

7. General Land Use Distribution & Zoning



# 7. General Land UseDistribution and Zoning

#### 7.1 General Land Use Distribution

The Municipality of Alice Springs has an area of 327 square kilometres, with the township comprising an area of 149 square kilometres. A number of key factors have influenced the form and shape of the town, including:

- Land capability topography, slope, soils, flooding, vegetation;
- Cultural factors cultural heritage, including registered sacred sites together with other physical features of high cultural significance; and
- Infrastructure and utilities major road and rail infrastructure.

The Northern Territory Planning Scheme identifies land use zones for the township. Within the established urban areas, land use zones typically reflect the existing use of land. In addition, a number of key sites have been zoned for Future Development. The existing land use zones are reproduced as Figures 7.1 and 7.2.

Figure 7.1: General Land Use Distribution (Overall Study Area)

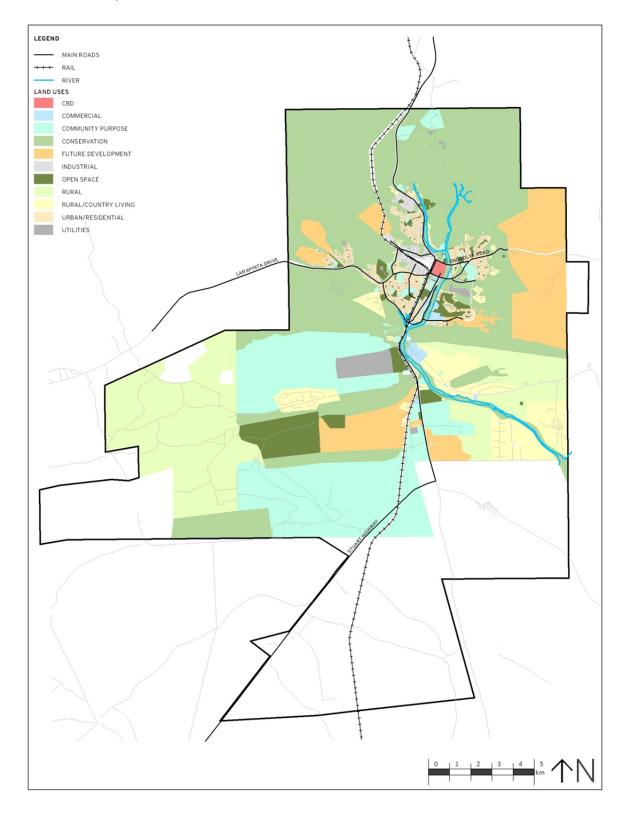


Figure 7.2: General Land Use Distribution (Township)



## 7.2 Alice Springs CBD

The CBD is the centre of most administrative, commercial/retail, tourism and leisure facilities, including:

- NT Government branches;
- 4 major banks with smaller financial institutions;
- Post office:
- CBD traders and speciality stores;
- 3 shopping centres, containing in total
  - 2 large supermarkets; and
  - 2 department stores (Target/Kmart).
- 2 small supermarkets.

A number of leisure facilities and tourist attractions and accommodation are also found in the town centre, including:

- cinema complex, Reptile Centre, art galleries; and
- tourist accommodation with a mix of motels, hotels and serviced apartments including recent additions Quest serviced apartments and IBIS hotel.

The former bowling club is also being redeveloped into a 75 unit residential project.

In September 2015 an eight storey development was approved on the vacant Melanka Site (Todd St). The approval provides for 170 dwellings, 85 room hotel and 110 place child care.

The Alice Springs hospital is located in the southern portion of the CBD.

Guidelines for the CBD and surrounding areas were introduced in the NT Planning Scheme, with essentially four distinct areas:

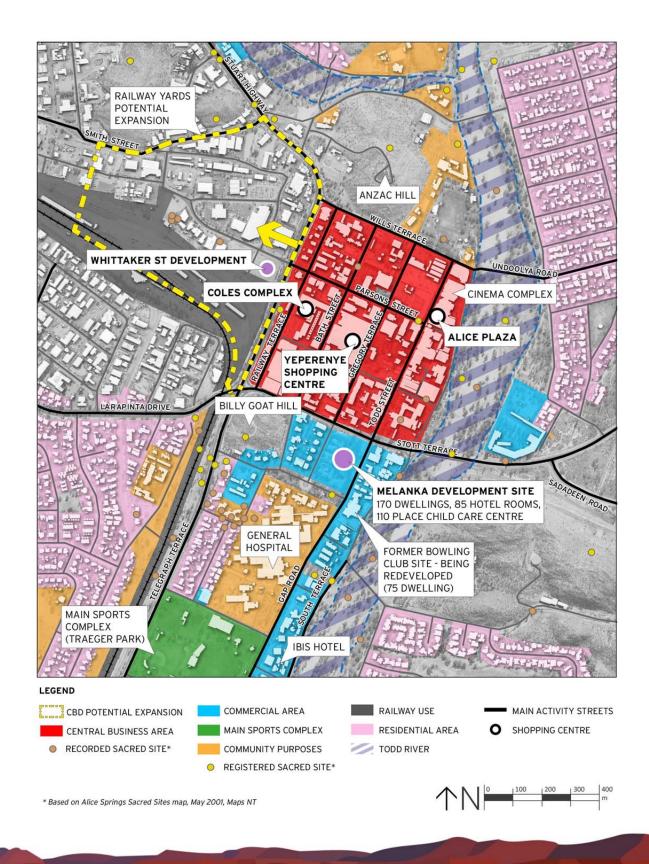
- Central Alice Springs Commercial Area (commercial and retail. Area zoned CBD);
- Anzac Hill/Todd River Area (tourism and conservation);
- Todd St Tourism (tourism and leisure); and
- Southern Area (health and residential),
   which includes the Alice Springs Hospital.

Figure 7.3 identifies the main land uses within the CBD and town centre.

Dwellings are located in the southern portion of the CBD. Dwellings are primarily in the form of single dwellings at low densities (mostly between 700 and 1,000 square metres).

Dwellings more centrally located in the CBD and adjacent to the hospital are typically of a higher density with lots between 500 and 700 square metres in area (refer Figure 7.3).

Figure 7.3: Key CBD Features



The area west of the CBD is dominated by the existing railway yards, together with large format/service trade style development. This area has previously been identified for possible future expansion of the CBD, pending relocation of the existing railway yards.

This potential expansion of the CBD to the west is identified in the NT Planning Scheme. The expansion is envisaged for future commercial, service commercial and industrial development and a potential transport interchange.

Any further expansion of the CBD will need to be carefully considered, as the provision of additional retail and commercial activity outside the CBD compromise the intent of the recent Amendment to the NT Planning Scheme, which increased densities and heights in the CBD Zone.

Arguably expansion of the CBD into this western area should be limited to large format activities which are unlikely to contribute to the vibrancy and activation of the CBD. Small scale retail/commercial would potentially detract from the viability of the existing CBD.

The NT Government has recently released an 18,000 square metre site on Whittaker Street (refer Figure 7.3), with the intent to facilitate a mixed use commercial development.

#### **KEY CONSIDERATIONS**

- need to ensure long-term primacy of CBD/town centre;
- desire to encourage viability and vibrancy of CBD:
- promote activation of Todd River and relationship with the areas east of the river;
- promote pedestrian friendly environment;
- provide policy pre-conditions to encourage mixed use development and an intensification of residential activity within the CBD.

#### 7.3 Residential

The principal residential areas of Alice Springs are located north of The Gap.

Residential development is primarily in the form of single storey dwellings. Pockets of medium density units and residential flat buildings are scattered through the urban area, with most located in close proximity to the CBD.

Generally the density across the township is low, with average lot size ranging from 875 to 1,190 square metres.

Table 7.1 and Figure 7.4 identify the average residential allotment sizes by suburb.

Table 7.1: Average Lot Size by Suburb

Area/suburb	Average Lot Size (square metres)
Araluen	941
Braitling	906
Gillen	932
Gap	898
Desert Springs	925
East Side	1,189
Larapinta	883
Mount John's	965
Sadadeen	876

#### **KEY CONSIDERATIONS**

- market demand for infill development is not likely to be high and as such infill will not be a key source of additional housing supply;
- the potential future aging of population could see additional demand for retirement living which would benefit from proximity to the CBD.

Allotments below 500 square metres are rare and comprise small pockets of housing in Araluen and Gillen.

Figure 7.4: Average Lot Size by Suburb



## 7.4 Community Living Areas

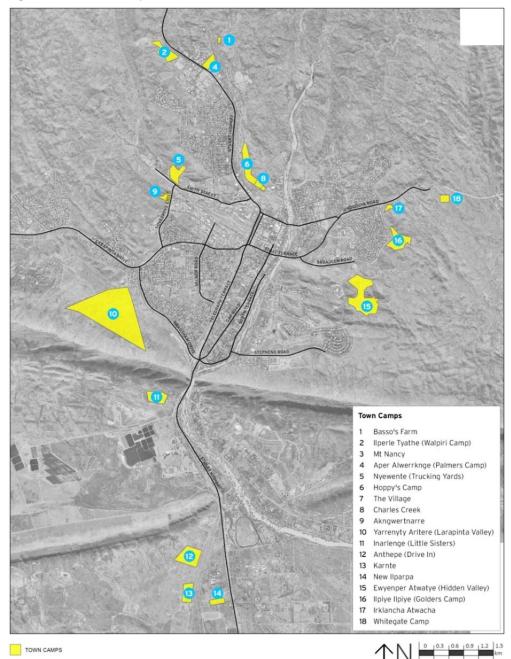
Town camps are referred to under the NT Planning Scheme as Community Living Areas.

Community Living Areas are small Indigenous living areas that have been excised from pastoral leases.

Figure 7.5: Town Camps

Community Living Areas include short term accommodation (hostels) for the Indigenous community, which are distinct from town camps and managed by Aboriginal Hostels Limited (AHL).

A total of 18 community living areas are located within or adjacent to Alice Springs, as identified by Figure 7.5.



All community living areas are comprised of distinct indigenous communities based on language and kinship.

An area located south-east of the township, Amoonguna, is also zoned Community Living. It is within the MacDonnell Council Area and is included within the extent of the Alice Springs Regional Land Use Plan (Amoonguna Aboriginal Land Trust).

The ABS estimated the population of town camps to be 881 in 2011<sup>10</sup>. The accuracy of this estimate is unknown, for three main reasons:

- a high level of mobility in Indigenous residents;
- a high level of visitation to town camps
   (30% may be used as an indicative value<sup>11</sup>); and
- the occupancy of dwellings may be underestimated.

The 2007 'Intervention' included the establishment of additional Town camp housing (with provision of temporary accommodation) and general upgrades to services.

The Tangentyere Council is responsible for the maintenance of the town camps and manages the delivery of municipal services.

The Central Australian Affordable Housing Company (CAAHC) is a not for profit company established by the Tangentyere Council.

Its aim is to develop town camps into economically, environmentally and social sustainable communities, by:

- providing responsive housing management services to the town camps;
- growing the supply of affordable rental housing for low income households; and
- improving the quality and quantity of supported housing for people with complex needs.

It is important to note that there is considerable variability in respect to the condition, density of population and future capacity within each Country Living Areas. It is not possible to generalise. For the purposes of this Background Information Report, it is assumed that the Town Camps will not provide any significant additional housing supply. Whilst some additional supply may be achievable, future planning should not be reliant on the Country Living Areas as a source of land supply.

<sup>&</sup>lt;sup>10</sup> ABS Census of Population and Housing – Counts of Aboriginal and Torres Strait Islander Australians, 2001, code 2075.0, issued 2012

<sup>&</sup>lt;sup>11</sup> Tangentyere Council

#### 7.5 Commercial/Retail

Most commercial uses are concentrated within the central part of the township, in and around the CBD. As previously mentioned, three shopping centres are found in the CBD area.

As shown on Figure 7.6, only a small number of commercially-zoned areas exist outside of the CBD/Gap area. These include:

- a shopping centre which includes an IGA exists at the eastern extremity of the Larapinta
   Valley. It has capacity to be expanded;
- other small-scale supermarkets (IGA) of areas between approximately 300 and 1,000 square metres, exist in Gillen, Braitling, Sadadeen, and East Side;
- other pockets of commercial land exist in Araluen and the Gap providing for convenience shopping;
- a gap seems to exist in Mount John's Valley; and
- a couple of parcels along the eastern side of the Stuart Highway, north of the township, which are used for office or light industrial/service commercial uses.

Other commercial/retail uses may be found in areas zoned Tourist Commercial, near or within key tourist accommodation (hotels, Big 4 Holiday Park), the Alice Springs Convention Centre and Lasseters Hotel Casino.

Retail activity is also found outside of existing commercial/tourist commercial zones, primarily in the form of larger scale home improvement businesses (Bunnings, Stratco, Home Timber & Hardware, Harvey Norman home improvement complex).

The floor space occupied by major retailers, which includes the above hardware stores and department stores (Kmart, Target) equates to over 30,000 square metres, or nearly a third of the total retail floor space in Alice Springs.

Approximately 12,500 square metres of supermarket floor space exists, the majority of which is represented by Woolworths and Coles in the CBD.

A lack of quality specialty retailing is apparent in most suburban centres, despite a reasonably well distributed provision of small-scale supermarkets north of the Gap.

The CBD provides a level (nearly 65,000 square metres), type and mix of retail commensurate with the size of the catchment population. Based on an ERP of 28,667, the overall retail floor space in the township (approximately 100,000 square metres) represents a rate of 3.5 square metres per capita, as compared to a rate of 2.2 Australiawide. This higher rate is reflective of the regional role of Alice Springs.

A number of retail tenancies are vacant both within the CBD and some suburban centres. This indicates potential for new retail/commercial development within existing buildings. In addition, some centres are underutilised, with potential expansion opportunity within zoned boundaries. Importantly, the NT Planning Scheme provides significant potential for intensified commercial development within the CBD.

Based on the analysis undertaken, which is supported by the absence of any notable proposals/queries by key retailers, the existing supply of retail and commercial premises is considered to be in balance at this stage. In other words there is no apparent deficiency in land zones for retail/commercial purposes.

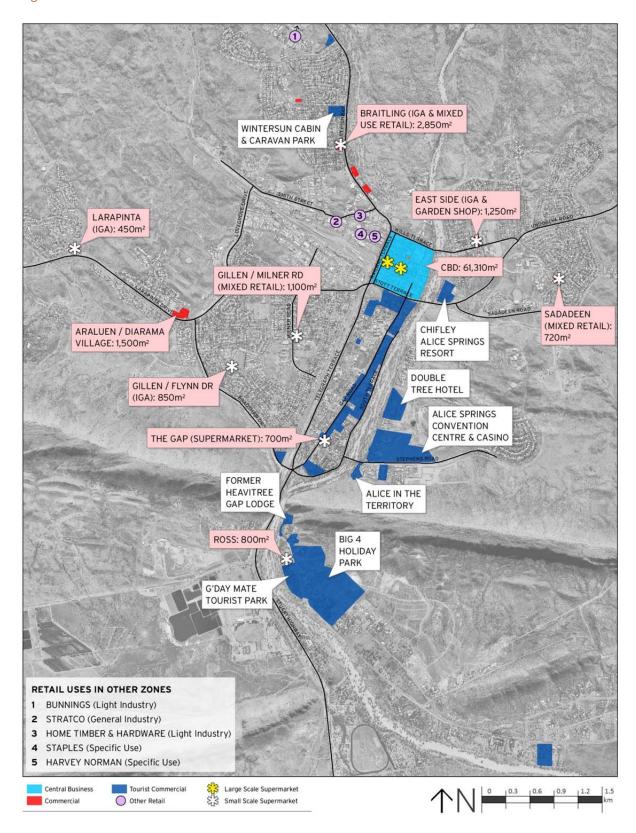
Table 7.2 Existing retail floor space<sup>12</sup>

Total floor space	101,615 m <sup>2</sup>
Todd Mall	29,565 <sup>2</sup>
Shopping Centres	32,600 2
Total CBD	64,100 2
Large scale home improvement businesses	31,020 2
Supermarkets	12,530 2

Notwithstanding existing capacity within the CBD, and some suburban centres, additional opportunities (zoned land) will be required to provide commercial and retail activities which are accessible, particularly in order to support a future population threshold of 40,000 persons.

Does not include petrol filling stations or retail contained within tourist accommodation

Figure 7.6: Commercial/Retail Zones



The Shopping Centre of Australia identifies average retail floor space in Australia is approximately 2.2 square metres per person. Given a current ERP of 28,667 persons, a theoretical gross demand for approximately 7,332 square metres of additional commercial floor space will be generated for a population of 32,000 persons, and another 17,600 square metres for a population of 40,000 persons.

Table 7.2: Projected Retail Floor Space Demand based on Future Population Thresholds

Population threshold	28,667	32,000	40,000
Floor Space	101,615	+7,332	+24,933
	sqm	sqm	sqm (total)

These are theoretical numbers, noting that Alice Springs already has a retail floor space supply per capita well above the Australian average. The theoretical projected demand is a gross calculation with the actual demand potentially captured by the existing retail offering.

As the population grows there will be proportional demand for additional floor space across all retail sectors (ie food v non-food v bulky goods).

While the primacy of the Alice Springs CBD should be retained and reinforced, Alice Springs lacks walkable local centres which provide a variety of offerings to meet the needs of local communities, especially the future population located south of the Gap.

In major cities, neighbourhood centres typically service catchment populations of between 5,000 and 10,000 people.

Local centres typically accommodate smaller scale supermarkets of 1,500 square metres or less, with the primary focus of servicing adjacent residential areas.

The catchment for both kinds of centres is usually determined by those people living within walking distance of the centre.

Future centres external to the CBD should not unduly impact on the role and function of the CBD. They should primarily focus on servicing daily shopping needs, rather than higher order retailing.

A supermarket traditionally ranges from 1,000-1,500 square metres in floor area (Aldi, IGA) to an average of 3,000 square metres (Woolworths, Coles)<sup>13</sup> in floor area.

Smaller scale supermarkets, including IGAs, are found in Alice Springs. Such supermarkets fit into the category of servicing daily needs.

It is noted that the Area Plan for Kilgariff identifies the potential for future centres, based on the concept of walkable and sustainable communities. Whilst this approach is commended, a key challenge will be for such local centres to be established and prove to be viable, given the low density residential catchments likely to surround the future centres.

<sup>&</sup>lt;sup>13</sup> Urban Taskforce Australia

Consideration could be given to promote a larger centre south of the Gap, to accommodate not only additional retail and commercial activities, but also future community services.

It is expected that approximately 1,800 dwellings will be ultimately developed in Kilgariff. At the existing occupancy rate of 2.6, this yield equates to a future population of 4,680.

Given that community uses such as a primary school should also be provided in Kilgariff, and also considering the proximity to the airport, there should be sufficient demand for a neighbourhood centre of approximately 10,000 square metres in Kilgariff, when it reaches full occupancy.

This could include a small scale supermarket and potentially a few other mixed retail uses.

The viability and vibrancy of the suburban centres is likely to remain challenged given the very low density of development within the catchment area for each centre. Additional floor space and/or a more diverse range of offering is only likely to be sustained should densification of the catchments occur in the future.

#### **KEY CONSIDERATIONS**

- promotion of sustainability and walkability of existing and future residential areas by providing adequate levels of commercial and retail land to meet local demands;
- retention of the CBD as the primary service centre:
- the provision of services and facilities for future residents south of the Gap.

#### 7.6 Industrial

At present, all land zoned for Industry is strictly confined to the north of the township, including:

- along both sides of the new section of the railway line; and
- along both sides of the Stuart Highway

Key industrial uses mainly consist of light/ service industry, warehousing and retail showrooms, including:

- vehicle repair shops and fuel distributors;
- car and truck dealers and hires;
- transport depots;
- food manufacturers;
- bulky goods outlets;
- service providers such as building, engineering, plumbing etc;
- Alice Veterinary Centre; and
- a number of food and beverage businesses, presumably mainly catering for local employees.

Analysis indicates that there currently is a total of nearly 200 hectares of zoned industrial land in the Alice Springs Region, as identified by Table 7.3.

Table 7.3: Light and General Industry Land

Zone	Industrial Land	Vacant
Light industry	100.23 ha	
General Industry	95.22 ha	7.8ha
Total	195.45ha	7.8ha

Approximately 8 hectares of land is vacant/undeveloped, however is potentially constrained due to the presence of sacred sites, in particular Lot 8064. As shown on Figure 7.7, there is little capacity for industrial land to expand at this stage.

There is therefore an apparent lack of supply of industrial zoned land. There is a potential need to identify additional land in order to develop industrial uses, particularly in the transport and logistics and heavy industry sectors.

Potential land for industrial development has mostly been identified south of the Gap at the Brewer Estate (draft Master Plan), Arumbera (Area Plan) and airport sites.

Preliminary master planning has been commenced on the Brewer Industrial Estate, where a transport hub including a railway spur line for intermodal activities are nominally identified as a key component.

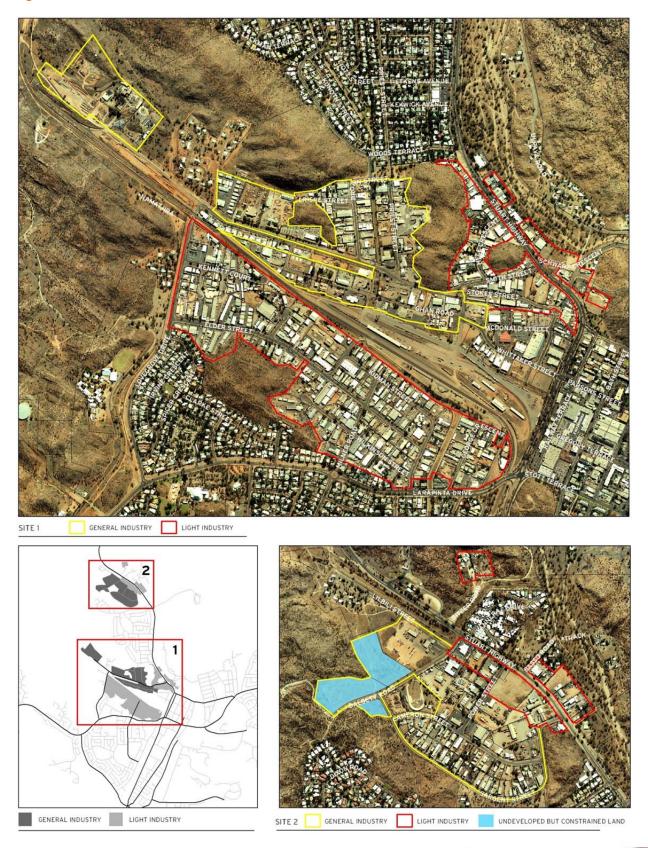
An area plan for Arumbera has been included in the NT Planning Scheme, which also envisages the development of a railway spurline.

As identified by the draft master plan, the Alice Springs Airport is also proposing to develop portion of the land for industrial uses.

### KEY CONSIDERATIONS

- Alice Springs airport is a potential long term area for industrial activities;
- need to progress the detailed planning of the Brewer Estate and Arumbera;
- need to increase the area of land zoned for industrial purposes.

Figure 7.7: Industrial Areas



## 7.7 Rural Living

Existing rural lifestyle areas contribute to the supply of housing in the Alice Springs Region.

As shown on Figure 7.8, rural lifestyle development in the Alice Springs Region is characterised by large lots averaging around 2 hectares in area in a rural setting where reticulated services are generally limited to a power supply.

Three main Rural Living and Rural Residential areas are found south of the Gap, two of which along the Todd River corridor and the remaining one in the Ilparpa Swamp Protected Area.

Another area occupied for rural living is located just west of the Ilparpa Swamp Protected Area.

This land, known as White Gums, is currently within the Rural Zone. This large parcel of rural land has the potential to eventually be integrated within the township and accommodate rural living or residential uses in the future.

The low to very low densities (O.4ha minimum lot size in Rural Residential; 2ha in Rural Living) are attractive to a segment of households in the community, however the very low densities are a relatively inefficient use of land, placing pressure for further expansion of other locations to accommodate growth. This can be at odds with the natural and orderly expansion of the township.

Table 7.4 identifies the area of land zoned for Rural Residential and Rural Living together with the number of lots contained within. The resulting yield per hectare is very low as compared to the yield attained from the residential zones.

Notwithstanding the above, the supply of land within the RR/RL zones appears limited.

Table 7.4 Existing rural living/residential supply

Type of land	Land	Lots	Lots/HA
RR/RL	1,420ha	404	0.3
(incl. White Gums)			
Residential balance	453ha	6,146	13-14

A 264-lot subdivision for conventional residential (i.e. less than O.4ha), know as Coolibah Tree Estate, has been approved, taking up half of the only Rural Residential zoned land in Alice Springs.

The balance of the Rural/Residential Zone (i.e the portion not forming part of the Coolibah Tree Estate) has the potential to accommodate approximately 20-25 additional Rural Residential allotments.

Rural Living Zones are also seemingly close to being fully developed and it is noted that rural living allotments have been developed outside of RL/RR zones (White Gums).

Noting that approximately 6% of the existing residential supply consists of rural living/residential allotments, it is expected that a further 245 allotments are likely to be in demand as the population grows to 40,000 people. Options for land to be rezoned to Rural Residential/Rural Living should therefore be investigated.

Potential locations, as identified on Figure 7.8, include:

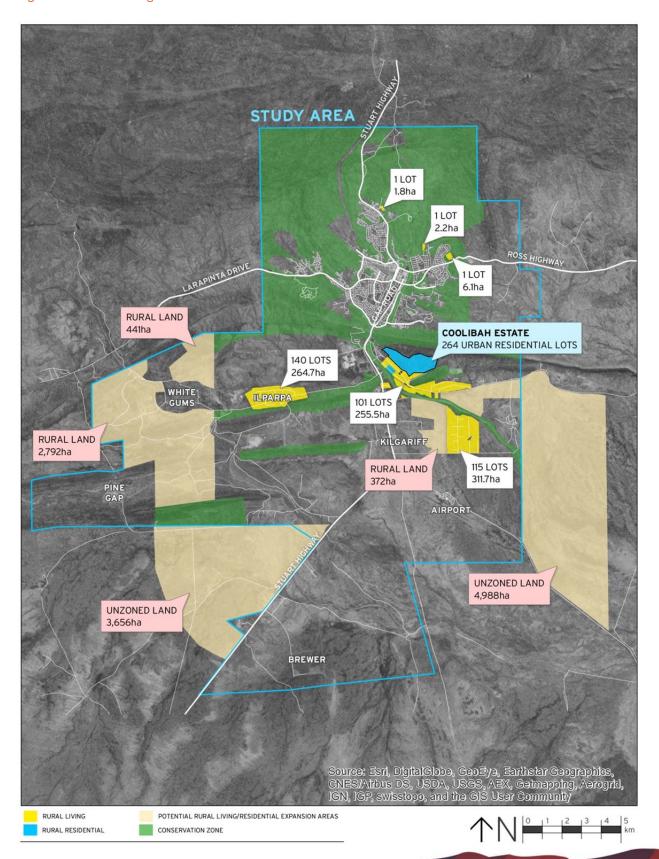
- existing rural pockets located south of the Gap between the airport and the Ranges;
- rural land located west of the township; and
- potential land located outside of the municipal boundaries.

Investigations should consider the impact of rural living and/or rural residential on productive land, natural and environmental assets and character. Implications of potential industrial developments, such as the Brewer Estate, on residential uses should also be taken into account.

#### **KEY CONSIDERATIONS**

- should opportunities for a choice of lifestyle in terms of lot size and access to services be encouraged?
- potentially investigate opportunities for new rural living and residential land within or out of the township;
- provision of appropriate buffers between different residential localities to maintain and enhance the amenity of established areas and protect the natural environment.

Figure 7.8: Rural Living Areas



## 7.8 Conservation and Open Space

The township is surrounded by land zoned Conservation, which comprise a mix of national parks and undeveloped Crown land.

Conservation areas include:

- Telegraph Station;
- Olive Pink Flora Reserve:
- Alice Springs Desert Park;
- Yeperenye/Emily and Jessie Gaps Nature
   Park;
- Ilparpa Swamp Wildlife Protected Area;
- Joint Geological / Geophysical Reserve;
- Heavitree Gap/Police Station Historical Reserve: and
- Tjoritja/West MacDonnell National Park.

Approximately 1,500 hectares of open space were identified within the Alice Springs municipality, of which only 200 hectares are Council-owned and/or managed.

50 hectares of park land and public open space also exist within the township catchment, much of which relates to the Todd River corridor (28ha).

The River corridor is zoned Conservation and traverses the central portion of the township. Flooding implications are discussed in Section 8 of this report.

Portion of Sadadeen South, which has been identified for growth, is also zoned Conservation.

A number of rural living / residential dwellings have been developed along the Todd River

corridor or the Ranges, which appear to be very desirable areas for living purposes.

Whilst the Conservation Zone only allows for limited development, opportunities may exist for additional forms of residential or tourist uses which have minimal impacts on protected areas or productive land, and also take into account flooding hazards where relevant.

In New South Wales for example, the Environmental Living zone applies to land with special environmental or scenic values, where residential development can be accommodated.

This zone has been applied where there are a combination of environmental or risk factors, such as the presence of threatened ecological communities, areas of biodiversity and riparian value, scenic values or bushfire evacuation risk that make the protection of the values of the land impractical under a standard residential zone.

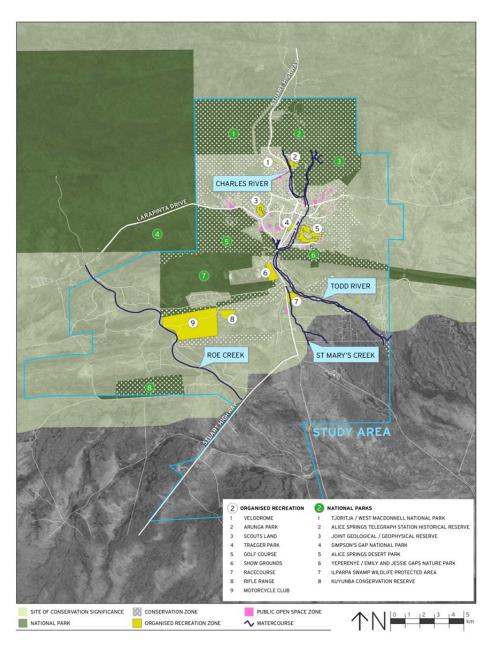
This would typically encourage self-sufficient dwellings that:

- maximise the use of renewable energy sources and reduce the reliance on other traditional power sources;
- are built on larger lots, with a lower site coverage and higher proportion of vegetation; and
- do not expect to rely on transport infrastructure or any form of services.

Examples of developments in NSW include primary and secondary dwellings, eco-tourist facilities and bed and breakfast accommodation.

Further investigations would be required to ascertain the relevance and potential characteristics and location of low-impact residential development in Alice Springs.

Figure 7.9: Conservation Areas



#### 7.9 Recreation

Traeger Park is the main sports complex in Alice Springs and can host AFL and cricket events of international standards with a capacity for 10.000.

Anzac and Albrecht ovals area also significant open space/recreation areas for sporting purposes.

All Organised Recreation zones are Crown land reserve trusts.

As shown by Figure 7.9, five significant areas are zoned Organised Recreation and include:

- the Velodrome;
- Scouts land:
- the Aquatic Centre/Traeger Park area;
- the Alice Springs Golf Club; and
- the Arunga Park Track.

All of the above are located north of the Gap.

A large parcel of under-developed land zoned for recreation exists just east of Araluen and is currently used by the Alice Springs Scout Group.

Three other areas zoned Organised Recreation exist south of the Gap and support the operations of:

- the Motorcycle Club;
- the Shooting Complex;
- the Blatherskite Showground;
- the Pioneer park Racecourse;
- the Finke Desert Race; and
- Central Australian Drag Racing.

Areas of Public Open Space land are scattered across the township and typically contain school ovals and other sport facilities.

## 7.10 Airport

On 1 April 1989, control of Alice Springs Airport passed from Commonwealth Government to the Federal Airports Corporation (FAC). It immediately commenced the construction of a new terminal building, which was commissioned in 1991.

In 1998, Airport Development Group (ADG) acquired a 50-year lease, with a further 49-year option for the three FAC controlled Northern Territory airports. ADG owns 100% of Northern Territory Airports Pty Ltd (NTAPL) and Tennant Creek Airport PL. NTAPL in turn owns 100% of Darwin International Airport Pty Ltd (DIA) and Alice Springs Airport Pty Ltd (ASA). ASA is the airport operator.

It is a largely undeveloped site, currently zoned "CA" and therefore not subject to any planning scheme controls. The *Airports Act 1996* however does require that a 20-year Master Plan is prepared and renewed every five years.

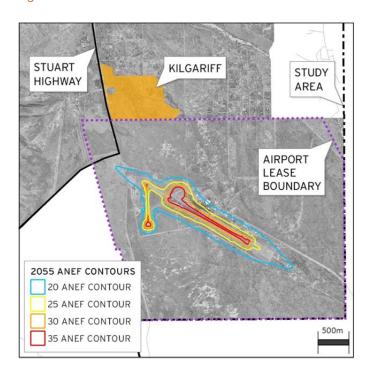
Three Master Plans have been developed since the privatisation of the airport. The previous 2009 Final Master Plan and the Airport Environment Strategy (AES) are valid until 5 August 2015.

A Preliminary Draft of the 2015 Master Plan has been prepared. The Master Plan envisages a range of various uses including:

- residential uses including short-stay accommodation:
- various commercial uses (office, large scale retail, cafes, warehousing);
- horticulture:
- a mix of high technology industry and industries that rely on logistical support; and
- air, road, and other transport-based industries.

The Australian Noise Exposure Forecast (ANEF) system uses contours to show where cumulative aircraft noise may adversely affect land uses. In association with Australian Standard 2021-2000 (AS 2021), it provides guidance for the siting and construction of buildings to minimise aircraft noise intrusion. The ANEF contours indicate those areas affected to varying degrees by aircraft noise.

Figure 7.10: ANEF Contours



ANEF contours for the Alice Springs airport are shown on Figure 7.10.

The contours are reviewed regularly, providing a guide to constraints that require further investigation in association with more detailed planning or evaluation of specific development proposals.

The Airports Act 1996 and the Airport (Protection of Airspace) Regulations declare prescribed airspace and give statutory protection from intrusion into this airspace.

The Alice Springs Airport Masterplan identifies the specific parameters that will also inform more detailed land use planning for sites in and around the airport or the evaluation of specific proposals.

## 7.11 Future Development Zone

The Future Development Zone is an interim zone confirming the future urban related use of land.

It supports the future expansion of the township by identifying opportunities for greenfield development.

Approximately 3,150 hectares of land are currently zoned Future Development.

Localities providing opportunities for both public and private development create synergies and the potential to improve the economic viability of providing the required major infrastructure.

FD Zones essentially include those areas that have been identified for potential future residential and/or commercial development:

- Undoolya;
- Abattoir Valley;
- Larapinta;
- Mt John's Valley;
- Arumbera; and
- Kilgariff (AZRI).

Area plans have been included in the NT Planning Scheme for the Kilgariff and Arumbera sites, providing preliminary development guidelines and design concepts.

#### 712 Defence

The Joint Defence Facility Pine Gap is an intelligence collection facility shared between the Australian and American governments.

The facility is located within Unzoned land, just outside of the municipal boundary, to the west of the town. It is only accessible via Hatt Road, off the Stuart Highway. Out of the nearly 4,000 people who work in the public administration and safety sector, approximately a quarter are employed at the Pine Gap facility.

The facility's Australian and American workforce and their families account for 4% if the Alice Springs population and make a significant contribution to the economy of Alice Springs.

A total of approximately 430 defence dwellings exist in Alice Springs.

#### **KEY CONSIDERATIONS**

 Pine Gap is located within unzoned land and is outside of the municipal boundaries.
 It should have minor impacts on the Alice
 Springs Regional Land Use Plan.