

# **KAMBAH LOCAL CENTRE**

**(O'Halloran Circuit/Springbett Street)**

## **MASTER PLAN**

**SEPTEMBER 2001**

**Territory Planning Branch (TPB)**

**PALM**

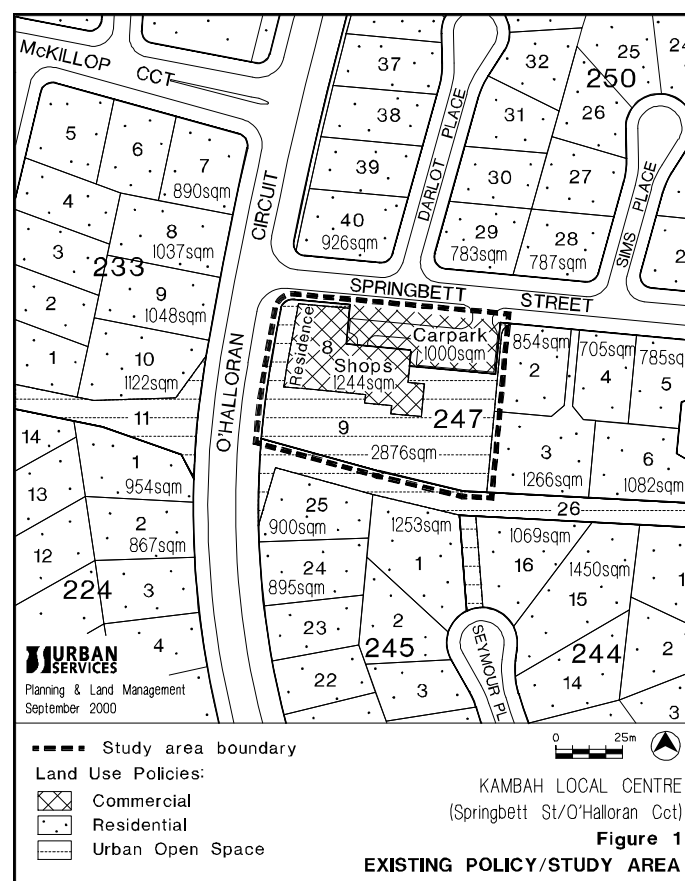
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## 1- Introduction

The Kambah shops were developed in the mid 1970's and changed hands in 1983. There are two premises on Block 8 which were used as a supermarket and a hairdresser. The supermarket ceased operation in February 1996 and the hairdresser in November 1997. Associated with the shops on Block 8 is a single dwelling which was originally planned for the operator of the shops to live in (Figure 1). The Springbett Street local centre has not been able to utilise its existing buildings for other purposes and has had long term vacancies. Consequently, this master plan sets out new planning and development principles for the site.

The master planning process for the Kambah Shops (Springbett Street/O'Halloran Circuit) and its surroundings was commenced by PALM in mid August 2000. A total of 570 letters and questionnaires were distributed within a radius of 500 metres of the local centre. Of these, 118 (21%) were returned to PALM and provided valuable input (Attachment III) in the development of planning principles for the draft Master Plan. The draft Master Plan (Attachment I) was released for public comment between 15 May and 8 June 2001. A display was placed at the Shops and a sign was erected to inform residents about the draft Master Plan. Advertisements were placed in the Canberra Times and the Chronicle.



Comments were received from the Australia Post, ACT Roads & Stormwater and Environment ACT on the draft Master Plan. There was one public submission of support with recommendations on design related issues (such as building the garages attached to the dwellings rather than detached because of safety reasons). Some nearby residents verbally expressed their views of support and were particularly pleased about the retention of open space and trees around the existing building.

The agency comments are related to:

- the inclusion of noise management requirements in the case of a mixed use development on the site;
- the inclusion of references to verge management/tree protection, storm water plans, possible lighting and paths improvements during the development stage; and
- the retention of the existing access point to the site and inclusion of waste management clauses.

Agency requirements have been incorporated in the final Master Plan including the retention of the eastern part of the existing car park and access point as requested by the ACT Roads and Stormwater Section. On the original draft (Attachment I), the car park was shown as 'potential for future use'.

Australia Post is aiming to review both the location and the need for a mail box at this location after the completion of a redevelopment on the site. Australia Post claims that the current use of the mail box is not efficient. During initial consultation about ten returned questionnaires specifically asked for the retention of the mail box at a nearby location. The draft Master Plan indicated a potential location at the corner of O'Halloran and Springbett Street under the indicative development options. This final master plan reflects the intention of Australia Post for the review and does not indicate any preferred location for the mail box.

### **3. Final Master Plan**

#### **3.1 Planning Principles**

- Retain land use policy as Commercial ‘D’ which allows predominantly residential use but will also retain opportunities for the use of buildings for commercial purposes if needed, particularly at the corner of O’Halloran Street and Springbett Drive
- Create a new block within commercial policy land with dimensions that would provide for an efficient development opportunity
- Create a minor public road to separate the new development and public open space, to provide efficient access and to retain the existing character of Springbett Street
- Provide flexibility for the provision of different dwelling types
- Limit building height to a maximum of 2 storeys
- Retain policy provision for the development of commercial facilities; does not require mandatory commercial component
- Retain existing open space, trees and the public pedestrian/cycle path to the south of the site
- Retain north south pedestrian access through the site.

#### **3.2 Urban Design Principles**

- Orient buildings towards O’Halloran Circuit, Springbett Street and the pedestrian/cycle path to the south of the site
- Provide vehicular access point to the site off Springbett Street
- Emphasise the corner of O’Halloran Circuit and Springbett Street in the design of the buildings
- Encourage development that is well-integrated with the surrounding areas
- Retain existing pedestrian paths and visual links to the pedestrian/cycle path to the south of the site
- Provide the capacity for commercial use, including home businesses, by providing higher floor-to-ceiling heights on the ground floor level of development.

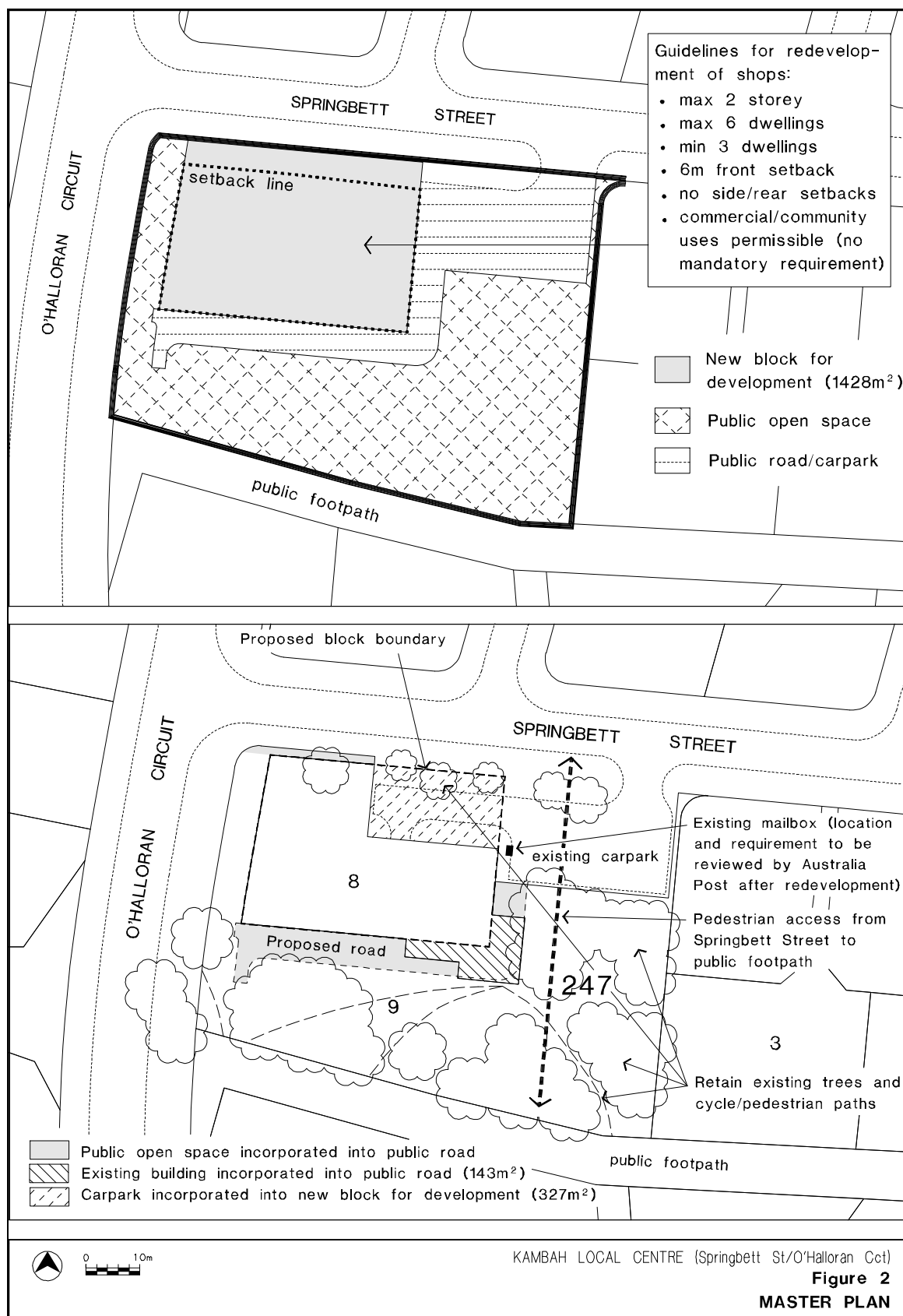
### 3.3 Master Plan

The Master Plan (Figure 2) sets out the main planning principles and design parameters and determines the boundaries for a potential development site. It sets out clear boundaries for private and public uses. The principles of the Master Plan are consistent with the Territory Plan Land Use policies. The following table shows land uses which may be permitted in local centres under the Territory Plan.

<b>SCHEDULE 1 - COMMERCIAL 'D' (LOCAL CENTRES) LAND USE</b>	
<b>Purposes for which land may be used</b>	
Business agency	Office
Car park	Parkland
COMMUNITY USE	Pedestrian plaza
Financial establishment	Public agency
Guest house	RESIDENTIAL USE <sup>1</sup>
Indoor entertainment facility <sup>+</sup>	Restaurant
Indoor recreation facility	Service station <sup>+1</sup>
Industrial trades <sup>1</sup>	Shop (includes personal services)
Light industry	Veterinary hospital
<sup>+</sup> May be subject to mandatory preliminary assessment under the Land Act (see Appendix II-Territory Plan) <sup>1</sup> Subject to Land Use Restriction (see clause 2.7 – Territory Plan B2D) Notwithstanding the provisions of this schedule, land may be used for temporary uses, minor uses and uses ancillary to the principal use of the land, provided there is no conflict with the objectives in section 1	

The master plan creates a new development block by incorporating a part of the existing car park into Block 8. A new public road between the new block and open space will provide access to the new development and cater for the access needs of potential commercial vehicles or garbage trucks. This new access road will enable the retention of established trees and streetscape along the Springbett Street by avoiding a need for several driveway accesses to the site. Furthermore, the new road will provide opportunity for a design that would create potential for active frontages to Springbett Street. A part of Block 8 (existing shops) and open space abutting the back of the existing building will be used for public road purposes.

The Master Plan restricts the height limit to two storeys similar to the residential policy land surrounding the site. Depending on the needs in the area the land may be developed for mixed use purposes. The dwellings may be two storeys with small footprints (maximum six) or may be designed as larger dwellings (minimum three). The actual development on the site will be determined by a potential developer under the provisions of the master plan after assessing the market demand. Nonetheless Figure 3 shows indicative development options that are possible under the Master Plan. The residential development should comply with the Design and Siting Code for Multi-Dwelling Developments (Appendix III.2 Territory Plan).



Development proposals will need to be prepared by taking into account the detailed site analysis included in Attachment II, particularly the tree surveys. Additional

surveys may need to be undertaken to ensure compliance with the recent *Tree Protection (Interim Scheme) Act 2001*. In addition a verge management/tree protection plan will be required in accordance with the Canberra Urban Parks and Places Guidelines. As part of a development proposal there may be requirements for improvements/maintenance of lighting, paths etc.

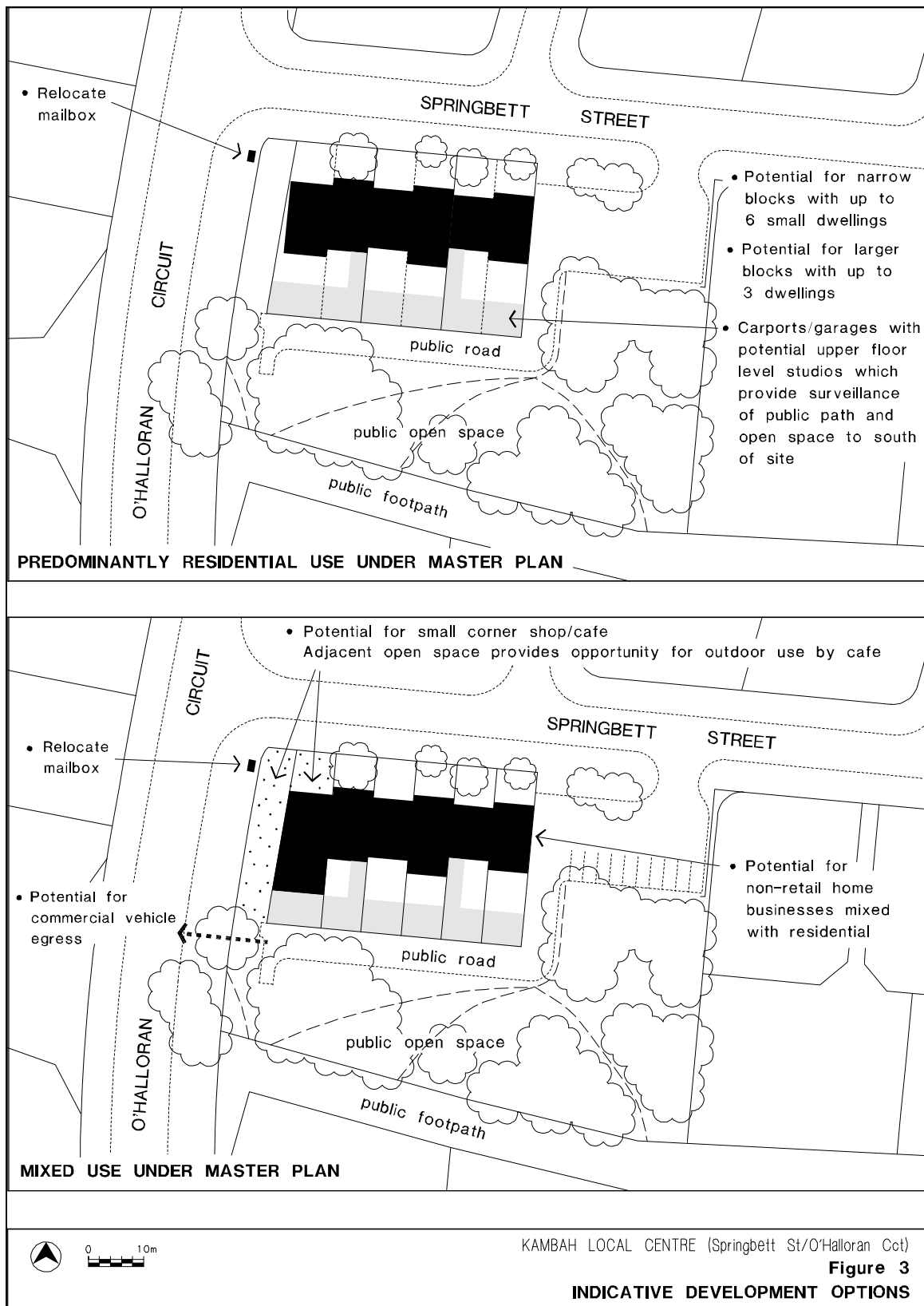
The Waste Management issues should be addressed in accordance with the existing *Development Control Code for Best Practice Waste Management in the ACT* during the development application stage for the needs of the proposed development. However, in the case of predominantly residential development (maximum six dwellings), it is desired to have a collection point on Springbett Street. Otherwise waste enclosures will be provided within individual leases. In the case of mixed use development with retail space, a waste collection enclosure will have to be provided within the leased block and garbage collection trucks may use the new proposed road with a potential egress to O'Halloran Circuit.

Mixed use developments (residential and commercial) shall meet the criteria set out in Australian Standards AS 2107 – “Recommended Design Sound Levels and Reverberation Times for Building Interiors” [AS 2107 – 1987] and AS 3671 – “Acoustics – Road Traffic Noise – Building Siting and Construction” [AS 3671 – 1989] as amended from time to time, to achieve an acceptable noise environment for people living in commercial centres.

### **3.4 Indicative Development Options**

The master plan will enable different design proposals to come forward in accordance with the market demand during the Development Application (DA) stage. Any proposal will be required to meet the master plans principles and controls and take into account detailed site analysis in Attachment II. Indicative development options (Figure 3) are included in this report to demonstrate some of the likely outcomes under the proposed master plan such as a predominantly residential development with smaller dwellings or larger dwellings or a mixed use development where commercial and residential uses are accommodated on the site. However, this does not mean that the actual development will be exactly in accordance with one of these indicative plans. During the Development Application stage, better design solutions may come forward and these will be assessed by the recently established “Design Review Panel” to ensure high quality and sustainable design outcomes under the principles of the Master Plan (Figure 2). Any development application will be publicly notified and objections may be received.







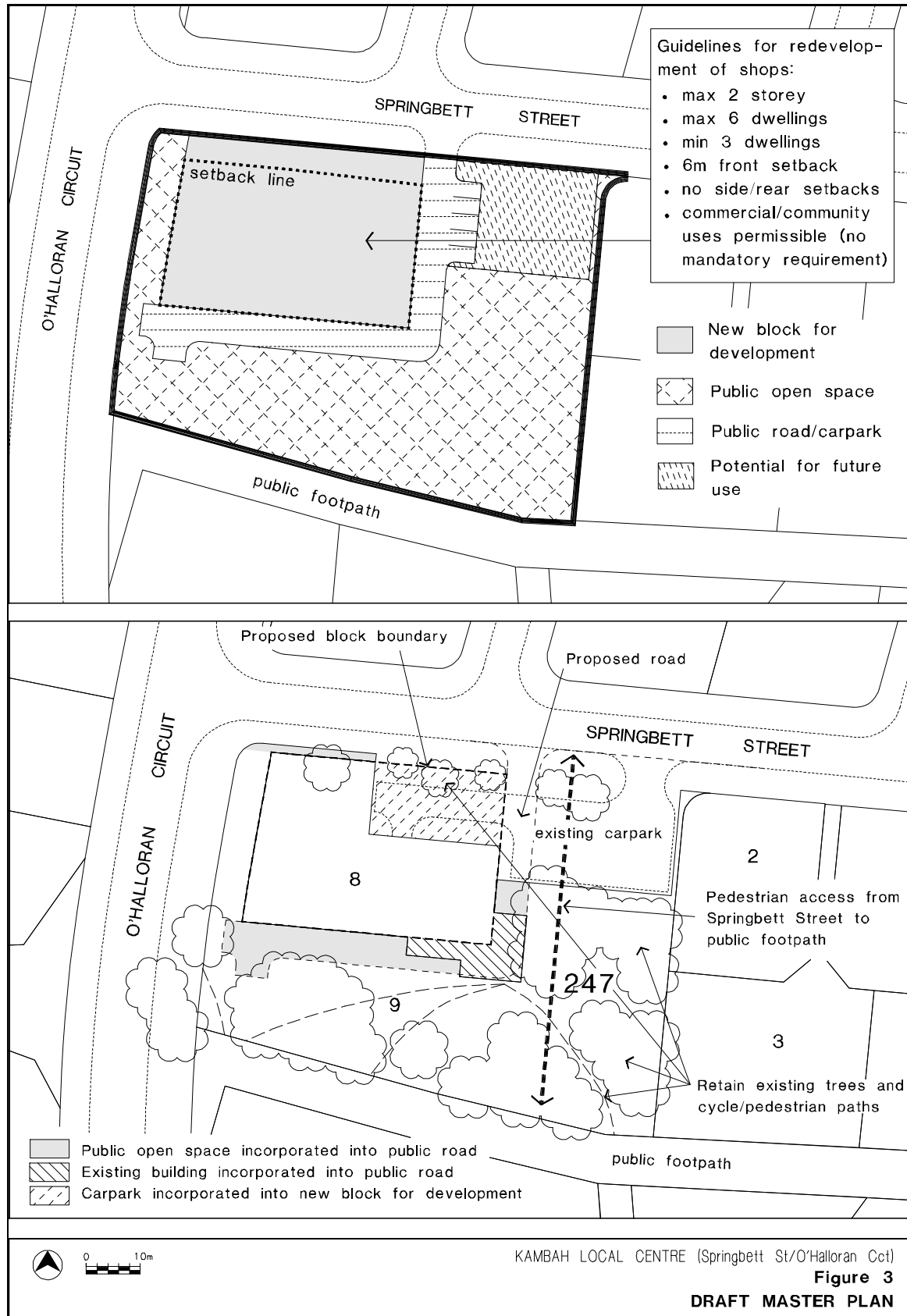
# ATTACHMENTS

**Attachment I – [Draft Master Plan](#)**

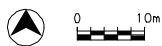
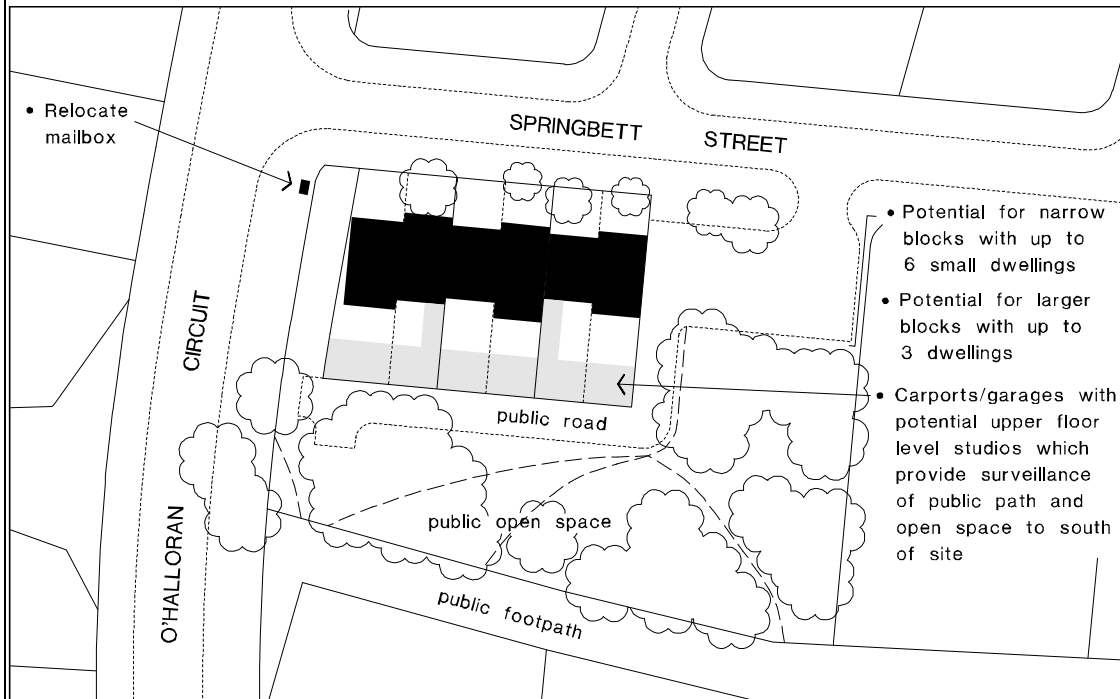
**Attachment II – [Site Analysis](#)**

**Attachment III - [Findings of the Initial Consultation](#)**

## Attachment I – Draft Master Plan



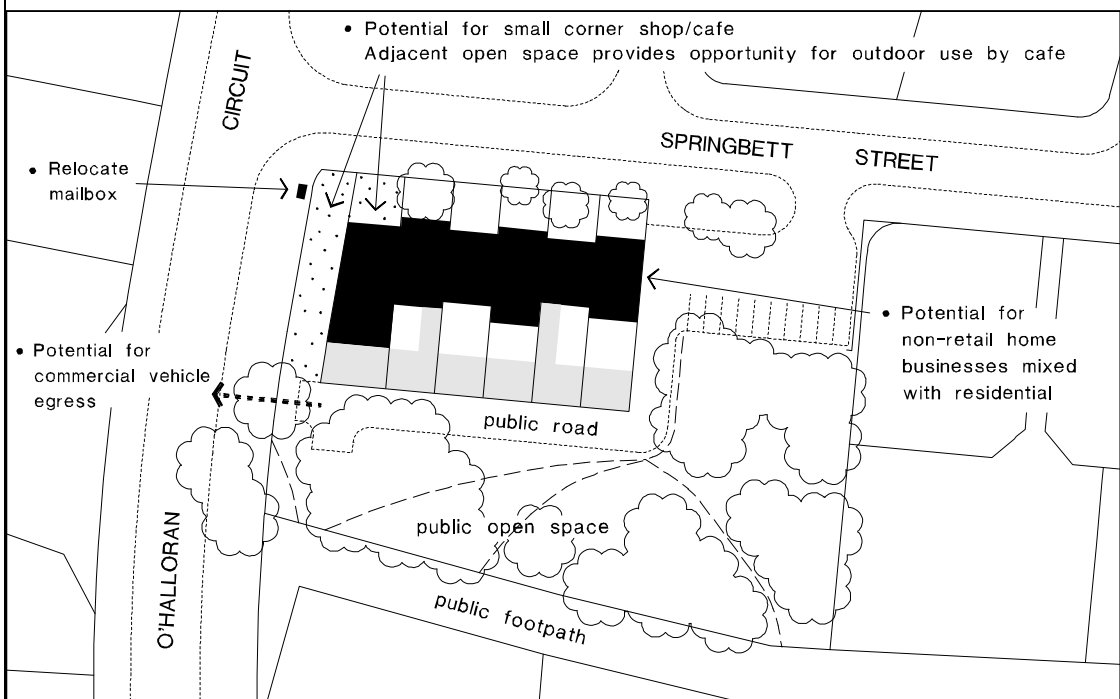
## INDICATIVE DEVELOPMENT OPTIONS



KAMBAH LOCAL CENTRE (Springbett St/O'Halloran Cct)

**Figure 4**

**Predominantly Residential Use under proposed Master Plan**

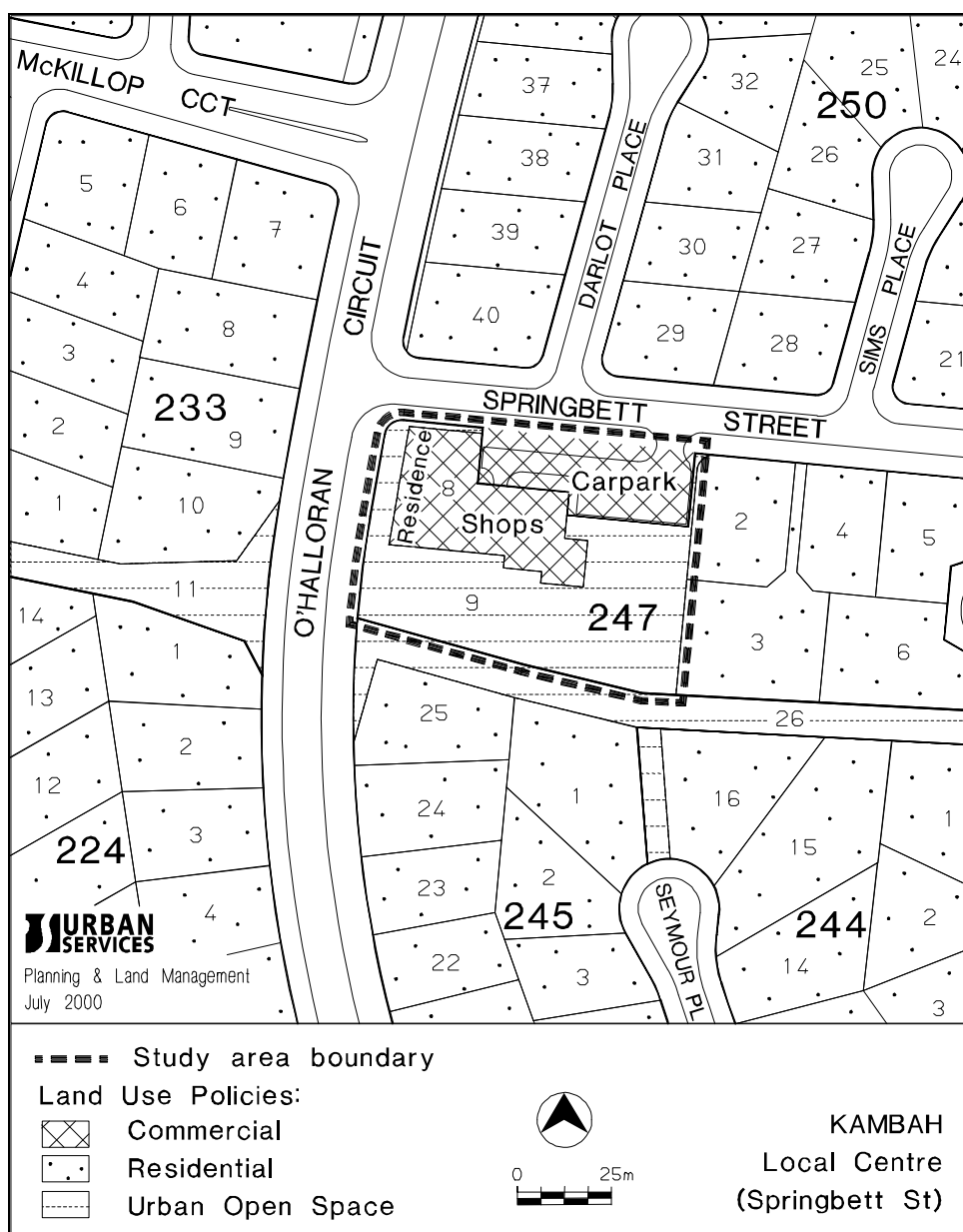


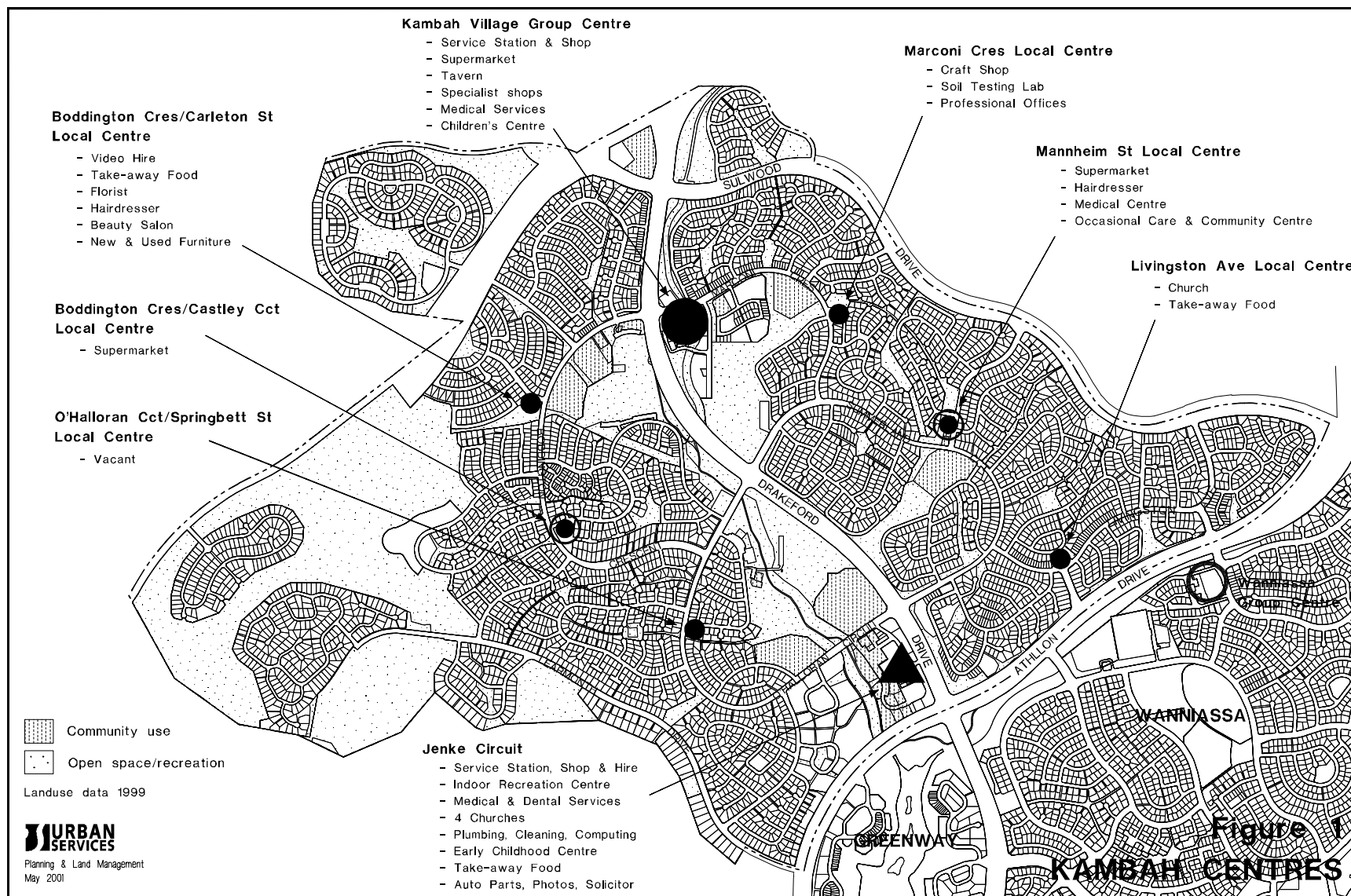
KAMBAH LOCAL CENTRE (Springbett St/O'Halloran Cct)

**Figure 5**

**Mixed Use under proposed Master Plan**

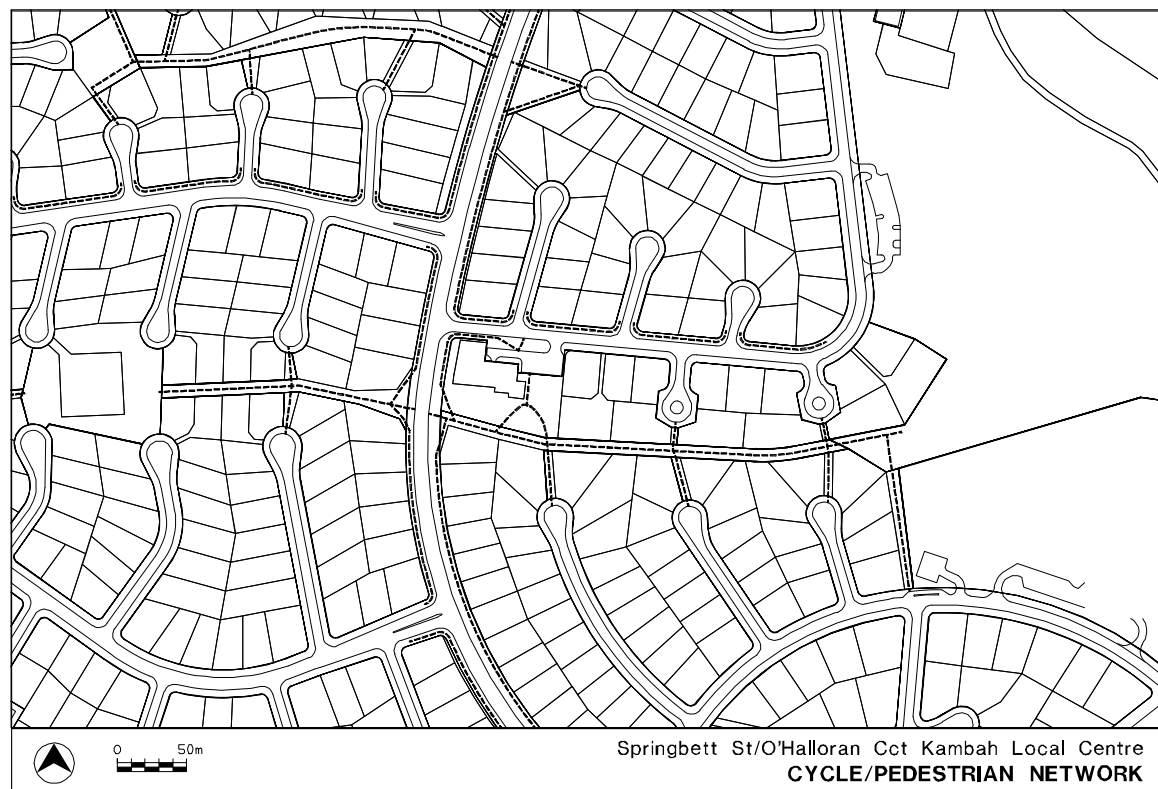
## Attachment II – Site Analysis

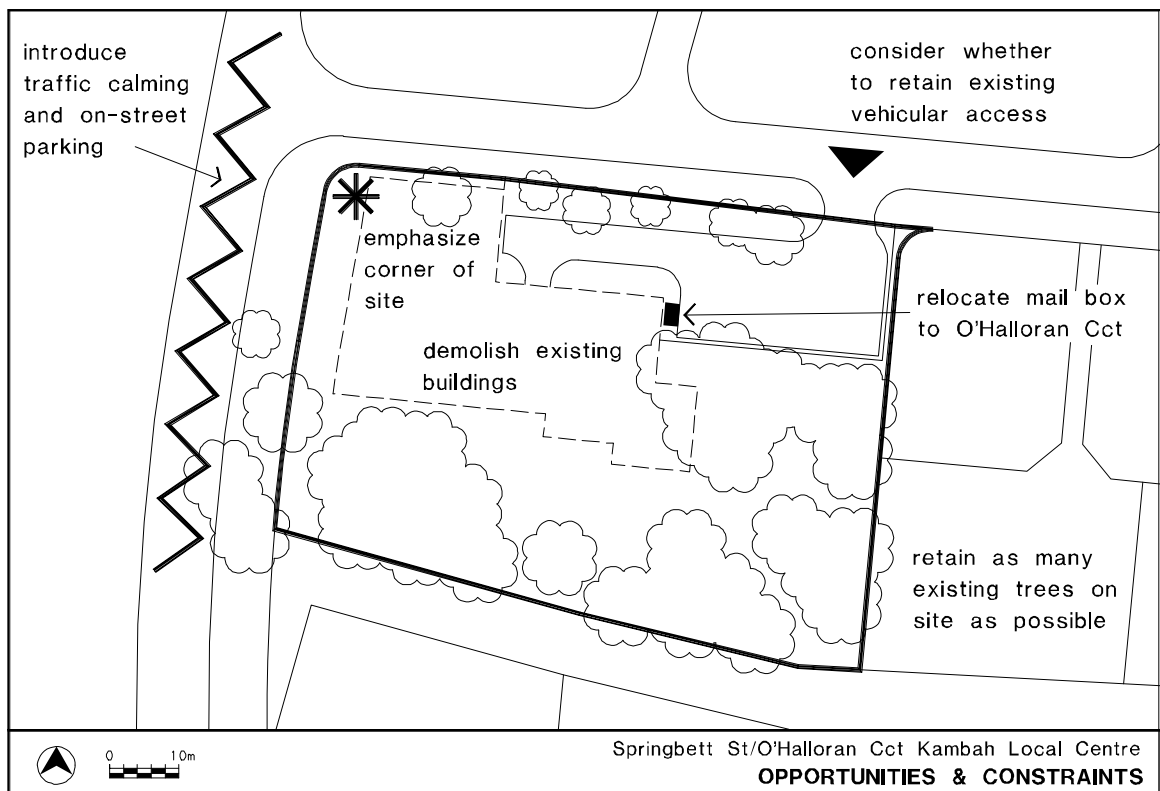


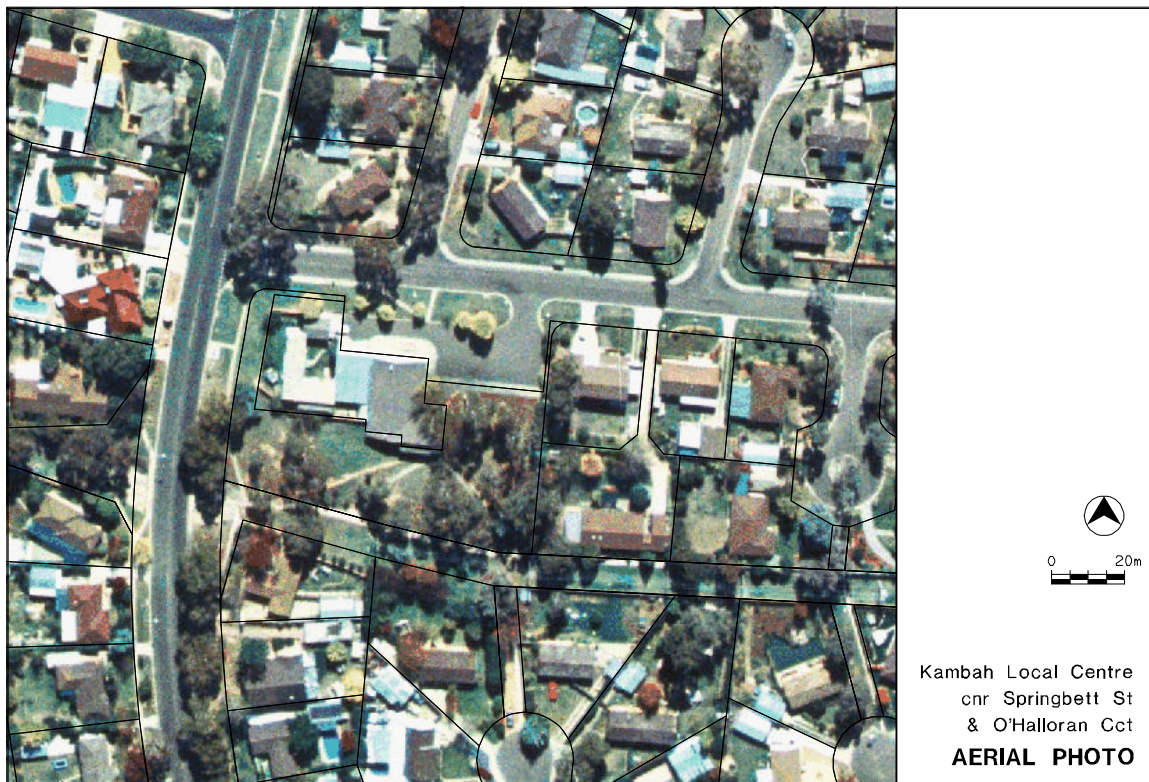












### Attachment III - Findings of the Initial Consultation

In order to determine new planning and design principles and prepare a draft master plan for consultation, views of the community living in the vicinity were sought. Local centres have always been perceived as community assets even though the shops have been privately owned and bought for investment purposes. Out of 570 household surveys distributed in August 2000, 118 (21%) responses were received.

**Question 1-** *‘The premises occupied by the hairdresser and the supermarket have been vacant since November 1997 and February 1996 respectively. Do you agree that the current planning of the site for commercial purposes should be reviewed?’ –*

- 106 responses (90%) ‘YES’
- 12 responses (10%) ‘NO’

**Question 2–** *‘Do you think that your household will be directly affected by any changes to the site, including the shops, car park and open areas within the Study Area? If yes, please explain why.’*

- 86 responses (73%) ‘NO’;
- 28 responses (24%) ‘YES’
- 4 no response (3%)

The following reasons are expressed by respondents who said ‘YES’.

Issues	# of responses
Additional traffic	7
Removal of access to walking track/cyclepath	3
Development of low cost housing	1
Removal of postal box	2
Loss of parkland	4
Loss of amenity	2
Devaluation of property	2
Noise	1

**Question 3** – ‘Are there any ideas or issues you wish to have incorporated in the Master Plan? Please identify’.

- 50 responses (42%) – did not include any specific ideas (‘no’ or ‘blank’ responses)
- 24 responses (20%) – commented on appearance; height; setbacks; letterbox; trees; open space without including any specific comments on the type of use.
- 23 responses (20%) – specifically supported residential development – many commenting on the scale of development and suggesting single storey and not too crowded quality development; objected to flats/townhouses; some suggested low cost housing; Aged Persons Units (APUs).
- 21 responses (18%) – specifically supported the retention of non-residential uses which varied from a corner shop to child care centre, video shop and McDonalds as detailed in the following Table.

Use	# of respondents
Shop/convenience store/corner store	12
Hairdresser	2
Child care centre	2
Medical centre	1
Take-away	4
Supermarket	2
Chemist	2
MilkBar/video shop	2
Bakery/ coffee shop (meeting place)	2
McDonalds/KFC	1
Newsagent	1
Tavern	1
Community based activities	1

**Main issues arising from initial community comments**

The main comments made by the community can be summarised as below:

- The scale of the development should be low and well integrated with the surrounding development. There is a general objection to the development of flats/apartments and preference for single storey housing. There are differing comments about the location of APUs or ACT housing development.
- Retention of proper access to the pedestrian / cycle path together with the retention of the established trees and a reasonable sized open area.
- Access to the site, management of additional traffic and interface with the bus stop.

- Retention of the mail box in the area.
- Retention of non-residential development opportunities on the site.

### **Planning Response to Initial Consultation Findings**

The questionnaire results indicate that the use of site for commercial only purposes should be reviewed. As stated in the letters to the community in August 2000, the lessee's intention is to redevelop the site for residential purposes. Given the state of the shops, long term vacancies as well as minimal support for commercial uses (as per response to questionnaires), predominantly residential development with no mandatory commercial space is considered appropriate.

Under Commercial 'D', Local Centres policy predominantly residential redevelopment is permitted at unviable local centres. Nonetheless it is considered important to retain potential for commercial uses to locate on the site, as potential owners/tenants in a new development may like to utilise some space for commercial purposes. Trends show significant increase in the number of home businesses, meaning more people are staying in suburbs and need local services, but also more people are looking for premises which could be used for living and working purposes. In addition the projected increase in the number of aged persons in many of the suburbs indicates a need for local accessible facilities suggesting that policy provision for the location of commercial uses should be kept at redeveloped local centre sites.

Although large shops may not be viable or appropriate, dwellings which are designed sensibly for living/working opportunities can enable the continuation of local services. The value of this approach to the community is that this offers flexibility to meet changing needs. The design of buildings on commercial policy land should therefore reflect these principles for potential change of use, and buildings should not be designed with a purely residential approach. Professional offices and personal services can easily operate from flexibly designed and built dwellings, whereas retail uses may need some minor changes such as incorporating shop frontages. Therefore, buildings on Commercial Land Use Policy land could be used only for living or only for working or for both living and working purposes. The design should be undertaken cleverly to manage such flexibility.

In the case of O'Halloran Circuit/Springbett Local Centre, it is not considered essential to require the incorporation of a 'mandatory shop' in the development conditions of the master plan. This has to be decided by the market. Nevertheless it is important to demonstrate through the design principles of the master plan that the proposed structures can easily be transformed to be used for other purposes and provides opportunity for the establishment of a convenience shop if demand arises in the area. Mixed use opportunities have been made explicit in the indicative development options so that prospective buyers can clearly understand the potential of the site.

The indicative development options demonstrate how the traffic management and car parking issues may be resolved in the case of mixed use development. A pocket car park will be retained in the area to cater for the needs of potential commercial uses

and provide access to the open space. The increased level of traffic volumes as a result of new development is not considered to be more than the traffic volumes that would have been created if a viable retail activity existed in the existing building.

Although the houses surrounding the shops are generally single storey/detached dwellings on large blocks, the commercial policy land could be developed at higher densities. The existing development already differs from the surrounding residential in terms of form and bulkiness. A new development with a distinctive character would display the mixed use character of the area and would have potential to become a landmark. Accordingly, the design outcomes, under the master plan principles, should be of high quality both visually and functionally and integrate well with its surroundings. The provision of policy context for the establishment of alternative dwelling types is important to offer different housing choices within the area or provide opportunities for others to move into the area. The master plan should therefore provide opportunities for the establishment of different dwelling types. The Territory Plan Residential Land Use Policy permits maximum of two storeys in areas surrounding the shopping centre. It is considered appropriate to retain this maximum two storey control although there is no mandatory height control under the commercial policy.

From a community safety perspective, it is desirable to have a range of uses that support pedestrian activity and opportunities for various activities at different times of the day. The design should maximise opportunities for casual surveillance and clear definition of public, semi-private and private spaces.

## Questionnaire Detailed Summary

	Q1 The premises occupied by the hairdresser and the supermarket have been vacant since November 1997 and February 1996 respectively. Do you agree that the current planning of the site for commercial purposes should be reviewed? YES/NO	Q2 Do you think your household will be directly affected by any changes to the site, including the shops, car park and open areas within the Study Area (Figure 1)? If yes, please explain why. YES/NO	Q3 Are there any specific ideas or issues you wish to have incorporated in the Master Plan? Please identify.
1	Yes	No	No
2	Yes	No	
3	No	No	
4	No	No No eyesore	Townhouses would not be supported unless single level.
5	Yes	No	
6	No	Yes Heard that the rents were increased to uneconomic levels so that it could be redeveloped	Would like the store and the hairdresser to reopen. Prefers the current open space and thinks it is too small and crowded for houses.
7	Yes	No	
8	Yes	No	Good idea to change to residential. Keep a lot of green.
9	No	Yes Too crowded for any degree of substantial development. Pleasant as it is.	No high rise. No flats. No more than 2 houses.
10	Yes	No	
11	Yes	No	Child care centre.
12	Yes	No	No
13	Yes	No	



14	Yes	No	
15	Yes	No	No
16	Yes (If it cannot be sustained as a shop)	Yes Concern about additional traffic if area is used for flats or townhouses	Does not agree that the urban open space should be rezoned as it would close the area in too much. Disappointed that a viable shop could not be there.
17	Yes	No	
18	Yes	Yes The carpark and open area is used to access the walking track behind.	Retain post box.
19	Yes	No	
20	Yes	Yes No low cost housing.	
21	Yes	No	Redevelop for residential.
22	Yes	Yes Modern residential development is supported for various reasons.	Quality low density residential.
23	Yes But not necessarily for housing.	Yes Medium or high density residential development will compound an existing high level of traffic and hazard as the junction of O'Halloran and Springbett Streets is concealed when the bus is stationary at the bus stop. Will also cause a hazard to the children using the bike path.	Retain trees. Low profile building so as not to overlook existing housing. Set well back from the bus stop to ensure adequate room to set –down and pick-up.
24	Yes	No	None
25	Yes	No	Support a small corner shop.

26	Yes	Yes Concerns regarding additional traffic.	
27	Yes	No	Area would be well suited for aged persons unit.
28	Yes	No	Ensure immediate neighbours are not affected by the type of residential proposd.
29	Yes	Yes Factors in relation to appearance and noise should be addressed.	
30	Yes	No	Medical centre, take-away pizza shop, supermarket (Woolworths), chemist, video shop, park around shop, day care centre, bakery, McDonalds or KFC, more seating, telephone booth, revamp shops & more colour.
31	Yes	Yes Concerns regarding increased traffic. Concerns about development – townhouses, houses, for sale or for rent.	Access to site – from Springbett or O'Halloran? Buildings to blend with current housing. Retain Golden Elm. Question effect on value of properties.
32	Yes	No	Replace hairdresser with newsagent.
33	Yes	No	
34	Yes It's of no use lying vacant	Yes Prefers it to remain a commercial site. A local shop is very convenient.	Requires more information to comment.
35	Yes	No	
36	Yes	No	
37	Yes	Yes	No low cost multi-level development.

		It will provide an improvement in the 'visual amenity' of the suburb as the present site is an eyesore. Any development will be an asset to the suburb compared to the present underutilisation of the site. Prefers private owners as opposed to public housing.	
38	Yes		Re-open shops.
39	Yes	Yes Prefers residential blocks as opposed to block of flats or high rise development. Retain some parkland.	No block of flats. Houses should complement the area.
40	Yes	No	
41	Yes	No	
42	Yes	No	Retain post box.
43	No	No	No
44	Yes	No	Supports medium density aged accommodation.
45	Yes	No	Local tavern. No government flats.
46	Yes	No	
47	Yes	No	
48	Yes	No	Supports redevelopment.
49	Yes	No	
50	Yes	No	Hairdresser, chemist, supermarket, take-away & pizza, Chinese take-away. Main entrance to face O'Halloran Circuit.

51	Yes	No	Supports redevelopment as long as it is beneficial to the suburb.
52	No	No Retain post box. Retain site for shops.	No
53	Yes	No	No
54			High rents caused the demise.
55	Yes	Yes Shops are not supported. Supports residential development.	Retain post box.
56	Yes	No	Residents will be affected depending upon how the site is redeveloped.
57	Yes	No	The current tenant should not be allowed to make a profit from residential sub-division.
58	Yes	No	Re-locate post box to a nearby accessible location.
59	Yes	No	Supports low cost units for single people.
60	Yes	Yes Will access to the cycle path through this area be denied? Will the postal box in this area be removed? What is the master plan for this area? Why haven't we sited it for this study? Is the flora and fauna in the area being removed?	
61	Yes	No	Supports single level houses or townhouses of which some could be

			ACT Housing.
62	Yes	No	Redevelopment of the pathway area behind the shops.
63	Yes		Not high rise apartments.
64	Yes	No	
65	Yes	No	
66	Yes	Yes More people = greater demand for services.	Community based activities (non-sectarian) aimed at adults.
67	Yes	Yes When the shops were operating there were many break – ins and acts of vandalism after hours.	Private housing.
68	Yes	No	
69	Yes	No	Some urban open space should be retained.
70	No	Yes What is not viable at present, may be viable in the future (namely shops). Would not like to see the loss of this potential amenity – value far outweighs few residences that may be built on the site.	It would be a far better plan to identify 2-3 larger sites for high density housing development eg near Urambi Primary School and on fringes of Kambah District Playing Fields (vast areas). This will help shops such as Block 8 Section 247 to become viable again.
71	Yes	No	Retain post box. Return public telephone.
72	No	No	
73	Yes	No	
74	Yes	No	A convenience shop selling milk and newspapers would be useful, however,

			realises that it may not be viable.
75	Yes	No	
76	Yes	No	
77	Yes	No	Outside appearance and landscaping.
78	Yes	No	
79	Yes	No	Single level structures. Landscaping. No vehicular access to O'Halloran – should be onto Springbett Street.
80	Yes	no	
81	No	No	Supports residential.
82	No	Yes Concerns regarding traffic and the removal of park.	Retain as commercial.
83	Yes	No	No
84	Yes	No	
85	Yes	No	
86	Yes	No	
87	Yes	No	
88	Yes	No	
89	Yes	Yes Retain park area. Does not support units or houses as Springbett St is too busy.	Supports a shop as a lot of people do not have cars.
90	Yes	Yes Will not be greatly affected as long as it is not converted back to shops and carparks. Residential development is supported.	No shops or carparks or any type of commercial business. Houses (not units or high rise buildings) are supported. Playground for kids.

		A Burnie Court in Lyons replica is not supported.	
91	Yes	No	
92	Yes	No	Retain minimum of 25% of area as public open space.
93	Yes	No	Retain trees.
94	Yes	Yes Supports shops.	
95	Yes	Yes Supports residential with maximum elevation of 2 levels.	
96	No	Yes Because we really need shops in that area.	
97	Yes	No	No
98	Yes	Yes	Supports single storey dwellings. Retain open space.
99	Yes	No	
100	Yes	No	Adequate access to pathway to Urambi School.
101	Yes Any changes could incorporate a small shopping complex.	No	Convenience store, take away/coffee shop.
102	No	Yes Affected by increased traffic (vehicular and pedestrian), noise, etc. Devaluation of property.	Supports low density quality housing.
103	Yes	No Use cycle path on Block 26.	Residential excluding multi-storey apartments.

104	Yes	No	
105	Yes	Not enough information. No objections to owner occupied homes or strata title. Object to flats and Government housing or Government subsidised rentals.	Community meeting place such as a bakery or coffee shop.
106	Yes	Yes Currently use post box and used the telephone previously. Do not think that there will be a direct effect from a change of use.	Provision of post box in the area or nearby. Change should not interfere with access to the bike path.
107	Yes	No	Corner store opening 6am to 10am and then 2.30pm to 9pm.
108	Yes	Yes Housing such as flats would decrease the value of surrounding residences. Impact on environment such as noise pollution, crowding and the reduction of open land areas used for parks, trees etc. Height of proposed building should be no higher than the existing building to keep in line with the surrounding houses.	As previous. Retain as much open space as possible.
109	Yes	No	The current value of block 8, of section 247 would appear to be minimal. If the area is to be redeveloped the owner of Kambah shops or other developer should be required to compete by tender or by auction for the acquisition of Block 9 and the car park area of Block 8 or pay the



			ruling market price at that time for the aforesaid land.
110	Yes	No	Shop.
111	Yes	No Take the views of people living in Springbett Street.	Milk bar. Video Outlet.
112	Yes	No	
113	Yes	Yes Live at Block 3 Section 247 and anything that happens will affect us.	Prefer single storey town house development. Retain as much open space as possible. Concern regarding vehicle noise.
114	Yes	No	Prefer low density housing.
115	Yes	No	Retain open space and pathway. No crowding.
116	Yes	No	
117	Yes	No	Recreational areas should be (2) brothels, (1) coon baitin' pit and (1) whisky sippin' garden.
118	Yes	No	Keep the letter box

*PALM, TPB, Kambah Master Plan Working Group*

*Nuriye Kece, Planning Policy Section*

*Trina Stiff, Urban Projects Section*

*Tim Morath, Structure Planning and Design Section*

*Lyn Jones, Territory Plan Coordination Section*

*Shirley Thevar, Planning Policy Section*