Include this Strategy as a reference document to those clauses.



- Consider the need to include a new local policy on Activity Centres into Clause 22 of the planning scheme and include this Strategy as a reference document to that clause.
- Amend Clause 21.10 to include this Strategy as a reference document.
- Rezoning in accordance with Section 10.3.

It is recommended that changes also be made to terms presently used to describe Activity Centres in the Ballarat Planning Scheme, particularly in Clause 21.04-4 'Retail / Commercial' (i.e. regional centre, sub-regional centre), to ensure consistency with the terms used in State Policy and in this Strategy.

## Smaller Activity Centres

It should be noted that this Strategy only identifies and includes Activity Centres that were identified in the *Interim Ballarat Activity Centres Strategy* or which are included at Clause 21.04 of the Planning Scheme.

It is acknowledged however, that there are a number of other smaller Activity Centres located throughout the City of Ballarat. Therefore, it is recommended that Council undertake further work to address the remaining smaller Activity Centres that have not been identified within this Strategy. This would involve a survey of the retail and service offer at these smaller centres, as well as a mapping exercise to determine their walking catchment. If the project identifies a large area within the existing residential area of Ballarat which does not have access to an Activity Centre, consideration should be given to developing smaller centres within the existing urban area.

## Infrastructure

The provision of appropriate and high quality buildings, public spaces and infrastructure is critical to establishing Activity Centres that are valued by their communities. Council can play a major role in revitalising and attracting private investment to Activity Centres by leading the way with urban design and other infrastructure initiatives in centres. Potential areas for infrastructure improvement in relation to Activity Centres includes the following:

- Shelter and weather protection;
- Street tree planting;
- Street furniture and seating;
- Improvements to pedestrian access, particularly for those with limited mobility;
- Improved pedestrian crossings, particularly across busy roads;
- Improved public transport generally and better public transport connections between centres;
- Improvement or the establishment of footpaths in many centres;
- Public toilets;
- Centre branding, signage and feature lighting;
- Lighting;
- Community notice boards;

- Access for deliveries;
- Car parking; and
- Local area traffic management within and around centres.

The infrastructure requirements for individual centres needs to be identified as part of a more detailed structure planning and / or urban design framework process. Given the principle of this Strategy to engage the local community in determining the future and identity of their centres, it is essential that community input occurs in the identification and prioritisation of infrastructure projects in each centre. What is required is a capital works program for each centre which identifies the highest priority projects for that centre, their cost and the timing of provision.

Notwithstanding this, some actions such as the planting of trees within median strips, could be undertaken immediately, in areas not expected to undergo change as a result of any future structure planning process. This will allow for some immediate 'on the ground' improvements in some centres. However, it is recommended that the provision of hard infrastructure such as seating, the appropriate placement of which will be influenced by the future movement patterns of pedestrians, should be considered as part of a structure planning process, which will consider this in more detail. Improvements to footpaths and working with the landowners within the various centres to improve weather protection, can also commence immediately.

## Timescales and Phasing of Implementation

Timing and phasing of the implementation of this Strategy is highlighted in the Implementation Plan provided below. The plan identifies short (2011-2016), medium (2017-2021) and long term (2022-2030) timeframes for the implementation of actions.

As a first priority it is considered that the following should be pursued by the City of Ballarat:

- The incorporation of the Ballarat Activity Centres Strategy into the Ballarat Planning Scheme;
- The structure planning of the five activity centres as identified in Section 10.2; and
- Work with key stakeholders to develop an Investment Attraction Strategy for the identified centres. This may include a Target Tenancy Strategy (to attract key anchors or services presently identified as lacking). The Strategy may also include guidelines to facilitate efficient and cost effective development as well as enhanced opportunities for engagement with Council's Development and Infrastructure Department and branding opportunities for the centres.

## Implementation Plan

This Strategy recommends a number of additional actions for implementation to achieve the objectives of the Strategy. These actions are summarised within the following Implementation Plan.

**Table 3 - Ballarat Activity Centres Implementation Plan**

Activity Centre	Action	Timeframe	Lead
<b>Overall Actions</b>	Prepare a planning scheme amendment to incorporate the findings of the Ballarat Activity Centre Strategy into the Ballarat Planning Scheme.	Short Term	City of Ballarat
	Prepare structure plans for Activity Centres as identified in Section 10.2.	Short Term	City of Ballarat
	Undertake a review of the CBD periphery areas and Local Activity Centres not addressed within this Strategy to identify the community's needs in relation to local shopping opportunities and services outside of larger Activity Centres.	Short / Medium Term	City of Ballarat
	Investigate the role and function of the Ballarat Marketplace site either through a highest and best use assessment or similar study.	Short to Medium Term	City of Ballarat
	Investigate the best use and future development of the land identified within the Howitt Street Future Investigation Areas 1 and 2.	Short Term	City of Ballarat
	Consider a Place Manager for centres other than Ballarat CBD. The Place Manager(s) would help shape the future of the City by providing direct links between Council and community, including local business people, retailers, shoppers and residents. A Place Manager should be considered for Wendouree, Sebastopol, Midvale, Sebastopol South and Buninyong.	Short Term	City of Ballarat
<b>Ballarat CBD</b>	Continue to implement the Ballarat CBD Strategy Implementation Plan, including the work of the appointed Place Manager.	Short / Long Term	City of Ballarat
	Implementation of the Activity Centres Zone over the area to guide future development.	Short Term	City of Ballarat, DPCD
<b>Wendouree</b>	Undertake a structure planning process for the Major Activity Centre. This plan could consider the following: <ul style="list-style-type: none"> <li>▪ The appropriate final boundary for this Activity Centre;</li> <li>▪ The preferred name for the amalgamated centre and rebranding, should a change be supported;</li> <li>▪ Connections for pedestrians across Howitt Street and to Stockland Wendouree;</li> <li>▪ Access to public toilets and seating within the centre, as well as additional lighting and disabled access points;</li> <li>▪ The intensification of retail and commercial development to the west of the Howitt Street service lane, including repairing the street edge;</li> <li>▪ Better integration of land uses (for example: the aged care accommodation); and</li> <li>▪ Medium density housing opportunities</li> </ul>	Short Term	City of Ballarat, local community and stakeholders within and around the centre, DPCD
	Work with Stockland to improve public realm interfaces and amenity around the Stockland Shopping Centre and pursue improved pedestrian and vehicular linkages from the Shopping Centre to both Howitt Street and the Wendouree bulky goods	Short to Medium term	City of Ballarat, Stockland Wendouree Centre Management

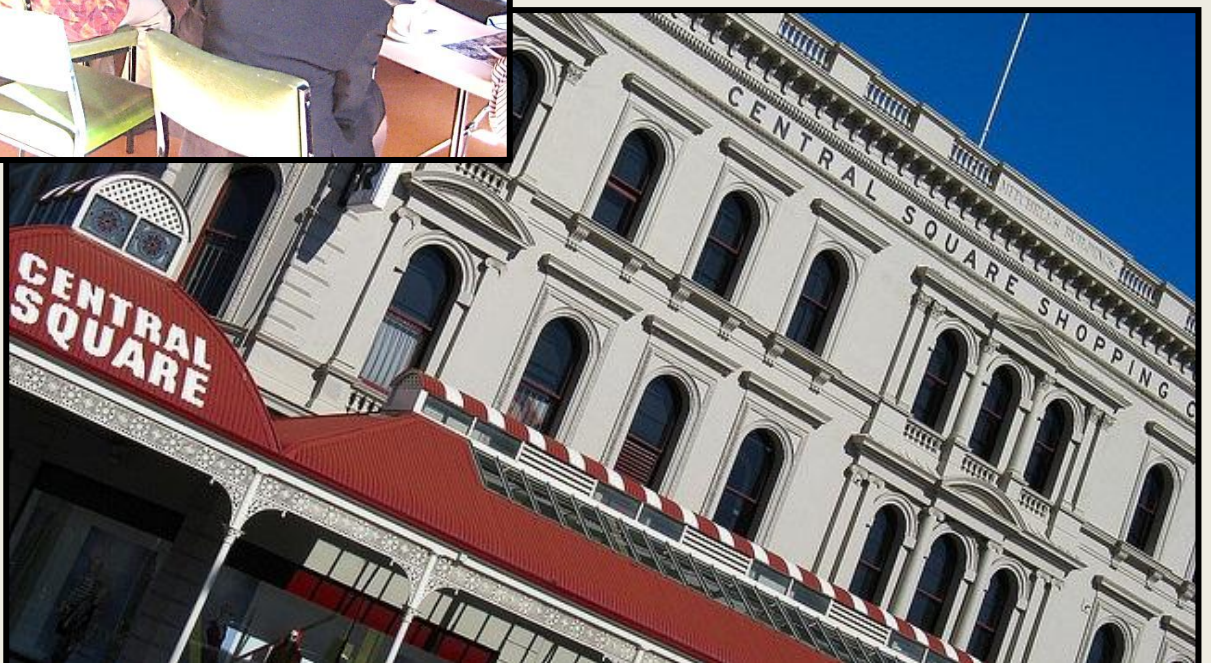
Activity Centre	Action	Timeframe	Lead
	centre. This should include greater activation of the eastern elevation of the centre.		
	Separate to the Structure Planning process, work with stakeholders to develop an Investment Attraction Strategy including a Target Tenancy Plan. This would consider branding improvements and aim to increase the range of service and retail opportunities available in the centre.	Short to Medium Term	City of Ballarat, local business associations, trader groups and business networks
	Council to identify short term actions to improve the amenity of the centre, including tree planting on the Howitt Street median and footpath together with improvements to pedestrian pavement surfaces to intensify centre amenity.	Medium Term	City of Ballarat, local community, business owners and other stakeholders in Sebastopol
Glenelg Highway	Implement the Precinct Structure Plan for the Ballarat West Growth Area (Bonshaw Creek Precinct) which includes the Glenelg Highway Activity Centre.	Short Term	City of Ballarat
	Define the Glenelg Highway Activity Centre as a Large Neighbourhood, until such time as the retail capacity, public transport provision and residential population proximate to the centre exist to support the designation of the centre as a Major Activity Centre.	Short Term	City of Ballarat
Sebastopol	Undertake a structure planning process for the centre. This plan could consider the following: <ul style="list-style-type: none"> <li>▪ The appropriate final boundary for this Activity Centre;</li> <li>▪ Appropriate zoning for land within the final boundary of the Activity Centre;</li> <li>▪ Weather protection and the provision of services such as public toilets, disabled access, street furniture and lighting;</li> <li>▪ Opportunities for outdoor dining and other mechanisms to increase activity and passive surveillance within the centre;</li> <li>▪ Pedestrian linkages across the Midland Highway, as well as the pedestrian environment along the road corridor (including reducing crossovers);</li> <li>▪ Medium density housing opportunities in close proximity to the centre;</li> <li>▪ Key redevelopment sites;</li> <li>▪ Social and community infrastructure opportunities within the centre; and</li> <li>▪ The intersection treatment at the junction of Hertford Street and the Midland Highway.</li> </ul>	Short Term	City of Ballarat, local community, business owners and other stakeholders in Sebastopol, DPCD, VicRoads
	Separate to the Structure Planning process, work with stakeholders to develop an Investment Attraction Strategy including a Target Tenancy Plan. This would consider branding improvements and aim to increase the range of service and retail opportunities available.	Short to Medium Term	City of Ballarat, local business associations, trader groups and business networks
	Develop a Safety and Security Improvement Plan for the Centre and promote the consideration of Crime Prevention Through Environmental Design (CPTED) principles.	Medium Term	City of Ballarat, local community, business owners and other stakeholders in Sebastopol
	Work with transport providers to improve public transport access to the Centre.	Medium to Long Term	City of Ballarat, DoT, Local transport operators
	Council to identify short term actions to improve the amenity of the centre, including establishing coordinated canopy tree planting along footpaths, roundabouts and central medians, as well as improvements to the pedestrian pavement surface.	Immediate	City of Ballarat, VicRoads

Activity Centre	Action	Timeframe	Lead
Midvale	Undertake a Structure Plan that investigates and addresses: <ul style="list-style-type: none"> <li>Connections from the rear car park to the retail areas;</li> <li>Additional medium density residential development proximate to the centre; and</li> <li>A café and children's play area within the centre.</li> </ul>	Short Term	City of Ballarat, local community, business owners and other stakeholders in Midvale, DPCD, VicRoads
	Investigation of the establishment of a community services hub within or in close proximity to the centre.	Short to Medium Term	City of Ballarat
	Work with transport providers to improve the provision of public transport access to this centre.	Medium to Long Term	City of Ballarat, DoT and local transport operators
	Council to identify short term actions to improve the amenity of the centre.	Immediate	City of Ballarat
Lucas	Implement the Precinct Structure Plan that has been developed for the Alfredton West Precinct in the Ballarat West Growth Area.	Short Term	City of Ballarat, DPCD
	Define the centre as a Neighbourhood Activity Centre, until such time as the retail capacity and residential population proximate to the centre exists to support the designation of the centre as a Large Neighbourhood.	Short Term	City of Ballarat
Buninyong	Undertake a structure planning process for the centre. This plan could consider the following: <ul style="list-style-type: none"> <li>A community meeting space or focal point within the centre;</li> <li>Pedestrian connectivity across the Midland Highway;</li> <li>Additional residential development in proximity to the centre, diversifying housing choice and mix;</li> <li>The development of sites for tourism accommodation in and around the centre, including B&amp;Bs and homestays;</li> <li>Enhance opportunities for evening entertainment for a range of age groups in Buninyong; and</li> <li>Infill development opportunities around the key junction of the Midland Highway and Warrenheip Street.</li> </ul>	Short Term	City of Ballarat, local community, business owners and other stakeholders in Buninyong VicRoads, DPCD, Tourism Victoria
	Work with stakeholders to develop an Investment Attraction Strategy including a Target Tenancy Plan that would aim not only to brand the centre, but to also increase the range of service and retail opportunities available. As part of this Investment Attraction Strategy consider development of a comprehensive marketing and tourism promotion plan to capitalise on local tourism attractions (heritage and environmental assets) and entertainment opportunities for tourists as well as local City of Ballarat visitors.	Short to Medium Term	City of Ballarat, local community, business associations, trader groups, tenants, landowners and business networks, Tourism Victoria
	Work with local transport providers to increase the frequency and availability of public transport between Buninyong, residential areas and the University of Ballarat.	Short to Long Term	City of Ballarat, DoT and local transport operators
	Council to identify short term actions to improve the amenity of the centre.	Immediate	City of Ballarat
Sebastopol South	Undertake a structure planning process for the centre. This plan could consider the following: <ul style="list-style-type: none"> <li>The appropriate final boundary for this Activity Centre;</li> <li>Appropriate zoning for land within the final boundary of the Activity Centre;</li> <li>Pedestrian connections across the Midland Highway in proximity to the Bowling Club and the Library/ Maternal and Child Health Centre;</li> <li>The preferred name for the centre;</li> </ul>	Short Term	City of Ballarat, local community, business owners and other stakeholders in Sebastopol South, DPCD, VicRoads

Activity Centre	Action	Timeframe	Lead
	<ul style="list-style-type: none"> <li>■ Improve the existing Library area with a community meeting space and outdoor landscaping improvements including seating areas;</li> <li>■ Streetscape amenity (e.g. through tree planting, weather protection and improved footpaths for pedestrians);</li> <li>■ Provision of public toilets, disabled access and other street furnishings; and</li> <li>■ Opportunities for outdoor dining and other mechanisms to increase passive surveillance within the centre.</li> </ul>		
	Develop a Safety and Security Improvement Plan for the centre and promote the consideration of CPTED principles.	Short to Medium Term	City of Ballarat
	Work with Coles to improve the presentation, safety and retail offer of the existing supermarket (possibly through redevelopment of the site), which in turn would encourage new and additional tenancies providing a wider range of goods.	Short to Medium Term	City of Ballarat, Coles management group and/or land owner.
	Work with transport providers to improve access to the centre by public transport.	Short to Long Term	City of Ballarat, DoT and local transport operators
	Council to identify immediate projects to improve amenity of the centre, and commence establishing coordinated canopy tree planting along footpaths and central medians, as well as improvements to the pedestrian pavement surface.	Immediate	City of Ballarat, VicRoads
<b>Redan</b>	Prepare and implement a streetscape masterplan for the Latrobe Street median / kerbside planting scheme.	Short to Medium Term	City of Ballarat
	Work with the community and key business stakeholders to agree on a suitable name for the centre such as the suggested 'Redan'.	Short Term	City of Ballarat, local community, business owners and other stakeholders in the area
	Improve weather protection, provision of public toilets, disabled access and other street furnishings, such as seating and lighting.	Long Term	City of Ballarat
	Construct generous and continuous footpaths along Latrobe Street (south side) with adjoining shade planting.	Medium Term	City of Ballarat
<b>Alfredton East</b>	Prepare a streetscape masterplan for the centre and implement consistent landscape, treatments, paving and street furniture treatments throughout.	Short to Medium Term	City of Ballarat
	Provide an outdoor community meeting space with seating and community information.	Short to Medium Term	City of Ballarat
	Work with the community and business stakeholders to agree on an appropriate name for the centre such as the suggested 'Alfredton East'.	Short Term	City of Ballarat, local community, business owners and other stakeholders in the area
	Work with property owners to pursue a north-south link between Sturt Street and Jelbart Place.	Short to Long Term	City of Ballarat
	Improve connections and visual links between the centre and surrounding parkland.	Short to Long Term	City of Ballarat, centre landowners and tenants
<b>Northway</b>	Undertake an assessment of existing public facilities in the centre and provide universal access and toilet facilities where required.	Short to Medium Term	City of Ballarat
	Review weather protection and pursue improvements where required.	Short to Medium Term	City of Ballarat
<b>Miners Rest</b>	Review the extent of the Mixed Use zone and define a smaller area of Mixed Use zoning to support the establishment of a compact centre.	Short Term	City of Ballarat

Activity Centre	Action	Timeframe	Lead
	Undertake an assessment of existing public facilities in the centre and provide universal access and toilet facilities where required.	Short to Medium Term	City of Ballarat
	Review weather protection and pursue improvements where required.	Short to Medium Term	City of Ballarat
Pleasant Park	Investigate options for provision of additional on-street angled car parking to the immediate north of the centre along Sussex Street.	Short to Medium Term	City of Ballarat
	Investigate opportunities for increased landscaping in and around the centre to build on its proximity to City Oval.	Short to Medium Term	City of Ballarat
	Review weather protection and pursue improvements where required.	Short to Medium Term	City of Ballarat
	Undertake an assessment of existing public facilities in the centre and provide universal access and toilet facilities where required.	Short to Medium Term	City of Ballarat
Wendouree Bulky Goods Centre	Ensure the <i>Interim Guidelines for Large Format Retail Premises</i> (DPCD) are incorporated as a reference document within any policy on Activity Centres.	Short to Long Term	City of Ballarat
	Improve connections to the Wendouree Major Activity Centre.	Short to Medium Term	City of Ballarat
	Ensure on-going monitoring of the take up of land for bulky goods retailing in the area to allow consideration of additional land if a net community benefit can be established.	Short / Long Term	City of Ballarat

# Introduction





# 1. INTRODUCTION

The following document provides a comprehensive Activity Centres Strategy for the City of Ballarat. The Activity Centres Strategy (hereafter referred to as the Strategy) draws together existing research and data with population forecasts and trend analysis to identify the specific role and function each Activity Centre may play in furthering the economic role of Ballarat as the major centre for the Western Region of Victoria.

The Strategy also seeks to provide the City of Ballarat (the Council) with a range of mechanisms by which to facilitate better decision making regarding the allocation of services and infrastructure. It also seeks to inform where investments are required to create new business and employment opportunities.

## 1.1 Strategy Structure

For clarity and ease of reading, the Strategy has been divided into four parts as set out below.

- Part A** – **Ballarat Today:** this part of the Strategy reviews and explores the characteristics of the City's existing resident population, labour force, industries of employment and its centres. Part A provides an important analysis of Ballarat today in order to inform the Strategy.
- Part B** – **Ballarat Looking Forward:** this part of the Strategy builds on the information provided in Part A to forecast growth and change in Ballarat up to 2030. Part B seeks to better understand demand for floorspace in Ballarat's Activity Centres and the opportunities and constraints of each centre.
- Part C** – **The Strategy:** This part of the Strategy translates the key findings of Parts A and B into visions and recommendations for Ballarat's Activity Centres. The recommendations are communicated as planning principles, strategies and design objectives for each centre. Part C provides a future hierarchy of Activity Centres, a framework by which to assess the next community benefit of future developments as well as benchmark retail and employment information.
- Part D** – **Implementation and Management:** to conclude, Part D of the Strategy provides a comprehensive summary of recommendations and an appropriate plan for implementation. This part includes a development action plan for each centre and key infrastructure requirements for Ballarat's Activity Centres. It also provides recommendations as to the planning process to implement the Strategy in addition to timeframes and key responsibilities.

## 1.2 Strategy Brief and Scope

The Strategy focuses on 13 existing and three planned Activity Centres in the City of Ballarat. Accordingly the Strategy focuses on centres designated for retail and commercial office uses as well as centres that generate employment through special uses such as health and education.

The Strategy has been broken down into the following timescales:

- Short Term (2011 – 2016);
- Medium Term (2017 – 2021); and
- Long Term (2022 - 2030).

The key objectives of the Strategy are to:

- Provide a robust policy environment to support the long term planning and viability of retail, commercial and social activities in addition to residential development within each Activity Centre;
- Protect the primacy of Ballarat CBD as the Principal Activity Centre for retail, commerce, entertainment and development in the City;
- Support the appropriate growth and development of other Activity Centres without significantly impacting the primacy of Ballarat CBD;
- Identify the existing and potential future hierarchy of Activity Centres in light of state planning policy, forecast retail expenditure and centre performance;
- Identify land use and infrastructure requirements for each Activity Centre;
- Identify opportunities for further investment to support the growth of Ballarat through the creation of new business and employment opportunities in addition to enhancing the diversity of retail, commercial and social activities; and
- Provide a long term vision for the City of Ballarat to become the most significant retail destination in regional Victoria.

## 1.3 Methodology

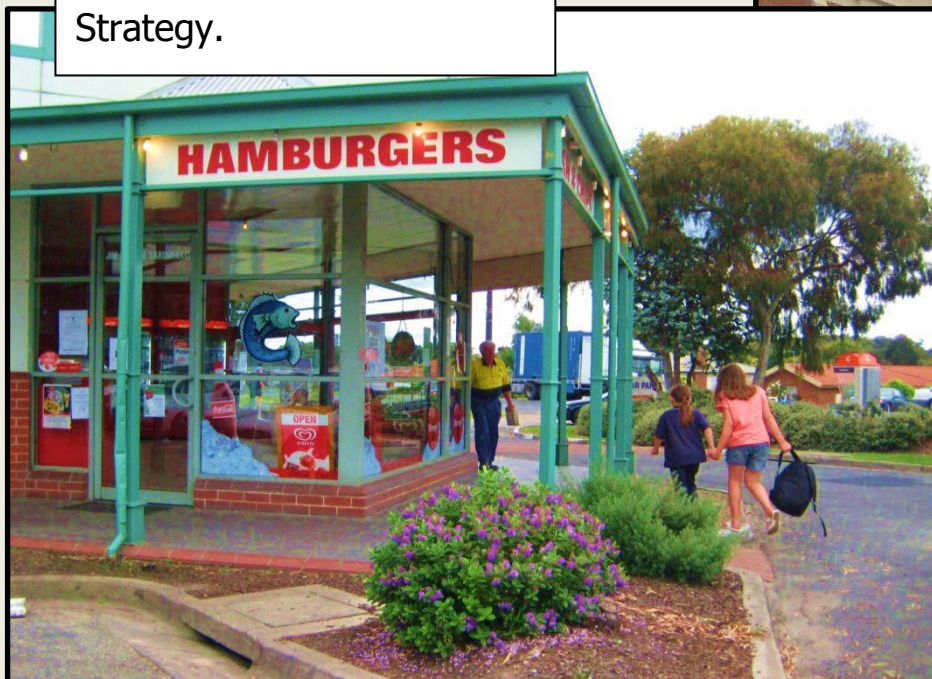
In order to inform this Strategy, a range of methods were adopted including:

1. A review of prior Council studies and surveys;
2. A review of local and regional planning policies;
3. Site visits to each centre;
4. A survey of retail and commercial floorspace in each centre;
5. A survey of shoppers, visitors and businesses;
6. Consultation with Council officers and other key stakeholders;
7. Analysis of ABS Census and Council statistics and forecasts;
8. The preparation of a retail expenditure model to forecast retail supply and demand; and
9. Preparation of strategic guidance for Council to inform decision making and the development of future plans.

# Part A Ballarat Today



This part of the Strategy reviews and explores the characteristics of the City's existing resident population, labour force, industries of employment and its centres. Part A provides an important analysis of Ballarat today in order to inform the Strategy.



## 2. WHAT DOES BALLARAT LOOK LIKE TODAY?

The City of Ballarat is the principal economic centre of Western Victoria. The City is one of the largest inland cities in Australia and the third largest City in Victoria. Located at the junction of four major highways, on a major passenger rail line and within 115km (1.5hour drive) of Central Melbourne, Ballarat is a central and accessible City.

The City of Ballarat is bounded by the Golden Plains, Moorabool, Hepburn and Pyrenees local government areas. It is nominated as one of three major regional centres in Victoria which also includes Geelong (1 hour drive south-east of Ballarat) and Bendigo (2 hours north-east of Ballarat). Accordingly, the State Government anticipates that Ballarat, together with Geelong and Bendigo, will help to accommodate the 477,000 people forecast to relocate in Regional Victoria between 2006 and 2036.

The City also plays an important employment, retail, business and service role for the broader Region. With respect to health, Ballarat's two major regional hospitals, Ballarat Base Hospital and the St John of God Health Care Centre, provide rural and regional health services to Western Victoria. The City's primary, secondary and tertiary education facilities also serve the broader Region. Tertiary institutions include the University of Ballarat, Australian Catholic University, the Deakin University Medical School and the University of Melbourne Rural Clinical School.

The following Chapter provides a profile of how the City of Ballarat is functioning today including a review of its residents, workforce and businesses. This analysis is important for the formulation of the Strategy as the socio-economic composition of the City will have a significant bearing on: the range of goods and services that are required, demand for social and commercial services, and will influence household spend in centres.

Where appropriate this profile has been compared with the state of Victoria to identify Ballarat's social characteristics and trends. Various sources of data have been used to inform this analysis including:

- The Demographic and Residential Assessment Stage 1 Report Ballarat, MacroPlan (June 2010); and
- The City of Ballarat Economic Strategy 2010 – 2014, SGS Economics & Planning (May 2010).

Additional population and employment figures have been derived from ABS Census Data and the Victoria in the Future (VIF) population projections (2008).

### 2.1 Population and Growth Trends

The Victoria in Future (VIF) 2008 population and household projections represent the most recent projections provided by the Victorian State Government. The data indicates that in 2006, the City of Ballarat had a population of 88,437 persons.

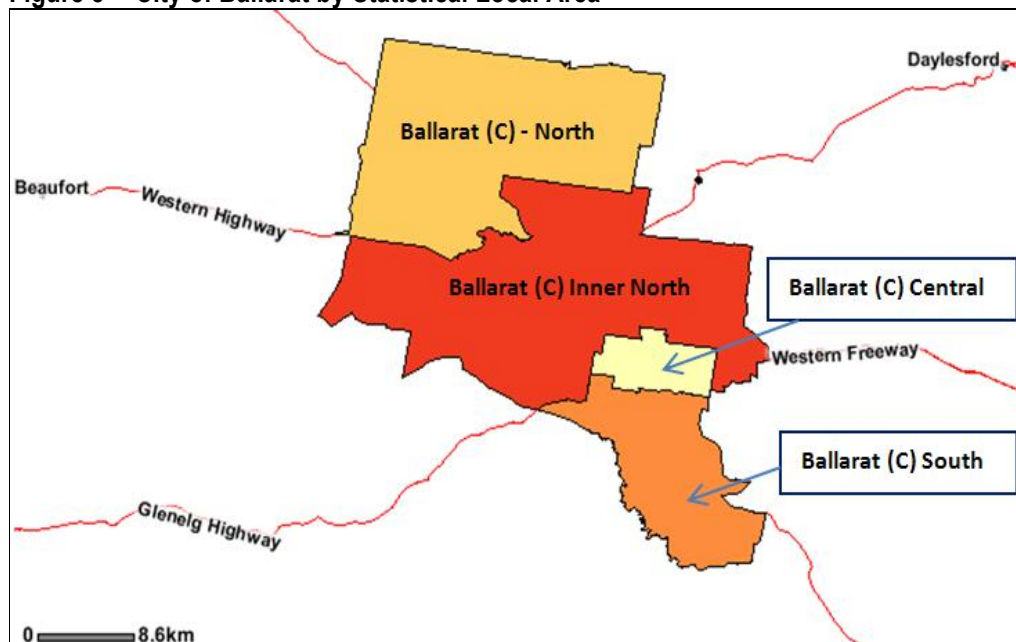
**Table 4 - City of Ballarat Population by SLA (2006)**

SLA	Number of Residents	Proportion of Total
Central	34,300	38%
Inner North	29,910	34%
North	1,018	1%
South	23,209	27%
<b>City of Ballarat</b>	<b>88,437</b>	<b>100%</b>

Source: Victoria in Future Population Projections (2008)

The population was largely concentrated in the Ballarat Central (38%) and Inner North (34%) statistical local area's (SLA's). The least densely populated precinct was Ballarat North which accounted for approximately 1% of the City's population.

**Figure 5 - City of Ballarat by Statistical Local Area**



Source: ABS, as amended by Hill PDA

Population estimates prepared for the City of Ballarat indicate that as at June 2009, Ballarat's resident population was approximately 94,000 people, equivalent to an average annual growth rate of 1.5% or 1,620 new residents per annum<sup>2</sup> since 2001. The majority of this growth (60% or 6,276 persons) occurred in the Inner North SLA. By comparison, the population of the North SLA declined marginally (-56 people).

In light of the high levels of population growth recently experienced in the City, analysis of migration trends provides an indication of where population growth, above natural increase, will come from. Based on past assessments of Ballarat's migration over the period 2001 to 2006<sup>3</sup>:

- The main inflow of migration into Ballarat was from Regional Victoria (excluding Melbourne) comprising over 54% of all migrants;
- The highest source of intrastate migration was from Golden Plains–North West, Hepburn–West and Moorabool West which together comprised 10% of new Ballarat residents;
- Melbourne accounted for only 23% of all migrants;
- 9% of migrants were from overseas and 14% of 'in migration' was from interstate;
- Net migration accounted for around 76% of population growth between 2001 and 2006; and
- Over 70% of the population who migrated to Ballarat were under 44 years of age.

<sup>2</sup> The population of Ballarat City in 2001 was 79,794 persons (Source: ABS 2001 Census)

<sup>3</sup> Source: ABS Migration Data (2006) and MacroPlan Australia (2010)

These trends not only indicate Ballarat's linkages with surrounding localities, it also shows the strong pull the City has on surrounding areas based on the provision of higher order employment and tertiary education and opportunities.

## 2.2 Age Distribution

The population of Ballarat is characterised as having the same median age as Victoria (36 years). However it is a population which is ageing at a faster rate compared to the State average. By way of example, over the period 2001 to 2006 the median age in the City of Ballarat rose from 34 to 36 years, whilst the median age in Victoria rose from 35 to 36 years.

In forecasting likely age distribution within the City of Ballarat to 2021, Council data indicates that from 2006 Ballarat is expected to experience a marginal decline in the proportion of the population aged under 24 years (-4%) and an increase in the proportion of the population aged 55 to 74 years (+5%). While the trend towards an ageing population is projected Australia wide, the decline in the proportion of younger residents may be attributed to a number of factors. These factors are likely to relate to the movement of younger residents out of the area for education and employment opportunities coupled with the national trend of declining household sizes.

## 2.3 Household Structure

The average household size in the City of Ballarat was 2.5 persons per dwelling in 2006 and was relatively consistent with the Victorian average (2.6). However the City has a notably lower proportion of family households (68%) compared to state wide trends (71%).

Consistent with national trends, the proportion of couples with children in the City fell significantly from 63% in 2001 to 42% in 2006. Concurrently, the City of Ballarat experienced a growth in the proportion of couples with no children which increased by 15% (to 38%) over the same period. This trend may be attributed to a number of factors including the ageing of the population, declining fertility rates, changing social trends and Ballarat's growing popularity with professional couples without children.

Consistent with declining fertility rates, a steady decrease in household sizes has been experienced in Australia over much of the last century. Accordingly, in forecasting likely dwelling requirements for Ballarat, it has been estimated that household sizes will fall from 2.4 in 2010 to 2.3 by 2030 and further again to 2.2 by 2050.

Whilst household structure in the City of Ballarat remained relatively stable over the 2001 to 2006 period, Ballarat has a notably higher proportion of lone person households (28%) compared to Victoria (24%). The number of lone person households is predicted to further increase in line with the ageing of Ballarat's population, and is likely to be a key contributor in the demand for housing types across the City.

## 2.4 Household Income

The median weekly household income in Ballarat as at 2006 was \$838, relatively lower than the state average of \$1,021. The following table shows the distribution of incomes in the City of Ballarat showing the main proportion of households earning within medium to low income brackets.

**Table 5 - City of Ballarat Weekly Household Income Distribution (2006)**

Weekly Household Income	City of Ballarat	Victoria
\$0-349	18%	15%
\$400-\$799	25%	22%
\$800-\$1,399	25%	24%
\$1,400-\$2,499	16%	19%
\$2,500+	5%	10%
Partial income stated	7%	8%
All incomes not stated	3%	3%
<b>Total</b>	<b>100%</b>	<b>100%</b>
<b>Median Weekly Household Income</b>	<b>\$838</b>	<b>\$1,021</b>

Source: 2006 ABS Census

## 2.5 Employment

The ABS estimates that the City of Ballarat had a labour force of 36,861<sup>4</sup> people. Analysis of 2006 ABS Journey to Work data, indicates 91% or 32,000 resident workers live and work within the City of Ballarat. The remainder (3,141 people) travel outside of the City for employment. The largest flow of working residents outside of the City is to Melbourne and Hepburn, although this represents only a small proportion of the total labour force.

Based on ABS 2006 Census Data, the City of Ballarat generated 37,974 jobs. However, the Ballarat Economic Strategy prepared by SGS<sup>5</sup> provides alternative employment figures which take into account the ABS undercount and other survey errors. This data estimates that actual employment within the City in 2006 was in the order of 42,700 jobs. The top employment generating industries in 2006 were found to be manufacturing (14.6% of all jobs), health and community services (14.5%), retail trade (13.6%), education (9.6%), construction (7.6%) and property and business services (6.8%).

Other demographic characteristics pertaining to the City of Ballarat are provided in Appendix 1.

## 2.6 Key Implications

The demographic profile of the City of Ballarat identified the following key implications for this Strategy:

- Lower income levels will impact not only on the range of goods and services being demanded but also on quality, with centres needing to provide cost effective options.
- An ageing population, together with decreasing couples with children, and a decrease in household size will influence the need for centres to meet the needs of older residents through increased social services and wider housing choice.
- The provision of more jobs in the City than working residents indicates the City has the potential to capture retail expenditure from workers who reside outside of the local government boundary.

<sup>4</sup> It is important to note that the ABS Census data undercounts the population and may give less accurate counts of labour force participation than the official estimates derived from the monthly ABS Labour Force Survey.

<sup>5</sup> Source: City of Ballarat Economic Strategy 2010 – 2014, SGS Economics & Planning (May 2010).

## 3. EXISTING CENTRES IN BALLARAT

The following Chapter provides a profile of existing and planned Activity Centres within the City of Ballarat. A description of each centre is provided based on data gathered through site visits, floorspace surveys, community consultation and prior studies. The Chapter establishes how centres in Ballarat are presently performing in addition to the role they play within Ballarat's existing Activity Centres hierarchy. The Chapter also discusses opportunities to enhance the ability of centres to meet the needs of local residents as well as visitors to the City.

### 3.1 Existing Centre Hierarchy

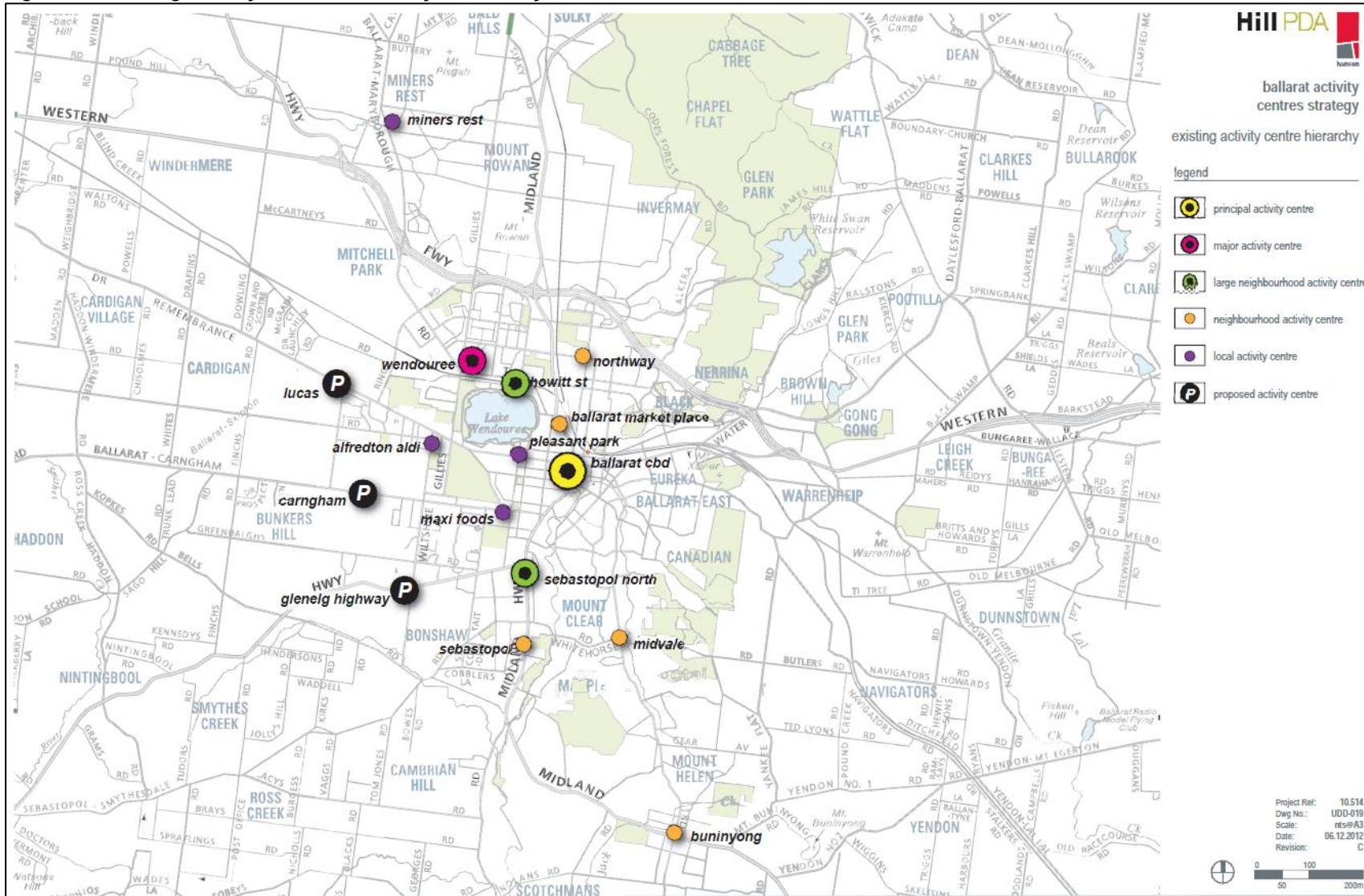
The City of Ballarat has 13 existing Activity Centres of varying scales and role which are the subject of this Strategy. In addition Council has designated land for three additional centres to be developed within Ballarat's growth areas referred to as the proposed Glenelg Highway and Lucas Activity Centres.

It should be noted that Hill PDA's survey of the City of Ballarat identified a number of additional retail stores and clusters outside of Activity Centres that are part of this Strategy and which in many cases could be identified as Local Activity Centres. These are noted in Section 3.17.

The following map shows existing Activity Centres in the City of Ballarat.



Figure 6 - Existing Activity Centres Hierarchy for the City of Ballarat



For the purposes of this Strategy, and in keeping with State Government Policy, each of the existing centres have been categorised within a hierarchy. For the purposes of defining their place in the hierarchy we have applied the following definitions which have been based on the objectives and definitions of the Melbourne 2030 Strategy, as well as the definitions used by prior retail studies undertaken for Council<sup>6</sup>. These definitions are subsequently revised for future use and the categorisation of centres in the proposed hierarchy in Part C, Chapter 9 of this Strategy.

### **Principal Activity Centres**

These centres provide a range of retail, business, community and recreation facilities creating an important focus for the surrounding community. They have a very large catchment area (over 200,000 people), thereby providing over 100,000sqm in retail floorspace.

Principal Activity Centres generate a high number of trips and therefore should form part of a network of centres linked by public transport. They should also be the primary location for government and private investment and development providing a sympathetic mix of employment and housing options.

### **Major Activity Centres**

These centres have a similar mix of uses to Principal Activity Centres yet differ on account of the scale of their catchment area. These centres may provide between 40,000sqm and 100,000sqm of retail floorspace.

These centres provide a range of grocery and higher order goods as well as some commercial and service business options that support rather than detract from the role of Principal Activity Centres(s). Consistent with the higher order centres, Major Activity Centres should be connected to public transport networks and provide a broad range of employment and non-employment generating uses.

### **Neighbourhood Activity Centres**

These centres provide a mix of retail and commercial businesses that serve the needs of the immediate community. These centres are generally less than 10,000sqm in scale and provide weekly or convenience shopping options for a trade area up to 30,000 persons. The larger of these centres may however exceed 10,000sqm.

These centres should be prioritised in areas that are close to community infrastructure (i.e. libraries, schools and health services) and that are also served by public transport, cycleways and pedestrian networks. Higher density housing is encouraged within and/or surrounding Neighbourhood Activity Centres to provide a range of convenient and well serviced housing options.

### **Local Activity Centres**

These centres provide convenience or 'top up' shopping options and may include a small supermarket or convenience store. Their offer is predominantly retail and they service a catchment of between 3,000 and 5,000 people. They are generally under 4,000sqm in floorspace.

The existing hierarchy of centres is summarised in the table below.

<sup>6</sup> Including Ballarat West Growth Area Economic Assessment (2010) and Ballarat Interim Activity Centres Strategy (2010)

**Table 6 - Existing Hierarchy of Activity Centres for the City of Ballarat**

Hierarchy	Activity Centres
Principal Activity Centres	Ballarat CBD
Major Activity Centres	Wendouree (incl. Stockland Wendouree)
Neighbourhood Activity Centres ( <i>Large</i> )	Sebastopol North Howitt Street, Wendouree
Neighbourhood Activity Centres	Sebastopol Ballarat Marketplace (incl. Bunnings) Midvale Northway Buninyong
Local Activity Centres	Pleasant Park Maxi Food Alfredton ALDI Miners Rest IGA
Proposed Activity Centres	Glenelg Highway Lucas Carngham Road

## 3.2 Existing Floorspace Supply

In order to inform the Strategy, in December 2010 Hill PDA completed a floorspace survey of Ballarat's existing Activity Centres. The surveys calculated the number and type of retail and commercial premises within the City, together with an approximation of floorspace by land use type. For the purposes of analysing supply, retail premises were organised into the following categories.

**Table 7 - Retail Store Types**

Retail Store Type	Examples
Department Store	Myer
Discount Department Stores	Big W, Kmart, Target
Supermarket	Woolworths, Coles, IGA, ALDI, Maxi Food
Specialty Food	Butcher, baker, deli, liquor store
Specialty Non Food	Newsagent, pharmacy, book store
Cafes & Restaurants	Bibo Café, Eureka Bistro, L'Espresso
Take-away Food	Indian take-away, fast food
Convenience Store	Coles Express (attached to a petrol station)
Clothing	Just Jeans, Payless Shoes, Sportsgirl
Bulky Goods	Harvey Norman, Bunnings, Sleep City
Personal Services	Hairdressers, video/dvd hire, dry cleaning

Source: Hill PDA (2010)

Other types of premises (not including industrial) were organised into the following groups.

**Table 8 - Other Land Use Types**

Land Use Type	Examples
Commercial – Finance	Banks, building societies, financial planners, accountants
Commercial – Government	Centerlink, Department of Human Services, Council, employment services
Commercial – Legal	Solicitors, legal services
Commercial – Medical	Medical practice, dentist, optometrist
Commercial – Real Estate	Real estate agent
Commercial – Travel Agent	Travel agent
Commercial – General	Floorspace above retail units
Auto Related Businesses	Car sales, auto repair, petrol station

Land Use Type	Examples
Community	Libraries, art galleries
Entertainment	Bowling clubs, cinemas
Recreation and Fitness	Gymnasiums
Accommodation	Hotels, accommodation, licenced venues (pubs and night clubs)
Automotive	Automotive repair yards, automotive equipment yards.
Other	Storage yards, second level storage, residential units above retail
Vacant	Vacant shop front and commercial units

Source: Hill PDA (2010)

Hill PDA's 2010 survey found that the City's 13 Activity Centres accounted for almost 688,900sqm of floorspace. Of this over half was associated to retail floorspace (348,583sqm) with a further 24.8% associated to commercial floorspace (170,589sqm).

It is important to note that a number of floorspace surveys have been undertaken by various experts over the past decade. The results of the surveys and estimated quantum of floorspace vary across each centre as a result of matters such as methodology, extent of centre and land use surveyed. For this reason the floorspace figures provided in this section should be used for indicative purposes only and not relied upon as a basis for influencing the timing, staging or location of new retail floorspace within the City of Ballarat.

**Table 9 - City of Ballarat Floorspace by Land Use (sqm)**

Land Use Category	Floorspace (sqm)	Proportion of Total
Department Store	10,433	1.5%
Discount Department Store	27,293	4.0%
Supermarket	41,442	6.0%
Specialty Food	17,878	2.6%
Specialty Non Food	99,304	14.4%
Convenience Store	2,916	0.4%
Cafes & Restaurants	26,492	3.8%
Take Away Food	5,141	0.7%
Clothing	22,462	3.3%
Bulky Goods	74,699	10.8%
Personal Services	20,523	3.0%
<b>Total Retail Floorspace</b>	<b>348,583</b>	<b>50.6%</b>
Commercial - Finance	27,181	3.9%
Commercial - General	70,871	10.3%
Commercial - Government	25,956	3.8%
Commercial - Legal	9,926	1.4%
Commercial - Medical	25,312	3.7%
Commercial - Real Estate	8,605	1.2%
Commercial - Travel	2,738	0.4%
<b>Total Commercial Floorspace</b>	<b>170,589</b>	<b>24.8%</b>
Community	6,133	0.9%
Entertainment	6,041	0.9%
Recreation and Fitness	2,981	0.4%
Hotel / Pub / Club	63,354	9.2%
Automotive	28,276	4.1%
Other	29,453	4.3%
Vacant	33,471	4.9%
<b>Total Floorspace</b>	<b>688,881</b>	<b>100.0%</b>

Source: Hill PDA (2010)

The greatest share of floorspace, equivalent to 426,662sqm or 61.9% of all floorspace was located within Ballarat Central Business District (CBD). Other centres of note include Howitt Street, Wendouree (69,981sqm or 10.2% of floorspace) and Wendouree including Stockland (57,918sqm or 8.4%).

**Table 10 - City of Ballarat Floorspace by Centre (sqm)**

Centre	Retail	Commercial	Community	Other	Vacant	Total	Proportion of Total
Alfredton ALDI	3,698	100	-	-	54	3,852	0.6%
Ballarat CBD	194,749	123,428	3,851	86,083	18,551	426,662	61.9%
Ballarat City Peripheral	23,635	25,974	1,922	15,037	3,008	69,576	10.1%
Ballarat Marketplace	14,767	-	-	-	-	14,767	2.1%
Buninyong	2,470	3,060	-	555	374	6,459	0.9%
Maxi Food	2,658	542	-	111	-	3,311	0.5%
Midvale	4,199	563	-	74	46	4,882	0.7%
Miners Rest IGA	1,779	-	-	150	-	1,929	0.3%
Northway	1,708	-	-	-	-	1,708	0.2%
Pleasant Park	1,990	694	-	-	-	2,684	0.4%
Sebastopol	4,668	909	360	3,209	55	9,201	1.3%
Sebastopol North	14,718	520	-	308	405	15,951	2.3%
Howitt Street, Wendouree	35,305	10,722	-	21,162	2,792	69,981	10.2%
Wendouree	42,239	4,077	-	3,416	8,186	57,918	8.4%
<b>Total Floorspace</b>	<b>348,583</b>	<b>170,589</b>	<b>6,133</b>	<b>130,105</b>	<b>33,471</b>	<b>688,881</b>	<b>100.0%</b>

Source: Hill PDA (2010)

The results above indicate the greatest proportion of retail floorspace is located in Ballarat CBD, followed by Wendouree (including Stockland) and Howitt Street. Ballarat CBD accounts for the majority of commercial floorspace in the City, with the most shopfront vacancies also being in Ballarat CBD, followed by Wendouree.

### 3.3 Ballarat CBD – Principal Activity Centre

#### Location and Role

The Ballarat Central Business District (CBD) is situated in the heart of the City of Ballarat and performs a regionally significant role in the provision of goods and services to its catchment population. In addition to retail, the centre performs a strong administrative and civic role providing a range of employment opportunities.

The CBD, as defined by the Ballarat Planning Scheme, incorporates Mair Street, Grenville Street, Lydiard Street, Armstrong Street, Doveton Street, Main Road, Peel Street South, Main Road, Victoria Street and Dana Street. Sturt Street and Bridge Mall form the central spine of the CBD running east to west and accordingly the main concentration of retail and commercial activity is within this area.

Bridge Mall to the east of the CBD comprises a pedestrian shopping mall which occupies a section between Grenville Street and Humffray Street providing traditional high street retailing. The largest indoor shopping mall in the CBD is the Central Square Shopping Centre which is located on Armstrong Street South. There are also a number of larger format warehouse retail units and trade stores situated within the northern and eastern peripheries of the CBD.

Ballarat CBD has a diverse mix of both national retailers and independent traders. Key retail attractors include the Myer and Target department stores in the Central Square Shopping Centre and the Big W discount department store on Curtis Street. The CBD is also anchored by two Coles supermarkets and a Woolworths supermarket.

In addition the CBD performs an important civic function being the main office location for the City of Ballarat, Ballarat Law Courts, the Town Hall and the regional police headquarters. Other civic uses include a public library and government offices for a number of state and federal agencies.

The CBD also plays a strong educational role containing several major secondary schools to the west and south-east of the CBD, higher education facilities and a campus of the University of Ballarat. It offers a range of arts, entertainment and cultural facilities such as a cinema, theatre and art gallery in addition to two hospitals, the Ballarat Base Hospital and St John of God.

### **Planning Designation**

The majority of Ballarat CBD is designated as Business 1 Zone (B1Z) in accordance with the Ballarat Planning Scheme, which permits uses such as shops, offices, food and drink premises and restaurants, without requiring a permit (subject to consistency with the other controls in the Scheme and the B1Z schedule.)

Additional zones which apply to periphery areas of the CBD include Residential 1 Zone (R1Z), Public Use 2 Education Zone (PUZ2), Mixed Use Zone (MUZ) and Special Use 5 Zone (SUZ5) – Private Education Establishment.

The CBD is also affected by a range of overlay controls as follows:

- The majority of the CBD is affected by precinct wide Heritage Overlays (HO171 and HO176) while a large number of buildings within the centre are also covered by individual Heritage Overlays.
- The area around Bridge Mall is affected by Design and Development Overlay - Schedule 1, Bridge Mall which seeks to create a high quality pedestrian environment with a low rise unified built form.
- A central site at the corner of Dana and Grenville Streets is affected by an Environmental Audit Overlay.
- A small area to the northwest of the Activity Centre is also affected by a DDO (Schedule 7 Urban Character Area 11) which is identified for its high Edwardian and inter-war characteristics and a Vegetation Protection Overlay (Schedule 2 – Urban Character Vegetation); and
- It is noted that there are no existing Floodway or Land Subject to Inundation Overlays currently applied to the CBD, although flooding is an issue in parts of the CBD.

Ballarat CBD is also subject to the adopted *Ballarat CBD Strategy* which nominates plans and actions to guide development in the CBD for the next 20 years. The Strategy builds upon the City's key strengths and ensures the CBD will meet the needs of the community into the future. The City has committed to implementing the initial stages of the Strategy. Immediate actions include:

- Appointment of CBD Manager (complete);
- Town Hall Plaza concept;
- Updated car parking strategy;
- Sturt Street pavement works;
- Bridge Mall lighting and furniture upgrades;
- Armstrong Street North re-configuration concept;
- Stage one of Mair Street upgrade;

- Development of upper level development guidelines; and
- Expand heritage grants/verandas project.

As a result, this Ballarat Activity Centres Strategy aims to complement the *Ballarat CBD Strategy* where appropriate and supports the role of the *Ballarat CBD Strategy* in planning for the future of Ballarat CBD.

### **Provision of Floorspace**

Hill PDA's 2010 survey found Ballarat CBD provided 426,662sqm of floorspace, of which 194,749sqm was associated to retail, representing 45.6% of all CBD floorspace. A further 28.9% or 123,428sqm was associated to commercial uses. Ballarat CBD floorspace is further broken down by land use category in the following table.

**Table 11 - Existing Floorspace in Ballarat CBD<sup>7</sup>**

<b>Category</b>	<b>Floorspace (sqm)</b>	<b>Proportion of Total</b>
Department Store	10,433	2.4%
Discount Department Store	19,462	4.6%
Supermarket	13,201	3.1%
Specialty Food	7,863	1.8%
Specialty Non Food	69,632	16.3%
Convenience Store	455	0.1%
Cafes & Restaurants	15,647	3.7%
Take Away Food	921	0.2%
Clothing	17,780	4.2%
Bulky Goods	29,828	7.0%
Personal Services	9,527	2.2%
<b>Total Retail Floorspace</b>	<b>194,749</b>	<b>45.6%</b>
Commercial - Finance	19,842	4.7%
Commercial - General	54,927	12.9%
Commercial - Government	23,717	5.6%
Commercial - Legal	9,402	2.2%
Commercial - Medical	7,868	1.8%
Commercial - Real Estate	5,167	1.2%
Commercial - Travel	2,505	0.6%
<b>Total Commercial Floorspace</b>	<b>123,428</b>	<b>28.9%</b>
Community	3,851	0.9%
Entertainment	1,334	0.3%
Recreation and Fitness	882	0.2%
Hotel / Pub / Club	57,616	13.5%
Automotive	5,999	1.4%
Other	20,252	4.7%
Vacant	18,551	4.3%
<b>Total Floorspace</b>	<b>426,662</b>	<b>100.0%</b>

Source: Hill PDA (2010)

Apart from retail strip retailing, Ballarat CBD includes Bridge Mall and Central Square shopping areas. Central Square, located on Armstrong Street accounted for 22,400sqm of floorspace and is anchored by a 9,100sqm Myer

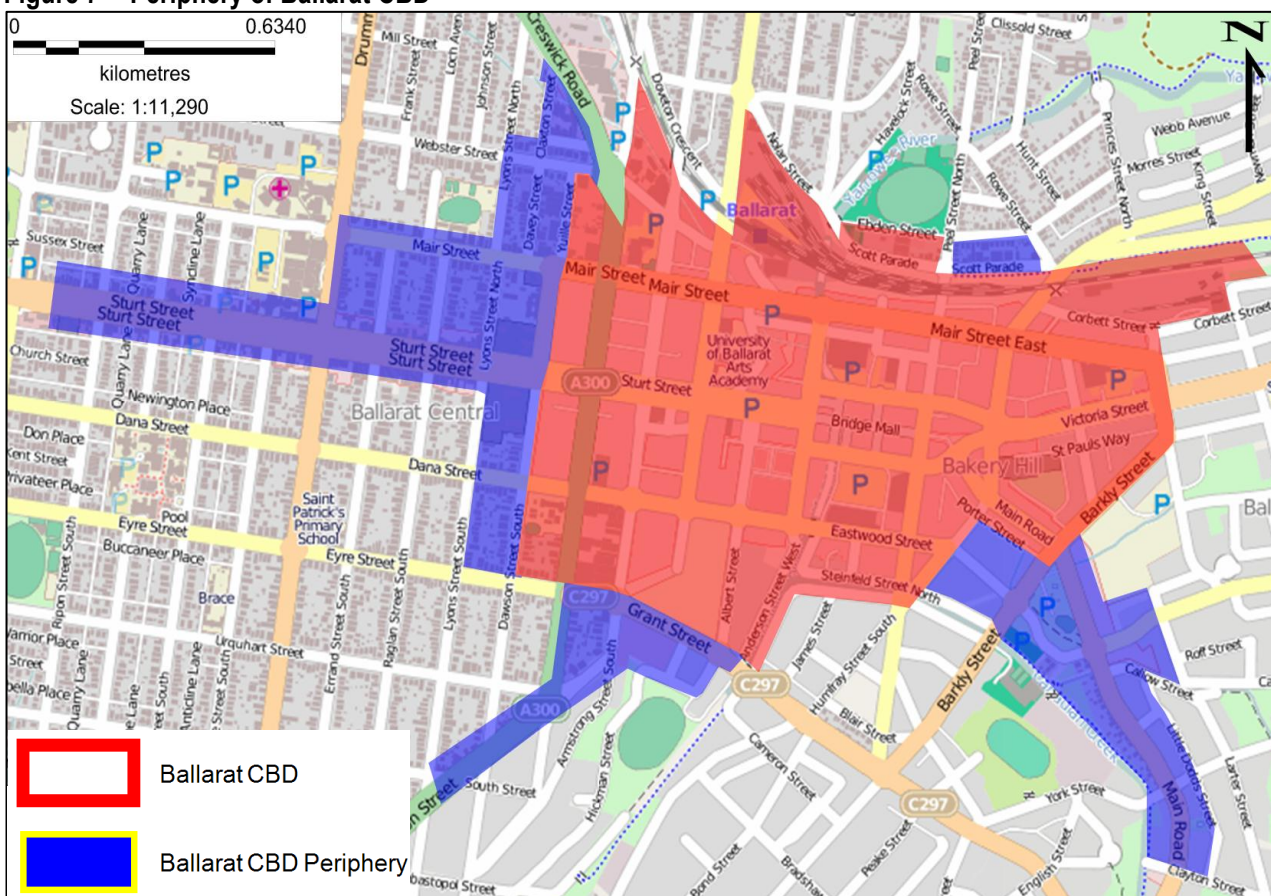
<sup>7</sup> Please note that estimates regarding existing floorspace supply vary based on methodology used. The estimate contained within the Strategy should not be relied upon as a basis for influencing the timing, staging or location of new retail floorspace within the City of Ballarat.

and 7,165sqm Target. Central Square reported a moving annual turnover<sup>8</sup> of \$90.17m in 2010, equating to \$4,154/sqm. This was significantly below the median of \$6,783/sqm for similar sized centres<sup>9</sup>, ranking it 98 out of 100 centres. Central Square’s specialty stores traded at \$6,281/sqm in 2010, significantly below the \$7,780/sqm median.

Around 4.3% of all floorspace within Ballarat CBD was vacant at the time of survey. This represented a healthy level of vacancy with 3% generally considered low and over 10% being considered high. However, this should be reviewed with caution, as consultation with local stakeholders revealed that whilst vacancy was generally low in the CBD there was a high turnover of businesses and tenants.

In addition to the floorspace located in Ballarat CBD is floorspace on the periphery of the CBD. The extent of the periphery surveyed by Hill PDA is shown in the following map.

**Figure 7 - Periphery of Ballarat CBD<sup>10</sup>**



Source: MapInfo (2010) and Hill PDA (2010)

At the time of survey an additional 69,576sqm of floorspace was located within the CBD’s peripheral area. Almost equal proportions of this floorspace was associated to retail and commercial floorspace which together accounted for over 49,600sqm of floorspace.

<sup>8</sup> Source: Shopping Centre News Little Guns (2010)

<sup>9</sup> Little Gun shopping centres are defined as centres with a GLA over 20,000sqm and up to 45,000sqm. Stockland Wendouree is also within this category.

<sup>10</sup> Please note that the Ballarat CBD boundary shown above reflects the boundary applied in the Ballarat CBD Strategy. This boundary varied from that which originally informed this centres strategy. Accordingly some floorspace results for the periphery and CBD may vary and should be considered indicative only.



**Table 12 - Existing Floorspace in the Peripheral Area of Ballarat CBD**

Land Use Category	Floorspace (sqm)	Proportion of Total
Specialty Food	1,637	2.4%
Specialty Non Food	8,673	12.5%
Convenience Store	892	1.3%
Cafes & Restaurants	6,360	9.1%
Take Away Food	103	0.1%
Clothing	512	0.7%
Bulky Goods	684	1.0%
Personal Services	4,774	6.9%
<b>Total Retail Floorspace</b>	<b>23,635</b>	<b>34.0%</b>
Commercial - Finance	5,039	7.2%
Commercial - General	7,456	10.7%
Commercial - Government	855	1.2%
Commercial - Legal	524	0.8%
Commercial - Medical	8,689	12.5%
Commercial - Real Estate	3,246	4.7%
Commercial - Travel	165	0.2%
<b>Total Commercial Floorspace</b>	<b>25,974</b>	<b>37.3%</b>
Community	1,922	2.8%
Hotel / Pub / Club	4,605	6.6%
Automotive	1,459	2.1%
Other	8,973	12.9%
Vacant	3,008	4.3%
<b>Total Floorspace</b>	<b>69,576</b>	<b>100%</b>

Source: Hill PDA (2010)

## Trade Area Identification

### Primary Trade Area

The Primary Trade Area (PTA) for the Ballarat CBD may be defined as the area from which it draws the majority of its trade particularly for regular food and grocery shopping. On this basis, the PTA will be affected by the presence of supermarkets and food stores around the City. Given that there is little differentiation between either the types of goods provided by such retailers or their prices, residents generally tend to use their nearest supermarket based centre.

The extent of the PTA of the CBD is limited by the presence of the Howitt Street and Stockland Wendouree Activity Centres to the north and west, Alfredton ALDI to the west and Sebastopol and Midvale to the south. On this basis, the CBD is likely to capture most of the food and grocery expenditure from residents in the east of the City which are not served by supermarkets that can compete with the strong offer of the CBD.

As a result, the geographical extent of the trade area includes the suburbs of Golden Point, Mt Pleasant, Ballarat Central, Ballarat East, Brown Hill, Soldiers Hill, Black Hill and Nerrina. It is estimated that the PTA of Ballarat CBD accounts for around 27,000 residents<sup>11</sup>.

<sup>11</sup> Based on a variety of sources including ID forecasts and Victoria In Future (2008)

The CBD will also benefit from the retail spend of workers, students and tourists. Whilst these groups may spend a small component of their expenditure in supermarkets and grocery stores, it is likely the majority of their expenditure goes to the likes of specialty food, banking, personal services, cafés and restaurants.

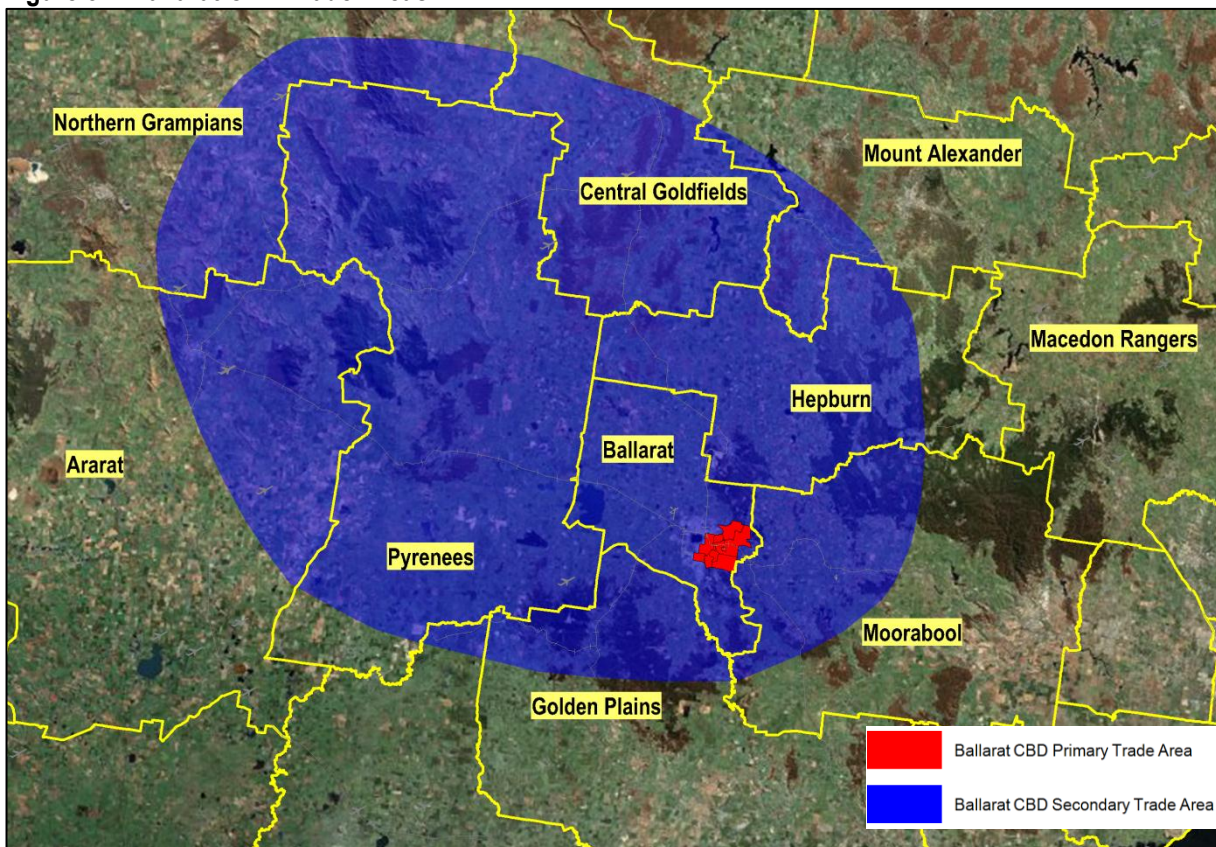
### Secondary Trade Area

Ballarat CBD contains the largest concentration of retail and commercial floorspace in the City and a number of key attractors including Myer, Big W, Target, JB Hi-Fi and The Good Guys. It also performs an important civic and administrative role, accommodates a significant number of jobs in the commercial and retail sectors, provides education facilities, and is the focus for culture and entertainment. As such, it attracts people from across the City and from areas beyond.

On this basis, the Secondary Trade Area (STA) is likely to encompass around 160,000 people including residents of the City, plus a minor proportion of residents from adjacent local government areas such as Ararat, Central Goldfields, Corangamite, Golden Plains, Hepburn, Moorabool, Mount Alexander and the Pyrenees.

The trade areas of Ballarat CBD are illustrated in the following map.

**Figure 8 - Ballarat CBD Trade Areas**



Source: MapInfo (2010) and Hill PDA (2010)

### Urban Design

Typically Ballarat CBD features wide streets, historic architecture with robust buildings of two and three storeys. The pedestrian realm is well developed with covered public footpaths in areas of high retail activity.

There is a distinct lack of street tree planting throughout much of the CBD, however provision of footpath canopies does provide some weather protection in those parts lacking vegetation.

Car parking in an array of angled, perpendicular and parallel arrangements contribute to quite extensive asphalt areas and wide carriageways. Pedestrian crossings are provided at regular intervals with median 'refuges' to assist with the wide road crossings.

Ballarat CBD forms a series of distinct areas, with Bakery Hill, the Bridge Mall area, Sturt Street boulevard, key historic area and peripheral areas all having distinct character. Connection between these areas are not however always coherent, for example, there is little connection in activity between the western ends of the Sturt Street boulevard (i.e. the 300 and 400 blocks) and the Bridge Mall.

The background documentation for the recently completed Ballarat CBD Strategy 'Making Ballarat Central' (2010) contains a sound and more detailed analysis of the existing characteristics of Ballarat CBD that should be considered.

### **Transport and Access**

Within Ballarat CBD, Doveton, Sturt and Victoria Streets carry the majority of through vehicle traffic. Prior studies have identified the amenity appeal and importance of these streets to visitors to Ballarat, yet indicating the need to reduce existing congestion relating to day to day traffic. Accordingly initiatives such as improvements to Mair Street are presently being implemented to assist in the bypass of non-essential traffic and heavier vehicles through the CBD Strategy.

On street car parking is provided on some streets around the CBD. Surface level car parks are provided at Curtis Street and Little Bridge Street and the Central Square Shopping Centre has a multi-storey car park. The Ballarat CBD Strategy (2010) identified the development potential of the Curtis Street and Little Bridge Street sites by identifying opportunities to create an active building frontage onto adjacent core pedestrian areas whilst maintaining their off street car parking functions.

Ballarat Railway Station is located in the north of the CBD on Lydiard Street North and provides direct connections to Melbourne, Ararat and Maryborough. During peak hours the Ballarat to Melbourne services run every half hour with the journey taking approximately 1.5 hours. Public bus services radiate from the CBD to surrounding suburbs and towns with 17 of the 19 municipal bus routes circulating or converging on the CBD.

A frequent comment raised during the survey process related to the need to consolidate the CBD so that it was more convenient to visit a range of retail facilities without the need to drive between them. Prior studies have also identified the need to improve pedestrian connections between the different areas of the CBD through footpath upgrades, the provision of weather protection and the benefits of redevelopment of some strategic sites. It is understood that Council is presently addressing issues regarding the CBD's connectivity through the implementation of a Pedestrian Wayfinding Strategy.

The CBD is the focus of a number of on and off road bicycle routes which provide access to the wider City of Ballarat.

### **Existing Strengths and Weaknesses**

Extensive work has been conducted by Council to identify the existing strengths, weaknesses and opportunities for Ballarat CBD. The most recent study was the preparation of the Ballarat CBD Strategy (2010). The following section draws on some of the key findings and conclusions of this Strategy in addition to the comments raised during focus group sessions and through observation during site visits.

Strengths

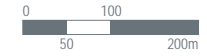
- Ballarat CBD's historical and heritage significance.
- Diverse offer of businesses and facilities including retail goods and services, civic, health, educational and cultural, arts and entertainment options.
- Largest quantum of established retail and business uses in the City.
- Serves as the main transport hub for the City of Ballarat.
- Historic character, unique architecture and large boulevard along Sturt Street.
- The topography provides interest and opportunities for attractive views and vistas.
- The presence of the University of Ballarat in the CBD increases its profile and encourages visitors from a wider area.
- Attracts national and international tourists.
- Strong demand for commercial office in the CBD.

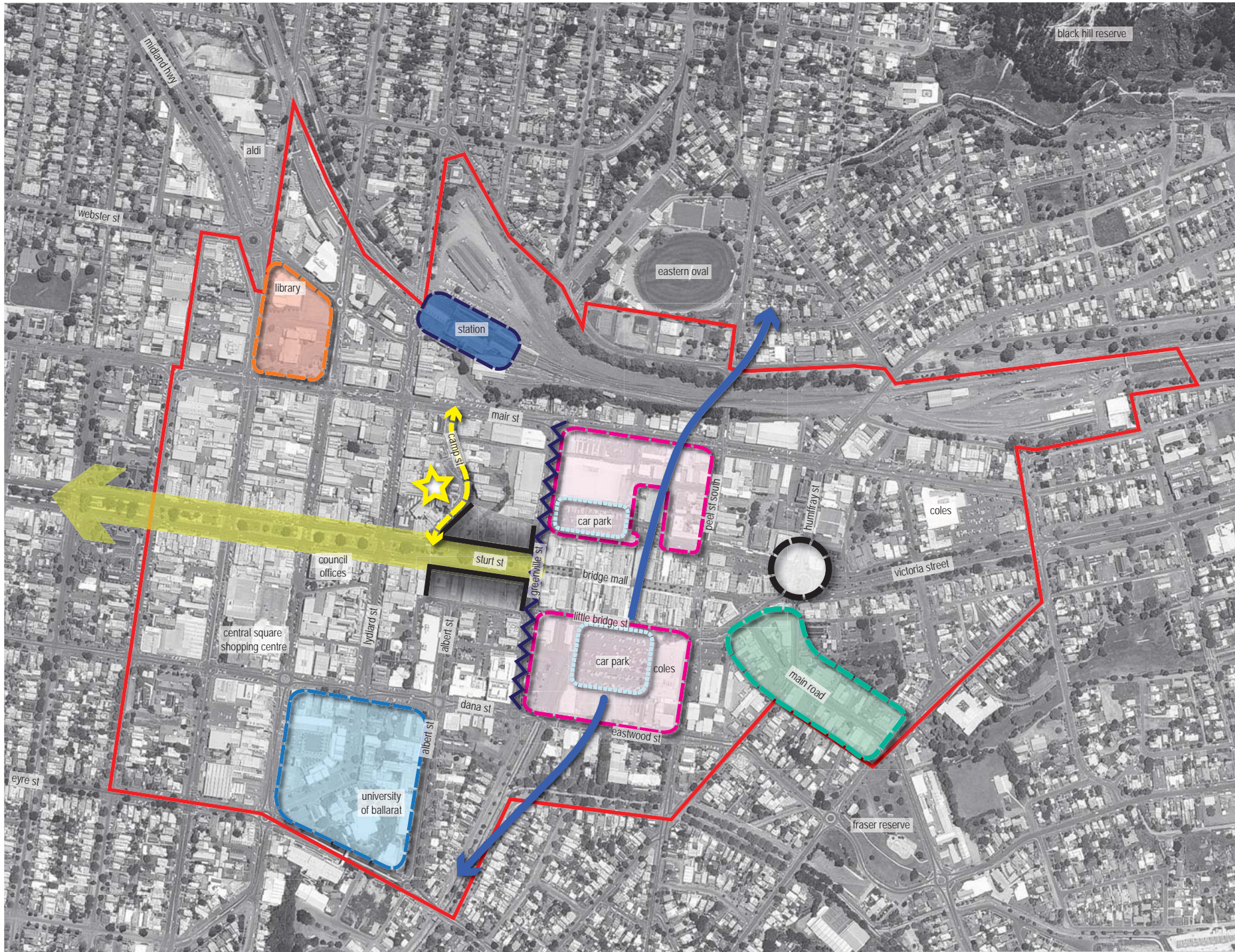
Weaknesses

- The CBD lacks identity, focus or direction and the existing retail precincts lack integration.
- The CBD hosts events which attract visitors yet road closures and other operational changes during events mean that access to existing businesses is hindered.
- The visitor information centre was moved, its previous position was viewed by stakeholders as better.
- Greater competition from other regional centres such as Horsham, Geelong, and Bendigo.
- Competition between centres within the City of Ballarat for anchor retailers and national brands (e.g. between Ballarat CBD and Stockland Wendouree).
- Low vacancy rate but high turnover of retail tenants.
- Small sites, highly fragmented ownership patterns, heritage and flooding constraints make parts of the CBD difficult to redevelop.
- The streetscape and public realm around Bridge Mall are dated.
- The CBD does not directly benefit from its worker population – however it is recognised this may be due to either the limited range and provision of retailers and services, or other factors such as a lack of integration in the CBD.
- Poor perception of safety, particularly at night and around car parks, railway underpasses and night time venues (lack of passive surveillance).
- Steep topography around some parts of the centre creates access constraints for the mobility impaired or parents with children.
- Poor foot traffic as the CBD is very car orientated and used predominantly for destination shopping/visits – not browsing.
- Number of pedestrians and passing trade falls dramatically after 5pm. There is a lack of night time activity except around the night club area in Lydiard and Camp Streets.
- Lack of public toilets.
- There is a Ballarat Farmers Market but it is vulnerable to weather conditions and is relatively small.
- Lack of ethnic food suppliers, café's and restaurants.



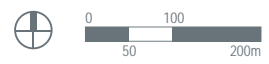
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Dwg No.: UDD-001  
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Date: 6.12.12  
Revision: D





- Legend**
- activity centre boundary
  - focus for renewal and key development opportunities
  - high quality boulevard lined with heritage buildings
  - high quality retail strip
  - presence of university- education focal point
  - station proximity to retail core
  - focus for renewal and community focal point
  - low lying land - Yarwowie River (underground)
  - sleep topography
  - barrier and distinction between east and west activity and presentation
  - arts precinct potential
  - poor entrance to town

Project Ref: 10.514  
 Dwg No.: UDD-001  
 Scale: 1:6000@A4  
 Date: 6.12.12  
 Revision: C



## 3.4 Wendouree – Major Activity Centre

### Location and Role

Wendouree is defined as a Major Activity Centre that provides an alternative convenience and comparison retail option to the Ballarat CBD. It is situated adjacent to Gillies Street approximately 6km to the northwest of the CBD.

The Activity Centre is anchored by the Stockland Wendouree shopping centre which accommodates the key retail attractors of Kmart, Coles and Safeway. Directly opposite Stockland Wendouree on Gillies Street are a number of bulky goods operators which function together as a homemaker centre and add to the retail attraction of Wendouree. Key occupiers include Freedom Furniture, Adairs, Harvey Norman, Domain and Beacon lighting amongst other traders.

To the southwest of this precinct are a number of departmental offices fronting Learmonth Road. These include VicRoads and the Department of Transport Regional Office, the Central Highlands Water Regional Office, Centrelink Call Centre and the Department of Sustainability and the Environment.

### Planning Designation

The Stockland Wendouree shopping centre is zoned Business 1 Zone (B1Z) in the Ballarat Planning Scheme. The retail cluster on the western side of Gilles Street is zoned Business 4 Zone (B4Z). There is also an area of Business 2 Zone (B2Z) within the existing Activity Centre boundary. Heritage Overlay Schedule 156 covers the former Redemptorist Monastery, which includes the Harvey Norman on the corner of Howitt and Gillies Street.

### Provision of Floorspace

Based on Hill PDA's 2010 floorspace survey, Wendouree Activity Centre accounts for close to 58,000sqm of floorspace. At the time of survey, the centre provided just over 42,200sqm of occupied retail space and 4,000sqm of commercial floorspace.

**Table 13 - Existing Floorspace in Wendouree**

Land Use Category	Floorspace (sqm)	Proportion of Total
Discount Department Store	7,831	13.5%
Supermarket	6,715	11.6%
Specialty Food	2,090	3.6%
Specialty Non Food	5,328	9.2%
Clothing	2,760	4.8%
Bulky Goods	16,075	27.8%
Personal Services	1,440	2.5%
<b>Total Retail Floorspace</b>	<b>42,239</b>	<b>72.9%</b>
Commercial - General	3,837	6.6%
Commercial - Finance	120	0.2%
Commercial - Medical	120	0.2%
<b>Total Commercial Floorspace</b>	<b>4,077</b>	<b>7.0%</b>
Automotive	3,416	5.9%
Vacant	8,186	14.1%
<b>Total Floorspace</b>	<b>57,918</b>	<b>100.0%</b>

Source: Hill PDA (2010)

The largest proportion of floorspace related to bulky goods (16,000sqm or 27.8% of total floorspace), followed by discount department stores (7,831sqm or 13.5%) and vacancies (8,186sqm or 14.1%).

At the time of survey, the Wendouree Activity Centre had a reasonably high vacancy rate, which was consistent with the findings of the *Interim Activity Centres Strategy*. It is important to note that the majority of vacant floorspace related to that area west of Gillies Street North as opposed to Stockland Wendouree. Discussions with Stockland's centre management identified that the indoor shopping centre was operating with a low level of vacancy (1 vacant tenancy as of December 2010).

Stockland Wendouree accounts for 25,250sqm (GLA). In 2010 Stockland Wendouree had a moving annual turnover<sup>12</sup> of \$153.6m in 2010. This equates to around \$6,305/sqm, which is slightly below the median of \$6,783/sqm for similar sized centres. By comparison, the centre traded at \$5,966/sqm in 2008/2009. Stockland Wendouree's specialty stores traded at around \$7,000/sqm in 2010, below the \$7,780/sqm median for similar sized centres.

Further investment and development into the Wendouree Activity Centre is planned with the State Government recently approving a Woolworths hardware megastore at 21-53 Learmonth Road and 5-7 Grandlee Drive Wendouree. Approval has been granted for 5 tenancies equating to 37,000sqm of floorspace and includes an Oxygen hardware store. A further 2 tenancies are subject to a future application equivalent to an additional 10,300sqm of floorspace. 1,615 at grade car parking spaces also form part of the development approval. The home improvement Oxygen store anchor will include the following components:

**Table 14 - Oxygen Store Components**

Component	Floorspace (sqm)
Restricted Retail / Trade Supplies	8,428
Trade Section	2,280
Landscape Garden Supplies	2,066
Back of house	874
Mezzanine	412
<b>Total</b>	<b>14,060</b>

Source: Oxygen Wendouree 21-53 Learmonth Road & 5-7 Grandlee Drive, Planning Report, URBIS

## Trade Area Identification

### Primary Trade Area

The PTA is the catchment from which the majority of food and grocery shopping occurs. The PTA of Wendouree is likely to comprise the suburb of Wendouree itself, with the trade area to the south and south-west restricted by Alfredton ALDI in the south, and Ballarat CBD and Northway to the east.

As a result and based on data provided by Stockland Wendouree<sup>13</sup>, the PTA for the Wendouree Centre includes the suburbs of Wendouree, Miners Rest, Mitchell Park, Alfredton, Lake Wendouree, Newington and Lake Gardens together with rural areas to the west. This catchment contains around 20,000 persons.

<sup>12</sup> Source: Shopping Centre News Little Guns (2010)

<sup>13</sup> Stockland Wendouree Retailer Marketing Plan (May 2010)



## Secondary Trade Area

Whilst various supermarket based centres both within and outside the City are meeting the everyday food and grocery shopping needs of their residents (e.g. Alfredton, Ararat and Maryborough), they lack a range of clothing and specialty non-food stores. As a result, their residents travel to the likes of Stockland Wendouree for occasional shopping trips (fortnightly and monthly trips). A further attractor of the centre is the provision of at grade car parking and a large bulky goods cluster, which results in dual shopping trips.

Given the offer and mix of retail at Stockland Wendouree, it's recognised that the only other centre of comparison is Ballarat CBD, which would constrain the trade area of the centre to the east. This is reflected in the City's face-to-face survey results which indicated that 26% of participants travelled to the Wendouree Activity Centre from Ballarat Central, Ballarat West, Alfredton, Soldiers Hill, Mt Clear and Mt Pleasant locations. A further 21% travelled from Delacombe and Sebastopol, 17% from Invermay and Miners Rest and 16% from Mitchell Park and Wendouree.

However, the centre's trade area would also include much of the rural areas outside of the City's boundaries to the north and west given a lack of suitable discount department store and other comparative good shopping in these areas. As a result, the STA includes much of the City of Ballarat and extends past the City's boundaries to the north and west. It is estimated that the centre's STA captures around 100,000 people<sup>14</sup>.

## Urban Design

The Wendouree Activity Centre is largely focussed around the standalone Stockland Wendouree shopping centre and the adjacent bulky goods centre which are separated from each other by Gillies Street. Both facilities have expanses of at-grade car parking surrounding them.

There is generally inclusion of retail and active uses around the edges of Stockland Wendouree, such as the community library, outdoor cafe and some retail frontages direct to the car park. Whilst the main building to Stockland Wendouree is setback from Gillies Street, the design considers some key aspects of 'place making' and 'animation' of the external spaces (i.e. pedestrian links through the car park, positioning the taxi rank to the building front, and configuration of some retail and community uses around the edges facing out to the car park). Sporadic tree planting in the car park assist to offset the expanses of at-grade parking. Recent additions and the refurbishment of the centre has sought to animate external walls with patterned concrete surfaces which give the building a better presentation. Streetscape planting is present in Gillies and Norman Street as well as Park Street.

There is however little integration or correlation between Stockland Wendouree site and the bulky goods centre on the opposite side of Gillies Street. Furthermore the aged care facility to the south presently disconnects the precinct from the western extents of the Howitt Street precinct.

The Homemaker Centre in the bulky goods centre is a relatively recent construction and the building form is typical of this type of development, being a large U-shaped single storey complex set around a large area of at-grade car parking. Loading is provided via a perimeter service road and, while still relatively immature, landscaping has been provided throughout the car park.

<sup>14</sup> Stockland Wendouree Retailer Marketing Plan (May 2010)

The Harvey Norman site to the southern end of the centre (at the junction of Gillies and Howitt Streets) appears to be designed to integrate with the heritage building to the north. This attempt is relatively unsuccessful. As access to the Harvey Norman site and the adjoining commercial development to the east is via Howitt Street, these buildings relate more to the Howitt Street centre than to the Wendouree centre as currently designated by this Strategy.

### **Transport and Access**

Gillies Street is a dual carriageway providing good connections to the western and northern residential areas of the City of Ballarat and the Ballarat CBD. Turning lanes provide access to Stockland Wendouree from Gillies Street, while the homemaker centre is accessible only via a left in, left out arrangement. Gillies Street also connects directly to the Western Freeway in the north and to Howitt Street and Sturt Street in the south accommodating a broad trade area. On account of its excellent road connectivity, Stockland Wendouree estimates that over 90% of their visitors travel by car, 3% walk, 3% travel by bus, a further 3% by taxi and 1% by other means (i.e. cycling). Accordingly, Stockland Wendouree provides free parking for up to 1,200 cars.

Five bus routes provide access to the Activity Centre (routes 1, 2, 6, 16 and 17). Wendouree railway station is located to the south of the centre and is the final stop on many of the fast rail services between Ballarat and Melbourne. On road bicycle routes are provided along both Norman Street and Gillies Street North.

The centre is pedestrianised and on a single level which aides ease of movement around the centre by foot. Moving between Stockland Wendouree and the bulky goods retail car park is more difficult and involves traversing the busy Gillies Street. Owing to the nature of retailing in this area, it is likely that connection between both sides of the centre is via vehicle.

### **Existing Strengths and Weaknesses**

The following section draws on some of the key findings from previous studies in addition to the comments raised during focus group sessions and through observation during site visits.

#### **Strengths**

- Good accessibility by car to a broad trade area, with specific reference to areas outside of the City of Ballarat to the north.
- An established retail and service centre that was recently refurbished and provides some key retail attractors including Kmart.
- A large portion of the centre is managed by one organisation (Stockland) facilitating a co-ordinated marketing, promotional and management approach.
- Community spirit is very strong as a result of a number of initiatives.
- Stockland promotes activities over and above retail – shopping centres are the ‘21st century village green’ – places to meet and congregate reflecting the needs of the local community.
- Strong bulky goods cluster further enhanced by the future Oxygen development.
- Stockland Wendouree has a 600 strong workforce.
- Wendouree has a wide trade area – including many rural areas outside the City boundaries.

Weaknesses

- Limited mix of uses other than retail (i.e. community, café, restaurant and entertainment).
- Poorly performing Safeway supermarket with the Stockland food court in need of a significant upgrade.
- Escape expenditure is an issue, particularly with the growth of Horsham and Geelong, however this not only affects Wendouree but the whole City.
- Hard to attract national brands or department stores that will not compete with Ballarat CBD.

**ballarat activity centres strategy**

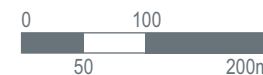
wendouree activity centre

legend

study area 



Project Ref: 10.514  
Dwg No.: UDD-002  
Scale: 1:6000@A4  
Date: 17.01.11  
Revision: B



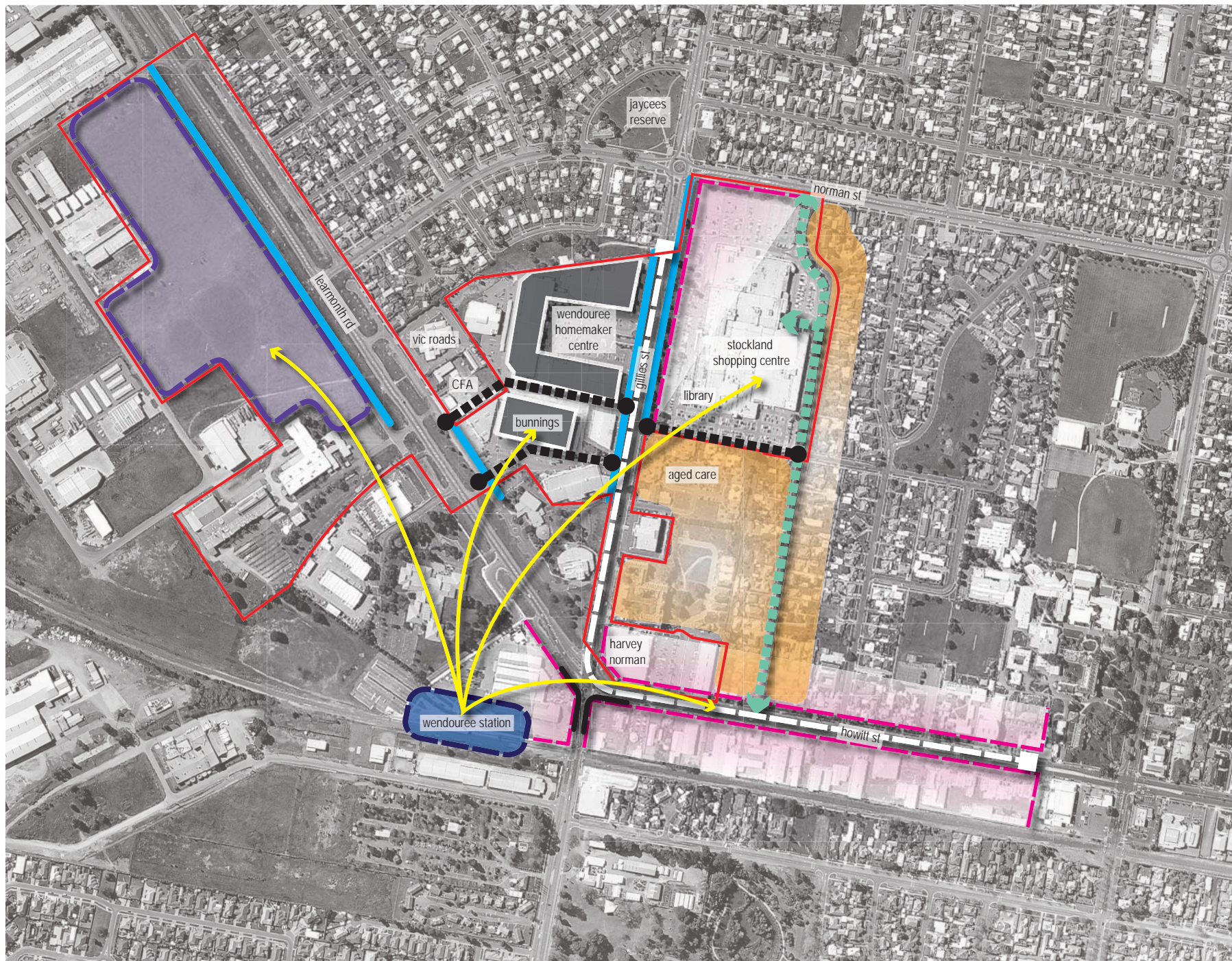
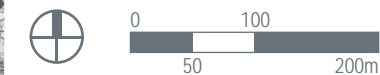
# ballarat activity centres strategy

## wendouree activity centre opportunities and constraints

### legend

-  activity centre boundary
-  future development including 'oxygen'
-  consolidation opportunity
-  viable bulky goods retail
-  improve physical links to wendouree station
-  opportunity to strengthen presentation to key street fronts
-  good highway exposure to passing traffic
-  opportunity for better link and coordination between stockland and howitt st centres
-  through link connection between nodes
-  opportunity to improve pedestrian and cycle legibility
-  lack of corner definition

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## 3.5 Sebastopol North – Large Neighbourhood Activity Centre

### Location and Role

Situated approximately 5km to the south of Ballarat CBD, the Sebastopol North Activity Centre extends primarily along Albert Street (the Midlands Highway) from Rubicon Street in the north to Gray Street in the south. Extending back from the centre are a range of residential uses and to the south there is a cluster of industrial uses.

The centre provides a number of large, purpose built retail units in addition to smaller more traditional shop units. Sebastopol North functions as a Large Neighbourhood Activity Centre, providing for the day-to-day and weekly shopping needs of residents in the surrounding communities. The centre is located around 500m north of the Sebastopol Activity Centre.

The centre's highest order retail functions are two large supermarkets, a Safeway and ALDI. Another major attractor is the Dahlsens hardware store in the south eastern section of the centre north of Sayle Street. The centre predominantly provides grocery, fast food and bulky goods. It has limited civic or commercial functions apart from a place of worship. A number of car dealerships occupy the northern part of the centre.

### Planning Designation

The centre is designated Business 1 Zone (B1Z) by the Ballarat Planning Scheme. A small number of retail units are located outside the Activity Centre's boundary to the north-west at the junction of Albert Street and Rubicon Street. This cluster is designated Mixed Use Zone (MUZ). The centre is not affected by any overlay controls.

### Provision of Floorspace

Based on Hill PDA's 2010 floorspace survey, the centre provided almost 16,000sqm of floorspace which predominately included retail uses (14,718sqm) which accounted for over 90% of all floorspace in the Sebastopol North Activity Centre.

**Table 15 - Existing Floorspace in Sebastopol North**

Land Use Category	Floorspace (sqm)	Proportion of Total
Supermarket	4,769	29.9%
Specialty Food	971	6.1%
Specialty Non Food	1,092	6.8%
Cafes & Restaurants	265	1.7%
Take Away Food*	1,497	9.4%
Clothing	103	0.6%
Bulky Goods	5,230	32.8%
Personal Services	791	5.0%
<b>Total Retail Floorspace</b>	<b>14,718</b>	<b>91.6%</b>
Commercial - Finance	178	1.1%
Commercial - General	342	2.1%
<b>Total Commercial Floorspace</b>	<b>520</b>	<b>3.2%</b>
Recreation and Fitness	308	1.9%
Vacant	405	2.5%
<b>Total Floorspace</b>	<b>15,951</b>	<b>100.0%</b>

Source: Hill PDA (2010) \* This includes floorspace provided at KFC and McDonalds. Although these are located outside of the Activity Centre boundary, but within close proximity to it, they nevertheless contribute towards the retail offer of the centre and therefore should be considered within this assessment of existing floorspace.

The largest proportion of floorspace related to bulky goods (5,230sqm or 33% of total floorspace), followed by supermarkets (4,796sqm or 30%), and take-away food stores (1,497sqm or 9%). The low provision of specialty retail such as clothing (0.6%), cafes and restaurants (1.7%), specialty food (6%) and personal services (5%) is also notable. At the time of survey the centre had a modest vacancy rate of 2.5% .

### **Trade Area Identification**

Whilst Sebastopol North and Sebastopol are two separately defined Activity Centres, from the evidence gathered during the face-to-face and telephone survey process it appears that local residents view the centres as a single centre - 'Sebastopol'. Nonetheless the two centres have very different functions, retail provision and anchors. Therefore they also have different trade areas.

Sebastopol North has a good mix of uses including two anchor supermarkets (Safeway and ALDI), various retail specialties and commercial services. Outside of the Activity Centre boundary but adjacent to it are also several fast food restaurants (McDonalds and KFC).

The trade area in Sebastopol North will be restricted due to:

- The proximity of competing centres with anchor supermarkets – particularly Ballarat CBD, Midvale and Stockland Wendouree; and
- The locations of other ALDI stores – particularly in Alfredton and Ballarat Marketplace which will contain the trade area to the north-east and west.

However, Sebastopol North is viewed by the local community as providing a wider range of goods and a better shopping experience than Coles Sebastopol, and therefore it is likely the centre will not only capture expenditure from residents living in Sebastopol but will extend towards the southern boundary of the City. This is supported by the results of the face-to-face surveys which indicated that 56% of shoppers in Sebastopol were drawn from the immediate surrounding suburban area, with a further 25% being drawn from the south and west of the City.

On this basis, the trade area for Sebastopol North includes the suburbs of Sebastopol and Delacombe, and to a certain extent Redan, Golden Point, Mt Pleasant, Canadian, Mt Clear, Mt Pleasant and Buninyong. This immediate trade area contains approximately 30,000 people.

It should also be noted that Sebastopol North is likely to capture trade from outside the City boundary to the south and south-west (i.e. Golden Plains) due to limited provision outside the City and the capture of passing trade afforded by the Midland Highway.

### **Urban Design**

The centre is concentrated to the east of Midland Highway; however one of the key anchors in the centre (Dahlsens) is located to the west. The centre can be characterised as having four distinct areas. As a whole the centre is also lacking in landscaping, both in the private realm, and within the verges and medians of the public realm. The combination of pad sites, large format retail and fine grain strip shops creates a centre which lacks a coherent image or sense of place.

From a design perspective the centre is fragmented in its presentation with older residential dwellings in the Business 1 Zone (B1Z) appearing to offer redevelopment potential. The first of these is to the northeast of the Hertford Street and Midland Highway intersection and is characterised by larger scale single storey building forms set back from the street frontage behind at-grade parking areas.

On the eastern side of the centre below Hertford Street the building forms are predominantly residential in character, with the exception of the large Dahlsens store which is reminiscent of the forms further to the north.

The western side of the centre focuses on the area around the Safeway store and associated free standing complex of shops positioned to the junction corner. This free standing form has active frontages to the east (Midland Highway) and to the car park to the south. The frontage to Hertford Street is not activated. The Safeway building is set back significantly from the frontage resulting in the car park dominating the character of the area. This is further highlighted due to the lack of landscaping provided.

Further to the north is a small continuous strip of single storey shopfronts which wraps around the corner. A two storey shopfront marks the corner, and the current paint colour (bright pink) serves as a local landmark. These shopfronts are provided with almost continuous awnings but while bike racks, seating and bins are provided, the lack of consistent character and any landscaping reduce the amenity of the area.

The Midland Highway dissects the centre forming a mental and physical barrier. The speed of traffic along the road and the expanse of the roadway and on street car parking result in a significant disincentive for movement across this barrier. The extent of roadway also exerts an influence on the amenity of the centre, reducing the sense of the human scale and increasing feeling of insecurity for pedestrians within the centre.

### **Transport and Access**

Albert Street is the main vehicular access to the centre and forms part of the Midland Highway which connects directly to Ballarat CBD to the north and to Geelong in the south. Accordingly the centre is highly accessible by car reflecting its highway convenience role. A grassed median runs along the highway. The junctions with Hertford Street and Rubicon Street have roundabout treatments.

To accommodate vehicle access, the larger retail anchors within the centre have dedicated at grade car parking for customers mostly along the site frontage. Coles, ALDI, Dahlsens, Hertz and Eclipse Ford all have separate car parking facilities. Loading for the supermarkets is provided via the Midland Highway in the case of ALDI and from Beverin Street in the case of the Safeway.

The area is serviced by bus routes 12 and 19, while an on-road cycle path is provided along Hertford Street. Owing to the busy bus nature of Albert Street and the linear nature of the centre, pedestrian connectivity is limited to key road intersections. The only priority pedestrian crossing point on Albert Street is a signalised crossing close Brumby's Bakers and the other specialist retailers in the Safeway car park.

### **Existing Strengths and Weaknesses**

The following section draws on some of the key findings from previous studies in addition to the comments raised during focus group sessions and through observation during site visits.

#### **Strengths**

- Local community is very proud and very close knit.
- The centre has great opportunities for growth owing to new residents in Ballarat West.
- Highly visible location which benefits from passing trade.
- Strong food and grocery offer.



- McDonalds and KFC are used as congregating places, particularly for younger community members.
- Good accessibility by car from across the southern portion of the City.

### Weaknesses

- Spread out over a long expanse of road with the different parts of the centre isolated from each other and effectively functioning as separate entities rather than as part of a combined centre.
- Poor pedestrian connectivity between different parts of the centre.
- Lack of continuity in use and poor standard of public realm including landscaping and meeting places.
- High speed zone (60km) along the length of the centre.
- Proximity of Sebastopol North to second centre in Sebastopol (to the south) and the difficulties in distinguishing between the centres.
- Retail offer focused on food and grocery shopping, a greater diversity of shops may attract more shoppers and further investment in the centre.
- Perceived stigma to the Sebastopol name.
- Safety concerns of visitors, shop owners and patrons of the centre.
- Sebastopol is the gateway to the City from the south – but does not give that impression currently.
- The centre is highly fragmented in terms of land use.
- Midland Highway is a physical and mental barrier. It's hard and unsafe to cross with limited signalised crossings.

# ballarat activity centres strategy

## sebastopol north

legend

study area 



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