



## COVER SHEET

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**YOUNG PEOPLE IN MAJOR  
CENTRES:  
NEEDS, WANTS, CONSTRAINTS &  
RECOMMENDED POLICIES**

**A POLICY INVESTIGATION AND  
DEVELOPMENT PROJECT FOR BRISBANE  
CITY COUNCIL**

**PHIL HEYWOOD & PHIL CRANE**

**with**

**ANITA EGGINTON & JAMES GLEESON**

# **VOLUME ONE : METHODS & KEY RECOMMENDATIONS**

## **CONTENTS**

### **GLOSSARY**

#### **1. INTRODUCTION & METHODS**

- 1.1 The Structure of the Report**
- 1.2 Project Aim and Methods**
- 1.3 The Policy and Centre Contexts**
- 1.4 Young People and their Use of Major Centres  
: An Overview of the Issues & Principles**
- 1.5**

#### **2. KEY RECOMMENDATIONS**

- 2.1 Introduction**
- 2.2 Youth and Community Development**
- 2.3 Planning and Design**
- 2.4 Major Centre Management**

## GLOSSARY

BCC	Brisbane City Council - Australia's largest local government, consisting of a Lord Mayor and 26 Ward Councillors, employing approximately six thousand staff to serve a population of approximately 800,000 people.
BDG	Brisbane Design Group - the new grouping of Council's professional designs skills under the recent reorganization.
CAO	Community Arts Officer - a member of Brisbane City Council's Community Services Branch with responsibility to promote active artistic and cultural life within local communities.
CAMS	BCC's Construction and Management Services
CBD	Central Business District - the core of the city centre performing business service and administrative functions for the entire metropolis.
CC	Central City - an area including both the CBD and the surrounding Frame Area, performing a variety of support functions.
CCYC	Centre Community and Youth Committee - a proposed community participation, inter-departmental and intergovernmental liaison committee to advise city council and centre management on planning, design, coordination and innovation issues in Major District and Regional Business Centres.
CCP	Centre Concept Plan - a plan which owners and developers of major shopping centres are required to prepare in conjunction with city planning staff when seeking permission

for shopping developments in Regional Business and Major District Centres.

- CCPr Community Consultation Process- the section of division of Community & Economic development dedicated to community consultation.
- CDS Community Development Services – the section of Customer and Community Services responsible for the Community Development Teams, Child Care Centres, and the City Mall as well as the City Gallery and City Hall
- CDT Community Development Team - a BCC multi disciplinary team, including health, recreation, culture, and parks personnel, located in one of four regional offices in the south east, south, west, and north of the city. Under the new re-organization of Council functions, the CDTs be come one of a number of community development functions within the Division of Customer and Community Services.
- CG Commonwealth Government - various Commonwealth Departments such as DEET and DSS perform highly significant roles in supplying services and making policies affecting young people.
- CIP Consideration in Principle - a voluntary early stage of applying for development approval in Queensland, whereby an applicant may seek an indication of general Council support for a proposal, in advance of detailed submissions required to commence work.
- CLP Community Life Program
- CM Centre Management - the commercial management of shopping centres in Brisbane's four Regional Business and seven Major District centres.

CPTED	<p>Crime Prevention through Environmental Design</p> <p>- a design process which aims to minimize opportunities for crime and to increase user safety through the application of principles of surveillance, separation of incompatible activities, provision of safe surfaces, appropriate street furniture, integrated lighting, regular maintenance, clear definition of boundaries, appropriate symbolism, and planning for continuous usage.</p>
CSO	<p>Community Service Obligation - the term used under National Competition Policy to signify the dedication of funds to achieve a specified social benefit.</p>
DA	<p>Development Assessment - the process of consideration of applications for permission to develop, by one of the four regional teams of the Development Management Branch of the Department of Development &amp; Planning, who make recommendations to Council's Planning &amp; Growth Management Committee, or in the case of major applications such as this report is considering, the Establishment and Co-ordination Committee.</p>
D&P	<p>Department of Development &amp; Planning in Brisbane City Council - Prior to the current reorganization the department included Town Planning, Development Management, and Transport Planning Branches. The new <i>Urban Management Division</i> includes a Town Planning Delivery Function (comprising Local Area Plans and Statutory Services such as Development Assessment) and a number of related Land Use and Built Environment, Transport and Traffic Management programs, as well as most of Council's environmental services.</p>
DCP	<p>Development Control Plan - a plan for a designated area or topic, which when incorporated in the existing planning scheme</p>

may supercede the prior designation of zones. DCPs have a narrower, more purely physical and legal focus than Local Area Plans . They are being prepared for three of Brisbane's four RBCs.

- DEETYA Department of Employment, Education, Training and Youth Affairs - the Commonwealth government department with considerable provision and policy powers affecting young people.
- DFYCC Department of Families, Youth and Community Care - the Queensland government department or administering most of the funding, research and policy programs affecting young people.
- DMB Development Management Branch - the section of the Department of Development & Planning which considers and recommends on applications for development approvals; under the new management structure it will form part of the *Division of Urban Management*.
- DSS Department of Social Security - the Commonwealth government department responsible for framing much social policy and distributing funds to support many youth programs.
- DTIR Department of Training and Industrial Relations - the Queensland government department with responsibility for apprenticeships, traineeships and vocational training.
- DTSBI Department of Tourism, Small Business, and Industry - the Queensland government department with responsibility for regional economic development and planning and the Business Regulation Review Unit which oversees the operation of regional and major shopping centres.

GOLD	Growing Old and Living Dangerously- a BCC community development program to encourage elderly people to maintain active participation in physical and intellectual activities
IPA	Integrated Planning Act - the new framework for town planning in Queensland, taking force from the beginning of 1998, and superseding the Local Government (Planning & Environment Act of 1990
JMC	Joint Management Committee - a proposed body consisting of representatives of young people as well as youth workers and Centre management to take responsibility for running a youth space in major shopping centres.
LAP	Local Area Plan - a non statutory plan aiming to coordinate the work of a number of council departments into an integrated problem-solving program.
LAOP	Local Area Outline Plan - a non statutory plan outlining the intended structure in areas of planned new development or across major sectors of the city.
LLD	Liquor Licensing Division - the division of the Premier's Department responsible for licensing premises to sell alcohol, consisting of a central policy, and approximately twenty Investigating Officers, half of them in the Greater Brisbane area).
LVA	Licensed Vendors Associations - voluntary organizations of licensees normally constituted with the intention of raising standards of responsible marketing of alcohol).
MDC	Major District Centre - defined in the Brisbane City Council Strategic Plan as providing a range of high level facilities and

services to meet the needs of a catchment population of 100,000 to 150,000 .

- PCYC Police and Citizens Youth Club - a recreational facility managed by the independent Queensland Association of Police and Citizens Youth Clubs with the active support of Queensland Police Service.
- QDoT Queensland Department of Transport – the Queensland government department responsible for state and regional integrated transport planning and the management of public transport.
- RBC Regional Business Centre - defined in the Brisbane City Council Strategic Plan as providing a range of high level facilities and services to meet the needs of a catchment population in the order of 200,000 to 250,000.
- R&H Department of Recreation & Health - the Brisbane City Council department currently responsible for a wide range of community, health and recreational services, including the management of the community development teams. In the new management structure many of these roles fall within the New Division of Customer and Community Services
- SCIP Suburban Centre Improvement Projects- a program launched in August,1966 with an initial annual budget of \$5 million to design and implement, in conjunction with local communities and business property owner, improvements in local neighbourhood centres to enhance their amenity, attractiveness, safety, community focus and identity. Work on the first 12 schemes is now complete and the SCIP team is now looking at work in the current round of LAPs
- SIA Social Impact Assessment - the process of identifying social impacts which may result

from proposed developments, carried out within Brisbane City Council both by direct assessment by members of the appropriate Community Development Team, and by referral to the Social Impact Assessment Unit of the Queensland Department of Family, Youth and Community Care.

- TAFE Technical & Further Education - the division of the Department of Trade and Industrial Relations responsible for providing courses in Business and Information Technology, Creative Arts and Community Studies, Engineering and transport, Furnishing and Construction, Horticulture & Rural Studies and Open learning. There are ten TAFE campuses in the Brisbane City Council area.
- TPDF Town Planning Delivery Function - the preparation and administration of local area plans and the conduct of development assessment for recommendations on planning applications to the Planning Policy Advisory Committee. This “provider” program supersedes a number of functions of the previous Department of Development & Planning (D&P), including those of the Development Management Branch (DMB)
- UMD Urban Management Division - the division of Council responsible for a number of functions of the previous Department of Development & Planning, including the programs for Town Planning Delivery Function (including LAPs and statutory planning), Land Use and Built Environment, Transport and Traffic, Natural Environment and Waterways.
- YACCA Youth and Community Combined Action - a Queensland State Government juvenile crime reduction program run by the DFYCC, focussing on early intervention, community participation, and crime prevention, among young people in

the 10-16 year age group thought likely to be at risk of offending.

YDO Youth Development Officer - a proposed role to work with young people to help identify needs and promote creative and expressive developmental and enjoyable activities.

YSC Youth Services Co-ordinator - a proposed role to assist centre management and youth service providers to identify, provide and coordinate beneficial activities for young people in major centres, including but not confined to shopping centres.

## **1. INTRODUCTION: STRUCTURE, METHODS, CONTEXT & OVERVIEW**

### **1.1 The Structure of the Report**

For ease of use, the report is organized into three volumes. Volume 1 consists of the introduction, overview and key recommendations. Volume 2 describes in more detail proposed policies and actions, identifies means of implementation, and summarises strategies and mechanisms to assist timely development of local strategies. Volume 3 describes the investigation process in three study areas, involving surveys, focus groups and workshops with young people and other stakeholders together with a number of appendices including useful background information.

### **1.2 Project Aims and Methods**

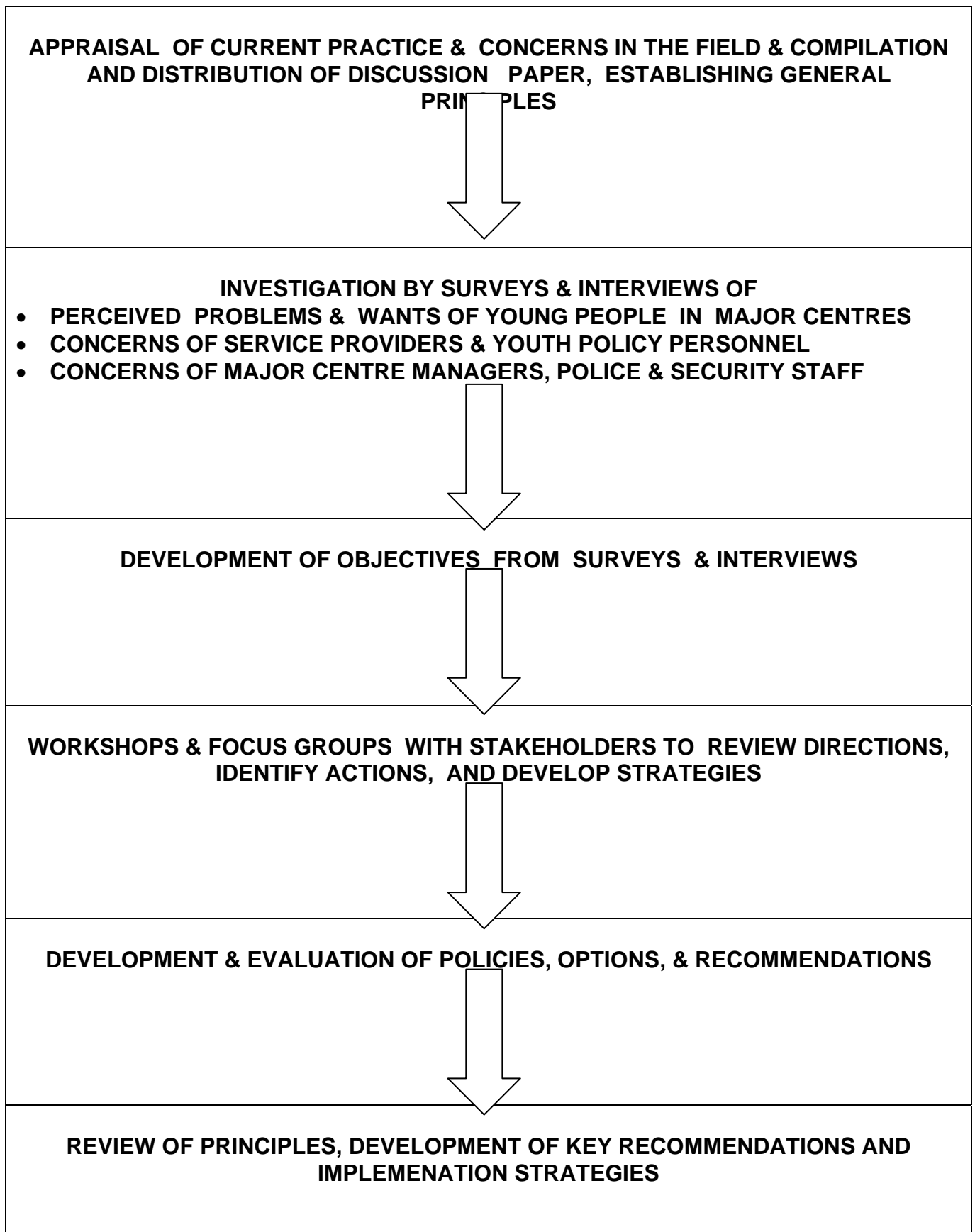
#### **1.2.1.Aims**

The aims defined by the Brisbane City Council at the project's inception in September, 1996, were to develop guidelines for the design and management of major centres to take into account

- the needs of young people,
- the reduction of community conflict,
- enhancement of cultural development, and
- maintenance of centre viability.

The project was also supported by funding provided by the Queensland Department of Family, Youth & Community Care as part of its former Public Space Program. It builds on the earlier work of the South Bank Youth Action Research Project, and the City Council's Department of Recreation and Health's Young People in Open Space initiatives. The intended outcome has been directed at relevant stakeholders including the Brisbane City Council and other local governments, centre management, and community groups, in particular youth agencies. The intention has been to provide information for the planning, development and management of major centres.

**FIGURE 3 PROJECT METHODOLOGY**



## **1.2.2 Project Method**

### **1.2.2.1 Key Questions**

The project team identified five key questions to give initial direction to our investigations:

1. What is the range of young people's use of major centres, and what are the attitudes and perspectives of major stakeholders, including young people themselves towards this use?
2. How can the planning and design of major shopping centres best meet the identified needs of young people?
3. What management practices and policies would best assist in meeting these needs?
4. How can liaison best occur between centre owners, managers, young people and community groups and interests, including youth agencies?
5. What principles and policies could be suggested for inclusion in Brisbane's Town Planning instruments and practices that would advance the provision of opportunities, services and facilities for young people in major centres?

### **1.2.2.2 Project Elements**

The method developed to answer these questions involved six elements:

1. Development of a Discussion Paper reviewing issues, current practice and desirable principles for the planning, design and management of major centres for young people's use and needs.
2. Investigations of young people's patterns of use, wants and attitudes in selected shopping centres.
3. Conduct of workshops with young people, youth workers, youth policy personnel and planners, and centre management personnel.
4. Development of objectives reflecting the project's principles, and the aims and views of the participants and stakeholder groups investigated in Stages 2 and 3, to provide direction to subsequent policies and options.
5. Development and evaluation of policies and options, including an Option Evaluation Seminar.
6. Review and synthesis of principles, investigations, objectives and options into recommendations and strategies.

### **1.2.2.3 Principles for Planning, Design and Management Guidelines**

*Principles for Planning, Design, and Management Guidelines* were developed through peer discussion and literature research, and incorporated in a Discussion Paper, produced within six weeks of the start of the project, and distributed throughout Australia to assist further peer review. The paper includes sections on

- youth policy,
- the planning context,
- urban design principles of inclusive space,
- current relevant practice models, and
- draft principles.

The paper focuses on contemporary Australia, but includes an international perspective. It benefits from consultation with the Reference Group, and with Dr Rob White of the Department of Criminology of the University of Melbourne, who has acted as external for the project and made particularly valuable contributions to this stage of our work. The Discussion Paper performed the dual role of developing ideas which could be tested during the subsequent empirical centre investigations stage, and generating interest and stimulating response from relevant stakeholders and other interested parties. Elements are incorporated in the following section of this report dealing with an overview of current Practice and Principles.

### **1.2.3.The Investigation Process**

#### **Selection & Description Of Centres for Investigation**

##### **1.2.3.1 Selection**

Centres were selected for investigation on the basis of representativeness, interest, feasibility, and comparability. Following the short listing of specific centres and their evaluation against specific criteria, (see Appendix 1) the following centres were selected as case study locations:

- The City Centre: City Mall and Myer Centre;
- Regional Business Centre: Upper Mount Gravatt; and
- Major District: Toombul.

##### **1.2.3.2 Description of selected centres & their usage patterns**

###### ***The City Centre: The City Mall***

The City Mall draws visitors and customers from throughout the metropolitan region, an area with a population of over 1.5 million. Created in 1982 at the heart of the city's Central Activities District by traffic closure of a block of Queen Street between Edward and Albert Streets, later extended along

Queen and Albert Streets.<sup>1</sup> The City Mall (often known as the Queen Street Mall) now includes four shopping centres, the Myer Centre, occupying five levels of retail space, the Wintergarden Centre on three levels, Broadway on the Mall, and the Queen Adelaide Building, both on two levels. Together they total a gross floor area of over 200,000 square metres of retail space, constituting by far the largest shopping complex in the state. Each of its four component shopping centres has entrances onto both the Mall and other non pedestrianised streets which run parallel to Queen Street.

The Mall contains extensive seating, circulation space, some shaded areas and a large fountain, and is the most widely used meeting place in the city centre.<sup>2</sup> It is the only one of the investigation centres to contain large areas of explicitly public space, under the exclusive control of local government.

As well as pedestrian shoppers, visitors and tourists drawn from other parts of the Central Activities District, the Mall also attracts suburban shoppers to its high capacity car parks, and large bus station located beneath the Upper Mall and accessed via the Myer Centre. A body representing both City Mall traders and the City Council, *Brisbane City Heart Traders Association*, is dedicated to maintaining the city centre's competitive retail position and market share as compared with the suburban centres, which have benefited from the expansion and decentralization of the metropolitan settlement pattern.

The city centre is now more vital and busier than at any previous time in its history, with over 400,000 visitors a week to the City Mall (Marketshare 1996). Nevertheless, the fact that the Myer Centre, the largest of the Mall's four shopping centres, has twice in the past ten years changed hands at reduced market values indicates that management of this centre is a demanding task, requiring energy, imagination and accurate anticipation of future trends.

### ***Regional Business Centre: Upper Mount Gravatt - Garden City***

Upper Mount Gravatt's shopping focus is AMP's Garden City. In 1994 the principal trade area of the Garden City centre encompassed 218,000 people with around 480,000 within 15-20 minutes drive of the centre. The population to the south and east of the centre is projected to increase by over 100,000 people by the year 2006, providing a strong potential to extend the centre's trade area to service a broader region. Following current redevelopment, the total gross floor area of the centre will increase from 54,600 square metres to 75,300 square metres.

The Centre is located at a nodal point in the city's south east corridor of intensive new housing development. It has recently responded to increasing demand by significantly extending shopping floor space. A 1996 community

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<sup>1</sup> The master plan was designed by Mr Robin Gibson, a prominent Brisbane architect and urban designer who also designed the Southbank Cultural Complex.

<sup>2</sup> Its creation is often credited with having brought life back to the city centre, and with slowing the loss of retail custom to suburban centres. The City Mall's greatest area of success is in its community role as a social focus to the city, particularly valued by young and retired people and visitors.

attitude survey elicited a very high degree of satisfaction with the centre on the part of residents and shoppers, though there was some desire for the centre to be better integrated into the physical fabric and social life of the community. Brisbane City Council's Department of Development & Planning has recently put on display a Local Area Plan and Development Control Plan. These plans aim to regulate and promote development associated with the implementation of Upper Mount Gravatt's role as a Regional Business Centre for the central southern sector of the city with an estimated catchment population of approximately 250,000 people. AMP is also preparing a Centre Concept Plan for the future development of the site, in line with the City Council's recently introduced new Strategic Planning Policies.

Garden City is also closely linked to a bus station, which is used by 2.2 million passengers a year (of whom approximately half visit Garden City) and is the intended major interchange point for the proposed Busway linking the City centre with the southern Suburbs. It has large car parks, and has experienced a recent expansion of custom following the opening of the first phase of the new shopping extensions.

### ***Major District: Toombul - Westfield Shopping Centre***

Westfield Toombul opened on the 11th October 1967, with 60 stores, 8 office suites and a floor space of 18 785 square metres, covering a site of 9.9 hectares. Extensions and refurbishments have occurred approximately every three years since that time, and the result is a centre which has 45 200 square metres of floor space with 176 stores, including 5 major stores, 171 specialty stores, 27 non-retail services, a video games arcade, 8 cinemas, and 9 offices. The average customer traffic per week is currently estimated to be 183 800 people.

Westfield Toombul is open to the public 7 days a week, with core trading hours being Monday - Saturday 8.30am - 5.30pm, and Thursday night shopping. The foodcourt and cinemas are open every day and night until 12.00 midnight. The centre is serviced by a bus interchange, a taxi rank and a train station within walking distance. Westfield Toombul serves quite a wide primary and secondary trade area, with centre users being attracted from Albion to Shorncliffe, facilitated by the train line, as well as a large car park which accommodates 2919 cars (with some undercover car parking). Demographic analyses for the trade area carried out by Westfield Toombul indicate that the primary age groups of customers to the centre are aged 16-24 (15.8%), 25-34 (16%), and over 55 (25.9%) (*source: Westfield Toombul Centre Profile: Nov 1996*).

A wide range of workforce and income groups are attracted to the centre, with higher than average proportions of customers directly paying property rates, and living in flats. The area's population is predominantly Australian born, and those born overseas are mostly British, American and New Zealanders. The analysis done by the Centre indicates that since 1993, an increasing proportion of affluent customers are using the centre, reflecting an increase in young professional couples moving to the area.

Physically the centre is located in a prime position adjacent to the major arterial carrying traffic to the north, the train line, and the domestic and international airports. The bus interchange also brings many people to the centre, especially young people who are students at the numerous schools in the area. The centre itself is focused inwards, with few outside attractions or activities, and is situated in the middle of a large car park.

#### 1.2.4 Stakeholder Consultation

In collaboration with the Reference Group, categories of stakeholders were identified for consultation both generally, and within each investigation centre. Table One provides an outline of the approach used to identify and locate specific stakeholders. Methods of consultation are described in the following section.

**TABLE ONE:  
INVESTIGATION TARGETS AND FOCUS**

<b>Target group</b>	<b>Focus</b>
<b>Young people</b>	<ul style="list-style-type: none"> <li>• Shopping and major centre locations</li> <li>• youth agencies</li> </ul>
<b>Schools</b>	<ul style="list-style-type: none"> <li>• students</li> <li>• teachers</li> <li>• management/administration</li> </ul>
<b>Youth Services</b>	<ul style="list-style-type: none"> <li>• youth workers</li> <li>• accommodation</li> <li>• police (local/Shopfront)</li> <li>• justice</li> <li>• welfare</li> <li>• policy</li> <li>• community</li> <li>• health</li> <li>• specialist - disability, employment, Murri, women etc</li> <li>• youth interagencies</li> </ul>
<b>Shopping centres</b>	<ul style="list-style-type: none"> <li>• centre management</li> <li>• security</li> <li>• centre users</li> <li>• police shopfront</li> </ul>
<b>Council</b>	<ul style="list-style-type: none"> <li>• Community services Branch</li> <li>• Planning &amp; Development</li> <li>• Councillors</li> </ul>
<b>Other service providers</b>	<ul style="list-style-type: none"> <li>• community</li> <li>• government</li> <li>• corporate</li> </ul>
<b>Reference Group members</b>	<ul style="list-style-type: none"> <li>• contacted by team</li> </ul>

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**Developers,  
investors, designers**

- Property Council of Australia
  - Buchanan Group
-

### 1.2.5 Development of objectives from centre investigations and consultations

A variety of techniques of consultation was employed:

- surveys and directed conversations with young people in selected locations;
- surveys of other centre users
- participant observation of young people's activities and use of different spaces in the centre;
- recorded peer research into likes, dislikes and wants;
- small group work with youth services clients;
- structured workshops including cognitive mapping methods with students in local schools on attitudes, preferences and perceptions
- interviews with youth workers about their perceptions of the centres' problems and potentials;
- feedback from young people at Brisbane Youth Service;
- series of in-depth interviews with service providers, planners, youth and social policy personnel, centre managers, security staff, shopfront police, and police community liaison officers.

These interviews were mainly confined to people involved in one or more of the project study locations, but additional discussions were conducted with the Youth and Community Liaison Officer of the Broadway Centre in Sydney's Glebe, the Centre and Marketing Managers of the Carindale and Brookside Centres in Brisbane, and the State Co-ordinator of the Queensland Association of Police & Citizens Youth Clubs, including an investigative tour of the Deception Bay, Carindale and Ipswich "The Pulse" Youth Activity Centres being developed by the Queensland Association of Police and Citizens' Youth Clubs.

Both surveys and interviews were designed to elicit objectives, which were progressively recorded, and later reviewed in focus and mixed interest groups. A very wide range of over seventy objectives was generated by these means, derived from young people themselves, planners & youth policy personnel, and centre management and associated interests. In order to eliminate overlap and to focus the objectives into areas suitable to create a policy framework, these were then re-organized into the four application categories:

- **Planning**
- **Design**
- **Management**
- **Youth Policy**

These objectives also provide performance measures by which to judge the effectiveness of recommended policies.

### **1.2.6 The policy development process**

Focus groups and workshops were held with key stakeholders to

- gain responses to the principles identified in the Discussion Paper,
- explore in more detail the issues raised in the earlier interviews and surveys, and
- to identify policy options to fulfil these objectives.

A broadly similar structure was adopted at each of the five meetings, aimed at identifying concerns, constraints, opportunities, and possible actions and policy directions that might respond to the objectives identified in our earlier work. Two Focus Groups were held, one with planners, community development and social policy people, and another with centre management personnel. There were two Mixed Interest Workshops, one related to central Brisbane and focussed on the City Mall, and the other concerned with the major district centre of Toombul. Both involved a wider range of participants and stakeholders including young people using the centres, centre management, police and security staff, youth workers, cultural planners, social policy personnel, community services and development staff, statutory planners, and development assessment officers.

In addition, a *Young People's Design Workshop* was held in King George's Square with young people contacted during our interviews or through our youth worker contacts. This workshop achieved a particularly good attendance from young indigenous people and skateboarding groups, and generated a wide range of possible actions and policy options to make major shopping centres and public spaces more responsive to the needs and wants of marginalised young people.

Policies have been formed by devising feasible responses to these objectives in the light of the Discussion Paper's Principles, the information collected in the course of the project, and the contributions made by stakeholders and implementation agents in the focus groups and workshops.

### **1.2.7 Development and Evaluation of Options**

Options were developed to meet the full range of planning, design, management and youth policy objectives, in the form of draft policies and actions with implementing agencies identified. An *Options Evaluation Seminar* was held with the Reference Group (expanded by other key participants in the consultation process) to provide feedback on relevance, feasibility and possible omissions.

### **1.2.8 Identification of Key Recommendations**

The process of identifying key recommendations was based on a combination of inter-relatedness, degree of support from different workshop stakeholders and participants, and the team's sense of the inherent importance of the issue, as reflected in the Discussion Paper's draft *Principles*. Many of these key recommendations span the division between planning & design, and

youth policy & management, so that this distinction is not used in Section 2, dealing with Key Recommendations. Instead, the following three arenas of implementation have been adopted to assist ease of use of the report's findings:

Youth & Community Development Policies,;  
Strategic & Local Planning & Design  
Major Centre Management & Community Relations

### **1.3 BRISBANE CITY COUNCIL'S CENTRES POLICY**

#### **1.3.1 The Hierarchy Of Centres In Brisbane City**

Brisbane City Council's Mid 1996 Strategic Plan Amendments<sup>3</sup> place great stress on the role of centres in providing community, commercial and retail services. Section 3.3.4, *Centres* lays down principles and policies for centre development, and defines a hierarchy for the different levels to function as focal points for community activities. In centre design and development, the social needs of communities as well as the commercial needs of the marketplace must be catered for. Centres should develop in a co-ordinated way, integrating community spaces with retail, commercial and community services, public transport, landscape treatment, and internal movement systems. Internal and external spaces should promote community interaction and public security and safety.

Any significant expansion of Regional Business Centres or Major District centres should comply with a Concept Plan which owners and developers of major land holdings are required to prepare before any significant development or re-development can take place. Effective community consultation should be undertaken as part of this process.

The hierarchy of centres consists of the following:

1. the Central City;
2. Regional Business Centres (RBC);
3. Major District Centres (MDC);
4. District centres;
5. Suburban centres;
6. Major Neighbourhood Centres;
7. Minor neighbourhood Centres; and
8. Convenience Centres.

This project is concerned with the Central City, Regional Business, and Major District Centres.

#### **1.3.2 The Central City**

The Central City, incorporating the Central Business District (CBD) and the City Frame Area, is intended to provide the major focus for governmental,

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<sup>3</sup> Gazetted in September, 1997

administrative, commercial, retail, social, cultural and recreational activities within the city. The Strategic Plan aims to promote its viability and functionality by:

- encouraging the development of commerce, entertainment and specialist retail services;
- improving public transport, shopper parking and pedestrian movement; and
- promoting the attractions of the CBD for evening leisure through cultural and entertainment activities and tourist promotion.

### **1.3.3 Regional Business Centres (RBCs)**

The four RBCs, indicated on Map 1, are intended to provide a wide range of high level facilities and services to meet the needs of large catchment populations. They are located at Chermside, Indooroopilly, Carindale and Upper Mount Gravatt, which has been selected as one of our three investigation centres.

RBCs will normally include a department store, one or more supermarkets and a wide range of specialty shopping. They should be accessible by high quality arterial roads, frequent public and good cycling and walking routes. RBCs are intended to be the most significant location of office employment outside the Central City and to provide a wide and integrated range of professional services, entertainment opportunities and commercial facilities.

### **1.3.4 Major District Centres (MDCs)**

There are seven designated MDCs which provide for a range of high level facilities and services to meet the needs for sizeable catchment populations. They should contain a discount department store and a full line supermarket, be accessible by arterial /suburban roads and have access by both frequent public transport and cycling and walking. They should minimize negative impacts on surrounding areas, integrate with community services and facilities, and provide a wide mix of retail, commercial and office facilities, professional services, as well as recreation and entertainment facilities, child care centres, and other community and commercial uses. There are seven MDCs in Brisbane City, at Aspley, Brookside/Mitchelton, Toowong, Centenary, Sunnybank, Sunnybank Hills and Toombul/Nundah. The last was selected as one of our Investigation Centres. (See Map 1).

### **1.3.5 Boundaries**

Regional Business and Major District Centres are the focal points of surrounding communities with a range of catchment populations having functional rather than administrative boundaries. Working definitions used in this study are likewise functional, based on catchments for the wide range of central place activities identified in the City Council's *Centres Policy Statement*. The physical boundaries of centres themselves is also a matter of pragmatic definition. Where Local Area Plans (LAPs) and Development Control Plans (DCPs) have been prepared, as in Chermside and Upper Mount Gravatt, boundaries have been drawn to include areas likely to experience significant and direct physical impacts emanating from future development

located in the centres' commercial cores. These RBC and LAP precincts usually contain populations of several thousands and extents of several square kilometres. *Local Area Outline Plans* may cover an even wider area, indicating the intended structure for whole new communities or entire districts of the city. In each case, this project has spread its considerations over the wider functional boundaries of Major Centre catchment areas, but confined its proposals to the functional core contained within Central City, RBC and MDC Precincts, so that all recommendations fall well within the statutory planning boundaries required for their implementation.

### **1.3.7. Catchments**

The Strategic Plan envisages a key role for City Centre, RBCs, MDCs and Major Institutions and Public Venues in providing community services and spaces to meet the social and cultural, as well as employment and shopping needs of their surrounding populations. The scale of their intended catchment areas and shopping centres is indicated in Table 1 below:

**TABLE 1, CENTRE CATCHMENT POPULATION AND SHOPPING FLOORSPACE**

<b>Location</b>	<b>Position in Hierarchy</b>	<b>Number</b>	<b>Population Catchment</b>	<b>Area of Shopping Centre (square metres)</b>
<b>Central City</b>	<b>1</b>	<b>1</b>	<b>750,000 plus</b>	<b>200,000 plus</b>
<b>Regional Business Centres</b>	<b>2</b>	<b>4</b>	<b>200,000-250,000</b>	<b>100,00-200,000</b>
<b>Major District Centres</b>	<b>3</b>	<b>7</b>	<b>100,000-150,000</b>	<b>50,000-100,000</b>

Shopping plays an important but not exclusive role within this central place hierarchy, along with health, human and community services, public transport, cultural, recreational, and higher order educational facilities. The last often includes large secondary schools, and technical and further education (TAFE) and suburban university campuses situated just outside the Regional Business Centre precinct such as the Nathan campus of Griffith University, and the Carseldine campus of the Queensland University of Technology.

Although no longer so dominant as previously, the central city (CC) occupies prime position within the hierarchy, containing over 200,000 square metres of retail floor space clustered in four shopping centres around the City Mall. The four Regional Business Centres have very large retail developments each approximating or exceeding 100,000 square metres, while all the Major District Centres support shopping developments approximating or exceeding 50,000 square metres. Most are undergoing periodic extensions.

#### **1.4 Overview of practice and principles**

## **2. KEY RECOMMENDATIONS**

### **2.1 INTRODUCTION**

This project derives from Brisbane City Council's commitment to achieve excellent and equal opportunities for social life, recreation and enjoyment for all age and interest groups in the city. This is expressed in a number of official City Council plans and strategies which provide the necessary framework for the implementation of our recommendations. No fewer than four of the Corporate Plan's eleven themes contain commitments directly related to our to the kinds of actions recommended in this report

#### **2.1.1 The Corporate Plan**

The *Community Life* theme commits the city to develop and promote civic places, provide opportunities to participate in cultural sporting and recreational activities, improve and promote access to community facilities, (specifically local facilities for young people), encourage diverse major festivals and events, create a visually exciting and vibrant city, develop mechanisms for participation by all citizens, ensure joint planning and delivery of programs and services, and promote cultural participation by disadvantaged groups. There is also a commitment to re-develop the Queen Street Mall.

The *Land Use and Built Environment* theme targets preparation of plans for the major centres of Carindale and Indooroopilly, three other local area plans per year, infrastructure coordination plans for all newly developing areas, and improvement to suburban centres to improve community focus and identity .

The *Transport and Traffic* theme includes proposals to establish bus interchanges at all regional business centres, maximize land use benefits from the busway strategy, develop BCC's fare concessions, evaluate the potential of smart card use, move toward integrated ticketing, and introduce new community bus services.

*Community Health and Safety* will pilot recreational and cultural activities for young people to improve community safety in identified high risk areas and introduce safety audits and plans for targeted locations.

#### **2.1.2 The Strategic Plan**

The Statement of Intent for the future development of centres provides a powerful vehicle for a number of our recommendations, including policies to develop centres as the focal points for community activity to cater for the social needs of the community as well as the commercial needs of the market place.

Four of the five focus areas of the Strategic Plan are directly relevant to our findings:

- The Accessible City
- The Well Serviced and Equitable City
- The Well Designed and Culturally Dynamic City
- The Economically Prosperous and Progressive City

Good services and equity are sought through policies of

- social mix,
- developer contributions to basic facilities and services,
- innovative solutions including co-location and shared use to ensure timely provision of services and facilities,
- locating facilities, including a wide range of recreational and sporting opportunities in and around centres.

Good design and cultural dynamism are emphasized through publicly owned lands, complementary development, accessible and attractive public and semi public solace, and providing opportunities for local communities to have input to the development process.

The project's key recommendations call upon powers and programs drawn from all of these themes, directions and areas of policy focus. For ease of implementation, they have been grouped into the following three arenas:

- **Youth and Community Development Policies**
- **Strategic & Local Planning and Design**
- **Major Centre Management and Community Relations**

## **2.2 YOUTH AND COMMUNITY DEVELOPMENT POLICIES (from Phil Crane)**

### **2.3. STRATEGIC & LOCAL PLANNING AND DESIGN**

**Recommendations in this category can be grouped into a number of themes:**

- A. Inclusive provision**
- B. Access**
- C. Participation**

#### **2.3.1 Inclusive provision**

Our investigations indicate widespread agreement among youth policy personnel, politicians and young people themselves that provisions of activities for young people in the 11-17 year old age group are inadequate, compared for instance with play facilities for pre-teenage children or senior citizens. This limits opportunities for young people for full and equal involvement in the lives of communities. Three factors compound this problem:

- overall lack of non profit facilities for young people in the highly commercial and anonymous life of contemporary cities;

- fragmentation of existing young people's services between different organizations and locations; and
- poor access to widely scattered facilities.

While some facilities are under used, many newer suburbs lack adequate opportunities for young people to meet, socialize or participate in either informal or organized recreation. This may result in feelings of boredom and alienation and encourage self-harming and anti-social behaviour, including isolated acts of vandalism. Major centres offer a potential solution to this mismatch, providing a focus for social and recreational activities, and a good place to establish rewarding informal contact with and between young people in the natural course of their everyday lives.

Key recommendations to improve this situation include:

- Integration of planning processes, services, and facilities in and adjacent to major shopping centres, in line with Planning Principle 1, *Inclusive Community Space*.
- Physical integration of the shopping centres themselves into their surrounding urban environments.
- Recreational use of vacant sites and shops for
- Crime prevention through environmental design

### ***Integrated Policy and Planning Processes***

Major centres are the focus for a large number of the commercial and community functions of private enterprise and government, presenting valuable opportunities to coordinate and co-locate facilities. These need to be based on careful consultation with young people and other significantly affected age and interest groups, in line with Planning Principle 9, *Consultation, Dialogue and Community Resourcing*. A suitable focus for this consultation can be found in the preparation of Council's *Local Area Plans*, and of the *Centre Concept Plans* which are now required for all significant shopping development and redevelopment in major centres. Although these plans cannot automatically achieve implementation, they can be the means to develop and record negotiations and agreements between different departments, levels of government, and community interests, including those of young people.

*Local Area Plans* can also identify appropriate options for sites to accommodate progressive and coordinated relocation of facilities such as transport interchanges, youth activity centres, community and customer service centres and public libraries. Council has already taken steps in this direction, through the development assessment negotiations leading up to the official lodgment of the Carindale Centre Extension application. This has resulted in the design of a space, termed "the town square" which integrates the north eastern corner of the shopping centre with the street pattern of the surrounding suburb. A much needed suburban central space has been created, accommodating a large new library, a redeveloped hotel, Council's Customer Service Centre and a large department store, as well as extensive play space and seating areas. As time passes more central place functions

are likely to be drawn to share the advantages of a location now endowed with so much centrality.

A similar process has resulted in the design of the centre for the new residential area of Seaford in South Australia where a range of innovative and joint use community facilities have been located around a town square which serves as the focal point for formal and informal activities, integrating public art and paving features to add interest and identity (Skewes, 1996). We recommend in Policies P3 and P16 that this approach to co-location of community facilities in and adjacent to major shopping centres be pursued through use of *Council's Local Area and Local Area Outline Plans*, and its role in approving *Centre Concept Plans*.

Sound and thorough *Social Impact Assessment* (SIA) practices can also ensure that necessary social and recreational space and facilities are provided as new developments increase the scale and intensity of development and use in both new and existing urban areas. Planning Principle 2, *Social Impacts and Affordable Opportunities for Young People* and Policy P11 includes descriptions of recommended SIA processes to ensure that young people's interests are carefully considered and fully integrated in these assessments.

*Specification of young people's requirements in statutory plans .*

Young people need community activities and space as well as commercial ones in both shopping centres and central public places. A number of the provisions of the new *Integrated Planning Act* can be used to designate land and gain financial contributions from centre developers, where specified in the planning scheme, to help fund the establishment of community facilities, including youth activity centres<sup>4</sup>. Part 6 of Chapter 2, *Designation of Land for Community Infrastructure*, empowers local governments to designate land for a wide range of community purposes. Part 1 of Chapter 5, *Infrastructure Charges* and Schedule 5, *Community Infrastructure* authorizes the raising of charges on land for local community purposes (including public recreation, and land for other community purposes prescribed in a regulation). The test is that the facilities should be such as meet "reasonable community expectations".

We therefore recommend the incorporation in the next review of the Strategic Plan of the Brisbane City Town Plan, of clauses on *Community Access and Facilities in Centres* (Policy P16.1) and *Community Infrastructure* (Policies PI.1 and P6.2). These can then form the basis for collection of contributions from developers for facilities for young people including recreational spaces and facilities for: activities such as

- informal meeting, pool and board games,
- cultural development, music rehearsal and recording, and

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<sup>4</sup> Relevant allowable items include community and cultural facilities, including child care facilities, community centres, meeting halls, galleries and libraries... circulation networks...educational facilities...facilities intended primarily to accommodate government functions....and parks and recreational facilities.

- dances and discos, as well as
- a wide range of active sports, including skateboarding, basketball and netball, gymnastics, indoor cricket, volleyball, swimming etc.

The physical location of these spaces may be on land on the edge of the shopping centre curtilage as in the Broadway Centre in Sydney's Glebe, or on land nearby owned by the local government or a voluntary agency as in the Carindale or Deception Bay Centres.

*Provision of a variety of recreational opportunities for young people including "Youth Activity Centres" in central locations well served by public transport, foot and bicycle routes.*

In order to meet the recreation needs of young people in areas with sizeable and growing populations, the voluntary sector and local councils throughout south east Queensland are working together to increase the amount, range and quality of recreational facilities for young people. In particular, there is a widespread recognition of the need to provide spaces for informal meeting and expressive activities such as music making, watching and participating in theatre and dance parties. Such activities can be provided in a variety of buildings in a range of locations, but in suburbs experiencing gross deficiencies of social and recreational facilities for young people, the most effective contributions may come from centrally located buildings which are custom designed or retro-fitted to integrate a wide range of recreational and cultural facilities. In newly developing residential suburbs, these may be either be located as stand-alone youth facilities as discussed below, or as parts of community centres catering for all age groups. BCC's recent amendment to the Strategic Plan's Statement of Intent for the Future Urban Zone, advertised in October, 1997 states the position clearly

Well serviced, amenable communities will be developed in this zone by ...ensuring that land is provided for local community purposes and other community facilities and public purposes. These facilities should be central or highly accessible to their respective catchments and wherever possible be co-located in or near centres

We term the stand-alone facilities, for the sake of convenience, "Youth Activity Centres". Examples are "The Pulse" Youth Cafes opened by the Queensland Association of Police & Citizens Youth Clubs (QAPCYC) in the spring of 1997 in Ipswich, Carindale, and Nerang and Caboolture Shire's large Deception Bay facility, which also includes extensive indoor sports space. The Street Arts Theatre group (now renamed *Arterial Theatre*) has recently reached agreement with the QAPCYC to relocate their community theatre activities into their facilities. These are constructive developments, which can be advanced under the *Designation of Land for Community Infrastructure* provisions of the integrated Planning Act (Chapter 2, Part 6). Whereas in the past, the location of many of these facilities has been decided by land ownership or availability, rather than because the sites are centrally located or close to good transport routes, in the future, advance

designation of sites in Council's planning documents can be used to assist incremental co-location of such facilities

We recommend that in future the establishment of such centres be planned through co-operative discussions between social, transport, recreational and physical planners, and representatives of the community sector, and integrated with Council's local area planning system (Policy P4). It is in the interests of Centre Management as well as youth service providers that the new Youth Activity Centres be located centrally enough to attract young people who might otherwise be left to seek in shopping centres active recreation which they have not been designed to satisfy.

### *Proportions of Community Space*

The amount of space available for community and youth purposes in major shopping centres has direct effects on young people's capacity to access meeting and recreational facilities. While the precise amounts of Gross Floor Area (GFA) to be devoted to community purposes will always have to be negotiated on a case by case basis, Council will need to carry out or commission studies to indicate the appropriate range of GFA proportions to be devoted to community space in new Major Shopping Centre Developments (Policy D 2). This space could either be maintained by centre management or leased to council, and should contain space and facilities specifically designed to meet the social and recreational needs of young people, in line with Planning Principle 1, *Inclusive Community Space*.

### ***Physical Integration of the Major Shopping Centres into their localities***

Amongst the problems that were most repeatedly stressed by all community and provider groups we consulted was the severe isolation from their surrounding communities of most major shopping centres, equally evident in their lack of physical, economic, social and psychological integration. In design terms, we recommend that when new centres are designed and existing ones are re-developed, "walled city" building forms are avoided or modified to promote as much pedestrian through movement as possible, and that circulation axes and arcades be extended to link into the existing street pattern of the surrounding settlement. (Planning Principle 8 *Integration of Major Shopping centres into the Built Form, Topography and Social Life of their Surrounding Communities* & Policy D1).

Links with bus stations and bicycle routes, particularly important to young people, should also be introduced, and generous bicycle parking provisions made, as in the proposals for the extension of the Carindale Centre (Policies P4 and D6). External treatment can also incorporate human scale art works, and attractive shops can be added, with frontages to both surrounding streets and to shopping centre arcades (Policy D3).

In the case of new centres, contemporary principles of integrated environmental design should be applied ensuring that the new buildings and circulation systems relate sympathetically with the surrounding topography

and townscape, and make good use of attractive features such as water bodies, natural slopes and interesting views (Policy D1). The improved visual quality and accessibility should result in advantages for both commercial and community purposes. Solutions to other problems of alienation and under-use of major shopping centres as community spaces are discussed in more detail in the next section, Access

### ***Recreational use of vacant sites and shops***

A further opportunity for inclusive provision is the recreational use of vacant sites awaiting re-development by centre owners and other central area developers. Brisbane City Council already makes provision in its Town Plan (Section 19.13) for negotiated short term use of such sites within the City Frame for landscaped visual amenity areas. We recommend that these provisions be widened to include short term leasing, on a negotiated basis, of appropriate sites at peppercorn rents, and inclusion in the city's insurance cover to cover such short term temporary recreational and leisure uses (Policy P13.1). These could include:

- skate ramps,
- open air dance performance,
- play construction spaces, and
- sites for temporary art projects.

Within the Management area, Similar temporary use of vacant shops in major shopping centres is also recommended (Policy P13.2). Recent initiatives in Cairns, for instance include the development of an informal school for young Aboriginal people in a vacant shop in the City Mall.

### ***Crime Prevention through Environmental Design***

Another practical means of improving inclusiveness is the incorporation of principles of good access and safe design into the fabric of both new and existing developments as advocated in Planning Principle 9, *Open Safe and Accessible Planning and Design*. Access and Safety Plans and Audits involving Council's Construction and Maintenance Section (CAMS), the Community Development Teams (CDTs), Centre Management and local community groups should ensure that the following features are integrated in to the planning and design of major centres (Policies P14 and D5):

- universal, safe and continuous pedestrian access,
- convenient through movement
- natural surveillance,
- separation of incompatible activities,
- safe surfaces,
- appropriate street furniture,
- integrated lighting,
- regular maintenance,
- clear definition of boundaries,
- appropriate symbolism, and planning for continuous usage.

Natural surveillance and good dusk to dawn lighting are particularly important. Through movement and clear and attractive signage will also assist safe and convenient access (Policy P15). These principles are listed in more detail in Section Four *Strategies and Mechanisms* under the heading *Access and Safety Plans*.

### **2.3.2 Access**

Major centres and shopping developments provide natural arenas for young people's social and recreational contact, and acquisition of social skills. However, our investigations identified numerous social, physical and institutional barriers to equal access for particular age, income, ethnic and interest groups, particularly young people from disadvantaged backgrounds. Our recommendations propose means to eliminate or reduce these constraints and maximise access for all groups.

#### *Encouragement of use of public transport by young people*

Young people are more dependent on public transport than any other single age group because few own cars or possess driving licenses. Nevertheless, they are at a stage in their lives when they most need mobility to access recreation, meet friends, and find jobs. Our Youth Policy and Centre Management proposals therefore contain recommendations for innovative forms of subsidised and community transport. We also recommend that existing popular locations for young people's activities should be provided with bus stops and bikeways to link them to central areas and residential catchments.

#### *Improving perceived access through design quality*

Physical and psychological access can be improved by linking indoor and outdoor spaces, at the same time as improving natural surveillance and therefore safety. Construction of sidewalk cafes breaching the external walls of centres can help integrate developments visually with their surroundings (Policy D3). Inside, the existing successful trend to arrange such young people's facilities as cinemas, youth entertainment arcades, music and sports shops and fast food outlets around community spaces can be developed to include more space suitable for informal meeting : inward facing semi-circles of seats and provision of vivid, youth-orientated art, symbolism and furnishings, are recommended as in the Glebe's new Broadway centre.

#### *Promoting small local meeting places in district & neighbourhood shopping centres*

Smaller and more local shopping centres have an important role to play in ensuring that those without time, transport or money to visit major centres are able to access a local centre to meet their commercial and social needs (Policy P 15).

### 2.3.3 Participation

Participation by young people is a major theme of this report, and also features in the key recommendations of Major Centre Management & Community Relations and Youth Policies. Within Strategic Planning, it takes the forms of consultation and involvement as defined in Planning Principle 10, *Consultation, Dialogue and Community Resourcing*.

#### *Consultation*

The current strategic plan contains useful guidance on consultation, scattered across various sections, and differing in levels of detail and mandate. In addition, Council already has corporate standards for consultation of a rather general nature. We recommend the development of a specific *Planning Consultation Policy*, consolidating and expanding these provisions and identifying required and recommended approaches for involving various community groups and interests, including young people, at all stages of the planning process. These should include objective formulation, option development and evaluation, implementation, and monitoring (Policy P10.1).

In its most basic form, consultation will involve initial and regular market research, to ensure that the proposals outlined in the original *Centre Concept Plan* include appropriate shops, community facilities and commercial entertainment to cater for the interests of young people (Policies P2.2. and P5.1). Another crucial form of consultation is inclusion of young people in *the Community Needs Assessment* which we also recommend become a basic part of preparation of Local Area and Local Area Outline Plans (Policy P 10.1).

There will also be a link with the Youth Participation Strategy, enabling young people to involve themselves directly in the design process

#### *Involvement*

The interests of young people are often not given the same consideration as those of other age groups in the assessment of proposed developments. Nor are they protected by normal process of political representation since they are below voting age. Their routine and specified involvement in social impact assessment is therefore an important safeguard against unintended consequences of proposed developments. Policy P11 outlines processes for social impact assessment which will both protect the interests of young people and contribute to the overall well-being of evolving communities. In particular, Policy P11.5 proposes the preparation and distribution of *Consultation Guidelines* to explain the role of young people and other community groups in social impact assessment and identifies a number of useful steps in conducting these assessments. These guidelines will also form an integral part of the *Youth Participation Strategy* proposed in the Youth Policy recommendations.

## **2.4 Major Centre Management and Community Relations (from Phil Crane)**

## **STRATEGIC & LOCAL PLANNING & DESIGN PRINCIPLES**

### **1. INTEGRATION OF MAJOR CENTRES AND SHOPPING DEVELOPMENTS INTO THE BUILT FORM AND SOCIAL LIFE OF THEIR SURROUNDING COMMUNITIES**

Major Centres, and the shopping centres they contain, perform significant social, recreational and transport, as well as commercial, roles for their surrounding districts. These give rise to substantial areas of public and community space, to which there should be clear, safe and easy access, especially for pedestrians and cyclists. In particular, large shopping centres should promote a sense of community ownership and should be well linked to the surrounding street pattern and major destinations. The needs of young people and other age groups for access, contact and community life should be significant criteria for considering the design and development of both Major Centres and the large shopping developments they may contain.

### **2. SOCIAL IMPACTS AND AFFORDABLE OPPORTUNITIES FOR YOUNG PEOPLE**

Major new shopping developments exert powerful effects on the social and economic lives of their surrounding areas, changing land values, movement patterns and the locations of the existing services and facilities on which young people are particularly dependent. It is therefore important that planning processes should involve social impact analyses including direct consultation with young people. Evaluation criteria should include the net effects on availability of affordable social and recreational opportunities, and of community spaces appropriate for young people's informal contact.

### **3. DESIGN AND SYMBOLISM TO CREATE AN ATTRACTIVE SENSE OF PLACE FOR YOUNG PEOPLE**

The design of public space, art, symbolism and decoration in major centres and shopping centres should reflect and promote the diversity of culture, traditions and experiences of the whole community, including the legitimate place of young people. Local materials and architectural styles should be emphasised, and symbols included that have meanings for young people.

### **4. RESPECT FOR THE RIGHTS, CULTURE AND SYMBOLS OF INDIGENOUS YOUNG PEOPLE**

Aboriginal and Islander people of all ages, and especially young people, have deep and justified concerns that there be recognition of their rightful place in Australian society. This has important implications for the practical reality of equal rights of physical access to major shopping centres. Celebration of their culture by inclusion of art and symbolism in these dominant central places is also important. A further requirement is early consultation about proposed

developments with indigenous people who have cultural connections with the location and its environs.

#### **5. RECOGNITION OF THE NEEDS OF HOMELESS AND DISPLACED PEOPLE**

Homeless people may have nowhere to live or sleep except in public space. Public places should therefore be designed to provide short term day and night time space for such purposes with minimum levels of conflict and maximum levels of safety. The needs of existing low income and boarding house residents also require to be considered when development is being planned or assessed. Local governments considering planning applications should act as advocates for people at risk of losing their accommodation, and should negotiate on their behalf with developers, and the housing and welfare agencies of State and Commonwealth Governments.

#### **6. SATISFACTION OF THE DIVERSE NEEDS AND WANTS OF YOUNG PEOPLE FROM DIFFERENT BACKGROUNDS**

Major centres and the shopping centres they contain should provide opportunities for social contact, recreation, and consumer satisfaction for all the ethnic, social and income groups of young people in their catchment areas. Market research findings should be employed by local governments and centre management to ensure accurate and effective provision of an appropriately wide mix of commodities, services, spaces and design features to support and stimulate a wide range of social and sensory experiences.

#### **7. RESPONSIVE AND INTEGRATED PLANNING**

The role of major centres as the focus for the urban activities and public and commercial services for their surrounding communities cuts across many of Council's departmental and program boundaries. Preparation of *Local Area* and *Centre Concept Plans*, and administration of Development Assessment procedures, will therefore require application of all four principles of **integrated local area planning (ILAP)** :

- community consultation;
- strategic overview;
- coordination between departments and agencies; and
- integrated implementation programs.

In each of these, special attention needs to be given to the concerns of young people – for consultation, effective strategies, improved co-ordination, and integrated service delivery.

#### **8. OPEN, SAFE AND ACCESSIBLE PLANNING AND DESIGN .**

By promoting community ownership of space, planning and design can reduce the stimulus and opportunities for self-harming or anti-social behaviour. Safety is enhanced when a wide range of activities and spaces ensures a continuous mix of activities and users at many times of the day and evening resulting in natural surveillance and self-policing. Other significant principles of *Crime Prevention through Environmental Design*, which should be incorporated in all major new commercial developments, concern separation of incompatible activities, safe surfaces, appropriate street furniture, integrated lighting, regular maintenance, clear definition of boundaries, appropriate symbolism, and planning for continuous usage. These are of particular concern to young people who are by far the most frequent victims of violence.

## **9. CONSULTATION, DIALOGUE AND COMMUNITY RESOURCING**

The social, physical and economic centrality of major shopping centres confers upon them a key role in the lives of the communities which they serve, which may amount to as many as several hundreds of thousands of people, or in the case of a metropolitan centre of several millions. Their impacts are thus both deep and wide, and it is important that their location, role, style, links and integration all reflect the needs and preferences of their intended users, and contribute to the civic culture of which they will form a very evident part. Early, continuing and adequately organized and resourced consultation with local communities is thus of the utmost importance to achieve relevance and acceptability, and this should be carefully planned to ensure that the voices of young people are clearly and accurately heard and recorded.

It is also important that people should be able to identify with community spaces, develop personal mental patterns, and therefore find their way around public and community space easily and agreeably. Participation and involvement in design decisions often results in shaping community spaces in interesting and functional ways with which people can identify, making them either feel at home or causing them to experience a sense of pleasurable stimulation.

As part of this process of public involvement, young people should be consulted at all stages in the design, planning and evaluation of the development or redevelopment of major centres. They should be involved in identifying their own wants and priorities through means such as workshops, youth forums and other youth consultation strategies including representation the Centre Community & Youth Committees, to ensure that their voices are heard and interests attended to.