

Recommended Locations for: (1) A Second Bulky Goods Retail Centre; and (2) An Automotive Retail and Services Precinct Within the Gladstone Region

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SUMMARY

Foresight Partners was commissioned by Gladstone Regional Council to recommend:

- A site or sites that would be most appropriate to host a bulky goods retail centre with at least 40,000 m² of lettable area; and
- The most appropriate location(s) for a precinct focusing on sales of automobiles, automotive parts and accessories retailing, and automotive repairs.

Bulky Goods Retail Centre

Fourteen potential locations were identified and assessed. From these, it was determined that the most appropriate and viable alternatives are two sites on the Dawson Highway corridor, and three sites on the Kirkwood Road corridor near Glenlyon Road.

In terms of market characteristics and potential for implementation, the preferred location is a site on the Kirkwood Road corridor between Dixon Drive and Glenlyon Road, due to:

- Proximity to the region's current and future major residential growth areas;
- Potential for direct exposure and access to a major arterial road;
- Availability of large, relatively flat undeveloped sites;
- Multiple potential sites in close proximity;
- Available sites that are near an established and growing retail node;
- Potential to accommodate additional retail facilities on nearby sites; and
- Existing interest in the area as a location for additional retail development.

Automotive Retail and Services Precinct

Five locations were identified that meet basic automotive sales and service criteria including site sizes, accessibility and exposure, opportunity cost of existing land uses, acceptable amenity impacts and potential for development or redevelopment.

It is clear that the market has determined that the Hanson Road precinct is the most appropriate location in the Gladstone region for automotive uses, and relocation of these uses from Hanson Road would be impractical. The precinct is well-suited to automotive uses in view of its size, regional accessibility and minimal adverse amenity impacts associated with the location. Moreover, there is potential for further expansion of the precinct to the west along Hanson Road

It is therefore recommended that the Hanson Road precinct is maintained as the region's primary location for automotive sales, servicing, repairs, and related services.

The Hanson Road precinct should continue to be supplemented by small-scale automotive retailing and services catering to various local markets elsewhere within the region, and provision should be made to accommodate major automotive uses such as new car dealerships that are unable to be situated within the Hanson Road precinct.



1. BULKY GOODS RETAIL CENTRE

1.1 Background

The retail and commercial study undertaken for Gladstone Regional Council by Foresight Partners concluded that there will be a future need for a second bulky goods retail centre of up to 40,000 m² serving the Gladstone region.

It was concluded that the most appropriate site for such a centre was Clinton Park, which at the time was proposed to be designated for retail / commercial use. Clinton Park will now be retained for sporting and recreation uses. Accordingly, another site is required to accommodate a future bulky goods centre serving the Gladstone region.

1.2 Objectives

The purpose of this assessment is to identify and analyse alternative sites that have the potential to host a bulky goods centre, and recommend one or more sites that would be most appropriate for this proposed use. The assessment focuses on market and economic considerations and does not address traffic, technical or other planning issues that might also have an impact on site selection.

The principal objective is identify locations that can support at least 40,000 m² of lettable area in a single contiguous centre or adjacent sites to:

- Allow for future growth in provision of bulky goods retailers in response to growing market demand;
- Provide sufficient selection in one location to create a strong regional destination;
- Compete effectively with Centro Home Gladstone and other existing bulky goods retailers; and
- Accommodate modern store formats including big box retailers of 10,000+ m².

1.3 Summary of Assessment Criteria

Preferred Characteristics	Reasons / Notes
 1. Site size Minimum 8.0 hectares 	 Accommodate a minimum 40,000m² of lettable area @ 2 – 2.2 ha per 10,000m² A larger site may be required if site configuration or restrictions reduce layout efficiency



 2. Site Characteristics Generally flat, rectangular Substantial frontage to main road No easements or other development impediments Suitable to facilitate a pedestrian-friendly environment 	 Maximise site efficiency and minimise development cost Maximise exposure, site accessibility and access to individual retailers Enhanced exposure and way-finding for patrons
 3. Access / exposure On a major arterial road with substantial traffic volume Within reasonable driving distance of Centro Home Potential for dedicated turning lanes for traffic entering centre from main road Potential for signalled intersection if required 	 Regular exposure to regional residents Enhanced access by delivery vehicles Enhanced competitiveness Facilitate comparison shopping in Gladstone Ease of site access and egress
 4. Adjacent land uses Preferably in an established retail / commercial precinct. Elsewhere if no suitably zoned location available. Larger scale institutional or recreational (eg. education, sporting fields) also possible Otherwise, if adjacent uses are subject to amenity impacts (eg. residential), include provision for a buffer 	 Minimise potential noise impacts from patron traffic, delivery vehicles (especially after hours) and trade vehicles Minimise visual impact of large scale retailers with high building facades, supergraphic signage and large exposed car parks

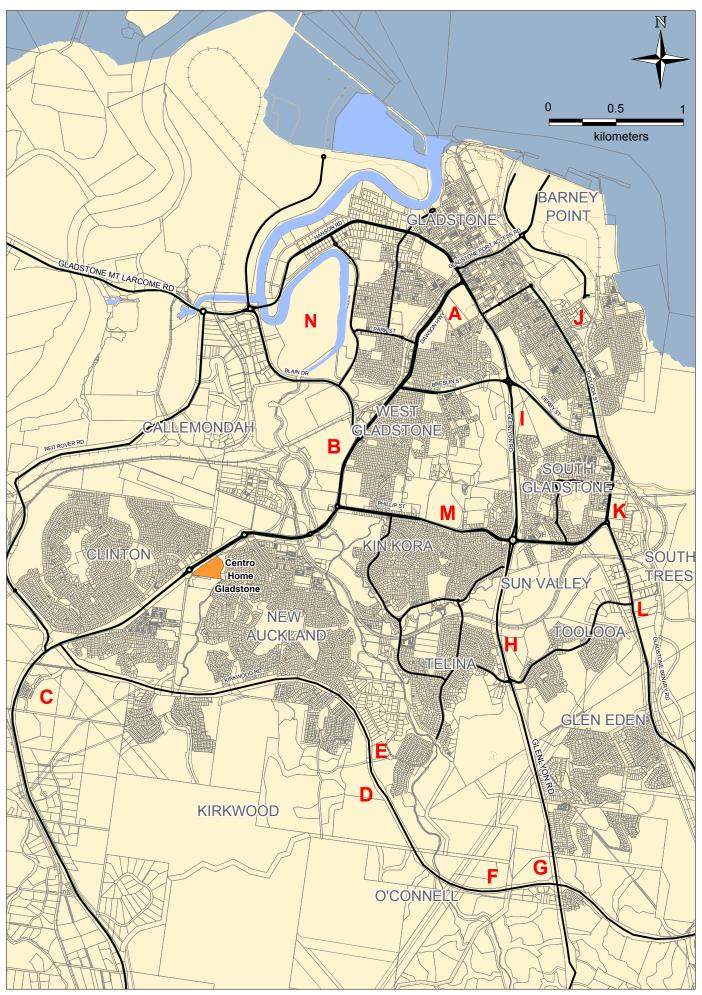


 5. Catchment Area Easily locatable and accessible from throughout GRC area Convenient to the largest concentration of population in the region 	 Centre will likely have numerous retailers that are the only such outlets in the region, and therefore should cater to residents from throughout the region To be sustainable, a centre of up to 40,000 m² will require a trade area population comparable to the GRC population. Maximise convenience to the greatest proportion of the regional population
 6. Compatibility with GRC Retail Hierarchy and Locations First priority is location(s) designated or envisaged for retail use. If such sites are not available, then in an area where retail uses are compatible with existing uses with minimal adverse impacts on adjacent land uses. 	 A new large-scale retail precinct in an area not previously designated for the use will have impacts on the GRC centres strategy, patronage patterns, traffic generation and most appropriate adjacent land uses
 7. Appropriate Form / Scale / Uses Appropriateness of site functions to surrounding land uses Layout compatible with scale and form in surrounding area. 	 To minimise direct impacts and potential for reverse amenity impacts To ensure compatibility with already designated surrounding land uses.

1.4 Potential Locations

In association with Gladstone Regional Council, a total of 14 potential locations for a major bulky goods centre were identified and inspected. They are shown on Map 1.





* Refer to Section 1.4 for detailed location description



1.4.1 Locations Assessed

The locations assessed and their key characteristics are as follows:

A. Showgrounds – 6 ha.

• Site is too small for requirements

B. Racecourse – 25 ha.

- Superior location and site characteristics
- Site size would accommodate a large bulky goods centre and complementary uses
- Would require a new site and relocation funding for the existing racecourse, so availability is problematic

C. Kirkwood Road at Seagull Road (13 ha.)

- Good regional accessibility
- Development options are constrained by power line easement
- Site is below Kirkwood Road elevation which significantly limits exposure. Therefore not preferred by retailers.
- Despite its proximity, the site is not visible or directly accessible from the Dawson Highway.
- Not a preferred location

D. Kirkwood Road near Dixon Drive, adjacent to Woolworths Centre (25 ha., 35 ha. And 14 ha. Sites)

- An established and growing retail node
- Good regional accessibility

E. Kirkwood Road at Dixon Drive (8.8 ha. on two sites)

- An established and growing retail node
- Good regional accessibility

F. Kirkwood Road at Haddock (10.1 ha.)

- Hilly site, which might require relatively costly site preparation
- Therefore, may not be a preferred location

G. Kirkwood Road at Glenlyon Road (10.3 ha.)

• Considered a potential site for a large-scale hardware / home improvement store and / or a new supermarket-anchored centre

H. Glenlyon Road near railway underpass south of Philip St. (7.2 ha.)

- EDQ controls development scheme
- Not a current or likely future retail node
- Not a preferred location



I. Glenlyon Road at Derby Street (2.5 ha. plus 7.5 ha. sites, total 10 ha.)

- Adjacent to TAFE college
- Sufficient combined site size, but requires land assembly
- Site is isolated from all existing retail nodes

J. Young Street, Barney Point

- Several sites, but land assembly would likely be required
- Sites are across railway line from Toolooa Street, and therefore lack direct exposure to a major arterial road.
- Potential conflict with light industrial uses and related commercial traffic
- Not a preferred location

K. French Street at Agnes Street (1.9 ha. And 4.8 ha., total 6.7 ha.)

- Sites are owned by QAL and are not for sale
- Sites are too small for consideration

L. Gladstone Benaraby Road opposite Dalrymple Road - Adjacent to Brian Niven Park (3.8 ha.)

- Currently occupied by a golf driving range
- Site is too small for requirements

M. North side of Philip Street (27.9 ha.)

- Owned by council
- Designated for community / aged care uses
- Very hilly site, likely uneconomic to develop for a major bulky goods centre
- Not a preferred location

N. Ashpond site (71 ha.)

- Owned by Council
- Good regional accessibility
- Location lacks regional exposure due to distance from Dawson Highway
- Access from Dawson Highway would be via an industrial road (Blain Drive), which could create potential traffic conflicts
- Access and exposure limitations would significantly limit appeal to retailers, which would compromise site value and development potential



1.4.2 Locations that Meet Criteria

From the assessments above, five locations have been identified that meet the basic site criteria for a bulky goods centre. They are found on or near two main corridors. The centres (with map references) are:

Dawson Highway corridor

- B. Racecourse site (25 ha.)
- N. Ashpond site (71 ha.)

Kirkwood Road corridor

- D. Kirkwood Road at Dixon Drive (74 ha. on three sites)
- E. Kirkwood Road at Dixon Drive (8.8 ha. on two sites)
- G. Kirkwood Road at Glenlyon Road (10.3 ha.)

1.5 Recommendations

1.5.1 Key Factors Determining Recommendations

Bulky Goods Patronage Characteristics

Bulky goods is a prime example of comparison shopping, in which patrons compare products for style, features, price and value. Most bulky goods purchases are not time sensitive, and shopping for a particular appliance, furnishing or accessory can occur over days or weeks. As most bulky goods purchases involve a considerable investment and/or will be used for a long period of time, shoppers are willing to invest more time to visit alternative stores. Therefore, convenience is less important for comparison shopping than for most other types of purchases. As a result, a major bulky goods centre can be successful as a stand-alone destination, and need not be located in an existing retail precinct.

Nevertheless, as bulky goods centres must cater to a regional catchment to be viable, a location with regional exposure and accessibility remains important.

Existing Bulky Goods Retail Nodes

The largest existing concentration of bulky goods retailing in the region is at Centro Home Gladstone, with other hardware and home improvement retailers dispersed mainly along Hanson Road and Dawson Highway.

There are advantages to grouping bulky goods retailers in a single location or precinct, most notably to facilitate comparison shopping and enhance destination appeal. However, there is not a realistic opportunity to consolidate and expand Gladstone's existing bulky goods retail nodes. In particular, Centro Home Gladstone is bordered by community facilities, residential areas and a school which prevents expansion. The number of bulky goods retailers along Hanson Road is expected to continue to decline as



they relocate, and other bulky goods outlets in Gladstone are spread through various commercial areas.

None of the potential bulky goods retail centre sites identified would link with existing bulky goods nodes. However, all are within a five kilometer drive of Centro Home Gladstone and most other bulky goods retailers. As such, all are considered to be close enough to existing major bulky goods nodes to facilitate comparison shopping.

Potential for Adjoining Retail Uses

The experience of major existing bulky goods centres is that due to their regional appeal, they can be catalysts for development on nearby sites of other retail and commercial facilities that cater to a regional market. Typical uses can range from off-price or brand direct outlets to small specialist retailers such as hobby and craft shops, and a variety of complementary outlets such as plant nurseries and timber retailers.

For this reason, there is a potential advantage in designating sufficient land, and/or multiple sites that can accommodate both a large bulky goods centre and other retail uses that also serve a regional market.

Regional Growth Patterns

Over the next 20 years, much of the residential population growth within the Gladstone region is forecast to occur along the Kirkwood Road and Glenlyon Road corridors. This will shift the centre of population further to the south and east, and away from the major retail corridor along the Dawson Highway. A site along the Kirkwood Road corridor would be more convenient than a Dawson Highway site to the main locations of future residential growth. It would also be proximate to more new households which have relatively high demand for hardware, home furnishings and home improvement products.

Timing

There is an emerging shortage of suitable bulky goods retail sites in Gladstone, and demand for bulky goods floorspace is projected to increase significantly as the regional population grows.

Supply of suitable floorspace is limited. Centro Home Gladstone is near full occupancy and Hanson Road is no longer considered an appropriate or preferred location for new bulky goods retailers. There is remaining space in existing retail / commercial strips, but availability is limited and dispersed.

Consequently, it is expected that there will be an opportunity and a need for additional dedicated bulky goods retail floorspace within Gladstone in the near future. The emerging demand indicates a need to dedicate land of suitable size that can be developed with certainty in the next few years, and that is not constrained by site limitations or existing land uses.



1.5.2 Recommendations

The Dawson Highway and Kirkwood Road corridors are comparable locations for a major bulky goods centre with regard to regional accessibility and exposure.

One potential location for a future bulky goods centre is the racecourse site (shown as location B on Map 1). This has the primary advantages of a large contiguous area and extensive direct frontage and exposure to Dawson Highway, the region's major existing retail / commercial corridor. Its primary disadvantage is a practical one, in that development of a bulky goods centre at this location will require prior relocation of the existing racecourse. This is likely to have a considerable related cost and elapsed time that could effectively make this option unachievable in the foreseeable future. Consequently, it would introduce considerable uncertainty which would be a major deterrent to long term planning by developers and retailers.

In terms of market considerations and potential for implementation, the preferred location is a site along the Kirkwood Road corridor between Dixon Drive and Glenlyon Road (particularly locations D, E and G on Map 1), for the following reasons:

- Proximity and convenience to the region's current and future major residential growth areas.
- Potential for direct exposure and access to a major arterial road;
- Availability of large, relatively flat undeveloped sites which minimizes development cost and facilitates development more quickly than on occupied sites.
- Multiple potential sites in close proximity, which should contribute to more competitive land costs for a large-scale retail development.
- Available sites that are near an established and growing retail node.
- Potential to accommodate additional retail facilities on nearby sites as warranted by demand;
- Interest in the area as a location for a major hardware retailer and a second centre anchored by a full line supermarket, which further demonstrates the area's suitability for retail purposes. If developed, these proposed uses would reinforce the location's role as a regional retail node.



2. AUTOMOTIVE RETAIL AND SERVICES PRECINCT

2.1 Background

The automotive retailing sector is distinct from most retail uses in that it combines vehicle sales, vehicle servicing, a variety of support services (such as specialty repair shops) and sales of both wholesale and retail parts and accessories. Many of these varied functions are incorporated in motor vehicle dealerships, and related services typically prefer to be near the dealerships for both convenience and exposure.

The automotive retailing sector is also distinct in that it is very space-consumptive and some of its components have significant potential amenity impacts in terms of noise, appearance, and a scale that is not conducive to fine-grain development and effective pedestrian links.

The size of the regional market and automotive industry economics dictate that the Gladstone region is likely to sustain only one dealer of each major automotive brand, and it is expected that these will continue to be located in Gladstone City due to its concentration of residential population and regional exposure. Most automotive dealers are on Hanson Road, but some major dealerships and other automotive retailers have also located on Dawson Highway and Toolooa Street / Benaraby Road.

The continuing growth of Gladstone will create demand for additional sites designated for automotive retailing.

2.2 Objectives

The purpose of this assessment is to determine the most appropriate location(s) within Gladstone that are suitable for automotive dealers and related uses, and will have acceptable impacts on Gladstone's retail / commercial strategy and surrounding land uses. The assessment focuses on market and economic considerations and does not address traffic, technical or other planning issues that might also have an impact on the most appropriate site.

The locations should meet the following objectives:

- Satisfy key location criteria for a viable automotive precinct;
- Satisfy site size and configuration criteria;
- Allow for future growth of sales and service outlets in response to growing market demand generated mainly by population growth;
- Have the potential to host sufficient facilities in one location to create a strong regional destination; and



- Have minimal adverse impact on the value of adjacent land uses;
- Potentially revitalise a rundown area.

2.3 Summary of Assessment Criteria

Preferred Characteristics	Reasons / Notes
 Site sizes and configurations Ranging from 1,000 m² to 3 ha. and fronting an arterial road. Site sizes up to 2 ha. along adjacent sub-arterial roads. 	 Accommodate uses ranging from a small stand-alone parts retailer and repair shop to a dealership with on-site showroom, servicing and parts department.
 2. Precinct Characteristics Generally flat, with rectangular sites No significant easements or other development impediments Sites extending to adjacent side streets Minimal other local generators of parking demand 	 Maximise site efficiency and minimise development cost Maximise site efficiency For related uses that do not require high exposure and/or have significant potential amenity impacts (eg. panel beaters and paint shops.) Reserve as much street front parking as possible for the automotive uses
 3. Access / exposure On a major arterial road with substantial traffic volume Extended frontage to main road(s) 	 Regular exposure to regional residents Enhanced access by delivery vehicles Maximise exposure and site accessibility Permit grouping of multiple outlets in a single precinct to achieve critical mass
 4. Adjacent land uses Preferably commercial or industrial Adjacent to existing mediumhigh impact uses such as industry or railway Minimal potential for adverse visual impact 	 Minimise potential noise impacts from vehicle movements and repair facilities Minimise potential adverse visual and noise impacts on adjacent land uses. Minimal visibility from major residential, office and institutional land uses



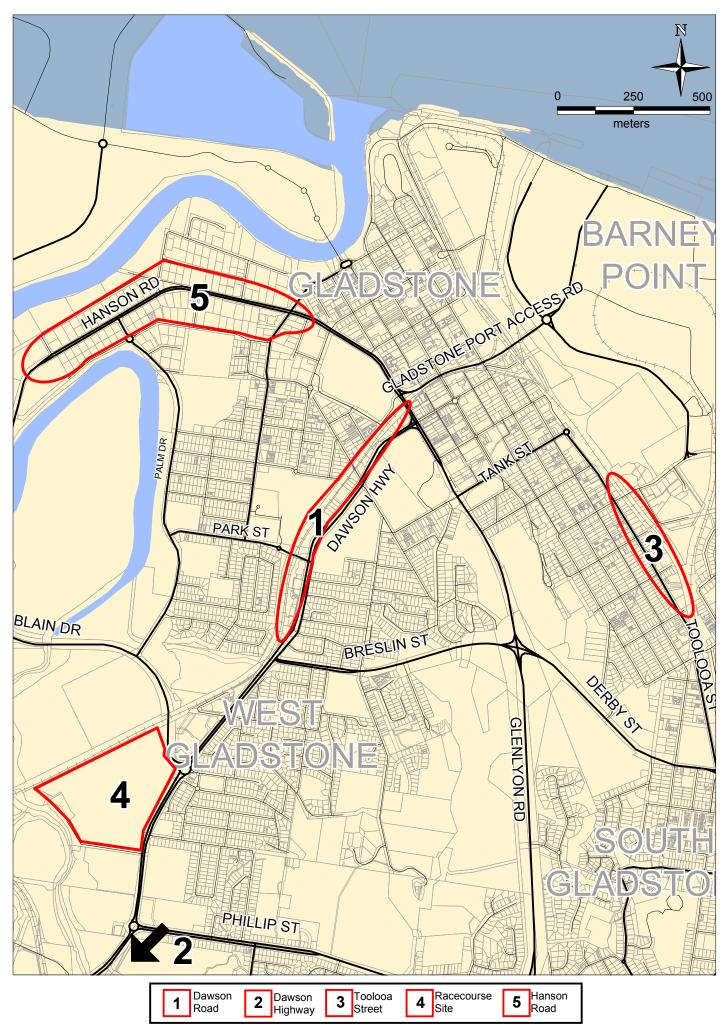
 5. Catchment Area Easily locatable and accessible from throughout GRC area Convenient to the largest concentration of population in the region 	 Car dealers and many major auto parts retailers will be the only such outlets in the region, and therefore should cater to residents from throughout the region Maximise convenience to the greatest proportion of the regional population
 6. Opportunity Cost of Land Uses Minimal potential for higher order / higher value land uses within the precinct 	 Precinct is preferably an inappropriate or undesirable location for residential or smaller scale office and retail Not likely to be a location for future expansion of established nearby residential, office, retail or institutional precincts
 7. Redevelopment Potential Large number of vacant or underutilised sites 	 Low cost of development/redevelopment will increase speed of transition to designated uses.

2.4 Potential Locations

In association with Gladstone Regional Council, a variety of potential locations were identified and inspected. Many have been dismissed because they have one or more characteristics that make them clearly unsuitable as a location for an automotive precinct including insufficient precinct size, insufficient potential lot sizes, proximity to residential areas and/or limited redevelopment potential.

Five locations were identified that met basic criteria including site sizes, accessibility and exposure, opportunity cost of existing land uses, acceptable amenity impacts and potential for development or redevelopment. They are shown in Map 2.







2.4.1 Dawson Road between Glenlyon Road and Hunter Street

Advantages

- Existing commercial zoning on the west side
- Superior regional accessibility and exposure
- Minimal potential for adverse amenity impacts
- An appropriate "buffer" use adjacent to railway line

Disadvantages

- Limited lot depths, constrained by the railway line
- Considerable land assembly would be required for many automotive uses
- A gateway route to the CBD, not conducive to visually unattractive uses such as panel beating and parts storage
- Area is likely of insufficient size to cater to long term demand growth
- Already substantially occupied, so significant opportunity cost of redevelopment
- Not an established automotive precinct

2.4.2 Dawson Highway

Advantages

- Superior regional access and exposure
- Already hosts some automotive dealers and related uses
- Potential for large lot sizes
- Several sites are underutilised, and have potential for redevelopment at reasonable cost

Disadvantages

- Existing land uses are mainly residential, open space and community with pockets of commercial zoning that are of insufficient size
- Potential for adverse amenity impacts on adjacent residential land

2.4.3 Toolooa Street

Advantages

- Enjoys high exposure
- An appropriate "buffer" use adjacent to railway line
- Proximate to the Hanson Road precinct

Disadvantages

- A two lane road that is already quite congested
- The west side is mainly medium and higher density residential which could be subject to visual and noise impacts from automotive repair facilities.
- The east side has limited site depths due to the adjacent railway line, which would significantly limit the potential for many typical automotive uses.



2.4.4 Gladstone Racecourse site

Advantages

- Large contiguous site unconstrained by existing development
- Potential for a large internal "auto-mall" automotive precinct that can combine automotive retailing and servicing

Disadvantages

- Much of site is flood-prone
- Need to relocate the race course and fund associated redevelopment
- The experience of existing auto-malls is that they can take more than a decade to secure sufficient tenants due to existing lease or ownership commitments and substantial investments in existing facilities.

2.4.5 Hanson Road

Advantages

- Existing critical mass of automotive uses
- Minimal adverse amenity impacts on existing surrounding land uses.
- Potential for further expansion west along Hanson Road

Disadvantages

- Not a preferred use in proximity to the CBD
- Less regional exposure than sites on regional access routes such as Dawson Highway and Toolooa Road
- Might compromise the potential for future residential development fronting Auckland Inlet. This land has the potential in time to be very valuable

2.5 Recommendation

2.5.1 Key Factors Determining Recommendation

In addition to site and location characteristics, the single most important determinant of the success of a future automotive precinct will be the commercial and economic factors that govern the automotive retailing sector. With regard to location options, the most important characteristics are the following:

Commercial Considerations

 Automotive dealerships typically invest millions of dollars in their showroom and servicing facilities to meet standards stipulated by manufacturers. Few of the site improvement costs can be recovered if a relocation occurs. Therefore, site improvement costs must be amortised over many years. The need to amortise site improvement costs over a long period also leads to a need for long term leases or ownership of sites by dealerships.



- Automotive retailers and services are mutually supportive and therefore value proximity to each other. For example, dealers make use of specialised repair shops for specific services, while the service and repair outlets buy replacement parts from the dealers. Proximity is important for exposure, movement of vehicles between servicing points, and convenient supply of parts and accessories.
- For car buyers, proximity of dealerships also provides a more convenient one-stop location for comparison shopping.

Consequently:

- Existing dealerships are typically bound to their existing sites for long periods by site ownership, leases, and/or the value of site improvements.
- Ancillary automotive shops and services have little incentive to move from a wellestablished existing automotive precinct.

Therefore, while a new automotive precinct can appeal to new market entrants, it is unlikely to prompt a significant relocation of existing operators. The experience of purpose-built auto-malls shows that if a new automotive precinct will likely take one or more decades before it becomes established with a critical mass of dealerships and supporting shops and services. For example, the Robina Auto Mall at the Gold Coast did not secure its first motor vehicle dealer until many years after it was established, and after almost two decades of operation, it has yet to reach capacity.

Hanson Road Precinct Characteristics

Hanson Road has evolved into the dominant automotive retail precinct in the Gladstone region. At appears that this role has been reinforced in recent years with the relocation of some bulky goods retailers out of the precinct and their replacement by automotive outlets.

Some bulky goods retailers remain in the precinct. It is considered likely that many of them will in time move to more appropriate locations as the precinct becomes more focused on automotive outlets, and alternative locations for bulky goods retailing become available. This should in turn provide more sites for automotive uses within the precinct.

Future Trends

The population of the Gladstone region is forecast to grow significantly over the next 20 years. This is expected to result in a commensurate increase in smaller automotive retailers such as auto accessory shops and tyre fitters, which will be dispersed through various commercial nodes serving local markets. However, the region's growth is unlikely to result in a duplication of existing automobile dealerships. Therefore, it is considered unlikely that enough new dealerships will enter the market to anchor a major new automotive precinct that could match or replace the Hanson Road precinct.



2.5.2 Recommendation

It is clear that the market has determined that the Hanson Road precinct is the most appropriate location in the Gladstone region for automotive uses. Relocation of these uses would be impractical, and would be unlikely to be achieved for decades, if at all.

It is concluded that the precinct is well-suited to automotive uses in view of its size, regional accessibility and minimal adverse amenity impacts associated with the location. Moreover, there is potential for further expansion of the precinct to the west along Hanson Road and through re-use of existing bulky goods retail sites in the precinct that are likely to continue to relocate to more suitable sites elsewhere in Gladstone.

It is therefore recommended that the Hanson Road precinct is maintained as the region's primary location for automotive sales, servicing, repairs, and related services. There is not expected to be a need or demand for another major automotive precinct within the region for the foreseeable future.

The Hanson Road precinct should not be the region's only location for automotive uses. It should continue to be supplemented by small-scale automotive retailing and services catering to various local markets within the region. In addition, there should be provision to accommodate new or relocated major automotive dealerships that are unable to be situated within the Hanson Road precinct.