



Greensborough Structure Plan

Economic Land Demand Analysis

Submitted to Banyule City Council

Prepared by Colliers Urban Planning

20 January 2026 | 3250187



'Gura Bulga'

Liz Belanjee Cameron

'Gura Bulga' – translates to Warm Green Country. Representing New South Wales.



'Dagura Buumarri'

Liz Belanjee Cameron

'Dagura Buumarri' – translates to Cold Brown Country. Representing Victoria.



'Gadalung Djarri'

Liz Belanjee Cameron

'Gadalung Djarri' – translates to Hot Red Country. Representing Queensland.

Colliers Urban Planning acknowledges the Traditional Custodians of Country throughout Australia and recognises their continuing connection to land, waters and culture.

We pay our respects to their Elders past and present.

In supporting the Uluru Statement from the Heart, we walk with Aboriginal and Torres Strait Islander people in a movement of the Australian people for a better future.

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2 (FINAL)	20/01/2026	EK	ED

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Contents

Executive Summary	6
Introduction	9
1.0 Background and Context.....	11
1.1 Regional Context	11
1.2 Study Area and Centre Description.....	13
1.3 Strategic Planning Context.....	16
2.0 Regional Economic Overview.....	20
2.1 Regional Economic Context	20
2.2 Key Infrastructure Developments	21
2.3 Retail and Activity Centre Trends	21
2.4 Suburban Office Trends	24
3.0 Greensborough Activity Centre Existing Situation	25
3.1 Land Use Context	25
3.2 Retail and Commercial Floorspace Summary.....	26
3.3 Centre Visitation	28
3.4 Development and Property Trends	31
4.0 Catchment Area Analysis	33
4.1 Catchment Area Definition.....	33
4.2 Catchment Area Population.....	34
4.3 Demographic Characteristics.....	35
4.4 Worker Population	37
4.5 Retail Spending Forecasts	39
5.0 Competitive Context.....	40
5.1 Competitive Framework	40
5.2 Key Activity Centre Competition	40
6.0 Retail and Commercial Floorspace Assessment	43
6.1 Retail Floorspace Need	43
6.2 Retail Development Opportunities	45
6.3 Commercial Floorspace Need.....	46
6.4 Commercial Development Opportunities	47

6.5	Summary of Retail and Commercial Floorspace Requirements.....	47
7.0	Opportunity Sites Assessment	48
7.1	Opportunity Sites Identification	48
7.2	Market Assessment.....	49
7.3	Summary of Opportunity Sites	55
8.0	Opportunities, Challenges and Recommendations	56
8.1	Current and Future Opportunities.....	56
8.2	Challenges and Barriers	57
8.3	Recommendations	57
	Appendices.....	59
	Appendix.....	60
	Appendix A Human Movement Data – Evening Locations of Visitors	60
	Appendix B Greensborough Plaza Floorspace	61

Figures

Figure 1.1 Regional Context of Greensborough	12
Figure 1.2 Greensborough Activity Centre Study Area	13
Figure 1.3 Greensborough Activity Centre Framework Plan Precincts	15
Figure 2.1 Food and Non-Food Online Sales (Seasonally Adjusted).....	23
Figure 3.1 GAC Land Use Context.....	26
Figure 3.2 GAC Visitation - Weekday Days.....	29
Figure 3.3 GAC Visitation - Weekday Evenings.....	30
Figure 3.4 GAC Visitation - Weekend Days	30
Figure 3.5 GAC Visitation – Weekend Evenings	31
Figure 4.1 Catchment Area and Key Activity Centres.....	34
Figure 7.1 Opportunity Sites in the GAC	48
Figure 8.1 Mobile Ping Data, Catchment Area and Key Activity Centres	60

Tables

Table 3.1 GAC Shopfront Floorspace (Retail, Commercial and Vacant), September 2025.....	28
Table 3.2 GAC Commercial and Dedicated Office Floorspace, September 2025	28
Table 4.1 Catchment Area Population Trends and Forecasts, 2016 to 2046.....	34
Table 4.2 Demographic Characteristics of the Catchment Area Residents, 2021	36
Table 4.3 Catchment Area Labour Force, 2016 to 2021	37
Table 4.4 Greensborough Destination Zone (DZN) Workforce, 2016 to 2021	38
Table 4.5 Average Per Capita Retail Spending, 2025 (\$2025)	39
Table 4.6 Retail Spending Capacity, 2025 to 2046 (Constant \$2025).....	39
Table 5.1 Competitive Context and Activity Centres.....	40
Table 6.1 Greensborough Activity Centre Estimated Retail Trading Performance	43
Table 6.2 GAC Indicative Retail Floorspace Demand, 2025 to 2046	44
Table 6.3 GAC Indicative Retail Floorspace Shortfall, 2025 to 2046.....	44
Table 6.4 GAC Indicative Commercial Floorspace Demand and Shortfall, 2025 to 2046.....	46
Table 6.5 GAC Indicative Additional Supportable Floorspace, 2025 to 2046.....	47
Table 7.1 Summary of Opportunity Site Opportunities	55
Table 8.1 Greensborough Plaza Retail, Commercial and Vacant Floorspace, September 2025	61

Executive Summary

Background and Context

1. Banyule City Council is a 'middle-ring' municipality located 17km from the Melbourne CBD. The Greensborough Activity Centre (GAC) is one of the core centres in the municipality, located at Banyule's northern edge. The GAC serves as a vibrant and central hub for retail and services, community needs, and transport, with strong links to Greater Melbourne supported by a rail connection at its eastern interface.
2. The GAC is one of three major activity centres in Banyule (Greensborough, Heidelberg and Ivanhoe). The Banyule Planning Scheme refers to the GAC as being classified as a regional centre due to the provision of services, amenity and offering to the wider community.

Regional Economic Overview

3. Banyule municipality's economy is diverse, with many industries contributing to the economic development and job market of the region. Health Care and Social Assistance, Education and Training, Professional, Scientific and Technical Services, and Construction are the largest employment sectors in the area, while the Construction industry is the largest output generating sector.
4. Key infrastructure developments implemented in recent years have strengthened the position of the GAC, including the North East Link Road project, M80 Ring Road upgrade, and the Hurstbridge line duplication. Each have improved access and connectivity to the GAC.
5. Macro trends currently influencing the viability and composition of activity centres include an ongoing shift in demographics, changing consumer preferences, the growth of online and some ongoing implications from the COVID-19 pandemic.
6. Current trends in the suburban office market include tenants seeking high-quality buildings with efficient layouts and designs, prioritising sustainability, flexibility, and clustering benefits.

Greensborough Activity Centre Existing Situation

7. Key components of the GAC include the retail spine of Main Street, which crosses with the spine of Greensborough Walk; Greensborough Plaza shopping centre; Greensborough train station in the east of the centre; Woolworths supermarket and Grimshaw Street shops in the west of the centre; and various commercial uses, particularly health, in the south of the centre.
8. A floorspace survey undertaken in September 2025 found an estimated 99,420m² of retail and commercial floorspace across the GAC, including 71,500m² of retail floorspace and 27,240m² of commercial and dedicated office floorspace. Approximately 4.7% of shopfront floorspace is vacant, while 2.4% of commercial and dedicated office floorspace was vacant, which is relatively low for a large activity centre.
9. The GAC is most active during weekday days (6am to 6pm) with visitation hotspots including Greensborough Plaza, west of Grimshaw Street, Greensborough Walk, WaterMarc and Banyule City Council offices, Services Australia Offices, and Para Road near the train station and bus interchange. Weekend days have the second-highest level of activity, while lower levels of activity are evident in the evenings (6pm to midnight).

Catchment Area Analysis

10. A Catchment Area has been defined for the GAC, reflecting the region within which the activity centre is likely to capture a significant share of its sales and visitation. This Catchment Area extends to Yarrambat in the north, Research in the east, along the Yarra River in Templestowe Lower to the south, and Bundoora to the west.
11. In 2025, the Catchment Area accommodates an estimated 125,020 residents, and is forecast to grow to a population of 139,210 persons by 2046. This reflects population growth of +14,190 persons on 2025 levels and equating to yearly growth of +680 persons or +0.5%. The State Government has set a housing target of 45,500 net new dwellings for the Banyule municipality by 2051 and Greensborough, as a key activity centre in the municipality, has the potential to accommodate a significant proportion of these new dwellings.

12. The major employment sectors for the Catchment Area in 2021 were Health Care and Social Assistance (15.3%), Construction (11.9%), and Education and Training (11.9%). These industries in combination provide employment for almost 40% of the Catchment Area labour force.
13. Key employment sectors in the area the GAC in 2021 include Retail Trade (28.8% of total jobs), Public Administration and Safety (15.2%), Accommodation and Food Services (14.0%), and Health Care and Social Assistance (11.8%).
14. Total retail spending capacity of residents in the Catchment Area is projected to increase from \$2.3 billion in 2025 to \$3.0 billion by 2046, reflecting a total increase of +\$727.7 million over the forecast period.

Competitive Context

15. The GAC competes with a range of existing activity centres and retail destinations for a share of the Catchment Area retail spending. These range from higher-order centres serving large regional catchments, through to smaller centres serving mostly local residents. Key centres include Major Activity Centres of Eltham and Diamond Creek, local centres within the Catchment, Epping Metropolitan Activity Centre, La Trobe National Employment and Innovation Cluster, and other Major Activity Centres located outside of the Catchment Area.

Retail and Commercial Floorspace Assessment

16. Demand for retail floorspace at the GAC is estimated at approximately 66,120m² in 2025 and is to increase to 75,150m² by 2046. By 2046, it is estimated that an additional 12,800m² of retail floorspace is potentially supported in the GAC. This is assessed to include 6,110m² of FLG floorspace, 1,750m² of food catering floorspace, 4,280m² of non-food floorspace, and 660m² of retail services floorspace.
17. Similarly, analysis shows that approximately 6,780m² of additional commercial floorspace is supportable by 2046 in the GAC. Note that this analysis does not find that a larger commercial development would not be supportable. Significant commercial developments, although commonly locating in activity centres, do not rely on activity centres and their customers or amenity in the same way as other land uses do, such as retail or many of the existing commercial uses in the GAC. As such, a proposal for a significant increase in commercial floorspace would need to be assessed on its individual merits.
18. Key development opportunities for retail and commercial floorspace include:
 - An additional supermarket, supportable in the short to medium term
 - Additional fresh food, liquor, and grocery retailers, particularly fresh food specialty operators
 - Additional food catering retailers, particularly food catering retailers who operate in the evenings
 - Limited additional non-food retailers, such as smaller scale furniture or homewares operators
 - Limited additional retail services
 - Commercial floorspace ranging from medical and allied health, non-gym fitness offers, education services, entertainment operators, and office uses.

Opportunity Sites Assessment

19. Within the GAC, a number of sites are identified as 'Opportunity Sites' for future development. These sites have, in the context of the GAC, potential for more significant development of additional retail or commercial uses, higher density residential, or mixed-use developments. These are not meant to be an exhaustive list of future development opportunities, rather as an indicator of the opportunities for change in the GAC.
20. A summary of the identified Opportunity Sites in the GAC is as follows:

Site #	Site Address	Ownership	Current Use	Development Opportunities
1	Henry Street Car Park	Council-owned	Car park and laneway use	• Mixed-use development, potentially to include: - Supermarket based retail (provided there is operator interest) - Large commercial use, such as medical or education (provided there is operator interest) - Large format retail (provided there is operator interest given the site's inability to support a critical mass of floorspace)

Site #	Site Address	Ownership	Current Use	Development Opportunities
				- Medium/high density residential uses on upper levels - Publicly available parking to replace parking lost through development of the site.
2	30 Howard Street & 2-4 Stubbley Court	Council-owned	On-grade car park	• Small-scale retail tenancies supporting the extension of Grimshaw Street dining and evening precinct. • Higher density residential dwellings above (could include affordable housing).
3	7 Flintoff Street	Council-owned	Multi-deck and on-grade car park	• Civic plaza with active edges (eg. small scale retail, commercial, or civic uses). • Commercial uses providing secondary frontage to Flintoff Street (eg. medical and allied health). • Higher density residential uses on upper levels. • Some car parking retention on lower levels.
4	273 Para Road	Privately owned strategic site	Vacant land with approved planning permit	• Mixed-use development • Allied health or commercial uses (such as professional services) at lower levels. • Higher density residential uses above.

Opportunities, Challenges and Recommendations

21. The GAC currently operates as a strong and successful centre, and as such, the following recommendations aim to support and strengthen the centre into the future. A summary of recommendations for the GAC is as follows:

- Encourage development of uses consistent with the higher order designation of the centre and maintain the current retail hierarchy of the wider area.
- Limit out-of-centre development nearby where the use can be accommodated within the GAC.
- Act to increase density in the centre to limit decentralisation of activity. This should include commercial or residential uses on upper levels, with active retail or commercial uses at street level.
- Encourage appropriate retail development within the centre, with an estimated 12,800m² of additional retail floorspace supportable in the GAC by 2046.
- Promote GAC as a key location for appropriate commercial development, with an estimated 6,780m² of additional commercial floorspace supportable in the GAC by 2046.
- Strengthen and expand the Grimshaw Street dining and nightlife precinct to support increased visitation to the centre outside of primary hours of operation.
- Attract large commercial operators to the GAC, including office, medical, or education operators, and identify appropriate location/s for the operators.
- Formalise in policy the role of Precinct 4 for larger showroom, commercial, or light industrial uses, along with higher density residential.
- Define planning and development options to utilise and development Opportunity Sites.
- Maintain an appropriate level of parking when considering the development of Opportunity Sites in the centre, including during disruptive construction works and after site development.
- Improve connectivity and pedestrian movement throughout centre, noting centre topology, particularly from street frontages through to parking and ROWY, and across precincts within the centre, such as Grimshaw Street. This should include consideration of point-to-point accessibility to key locations (eg. train station, core, car park) when assessing sites.
- Provide appropriate land- and streetscaping throughout the centre, particularly at the Main Street/Greensborough Plaza bus stop; Grimshaw Street dining precinct; and Greensborough train station.
- Maintain presentation of centre through ongoing upkeep and improvements.

Introduction

Background

The Greensborough Activity Centre (GAC) is a major retail, commercial, service, civic and employment node in north-eastern Melbourne. It serves a large catchment that extends across the northern suburbs of Banyule and into the adjoining Nillumbik Shire. Some key components of the centre include Greensborough Plaza and the WaterMarc leisure centre.

The centre is well-served by public transport infrastructure, particularly following the duplication of the Hurstbridge railway line and the completion of the new Greensborough station. The nearby North-East Link will also improve traffic connectivity in the region.

The Greenbook, the Activity Centre Plan for Greensborough Activity Centre, was adopted in October 2006 and provided a vision for the centre. Given the time which has passed since this plan was adopted, Banyule City Council ('Council') are undertaking a process to create a new Structure Plan for the centre.

As part of this process, Council has commissioned the preparation of an Economic Land Demand Analysis as input to a new Structure Plan for the GAC. Detailed economic analysis is required to examine the future demand for retail and commercial floorspace at the centre, generated by local residents, local workers and other visitors. The project also reviews key potential development opportunity sites within the centre, and provides high-level advice on the most appropriate development outcomes for each site.

At its core, the project is to explore the future and evolving needs of the community and businesses, to support the long-term viability and vibrancy of the GAC. Appropriate development within the centre is important to ensure the centre remains a key destination for shopping, business and leisure activities, and a place for economic activity and community interaction.

Overall, the report is to identify the key strengths, challenges and opportunities for the centre, providing Council with clear and carefully considered recommendations and advice to inform the new Structure Plan.

Report Structure

This Report contains the following Chapters:

Chapter 1: Background and Context

This Chapter describes the Greensborough Activity Centre (GAC) including its locational context and strategic policy background documents. The Study Area for the GAC is also identified.

Chapter 2: Regional Economic Overview

This Chapter provides an overview of economic indicators and trends within the wider region which are relevant to the future of the GAC.

Chapter 3: Greensborough Activity Centre Existing Situation

This Chapter details the current retail and commercial floorspace scale and mix in the GAC, including vacant floorspace. An assessment of the recent development and property trends in the centre is provided, and key features and land uses within and beyond the Study Area identified.

Chapter 4: Catchment Analysis

This Chapter defines the Catchment served by the GAC, and details the population, socio-demographic profile, labour force, work force, and estimated retail expenditure of the resident population for this Catchment.

Chapter 5: Competitive Context

This Chapter provides an overview of the key activity centres competing with GAC in serving the Catchment Area population.

Chapter 6: Retail and Commercial Floorspace Assessment

This Chapter provides a retail and commercial floorspace assessment for GAC, including estimates of current market shares, forecast of need for retail and commercial floorspace, and consideration of development opportunities.

Chapter 7: Opportunity Sites Assessment

This Chapter reviews Opportunity Sites within the GAC, as identified by Council, and considers potential development outcomes and timing in the context of their current use, site characteristics, current planning controls, and the market opportunities identified in the previous Chapters.

Chapter 8: Recommendations

This Chapter provides a summary of the current and future opportunities, challenges and barriers, and recommendations determined from the previous Chapters to support the continued success of the GAC.

1.0 Background and Context

This Chapter describes the Greensborough Activity Centre (GAC) including its locational context and strategic policy background documents. The Study Area for the GAC is also identified.

1.1 Regional Context

Located along the Yarra River in Melbourne's north-east; the Banyule City Council is a 'middle-ring' area located 17km from the Melbourne CBD. This area plays a leading role in shaping sustainable growth while protecting the municipality's natural assets and cultural heritage. Banyule provides strong transport links to the city and broader surrounding region, while also acting as a gateway to the north-east growth corridor and green wedge areas.

Banyule is well-connected by major transport infrastructure, including the M80 Ring Road running east-west and the North East Link (under construction), which will provide a key north-south connection through the municipality. The area is also served by the Hurstbridge rail line, Greensborough's bus and train interchange, and key arterial roads such as Rosanna Road and Greensborough Highway, linking the municipality with other parts of Greater Melbourne.

Within this context, the GAC is considered as one of the core centres in the municipality, located at Banyule's northern edge. The GAC serves as a vibrant and central hub for retail and services, community needs, and transport, with strong links to Greater Melbourne supported by a rail connection at its eastern interface.

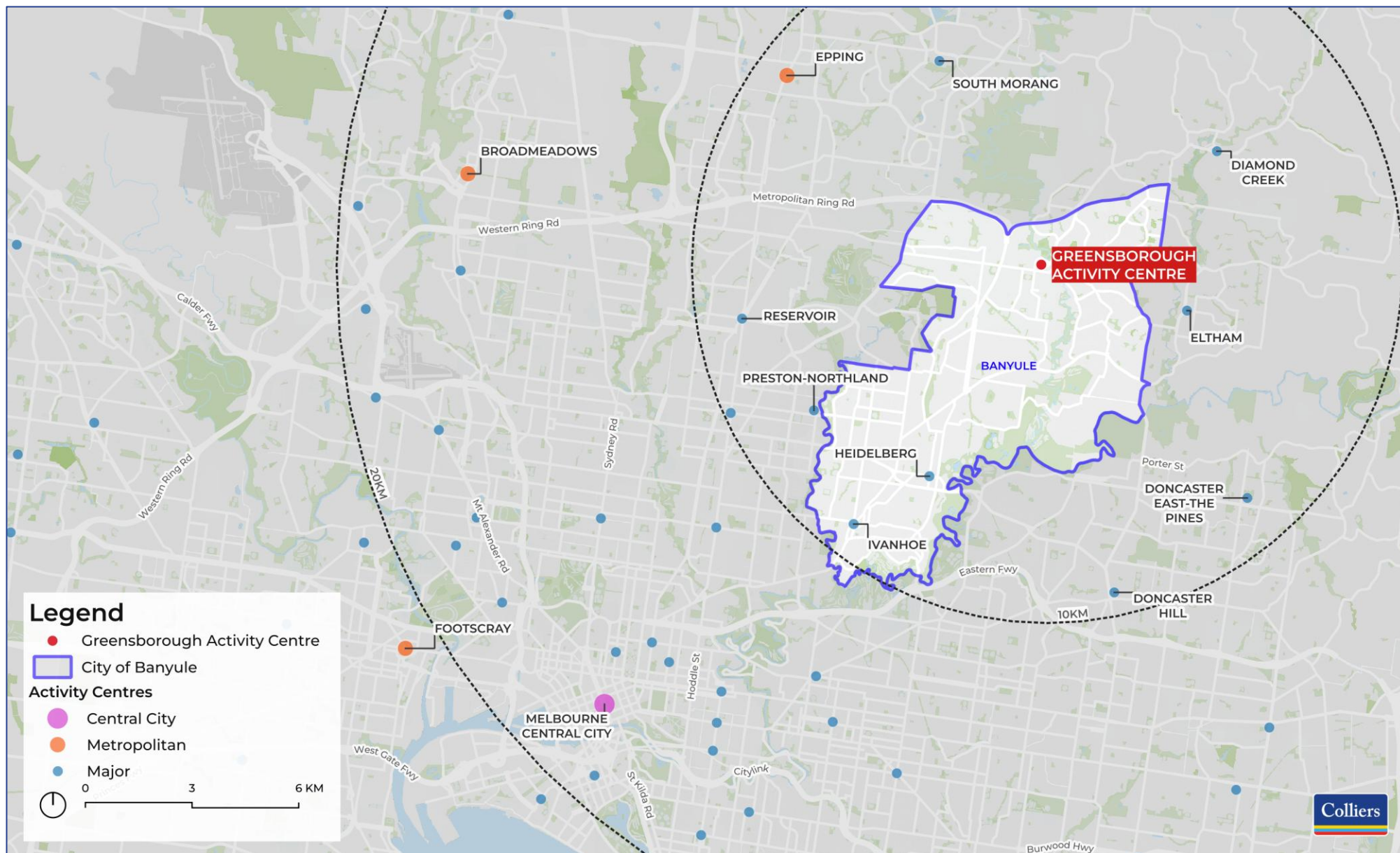


Figure 1.1 Regional Context of Greensborough

Source: Colliers Urban Planning

1.2 Study Area and Centre Description

The Greensborough Activity Centre (GAC) is one of three major activity centres in Banyule (Greensborough, Heidelberg and Ivanhoe). The Banyule Planning Scheme refers to the GAC as being classified as a regional centre due to the provision of services, amenity and offering to the wider community.

The GAC provides a key strategic role in the municipality, providing:

- Strong transport connections (Greensborough train station, bus interchange, parking and proximity to major arterial roads).
- Key higher order and local retail offers.
- Core amenity with commercial, community and leisure functions.
- A civic and social meeting point, providing access to open space, libraries, and community services.

The GAC is subject to the Activity Centre Zone – Schedule 1 (ACZ1), guiding land use and built form outcomes in line with state and local planning policy. The Study Area for this assessment reflects the GAC ACZ1, and is bounded by:

- To the north, the railway line to the north-east and The Circuit to the north-west
- To the east, defined by Para Road, and the railway line.
- To the south, Warwick Road
- To the west, Henry Street.

The extent of the Study Area is shown in **Figure 1.2** below.

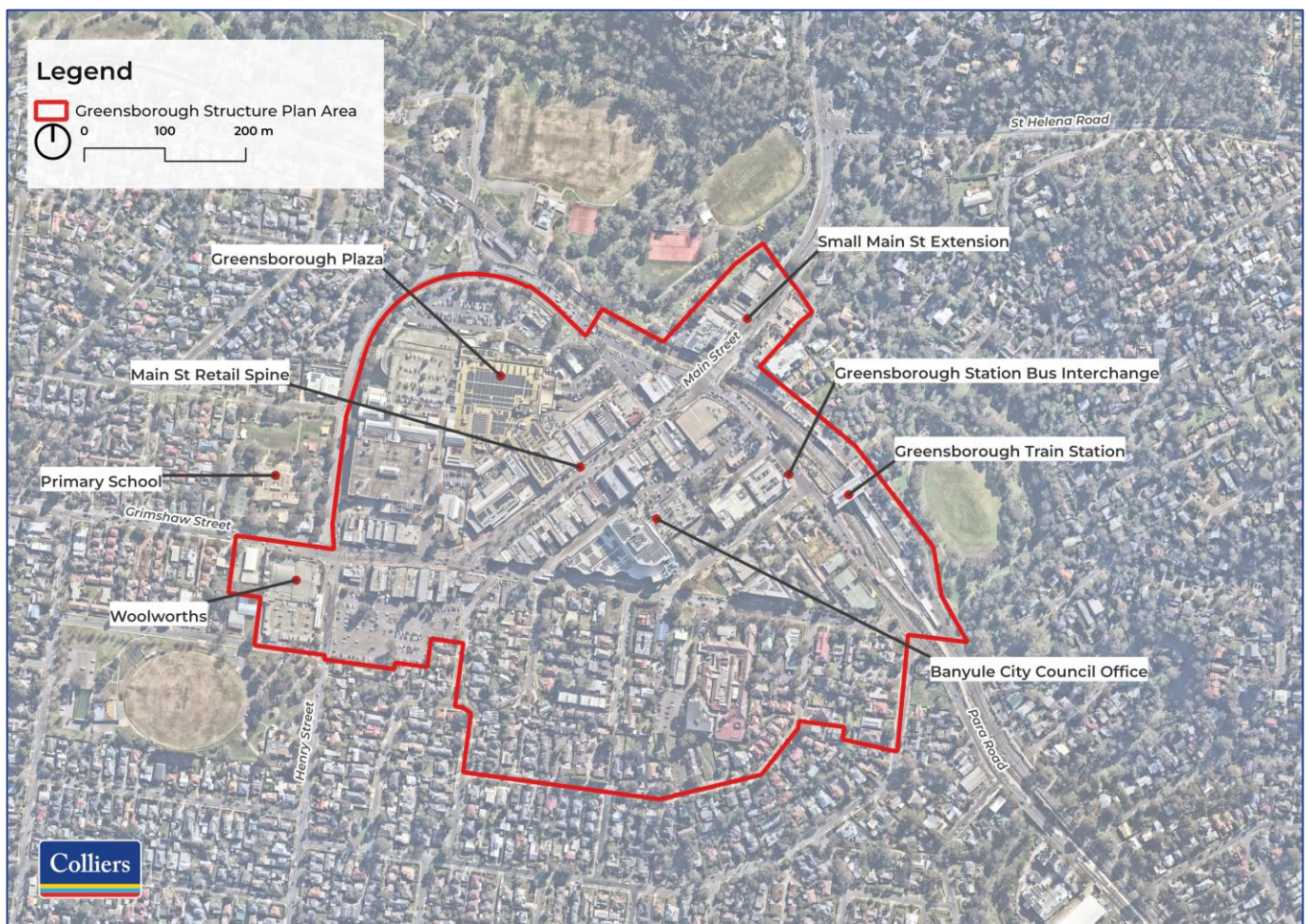


Figure 1.2 Greensborough Activity Centre Study Area

Source: Colliers Urban Planning

Under the ACZ1, Clause 37.08 – Schedule 1 divides the GAC into six ‘precincts’, each with their own objectives, requirements and guidelines. These are shown in **Figure 1.3** and include the following.

- **Precinct 1: Core Retail** – containing the majority of the retail offer in the GAC, including Greensborough Plaza shopping centre to the north-west, high street shopping along Main Street and onto Grimshaw Street, and the Woolworths centre at the western edge.
- **Precinct 2: Henry Street East** – covering the Henry Street car park, a large but lesser used car park in the GAC.
- **Precinct 3: East Main Street** – covering the land area behind the Main Street retail to Flintoff Street. This area contains the Banyule City Council offices, WaterMarc, Greensborough Day Surgery clinic, the popular Flintoff Street car parking, and the Greensborough Station bus interchange.
- **Precinct 4: Diamond Creek Road** – an extension of Main Street containing a limited collection of shops and the Greensborough RSL.
- **Precinct 5: Southern Residential** – containing a mix of residential dwellings and health and community uses, including the Grace Villa Aged Care facility, the Living Faith Church, and various other medical facilities.
- **Precinct 6: Flintoff Street** – an area bounded by Flintoff Street, Para Road, and Grimshaw Street containing a mix of residential, offices, and services, including a large, recently developed public office building for Services Australia (including Centrelink and Medicare).

A defined street and pedestrian network underpins the GAC, enhancing connectivity, supporting local businesses, and encouraging safe and convenient access for users. The GAC is also home to the Banyule City Council’s municipal offices, reinforcing its role as the administrative centre of the municipality, as well as containing other community, medical, and recreational facilities such as WaterMarc, and a Hoyts cinema at Greensborough Plaza. Education uses and housing bound the GAC on the periphery, integrating into the more established residential areas.

The GAC is subject to a Special Charge Scheme, which is delivered in partnership with the Greensborough Chamber of Commerce. The Greensborough Chamber of Commerce is responsible for marketing and promoting the local offer, and acts as a catalyst for investment and coordination of activity across three key areas:

- **Marketing and promotional activities** including campaigns, events and promotions to drive foot traffic in the centre.
- **Business support** including trader communications to keep local businesses informed and advocacy.
- **Precinct management** to maintain and improve the centre, in conjunction with Banyule Council.

The Special Charge Scheme receives a substantial amount of funding, equating to approximately \$300,000 per annum, generated between trader and Council contributions.



Figure 1.3 Greensborough Activity Centre Framework Plan Precincts

Source: City of Banyule, Banyule Planning Scheme

1.3 Strategic Planning Context

Strategic Document

Summary

The Greenbook: Greensborough Principal Activity Centre Plan (2006)

Banyule City Council



The Greenbook: Greensborough Principal Activity Centre Plan sets the strategic framework for Greensborough Activity Centre's growth within Banyule. Adopted in 2006, this document provides long-term guidance for land use, transport, housing, and public realm improvements.

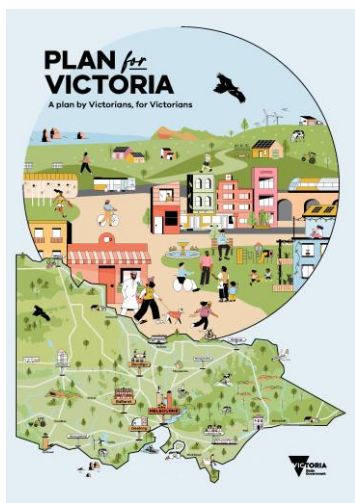
The document outlines the structure plan for the Greensborough Activity Centre, addressing seven key principles:

- 22. Sustainability
- 23. Innovative urban design
- 24. Diversity
- 25. Ease of movement and connectivity
- 26. Greener Greensborough
- 27. The public realm
- 28. An integrated centre

The Greenbook informed the Activity Centre Zone (Schedule 1) in the Banyule Planning Scheme, shaping planning controls, building heights, and design requirements. It remains a reference point for subsequent structure planning and redevelopment initiatives.

Plan for Victoria (2025)

Victoria State Government



This long-term strategy presents a comprehensive plan for Victoria aimed at addressing requirements to meet the growing population anticipated for Melbourne and Victoria.

This document focuses on five pillars comprising housing, jobs, community development, environmental sustainability, and the recognition of First Peoples, to strengthen Melbourne's growth in a sustainable manner while supporting various infrastructure in established, regional and forthcoming areas. Plan for Victoria aims to manage growth and preserve valued aspects of the state through collaborative efforts and targeted actions. Some relevant actions include:

- Sets a housing target of 45,500 new homes in Banyule City Council area by 2051.
- Identifies activity centres, especially those near train stations and tram stops, as prime locations for increasing housing diversity and density.
- Outlines that new planning controls will be introduced for 60 Activity Centres across greater Melbourne, with centre-specific provisions for taller buildings in the core and low-rise apartments/townhouses nearby. Heidelberg Station is the only Banyule-based activity centre identified, with Greensborough not included as one of these 60 activity centres.
- Aims to streamline community infrastructure developer contributions to ensure growing communities have timely access to necessary facilities.
- Encourages better public place design that promotes social interaction, active lifestyles, safety and inclusivity.
- Prioritises active transport for environmentally friendly commuting options and better connectivity to public transport.
- Promotes sustainable principles in planning and building, including renewable energy, waste reduction, and consideration of environmental hazards.

Banyule Economic Development Strategy (2023 – 2028)

Banyule City Council



The Banyule Economic Development Strategy is a five-year plan to 2028 aimed at sustaining and growing Banyule's economy in line with the Banyule 2041 Community Vision. It contains six themes with strategic directions:

- A dynamic and supported business community.
- Workforce growth, attraction & diversity.
- A prosperous national employment cluster – La Trobe National Employment & Innovation Cluster (NEIC).
- Thriving & vibrant activity centres.
- A desirable destination for visitors.
- An environmentally sustainable local economy.

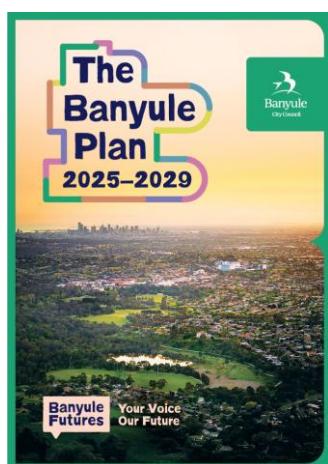
This strategy places specific emphasis on revitalising areas like Greensborough to make the area more lively, mixed-use, and welcoming to visitors. The goal is to improve connectivity and accessibility through upgraded infrastructure and to encourage the development of high-density living in these areas. Enhancements to housing, transportation and connectivity are integral to the implementation of the strategy and align with the broader goal of economic growth.

The La Trobe NEIC theme is also significant, as Greensborough is situated near major employment, research, and education centres in Banyule. The growth of these hubs contributes to the creation of additional employment and business opportunities for businesses and residents in Greensborough.

This strategy is currently under review and is likely to be replaced by the Inclusive Economy Strategy in mid-2026, however it is noted that priorities relevant to this analysis are unlikely to substantially change.

The Banyule Plan (2025 – 2029)

Banyule City Council



In accordance with the 2041 Community Vision for Banyule, this four-year Banyule Council Plan delineates the city's priorities in advancing the six strategic objectives and directions for the medium-term. The strategic objectives are:

- Inclusive, Healthy and Connected Community
- Sustainable Environment
- Well-Built City
- Valued Community Assets and Facilities
- Thriving Local Economy
- Trusted and Responsive Leadership

In particular, key points in the vision for the municipality's future pertaining to the Greensborough Activity Centre include:

- Economic growth is supported through business partnerships and regional collaborations, and Banyule is a business-friendly destination.
- There is investment in local traders, and shopping precincts are safe, attractive and a destination for shopping and socialising.
- Local employment opportunities are diverse, inclusive and flexible, supporting work-life balance.

Banyule Housing Strategy (2024)

Banyule City Council



Adopted in August 2024, the Banyule Housing Strategy establishes a long-term framework for guiding housing growth.

This document recognises Greensborough as one of Banyule's most significant growth hubs, given its designation as a Major Activity Centre and its access to train, bus and retail facilities. The Strategy prioritises higher-density apartments and mixed-use development in such well-served locations, marking the GAC and surrounds as areas to deliver diverse housing, designated as substantial and increased housing change areas.

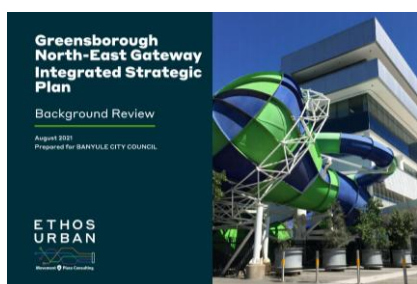
This targeted approach enables more residents to benefit from proximity to transport, retail and services without imposing uniform growth across the suburb. The Strategy also embeds affordability measures, including contributions from larger developments, and calls for high design standards, sustainability, and inclusive housing options. While encouraging density, the Strategy stresses the importance of good design, sustainability, and integration with the public realm to protect amenity.

In Greensborough, buildings heights must respect streetscapes, provide green space and ensure walkability. At the same time, nearby established neighbourhoods are expected to experience more modest, incremental change to safeguard local character. Overall, the Strategy positions Greensborough as a key location for Banyule's future housing supply, balancing growth with liveability.

The Banyule Housing Strategy was completed prior to the release of the Plan for Victoria and its housing targets. It is noted that the Housing Strategy identified that under current zoning (as of February 2023) the municipality could support up to an additional 53,250 net additional dwellings, above the Plan for Victoria housing target of 45,500.

Greensborough North-East Gateway Integrated Strategic Plan (2021)

Banyule City Council



This strategy takes into account the strategic significance of Greensborough as a vital retail, commercial, service, and civic hub for the broader catchment area encompassing northern Banyule City and Nillumbik Shire in Melbourne's north-east.

This document recommends preferred development outcomes and strategic opportunities in response to the transformational changes occurring in Greensborough, specifically the Greensborough Train Station Upgrade and the rezoning of the Activity Centre Zone (ACZ) to the Greensborough Activity Centre.

Consideration has been given to local infrastructure investments and how they are expected to interact with the overarching land use, movement, planning, and precinct context of the centre moving forward.

Six strategic sites and opportunities are addressed, encompassing both Council-owned and private land holdings. The Plan outlines how their utilisation could contribute to achieving the strategic objectives for Greensborough through access improvements, public realm improvements and changes attributed from transport upgrades.

Additionally, as part of understanding the wider strategic policy context, the following policy documents were also reviewed:

- Banyule Bicycle Strategy (2022) and Action Plan (2022 – 2027)
- Banyule Walking Strategy (2018 – 2028)
- Banyule Integrated Transport Plan (2015 – 2035), which is currently under review
- Banyule Public Realm Framework (2024 – 2034)
- Greensborough Transport Masterplan (2017)
- Greensborough Activity Centre – Urban and Landscape Design Guidelines for Precincts 2, 5, and 6 (2015)

2.0 Regional Economic Overview

This Chapter provides an overview of economic indicators and trends within the wider region which are relevant to the future of the Greensborough Activity Centre.

2.1 Regional Economic Context

Banyule municipality's economy is diverse, with many industries contributing to the economic development and job market of the region. Health Care and Social Assistance, Education and Training, Professional, Scientific and Technical Services, and Construction have been the largest employment sectors in the area, while the Construction industry is the largest output generating sector.

The main economic indicators for the **Banyule municipality**, sourced from .id Consulting, the ABS, and PricewaterhouseCoopers, are as follows:

Gross Regional Product (GRP)	GRP in Banyule municipality has increased in recent years from \$7.00 billion in 2021 to an estimated \$8.08 billion in 2024 (in June 2023/24 real dollars), at an average rate of +4.9% per annum. This is above the +3.9% increase per annum for Victoria over the same period. Banyule saw a decline in real GRP in 2021 compared to 2020, a decline which was also seen across Victoria.
Population	In 2024 the population of Banyule municipality was estimated at 131,930 persons, having increased by +8,950 persons since 2011 at an average rate of approximately +0.5% per annum. This rate of population growth is below that of Greater Melbourne, which saw +1.9% average annual growth over the same period.
Employment	Employment has increased by 4,850 workers in the Banyule municipality between 2016 and 2021, reaching 59,580 jobs by 2021, with an average growth of 1.7% per annum. This indicates a slightly lower growth in employment compared to the +2.2% annual increase for Greater Melbourne during the same period. In 2021, Health care and social assistance is the largest employing sector in Banyule, supporting an estimated 10,480 jobs, followed by education and training supporting 7,140 jobs, professional, scientific and technical services supporting 6,770 jobs, and construction supporting 5,880 jobs.
Economic output	Economic output in the region is supported by the Construction, and Health Care and Social Assistance sectors, which support estimated annual outputs of \$3.85 billion and \$2.67 billion respectively. These two sectors represent a combined 48.8% of Banyule's total output in 2023/24 (construction representing 28.8% and health care and social assistance 20.0%). Other industries supporting Banyule's economy include manufacturing (\$1.08 billion), public administration and safety (\$1.01 billion), and professional, scientific and technical services (\$0.93 billion).
Unemployment	Unemployment in Banyule municipality was 2.8% in the March 2025 quarter, below Greater Melbourne's unemployment rate of 5.1%. Unemployment in Banyule has been fluctuating since June 2019, having reached its peak of 5.4% in March 2021, and declining to 2.4% in March 2023 and June 2023.
Residential building approvals	Residential building approvals in Banyule municipality have also experienced fluctuating trends since 2019. Banyule saw 640 dwelling approvals in 2023 and 520 dwelling approvals in 2024, after peaking in 2022 at 1,840 dwelling approvals. The majority of the dwellings approved in 2022 (1,600 or 87%) comprised units, representing an anomaly compared to recent years.
Non-residential building approvals	The value of non-residential building approvals totalled \$236.9 million over the 2023/24 period. This predominantly involved education buildings (accounting for \$83.1 million) and retail and wholesale trade buildings (\$49.3 million). Over the 2021 to 2024 period, the highest annual value for non-residential building approvals occurred in 2021/22, with \$260.1 million of non-residential building approvals.
Residential house prices	Residential house price growth over 2020 to 2025 increased at +4.6% per annum, compared to +4.9% per annum between 2011 and 2020. In the year ending June 2025, the median house price in the municipality was \$1,100,000, up from \$877,500 in the year ending June 2020.
Residential unit prices	Between 2020 and 2025, residential unit prices experienced an average growth rate of +2.7% per annum, compared to 4.0% per annum between 2011 and 2020. In the year ending June 2025, the median unit price in the municipality was \$735,000 after increasing from \$642,250 in the year ending June 2020.

2.2 Key Infrastructure Developments

North East Link Road project

The North East Link will connect the gap between the Eastern Freeway in Bulleen to the M80 Ring Road in Greensborough via a 6.5 km tunnel (Watsonia to Bulleen), including upgraded surface roads, interchanges, and freeway connections. This new road infrastructure will run next to Greensborough Hwy and transition into a tunnel south of Watsonia under Banyule Flats and the Yarra River.

This project will enhance traffic flow and connectivity for vehicles, including reducing the number of large trucks on local roads. The North East link will also improve cycling routes, pedestrian access to public transportation and local wayfinding in Greensborough. Additionally, it includes upgrades to parking facilities and public transport services.

M80 Ring Road upgrade

The M80 Ring Road upgrade in Greensborough is currently in the construction phase. This project will introduce five new lanes, incorporate smart technology, and establish express lanes to the North East Link tunnels, while also enhancing connectivity to the upgraded Eastern Freeway. A component of this project will include two new underpasses for the Grimshaw Street Interchange, allowing improved safety for local active transport modes, through traffic, as well as a bus priority lane. These upgrade works are part of the State Government's *Victoria's Big Build*, relating to major rail and road infrastructure projects.

At the conclusion of these works, local access to the GAC will be improved, with congestion decreased, queues reduced, and traffic flow improved along the Greensborough Highway. The entire upgrade is anticipated for completion around 2028, with localised works anticipated by late 2025.

Hurstbridge line duplication

Another project as part of *Victoria's Big Build*, these works improved train services along the Hurstbridge Line. The duplication works involved railway line duplication to ease congestion and improve connections for peak services, resulting in more train services on the Hurstbridge line.

Stage 2 of this project involved duplication at two sections of the rail track between Greensborough and Montmorency, and Diamond Creek and Wattle Glen. This project complements the new stations at Greensborough and Montmorency, with the rail duplication stages completed in 2023, and ancillary works completed by 2025. Additionally, improvements to existing bus routes into and around the GAC were implemented as well as a new shared walking and cycling path between Greensborough and Montmorency.

2.3 Retail and Activity Centre Trends

Current macro trends influencing the land use composition and viability of activity centre facilities are summarised as follows.

Demographic Shifts

Demographic changes remain a factor that influences the shopping behaviour of Australian consumers and the function of retail shops and activity centres. In particular:

- **An ageing population** is driving demand for certain uses (e.g. health and medical).
- **Millennials (or Generation Y – people born between 1982 and 1994)** are a key target for incumbent retail brands and new innovative formats, and a driver of online and digital retailing trends.
- **Increased labour force participation** is driving increased demand for convenience shopping, extended shopping hours, and accessible mixed-use centres.
- **Reduced household size (persons per household)** is resulting in centres having a dual role as a place for social interaction and for the purchase of goods and services.
- **Historically high levels of household debt** have increased sensitivity to interest rate movements with implications for discretionary spending levels.
- **An increasingly diverse ethnic base** is contributing to a wider diversity of consumer tastes.

These demographic shifts are generally evident in Greensborough, where there is an aging population, an increase in overseas born residents, and an increase in lone person households.

A Challenging Retail Environment

Prior to COVID-19, rapid growth in online shopping channels (for example Amazon) combined with limited growth in discretionary spending was eroding the performance of traditional bricks and mortar retail, particularly for non-food outlets. As a result, a range of established global and national retailer brands collapsed, entered receivership/administration or significantly reduce in size.

More recently, surging inflation coupled with the increases to cost-of-living has seen a continuation of this trend, including well known national brands such as

- Mosaic Brands (Rivers, Millers, Katies, Noni B) – entered voluntary administration in October 2024 and liquidation in July 2025.
- Godfreys – filed for voluntary administration in January 2024.
- Marquee Retail Group (Collette by Collete Hayman, Ben Sherman) – entered voluntary administration in April 2024.
- Booktopia – entered voluntary administration in July 2024.

This has led to changes in the retail sector including the need to re-evaluate leasing strategies, and a re-mixing of some activity centres away from their traditional strengths. For example, the share of apparel stores has declined in many centres due to competition from online retailers.

This is also the case in the GAC, where these specific retail and economic conditions have impacted the operation of the centre. Even so, the GAC continues to successfully operate, partially due to re-mixing of the centre.

Increased Use of Online Platforms

Pre COVID-19, many retailers were investing heavily in their online presence and transitioning their businesses to an 'omni channel' offering, with online platforms and bricks and mortar stores operated in a complementary manner. A common example of this is the so-called 'click and collect' capabilities now implemented by many retailers including major supermarkets.

COVID-19 supercharged the take-up of online retailing. Due to working from home and social distancing, people had a direct incentive to increase online spending. As a result, the share of online retail turnover (seasonally adjusted) in Australia reached a high of 15.3% in September 2021, before dropping to 10.0% as at April 2022. This was still substantially higher than the pre COVID-19 level of 6.3% as at January 2020, and has since increased to 12.7% at June 2025.

The total online food and non-food retail sales as measured by the ABS is detailed in **Figure 2.1**.

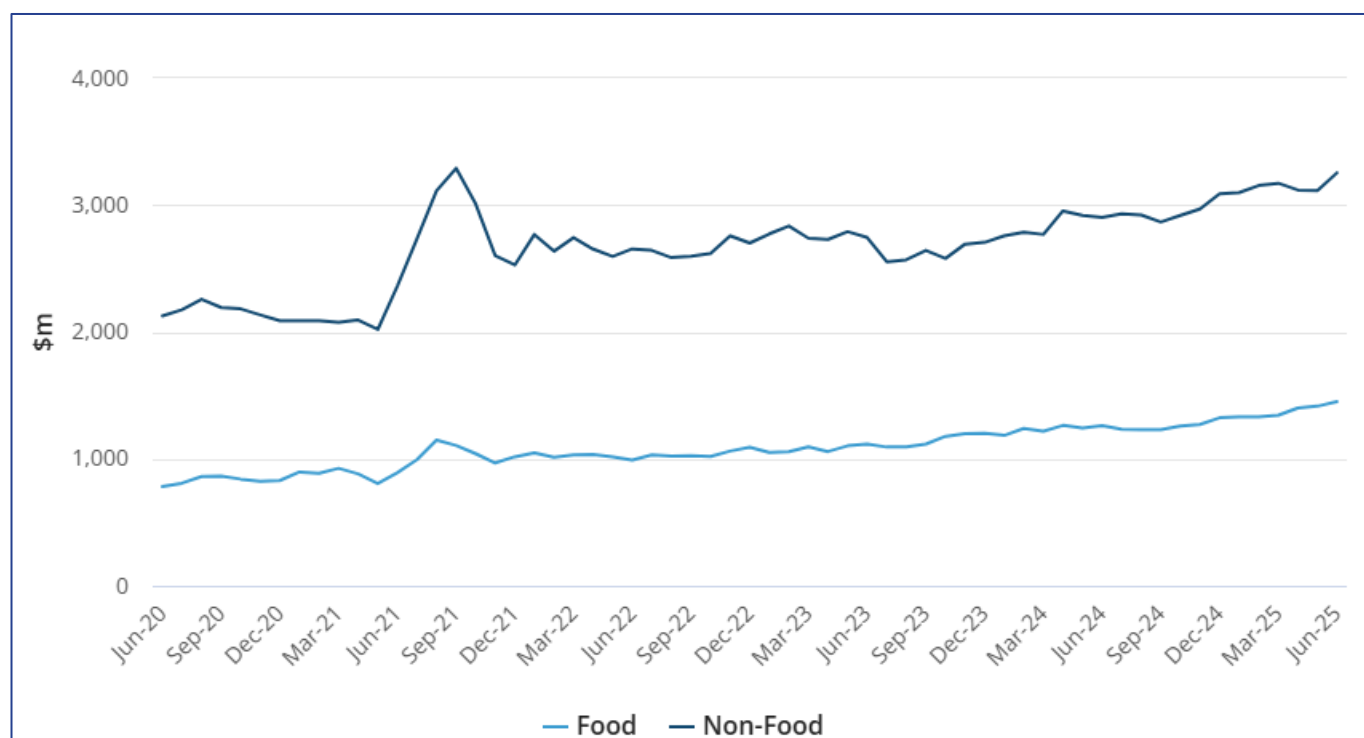


Figure 2.1 Food and Non-Food Online Sales (Seasonally Adjusted)

Source: ABS Retail Trade (June 2025 release)

The rapid change in consumer behaviour generated by COVID-19 has also delivered flow-on effects including:

- **‘Omni channel’ retailing now expected.** Consumers are expecting that their favourite brands provide omni channel options, being bricks and mortar and online options, and are prepared to move away from those that do not.
- **Retailers and Activity Centres are focussing on the ‘experience’.** The convenience afforded by online platforms means that activity centres cannot rely on drawing patronage on a purely transactional basis. Now, the success of activity centres is increasingly tied to the ability to deliver a positive customer experience relating to:
 - Store experience: the quality of the store fit-out, customer amenity and standard of service; and
 - Place experience: the attractiveness of the overall centre environment, with key trends including:
 - **The emergence of blended use development** whereby different uses (retail, commercial office, health/medical, gyms etc) are supported in the same building
 - **Establishment of complementary non-retail uses** such as medical centres, gyms, and co-working space for multi-function activity centres
 - **Supporting entertainment uses in larger centres** to drive after-hours activity such as bars, restaurants, cinemas, bowling alleys etc.
- **Renewed focus on the importance of marketing** and particularly ‘place branding’ initiatives that promote the point of difference of a place or centre to attract new customers.

Key Learnings and Observations for Activity Centres

Key learnings and observations for activity centres from the recent trends, are as follows:

- Centres must provide a highly convenient offer and/or an experience for consumers to remain relevant.
- Including a range of businesses that are not impacted by the growing spending directed online is becoming increasingly important for activity centres (e.g. eat in food and beverage, retail services, healthcare services, non-retail facilities, etc.)
- It is important that activity centres act as places for community interaction, which can be assisted through the provision of a quality public realm.
- Since the COVID-19 pandemic consumers are increasingly shopping local, particularly at activity centres that can meet their daily shopping needs.
- Activity centres need to evolve to accommodate businesses that meet the preferences of the community they serve.
- Keeping the level of vacancies low is important to protect the overall ambience and vibrancy of centres.

2.4 Suburban Office Trends

Tenant demands and requirements within employment markets are continually evolving. For example, in recent times there has been a move in the office market towards more open plan and flexible spaces that provide collaborative workspaces, seamless integration with technology, and incorporate sustainable initiatives.

Market sounding and research undertaken by this office across Australia's metropolitan office markets relating to tenant and occupier requirements, indicate that:

- Occupiers have preference for high-quality buildings with efficient building layouts and design.
- Occupiers seek high-quality spaces that typically achieve sustainability and wellness outcomes, including NABERS, Green Star, and WELL ratings.
- Tenants seek flexible spaces that allow for up and down scaling, active working spaces that enable collaboration internally and externally, and 24-hour access.
- Tenants value clustering benefits, which include being within activated spaces that offer retail amenities, outdoor open space and accessibility to public transport.

Overall, the COVID-19 pandemic has accelerated a re-imagining of the workplace, where flexibility, superior on-floor experiences and ESG outcomes are becoming prioritised in the market. Additionally, tenant requirements have evolved. It is expected that many of these trends are likely to continue, particularly including the importance of technology enabled workspaces and the ability to provide a safe and healthy work environment.

In relation to demand and vacancy for existing assets, there is an increasing need to differentiate with capital investment and refurbishment. This provides a better opportunity to leverage rent growth and tenant demand, with consideration for potential competition from Melbourne's City Fringe and CBD.

3.0 Greensborough Activity Centre Existing Situation

This Chapter details the current retail and commercial floorspace scale and mix in the GAC, including vacant floorspace. An assessment of the recent development and property trends in the centre is provided, and key features and land uses within and beyond the Study Area identified.

3.1 Land Use Context

Retail uses dominate the lower-level frontage of buildings along the GAC's Main Street strip, while the upper floors tend to support commercial uses. The majority of the GAC is situated to the west of the railway line, with activity focussed around the junction of Main Street and Greensborough Walk, establishing a core node of activity.

Greensborough Plaza forms a key component of the GAC, situated in the north of the Study Area and with access from Main Street. The shopping centre provides a diverse array of retail, entertainment, and personal and professional services. The western end of the GAC provides core retail and community needs, including a Woolworths supermarket at the Study Area's western edge.

The Greensborough Walk provides a key pedestrianised thoroughfare with potential to act as a mall, connecting the main retail and commercial activity through to Grimshaw Street and Flintoff Street. It includes a core commercial, government office/services and community facility focus, providing new commercial and medical offices, the Banyule Council Offices, Services Australia offices (Centrelink and Medicare) as well as WaterMarc Banyule – one of the largest aquatic and leisure facility in Victoria.

A small component of the GAC is located northeast of the railway line, encompassing the Greensborough RSL, a petrol station, and other commercial and retail businesses with larger footprints compared to the majority of uses in the GAC.

In the context of the GAC, Main Street serves as the primary business and shopping strip. Additionally, other important roads connect the GAC at Grimshaw Street, including the Greensborough Bypass located directly to the west (1km direct distance), and the Western Ring Road to the northwest of the Study Area (1.6km direct distance).

Prior to the various major infrastructure works in Greensborough, data from 2019 determined major arterial roads (Greensborough Highway, Greensborough Bypass and the Ring Road) carried between 20,000 to 50,000 vehicles daily¹, which presented challenges for the community and the GAC. However, recent major road network and infrastructure works will allow for detours away from the GAC.

As is evident in **Figure 3.1**, the entirety of the Study Area is designated under the Activity Centre Zone – Schedule 1 (ACZ1).

Notably, other relevant zones to the Study Area are as follows:

- Transport Zones (TRZ) along Main Street, through the centre, and The Circuit and Para Road at the north-eastern edge of the Study Area. The TRZ also covers the railway line and Greensborough Train Station areas to the east,
- General Residential Zone (GRZ) covering the majority of the Study Area's periphery,
- Public Use Zone (PUZ) to the west at Greensborough Primary School,
- Park and Public Park Open Zone (PPRZ) and Public Conservation and Resource Zone (PCRZ) areas in areas abutting the Study Area, and
- A small area of Commercially Zoned (C1Z) land to the Study Area's south-east, comprising a handful of commercial traders, including an auto-electrician, café, pet groomer and a swimming academy.

¹ Transport Victoria, [Historical Annual Average Daily Traffic Volume - Data Collection - Open Data - Transport Victoria](#)

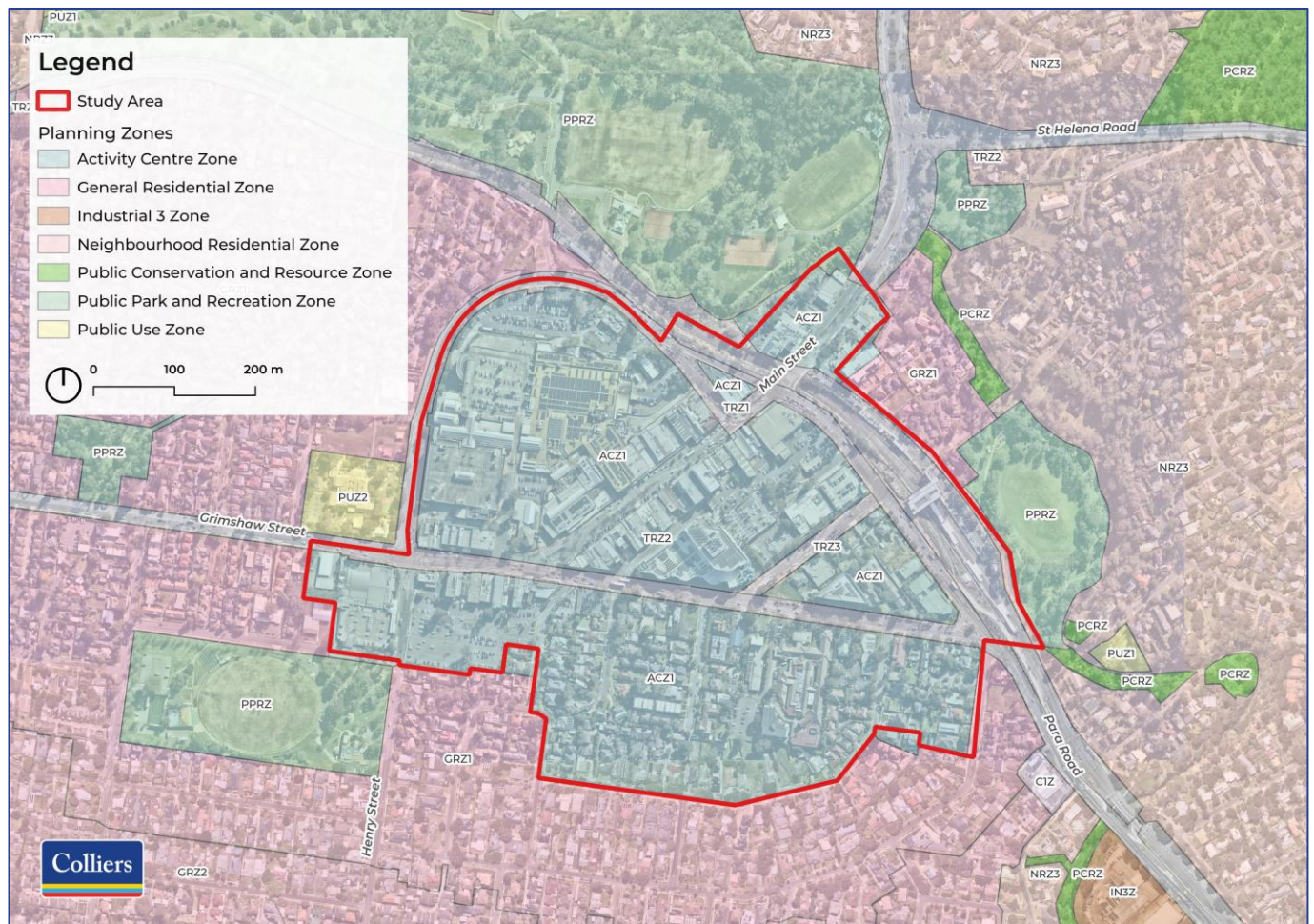


Figure 3.1 GAC Land Use Context

Source: Banyule Planning Scheme; Colliers Urban Planning

3.2 Retail and Commercial Floorspace Summary

The existing provision of shopfront, commercial and vacant floorspace located throughout the Study Area (including Greensborough Plaza) is estimated based on a survey undertaken in late September 2025. The survey involved recording the name, land use type, and size of every retail, commercial and vacant use in the Study Area.

The various commercial uses in the Study Area are broadly categorised as follows:

- **Retail and shopfront floorspace** – i.e. tenancies that can support a retail shop, typically located at ground level and with street frontage (enabling window displays etc). Shopfront floorspace typically supports retail uses, but can also include commercial and office uses (i.e. real estate agents, travel agents, accountants, fitness studios, etc.) or can be vacant.
- **Commercial and dedicated office floorspace** – i.e. tenancies specifically designed as offices. These tenancies can support a range of occupiers including:
 - Professional services (accountants, solicitors, conveyancing, real estate agents, mortgage brokers etc).
 - Government departments, agencies or service providers.
 - Private education and training providers.
 - Health and medical uses such as general practitioners and allied health providers.
 - Other commercial and non-retail floorspace, such as entertainment and gym/fitness floorspace.

The floorspace survey estimates a total of 99,420m² of retail, and commercial floorspace provided across the GAC Study Area, including:

- 71,500m², of retail and shopfront floorspace; and
- 27,240m² of commercial and dedicated office floorspace.

Of the occupied retail shopfront floorspace, approximately:

- 91.5% of shopfront floorspace (62,340m²) is occupied by retail uses.
- 3.9% of shopfront floorspace (2,650m²) is occupied by office uses.
- 4.6% of shopfront floorspace (3,130m²) includes other commercial uses (i.e. fitness and medical shopfronts).

The majority of occupied shopfront floorspace includes non-food retailers and discount department stores (DDS), followed by supermarket, food catering (such as cafes and restaurants), food, liquor and groceries (FLG), and retail services floorspace.

Approximately 4.7% of shopfront floorspace is vacant. The share of vacant shopfront floorspace is an important measure of the trading health of activity centres. For strip-based centres a vacancy rate in the order of 5% to 10% is generally observed for healthy activity centres. In this regard, the current shopfront vacancy rate is considered sound, although may suggest the need for additional shopfront floorspace (depending on the recent trends in these vacancy rates).

Vacant dedicated office floorspace totals 670m², or 2.4% of total commercial and dedicated office floorspace in the GAC. This is also considered low and may indicate the need for additional floorspace.

Generally, vacancies in the GAC are mostly dispersed along Main Street for both retail and commercial/dedicated office uses. In relation to retail shopfront vacancies there are no overwhelming 'hotspots' aside from tenancies inside the Greensborough Arcade (60 Main Street).

Most dedicated office and other (non-shopfront) commercial buildings are located along Grimshaw Street (spanning from the Circuit/Henry Street to Para Road), Para Road, and Flintoff Street, as well as individual building instances and on upper levels above retail floorspace along Main Street. Occupied commercial floorspace (including dedicated and shopfront) is equal to approximately 35% of total occupied retail floorspace, which is considered appropriate and typical for a major activity centre.

Across the GAC, there are a few examples where concentrated uses and retailers are located:

- A dining and restaurant precinct is located focally on Grimshaw Street (between Henry Street and Howard Street),
- Larger retail premises are located in the eastern part of the GAC Study Area (Precinct 4 of **Figure 1.3**),
- Medical uses are predominantly located in the south of the Study Area on Flintoff Street and Grimshaw Street (Precincts 5 and 6 of **Figure 1.3**),

Additionally, other uses not included in the floorspace survey play an important role in driving activity and providing amenity, particularly the WaterMarc recreation centre.

Prime opportunities for developer-led redevelopment include two small-scale plazas along the GAC strip centre at Greensborough Arcade (60 Main Street) and Grimshaw Walk (95 Grimshaw Street), both of which have limited occupied tenants.

Table 3.1 GAC Shopfront Floorspace (Retail, Commercial and Vacant), September 2025

Category	Floorspace m ²	Share (%)	Count (no.)
Retail Floorspace			
Supermarket	8,270	11.6%	3
FLG	3,140	4.4%	21
Food Catering	7,220	10.1%	54
Non Food	17,680	24.7%	82
Retail Services	4,960	6.9%	65
Discount Department Store	21,070	29.5%	2
Total Occupied Retail	62,340	87.2%	227
Office Shopfront	2,650	3.7%	24
Commercial Shopfront	3,130	4.4%	15
Total Occupied Shopfront	68,120	95.3%	266
Vacant Shopfront	3,380	4.7%	26
Total Shopfront Floorspace	71,500	100.0%	292

Source: Colliers Urban Planning; Shopping Centres Online (figures rounded)

Table 3.2 GAC Commercial and Dedicated Office Floorspace, September 2025

Category	Floorspace m ²	Share (%)	Count (no.)
Retail Floorspace	71,500	71.9%	292
Commercial and Dedicated Office Floorspace			
Health/Medical	6,670	6.7%	21
Fitness	1,220	1.2%	3
Commercial - Office	16,120	16.2%	40
Commercial - Other	3,230	3.2%	2
Total Occupied Commercial and Dedicated Office Floorspace	27,240	27.4%	66
Vacant Commercial and Dedicated Office	670	0.7%	6
Total Commercial and Dedicated Office Floorspace	27,910	28.1%	72
Total Retail and Commercial Floorspace	99,420	100.0%	364

Source: Colliers Urban Planning; Shopping Centres Online (figures rounded)

3.3 Centre Visitation

Mobile ping data (from provider Azira / Pinnacle) has been utilised to assist in considering visitation patterns and hotspots in the GAC. Mobile ping data tracks the location of mobile phones via apps and provides a representative sample of people visiting a certain locality (refer to **Appendix A** for more detail).

Visitation has been considered within different time periods, including the following:

- **Weekday days** being between 6am and 6pm on weekdays (Monday to Friday), shown in **Figure 3.2**.
- **Weekday evenings** being between 6pm and midnight on weekdays (Monday to Friday), shown in **Figure 3.3**.
- **Weekend days** being between 6am and 6pm on weekends (Saturday and Sunday), shown in **Figure 3.4**.
- **Weekend evenings** being between 6pm and midnight on weekends (Saturday and Sunday), shown in **Figure 3.5**.

This data demonstrates the dynamics within the centre, how the centre operates and how patrons visit the centre at different times.

Visitation to the GAC is particularly influenced by the following:

- The locations of key transport nodes at Greensborough train station and the bus terminal
- Greensborough Plaza

- Surrounding major roads and thoroughfares, including the Metropolitan Ring Road, Greensborough Bypass, Greensborough Road, Grimshaw Street, Para Road, Diamond Creek Road, and The Circuit.
- Car parking provision and availability
- Surrounding offices, and health and medical precinct.

Notable differences can be observed in the GAC across the different time periods analysed.

Weekday days are typically the GAC's most active, with a strong pull of visitation throughout most precincts. Heavy concentrations of visitation occur at Greensborough Plaza, with other hot spots at the west of Grimshaw Street (including Woolworths and KFC), Greensborough Walk to WaterMarc, Banyule City Council offices, Services Australia Offices, as well as Para Road near the train station and bus terminal. Weekday days are when the GAC has the most dispersed activity, with high levels of visitations occurring across most of the centre.

Weekday evenings see a quieter centre, with far less activity occurring in the GAC on Monday to Friday evenings. Key concentrations for weekday nights occur at Greensborough Plaza (including McDonald's, Coles and Hoyts), the west of Grimshaw Street near Woolworths and KFC, WaterMarc (and government offices), Greensborough RSL, and Services Australia Offices.

Weekend days are the time of second-highest activity at the GAC across the times examined. However, the activity is primarily focussed within Greensborough Plaza rather than the broader centre and Main Street. This would be partially attributable to the working population of the GAC not visiting outside of business hours. Visitation to the GAC on weekend days, while less intensive, reflects similar patterns to weekday day visitation, aside from in the southeast where office, health and medical buildings are likely to be closed.

Weekend evenings are typically the GAC's least busy hours, with minimal activity across most of the centre. Weekend nights see the highest level of activity at precise locations in Greensborough Plaza, McDonald's, Woolworths, and KFC.

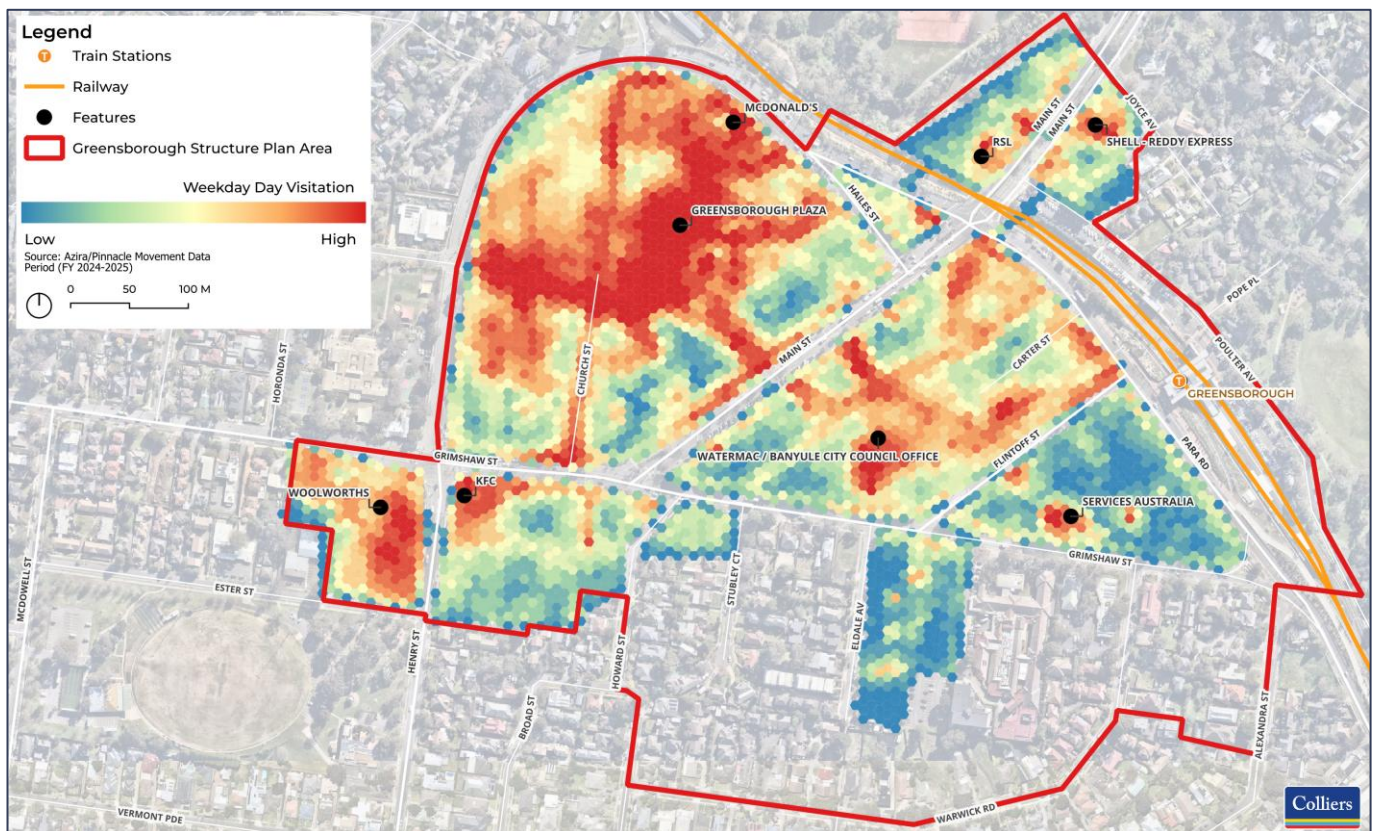


Figure 3.2 GAC Visitation - Weekday Days

Source: Azira/Pinnacle; Colliers Urban Planning

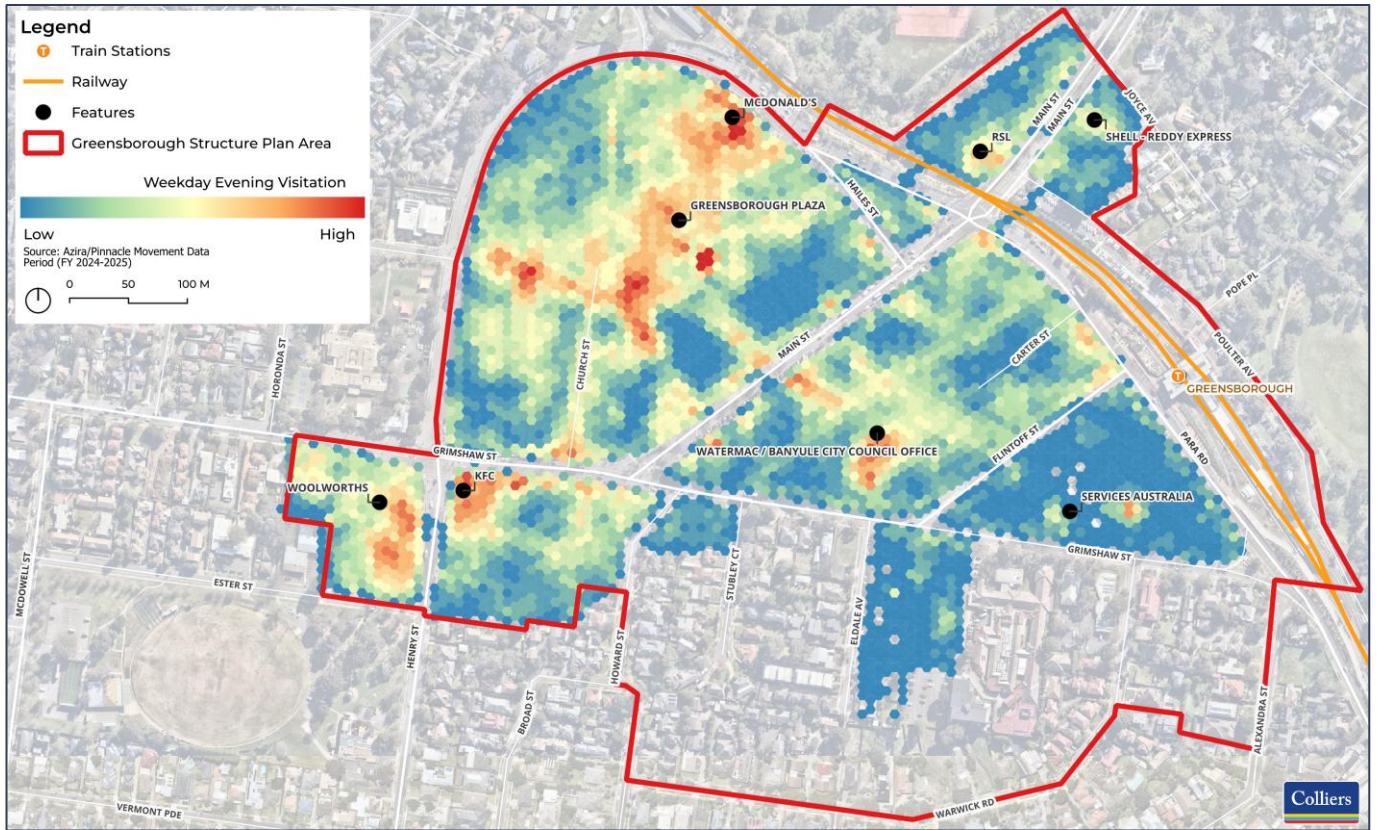


Figure 3.3 GAC Visitation - Weekday Evenings

Source: Azira/Pinnacle; Colliers Urban Planning

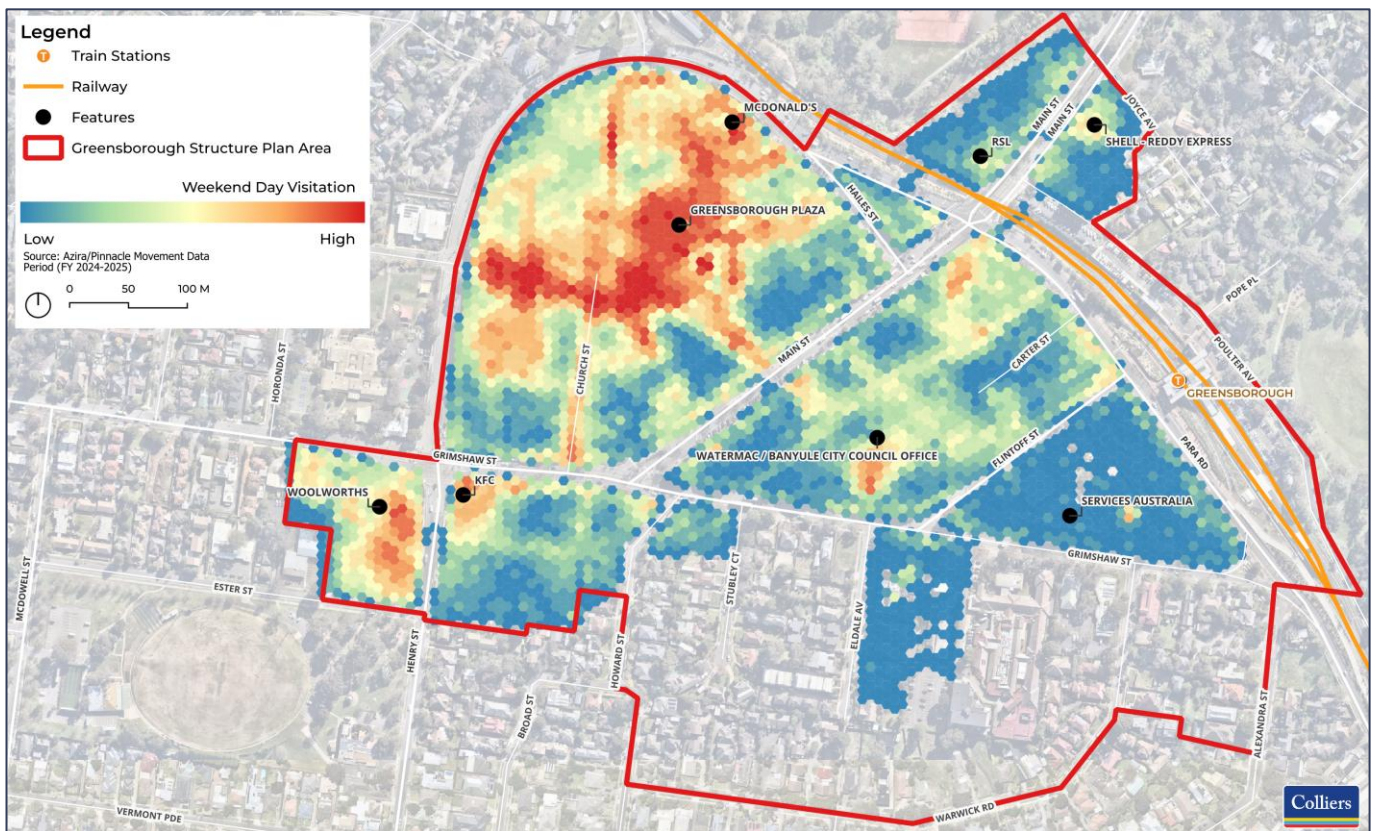


Figure 3.4 GAC Visitation - Weekend Days

Source: Azira/Pinnacle; Colliers Urban Planning

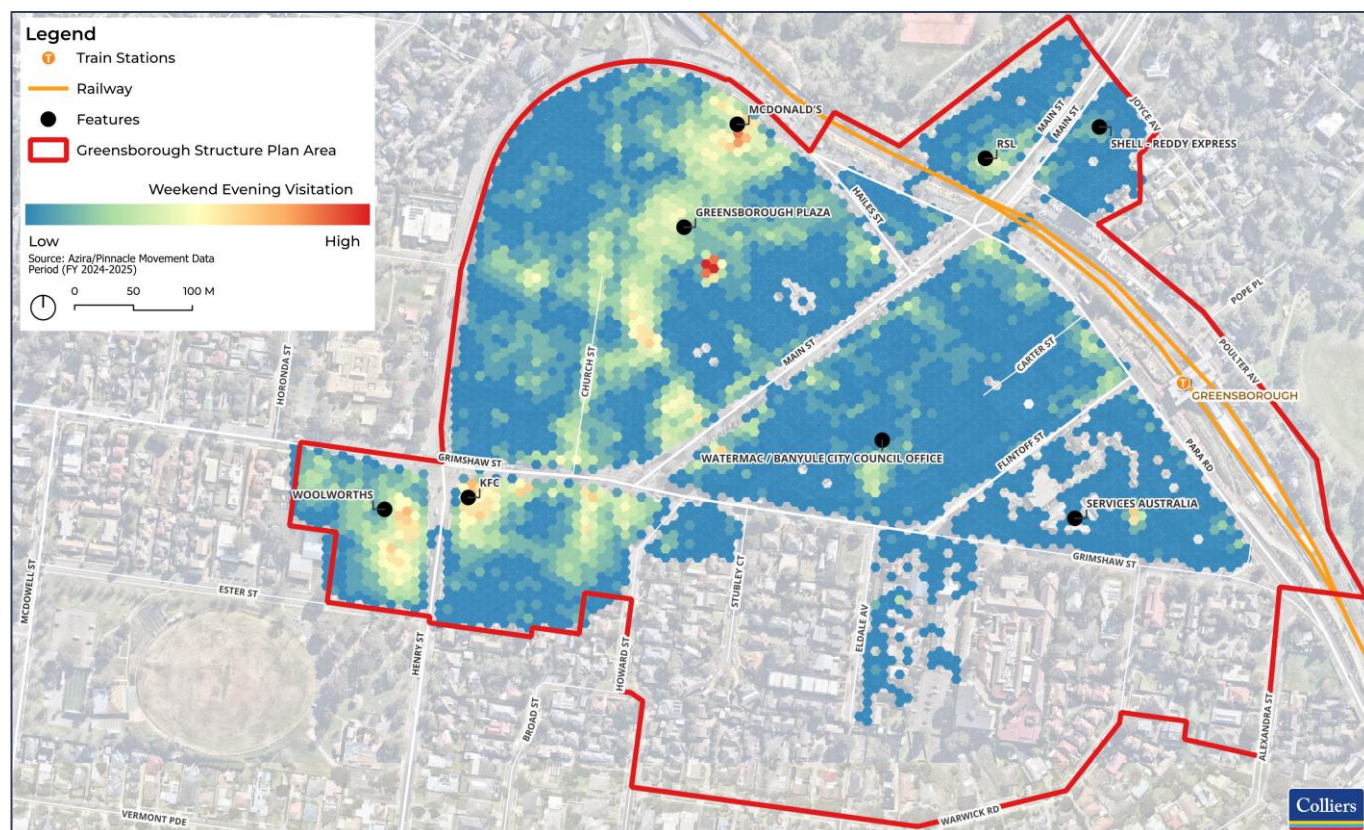


Figure 3.5 GAC Visitation – Weekend Evenings

Source: Azira/Pinnacle; Colliers Urban Planning

3.4 Development and Property Trends

The following proposed and approved developments are located within and surrounding the GAC. Generally, most of these developments are predominantly residential with a small proportion of mixed use (retail or office space).

- **17-storey Affordable Housing Apartments, 106-126 Main Street**

Ministerial Approval for the development of over 200 social and affordable houses containing one- and two-bedroom homes operated by a community housing provider. The site's interface with Para Road and Greensborough train station provides a key location for rental homes targeted for those on low- to medium incomes, providing access to transport, amenity, car and bicycle parking. The development also includes 350m² of office/commercial space and 180m² of retail. This application was fast-tracked through the State Government's Development Facilitation Program and is in the pre-construction phase.

- **7-storey Residential/ Mixed-Use Apartments, 93-95 Grimshaw Street**

Located in the middle of the GAC, this retail arcade known as Grimshaw Walk is set for redevelopment into a mixed-use building. This proposal is for a 7-storey building, with retail uses on the ground floor and 21 apartments (with car parking) on upper levels. This proposed development received planning approval in 2024 and is currently in the pre-construction phase. The property is currently listed for sale with permit approval.

- **11-Storey Residential Mixed Use Development, 273 Para Road**

Recently sold with planning approval, this 1,600m² site is in a prime position for development fronting Para Road (opposite Greensborough Train Station). The planning approval for this site is for 92 apartments (with 163 car parks) across 11-storeys and includes retail and office tenancy space at the ground level. It is understood that this development has been abandoned with the recent sale a mortgagee sale.

- **2-Storey Residential Development, 17, 21 & 22 Stubley Court**

Approval for 11 dwellings across three parcels of land, each with existing detached houses. The proposed redevelopment of this land is to include 11 x 2-storey townhouses (a mix of 8 x 2-bedroom and 3 x 3-bedroom dwellings) with associated car parking. This proposal has not begun construction and has potentially been abandoned.

- **2-Storey Residential Development, 30-32 Warwick Road**

Proposal for the redevelopment of 1,300m² of land to construct 12 townhouses (up to 3-storeys) with 22 car spaces. The project is approved and the site has been cleared, however construction is yet to begin.

- **11-Storey Residential Mixed Use Development, 4-6 Flintoff Street**

Approval for the development of a 12-level mixed use development. Latest plans for this development have been shared as part of the planning permit amendment, with the development to include 250m² of retail floorspace, 180m² of office floorspace, and a childcare centre across the ground and lower ground floors, and 63 apartments across two- and three-bed typologies across the 10 upper levels.

The proposed and approved developments outlined suggest a move in the GAC towards higher density residential developments. The market for higher density residential developments begins to emerge when underlying land values reach a level that provide an opportunity for apartment development to be financially viable.

Land values are influenced by a variety of factors which include the amenity, access to services, investment in the area, and an underlying demand to live within that particular location. Where land values are high in areas close to public transport, typically apartment living provides a more affordable alternative to lower-density housing.

As such, often transport connected suburbs closer to the city centre see the development of higher density residential prior to areas further out, with location factors driving this over structural factors. This is evident when considering higher density residential developments that have occurred in Heidelberg and Ivanhoe activity centres, compared to Greensborough. However, as shown by the developments outlined, a market for higher density residential is emerging in Greensborough.

4.0 Catchment Area Analysis

This Chapter defines the Catchment served by the GAC, and details the population, socio-demographic profile, labour force, work force, and estimated retail expenditure of the resident population for this Catchment.

4.1 Catchment Area Definition

A Catchment describes the geographic region within which an activity centre is likely to capture a significant share of its sales. The extent of a catchment area for any facility is shaped by several factors including:

- The relative attraction of the centre in question, including its scale and composition compared with alternative centres, as well as the ease of access and provision of carparking at the subject centre.
- The location, scale and quality of competing centres.
- The available road network and public transport services, and how they operate to affect ease of use and access to the centre in question.
- Significant physical barriers which can act to delineate the boundaries of a catchment area.

A catchment area has been defined for the GAC, with its extent reflecting the following key factors:

- The scale of the activity centre.
- The accessibility to the GAC, with proximity to the Greensborough Bypass, Western Ring Road, and Greensborough Train Station.
- The location and scale of competitive activity centres in the surrounding area, particularly noting Metropolitan and Major Activity Centres which offer similar higher-order retail and commercial uses.

In addition to the above, mobile ping data from Azira/Pinnacle has been utilised to determine the extent of the catchment area. This data tracks the location of mobile phones via apps, providing a representative sample of people visiting and certain locality and their normal night-time location. In this case, the evening locations of people visiting the GAC during the day have been reviewed (see **Appendix A** for further detail).

Taking the above into consideration, a **Catchment Area** has been defined which extends to Yarrambat in the north, Research in the east, along the Yarra River in Templestowe Lower to the south, and Bundoora to the west.

The Catchment Area is illustrated in **Figure 4.1**.

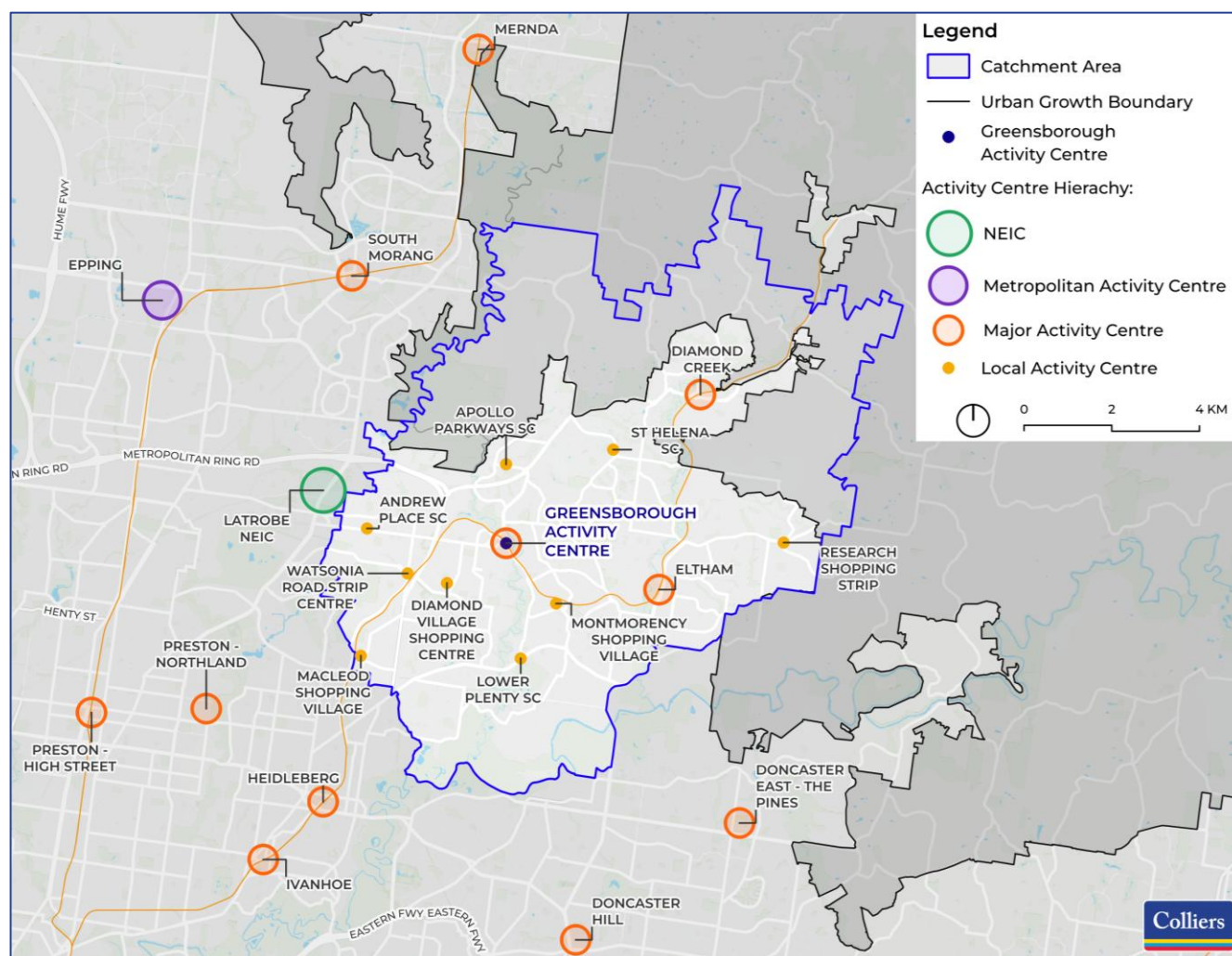


Figure 4.1 Catchment Area and Key Activity Centres

Source: Colliers Urban Planning

4.2 Catchment Area Population

Population growth plays a major role in driving changes in overall retail spending and influencing the scale and nature of future retail development in an activity centre.

In 2025, the Catchment Area is estimated to accommodate 125,020 residents. From 2016 to 2025 the population increased by +680 persons, representing average growth of +80 persons or +0.1% per annum, as shown in **Table 4.1**. This limited growth was driven by a decline in population over the years from 2019 to 2022, due to the COVID-19 pandemic and students of the nearby La Trobe University moving away from the Catchment Area.

The Catchment Area is forecast to grow to a population of 139,210 persons by 2046, reflecting growth of +14,190 persons on 2025 levels and equating to yearly growth of +680 persons or +0.5%. The highest proportion of this growth will occur in and around Greensborough. It is noted that the State Government has set a housing target of 45,500 net new dwellings for the Banyule municipality by 2051 and Greensborough, as a key activity centre in the municipality, has the potential to accommodate a significant proportion of these new dwellings.

Table 4.1 Catchment Area Population Trends and Forecasts, 2016 to 2046

Category	2016	2021	2025	2031	2036	2041	2046
Population	124,340	122,800	125,020	129,110	132,490	135,880	139,210
Annual Average Growth (no.)		-310	+560	+680	+680	+680	+670
Annual Average Growth (%)		-0.2%	0.4%	0.5%	0.5%	0.5%	0.5%

Source: ABS, *Estimated Resident Population*; id Forecast; Colliers Urban Planning

4.3 Demographic Characteristics

The socio-demographic profile of the Catchment Area population, as sourced from the 2021 ABS Census of Population and Housing, is summarised in **Table 4.2** and compared with the Greater Melbourne benchmark.

The key points to note are as follows:

- **Higher median incomes**, with residents earning +9.9% greater annual income on a per capita basis and +14.4% greater annual income on a household basis, compared to the Greater Melbourne benchmark.
- **Older age profile**, with a median age of 40.9 years, compared to 37.1 years across Greater Melbourne. Within the Catchment Area, the share of 35 to 64-year-olds, and 65 to 84-year-olds represent 57.0% of the population, compared to 51.5% across Greater Melbourne. The share of 20 to 34-year-olds is significantly lower in the Catchment Area (15.9%) compared to the Greater Melbourne benchmark (22.7%).
- **Predominantly Australian-born**, with 81.1% of residents born in Australia (compared to 64.1% across Greater Melbourne) and with 84.2% of residents only speaking English at home (compared to 64.7% in Greater Melbourne).
- **High share of family households**, which comprise 78.5% of households compared to 70.9% across Greater Melbourne. There are significantly less lone person households and group households in the Catchment Area (19.9% and 1.6% respectively, compared with 24.8% and 4.2% respectively for Greater Melbourne).
- **Mostly detached housing**, which account for 87.7% of all dwellings (68.0% across Greater Melbourne). The average household size is 2.7 persons, similar to the Greater Melbourne benchmark (2.6 persons).
- **High dwelling occupancy rates across the Catchment Area** at 95.0%, higher than the Greater Melbourne median (90.0%).
- **More dwellings are owned outright and owned with a mortgage** at 40.2% and 43.5% respectively in the Catchment Area, when compared to Greater Melbourne (30.4% and 34.8% respectively).

Overall, the socio-economic profile reflects an area with a significant share of families, occupying separate dwellings which are either owned outright or with a mortgage. The age profile of the population is older than average, and residents earn above average household incomes.

Table 4.2 Demographic Characteristics of the Catchment Area Residents, 2021

Category	Catchment Area	Greater Melbourne
Income		
Median individual income (annual)	\$48,120	\$43,800
Variation from Greater Melbourne median	+9.9%	n.a.
Median household income (annual)	\$114,390	\$100,020
Variation from Greater Melbourne median	+14.4%	n.a.
Age Structure		
0-4 years	5.6%	5.9%
5-19 years	19.5%	17.8%
20-34 years	15.9%	22.7%
35-64 years	41.0%	38.5%
65-84 years	16.0%	13.0%
85 years and over	2.0%	2.0%
Median Age (years)	40.9	37.1
Country of Birth		
Australia	81.1%	64.1%
Other Major English Speaking Countries	6.0%	6.4%
Other Overseas Born	12.9%	29.5%
% speak English only at home	84.2%	64.7%
Household Composition		
Couple family with no children	26.4%	24.5%
Couple family with children	41.0%	34.6%
Couple family - Total	67.4%	59.2%
One parent family	10.5%	10.6%
Other families	0.6%	1.1%
Family households - Total	78.5%	70.9%
Lone person household	19.9%	24.8%
Group household	1.6%	4.2%
Dwelling Structure (Occupied Private Dwellings)		
Separate house	87.7%	68.0%
Semi-detached, row or terrace house, townhouse etc.	9.5%	16.2%
Flat, unit or apartment	2.8%	15.6%
Occupancy rate	95.0%	90.0%
Average household size	2.7	2.6
Tenure Type (Occupied Private Dwellings)		
Owned outright	40.2%	30.4%
Owned with a mortgage	43.5%	37.8%
Rented	15.3%	30.3%
Other tenure type	1.0%	1.5%
Housing Costs		
Median monthly mortgage repayment	\$2,233	\$2,046
Variation from Greater Melbourne median	+9.2%	n.a.
Median mortgage as a share of median household income	23.4%	24.5%
Median weekly rents	\$411	\$400
Variation from Greater Melbourne median	+2.9%	n.a.
Median rent as a share of median household income	18.7%	20.8%

Source: ABS, *Census of Population and Housing*, 2021; Colliers Urban Planning

Note: Interpretation of small area data from the 2021 ABS Census should consider potential outcomes from the COVID-19 pandemic.

4.4 Worker Population

Labour Force

The labour force comprises all employed persons who live in the Catchment Area regardless of if they are employed within or outside of the Catchment Area.

The major employment sectors for the Catchment Area in 2021 were Health Care and Social Assistance (15.3%), Construction (11.9%), and Education and Training (11.9%), as shown in **Table 4.3**. These industries in combination provide employment for almost 40% of the Catchment Area labour force.

In addition, Health Care and Social Assistance, and Construction account for a significant proportion of labour force growth, with these industries growing by +2,260 and +1,990 people respectively from 2016 to 2021.

Jobs in the Retail Trade industry have also increased over this period and totalled 5,060 persons in 2021, an increase of +400 on 2016 levels.

Table 4.3 Catchment Area Labour Force, 2016 to 2021

Category	2016		2021		Change 2016-2021		Greater Melb 2021
	No.	% Share	No.	% Share	No.	%pt	% Share
Primary Sector							
Agriculture, Forestry and Fishing	80	0.2%	120	0.2%	+40	0.0%	0.5%
Mining	40	0.1%	30	0.0%	-10	-0.1%	0.1%
Sub-Total	120	0.2%	150	0.2%	+30	0.0%	0.6%
Secondary Sector							
Construction	5,250	10.5%	7,240	11.9%	+1,990	+1.4%	9.6%
Manufacturing	3,080	6.2%	3,590	5.9%	+510	-0.2%	7.1%
Sub-Total	8,330	16.7%	10,830	17.9%	+2,500	+1.2%	16.7%
Tertiary Sector							
Producer Services							
Electricity, Gas, Water and Waste Services	480	1.0%	540	0.9%	+60	-0.1%	1.0%
Financial and Insurance Services	2,130	4.3%	2,680	4.4%	+550	+0.2%	4.8%
Info. Media and Telecommunications	1,020	2.0%	1,040	1.7%	+20	-0.3%	1.8%
Rental, Hiring and Real Estate Services	720	1.4%	760	1.3%	+40	-0.2%	1.6%
Transport, Postal and Warehousing	1,770	3.5%	2,060	3.4%	+290	-0.1%	5.1%
Wholesale Trade	1,560	3.1%	1,780	2.9%	+220	-0.2%	3.1%
Sub-Total	7,680	15.3%	8,860	14.6%	+1,180	-0.7%	17.4%
Consumer Services							
Accommodation and Food Services	2,220	4.4%	2,770	4.6%	+550	+0.1%	6.3%
Administrative and Support Services	1,440	2.9%	1,630	2.7%	+190	-0.2%	3.3%
Arts and Recreation Services	1,140	2.3%	1,160	1.9%	+20	-0.4%	1.8%
Education and Training	5,810	11.6%	7,220	11.9%	+1,410	+0.3%	9.1%
Health Care and Social Assistance	7,000	14.0%	9,260	15.3%	+2,260	+1.3%	14.0%
Other Services	1,800	3.6%	2,160	3.6%	+360	0.0%	3.6%
Professional, Scientific and Technical Services	4,350	8.7%	5,840	9.6%	+1,490	+0.9%	9.9%
Public Administration and Safety	3,770	7.5%	4,820	8.0%	+1,050	+0.4%	5.6%
Retail Trade	4,660	9.3%	5,060	8.3%	+400	-1.0%	9.7%
Sub-Total	32,190	64.4%	39,920	65.8%	+7,730	+1.4%	63.3%
Sub-Total Tertiary Sector	39,870	79.7%	48,780	80.4%	+8,910	+0.7%	80.7%
<i>Inadequately described or not stated</i>	1,700	3.4%	890	1.5%	-810	-1.9%	2.0%
Total	50,020	100.0%	60,650	100.0%	+10,630	0.0%	100.0%

Source: ABS, *Census of Population and Housing*, 2016 and 2021; Colliers Urban Planning

Note: figures rounded

Workforce

The workforce comprises all people who work within an area, regardless of if they reside within or outside of the area. As such this represents the number of jobs within an area. For the below analysis, the area referred to is the Greensborough Destination Zone (DZN) as defined by the ABS. This DZN covers the area of the GAC north of Grimshaw Street, including the majority but not all jobs across the GAC.

In 2021, 87.0% of jobs located in the DZN were in the Consumer Services sector, a total of 3,670 jobs. This was an increase of +740 workers on the 2016 level of 2,930 jobs in this sector, as shown in **Table 4.4**.

Key employment sectors in the DZN in 2021 include Retail Trade (28.8% of total jobs), Public Administration and Safety (15.2%), Accommodation and Food Services (14.0%), and Health Care and Social Assistance (11.8%).

Table 4.4 Greensborough Destination Zone (DZN) Workforce, 2016 to 2021

Industry	2016		2021		Change 2016-2021		Greater Melb 2021 % Share
	No.	%	No.	%	No.	%pt	
Primary Sector							
Agriculture, Forestry and Fishing	10	0.1%	0	0.0%	-10	-0.1%	0.6%
Mining	0	0.0%	0	0.0%	0	0.0%	0.2%
Sub-Total	10	0.1%	0	0.0%	-10	-0.1%	0.8%
Secondary Sector							
Construction	100	2.9%	110	2.6%	+10	-0.3%	9.3%
Manufacturing	60	1.8%	50	1.1%	-10	-0.7%	6.9%
Sub-Total	160	4.7%	160	3.7%	0	-1.0%	16.1%
Tertiary Sector							
Producer Services							
Electricity, Gas, Water and Waste Services	0	0.0%	0	0.0%	0	0.0%	1.0%
Financial and Insurance Services	110	3.2%	100	2.4%	-10	-0.7%	4.7%
Information Media and Telecommunications	60	1.8%	50	1.2%	-10	-0.6%	1.8%
Rental, Hiring and Real Estate Services	110	3.0%	90	2.2%	-20	-0.8%	1.6%
Transport, Postal and Warehousing	20	0.6%	30	0.8%	+10	+0.2%	4.9%
Wholesale Trade	20	0.5%	10	0.2%	-10	-0.3%	3.0%
Sub-Total	320	9.2%	280	6.8%	-40	-2.4%	17.0%
Consumer Services							
Accommodation and Food Services	510	14.6%	590	14.0%	+80	-0.6%	6.1%
Administrative and Support Services	110	3.1%	140	3.3%	+30	+0.2%	3.2%
Arts and Recreation Services	110	3.1%	90	2.2%	-20	-0.9%	1.8%
Education and Training	110	3.1%	170	4.0%	+60	+0.9%	8.8%
Health Care and Social Assistance	340	9.7%	500	11.8%	+160	+2.1%	13.5%
Other Services	170	4.8%	190	4.5%	+20	-0.3%	3.4%
Professional, Scientific and Technical Services	160	4.5%	130	3.2%	-30	-1.4%	9.6%
Public Administration and Safety	150	4.4%	640	15.2%	+490	+10.8%	5.4%
Retail Trade	1,270	36.4%	1,220	28.8%	-50	-7.6%	9.4%
Sub-Total	2,930	83.8%	3,670	87.0%	+740	+3.1%	61.2%
Sub-Total Tertiary Sector	3,250	93.0%	3,950	93.7%	+700	+0.7%	78.2%
<i>Inadequately described or Not stated</i>	50	1.3%	60	1.4%	+10	+0.1%	4.8%
Total	3,470	100.0%	4,170	100.0%	+697	0.0%	100.0%

Source: ABS, *Census of Population and Housing*, 2016 and 2021; Colliers Urban Planning

Note: figures rounded

4.5 Retail Spending Forecasts

Estimates of retail spending have been prepared with reference to the CommBank iQ retail spending data. This data is based on observable electronic (e.g. credit/debit card) spending data based on total spending undertaken by residents who live within an area over a 12-month period. They are subsequently adjusted to account for cash payments and buy now, pay later purchases to ensure the accuracy of capturing total market spending. All spending estimates in this report are expressed including GST.

Estimates of retail spending by Catchment Area residents are defined within the following broad product categories:

- **Food, Liquor and Groceries (FLG)** – includes spending at supermarkets, fresh food, other food and grocery stores, convenience stores, specialised food retailers, breweries, wineries, liquor stores and on wine subscriptions.
- **Food catering** – includes spending at cafés, restaurants, take-away food stores, taverns, bars, and clubs.
- **Non-Food** – includes spending at apparel, homewares, leisure, and general merchandise stores.
- **Retail services** – includes spending at hairdressers, beauty salons, dry cleaners and optometrists.

Estimates of average per capita retail spending in 2025 for residents in the Catchment Area are shown in **Table 4.5** and are compared against the Greater Melbourne benchmark.

Per capita spending by the Catchment Area population is \$18,500, which is +14.4% above the average for Greater Melbourne of \$16,170. This higher spending primarily reflects the higher incomes earned by residents in the area, and that an above average proportion of households own their homes outright.

Table 4.5 Average Per Capita Retail Spending, 2025 (\$2025)

	Food, Liquor & Groceries	Food Catering	Non Food	Retail Services	Total Retail
Catchment Area	\$6,620	\$3,560	\$7,730	\$600	\$18,500
<i>Greater Melbourne</i>	<i>\$5,640</i>	<i>\$3,400</i>	<i>\$6,620</i>	<i>\$510</i>	<i>\$16,170</i>
<u>Variation from Greater Melbourne average</u>					
Catchment Area	+17.4%	+4.7%	+16.8%	+17.6%	+14.4%

Source: CommBank iQ; Colliers Urban Planning

The total retail spending capacity of the Catchment Area population is detailed in **Table 4.6**. These figures are calculated by multiplying the previously outlined population forecasts with the per capita retail spending estimates outlined above. The spending forecasts are presented in constant \$2025 (i.e. excluding the effects of price inflation), although do include an allowance for real growth in per capita spending.

The total retail spending capacity of residents in the Catchment Area is projected to increase from \$2.3 billion in 2025 to \$3.0 billion by 2046, reflecting a total increase of +\$727.7 million over the forecast period.

Table 4.6 Retail Spending Capacity, 2025 to 2046 (Constant \$2025)

Retail Category	2025	2031	2036	2041	2046
FLG	\$824.0m	\$884.2m	\$936.8m	\$992.0m	\$1,049.4m
Food Catering	\$442.9m	\$474.1m	\$501.3m	\$529.7m	\$559.2m
Non-Food	\$962.6m	\$1,055.2m	\$1,138.1m	\$1,226.8m	\$1,320.9m
Retail Services	\$74.5m	\$81.7m	\$88.1m	\$94.9m	\$102.2m
Total Retail	\$2,304.0m	\$2,495.2m	\$2,664.3m	\$2,843.5m	\$3,031.8m

Source: CommBank iQ; Colliers Urban Planning

5.0 Competitive Context

This Chapter provides an overview of the key activity centres competing with Greensborough Activity Centre in serving the Catchment Area population.

5.1 Competitive Framework

The GAC competes with a range of existing activity centres and retail destinations for a share of the Catchment Area retail spending. These range from higher-order centres serving large regional catchments, through to smaller centres serving mostly local residents.

A summary of competing centres, including classification, location (municipality), distance from the GAC, and major centres, are shown in **Table 5.1** below. The location of each centre is shown in the previous **Figure 4.1**.

Table 5.1 *Competitive Context and Activity Centres*

Location	Classification	LGA	Direct Distance	Major Shopping Complexes
<u>Within the Catchment</u>				
Eltham	Major	Nillumbik	3.6km	Main Street Strip Centre
Diamond Creek	Major	Nillumbik	5.6km	Diamond Creek Station Shopping Centre
<u>Outside the Catchment</u>				
La Trobe	NEIC	Banyule and Darebin	4.3km	Northland Shopping Centre; Heidelberg West Business Park; Summerhill Shopping Centre
South Morang	Major	Whittlesea	7.0km	Central South Morang
Heidelberg	Major	Banyule	7.2km	Warringal Shopping Centre
Preston - Northland	Major	Darebin	7.8km	Northland Shopping Centre; Northland Homemaker Centre (key node in La Trobe NEIC)
Doncaster East - The Pines	Major	Manningham	8.3km	The Pines Shopping Centre
Ivanhoe	Major	Banyule	9.1km	Ivanhoe Plaza; Upper Heidelberg Road
Doncaster Hill	Major	Manningham	9.2km	Westfield Doncaster (Additional retail and commercial floorspace by 2030)
Epping	Metropolitan	Whittlesea	9.6km	Pacific Epping Shopping Centre; Melbourne Market Precinct
Preston - High Street	Major	Darebin	10.2km	Preston Central Activity Centre - High Street (including Preston Market)
Mernda	Major	Whittlesea	11.3km	Mernda Town Centre Shopping Centre; Plenty Road

Source: Colliers Urban Planning

5.2 Key Activity Centre Competition

Within the Catchment

Eltham, Major Activity Centre

The Eltham Major Activity Centre is the nearest Activity Centre to the GAC, located 3.6km to the east. The centre accommodates a core retail and commercial destination, with a primary retail focus on Main Street, while maintaining the character of the Eltham area. To ensure this, the centre maintains relatively strict protections, which preserve the distinct character of canopy cover, timber materials, and native bushland appeal.

The central retail spine of the centre runs parallel to the train station, with this area forecast to see higher-density housing growth, to be built upon the centre's existing strong retail and employment base. This centre contains three

major supermarkets (Coles, Woolworths and ALDI) and offers a range of food catering options and local services (such as Eltham Post Office).

Some 1.9km (or 4-minute drive) southwest of Main Street, is a secondary cluster of uses combining industrial, medical and community uses, which in more recent years has seen a wave of more diverse and emerging businesses. Recent established uses include gyms and fitness centres, children's play centres and recreation outlets, and a gin distillery and bar.

This area of the Eltham Major Activity Centre includes other key attractors such as McDonald's (with Drive-Thru), Bunnings Warehouse, various light industrial uses (such as motor repairs), a skating rink (Skaterz Roller Skate & Blade Rink), and the Eltham Leisure Centre.

[Diamond Creek, Major Activity Centre](#)

Located 4.6km north of the GAC, the Diamond Creek Major Activity Centre is positioned in the valley of the Diamond Creek, with the main retail spine of the centre located along Main Hurstbridge Road. The centre functions as a combined retail, commercial, community and leisure hub. Situated within the green wedge on the fringe of metropolitan Melbourne, this centre maintains a strong valley landscape identity that reflects its natural setting.

The retail core is predominantly positioned south-east of the train station, comprising a Coles supermarket with complementary shops and services meeting the everyday needs of the district, while adjacent commercial and light-industrial precincts provide employment opportunities. Community and leisure uses are also prominent, with the nearby train station, open space corridor and sporting and recreation facilities contributing to the broader activity centre's role.

In the retail core, the centre contains a range of facilities including Mitre10, Supa IGA, pharmacies and newsagents, banks, food catering, the CFA, a local high school and community sporting fields, which contribute to the village-feel of the activity centre. North of the railway line is an area of more retail, commercial and light-industrial uses, including McDonald's, the Diamond Creek Tavern, Reece Plumbing, Golden Hills Brewery and various light-industrial and automotive repairs businesses.

A more contained ancillary commercial precinct is located to the west of the train station along Chute Street (continuation of Main Hurstbridge Road), which predominantly contains specialty food, liquor and groceries as well as cafés and restaurants, and some office uses. These two retail precincts of the Diamond Creek Major Activity Centre are separated by sporting ovals as well as the railway line.

[Local Activity Centres](#)

In addition to the above Major Activity Centres, there are numerous smaller local activity centres in the Catchment Area, illustrated in **Figure 4.1**. These local centres typically comprise of a supermarket-based centre with a selection of ancillary complementary offers. These centres include:

- **Diamond Village Shopping Centre** (1.6km south of GAC)
- **Montmorency Shopping Village** (1.8km southwest of GAC)
- **Apollo Parkways Shopping Centre** (1.8km north of GAC)
- **Watsonia Road Strip Centre** (2.4km west of GAC)
- **Lower Plenty Shopping Centre** (2.6km south of GAC)
- **Andrew Place Shopping Centre** (3.2km west of GAC)
- **St Helena Shopping Centre** (3.2km north of GAC)
- **Macleod Shopping Village** (4.2km southeast of GAC)
- **Research Shopping Strip** (6.3km east of GAC)

[Outside the Catchment](#)

[La Trobe National Employment and Innovation Cluster \(NEIC\)](#)

Located 4.3km west of the GAC, the La Trobe NEIC combines a range of key employment functions (education, research, health, industry and commercial uses) in one integrated precinct.

At the core of the La Trobe NEIC is La Trobe University's Bundoora campus, which is complemented by significant health and medical facilities, such as the biomedical precinct associated with Austin Hospital in Heidelberg. Additionally, retail, industry, and innovation precincts located at Northland Shopping Centre and Heidelberg West Business Park also form part of the cluster.

The La Trobe NEIC serves as a substantial employment, enterprise and innovation platform for Melbourne's north-east and is strategically designed to support tertiary education, workforce training, advanced manufacturing, digital services, and health-led research and innovation.

Overall, the La Trobe NEIC serves as a crucial employment and innovation hub for the region, leveraging their cluster of functions to boost productivity, foster job creation, and drive economic development. The area is evolving from a conventional campus and commercial zone into a dynamic mixed-use innovation hub, supported by strategic planning and infrastructure investments.

[Epping, Metropolitan Activity Centre](#)

Identified in Plan Victoria as a Metropolitan Activity Centre, the Epping Activity Centre is located some 9.6km north-west of the GAC. This activity centre is anchored around High Street, Epping, serving as the main shopping and mixed-use core.

This precinct contains many higher order services including health, education and retail uses, and accommodates the Pacific Epping Shopping Centre, Costco Wholesale, the wholesale Melbourne Market, and the Northern Hospital. Along with these primary anchors, the centre has a strong existing employment precinct as well as the Melbourne Polytechnic Epping campus.

The centre provides a wide range of offerings providing a focal point for retail and commercial services as well as being highly accessible (via railway and major arterial roads) from throughout Melbourne's north. Notably, the Epping Metropolitan Activity Centre provides a strong service and employment focus, rather than purely low-rise suburban shopping strip character.

By 2051, the built-form and density of the centre is proposed to increase, particularly at the core of the activity centre, potentially accommodating mid-rise buildings of up to 12-storeys. Epping is envisaged to become a key integrated area in Melbourne, hosting a range of dwelling typologies, as well as creating a thriving mixed-use precinct accommodating more employment, retail, office, and commercial uses, alongside education, health and community services.

[Other Surrounding Major Activity Centres](#)

Other surrounding Major Activity Centres beyond the catchment include:

- South Morang, Major Activity Centre
- Heidelberg, Major Activity Centre
- Preston – Northland, Major Activity Centre
- Doncaster East – The Pines, Major Activity Centre
- Ivanhoe, Major Activity Centre
- Doncaster – The Hill, Major Activity Centre
- Preston – High Street, Major Activity Centre
- Mernda, Major Activity Centre

6.0 Retail and Commercial Floorspace Assessment

This Chapter provides a retail and commercial floorspace assessment for Greensborough Activity Centre, including estimates of current market shares, forecast of need for retail and commercial floorspace, and consideration of development opportunities.

6.1 Retail Floorspace Need

To calculate the retail market shares for the GAC, the current sales achieved by retail facilities are firstly determined. It is estimated that the GAC currently generates approximately \$440.0m in retail sales, with this sales performance estimated by applying expected trading levels to the floorspace recorded in **Table 3.1**, as shown in **Table 6.1**. These trading levels reflect the nature of the uses using industry benchmarks, as well as the observed performance of various traders within the GAC.

Based on these estimated sales, and assuming an average of 15% of sales in the GAC come from areas beyond the Catchment Area such as passing trade and other visitors, it is estimated that retail uses in the GAC are achieving a market share of 16% of Catchment Area retail spending. This includes a market share of 18% in the FLG category, 11% in food catering, 15% in non-food, and 34% in retail services.

These market shares reflect the role of the GAC in providing day-to-day shopping to local residents, as well as higher-order retail to the wider Catchment Area.

Table 6.1 Greensborough Activity Centre Estimated Retail Trading Performance

	FLG	Food Catering	Non-Food	Retail Services	Total
Floorspace (m ²)	11,410m ²	7,220m ²	38,760m ²	4,960m ²	62,340m²
Average Turnover (\$/m ²)	\$14,820/m ²	\$8,110/m ²	\$4,770/m ²	\$6,000/m ²	\$7,090/m²
Turnover Estimates (\$m)	\$170.0m	\$60.0m	\$180.0m	\$30.0m	\$440.0m
Sales from Catchment Area (%)	90%	85%	80%	85%	85%
Sales from Catchment Area (\$m)	\$152.2m	\$49.8m	\$147.8m	\$25.3m	\$375.1m
Total Retail Spending 2025 (\$m)	\$824.0m	\$442.9m	\$962.6m	\$74.5m	\$2,304.0m
Market Share (%)	18%	11%	15%	34%	16%

Source: Colliers Urban Planning

The opportunity for future retail development and additional retail floorspace across the period to 2046 has been estimated with regard to the current trading level of retailing in the GAC together with the projected growth in the available market.

In particular, the potential for future growth in retail, and thus shopfront floorspace, within the GAC is underpinned by:

- Low vacancy rates
- Ongoing population growth in the Catchment Area
- Expectations of the future retail spending growth by Catchment Area residents
- The currently strong trading performance of the centre
- The potential for some improvement in the market share of retail spending attracted to the centre.

These factors form the basis for the following assessment of the opportunity for new retail development in the GAC to 2046. An assessment of future retail floorspace need is useful in identifying the indicative magnitude of new development which is recommended to be supported by retail and strategic planning policy. The analysis should be considered indicative in that it reflects a scenario of potential development based on forecast market demand. Although, actual outcomes will be determined by factors difficult to forecast in advance including site availability, changes in consumer preferences, the location choices of individual retailers etc.

The assessment for retail floorspace need in the GAC is based on the following assumptions:

- Catchment Area population as outlined in **Section 4.2** of this report.
- Catchment Area retail spending as outlined in **Section 4.5**.
- Provision and sales of the current retailers as per **Table 6.1**.
- Existing competitive framework as outlined in **Chapter 5**.
- Market shares to increase minimally from current levels to:
 - 20% for FLG retail (18% currently)
 - 12% for food catering retail (11% currently)
 - 17% for non-food retail (15% currently)
 - 35% for retail services (34% currently).
- Estimates of retail turnover coming from residents beyond the Catchment Area to remain relatively consistent.
- An average supportable trading level reflecting achievable sales levels in a competitive trading environment, being:
 - \$11,000 per m² for FLG retail (\$14,820 per m² currently)
 - \$7,500 per m² for food catering retail (\$8,110 per m² currently)
 - \$5,000 per m² for non-food retail (\$4,770 per m² currently)
 - \$6,250 per m² for retail services (\$6,000 per m² currently).

The above metrics provide an estimate of demand for retail floorspace at the GAC, as shown in **Table 6.2**, with demand in 2025 for 66,120m² of retail floorspace at the GAC to increase to 75,150m² by 2046.

Table 6.2 *GAC Indicative Retail Floorspace Demand, 2025 to 2046*

Retail Category	Est. % Retained	2025	2031	2036	2041	2046
FLG	20%	16,150m ²	16,500m ²	16,800m ²	17,100m ²	17,520m ²
Food Catering	12%	8,340m ²	8,500m ²	8,640m ²	8,770m ²	8,970m ²
Non-Food	17%	36,820m ²	38,440m ²	39,840m ²	41,270m ²	43,040m ²
Retail Services	35%	4,810m ²	5,020m ²	5,200m ²	5,390m ²	5,620m ²
Total Retail	17%	66,120m²	68,460m²	70,480m²	72,530m²	75,150m²

Source: Colliers Urban Planning

The estimated demand is then compared with the existing supply to determine if an oversupply or undersupply of retail floorspace at the centre exists. It is noted again that this analysis should be viewed as indicative and is based on the key assumptions adopted. Nevertheless, it does provide an indication of how effectively the current provision of retail uses is meeting the expected demand.

The retail floorspace demand analysis indicates that a current shortfall of retail floorspace in the order of 3,770m² exists in the GAC, as shown in **Table 6.3**. This indicates that a current shortfall of approximately 4,470m² of FLG floorspace currently exists, together with a 1,120m² shortfall of food catering floorspace. Based on this analysis, and with consideration of current trends, a slight oversupply of non-food floorspace exists in the GAC, however this oversupply will decline in the coming years reflecting continued population growth.

By 2046, it is estimated that an additional 12,800m² of retail floorspace could potentially be supported in the GAC. This includes 6,110m² of FLG floorspace, 1,750m² of food catering floorspace, 4,280m² of non-food floorspace, and 660m² of retail services floorspace.

Table 6.3 *GAC Indicative Retail Floorspace Shortfall, 2025 to 2046*

Retail Category	Current Floorspace	2025	2031	2036	2041	2046
FLG	11,410m ²	-4,740m ²	-5,090m ²	-5,390m ²	-5,690m ²	-6,110m ²
Food Catering	7,220m ²	-1,120m ²	-1,280m ²	-1,420m ²	-1,550m ²	-1,750m ²
Non-Food	38,760m ²	1,940m ²	320m ²	-1,080m ²	-2,510m ²	-4,280m ²
Retail Services	4,960m ²	150m ²	-60m ²	-240m ²	-430m ²	-660m ²
Total Retail	62,350m²	-3,770m²	-6,110m²	-8,130m²	-10,180m²	-12,800m²

Source: Colliers Urban Planning

6.2 Retail Development Opportunities

The preceding analysis finds that there is currently a retail floorspace shortfall of approximately 3,770m² at the GAC, and this shortfall is forecast to increase to 12,800m² by 2046 if no additional retail floorspace is developed.

The actual development opportunities arising from this retail floorspace shortfall are difficult to predict and will be largely determined by property market dynamics and the response of the retail industry. However, in general terms the following opportunities are evident and should be supported by Council.

Supermarkets and FLG

Three supermarkets currently operate in the GAC – Coles, Woolworths and ALDI. These supermarkets are performing strongly when compared to typically supportable supermarket trading levels, with average turnover for FLG, which is largely driven by supermarkets, close to \$15,000 per m². On average, a successful and competitive centre can support FLG trading at between \$10,000 to \$11,000 per m².

The assessment of current retail floorspace shortfall shows that there is an undersupply of FLG floorspace of an estimated 4,740m². This means that an additional supermarket could potentially be supported in the GAC at the current time, with this shortfall largely due to the strong performance of the existing supermarkets in the centre.

It is however noted that three major brand supermarkets are already represented in the centre, with IGA the only national brand supermarket which operates from a large floorplate not present in the centre.

The development of additional supermarket floorspace will support the grocery retail needs of residents in the Catchment Area, and prevent existing stores from overtrading which can lead to accessibility and access issues.

By 2046 approximately 6,110m² of additional FLG floorspace could be supported within the centre. This may include a supermarket, as noted above, along with a range of additional fresh food, liquor and grocery retailers. Notably, the centre currently has limited supply of fresh food and grocery specialties, with only 21 specialties shops in this category.

Food catering

The GAC has a number of strong food catering offers throughout the centre, including within Greensborough Plaza. A particularly strong strip of food catering outlets is located along the southern edge of Grimshaw Street, west of Main Street. This includes a range of Asian cuisines (Thai, dumplings, Japanese) as well as other cafés and restaurants.

By 2046, the GAC is deemed to be able to support approximately 1,750m² of additional food catering floorspace. This may include larger tenancies, such as restaurants or bars, or may include smaller tenancies, such as cafés and small takeaway food specialties.

During the site visit it was observed that Greensborough Plaza had a number of vacant food catering tenancies in the food court. This may suggest a decrease in interest in the area for food catering retailers, or that food catering retailers prefer to locate in prime locations, such as on the Main Street, rather than within the large, enclosed shopping centre.

Given the lower levels of visitation to the centre after 6pm, as shown in **Section 3.3**, a key opportunity area is in food catering operators who operate in the evenings. This can include restaurants, taverns, bars, and clubs, which attract clientele outside of the regular activity centre hours. Ideally these uses should locate in a smaller sub-precinct to allow benefits from co-location, with the preferred outcome being to grow the existing food catering precinct on Grimshaw Street with additional evening operators.

Non-food and Large Format Retail

Currently the GAC has a strong supply on non-food retail, with a current notional over provision of non-food retail floorspace. Existing facilities include a particularly large Target DDS, a Kmart DDS, and a significant range of apparel, leisure and general retailers. There is, however, a low share of furniture and homewares retailers in the GAC, with this sub-category containing only nine of the total 82 non-food retailers, or approximately 8% of total non-food floorspace.

Limited demand for additional non-food retail uses in the GAC is assessed in the future, with additional demand for approximately 4,280m² of non-food retail estimated by 2046. This may include support for additional furniture or homewares retailers.

The GAC does not currently support a Large Format Retail (LFR) or bulky goods retail precinct, which is a retail type traditionally including a large share of furniture and homewares. The GAC is not expected to support significant LFR uses in the future, due to a lack of appropriate land to support a critical mass of these uses and a lack of floorspace demand to support a LFR precinct of scale. LFR uses generally collocate with similar uses and require a critical mass of floorspace to be successful, with this necessary mass not supportable in the GAC.

Even so, where there is operator interest in establishing LFR uses, this should not be discouraged.

Retail Services

Retail services floorspace in the GAC is generally considered appropriate at the current time, with limited additional retail services floorspace required to be supportable at the centre into the future. It is estimated that approximately 660m² of additional retail services floorspace will be required by 2046, which will likely be provided as part of the natural evolution of the centre.

6.3 Commercial Floorspace Need

Activity centres accommodate a range of non-retail shopfront businesses, such as real estate agents, travel agents, post offices, banks, solicitors, accountants, tax agents, financial advisers, medical and allied health facilities, gyms, and the like, in addition to retail floorspace.

Currently, approximately 35% of the occupied floorspace in the GAC contains non-retail commercial uses, which is considered generally appropriate and typical for a major activity centre. This is across both shopfront and non-shopfront floorspace, with shopfront commercial uses limited to only 8% of total commercial floorspace.

Assuming commercial floorspace as a share of occupied floorspace remains constant to 2046, and adopting the demand for retail floorspace as outlined in **Table 6.2**, an estimate of supportable commercial floorspace in the GAC into the future can be determined.

Based on this analysis, an estimated 6,780m² of additional commercial floorspace is supportable by 2046, as shown in **Table 6.4**.

Table 6.4 GAC Indicative Commercial Floorspace Demand and Shortfall, 2025 to 2046

Category	Current Floorspace	2025	2031	2036	2041	2046
Retail Floorspace	62,350m ²	66,120m ²	68,460m ²	70,480m ²	72,530m ²	75,150m ²
Commercial Floorspace Share of Occupied Floorspace	35%	35%	35%	35%	35%	35%
Commercial Floorspace	33,020m²	35,020m²	36,260m²	37,330m²	38,410m²	39,800m²
Additional Commercial Floorspace	-	-2,000m ²	-3,240m ²	-4,310m ²	-5,390m ²	-6,780m ²

Source: Colliers Urban Planning

The above analysis assumes the current level of commercial floorspace in the GAC is largely sufficient, and that there will be limited need to increase the share of commercial floorspace. As such, it is unlikely that significant commercial developments will be proposed in the GAC in future under a “business as usual” scenario.

Even so, the above analysis does not find that a development of this sort would not be supportable. Significant commercial developments, although commonly locating in activity centres, do not rely on activity centres and their customers or amenity in the same way as other land uses do, such as retail or many of the existing commercial uses in the GAC.

As such, a proposal for a significant increase in commercial floorspace would need to be assessed on its individual merits.

6.4 Commercial Development Opportunities

The GAC currently supports a wide range of medical and allied health services, particularly in the Precinct 5, the area south of Grimshaw Street, and Precinct 6, the area bounded by Flintoff Street, Para Road, and Grimshaw Street.

Additional medical and allied health facilities could be supported in the centre in future, providing there is operator interest for space. It is recommended that these facilities continue to locate in these precincts to strengthen the overall health offer in the GAC and provide a strong, coherent and integrated health precinct for visitors to the centre.

Capacity exists in the GAC for additional fitness uses outside of traditional gyms. Although there are a number of existing operators in this space, including a Pilates studio, karate school, and boxing facility, the centre could support additional operators such as a dance school or spin studio.

The GAC also contains limited education and entertainment uses, and additional operators in either of these spaces would strengthen the existing offer of the centre.

Additional office floorspace could also be supported in the centre where operator demand is apparent, with this recommended to be located on upper levels above retail, or in Precincts 5 or 6, where office floorspace will not impact the centres' retail offer.

6.5 Summary of Retail and Commercial Floorspace Requirements

An additional 12,800m² of retail floorspace and an additional 6,780m² of commercial floorspace is assessed to be supported in the GAC by 2046, as shown in **Table 6.5**.

Table 6.5 GAC Indicative Additional Supportable Floorspace, 2025 to 2046

Category	Current Floorspace	2025	2031	2036	2041	2046
FLG	11,410m ²	-4,740m ²	-5,090m ²	-5,390m ²	-5,690m ²	-6,110m ²
Food Catering	7,220m ²	-1,120m ²	-1,280m ²	-1,420m ²	-1,550m ²	-1,750m ²
Non-Food	38,760m ²	1,940m ²	320m ²	-1,080m ²	-2,510m ²	-4,280m ²
Retail Services	4,960m ²	150m ²	-60m ²	-240m ²	-430m ²	-660m ²
Total Retail	62,350m²	-3,770m²	-6,110m²	-8,130m²	-10,180m²	-12,800m²
Commercial	33,020m ²	-2,000m ²	-3,240m ²	-4,310m ²	-5,390m ²	-6,780m ²
Total Retail and Commercial	95,370m²	-5,770m²	-9,350m²	-12,440m²	-15,570m²	-19,580m²

Source: Colliers Urban Planning

Key development opportunities for retail and commercial floorspace include:

- An additional supermarket, supportable in the short to medium term
- Additional fresh food, liquor, and grocery retailers, particularly fresh food specialty operators
- Additional food catering retailers, particularly food catering retailers who operate in the evenings
- Limited additional non-food retailers, such as smaller scale furniture or homewares operators
- Limited additional retail services
- Commercial floorspace ranging from medical and allied health, non-gym fitness offers, education services, entertainment operators, and office uses.

7.0 Opportunity Sites Assessment

This Chapter reviews Opportunity Sites within Greensborough Activity Centre, as identified by Council, and considers potential development outcomes and timing in the context of their current use, site characteristics, current planning controls, and the market opportunities identified in the previous Chapters.

7.1 Opportunity Sites Identification

Within the GAC, a number of sites are identified as 'Opportunity Sites' for future development. These sites have, in the context of the GAC, potential for more significant development of additional retail or commercial uses, higher density residential, or mixed-use developments. These are not meant to be an exhaustive list of future development opportunities, rather as an indicator of the opportunities for change in the GAC.

Opportunity Sites have been identified by Council. They include both undeveloped and underdeveloped sites, as well as Council-owned and privately held land, and are shown in **Figure 7.1**.

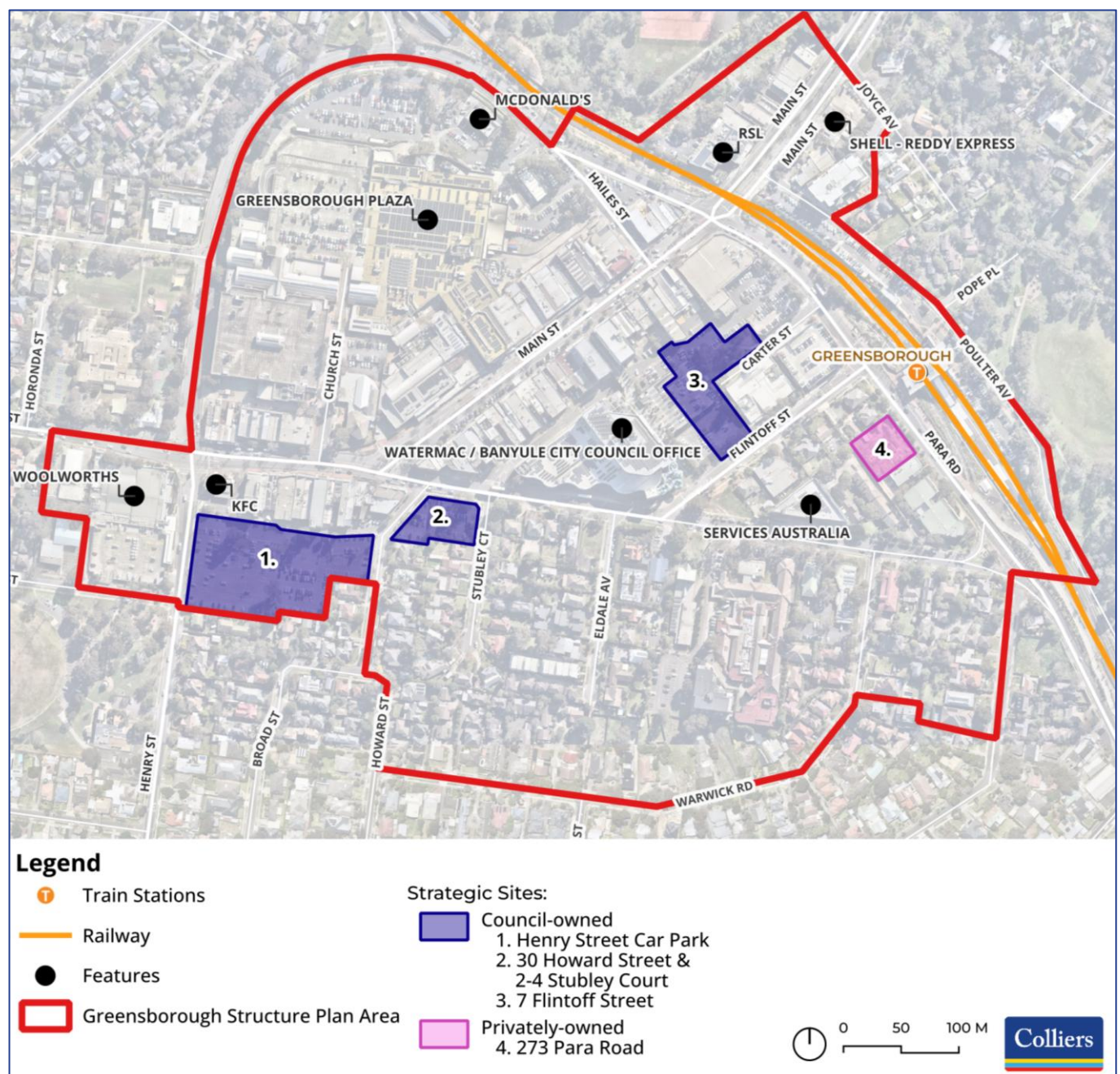


Figure 7.1 Opportunity Sites in the GAC

Source: Banyule City Council; Colliers Urban Planning

7.2 Market Assessment

The Opportunity Sites have been examined in the context of their current use, locational characteristics, and the previously identified market opportunities. This is to provide guidance to Council on potential development outcomes for each site. Note that the analysis is intended as indicative of future development outcomes to guide Council and policy expectations, noting actual development outcomes will be dependent upon a wide range of financial, economic and other factors that cannot be accurately predicted in advance.

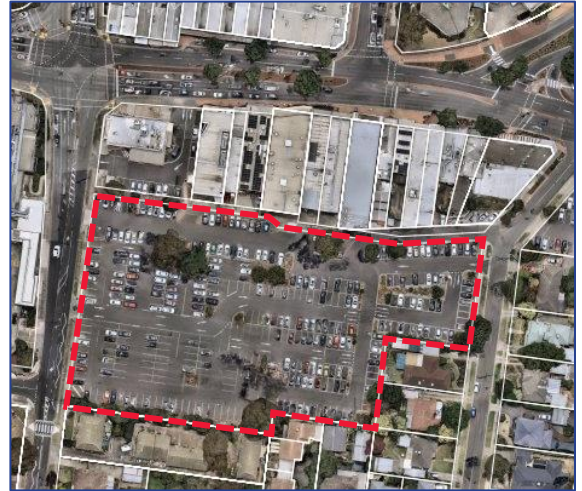
1. Henry Street Car Park

Site description

Located south of the central GAC area is the Henry Street Car Park, a council-owned at-grade parking site spanning over 10,800m² of land.

Site 1 is positioned south of Grimshaw Street, directly behind the specialty floorspace facing the street, and has street frontage along Henry Street (to the west) and Howard Street (to the east). The site also benefits from existing foot transport networks with direct connection to Grimshaw Street via walkways (such as Grimshaw Walk Arcade) and other tenancies with rear access.

The site is located immediately north-east of the Greensborough War Memorial Park.



Planning Considerations

- This site is located in ACZ1 – Precinct 2: Henry Street East, a precinct that seeks to support medium-scale mixed-use development with improved east-west pedestrian permeability and enhanced public realm connections to Grimshaw Street and Main Street.
- The site is affected by the Development Contributions Plan Overlay – Schedule 1 (DCPO1).
- Future opportunity exists for Council to consolidate lots and include 27 and 25 Howard Street within the site boundary to enhance built form outcomes, shared access and improved site layout.
- The residential area to the south will experience ‘increased change’ as identified in the Housing Strategy, transitioning from predominantly detached single and double storey dwellings to supporting diverse housing types including units, townhouses and some low scale apartment buildings.
- The site has potential to accommodate increased building heights, specifically in the northwest corner due to topography, whilst still ensuring appropriate setbacks, height transitions and management of overlooking and overshadowing to surrounding residential properties and future public open spaces.
- Opportunity to deliver strong mid-block pedestrian connections between Henry Street, Howard Street and Grimshaw Street, with active frontages along these links and reinforcing the site’s role as a southern gateway into the GAC core.
- Future development will need to consider an appropriate interface treatment at the rear of existing commercial properties along the northern boundary, balancing the need for rear access whilst protecting the amenity and function of future development.
- Opportunity to form shared zones or pedestrian-priority environments along western and northern boundaries to strengthen walkability to Grimshaw Street and Main Street.
- Car parking requirements generated by future uses need to be considered and how the net loss of spaces at the site may be managed should future development occur. Potential for basement or multideck carparking to be investigated.
- Potential for retail or commercial floorspace at lower levels, provided built form and frontage design avoids blank façades and maintains activation along existing and future pedestrian interfaces including Henry Street to the west, rear of commercial properties to the north, Howard Street to the east, and any other future internal networks.

Economic Considerations

- The location of Site 1 presents an opportunity to strengthen the western anchor of Main Street, the primary spine of the GAC, with Greensborough Train Station providing an anchor at the eastern end. Woolworths acts as an anchor at this

end of the spine, however the inclusion of another anchor use at this site would assist in strengthening the centre. This may include a supermarket-based retail development, or a large commercial use, such as a medical or education facility.

- This site may be appropriate for some Large Format Retail (LFR) however is unlikely to support a critical mass of LFR floorspace necessary to attract operators. LFR floorspace can be included if there is operator interest, however should not be encouraged in any other case, to avoid limiting the ability to support other uses on the land.
- As the Opportunity Site of the largest area, this site provides a significant opportunity, not present at the other Opportunity Sites, to accommodate a large proportion of additional supportable floorspace in the GAC as part of a large overall development.
- Connection to the site through from Grimshaw Street is currently limited and will be key in supporting any population serving uses developed at the site.
- Site topology provides challenges to accessibility at this site, which will need to be addressed in any development plan.

Recommendations

Opportunity Site 1 presents the most significant of all the identified Opportunity Sites. It is recommended that this site be investigated for a mixed-use development, which could include:

- Supermarket based retail (provided there is operator interest)
- Large commercial use, such as medical or education (provided there is operator interest)
- LFR (provided there is operator interest given the site's inability to support a critical mass of floorspace)
- Medium/high density residential uses on upper levels
- Publicly available parking to replace parking lost through development of the site.

A key priority for development of this site is connection to the active areas of the centre for pedestrians, particularly Grimshaw Street and Henry Street. This should be ensured as part of any site development.

2. 30 Howard Street & 2-4 Stubley Court

Site description

This Council-owned site has a land area of 2,150m² and is currently used as an at-grade car park. Site 2 features three street frontages, being to Grimshaw Street, Stubley Court and Howard Street.

The site is located south of the GAC core, immediately behind the junction of Main Street and Grimshaw Street, and diagonal from the Banyule City Council offices and WaterMarc Recreation Centre.

It is understood that Council also owns the adjacent parcel of 8 Stubley Court, which is the residential block immediately south-east of Site 2.



Planning Considerations

- This site is located in ACZ1 – Precinct 5A: Southern Residential, which encourages medium-density housing and mixed-use outcomes that transition sensitively to surrounding residential areas while enabling uplift along Grimshaw Street.
- The site is affected by the DCPO1, Vegetation Protection Overlay – Schedule 5 (VPO5) and lot 2-4 Stubley Court is located in the Public Acquisition Overlay – Schedule 7 (PAO7).
- The residential area to the south will experience ‘substantial change’ as identified in the Housing Strategy, transitioning from predominantly detached single and double storey dwellings to supporting diverse housing types including higher scale density townhouses, apartment buildings, shop-top development and other mixed-use developments (e.g. office space with apartments).
- Opportunity to consolidate additional adjacent lots to enable more efficient built form, shared access and improved site layout.
- Redevelopment should improve pedestrian connections from Stubley Court and Howard Street into Grimshaw Street and onwards into the GAC core, aligning with bicycle/walking strategy actions.

- Due to proximity to the Henry Street Car Park site (Site 1), future development should also consider connections between these two development sites and ensure an equitable mix of uses to enhance the overarching functionality of the activity centre.
- Increased building heights can be realised across the entire site due to the site itself and adjacent residential areas being identified for substantial change. There are opportunities to concentrate additional height along Grimshaw Street, reflecting its function as a major movement corridor and connector into the GAC core.
- The VPO7 identifies the site and adjacent land to the south as a substantial tree protection area. Therefore, future development will need to consider the retention of and protection of existing trees and further planting of new trees.
- Frontages to Stubley Court and Howard Street should support mixed-use opportunities (e.g. small commercial tenancies, home-office formats, community uses) with opportunities for housing at upper levels including shop top housing and apartment development.
- Future built form should respond to nearby heritage places and maintain a cohesive streetscape rhythm along Grimshaw Street.
- The site's compact footprint emphasises the need to ensure stormwater and vehicle access is designed to avoid impacts on surrounding properties as the area evolves to support higher scale mixed use developments.

Economic Considerations

- This site provides a key opportunity to extend the food catering offer on Grimshaw Street to the immediate west of the site. Strengthening this as a key dining precinct in the GAC will encourage increased activity, particularly at evenings and weekends when centre activity is lower.
- A key opportunity exists in supporting increased density residential uses on upper levels of any development, including affordable housing options.
- Connection from this site to the active frontages of Grimshaw Street, as well as to any development of Site 1, will need to be a key consideration in development of Site 2 and should be ensured, particularly noting safe pedestrian access across Howard Street.
- Additionally, key pedestrian access across Grimshaw Street from Main Street will need to be maintained and improved to support access to any dining and evening precinct. Pedestrian accessibility has been noted as a specific barrier to utilisation of this area.

Recommendations

The land size of Opportunity Site 2 will limit development options at the site. Even so, the site provides an opportunity to extend and strengthen the existing food catering on Grimshaw Street to create a dining and evening precinct through the inclusion of small-scale retail tenancies at the site and support of food catering tenants who operate during evenings and weekends.

To support a dedicated dining and evening precinct, pedestrian access from Main Street across Grimshaw Street to the precinct will need to be maintained and improved, while safe pedestrian access across Howard Street should also be provided.

In addition, upper levels of any development would be well suited for higher density residential dwellings, including affordable housing, which would assist in providing a transition from existing lower density residential to the south to the more active core of the GAC to the north.

3. 7 Flintoff Street

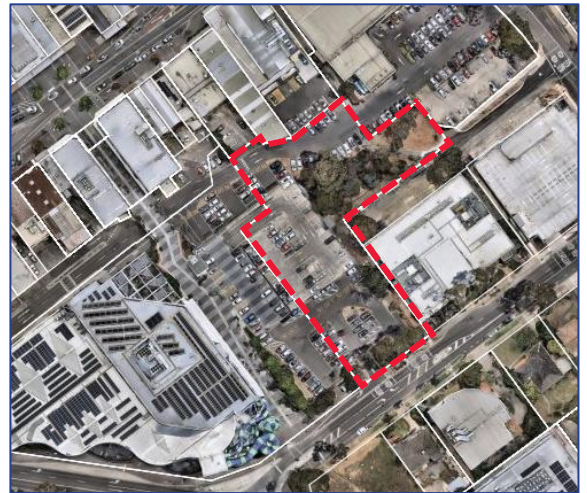
Site description

Located adjacent to the north-east of the Banyule Council Offices and WaterMarc Recreation Centre, Site 3 is currently used as designated car parking, serving both these commercial facilities and visitors to the GAC more generally.

This council-owned site has a land area of approximately 5,100m², and currently accommodates a 3-level multi-deck carpark and adjacent at-grade car park, with vehicle access from Flintoff Street and via the ROWY parallel to Main Street.

The site is also accessible for pedestrians from the Greensborough Walk, which runs from Main Street through to Flintoff Street past the Banyule Council Offices and WaterMarc, via the adjacent decked parking.

Due to the geography of the area, Site 3 and the surrounding area slope down from both Flintoff Street and Main Street. This results in Greensborough Walk being level with Main Street, Flintoff Street, and the top level of the multi-deck car park on the site.



Planning Considerations

- This site is located in ACZ1 – Precinct 3C: East Main Street, identified as a strategically important future mixed-use and civic precinct that supports activated ground floors, improved pedestrian movement, and higher-intensity development adjacent to key community facilities.
- The site is affected by the DCPO1.
- The site and surrounding area will experience ‘substantial change’ as identified in the Housing Strategy, evolving to support higher scale mixed use development (e.g. office space with apartments).
- The site offers an opportunity to strengthen Greensborough’s civic core, reinforcing its identity as a regional community and service hub.
- Complexities exist with the proposed future built form outcomes and staging of development at the site due to the existing multi-deck car park development traversing the southwestern boundary of the subject site.
- Topography at the site is varied and currently provides barriers to access across the site. The existing north-south pedestrian connection along the west of the site (Greensborough Walk) is elevated above the existing east-west road that connects Grimshaw Street to Para Road. There are opportunities to improve access between these connections and also enhance pedestrian access via Carter Street north towards Main Street and south to Flintoff Street. Providing these connections will improve access to Greensborough Walk to the west and the station to the east.
- Building height should allow for significant uplift, with potential for upper-level residential, office, civic or institutional uses above activated podium levels.
- Ground level should support active frontages (retail, food and drink, community/civic uses) with minimal building setbacks, particularly along Flintoff Street, the interface with Watermarc and the top level of the multi-deck car park.
- Future development should protect solar access to the existing pedestrian walkway located on the northeastern side of the WaterMarc development and the future town square that has been envisioned in the ACZ1, ensuring development does not visually dominate the streetscape civic character and quality.
- Public realm treatments should align with the Walking Strategy and Public Realm Framework to deliver safer, greener, more inclusive pedestrian environments.

Economic Considerations

- Opportunity Site 3 presents the most complicated of the Opportunity Sites, with a significant slope to the site and its location within the GAC core. However, its central location also presents a significant opportunity for development.
- An existing idea to create a civic plaza with active edges on the upper deck of the site, at the level of the Greensborough Walk, has previously been considered. It is noted that this site is already used for community events and markets, such as a Mother’s Day market, and Christmas and school holiday events, proving the need for a public event or civic space in the GAC.

- There is opportunity to mirror the scale of the opposite building, being the WaterMarc and Banyule City Council offices, or to promote the site as a catalyst for even higher density development in the centre.
- Adjacent uses include a medical centre and the WaterMarc/Banyule City Council offices development.
- Development of Site 3 will result in significant parking loss in the centre of the GAC, if not replaced.

Recommendations

Existing ideas in regard to the redevelopment of Opportunity Site 3 remain relevant, with the creation of a central civic plaza being of benefit to the GAC. This civic plaza would benefit from active edges, such as smaller scale retail, commercial, or civic uses, which would drive activity in the plaza outside of civic events.

Being a central site in the GAC, Site 3 should be treated as a catalyst for higher density development. As such, higher density commercial or residential uses should be considered above the plaza, of equal or greater height to the adjacent Council offices building, however this will need to be designed in such a way so as to not block light or sun to the plaza.

Additional opportunity exists at this site for secondary frontages to Flintoff Street. This site frontage is not suitable for active uses such as retail, but would be appropriate for commercial uses, such as medical and allied health which complements the adjacent medical centre, or other commercial uses.

Maintaining a level of parking may be considered necessary at Site 3 and as such consideration could be given to supporting car parking at lower levels of the site, below the central plaza and Greensborough Walk level, in line with the decked parking currently present over part of the site.

4. 273 Para Road

Site description

Located on elevated land on Para Road, Site 4 is a vacant block of land located opposite Greensborough Train Station. This site has a land area of approximately 1,600m², is privately owned, and has recently been sold with an approved planning permit.

The permit at 273 Para Road is for the development of 92 apartments (with 163 car parks) across an 11-storey building, with retail and office tenancy space at the ground floor level, and rear laneway access.

Planning Considerations

- This site is located in ACZ1 – Precinct 6D: Flintoff Street, a future high-density development precinct that leverages its proximity to Greensborough Station and seeks to reinforce strong pedestrian connections and view protection along the Plenty River valley.
- The site is affected by the DCPO1.
- The site and surrounding area will experience ‘substantial change’ as identified in the Housing Strategy, evolving to support higher scale mixed use development (e.g. active or employment-generating uses at ground level and high-density residential above).
- The site presents a natural gateway opportunity at the station edge, potentially supporting bold architectural form with opportunities for significant uplift while protecting view lines and pedestrian amenity.
- There is an opportunity to consolidate the lots abutting the northwest boundary at the Para Road and Flintoff Street intersection (279 and 277 Para Road) with the development site. This would enable more efficient built form outcomes, ability to improve access from the station to Flintoff Street and towards the main civic centre and enhance the overall site layout and functionality as a key gateway site.
- Built form should consider topography, protecting significant views towards Poulter Avenue Reserve and the Plenty River Valley from the activity centre, and managing visual impacts due to the site’s elevated position above the station.
- Ensure future built form along Para Road and Flintoff Street maintains a comfortable pedestrian scale, with upper levels stepping back to avoid overpowering the public realm.



- Future development should be designed to enhance visual and physical connectivity with the station, Plenty River Parklands and wider GAC through façade articulation, open space integration, and pedestrian links northwest throughout the site and along the rear laneway.

Economic Considerations

- The difference in level between Opportunity Site 4 and Para Road presents a challenge for integration and connection for this site to Greensborough Train Station and the wider GAC
- Retail uses would not be supportable due to the site's position away from the centre of the GAC as well as the level difference to Para Road which removes the ability for the site to support active uses such as retail.
- Opportunity exists for development of this site to provide a level of consolidation to piecemeal surrounding allied health and commercial uses. An example of a similar development nearby is 8-10 Flintoff Street which contains professional services across two levels.
- Site 4 provides an opportunity for increased density development, with its location adjacent the train station positioning the site as a strong residential development opportunity. This is consistent with its 'substantial change' designation under the Housing Strategy.
- Site 4 is unique to the other Opportunity Sites as it is privately owned. This presents a challenge, as Council may be limited in their ability to influence the development of the site.
- The existing planning approval in place at the site presents a largely supportable outcome, although retail uses are unlikely to locate within the development.

Recommendations

Opportunity Site 4 is well placed to support mixed-use development of allied health or commercial uses at lower levels, with higher density residential above. This is in line with the existing planning approval for the site.

Any development of the site will need to ensure built form protects views, visual impact and the public realm, and promotes connectivity to the train station and the main spine of the GAC.

Opportunity may exist to extend this development site to encompass the additional parcels of 277 and 239 Para Road, which would result in a more significant development, however this will depend on the interest of the private owner of the site.

7.3 Summary of Opportunity Sites

A summary of the identified Opportunity Sites in the GAC is provided in **Table 7.1** below, highlighting suggested uses for development at each site, and the high-level timing for development of the sites.

Table 7.1 *Summary of Opportunity Site Opportunities*

Site #	Site Address	Ownership	Current Use	Development Opportunities
1	Henry Street Car Park	Council-owned	Car park and laneway use	- Mixed-use development, potentially to include: - Supermarket based retail (provided there is operator interest) - Large commercial use, such as medical or education (provided there is operator interest) - LFR (provided there is operator interest given the site's inability to support a critical mass of floorspace) - Medium/high density residential uses on upper levels - Publicly available parking to replace parking lost through development of the site.
2	30 Howard Street & 2-4 Stubley Court	Council-owned	On-grade car park	- Small-scale retail tenancies supporting the extension of Grimshaw Street dining and evening precinct. - Higher density residential dwellings above (may include affordable housing).
3	7 Flintoff Street	Council-owned	Multi-deck and on-grade car park	- Civic plaza with active edges (eg. small scale retail, commercial, or civic uses). - Commercial uses providing secondary frontage to Flintoff Street (eg. medical and allied health). - Higher density residential uses on upper levels. - Some car parking retention on lower levels.
4	273 Para Road	Privately owned strategic site	Vacant land with approved planning permit	- Mixed-use development - Allied health or commercial uses (such as professional services) at lower levels. - Higher density residential uses above.

Source: Colliers Urban Planning

Acquisition of sites by Council has not been considered as part of this report. However, it is noted that there are no standout sites apparent, with acquisition sites to primarily include consolidation of smaller lots.

8.0 Opportunities, Challenges and Recommendations

This Chapter provides a summary of the current and future opportunities, challenges and barriers, and recommendations determined from the previous Chapters to support the continued success of the Greensborough Activity Centre.

8.1 Current and Future Opportunities

The following presents the opportunities, including development and market opportunities, for the GAC.

- An opportunity exists for additional retail floorspace within the centre**, with analysis identifying, on an indicative basis, the potential for approximately 12,800m² of additional retail floorspace to operate in the GAC by 2046. This will include a mix of retail formats and development outcomes across the centre, with key opportunities summarised as:
 - An additional supermarket, supportable in the short to medium term
 - Additional fresh food, liquor, and grocery retailers, particularly fresh food specialty operators
 - Additional food catering retailers
 - Limited additional non-food retailers, such as smaller scale furniture or homewares operators
 - Limited additional retail services.
- Additional commercial (non-retail) floorspace in the GAC is also supported**, with total indicative additional commercial floorspace of 6,780m². Key opportunities for commercial floorspace ranges from medical and allied health, non-gym fitness offers, education services, entertainment operators, and office uses.

Significant commercial developments, although not forecast under this scenario, may still be supportable. These developments, although commonly locating in activity centres, do not rely on activity centres and their customers or amenity in the same way as other land uses do. As such, a proposal for a significant increase in commercial floorspace would need to be assessed on its individual merits.
- Opportunity exists to continue to strengthen and grow the medical and allied health precinct of the GAC** through supporting continued development of medical and allied health uses and supporting operators. The preferred location for these uses is in Precincts 5 and 6, which already support the bulk of medical and allied health floorspace.
- WaterMarc provides a strong attractor to the GAC** with opportunity to leverage the attraction of this facility, together with the adjacent development site. This would strengthen the north-south centre spine of Greensborough Walk and drive increased activity to the area.
- Improve visitation to the GAC for evenings and weekends** through developing and supporting a concentrated food catering/dining offer, with the preferred location along Grimshaw Street, west of the Main Street intersection. This area of the centre already supports a number of food catering offers, presenting an opportunity to formalise and support this role in this area.
- Evolve and formalise the role of Precinct 4**, being the portion of the GAC located east of the train line. This precinct supports a range of fine grain secondary retail together with larger showroom, commercial or light industrial uses. It is recommended that the finer grain retail uses be encouraged to locate west of the train line, with Precinct 4 suited for larger showroom, commercial or light industrial uses and potentially higher density residential, which has begun to be developed (e.g. 4 Poulter Avenue). The role of this precinct should be formalised in planning policy.
- Opportunity Sites support a range of development prospects**, including additional retail and commercial floorspace, higher density residential, and a civic plaza. A key outcome of development at the Opportunity Sites is in driving additional activity in the GAC, with any development that encourages activity contributing to the success of the centre.

8.2 Challenges and Barriers

The following presents the challenges and barriers to development and investment in the GAC.

1. **Limited land for logical expansion** means the GAC will need to grow upwards rather than out. Additional retail and commercial floorspace, as well as residential dwellings, will need to be a result of increased density in the GAC, with density over distance helping to support the contained activity in the centre and strengthen it.
2. **Challenges in connectivity from street frontages to car parking**, including from Main Street to the ROWY and Flintoff Street car parking, and from Grimshaw Street to the Henry Street car park. These connectivity challenges have associated safety challenges and concerns, and should be addressed as part of any development of Opportunity Sites 1 and 3.
3. **Safety concerns in activity centre**, particularly outside Greensborough Plaza and around the Greensborough Plaza bus stop.
4. **Role of Greensborough Plaza should complement not threaten or compete with the wider GAC**, providing additional retail rather than pulling retail into the centre from Main Street. Greensborough Plaza currently operates in this role, however this should be maintained into the future to maintain the GAC's activity and viability. Examples of activity centres that are successful and provide a major shopping centre include Camberwell, Box Hill, Moonee Ponds, and Malvern activity centres.

It is noted that a number of shopping centres of this type, across Melbourne and beyond, have also developed or are considering developing commercial or residential uses above their centre. This includes centres such as Chadstone, Highpoint, Victoria Gardens, Box Hill Central, M-City Monash, and The Glen. Any development of this type should be considered on its merits in the GAC, however it is noted that a development of this type would likely benefit the GAC through increased activity.

5. **Parking availability may present a challenge in future** due to the development of Opportunity Sites, which primarily provide parking currently. Maintaining availability of an appropriate level of parking on the edges of the high activity areas of the centre will help support the GAC's viability into the future. However, this parking should not be maintained at the cost of more appropriate uses at Opportunity Sites.
6. **Connectivity to Precinct 4 provides a challenge** due to the barrier of the train line and the disinclination for centre visitors to walk to this precinct. The change in role of this precinct, as outlined in point 5 of the current and future opportunities will largely address the challenge this creates.
7. **Connectivity across Grimshaw Street for pedestrians** prevents the north side of the western end of the street from mirroring the south side and creating a larger Grimshaw Street dining precinct. The challenges in crossing Grimshaw Street between these two retail strips results in lesser visited retail and commercial uses locating on the north side of the street.
8. **Broader economic conditions including increased construction costs** have resulted in national challenges in the development and construction sectors, which will also be felt in the GAC. This creates challenges across the GAC, but particularly for development of Opportunity Sites.

8.3 Recommendations

The following presents a summary of recommendations for the GAC and associated inputs of relevance to the structure plan and planning framework. It is noted that the GAC currently operates as a strong and successful centre, and as such the below recommendations aim to support and strengthen the centre into the future.

Key recommendations for Council are as follows:

1. Encourage development of uses consistent with the higher order designation of the centre and maintain the current retail hierarchy of the wider area.
2. Limit out-of-centre development nearby where the use can be accommodated within the GAC.
3. Act to increase density in the centre to limit decentralisation of activity. This should include commercial or residential uses on upper levels, with active retail or commercial uses at street level.
4. Encourage appropriate retail development within the centre, with an estimated 12,800m² of additional retail floorspace supportable in the GAC by 2046.
5. Promote GAC as a key location for appropriate commercial development, with an estimated 6,780m² of additional commercial floorspace supportable in the GAC by 2046.

6. Strengthen and expand the Grimshaw Street dining and nightlife precinct to support increased visitation to the centre outside of primary hours of operation.
7. Attract large commercial operators to the GAC, including office, medical, or education operators, and identify appropriate location/s for the operators.
8. Formalise in policy the role of Precinct 4 for larger showroom, commercial, or light industrial uses, along with higher density residential.
9. Define planning and development options to utilise and development Opportunity Sites.
10. Maintain an appropriate level of parking when considering the development of Opportunity Sites in the centre, including during disruptive construction works and after site development.
11. Improve connectivity and pedestrian movement throughout centre, noting centre topology, particularly from street frontages through to parking and ROWY, and across precincts within the centre, such as Grimshaw Street. This should include consideration of point-to-point accessibility to key locations (eg. train station, core, car park) when assessing sites.
12. Provide appropriate land- and streetscaping throughout the centre, particularly at the Main Street/Greensborough Plaza bus stop; Grimshaw Street dining precinct; and Greensborough train station.
13. Maintain presentation of centre through ongoing upkeep and improvements.

Appendices

Appendix

Appendix A | Human Movement Data – Evening Locations of Visitors

For the purposes of this report, mobile phone data from Azira/Pinnacle has been used to gain an understanding of where the visitors to the GAC reside. This data assists in understanding the geographic extent of the Catchment Area for the GAC.

The data sourced from Azira/Pinnacle provides individual geolocations of mobile phones, randomised within an area to protect the privacy of users. The data set registers individual devices based on the use of specific apps and collects a usual evening address point to each device, randomised to protect the privacy of the user. Though mobile phone data is not able to give an exact estimate of visitor numbers, it can provide an indication of the intensity of visitation across different times and areas, and the share of visitors to an individual centre from a specific area or catchment.

The Azira/Pinnacle mobile ping data was collected over the year ending June 2025, and is shown in **Figure 8.1** below.

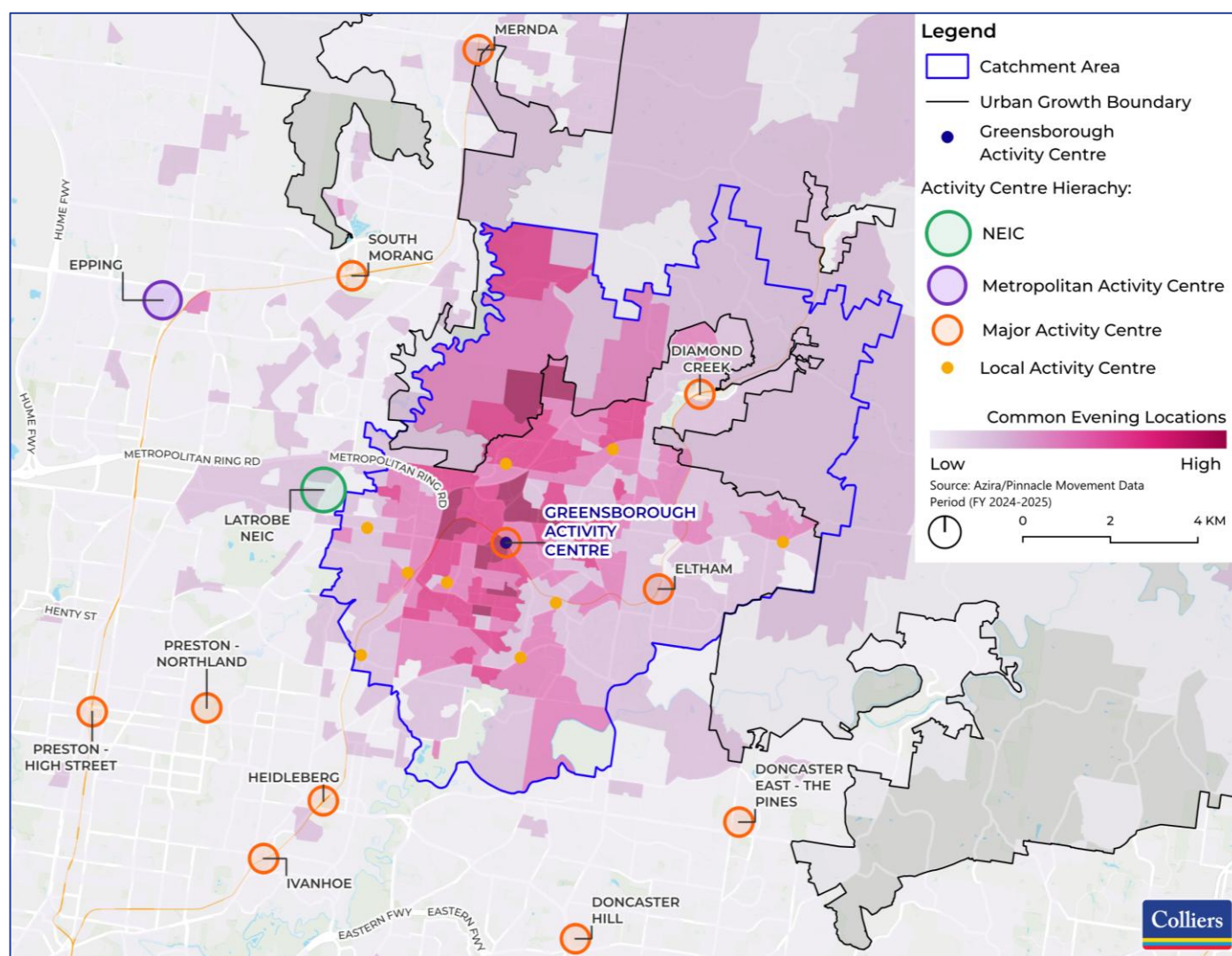


Figure 8.1 Mobile Ping Data, Catchment Area and Key Activity Centres

Source: Azira/Pinnacle; Colliers Urban Planning

Appendix B | Greensborough Plaza Floorspace

The estimated floorspace for Greensborough Plaza and its share of total floorspace in the GAC is shown in **Table 8.1** below for reference.

Table 8.1 Greensborough Plaza Retail, Commercial and Vacant Floorspace, September 2025

Category	Floorspace m ²	Count (no.)	Share of Total GAC Floorspace (%)
<u>Retail Floorspace</u>			
Supermarket	4,700	2	4.7%
FLG	1,740	13	1.8%
Food Catering	2,780	28	2.8%
Non Food	14,180	67	14.3%
Retail Services	3,070	39	3.1%
DDS	21,070	2	21.2%
Total Occupied Retail	47,540	151	47.8%
Office Shopfront	560	4	0.6%
Commercial Shopfront	100	1	0.1%
Total Occupied Shopfront	48,200	156	48.5%
Vacant Shopfront	1,660	12	1.7%
Total Retail Floorspace	49,860	168	50.2%
<u>Commercial and Dedicated Office Floorspace</u>			
Health/Medical	160	1	0.2%
Fitness	820	1	0.8%
Commercial - Office	0	0	0.0%
Commercial - Other	2,960	1	3.0%
Total Occupied Commercial and Dedicated Office Floorspace	3,940	3	4.0%
Vacant Commercial and Dedicated Office	0	0	0.0%
Total Commercial and Dedicated Office Floorspace	3,940	3	4.0%
Total Recorded Floorspace	53,810	171	54.1%

Source: Colliers Urban Planning; Shopping Centres Online (figures rounded)



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