

NT PLANNING COMMISSION HEARING

**EXCEPTIONAL DEVELOPMENT PERMIT APPLICATION
PA2025/0416**

Lot 5437 (8) Conacher Street, Fannie Bay, Town of Darwin
Caravan park (recreational vehicle park) in 3 stages

Agenda Item Number: 1

Meeting Date: 3 February 2026

Attachment A – Location Plan and Exhibition Material

Attachment B – Submissions Received

Attachment C – Applicant’s Response to Submissions



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Kaleb Thomas
Senior Planner
Development Assessment Services

Report to the Planning Commission

This report is prepared under section 22 of the *Planning Act 1999*, and considers the submissions made in relation to the proposal.

1. GENERAL INFORMATION

ADDRESS:	Lot 5437 (8) Conacher Street, Fannie Bay, Town of Darwin
AREA:	2.61 ha
CURRENT ZONE:	Zone OR (Organised Recreation)
PROPOSED LAND USE:	Caravan park
APPLICANT:	Geoff Hunter of Darwin Bowls and Social Club
LAND OWNER:	Darwin Bowls and Social Club Incorporated

2. LEGISLATIVE REQUIREMENTS

The Minister for Lands, Planning and Environment is responsible for determining proposals to grant or vary an Exceptional Development Permit (EDP). The *Planning Act 1999* (the Act) establishes requirements relating to the exhibition, consultation and reporting on proposed Exceptional Development Permits.

Under section 22(6) of the Act, the Planning Commission must hold a hearing if submissions are received during the exhibition period, and the Chairperson is satisfied that a hearing would provide further useful information.

Under section 24 of the Act, the Planning Commission must provide to the Minister for Lands, Planning and Environment, a written report that addresses the issues raised in the submissions; the issues raised at the hearing and during any consultation; and any other matters the Commission considers the Minister should take into account when considering the proposal.

3. PROPOSAL

On 13 November 2025, Mr Geoff Hunter (Darwin Bowls and Social Club) lodged an EDP application seeking approval for a caravan park (recreational vehicle park) in 3 stages at Lot 5437 (8) Conacher Street, Fannie Bay, Town of Darwin (the site). The caravan park will occupy 1.22 ha of the site, and is located on the western balance of the land, with street frontages to Conacher Street and Atkins Drive (the development site).

The proposed caravan park will comprise a total of 40 recreational vehicle (RV) bays, to be constructed across 3 stages. A summary of each stage is provided below:

- Stage 1 proposes 26 RV sites with 10 sites to be provided with Power and Water connections extended from existing bowl club services and 16 sites to not be serviced. Stage 1 is accessed via the existing Bowls Club car park and includes a communal dump point (subject to Power and Water approval).
- Stage 2 proposes an additional 14 RV sites with 11 sites to be provided with Power and Water connections extended from existing bowl club services and 3 sites to not be serviced. Access is provided from Conacher Street and the temporary access via the existing Bowls Club car park will be removed.

- Stage 3 proposes to install boundary fencing, upgrade internal road from gravel to bitumen and complete landscaping.

The proposal cannot be considered through a normal development application as the proposed land use of caravan park (recreational vehicle park) is prohibited pursuant to Zone OR (Organised Recreation) of the Northern Territory Planning Scheme (NTPS 2020).

A copy of the locality plan and exhibition material (including application) is provided at **Attachment A**.

4. SITE AND LOCALITY CONTEXT

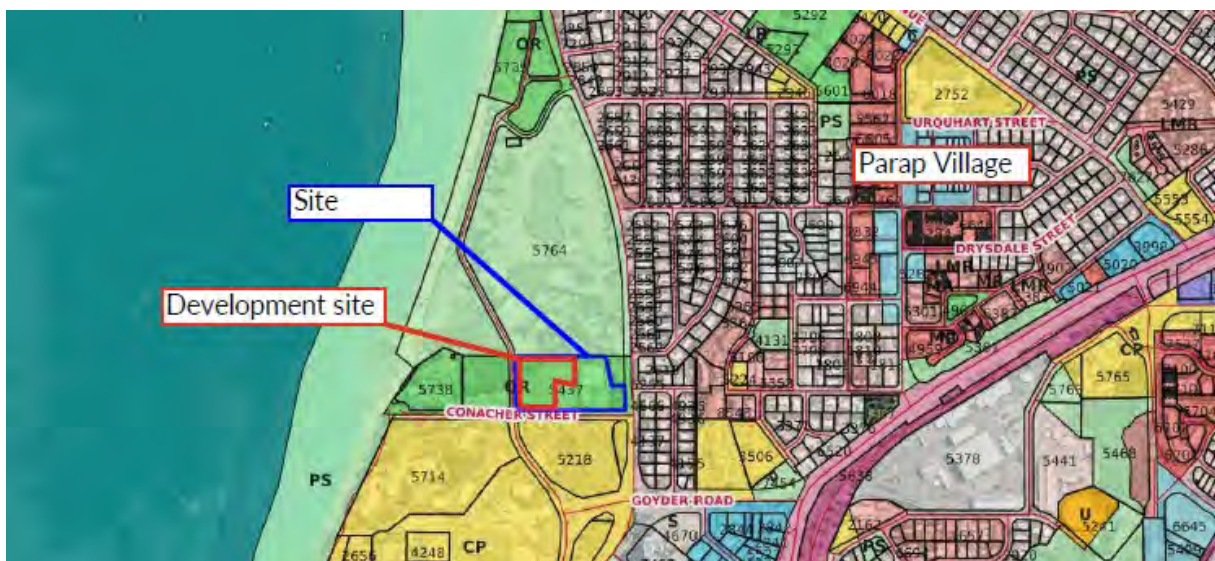
The site is a 2.61 ha Crown lease in perpetuity in Zone OR (Organised Recreation) pursuant to the NTPS2020. The development site is 1.22 ha and has a 81.88 m frontage to Conacher Street (including a 14.4 m long truncated corner), and 109.17 m frontage to Atkins Drive. The development site slopes down towards the north-west, to Bundilla Creek. The development site is undeveloped, and generally comprises grass, with thick vegetation along the northern property boundary. With the exception of a temporary driveway connection within the car parking area, no changes are proposed to the existing Darwin Bowls and Social Club.

Land to the north is in Zone PS (Public Open Space) associated with the City of Darwin-managed Bundilla Beach Reserve. To the east, on the opposite side of East Point Road, are residential properties in Zone LR (Low Density Residential). To the south, on the opposite side of Conacher Street, is vacant undeveloped land in Zone CP (Community Purpose), as well as the NT Museum and Art Gallery, Darwin Middle School and Darwin High School; and land to west is vacant and in Zone OR.

In the wider context, the site is located approximately 800 m from the Parap Village (secondary activity centre), 1.2 km from the Fannie Bay Village (secondary activity centre) and 300 m from the Bundilla Beach Reserve. In addition, the site is adjacent to the sub-arterial East Point Road, which supports bus routes that go between Casuarina and Darwin City.

The site is partially affected by the LSSS - Land Subject to Storm Surge Overlay with the northern boundary and north-west corner located in the modelled primary and secondary storm surge areas. In addition, Darwin Regional Land Use Plan identifies the site for urban land uses and Darwin Inner Suburbs Area Plan identifies the site for organised recreational purposes.

Map 1: Excerpt of Location Plan (refer Attachment A1 for full plan)



5. EXHIBITION OF PROPOSAL

On 13 November 2025, the delegate for the Minister for Lands, Planning and Environment determined under section 39 of the Act to continue consideration of the proposed amendment by placing it on exhibition.

The proposal was on public exhibition for a period of 28 days and was notified in accordance with the requirements of the Act. The exhibition closing date was 19 December 2025.

6. SUBMISSIONS

Below is a summary of the matters raised in the submissions, refer **Attachments B1 – B32**.

Public Submissions

Thirty-two (32) submissions were received from the public regarding this proposal.

Individual submissions are summarised thematically in the table below, with each submission provided in full at **Attachments B1 – B32**. Numbers in the right hand column indicate the number of times each theme was raised.

Issues Raised	Number
Impact on lifestyle/residential amenity <u>Summary</u> <ul style="list-style-type: none">• Development will worsen existing noise impacts upon nearby residences• Site users will utilise Seale Street, which is a narrow residential street, to the detriment of local residents	20
Impacts on Bundilla Beach/local amenity <u>Summary</u> <ul style="list-style-type: none">• The proposed City of Darwin caravan park within the Bundilla Beach Reserve was rejected due to public outcry• Bundilla Beach Reserve, including its walking and cycling routes, would be negatively impacted by this development through increased utilisation	10
Noise impacts <u>Summary</u> <ul style="list-style-type: none">• Noise impacts from the development will adversely impact nearby residences. Noise may be generated from late night socialising, vehicles arriving, departing and navigating the site,	16
Waste impacts <u>Summary</u> <ul style="list-style-type: none">• Concerns around how waste from the development will be managed• Risk of contamination from grey or black water spills on Bundilla Creek• Risk that odours from a dump point may reach nearby residences• Potential re-use of greywater on-site is not good practice	13
Light impacts <u>Summary</u>	12

Issues Raised	Number
<ul style="list-style-type: none"> Light impacts from the development will adversely impacts nearby residents. Light impacts may be generated directly from site users, and from additional vehicle movements (i.e. headlights) as vehicles travel to and from the site 	
<p>Increase risk of crime/anti-social behaviour</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> Safety concerns for nearby school students (Darwin Middle School and Darwin High School) from introducing a transient population into this area A commercial development will increase the risk of property crime in the area 	3
<p>Lack of existing infrastructure</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> Existing stormwater management issues will be exacerbated Lack of general infrastructure to support this development 	11
<p>Pedestrian safety impacts</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> Increase in vehicle movements increase the risk of vehicle/pedestrian conflicts in the area Nearby footpaths are used by students attending Darwin Middle School and Darwin High School 	15
<p>Wider road traffic impacts</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> Area already has existing traffic issues in the area, which will be exacerbated by this development Of note, is the usage of Seale Street as an alternative way of travelling from Conacher Street to Darwin City/Stuart Highway Local roads are not suitable for RVs or vehicles towing caravans 	27
<p>Lack of space on-site for an RV to park when arriving</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> Lack of room for a vehicle to park while accessing the site (i.e. lack of waiting bays) 	1
<p>The application does not adequately detail how the RV park will be managed (including capacity, waste, traffic, waste, pets etc)</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> Lack of detail around the traffic impacts Lack of detail around how waste (human and general waste) will be managed 	8

Issues Raised	Number
<ul style="list-style-type: none"> Lack of detail around how visitors will book/access the site; any restrictions on duration of stay, or how this will be enforced; how anti-social behaviour will be dealt with Lack of detail around what vehicles will be acceptable; and how RV/caravans will be able to navigate the on-site access ways 	
<p>Application does not adequately detail what is proposed, or its merit</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> Application will not positively contribute to social and community issues, such as illegal camping, antisocial behaviour or iterants Application mischaracterises the site – no known issues of illegal camping for example 	6
<p>Lack of proposed on-site facilities</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> The application relies upon site visitors being completed self-sufficient, however, not all vehicles have their own laundry/toilet facilities. Relying upon public facilities or those available at other local clubs is impractical 	4
<p>Incompatibility with the NTPS2020</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> A caravan park is inconsistent with the current zoning, and contrary to the relevant zone outcomes A caravan park is inconsistent with the Darwin Inner Suburbs Area Plan, and its relevant objectives Intensification of commercial uses within a residential suburb is poor outcome Application will reduce the amount of land Zoned OR that is available for Zone OR purposes Approval of this application would undermine the NT's planning system Development is for a commercial land use, and additionally one that is not ancillary to the primary use of the site 	15
<p>Commercial benefits are not substantiated</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> Site users will likely self-cater, reducing any benefits for local clubs 	2
<p>Development financials aren't sound</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> The application does not detail how the development will be financed, especially in regard to proposed staging 	1
<p>Impact CBD hotels</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> Development will adversely affect the operation of hotels in Darwin City 	6
<p>Loss of vegetation/open space</p>	2

Issues Raised	Number
<p><u>Summary</u></p> <ul style="list-style-type: none"> • Development will remove the amount of open space in the area, and reduce the potential for significant shading • Will contribute to the gradual erosion of remaining green spaces in the area 	
<p>Lack of community benefit</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> • The application may benefit local clubs at the expense of local residents • Local public facilities are well utilised. New developments should consider building public facilities to contribute to local amenity 	5
<p>Lack of justification for this being an exceptional development</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> • The application's reliance on the financial benefit to the applicant does not constitute planning merit 	2
<p>Will be used for long term accommodation</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> • Development may attract long term residents, which will have an adverse impact on local services, such as schools 	2
<p>Property value impacts</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> • This type of development will adversely impact on local property values, and rental desirability of Fannie Bay 	9
<p>Lack of consultation</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> • Darwin Bowls Club should have completed consultation with local residents prior to lodging this application 	9
<p>Lack of endorsement for application from Larrakia Nation</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> • No details around any engagement with any Indigenous organisations 	1
<p>Local precedent for RV parks</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> • This development has already been found unsuitable in this area 	7
<p>Will create a precedent for other development in coastal land</p> <p><u>Summary</u></p> <ul style="list-style-type: none"> • Approval would create a precedent for development of the vacant coastal land within Fannie Bay, which is contrary to community expectations 	1
<p>Use will complement local businesses</p> <p><u>Summary</u></p>	1

Issues Raised	Number
<ul style="list-style-type: none"> Increased diversity of land uses in this area will contribute to local accommodation options, which would benefit local clubs 	
Impacts are consistent with the planning scheme <u>Summary</u> <ul style="list-style-type: none"> Development is consistent with the objectives of the Town Plan 	1

Petition submission (Attachment B33)

A public petition was received for this application. At the time the public exhibition of this application closes, there were 151 signatures (37 who provided a physical signature, and 114 through a digital format). As of 21 January 2026, the petition representative provided an updated petition, which listed a total of 174 signatures (37 who provided a physical signature, and 137 through a digital format). It is noted that some individuals who supported this petition also made their own submissions.

The petition raised the following concerns regarding the application:

- Very recently, the Darwin City Council proposed a similar Caravan / RV / RV Park at Bundilla beach nearby – there was overwhelming public opposition, and the proposal was deemed unsuitable for the area. This new development application will give rise to the same concerns.
- Massive increase in traffic congestion, noise and light affecting nearby homes
- Significant issues with waste management and environmental concerns
- Destroys the residential and coastal character of Fannie Bay
- Serious child-safety concerns – very close to Darwin Middle and High Schools
- Proven negative impact on property values for surrounding areas
- Sets dangerous precedent for remaining coastal land
- Far better alternative sites exist outside residential areas
- We have concerns for the serious lack of community consultation and timing for this application.

Service Authority Submissions (Attachments B34 to B37)

Submissions received from Service Authorities are summarised in the table below.

Service Authority	Comments
Power and Water Corporation (PWC) Power Services (Attachment B34)	<ul style="list-style-type: none"> Lot 5437 is currently provided with limited power supply capacity from overhead Substation 1911 on Conacher Street. The Proponent (Darwin Bowls and Social Club, DBSC) shall engage a licensed electrician to investigate and decide the suitable power supply point and new Mains Switchboard for the proposed development; Submit a revised AS-3000 maximum power demand calculation; and Submit a Negotiated Connection (NC) application

	<p>under Australian Energy Regulator (AER) compliance process for PWS's assessment on power supply capacity upgrade works.</p> <ul style="list-style-type: none"> The engaged electrician shall carry out customer's internal electrical reticulation upgrade works in accordance with PWC's current NP018 Service and Installation Rules 2024 and NP010-Meter Manual.
<p>PWC Water Services (Attachment B35)</p>	<ul style="list-style-type: none"> The developer may need to upgrade the existing water and sewer service and should contact Services Development prior to start of construction The developer is advised to engage a PWC Accredited Hydraulic consultant for design of water and sewer servicing No works on the dump point sewer connection is to commence prior to written approval from PWC Prior to commencement of Stage 3, PWC request to review the effectiveness of the discharge controls The developer must ensure that; a) Backflow prevention is installed at the water service in accordance with AS/NZS 3500.1 – Plumbing and Drainage - Water Services; and b) Where applicable, the device is tested annually in accordance with AS/NZS 2845.3 field testing and maintenance of testable devices Full lot fire coverage cannot be achieved from existing hydrants. Internal firefighting arrangements must be made to the satisfaction of NT Fire and Rescue Service. An internal break tank maybe required for firefighting, as direct pumping from PWC water mains is not permitted. PWC recommends that the developers' hydraulic consultant confirm internal firefighting requirements with PWC prior to the development, so that flow capability can be adequately assessed.
<p>NT Fire and Emergency Services (Attachment B36)</p>	<ul style="list-style-type: none"> Advised there are no objections to the application However, the applicant must note the requirements of Section 12 of the Fire and Emergency Regulations 1996 relating to Accommodation Parks are to be complied with. All associated building works are required to comply with the National Construction Code 2022, <i>Building Act</i> and Regulations 1993 (NT) and relevant Australian Standards.
<p>Development Coordination, Department of Lands, Planning and Environment (Attachment B37)</p>	<p><u>Land Management Unit</u></p> <ul style="list-style-type: none"> Due to the scope of the development and minimal earthworks being proposed, the Land Management Unit does not require an Erosion and Sediment Control Plan (ESCP) condition on the Development Permit. However, the Land Management Unit also notes the excessive slope across the site, and proximity to natural drainage lines, and reiterates the importance that erosion and sediment control measures are employed throughout the development stage in accordance with the standard ESCP Permit Note.

	<p><u>Heritage Branch</u></p> <ul style="list-style-type: none"> • No nominated, provisionally declared or declared heritage places or objects within the subject area • No known Aboriginal or Macassan archaeological places on the subject site. • The likelihood of unrecorded Aboriginal or Macassan archaeological places has been assessed as possible. There is a small risk that Larrakia and Tiwi Islander peoples may have used this site as a burial ground during the 19th and early 20th centuries. It is recommended that an unexpected finds protocol and site inductions for heritage are developed and implemented for this project. If archaeological materials are discovered over the course of the work, establish an exclusion zone around the site and contact the Heritage Branch immediately. <p><u>Environment Operations</u></p> <ul style="list-style-type: none"> • Based on the information provided, the proposal does not appear to trigger the licensing requirements of an Environment Protection Approval (EPA) under the <i>Waste Management and Pollution Control Act 1998</i>.
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Local Authority Submission (Attachment B38)

City of Darwin	Comments
(Attachment B38)	<ul style="list-style-type: none"> • Proposed development can support the Economic Development Strategy 2030 and Place and Liveability Plan 2050 by delivering community benefits, boosting tourism and economic activity, while adequately managing traffic, environmental and amenity impacts • Requested conditions relating to traffic impact assessment, stormwater management, dilapidation report, access arrangements, site construction management plan, works within the road reserve, landscaping, vehicular sightlines, works around easements, and signage.

Applicant's response to submissions (C1)

The applicant provided a written response to the comments and concerns raised within the submissions. This response was circulated on 5 January 2026 to all those who made a submission. This response acknowledged the concerns raised by public submitters, and provided clarity, and in some instances proposed management controls, around how the development would interact with local traffic, sewerage, safety concerns of the future site users, Crown lease, the NTPS2020, amenity impacts, property value impacts, public amenities, project financing, and ongoing park management.

No responses were received from the public submitters.

7. RECOMMENDATION

That under section 24 of the Act, the Planning Commission report to the Minister for Lands, Planning and Environment on the issues raised in submissions, issues raised at the hearing and any other matters it considers the Minister should take into account when considering the proposal.