

3.1 Local centre snapshot

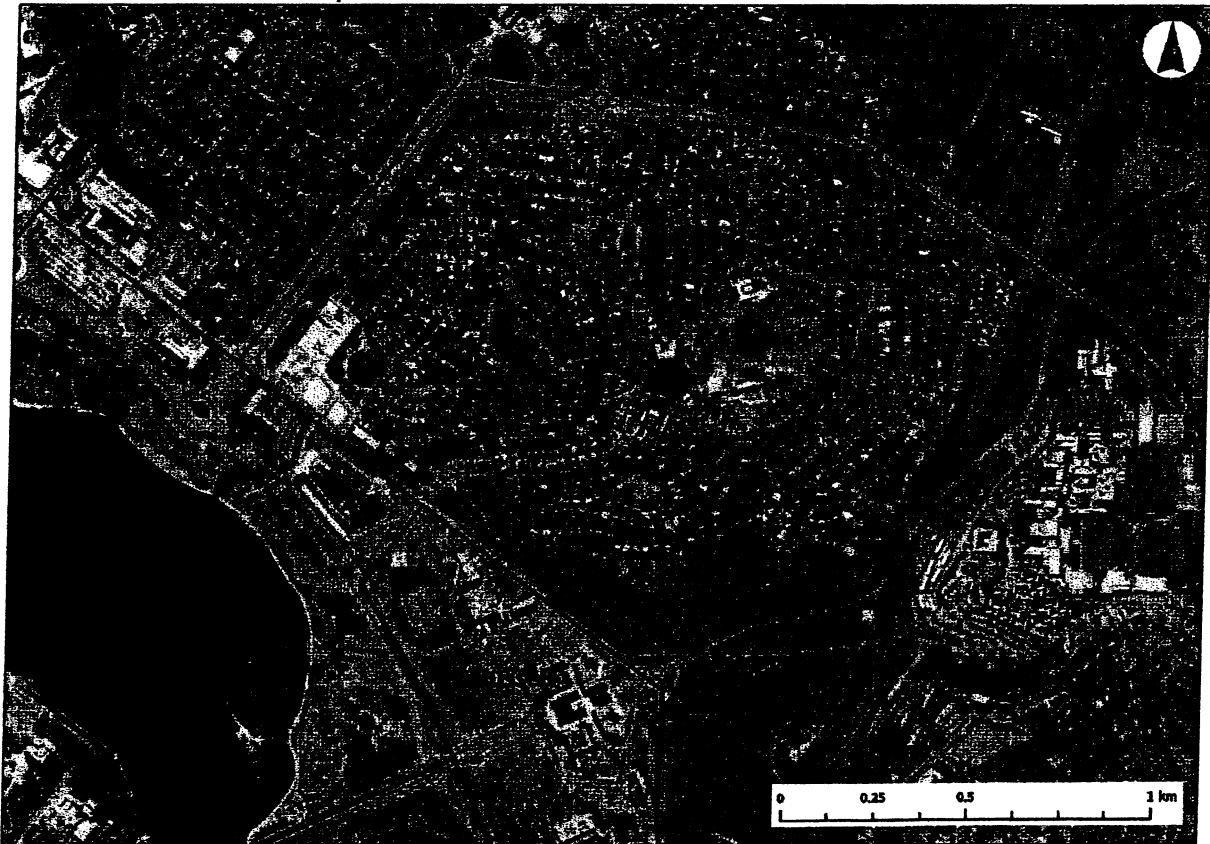
The Campbell local centre was developed in the 1950s/60s and has been an integral part of the suburb since its inception. It is located centrally within Campbell (Figure 3), adjoining an aged care facility and two schools, which makes it an ideally located community space, accessible to a wide range of demographics.

The centre is accessible via Blamey Crescent, Campbell's main collector road, which channels additional clientele from Russell Offices and Constitution Avenue. Campbell's proximity to two key places of employment within the ACT (the City Centre and Russell), has led the suburb to house one of ACT's youngest populations, with a median age of 26.9 (ABS, 2011), 7.6 years younger than the ACT median. This demographic trend creates a great opportunity for the centre, with young local families expected to frequent the adjoining primary school and use the shops as an after-school destination.

The centre features a broad range of services, including a supermarket, pharmacy, newsagent, post office and eating establishments, as well as various health services. This spread of shops contributes to the success and popularity of the centre. Closure of the service station was a loss by many local residents, and the empty site is now seen as an eyesore, with delays in redevelopment contributing to a loss of local amenity.

With further pressure and competition expected from the development of Section 5 along Constitution Avenue, the Campbell local centre is in need of renewal to sustain and support its success into the future.

Figure 3-1: Location map – Campbell Local Centre



Source: Purdon Planning

Stage One Consultation

3.2 ACT Government agency feedback

As part of the Stage One government consultation process, the project team sought to understand the issues and constraints associated with the centre, as well as potential opportunities, in order to inform future concept design/s. Various parts of the ACT Government were consulted in order to seek a comprehensive appreciation for Campbell.

Lighting	<p>A lighting evaluation was conducted in the first quarter of 2017, which resulted in a lighting upgrade to energy efficient LED luminaires within the centre. However, these updates have not resulted in sufficient lighting, likely due to the spacing of the original poles and not necessarily the new luminaires.</p> <p>In addition, it was highlighted that the existing concrete poles supporting the luminaires are frangible and therefore do not meet safety requirements. Regardless of potential heritage value, these poles may need to be replaced to meet road safety standards.</p>
Stormwater	<p>City Services raised concern regarding the functionality of the decorative walls within the car park, as these walls act as stormwater runoff guides within some of Canberra's older local centres. It was advised that such walls be assessed for their importance to stormwater control prior to removal or alteration to avoid potential unwanted impacts to the drainage of the site.</p>
Trees	<p>According to urban tree scapes the street trees within the Campbell local centre are generally of good quality and help to create a strong sense of place. It was advised that a tree assessment of the centres be undertaken and that careful consideration of new materials around trees and their roots be given, to ensure that tree health is maintained, and roots do not adversely impact pavement. The tree-net inlet infiltration system was recommended as a possible integration with any new kerb to collect rainwater and ensure that trees are sufficiently watered.</p>
Parking and Accessibility	<p>Parking was identified as being in short supply during peak periods for the Campbell local centre. EPSDD suggested that there be an improved balance between car parking and bicycle infrastructure to increase active travel. With its proximity to the lake, the city centre as well as Constitution Avenue, the Campbell local centre is ideally located to effectively implement and adopt the ACT's active travel and herewith become an exemplar centre.</p> <p>However, with an accessible parking rate of only 3%, accessible parking should be improved across the site. The existing accessible parking spaces are compliant, however insufficient for the nearby retirement villages.</p>

3.3 Community feedback

The Campbell Shops is a thriving local centre, with a solid mix of shops. However, a lack of wayfinding signage and street presence reduces the centre's potential to attract passers-by from out of area and limits the passive surveillance potential of the site. It is believed by traders that this lack of passive surveillance is a key contributor to the high level of crime incidents, in particular burglaries, for the local centre (see **Appendix E** for breakdown of crime statistics).

Furthermore, the site suffers from limited accessibility and active travel connections to Russell and Constitution Avenue, as well as local schools, such as Campbell High School. Improved pedestrian and bicycle paths in combination with increased free amenities such as seating options, shade, and bubblers, could help to see the centre become a destination point.

Such improved amenities would align with feedback received from various community group representatives and members of public, who called for the creation of a 'communal space'. These stakeholders recognised the role of such an area in making the centre more appealing and accessible to all demographics, including elderly residents from the adjoining nursing home as well as younger families who frequent the nearby public playground.

Furthermore, the issue of personal safety was raised by various community stakeholders, with a particular concern around the lack of physical barriers between the public car park and outdoor seating expressed. Traders also voiced safety concerns for their employees after hours, as a lack of lighting infrastructure in the rear dock makes night time pedestrian movement unsettling. To address these safety concerns, as well as parking and waste management issues, one leaseholder expressed interest in coordinating government funded public realm upgrades with larger reconfiguration and development works on the rear dock.

A summary of the feedback received for Campbell is provided in Table 3-1.

Table 3-1: Campbell key stakeholder feedback

Campbell					
Stakeholder	Issues Raised	Suggested Improvements	Additional Works	Priorities	Potential Co-contributors
ACT Government	<ul style="list-style-type: none"> Poor lighting distribution Stormwater drainage and backing within centre Street trees create a sense of place Potential extension of shops to cater for suburb and demand growth 	<ul style="list-style-type: none"> Light upgrade (to LEDs) Standardisation of street furniture to be of hard wearing, low maintenance materials Careful consideration of materials adjoining trees is necessary to ensure damage to tree is minimised Improved and increased parking in order to meet demand Improved balance between cycling, pedestrian, and vehicular infrastructure, in order to promote active travel Increased accessible parking (only 3% currently is accessible parking) 			
Leaseholders	<ul style="list-style-type: none"> Comprehensive redevelopment of site needed and improved landscaping Poor site visibility (including signage) Waste management issues Safety concerns (lighting and bollards) 	<ul style="list-style-type: none"> Improved lighting around shops, particularly in the rear dock and alleyways Renewed landscaping 	<ul style="list-style-type: none"> Waste management solutions in rear dock Improved signage and street presence Renewed landscaping 	<ol style="list-style-type: none"> Improved waste management Increased lighting (in rear carpark) Installation of bollards Increased signage Improved landscaping 	
Traders	<ul style="list-style-type: none"> Safety concerns Crime prevention Lack of parking Poor site visibility 	<ul style="list-style-type: none"> Increased lighting around shops to improve after hours safety 	<ul style="list-style-type: none"> Improved signage and street presence Improved safety infrastructure, e.g. bollards between outdoor dining and parking 	<ol style="list-style-type: none"> Improve lighting & security Increased parking Increased signage Installation of safety (bollards) 	
Local Community Groups (Campbell High School and Primary School)	<ul style="list-style-type: none"> Poor quality landscaping and paving Need for free communal space Poor site accessibility (for active travel) Parking limitations 	<ul style="list-style-type: none"> Establishment of all hours communal space, providing opportunity for activity without the need to spend money Landscaping improvements, including improved and even paving 	<ul style="list-style-type: none"> Improved and well-connected paths throughout the suburb 	<ol style="list-style-type: none"> Improved accessibility (by foot and bike) Creation of a communal space Increased Parking 	

<p>General Public</p> <ul style="list-style-type: none"> - Need for public amenity for young and old - Need for 'communal space' - Parking limitations - Tired playground in need of shade - Need for upgrades to landscaping and pavement 	<ul style="list-style-type: none"> - Improved facilities for the elderly, including seating 	<ul style="list-style-type: none"> - Improved and increased play equipment 	<ol style="list-style-type: none"> 1. Increased Parking 2. Playground upgrade (including shade) 3. Pavng upgrade 4. Creation of a communal space
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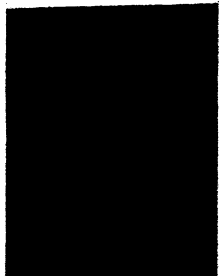
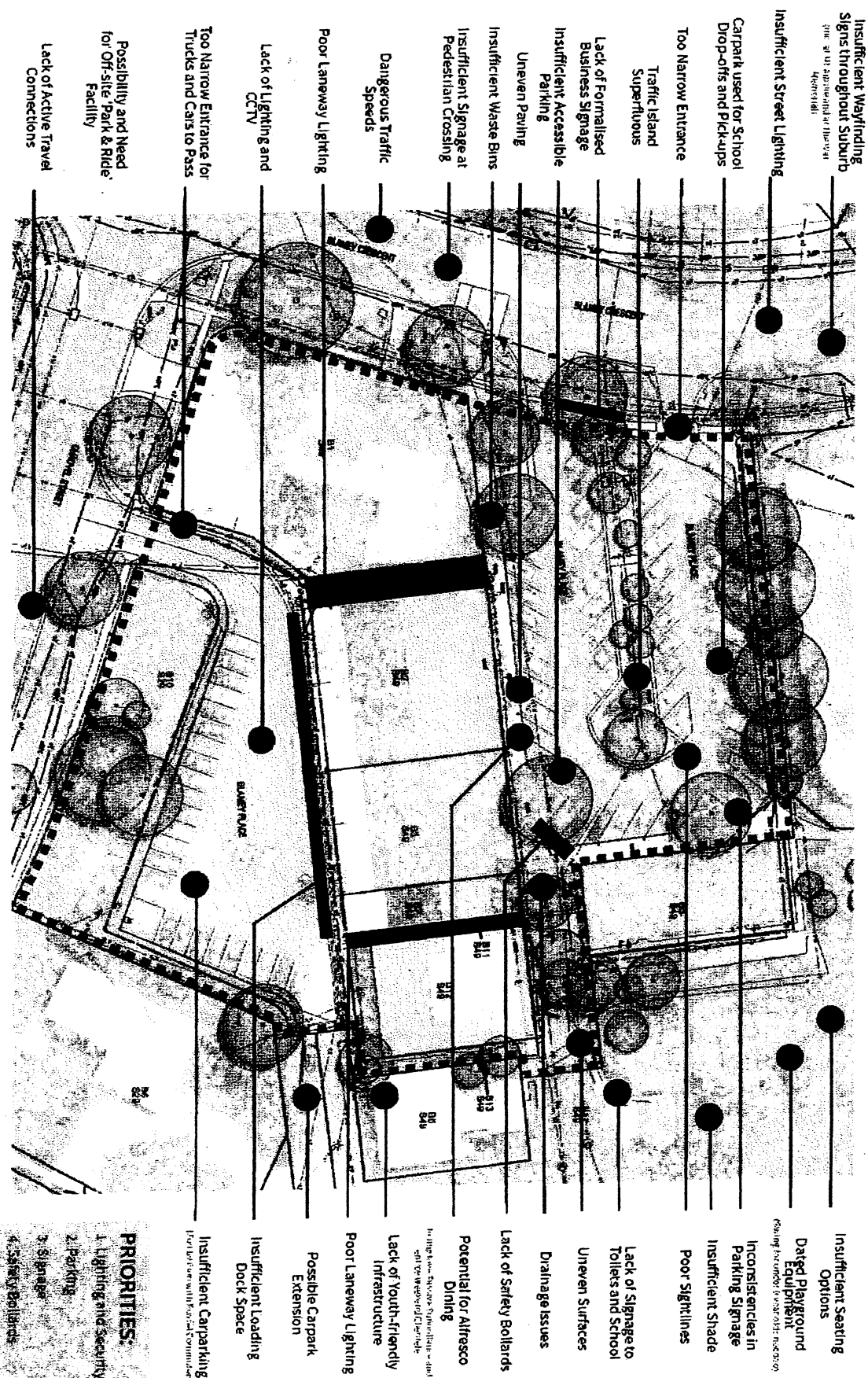


Figure 3-2: Campbell community feedback map



Source: Purdon Planning

SWOT

The strengths, weaknesses, opportunities, and threats for the Campbell Local Centre are outlined in Table 3-2 below.

Table 3-2: Campbell SWOT analysis

Campbell	
Strengths	Weaknesses
<ul style="list-style-type: none"> - Engaged traders and leaseholders - Engaged users - Wide service offering - Wide demographic spread - Well maintained and used public toilet - Well used playground - Wide road leading to shops - Established trees throughout local centre - Wide internal parking lanes 	<ul style="list-style-type: none"> - Weak and insufficient lighting in rear dock - Poorly defined and managed waste management area - Poor visibility and site lines, resulting in limited security - Limited parking for customers and staff - Limited way finding signage - Limited public seating within local centre - Uneven paving and steep grades accessing shop entrances - Lack of active travel infrastructure to shops - Limited passive surveillance - Compromised safety on rear dock due to narrow driveways - Limited accessible parking
Opportunities	Threats
<ul style="list-style-type: none"> - Redevelopment opportunity of Block 1 and Block 10 for carpark and residential use - Committed leaseholder interested in co-contributing to large scale upgrade - Reconfiguration of playground and communal space - Development along Constitution Avenue, resulting in increased residents in the area 	<ul style="list-style-type: none"> - Development along Constitution Avenue, including commercial offerings - Threat of disjointed development on Block 1 Section 49 (petrol station) - Impact of access and mobility constraints within local centre on aging population - Poorly managed loading dock, with conflicting land uses - Dark laneways through site

3.4 Discussion

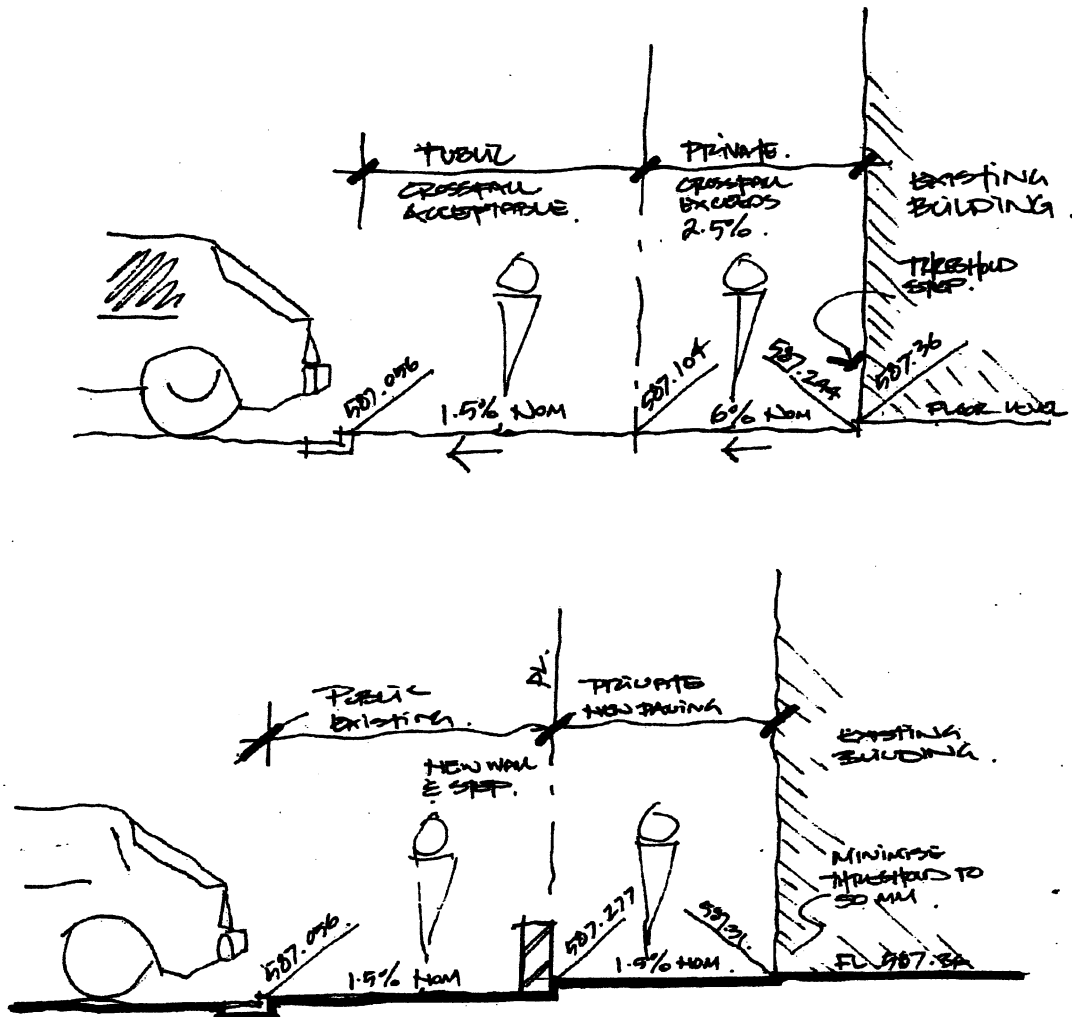
The Campbell local centre is a unique and thriving centre, offering a diverse variety of services and retail options frequented by a wide range of the local community. The centre is regarded highly by users, who provided valuable suggestions for future upgrade works. The upgrade suggestions were analysed by the project team to distinguish between core works (government funded) and additional works (community co-contribution funded), which are explored in the following sub-sections.

Core upgrades

Core upgrade works to *lighting* would help to ensure basic amenity and security is provided to users of the area, making night-time movement for both customers and staff safer. As significant alterations to the front carpark is not possible due to limited space, a *reconfiguration of the rear carpark* would aid in making the local centre more accessible to local residents by freeing up available car spaces. Such a reconfiguration would indirectly see waste management issues addressed and entries to the car park increased in width.

With retirement villages and an ageing population in close proximity to the local centre, the *levelling of the footpaths* and improvement of access ways both to and within the local centre are a key priority. Significant grade noncompliance can be found at the entrances to the western shops, which include a hairdresser, dry cleaner, pharmacy and post office (see Figure 3-3 below). In order to provide wheelchair access to these shops, the construction of a ramp may be required. With the grade noncompliance falling onto leased land, and grade compliancy being a Government concern, a co-contribution funding model may be required to undertake these necessary works. A median solution could be reached, in which compliant grades are reached on public land and noncompliant grades retained on leased land. The extent of works may be determined by the levels of co-contribution should these be sought.

Figure 3-3: Grade noncompliance at the Campbell Local Centre
Existing non-compliant grades



Source: Redbox Design Group

Core upgrades have been identified in three key areas, namely works on lighting, rear dock reconfiguration as well as levelling of footpaths. These would help to ensure that the Campbell local centre remains viable and safe.

With the construction of commercial competitors within developments along Constitution Avenue, it is important the Campbell local centre retains its competitiveness and can continue to provide valuable retail services to the local community. Without core investment by the ACT Government, it is unlikely that major upgrades at the centre would be possible and its competitiveness retained. Furthermore, investment in lighting and levelling works are mitigative in nature, and if not addressed are likely to lead to larger safety concerns and costs in the future.

Additional upgrades

Co-contributions at the Campbell local centre are expected to vary significantly in nature and form. During Stage One consultations it became clear that if the ACT Government were willing to release unleased territory land to the rear of the centre, significant investment from selected leaseholders could be expected. One leaseholder expressed interest in funding improvement works to the rear dock and existing waste management systems, as part of a larger redevelopment.

Traders, on the other hand, seem to be interested in improving their local centre, however would not have a comparable level of resources to help fund upgrades. Instead they are likely to contribute to upgrade initiatives which directly benefit their business, such as the installation of signage along Blamey Crescent as well as contributions to pavement upgrades within leased land.

Lastly, co-contributions may also be sought for the installation of seating throughout the centre, which could be funded by individual members of the community. Contributions by local community groups, such as the adjoining primary schools, could take the form of public artwork, strengthening a sense of community ownership within the centre.

With high levels of interest and engagement from all stakeholders at the Campbell local centre, the prospects for achieving positive co-contribution outcomes at later consultations is high.

Stage Two Consultation

Redbox Design Group built on feedback received during Stage One of stakeholder consultation to develop plans that responded to key priorities, weaknesses and strengths of the Campbell local centre. The full set of plans presented to community stakeholder representatives can be seen at Appendix C.

Plans that identified the extent of co-contribution were developed by Redbox and were available to the community but were not necessarily provided unless the issue (co-contribution) was raised by the stakeholder. This approach was in accordance with the revised scope for Stage Two which saw consultation emphasise identification of priorities rather than actively seek contributions at this preliminary design stage.

Figure 3-4: Landscape Plan

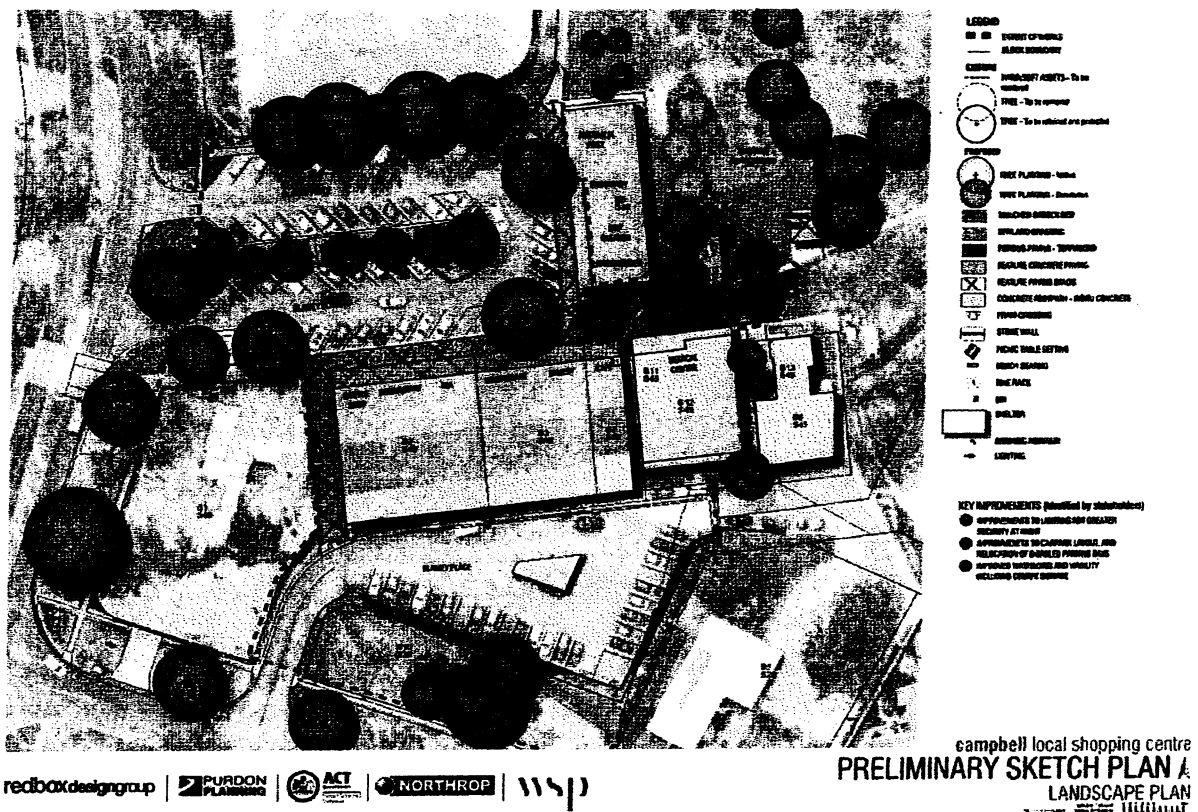


Figure 3-5: Perspective Images



1. VIEW FROM RAMP, LOOKING DOWN AT STAIRS LEADING UP TO



2. VIEW FROM RAMP, LOOKING DOWN AT STAIRS LEADING UP TO



3. VIEW FROM RAMP, LOOKING DOWN AT STAIRS LEADING UP TO



4. VIEW FROM RAMP, LOOKING DOWN AT STAIRS LEADING UP TO

Source: Redbox Design Group (2017)

Stakeholder Feedback

The designs presented in Stage Two were generally well received by the users of the Campbell local centre. The improvements to accessibility and lighting were especially welcome. However, in many cases it seemed as though many of the most significant and urgent priorities could not be directly addressed within the scope of the project. Three main comments about the plan were heard numerous times. The first was that the playground, in a state of disrepair and urgently needed by the community, needed an upgrade. This is an especially pressing concern because of the imminent modernisation of Campbell Primary School, which will see their play equipment closed to the public. This makes the local centre playground the only available in the area. The second was that the lack of parking was not addressed, and the final was that further security measures, especially some kind of ram barrier in front of the shops, was not provided. On all three matters the reasoning behind their omission was explained. In the case of the playground the works were out of direct scope, however the issue has been raised with TCCS. With regard to parking, a lack of space makes it virtually impossible to add more spaces without significant cost. It is hoped that the inability to provide additional car parking spaces may lead to promotion of active transport modes.

It was found that many of the issues, especially regarding parking and security, are so deeply ingrained in the design of the centre that a larger redesign of the centre would be needed to solve them. An example of these design issues is evidenced by the inability to provide additional car parking spaces on site. The access issues in Campbell however, are arguably the most severe of the four centres identified, especially given the demographics of the area show that a large number of elderly people use the local shops.

It was noted by stakeholders that access issues are well addressed by the designs. Solving access issues has been identified as having a positive impact for a lower cost than many of the other works proposed at Campbell and for the other centres that are the subject of this study.

Lastly, the provision of a dedicated ram barricade would have detrimental effect to the character of the centre. The crime statistics retrieved as part of analysis did not show evidence of ram raids but did show that some break-ins had occurred. However, alternative design measures may be used to deter vehicles mounting the pavement. It is

considered other security measures including lighting would have more of an impact to security than a ram-raid barricade.

Government Stakeholder Feedback

City Services asset managers recommended that furniture proposed should be readily available to ensure easier and more cost-effective replacement and repair. Bespoke furniture was not supported.

City Services also stated that they were unaware of current storm water drainage issues, however when advised of possible problems stated that they would investigate. This matter will be investigated in more detail at future design stages.

Urban Treescapes advised that the trees in the centre of the car park were not in good health and suggested these trees could be removed to create additional car parking spaces or to have the ground remediated with new trees planted to provide a better opportunity for healthy growth.

Maintenance suggested that wheel stops would be a better alternative to bollards and that bike racks could also perform the same function as bollards in preventing the chance of ram raids.

During community consultation Purdon Planning received the following feedback from interested community stakeholder representatives:

Table 3-3: Stage Two Consultation Feedback

TCUS Local Centre Upgrades Stage 2 Stakeholder Engagement Campbell				
Parking and vehicle access	Not enough parking, everyone would like to see more parking. The general consensus was that this was not addressed to satisfaction in the designs.	St Thomas More PS Traders Campbell Primary School	Expanding car parking was investigated but the site is too constrained to fit in any more.	Providing additional parking was investigated but site is too constrained to fit in any more.
	People park illegally due to lack of spaces.	St Thomas More PS	Landscaping improvements will discourage illegal parking/ as above	As above
	People who are not necessarily associated with or using the centre park during the day. This includes commuters to Russell and potentially the City	St Thomas More PS Traders	Paid parking and timed parking were floated as possible options but both were considered greater evils than the current shortage.	Noted
Back carpark is poorly designed, the ideal scenario would be a throughput like in the front to reduce congestion as well as provide more space.	Traders	This is a broader issue outside of the scope of the project. Large scale works like this are very expensive.	Noted. This is a broader issue outside of the scope of the project.	
Waste enclosure proposed in the plan is poorly located as that space needs to be used	Traders	See Redbox Response	Noted: turning circles of trucks has been assessed and design works, but only when back of house are clear of vehicles and rubbish.	

by delivery vehicles to turn out of behind the shops.

Disabled parking upgrades are supported. However, it was noted that the ACT disabled community does not support the practice of exchanging wider disabled parking spaces for ones with the gap in-between.

Trees can be removed to create additional car parking spaces.

Individual spaces are quite small and there is a lack of access points from the spaces to the carpark. This makes it difficult for elderly and disabled people parking and getting out to the shops.

People with Disabilities ACT

Urban Treescapes

Council on the Ageing
People With Disabilities ACT

See Redbox Response

Removal of these trees is unlikely to create additional car parking spaces.

See Redbox Response

Noted: This is a broader issue outside of the scope of the project. The design meets current standards.

Noted: The parking provided is to standard. Unfortunately, the constrained site means that not a lot can be done regarding parking issues for the site.

Security and Safety

Risk of driver's ram raiding shop fronts, accidentally or on purpose. Stakeholders would like to see some sort of barrier implemented.

Traders
Pedal Power

See Redbox Response
Barrier options such as bollards are also an aesthetic issue. Most stakeholders agreed the hostile look of bollards was not worth the protection

Noted: Options for barriers between parking and shops were explored, but site is too constrained to fit them without creating access issues. Barriers at the ends of the disabled bays will be provided.

Centre areas poorly lit at night, especially back carpark and alleys. Lighting proposed is highly supported, but more

Traders

See Redbox Response

Noted: A full lighting audit will be done in future design phase.

<p>out the back and around the playground might be good.</p>				<p>Lighting is included in the current design.</p>
<p>Lighting in the middle alley was requested</p>	<p>Traders</p>		<p>See Redbox Response</p>	<p>Noted: The middle alley cannot be lit as any lighting would need to be attached to privately leased structure.</p>
<p>Accessibility The proposed ramp outside the post office is strongly supported. However, the step and poles and other obstructions near the entrance to the ramp may be a hazard for the disabled. The design needs to be talked through with a person who will be using that infrastructure.</p>	<p>People With Disabilities ACT Alzheimer's Australia Traders</p>	<p>See Redbox Response</p>		<p>Noted: The project team will consider including a 'Road-Test' from PWD/ACT representatives from each of the suburbs surrounding the local centres.</p>
<p>Pavement design can pose an access issue; boundaries between pathways, standing areas (places with trees, poles, seats and other obstructions) and roadways need to be clearly marked. On the other hand, changes in texture and colour that do not denote a change can be confusing.</p>	<p>People With Disabilities ACT Alzheimer's Australia</p>	<p>See Redbox Response</p>		<p>Noted: Pattern will be in grey hues which is acceptable to PWD/ACT/AA ensuring no strong contrasting greys to be used.</p>
<p>If some sort of barricade is erected between the parking spaces and the shopfronts to protect against accidents and ramraids, this needs to not also be a barrier for people</p>	<p>People With Disabilities ACT Alzheimer's Australia</p>		<p>A kerb ramp is provided at the end of the dismount zone next to the disabled spaces to provide ease of access for those spaces. Other spaces will not have barriers.</p>	<p>Noted: Options for barriers between parking and shops were explored, but site is too constrained to fit them without creating access issues. Barriers at</p>

using walking frames and similar.

the ends of the disabled bays will be provided.

Obstructions on the pavement like poles are generally a problem in Campbell. Especially the lamp in the middle alley (near the bike racks) is a problem. It would be nice to get the lamp pole moved to be in line with the trees.

Pedal Power

See Redbox Response. Constraints such as wiring, and foot balls can limit where poles can be located. This particular light is the only source of light for the narrow alley.

Note: The Project team will investigate moving the pole.

Add seating with arm rest and back rest to accommodate people with mobility issues

Alzheimer's Australia

See Redbox Response

Note: Ensure a high percentage of new seating has armrests and backs

Design and Aesthetic

Wayfinding signs needed to direct people into and towards the centre.

Traders
Campbell Primary School

This is outside the scope of the project. Suggested as a possible opportunity for co-contribution

This is outside the scope of the project, however has been noted and will be raised with the appropriate section of TCCS.

Landscaping changes to allow better visibility from the street would be good. Would not only draw people into the centre but would also provide some passive surveillance.

Traders
Campbell Primary School

Addressed in plans

Noted

Playground is not interesting or well designed. Lifting that space would make it a more attractive destination for parents and take some pressure off the school playgrounds.

Campbell Primary School

See Redbox Response

Upgrade of the playground is outside of the scope of the current project. However, this comment will be raised with the appropriate section of TCCS.

outside the Café and of the IGA may be a good option.

As part of the Second Stage of Consultation, Purdon Planning asked stakeholders to identify key priorities for upgrade should funds become available for this. Based on the feedback received, Purdon Planning have identified the following priorities for Campbell:

Figure 3-6: Campbell Priorities

Priorities	Interested stakeholder	Comment
	<p>Post Office, Chemist, Hairdresser, Campbell Primary School, People with Disabilities ACT, Alzheimer's ACT, Hello Café</p>	<p>All parties, but especially the traders, would welcome upgrades to the pavement to make it safer and more accessible. Those traders serviced by the proposed ramp consistently listed that as a very high priority. The centre is frequented by elderly people; the uneven pavers are a trip and slip hazard with a number of instances reported.</p> <p>Included in this priority are path connections with the outside; including with Campbell PS, where a rethink of those paths may be required.</p>
	<p>Hello Café, Lanterne Rooms, IGA, Campbell Liquor, Estate Agent, Physio Therapist, Chemist</p>	<p>Those Traders who did not have access issues regarding their stores listed security as the number one priority. Improved lighting in the centre carpark and back carpark is strongly supported. Another item of anxiety for traders is the possibility of ramraids from the carpark. Campbell Liquor Discounts and the IGA expressed a desire for bollards or other barriers to protect the shop fronts.</p>
	<p>St Thomas More's Primary, Campbell Primary, Hello Café, Hairdresser</p>	<p>Car parking was identified as a high priority for this centre but was considered to be an unachievable objective in the short term given the lack of space available on site.</p>

Upgrades to the playground at this centre were also identified as a priority. Campbell primary is about to undergo a modernisation program that will see its playgrounds fenced off from the public. These playgrounds are heavily used on weekends and out of hours; that traffic will get pushed onto the small and poorly designed existing play equipment. The Campbell playground will be much more heavily used after the school playground is fenced; the existing play amenity is limited and likely to be inadequate for this increased use. Campbell community stakeholders felt that a more formal connection between the shops and the playground that includes additional seating would be beneficial.

Priorities

While a smaller percentage of stakeholders identified the state of Campbells pavement as their number 1 issue, pavement featured heavily as a number 2 or 3. It was an issue the entire centre was concerned with which is why it is the first priority.

Security was another issue often brought up, especially for the traders; even though statistics don't suggest an abnormally large amount of crime in the centre, perceptions matter. Many traders cited concern that staff and customers are uncomfortable to move around the centre at night. Those stakeholders around the periphery of the centre identified the playground upgrades as a long-term change that could have a big positive impact.

Parking was also a consistent issue; however more parking spaces are not achievable due to space constraints on site.

Planning opportunities external to project scope

Although outside the scope of the local centres feasibility study, the community raised interest in the development of a master plan for the centre as a whole. This suggestion was presented in response to concerns raised around *limited active travel connections* to and from the local centre, as well as a lack of clarity around *future development* visions for the vacant site Block 1 Section 49.

The drafting of upgrade work plans for the Campbell local centre may act as a base for any future master plan developed for the area. With ACT Government input on future land release and vacant block development plans, the concept sketches may be amended and act as a basis for discussions between leaseholders and the ACT Government regarding future development.

Purdon Planning also recommends that TCCS Capital Works cooperates closely with ACT NoWaste, Strategic Planning and leaseholders to ensure that holistic, well-considered and long-term solutions are developed for the Campbell local centre and that the significant interest in leaseholder investment is harnessed.