



**MICHELS WARREN
MUNDAY**



Community Consultation Report



NORTHERN TERRITORY
**PLANNING
COMMISSION**

Kahlin Compound/Old
Hospital Site and Myilly
Point, including Flagstaff Park

*Above photos courtesy Donald Kendrick Collection, Northern Territory Government
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Executive Summary

The Northern Territory Planning Commission engaged Michels Warren Munday to consult with the community on two key sites at Myilly Point and the Old Hospital/Kahlin Compound site.

The NT Planning Commission prepared a conceptual plan that incorporated community views from previous consultation on the former Kahlin Compound and Old Hospital site and Flagstaff Park on Myilly Point. These outcomes were reviewed in light of an aspiration by government that any development be economically viable.

Consultation sought feedback from a range of targeted stakeholders and the general public on a concept plan to develop both sites as a new destination precinct.

The consultation goal was to listen to the views of a wide range of stakeholders, residents and general public to help inform a land use and master plan that unlocks the potential of these special sites, with broader community acceptance. Feedback during the consultation was wide and varied and influenced by people's association and proximity to the sites. The consultants used 'values' to help gauge what would and would not be acceptable.

Consultation

The consultants proactively approached stakeholders most impacted by the proposal, in particular neighbouring residents, and those with special knowledge or a strong interest in the future of the site. To ensure the wider public had a chance to provide input, the consultants letter boxed nearby suburbs, there was extensive media coverage of the project and public notices placed in the *Northern Territory News*.

In total, 233 stakeholders provided feedback, with 108 submissions received. An Open Day attracted 128 people and the consultants had 25 face to face meetings with key stakeholders to gauge feedback on the plan, which included several visits to both sites.

Key stakeholders involved in the consultation included Friends of Kahlin, the City of Darwin, National Trust NT, Larrakeyah Action Group, Historical Society of the NT, Property Council of Australia NT Branch, Urban Development Institute of Australia, Environment Centre NT, Planning Action Network, Australian Institute of Architects and the Nursing Museum. Residents in Cullen Bay and Larrakeyah also provided feedback during the consultation. Despite extensive media coverage and public notices, there was less feedback from the broader Darwin public, although some attended the Open Day and provided emailed feedback.

Concerns

The Kahlin/Hospital site and Flagstaff Park are key areas in Darwin city that have been vacant for a long time. Residents have become used to seeing open space on the Old Hospital site after the buildings were cleared in 1998 and Flagstaff Park and area along Myilly Terrace are not well known or used by the broader community.

It was clear this was regarded as a special site with strong public ownership in its past and future.

Stakeholders expressed cynicism and fear about the planning process and an Expression of Interest process for the sites. There were fears the NT Government would rush a development that would detract from the area and intensify existing issues at both sites, including noise, crowding, traffic congestion, parking pressure and loss of views, amenity and impact on privacy.

The main concerns raised during the consultation included:

- density and height of residential development
- increased traffic adding to already congested streets
- additional parking issues
- any impact on the Myilly Point Heritage Precinct
- respect for historical connections to both sites
- impact on the views of existing residential developments

- the extension of Mitchell Street causing a 'race way' into Cullen Bay
- a sense of 'crowding' existing residential areas
- reduced access to escarpments and harbour views
- the proportion of public open space versus development
- the need to respect the amenity and property values of existing residents.

The table below shows the ranking of issues by people involved in the consultation.

• Issues	Events	Stakeholders distinct total	
Residential height	72	85	111
Parkland	66	94	120
Parkland	61	91	103
History	60	89	107
Residential height	60	64	72
Density	54	71	92
Kahlin Compound	54	64	89
Mitchell Street extension	52	80	101
Public open space	51	62	70
Old Darwin Hospital site	50	57	78
Additional traffic	49	74	98
Residential type	48	62	68
Views	47	58	66
Community ownership	45	74	84
Other	687	1115	1264
Total event search	221	181	300

Feedback

Most people who provided submissions or feedback gave conditional support for the concept plan, but only if certain key elements were changed and open for further discussion.

Based on a subjective rating of feedback, about 57 per cent of those engaged in the consultation supported the concept plan in general terms. Of these, eight per cent strongly supported the plan while 49 per cent supported the plan subject to key changes including the location and height of residential development and proportion of parkland. Five per cent expressed neutral opinions while 38 per cent were opposed to the concept plan: 25 per cent strongly and 13 per cent less strongly.

The consultants also explored people's values associated with the site in order to get a better understanding of what would and would not be acceptable to those stakeholders with the greatest interest in its future.

Residents value:

- sea views
- sunsets
- trees, the birds, the breezes
- privacy
- space
- the sense of this being 'Old Darwin'
- outdoor lifestyle
- natural feel
- place for kids
- sense of place – it's special

- jogging, walking and cycling.

There were a wide range of views, but some underlying themes emerged for each site. The table below summarises the key elements that would be acceptable for each site and the development overall.

Accepted Kahlin/Hospital site	Acceptable for Flagstaff/Myilly	Acceptable overall
<ul style="list-style-type: none"> • iconic building on the Kahlin/Hospital site, such as an interpretive centre, museum or art gallery • delay development of this site until a suitable iconic building is identified • day time café/restaurant with a view • low density development that reflects tropical, 'Old Darwin' style houses • pedestrian link to the Myilly Point Heritage Precinct • Kahlin Avenue to remain open to traffic 	<ul style="list-style-type: none"> • retain Flagstaff Park at the end of Myilly Point as public open space • preserve Nurses Walk • a small area of high quality but low density development • a low rise hotel below the escarpment that brings life back to Cullen Bay • retain natural landscaping 	<ul style="list-style-type: none"> • preserve views • development that brings new residents with the same values • development that preserves public access and escarpment and celebrates history • parklands to remain natural with open spaces, cycle and walking paths • commemorate all layers of history • pedestrian links to Cullen Bay, Mindil Beach, Botanic Gardens and Darwin CBD • protect significant trees • create a master plan for the site with consultation

Next steps

In general, people appreciated being consulted and were eager to see a copy of the final consultation report. While most understood this consultation was an interim step, there was cynicism about the next steps in the process. There was also some criticism that the concept plan was not detailed enough.

There were mixed views about putting a development proposal for both sites to an Expression of Interest, with some people agreeing it should be offered to one developer, while others wanted the Northern Territory Government to retain ownership of both sites, with lease agreements for an iconic building, parkland and housing developments.

There was strong agreement that a quality master plan was needed for the precinct, which would need to involve ongoing consultation in the form of working groups and design workshops with key stakeholders, and backed by prescriptive and enforceable conditions in the Expressions of Interest process.

Overview

The Northern Territory Planning Commission sought consultation with the community to gain feedback on a conceptual plan to develop two key sites at Myilly Point on the Darwin peninsula.

Minister for Lands, Planning and the Environment, Peter Chandler MLA, asked the Commission to re-examine the most recent plans and consultation for the former Kahlin Compound and Old Darwin Hospital site (Kahlin/Hospital) and Myilly Point, including Flagstaff Park.

Consultation on development options was particularly sensitive because of strongly held but divergent values by groups with the strongest interest in the future of the sites.

These values include:

- different layers of history on both sites
- cultural connection to the land
- the birthplace of many Territorians and local families
- the last remnant of 'Old Darwin'
- the last significant community owned site in Darwin central business district (CBD)
- panoramic views of Darwin Harbour, Cullen Bay, Mindil Beach and nearby botanic gardens
- premium land close to the city, beach and exclusive residential suburbs
- natural links to iconic sites around Darwin and the CBD
- a site where local Aboriginal people, both Larrakia and Stolen Generations, lived and worked.

Both sites have been vacant for more than 20 years and, while frequented by local residents, parts of them are now derelict with large expanses that are unused and vulnerable to illegal camping.

Previous plans treated each site separately and concept plans were developed for consultation in 2004 (Myilly Point precinct), 2008 (Old Hospital site) and 2009 (Flagstaff park).

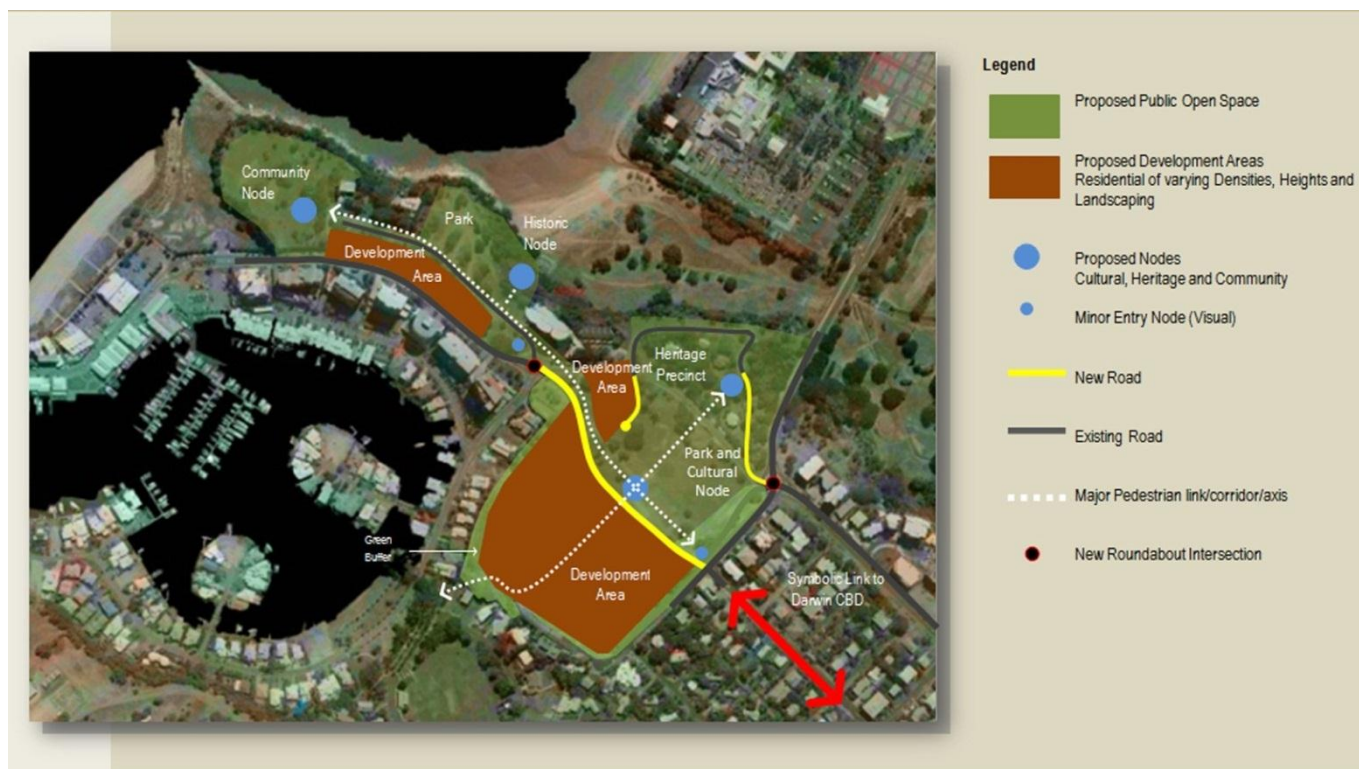
The key to this consultation was to recognise the feedback received during previous consultations for both sites and to acknowledge this consultation was an interim stage to provide feedback on a revised concept that would inform an Expression of Interest process and master plan for the area.

Concept plan

The Northern Territory Planning Commission reviewed the previous plans for both sites and prepared a concept plan that incorporates the community's views from initial consultation. However, the current government wants any development to be economically viable.

The new concept plan combines the three sites for the first time to create a linked destination to be included in one master plan, covering an overall Myilly Point precinct. The main features included:

- an expanded heritage precinct
- realignment of roads to link Mitchell Street to Kahlin Terrace and a new road around the Myilly Point Heritage Precinct
- low density development adjoining Lambell Terrace, a possible mix of between two to four storeys
- taller buildings (up to eight storeys is suggested) on the corner of the block near Myilly Towers, but avoiding any obstruction to the view from these units
- tall buildings (up to eight storeys is suggested) in a development area at Myilly Point, mirroring the density across the road but with views across parkland to Mindil Beach
- including large areas for community space at Flagstaff Park, Myilly Point and about 40 per cent of the Kahlin Compound and Old Hospital site which links to the expanded heritage precinct
- the potential for an iconic public facility, which was a frequent suggestion in previous consultation.



The main changes to the concept designs previously put to the public include:

- linking the development of the three sites
- an eight-storey residential component on Myilly Point, designed to mirror the level of development across the road
- a larger percentage of Medium Density (MR) and Multiple Dwelling (MD) residential development and potentially a retirement village at the Kahlin/Hospital site – changing from 20 per cent to about 60 per cent development with lower density nearer existing houses
- high rise residential on the Kahlin/Hospital site opposite Myilly Towers
- a new access road into Cullen Bay as an extension of Mitchell Street that will separate the residential housing from the public park
- joining the existing heritage precinct to the park on the Kahlin/Hospital site.

Feedback was also sought on which site would suit an iconic public building and whether a retirement village would be a suitable use on either site.

The main messages were:

- previous consultation has been taken account of in these concepts but changing times requires a fresh look at both sites
- any development needs to be both economically viable and respectful of the value and special nature of this site
- we are coming back with flexible concepts to see if they match the outcomes of previous consultation before proceeding to seek Expressions of Interest to do a master plan and develop the site
- we would expect development to reflect the outcomes of the recent Darwin City Centre Master Plan.

Background

Kahlin Compound/Old Hospital site

Locale

The Old Darwin Hospital site is 8.7 hectares and about 1.8 kilometres north-west of the Darwin CBD. It is defined by Kahlin Avenue on its northern boundary, Lambell Terrace on its eastern boundary and residential buildings on its southern and western boundaries.



This site is significant for most Territorians as many were born at the Old Darwin Hospital and it housed the Kahlin Compound for 25 years from 1913, until the compound was relocated to a house in Schultze Crescent.

The Old Darwin Hospital site is on the edge of the Darwin CBD giving it excellent views, breezes, pedestrian access to the beach and easy access to CBD facilities. It features pedestrian links to Mindil Beach, the adjacent Burnett Heritage Precinct, the Darwin George Brown Botanic Gardens and Cullen Bay. Currently the site is a grassed area containing some trees. Parts of the site are dilapidated, especially along the old road that ran around the back of the hospital and along former hospital houses.

The site is zoned Tourism Commercial (TC) to provide for uses or development servicing tourism, including commercial and residential activities. The site consists of lots owned by the Northern Territory Government and a road owned by the City of Darwin.

History

Kahlin Compound (*pictured right*) was established in 1913 on this Larrakia land to house Aboriginal people. Stolen Generation children were brought there from across the Territory.



Survivors of the Kahlin Compound endured some of the darkest times in the Northern Territory's history and many are now Darwin's oldest, prominent Aboriginal families. The compound was closed in 1938 following outrage at the living conditions and was taken over by the military.

Construction of Darwin hospital (*pictured right in 1980*) began on the 89-bed hospital on the Lambell Terrace site in 1941, which was bombed a number of times before it was rebuilt and then extensively damaged by Cyclone Tracey in 1974.



In 1980, the hospital moved to a new site at Casuarina. The old hospital buildings became a temporary home for the Larrakeyah Primary School and the predecessor to Charles Darwin University, before being demolished in the late 1990s.

Previous consultation

There was an unsuccessful bid in the late 1980s to turn the Kahlin Compound and Old Hospital site into a tourism and commercial development, with public protests at plans to demolish the four historic Burnett Houses now operated by the National Trust.

In 2008, the Northern Territory Government sought feedback on plans to develop the site into a public park with premier residential component on the north-eastern portion.

However, a 2009 financial feasibility study to test the demand for the high-end style residential development indicated the market place made it financially unviable and the project was deferred.



Flagstaff Park/Myilly Point

Locale

Flagstaff Park sits on the Myilly Point peninsula, about 2.1 kilometres north-west of the Darwin CBD. The 4.3 hectare site includes three private lots owned by the Paspaley family.

This site is defined by cliff edges on the northern, western and southern boundaries and adjoins Myilly Towers to the east. Views to the north are of Little Mindil Beach, while views to the west overlook Cullen Bay. To the south are residential towers with glimpses of the Cullen Bay Marina.



The site is made up of five separate lots including vacant Crown Land lots, three private lots and future sections of the City of Darwin's road reserves. The site is zoned 80 per cent Public Open Space (PS) to provide public areas for recreational activity. The remainder of the site is zoned Tourist Commercial (TC).

The original flagpole from Flagstaff House is still at the end of Flagstaff Park, along with remnants of an old garden and tennis courts, while the drive-ways of the original housing along Myilly Terrace are still evident. Access to Mindil Beach below is via a historical Nurses Walk which includes a staircase and path down the escarpment to the Little Mindil site.

History

The name Myilly Point first appears on a survey plan in 1914 when the area was divided into housing lots for senior public servants in 1913-15. It is assumed that the name Myilly comes from the Aboriginal word 'Maielli' and means 'stone place'. Myilly Point, originally known as Dead Horse Point, was a peninsula and housed a number of residential buildings.

In the 1930s an elevated home known as Flagstaff House was built to accommodate senior military staff on the portion of land at the tip of the Myilly Point peninsula, now known as Flagstaff Park (pictured right). Four pre-war houses were designed by renowned



architect B.C.G. Burnett and built in what is now the Myilly Heritage Precinct. They were used by the Commonwealth Public Service until they were almost destroyed by Cyclone Tracy in 1974.

The four houses – Magistrates House, Mines House, Burnett House and Audit House – were saved from demolition, restored and now operate as the National Trust headquarters and as commercial offices.

Three privately owned blocks on Myilly Point include a Harry Seidler designed house built by the Paspaley family in 1959. The strongly-built house survived Cyclone Tracy.

A path and staircase, now known as Nurses Walk, was in use, at least by the 1920s, to connect Myilly Point to Mindil Beach. It remains a main access to Little Mindil parkland at the bottom of the cliff.

Previous consultation

In 2009 a concept plan (*pictured below*) to develop Flagstaff Park on the Myilly Point peninsula received support from the community but the project did not go ahead.



Consultation process

The aim of the six-week consultation was to meet face to face with key stakeholders connected to the Kahlin/Hospital site and Flagstaff Park/Myilly Point as well as give residents and the wider public a chance to provide feedback.

The process of engagement should ensure that people most impacted or with the greatest interest in a development have genuine input into decisions. This meant proactively identifying and contacting many people and giving them a say in how they could provide input. At the same time, it was important to ensure the broader public was aware of the proposal and had a chance to provide feedback.

The intent was to build on previous consultation and get further input on a broad concept plan that would inform more detailed planning. It is intended that this conversation with stakeholders continues into a participatory master planning process.

Feedback should provide the decision-makers with insights that inform good decision-making rather than definitive answers. The rich feedback received for this exercise and passion with which it is given bring a gift of community knowledge, ideas and vision that should contribute to good outcomes for the site.

IAP2 Core Values

Michels Warren Munday is guided by the principles of good community engagement as outlined by the International Association of Public Participation (IAP2), which outlines a continuum of engagement based on people's level of interest and concern:

LEVEL OF ENGAGEMENT	PROMISE TO THE PUBLIC
Inform	We will keep you informed
Consult	We will keep you informed, listen to your concerns and provide feedback on how the public's input influenced the decision
Involve	We will work with you to ensure your concerns are reflected in the alternatives developed, and provide feedback on how the public's input influenced the decision
Collaborate	We will look to you for advice, ideas and solutions and incorporate those into the decisions as much as possible
Empower	We will implement what you decide
©International Association of Public Participation www.iap2.org	

IAP2 Core Values for the practice of public participation:

1. The public should have a say in decisions about actions that could affect their lives.
2. Public participation includes the promise that the public's contribution will influence the decision.
3. Public participation promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision makers.
4. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.
5. Public participation seeks input from participants in designing how they participate.
6. Public participation provides participants with the information they need to participate in a meaningful way.
7. Public participation communicates to participants how their input affected the decision.

Community engagement for the Kahlin Compound and Old Hospital site and Flagstaff Park Consultation was largely at the level of inform and consult. Ultimately, however, a higher level will be needed to create a master plan for both sites.

Engagement Goal

The engagement goal was to help inform a land use and master plan that unlocks the potential of these special sites, with broader community acceptance.

Consultation Manager

The consultants used Consultation Manager software to record comments, issues and the values of people involved in the consultation.

Stakeholders had the choice of indicating where they lived, and identifying whether they were residents or interest groups to show their relationship to the sites. Anyone who didn't provide this information or indicated they lived in broader Darwin was categorised as 'general public'.

Approach

The consultation started by making contact and informing both tenants and owners of buildings near the Kahlin/Hospital site and Flagstaff Park/Myilly Point sites, as well as the wider residents of Larrakeyah, Cullen Bay and The Gardens. People who had been involved in previous consultation who could add specialist knowledge were contacted and a media release and public notices announced the start of consultation for the wider community, followed by posts on Facebook pages of several media outlets and the consultants' Facebook page.

The consultants visited the homes of many people living nearby, who were generous with their time and insights. Properties adjoining the site were doorknocked and were given the opportunity to speak direct to the consultants, either at the time, a future time, or by attending the open day, which many people did.

All background information was placed on the NT Planning Commission's website and people were invited to make formal or informal submissions. Some were received on behalf of formal groups but many individuals wrote long submissions containing a mixture of information about the site's past and commentary on what could be done with it.

The Chairman of the Planning Commission, Gary Nairn, addressed key groups, including the City of Darwin and National Trust and attended a meeting with Paspaley Pearls Properties, who outlined in general terms their proposal for a hotel at Cullen Bay, below the escarpment.

Substantial time was spent talking to Larrakia people and Friends of Kahlin, including a meeting and site visits. Nearby residents walked us around the neighbourhood and showed us the places they regarded as special, including views, open space and trees.

Process

Previous consultation

The first step was to review the previous consultation for both Flagstaff Park/Myilly Point and the former Kahlin Compound and Old Hospital (Kahlin/Hospital) site.

The consultants were aware of the potential cynicism of stakeholders at being consulted, yet again, so project materials reflected how previous consultation feedback had been incorporated into the new concept plan, fact sheet and Frequently Asked Questions.

Key elements supported by the community in previous plans included:

- all elements of the design for this special place are to be sustainable and high quality
- natural landscaping, open space and existing trees to be elements of both sites
- options for a public building on either site
- residential development options should complement and reflect existing dwellings
- the potential for a retirement village on the Kahlin/Hospital site
- historic, cultural and community areas to recognise the historical significance of both sites

- maintaining access to Mindil Beach
- enhancing existing connections to Cullen Bay and Darwin George Brown Botanic Gardens and Darwin CBD
- exploring the best way to celebrate the history of both sites
- extending Mitchell Street and relocating Kahlin Avenue intersection as a main access and “gateway” to the Myilly Point precinct
- physically linking the existing Myilly Point Heritage Precinct to both historically significant sites.

It was also important to show that the different layers of history needed to be acknowledged as part of any development of these sites, so the consultants researched and summarised the histories written on both sites by well-respected historians Dr Mickey Dewar and Dr Samantha Wells. These summaries were included in a fact sheet and Frequently Asked Questions Sheet that also described the consultation process and concept plan.

Contact residents

Letters were sent to residents surrounding both sites in Larrakeyah, Cullen Bay and The Gardens inviting feedback, with direct letterbox drops to people bordering the actual sites. The fact sheet and letters were sent to several body corporates of apartment buildings as well as businesses in the Cullen Bay and Larrakeyah inviting feedback and advising of a proposed Open Day.

Letters and the fact sheet were also mailed to absentee owners of properties in these suburbs in recognition of the high rental rate, in order to give absentee property owners a chance to provide feedback. The consultants conducted a doorknock two days after the launch of the consultation to encourage residents close to the sites to provide feedback.

Involve stakeholders and broader community

The consultation was officially launched to the wider community on 1 May 2014.

A dedicated webpage went live on the NT Planning Commission website to provide information on the consultation and the chance for the public to provide feedback via an online feedback form. Copies of the concept plan, the fact sheet and Frequently Asked Questions were made available to the wider public via this site.

A feedback form was designed to get people’s comments and identify their association with the sites, such as whether they were nearby residents, members of historical groups, community groups, architects, industry groups or Indigenous groups. The fact sheet and Frequently Asked Questions were emailed to stakeholders and copies were made available at the front reception of the City of Darwin and Department of Lands, Planning and Environment.

Public notices were placed in the *Northern Territory News* to inform the general public of the consultation, with links to the NT Planning Commission website online feedback form and a dedicated email address and phone number to provide feedback.

The six-week consultation period was launched at a media conference with NT Planning Commission Chairman Gary Nairn (*pictured right*) on the Kahlin Compound and Old Darwin Hospital site to explain the consultation and concept plan.

Gary Nairn did several radio interviews and the consultation was added to several Facebook pages including *Northern Territory News*, ABC Radio 105.7, Michels Warren Munday and private staff sites. The posts attracted a range of views:

“It is high time that something was done on this site.”

“Parkland YES, housing NO, housing there will be over priced



and out of reach of ordinary people anyway, make into parkland for all to enjoy.”

“A playground for kids would be nice instead of play stations in a Concrete Jungle.”

“Land grab by greedy developers, parkland and open space with maybe an observation tower that looks out over the sea.”

“I love the idea of a mix! Caters to the general public and also allows for much needed housing development in an already developed area”.

“The Darwin Opera House? Really I don't care but I do see the land as being too valuable a community asset to be used for the development of private residential buildings. It bookends State Square perfectly.”

“I was born there”

Site visits

As of 23 June, the site had received six visits by the consultants, including visiting the site with two residents of houses adjoining the Kahlin/Hospital site, one resident of Myilly Towers, one Larrakia person whose mother had worked at the Kahlin Compound, one nearby Larrakeyah resident and two exploratory visits.

We spent time on the sites to observe their use. Many people walk through the Old Hospital site and Myilly Point is a popular spot for walking, jogging and cycling. Few, however, appear to use Flagstaff Park and even nearby residents often commented that they were either unaware of the site, didn't know it was accessible or never used it. One person was observed walking a dog and one playing with their child at Flagstaff Park.

Parts of the sites are derelict and popular with itinerants and campers, particularly the back of the Kahlin/Hospital site, Myilly Point and the bottom of Nurses' Walk. Several residents said they did not feel safe in these areas, particularly at night, and would love to see them restored for public use. Some concerns were expressed at the idea of installing facilities that might attract itinerants, such as seating and barbecues.

Open Day

An Open Day was held at Flagstaff Park on Saturday 10 May and attracted 128 people between 10 am and 3 pm.

As a result of the Open Day:

- six people registered to be kept informed
- 21 people made submissions.

Residents from nearby Cullen Bay and Larrakeyah as well as the broader public attended the Open Day, along with representatives of the National Trust and Friends of Kahlin, who set up interpretive signs explaining the history of the Kahlin Compound as part of the Open Day.

While conversations and opinions got heated at times, the Open Day was a success in that people genuinely welcomed the chance to have their say and a diverse range of opinions were expressed.

Attendees contributed many ideas on the potential use of the sites.

People also welcomed the chance to sketch their own ideas on where development, parkland and roads should go by tracing them over an aerial photograph of the two existing sites. MLA John Elferink also attended the Open Day.

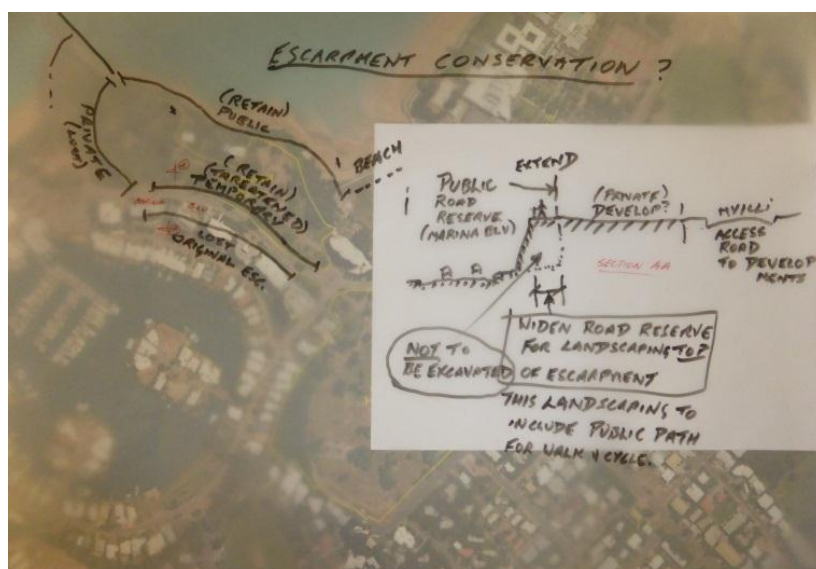


People expressed appreciation for the chance to talk about the concept plan and meet with members of the NT Planning Commission.

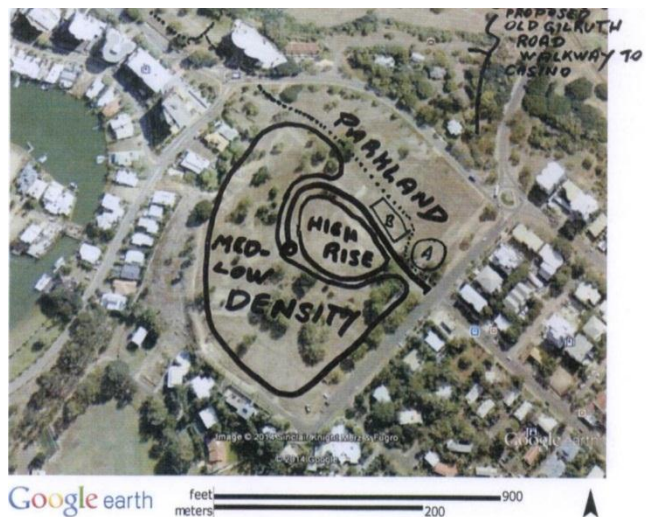
Right: National Trust NT President Trevor Horman outlines heritage considerations at the Open Day.



Left and below: Two of the sketches done by a visitor to the Open Day with suggestions on how to revise the concept plan.



Below are examples of some of people's sketches and concepts for development of both Flagstaff Park/Myilly Point and the Kahlin Compound/Old Darwin Hospital site, which were done as part of the Open Day.



- A - DARWIN HISTORY CENTRE
- B - CARPARK,
- PATHWAYS

Feedback

A total of 233 stakeholders were involved in the consultation and 108 submissions were received with feedback on the concept plan, online and via email. An Open Day attracted 128 people and the consultants had 25 face to face meetings with key stakeholders to gauge feedback on the plan, which included several visits to both sites. Key stakeholders who provided feedback during the consultation included a wide range of groups representing the community, residents, industry, Indigenous people, historians and the environment:

- Friends of Kahlin
- City of Darwin
- National Trust NT
- Larrakeyah Action Group
- Historical Society of the NT
- Property Council of Australia NT Branch
- Urban Development Institute of Australia
- Environment Centre NT
- Planning Action Network
- Australian Institute of Architects
- Nursing Museum
- Friends of East Point
- ANTaR (NT) Justice, Rights and Respect for Australia's First Peoples
- NT Government Architect
- Heritage Council of the Northern Territory
- Environmental Defenders Office
- Cullen Bay Marina Management Corporation
- Myilly Towers Body Corporate
- Paspaley Pearls Properties

Larrakeyah residents were the stakeholder group most involved in the consultation, followed by local historical groups, the general public and Cullen Bay residents. A breakdown of interactions with stakeholders is below:

Stakeholder Groups	Events	Stakeholders distinct total	
Resident: Larrakeyah	56	42	71
Historical or heritage group	47	28	61
General public	44	38	52
Resident: Neighbouring property Old Hospital site	35	22	38
Resident: Cullen Bay	32	19	40
Resident: Neighbouring property Flagstaff Park/Myilly Point	32	19	37
Indigenous group	20	13	31
Community group: Community	16	6	20
Community group: Residents	10	5	10
Business owner/operator: Larrakeyah	8	3	9
Northern Territory Government: Departments	7	3	7
Architects and Planners	7	3	7
Industry reps	6	5	7
Local government: Elected members	5	13	14
Northern Territory Government: Elected members	4	2	4
Resident: The Gardens	3	2	4
Community group: Environment	3	2	3
Business owner/operator: Cullen Bay	3	1	3
Federal Government: Staff	2	2	2
Local government: Staff	1	4	4
Business owner/operator: The Gardens	1	1	1
Resident: Other	1	1	1
Total event search	221	181	300

Summary

Most people who provided submissions or feedback gave conditional support for the concept plan, but only if certain key elements were changed and open for further discussion.

Based on a subjective rating of feedback, about 57 per cent of those engaged in the consultation supported the concept plan in general terms. Of these, eight per cent strongly supported the plan while 49 per cent supported the plan subject to key changes including the location and height of residential development and proportion of parkland. Five per cent expressed neutral opinions while 38 per cent were opposed to the concept plan: 25 per cent strongly and 13 per cent less strongly.

The overall summary from the Kahlin/Hospital and Flagstaff Park/Myilly Point consultation is that most people supported some form of development, as long as it was quality and sensitive to the surrounding area. However, they were concerned about some aspects of the proposal and clearly some were dubious about whether the NT Government, developers and planning process could be trusted to deliver a good outcome.

Kahlin/Hospital site

Views were polarised about development on the Kahlin/Hospital site. Many saw this as prime real estate and would accept development as long as it is low-density, high quality, leaves a sufficient buffer zone and respects public access to the escarpment. There were suggestions that development could be stepped up from low-rise at the front to higher buildings in the centre of the site.

However, a significant number strongly opposed any development at this site, want to see the whole site kept intact and an iconic public building in the centre or development confined to the Smith Street end. They pointed to many great cities having large areas of public park, particularly as more people live in high-rise apartments. Some people accepted an eight-storey building opposite Myilly Towers, while others favoured the Smith Street corner of the site, and there was a sense that the trade-off for public parkland was some low density development on the site.

Many people supported expanding the heritage area, although some felt the appropriate place to commemorate heritage was on the actual former site of the Old Kahlin Compound.

While people generally agreed that a plan was needed for the site, there were strong views by some that development of the site should not happen until an appropriate development was identified and fears that pressure to 'do something' might compromise future opportunities for quality development.

Several people did not believe the site needed to be developed now and the Northern Territory Government should wait until an iconic use or need was identified. It was acknowledged that this may not happen for another 20 years but that the site could be maintained as more usable and pedestrian friendly parkland until then.

"Let us not be in too great a hurry to redevelop this important site, let us take the time to get it right." – **Darwin architect.**

Flagstaff Park

The strongest opposition was to the proposed eight-storey buildings along Marina Boulevard, which nearby residents feared would block the views of both Myilly Towers and units along Marina Boulevard, increase traffic congestion, noise and create a 'crowding' effect.

Many people could accept low density development such as single dwelling houses on this site. There would be greater acceptance of development on the other side of Myilly Point, looking out over Little Mindil Beach, but this would need to be low-density and high quality in keeping with the precinct of the three Paspaley properties next door.

Some residents thought part of Flagstaff Park could be developed, such as moving the proposed units further down Myilly Point. This would have the least impact on existing development and capitalise on the magnificent views of the harbour. However, like the Kahlin Compound site, those who opposed this idea opposed it unequivocally, saying Flagstaff Park had been promised to the people and should remain in Government hands.

Although not part of the concept plan, many residents were aware of proposals by Paspaley Pearls Properties to build a hotel below the escarpment at Cullen Bay. There was strong support for this as revitalising Cullen Bay, as long as it did not block views from the escarpment or public access to Flagstaff Park.

General

There was mixed feedback on the idea of extending Mitchell Street. Many people felt Smith Street was a more natural corridor to the city.

There were concerns about extra traffic being generated down Larrakeyah Streets, such as Marella Street, which already carries a large number of cars and buses at peak hour heading to Larrakeyah Primary and the Larrakeyah Barracks.

There were concerns about the proposed new access road behind the National Trust houses and blocking the current access to Burnett Place.

Both local and broader residents want to ensure a substantial parkland area, trees and wildlife are preserved, although some pointed to the fact that the George Brown Botanic Gardens are nearby and provide this function.

A small number of people opposed all development and said the open spaces were critical to the character of the inner city and should be retained by Government and that it wasn't appropriate to depend on commercial development to pay for this.

While some saw the land as prime real estate, many saw the 15-hectare site as the last parcel of iconic land linked to the Darwin CBD and felt its role as open parkland enriched the character of the neighbourhood, especially given its historical connections.

"This valuable site is currently under-utilised and has potential to become a very special part of the new Darwin which is gradually taking shape as the capital of Northern Australia." – **Urban Development Institute of Australia.**

While there was feedback to retain both sites as parkland maintained using taxpayer and ratepayer funds, most acknowledged that some development was needed to make the overall project commercially viable in this economic climate.

"Fundamentally it is a good approach. Agree that the site needs to pay for itself and need to strike a good balance. We can't just make it one big park." **Historical representative**

Most people agreed with the idea to link the two sites as one precinct, while several stakeholders believed the two sites were iconic in themselves and should be treated separately.

Main issues

Many people who provided feedback on the concept plan focussed on parkland and did not agree with a split of 60 per cent development and 40 per cent parkland. One of the strongest arguments for more public open space was concern about development “mushrooming” down Mitchell Street and the spread of high rise apartment buildings in Larrakeyah.

“Green spaces are important to reduce heat island effect, provide important breathing spaces for people living and working in the city, provide for carbon sequestration and enhance a city’s liveability.” **Environmental group**

Several people rejected the inclusion of the Myilly Point Heritage Precinct into the concept plan as public open space, saying that it distorted the proportions of development and public open space of the site. However, many nonetheless agreed with linking the heritage precinct with the Kahlin/Hospital site.

There were mixed views on the extension of Mitchell Street to link the new precinct with the Darwin CBD and closing Kahlin Avenue with a realignment for alternative access through Burnett Place. People were concerned that Mitchell Street was already congested with traffic and it could create a “race way” into Cullen Bay, add to existing traffic congestions and that the peaceful Myilly Point Heritage would be overwhelmed with traffic and noise.

The concept of a retirement village on the Kahlin/Hospital site received some support but most people wanted to see the areas used by the general public, with the focus on families and children.

Most stakeholders wanted to see an iconic public building on the Kahlin/Hospital site rather than Flagstaff Park. There was a variety of suggestions on the type of an iconic public building ranging from a university or school campus, to a sports stadium and a museum and interpretive centre celebrating the history of Darwin, and in particular Kahlin Compound and local Aboriginal history. Ideas for an iconic building on Flagstaff Park included an outdoor amphitheatre, cultural centre and restaurant looking out over the bay or a new Governor’s Residence when the Northern Territory becomes a state.

The main objections to the concept plan included:

- high rise development on the Kahlin/Hospital site
- any residential development on the physical site of the former Kahlin Compound
- development stopping public access to views and escarpment
- high density development on Myilly Point, especially along Marina Boulevard
- any impact on the Myilly Point Heritage Precinct
- high rise development overlooking existing houses in Cullen Bay and Larrakeyah
- extending Mitchell Street as it could increase speeding, and accidents on Lambell Terrace and would dissect the site
- increased traffic through Larrakeyah streets, eg Marella Street, which is already seen as a congested short-cut to Larrakeyah Primary School and the Larrakeyah Barracks
- a heritage area not being on the site of actual heritage.

General acceptance

There were strong general themes on what people wanted on to see on both sites including:

- preserve views and the escarpment
- development that brings people with the same values
- development that preserves public access and celebrates history
- parklands to remain natural with plenty of open spaces, cycle and walking paths
- commemorate all layers of history of both sites in different ways, for example an avenue of trees

- dedicated to people related to the site
- pedestrian links for both sites and to link Cullen Bay, Mindil Beach, Darwin George Brown Botanic Gardens and Darwin CBD
- protect significant trees
- protect the escarpments from development.

Values

Larrakeyah and Myilly Point are two of the oldest areas in Darwin and were the sites of significant uses that were the building blocks of modern Darwin.

The former Kahlin Compound and Old Darwin Hospital site, Flagstaff Park and Myilly Point are recognised for their historical values as well as the value and emotional connections that resonate with the outdoor Territory lifestyle.

Historical values

The only connection with the past is the Myilly Point Heritage Precinct which has great potential to expand and provide more tangible connections with our rich Aboriginal, Stolen Generations and old Darwin settlement history. The main historical values identified include:

- the Larrakia people as traditional owners of the sites
- the creation of the Kahlin Aboriginal compound to house local Aboriginal people and members of the Stolen Generation
- the Old Darwin Hospital, where many Territorians were born and died
- the birthplace of the Northern Territory's first university (which started as a TAFE College)
- military headquarters established at Flagstaff Park in World War II
- early housing for senior government officials, or the 'toffs' on Myilly Point
- memories of wreckage and recovery in Cyclone Tracy.

"The Kahlin Compound/Old Hospital site has the potential (of) being the 'birth place of modern Darwin' and the place from which to tell our diverse history." – **Darwin historian**

Lifestyle values

The two sites hold strong values for people who live near, were born, worked at and have family members who died there. To be successful, this project needs to attract people with similar values, such as:

- the sense of community and neighbourhood is what makes it special
- the character, the trees, the views, the birds, the walks, tropical, breezes
- the privacy
- it is a wealthy enclave of old Darwin, many people have lived there for decade, walked the old Mindil Beach when there were still luggers drawn up at the beach, seen the city blow away and rebuild
- sunsets and harbour views
- they rue encroaching concrete units, built to the footpaths, with narrow, crowded streets
- it needs to remain a space that is owned by the public that welcomes everyone.



Summary

There is strong nostalgia and connections to the past, but little that is tangible to connect or celebrate – the sites are derelict, overgrown with weeds and Nurses Walk is run down.

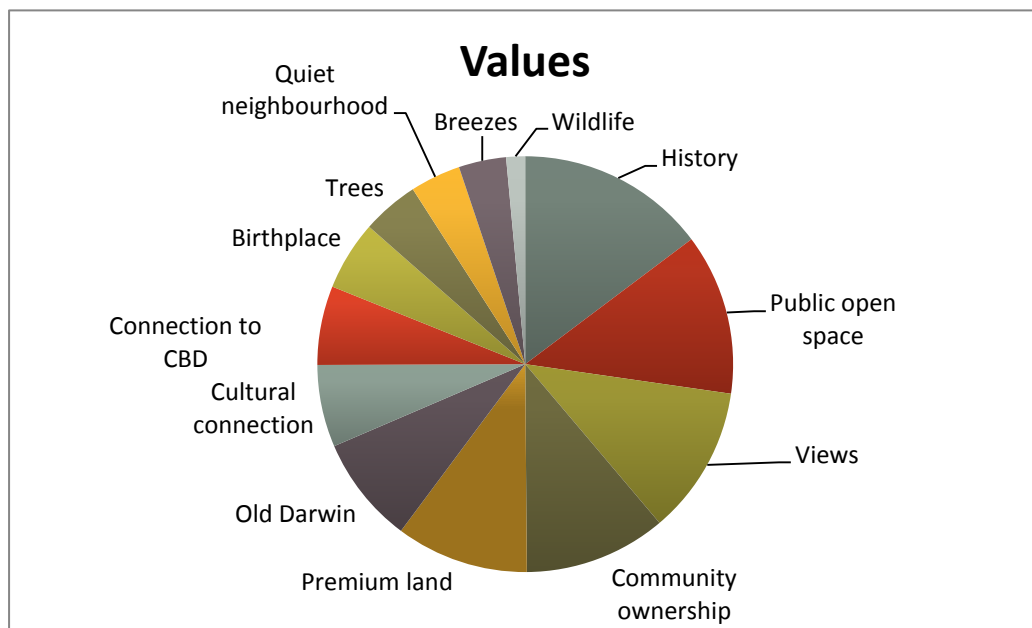
People say they love the open spaces and want to preserve them but during several visits by the consultants, the only use of these spaces was by itinerants camping, cars dumped and rubbish. One resident raised concerns about holes and debris left over after the demolition of the Old Hospital. The spaces clearly are not owned by the public, they are valued in some ways only in the nostalgic past and use of open space, but capturing this offers strong opportunities to revitalise the area as a unique destination.

There is an irony in the strong public ownership of the sites but almost complete lack of use, despite people saying they walk their dogs there, no one said they picnicked or watched the sunset. Not far away is the Kahlin Oval that at dusk has many families and cars parked in the evenings, and on Sunday night Cullen Bay is jam packed with people enjoying the views of the sea and the sunset.

A very high proportion of people actually have no idea what is in the space, many people are oblivious to the existence of Flagstaff Park. In the old days it was seen as a place you didn't go because the 'toffs' lived there, now it is not seen as safe because of itinerants and campers.

The precious escarpment is a jungle of coffee bush, broken drains and rubbish but has great potential to be restored and better used, however, people don't want an artificial look and they value the natural environment.

The ranking of values according to the consultation are below:



Kahlin Compound/Old Hospital site

Stakeholder groups

Indigenous groups

The main feedback and interaction with Aboriginal groups as part of the consultation was with the Friends of Kahlin. The Friends of Kahlin represents the families of the Aboriginal people who lived and worked at the Kahlin Compound. Individual submissions were also received from members of well-known Aboriginal families in Darwin and ANTaR (NT) Justice, Rights and Respect for Australia's First Peoples.



Friends of Kahlin members meet to discuss the concept plan

The strongest feedback included concern the residential development of the Kahlin/Hospital site was directly over the actual site of the former Kahlin Compound, identified as the Lambell Terrace/Schulz Street side of the site. They were also concerned that the Mitchell Street extension divided the original site.

The Friends of Kahlin said it was time that the Aboriginal people who helped build Darwin, while living and working at Kahlin Compound, were acknowledged and recognised with a museum or interpretive centre on the site. Members of the group drew on the map the location they would like to see the museum/interpretive centre (pictured right).

While initially objecting to any residential development on the site, there was some compromise. The group conceded that if residential development had to go ahead it would have to be less than 60 per cent. They would support residential development on the south-west corner of the site, mirroring existing housing and no more than four storeys high, subject to ongoing consultation. The group did not support a retirement village and wanted the area to focus on families and children. They also objected to the Kahlin/Hospital site being linked in a precinct to Flagstaff Park.



Their main values were historical interpretation of the Kahlin Compound, Larrakia people, Stolen Generation and links between the Kahlin Compound and Old Darwin Hospital. They also wanted to continue to be involved

through ongoing consultation. Several members of the general public supported the Friends of Kahlin submission and the group's main points.

"We would like a building to commemorate the people who were used to build Darwin. Our history needs to be told. It is just us that keep the memories, we are the people that are holding the history. We have to acknowledge the children that were taken away." **Member of Friends of Kahlin**

"The Kahlin Compound is nothing to be ashamed of now. There were wrongs that were done to people and we can't change that but we need to rectify the harm, hurt and loss of people. We want to be the hosts, not the hosted." – **Member of Friends of Kahlin**

Historical groups

Five historical groups and three local historians were involved in the consultation, and unanimously agreed each different layer of history of both sites needed to be recognised.

The groups objected to the Myilly Point Heritage Precinct being included in the concept plan as public open space along a section of the Kahlin/Hospital site, however, they approved of linking the two sites via pedestrian crossings and pathways, and potentially to access parking. They said more than 50 per cent of the site needed to be public open space.

The groups objected to the eight-storey high rise building opposite Myilly Towers as it was too close to the heritage precinct. There was a mix of views about appropriate residential development on the Kahlin/Hospital site ranging from no development to individual, prestigious housing or up to four storeys high. Most groups wanted to see an iconic building on the actual physical location of the Kahlin Compound and early Darwin Hospital, with appropriate historical interpretation of both, as well as the layers of Darwin's history associated to the sites.

"It is vital that the location of the Kahlin Compound and the former Hospital be maintained for public, community or civic use and not restricted to private use for those who can afford to purchase entry." – **Darwin historian**

The groups also expressed concerns about traffic and parking, and opposed the realignment of Kahlin Avenue due to a potential impact on the heritage precinct. There was some support for the extension of Mitchell Street.

"Good idea to extend Mitchell Street. In the 1960s was when they built the new administration building over the road." – **Curator, Nursing Museum**

The table below outlines the importance of issues that were identified:

Issues	Events	Stakeholders distinct total	
Values: History	19	38	46
Kahlin Compound/Old Hospital site: Residential height	19	36	51
Historical interpretation: Kahlin Compound	17	33	47
Historical interpretation: Old Darwin Hospital site	16	27	40
Kahlin Compound/Old Hospital site: Parkland	15	34	48
Historical interpretation: Stolen Generation	14	23	35
Historical interpretation: Larrakia people	13	22	34
Traffic: Mitchell Street extension	13	31	42
Traffic: Additional traffic	12	31	43
Flagstaff Park: Residential height	11	15	17
Flagstaff Park: Parkland	11	32	37

Issues	Events	Stakeholders distinct total	
Traffic: Kahlin Avenue diversion	11	29	34
Values: Old Darwin	10	20	23
Values: Public open space	10	22	24
Kahlin Compound/Old Hospital site: Density	10	19	28
Values: Community ownership	9	27	30
Historical interpretation: Flagstaff Park	7	21	23
Access: Heritage precinct	7	13	16
Historical interpretation: World War II	7	10	11
Other	108	327	358

Community groups

The community groups involved in the consultation ranged from environmental and planning groups. Many objected to the 60:40 ratio of development and public open space, with several groups asking for the entire Kahlin/Hospital site to be made into a natural, pedestrian and bike friendly parkland for all ages. They also supported an iconic building on the site as part of the parkland, such as a museum/interpretive centre for the Kahlin Compound and Darwin's early history.

The community groups had similar issues to the historical groups, rejecting the inclusion of the Myilly Point Heritage Precinct and opposing the idea that development was needed on the sites to pay for establishing and maintaining parklands.

"In this instance, the extent of provision of public parks as open space here should not be limited to 'spin offs' from commercial residential built development on the sites. Parklands provided by governments are a right for the public as ratepayers, and taxpayers." – **Convenor, Planning Action Network**

The Planning Action Network (PLAN) did not support the eight-storey building on the Kahlin/Hospital site opposite Myilly Towers, nor the realignment of Kahlin Avenue. It was critical of the consultation in that it didn't believe the wider public had been consulted enough. PLAN supported an interpretive centre being built on the former site of the Kahlin Compound and said the rest should be parkland.

Industry groups

The Urban Development Institute of Australia (UDIA) and Property Council of Australia NT commended the NT Planning Commission for coming up with a concept plan for the sites. Both groups acknowledged the value and significance of both sites and wanted them to be treated accordingly. They also supported pedestrian links between each site, Darwin CBD, Cullen Bay and Mindil Beach.

UDIA supported imaginative development appropriate for a tropical city and wanted to see the potential for tourism facilities to be explored on the Kahlin/Hospital site.

The Property Council of Australia NT Division urged the NT Government not to rush into developing the Kahlin/Hospital site, as it was the last significant publicly-owned land in the city and instead to delay until a suitable development was identified. In the meantime the site could be used as a recreation park. If residential development was to go ahead on the site, it supported a 60:40 development to park ratio.

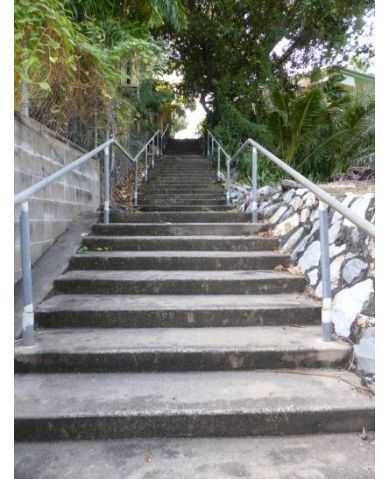
"We understand that comprehensive and meaningful plans take time and we urge the Government to put the long-term wellbeing of Territorians ahead of short-term priorities that are tied to political cycles. It is an outstanding strategic, indeed iconic, site and (we) believe its future use should be very carefully planned." – **Property Council of Australia NT**

Residents

Feedback from residents was wide-ranging. Their main issues included the proportion of public space and location, type, height and density of any residential development on the Kahlin/Hospital site. There were mixed views on the extension of Mitchell Street and realignment of Kahlin Compound, with most rejecting the idea as compounding existing traffic issues on Mitchell Street and Lambell Terrace. There was some support for Mitchell Street and Kahlin Avenue to be open, as well as some support for both Mitchell Street being extended into the site to cater for local traffic.

There was some concern from nearby residents about pedestrian links into Larrakeyah and Kahlin Oval via an easement on the Cullen Bay side of the site, due to ownership issues and potential increase for anti-social behaviour. However, several residents identified an existing staircase at the end of Lambell Terrace (pictured right) that already connects the Kahlin/Hospital site and Larrakeyah, as a preferable option.

“My main point about the Old Hospital site is that it has more value than what the government intends to get by selling 60% of it off to developers. A future fitting development could incorporate a museum art gallery, state library and an Aboriginal cultural historical and educational centre of international significance and reach, all of this surrounded by parkland.” – Larrakeyah resident



After a meeting to discuss the concept plan, the Cullen Bay Marina Management Corporation said its opinion had not changed since previous consultation. It supported a park concept but was concerned about noise from a playground, anti-social activity and crime. It supported historical signage and public art, but members were concerned about the location of any high rise, and saw residential development as a potential waste of the Kahlin/Hospital site as it should include an iconic building.

“It is their belief that this is an iconic site and one that deserves to be developed with an iconic building that will remain for the use of the greater public and City of Darwin for years to come. The idea of putting something like a new Museum, Cultural Centre or similar would connect the green belts of the Wharf Precinct, City, East Point and would be considered to be a valuable asset as compared to what is currently being proposed. The ad hoc development of the skyline in the city with the flood of high rise apartments is not what would like to be seen here, and it is our belief that another high rise suburb on this site would not be the best option.” – General Manager, Cullen Bay Marina Management Corporation

The Larrakeyah Action Group, which was active during previous consultation, was re-established in response to the new concept plan. Members’ main concerns were rushing development on such an iconic and historically significant site. The group said that when the right use was identified, the site should include an iconic building, potentially a museum, with parkland and a large buffer from existing residences. The group said if residential development had to go ahead, it should be on the Kahlin Avenue/Smith Street corner of the site.

“There is currently no need to develop the site in any way. It is a tranquil piece of paradise used by locals and visitors alike. This is a valuable gem, in a central area of a Capital City – a rare find anywhere.” – Larrakeyah Action Group

“Suggest the residential development on the Old Hospital site could be separated by park to create an avenue and protect the views of residents on Lambell Terrace and give the parkland continuous views to the ocean.” – Cullen Bay resident

“The public building could be surrounded with some low one or two storey residential housing estate on either side, but not blocking the views of the public building.” – Rural area resident

The following table shows the key issues and values held by residents in suburbs surrounding the two sites.

Issues	Events	Stakeholders distinct total	
Flagstaff Park: Residential height	38	40	48
Kahlin Compound/Old Hospital site: Residential height	35	41	48
Values: Views	33	37	43
Kahlin Compound/Old Hospital site: Residential type	31	37	41
Traffic: Additional traffic	31	32	41
Flagstaff Park: Parkland	29	35	37
Kahlin Compound/Old Hospital site: Parkland	26	33	39
Amenity	25	28	33
Kahlin Compound/Old Hospital site: Density	25	26	32
Traffic: Mitchell Street extension	24	28	33
Values: Premium land	22	25	28
Flagstaff Park: Residential type	22	26	27
Flagstaff Park: Density	21	24	27
Parking: Availability	20	27	29
Values: History	18	26	30
Values: Old Darwin	17	22	25
Values: Community ownership	16	20	20
Parking: Pressures	16	21	23
Values: Public open space	16	22	22
Other	199	317	346

Summary

What people generally would accept for Kahlin Compound and Old Darwin Hospital site:

- iconic building in the centre or on the actual site of the Kahlin Compound/Old Hospital site, such as an interpretive centre, museum or art gallery
- delay development of this site until find a suitable use
- day time café/restaurant with a view
- low density, single dwelling development around the perimeter of an iconic building in centre of the site
- low density or medium density on Kahlin Avenue side of the site, towards Smith Street roundabout
- low density development to be Old Darwin, tropical style housing of large individual blocks
- extension of Mitchell Street as a local road to service the parkland and iconic building
- pedestrian link to the Myilly Point Heritage Precinct
- Kahlin Avenue to remain open to traffic

Flagstaff Park

Stakeholder groups

Indigenous groups

While rejecting the Kahlin/Hospitals site being linked into one precinct with Flagstaff Park and Myilly Point, the Friends of Kahlin wanted Flagstaff Park itself to remain a park. They objected to any high rise residential along

Myilly Terrace, but supported low rise residential on the south side, overlooking Marina Boulevard.

Historical groups

There was unanimous agreement that Flagstaff Park should remain public open space and natural parklands, and potentially kept for the site of a future Governor's residence if the Northern Territory was to become a state.

There were mixed views about whether the residential development should be allowed at all, and its location – either on the north side of Myilly Terrace, overlooking Mindil Beach or the south side overlooking Marina Boulevard. The groups supported a pedestrian link and boardwalk from Cullen Bay to Flagstaff Park and then past the heritage precinct, down to Mindil Beach and the Darwin George Brown Botanic Gardens via Gilruth Neck.

There were also concerns about Skycity Darwin's private ownership of the escarpment along the north side of Myilly Point, in front of the Myilly Point Heritage Precinct, in that any future development could impact on the precinct

Community groups

These groups were adamant that Flagstaff Park had to remain as a public open space and there were mixed views of residential development along Myilly Terrace. A popular view was that Cullen Bay could be linked to Flagstaff Park by stairs.

The Planning Action Network (PLAN), held a public meeting on Flagstaff Park to gauge public opinion on the concept plan. PLAN supported some low density residential development, such as low rise single dwellings or a small number of medium density senior residences on the south side of Myilly Terrace overlooking Marina Boulevard, but only with further consultation with nearby residents.

PLAN supported parkland on the north side of Myilly Terrace, which could include a daytime café, not restaurant, overlooking Mindil Beach. PLAN supported a low level hotel on the reclaimed land below Flagstaff Park, but not linked to the actual park site.

"Flagstaff Park, being Lot 5180, Darwin, is the 'jewel in the crown' of the whole proposal site. The community has a long history of actively 'fighting' for Flagstaff Park as a public park. It must not be built on.

"Prior to Flagstaff Park being rezoned, mention was made of a proposal to use the park as an entrance to a hotel on the reclaimed land below. We reject this idea. It would be a natural magnificent landmark headland, and escarpment. A low level hotel, similar to the Hilton Hotel, beneath Sydney Harbour Bridge, offers a more sophisticated, attractive and environmentally friendly model." – **Convenor, PLAN**

The Environmental Defenders Office and Environment Centre NT called for the significant trees on both sites to be carefully looked at and retained if possible, suggesting a vegetation study to determine their significance. The groups agreed to protect Nurses Walk and for Flagstaff Park to have some simple facilities, such as seating and a children's playground and natural parkland.

Industry groups

The groups supported either a range of different and interesting building heights along on the south side of Myilly Terrace overlooking Marina Boulevard or no development at all due to creating a potential "canyon affect" or "narrow public space allocations" which could have crime implications.

"Flagstaff Park has been underutilised for many years and there is a great opportunity to upgrade this park, making it more accessible and attractive, perhaps with the inclusion of small scale cafes, kiosks and/or retail carts." – **Property Council of Australia NT Division**

Residents

Most residents wanted Flagstaff Park itself to remain public open space, but there was some support for either low residential development north of Myilly Terrace overlooking Mindil Beach or on the south side overlooking Marina Boulevard. Some residents felt development on part of Flagstaff Park was preferable to the proposed

high-rise development in Myilly Park as it would capitalise on the views and not impact on existing residents.



Left: Feedback from a nearby resident on residential development at Flagstaff Park

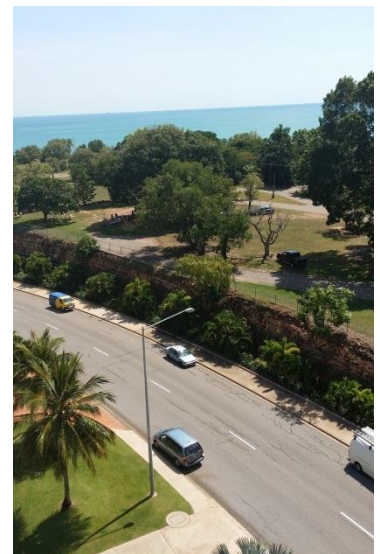
However, residential development on the south side received a lot of opposition from residents in the apartment buildings alongside Marina Boulevard. The main views were that traffic noise and parking were already issues in the area, and any new development would compound those issues as well as creating a sense of ‘crowding’ not in keeping with the amenity of the area. There was also concern that the development would destroy the views of existing residents. One resident sent in a photo of the view of Flagstaff Park and Myilly Point from her Marina Boulevard unit balcony to demonstrate the point (*see right*).

“Flagstaff Park should be available for all Darwin residents and not only we who reside here. It should be treated like East Point which is accessed by people from all over Darwin.” – Larrakeyah resident

Paspaley Pearls Properties Pty Ltd, speaking as residents on Myilly Point, said any adjoining residential development should be sympathetic to their three family properties, which they wish to preserve as residential.

“As residents of Darwin, we have strong ties, in particular, to the area of Larrakeyah. The hospital, schools and homes in the area where many of us were born, lived and were schooled. Our family has a strong desire to see this realm enhanced with public infrastructure with the west facing waterfront tied into the town in a meaningful way. We therefore agree with the Commission’s report, whose recommendations we summarise as requesting low impact development including parkland and a greater focus on the town’s heritage.” – Paspaley Pearls Properties

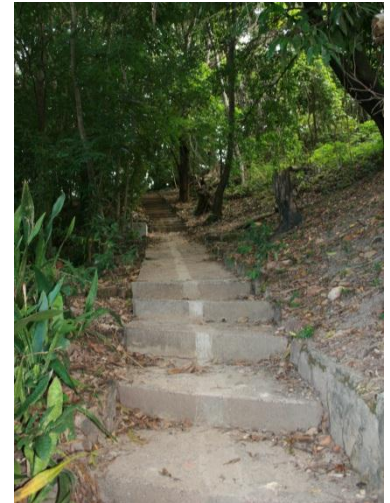
“Develop eight or so large individual house blocks on north side of Flagstaff Park overlooking Mindil Beach and sell them for \$1 million, offering them to Darwin local families.” – Cullen Bay resident



Summary

What people would accept for Flagstaff Park/Myilly Point

- retain Flagstaff Park at the end of Myilly Point as public open space
- some would accept development on part of Flagstaff Park
- preserve Nurses Walk (pictured right)
- dedicated pathway/stairs or boardwalk connecting Cullen Bay to Flagstaff Park, the Myilly Point Heritage Precinct and Mindil Beach via Nurses Walk and Gilruth Neck
- low-density development on either the north side of Myilly Terrace overlooking Mindil Beach or south overlooking Marina Boulevard – no higher than two-storey, potentially exclusive individual large blocks.



General feedback

General public

Parkland, public open space, history and the Kahlin Compound were the main things that were important to the general public, in relation to both the Kahlin/Hospital site and Flagstaff Park/Myilly Point site.

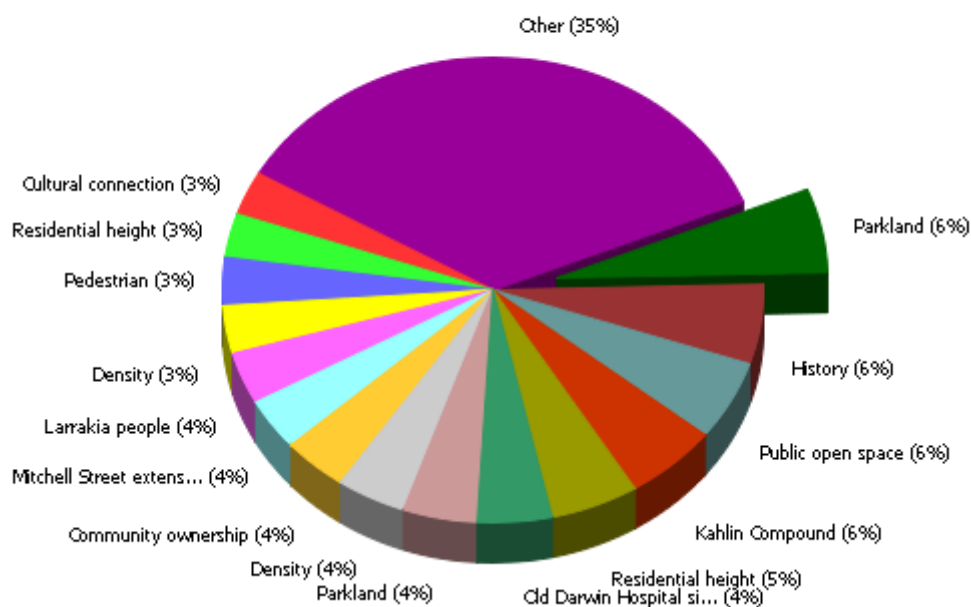
“One of the main issues in the development of Darwin City has been the rash of high rise boxes that have mushroomed around the city with very little taste for tropical design and living requirements. Perhaps some sort of covenant or incentive to create a distinct look and adaptation to tropical living as existed in the area in days gone by could create a difference for the area.” – Parap resident

One resident expressed concern about the wildlife and birds that used both sites as a resting and nesting place.

“They should create a water body and park lands that can help encourage and protect the migratory bird species that already use both sites as a resting place. We need to protect the birdlife including a different species of curlew he has not been able to identify yet, as well as the scrub fowl and black cockatoos.” – Darwin resident

The table below outlines the most significant issues raised by the members of the general public:

Issues Raised - Total Events



City of Darwin

The City of Darwin supported a mixture of residential, commercial, community and public open spaces for both sites and supported commemorating history and that the heritage precinct would be preserved. The Council said while more detail and appropriate studies were needed for both sites, it supported smaller, multiple dwelling lots and independent units as part of an overall housing mix to create better choice.

Architects

The Northern Territory Government Architect did not support the concept plan as it was, but did support an iconic facility, such as a natural amphitheatre for Flagstaff Park and for community facilities on the Kahlin/Hospital site. He suggested a strong link from State Square in Darwin city to Flagstaff Park at the end of Myilly Point, connected by a tree-lined Mitchell Boulevard and an Aboriginal performing arts centre on the Kahlin/Hospital site. His submission supported eight-storey residential development similar to Myilly Towers along Myilly Terrace and creating 10 individual housing lots around the heritage precinct to showcase larger, tropical style Darwin homes.

“The site, it is suggested, should have an important cultural building, high quality housing and rich cooling landscape. Its size, strategic location, and histories give it the potential to be a ‘game-changer’ in Darwin planning and design.” – NT Government Architect

Other local architects were critical of the concept plan, suggesting that it lacked detail and that development should not be rushed on the sites. There was agreement that development had to be quality and reflect tropical Darwin, and no residential development could be on the actual site of the former Kahlin Compound and early hospital.

“I would like to see this to become a benchmark for sustainable development in the tropics. It needs to be world class and put Darwin on the map. Let’s do something that makes it worthwhile, make it an iconic piece of architecture that all people can access. Let’s not mess it up.” – Darwin architect

Local business

Speaking as a long-term Darwin-based business and owners of a block of land in Cullen Bay at the bottom of the escarpment of Flagstaff Park, the Paspaley Pearls Properties Pty Ltd said the ultimate success of any development they proposed for their site was inter-related with Flagstaff Park.

The owner of a Cullen Bay business supported the concept plan but asked for significant trees to be retained on the Kahlin/Hospital site.

“As a business owner and resident of Cullen Bay, I would like to commend the efforts of the consultants and the planning commission as I see this development could be an enormous boost to the area.” – Cullen Bay business owner.

Historical interpretation

There was a large range of interesting and innovative ideas on how to interpret and commemorate the different layers of history of both sites. While this consultation was used as a way to get general views and suggestions on how history could be interpreted on either site, it is understood this will form part of a separate consultation, built on existing work done by local historian Samantha Wells.

As part of this consultation, Dr Wells makes the point that there are still some relatively unknown facts about the early history of the Kahlin/Hospital site in regard to European settlement and the establishment of early Darwin. She said a particularly under-acknowledged part of the history is that the people from Kahlin Compound provided the bulk of the domestic and menial labour for Darwin.

“I cannot emphasise strongly enough the capacity of this site to tell an enormous amount about the prehistory of Darwin. The layers of history which occurred on this site are incredible. Surely the evidence shows that this site has the capacity to tell an extraordinary amount of diverse Darwin history – Larrakia history, exploration and the

naming of Port Darwin, Chinese history, Kahlin Compound, the Darwin Hospital, World War Two and the subsequent uses of the site.” – Dr Samantha Wells, Darwin historian

A strong view was that the history of the Kahlin Compound and the Aboriginal people who lived and worked there, needed to be truthfully recognised and commemorated with more than just a “plaque in a park”.

“My mother as a 16 year old was one of the many women employed to care for children who had been removed from their families and placed in Kahlin Compound. My father was one of the many Larrakia people who would come to the fence to feed the children who had very little food supplied by the government of the day.

“The women of Kahlin Compound were used as unpaid labour. Tribute to them is long overdue.” – Friends of Kahlin member

“People were incarcerated in the compound, including children, and there were lots of children born there – both a positive and negative thing about the history of children on the site. It would be great to see the early history of the children commemorated on the site with a children’s playground. Lots of children playing on that site, it would be something really poignant.” – Heritage advisor

Suggestions

Some of the ideas put forward in submissions included:

- Community facilities within one of the proposed residential developments, which happens in many local government areas in Australia where developers set aside a portion of a residential or commercial development as community space for historical displays or community groups
- Suggest commemorating competing recognition of sites at different points through the Kahlin/Hospital site, funded by individual community groups subject to a master plan
- Individual groups could buy a tree in dedication to an iconic figure or an avenue of trees to dedicate individual connected to the site
- Individuals or groups could donate seats/benches in memory of people connected to the site
- A plaque on Hospital/Kahlin site listing matrons/directors of nursing at old hospital and the Packard Street hospital
- An avenue of trees or a plaque/seat/bench to commemorate dedicated nurses at the site
- Memory wall for people living in Kahlin Compound
- Forest grove of two circles of ‘bottle’ or Boab trees near entrance to the joint park and residential areas (*example of Boab tree already on the site, pictured right*)
- Oral histories already recorded and held by NT Archives and ABC Radio could be used to create a soundscape on the site
- Cultural Keeping Place be created on Kahlin Compound site to preserve history for locals and tourists, with a merchandise outlet/café to generate income for families and descendants of Kahlin Compound
- Heritage designed panel for Kahlin Exhibition be installed on site
- Money raised by sale of development on Myilly Point be used to build a carefully designed building or series of linked buildings (similar to parks headquarters in Kakadu and interpretive centre) to tell the diverse histories of this site, surrounded by open space
- Iconic building could reference a Coolamon – an oval vessel used by Aboriginal people to safely hold children and a word widely known throughout Australia



- Name it 'Kahlin on Myilly' – reference to Larrakia word for 'stone' and Kahlin in remembrance of children of the compound
- Children's playground to commemorate children at Kahlin Compound and those born at the Old Darwin Hospital
- Aboriginal interpretive centre to include:
 - a small theatre equipped with audio visual equipment and a small covered space for storytelling, dances and performance
 - café plus merchandise outlet to sell local artists work
 - seating around the site where people can absorb the history, outdoor areas with shaded seating
- Support Kahlin compound commemoration area on former Kahlin site south of Mitchell Boulevard which could be an football oval, Aboriginal performing arts centre, studios for music and dance, Darwin conservatorium – theme could be "We walk together"
- Garden to commemorate Kahlin Compound and Old Hospital site
- Include all the history of Kahlin Compound and Old Hospital site in a one stop area similar to the war museum on East Point
- Commemorate history of Darwin's pioneering families
- Commemorate story of early European settlement
- Create formal but tropical style gardens on the site to create a good quality attraction for tourists and residents and incorporate different sections or elements of public art or to commemorate/interpret history around the garden

Iconic building

Most people supported an iconic building on the former Kahlin Compound and Old Darwin Hospital site. The most popular suggestion was a museum or interpretive centre that had different elements to recognise and acknowledge the Kahlin Compound and the early Aboriginal families who helped build Darwin. There was also recognition that the Compound had both links to the Myilly Point Heritage Precinct because people living at the Compound worked for the families of senior government officials that lived in the Burnett Houses. It was also acknowledged that many of the Aboriginal people at the Compound worked at the hospital and the first pharmacy and clinic was at the Compound.

Suggestions

There were a wide range of suggestions for the iconic building including:

- Governor's House at Flagstaff Park
- University campus or school
- Performing arts centre
- Major sports stadium
- Museum and art gallery with a café, tree-lined entry avenue and formal style tropical gardens (*example provided, pictured right*)
- State library
- Aboriginal cultural historical and educational centre of international significance and reach on the site of the Kahlin Compound, where the history occurred
- Olympic swimming pool and water play area themed with miniatures of Florence Falls and Kakadu attractions to complement sporting facilities in the area and residents and attract tourists
- 1500 seat open air amphitheatre for people to watch the greatest sunset in Australia – used for night time festivals, dance performance, links to Mindil Beach, a great cliff walk and Cullen Bay
- Darwin history centre



General suggestions

- Retirement village
- Tourist facilities
- Café/restaurant
- Water park
- Commercial activity like a shopping village
- Community hub with troppo design community health and medical centre
- City Farm with community gardens and sustainable education centre at core
- Heritage precinct encompassing all sites on Myilly Point
- Tourism facilities on Kahlin/Hospital site and a high quality hotel on Flagstaff Park
- Stinger proof net for Cullen Bay beach
- Interpretive heritage walk from heritage precinct to old hospital site and commemorate old hospital and Kahlin Compound with a reconstruction Kahlin Compound on site as an interpretive centre eg reconstructed hut at Namadgi National Park
- A water feature, lake or lagoon, to cater for local and migratory species of birds that use both sites
- Significant parks for both sites similar to Hyde Park in Sydney, Central Park in New York
- Myilly Park could including civic monuments, paths and plantings, fountain, Anzac memorial, giant chess board, Chinese Gardens and statues of leaders and important citizens
- Five star hotel – modern upmarket hotel with apartment towers, shops and restaurants
- Create tropical parkland on the Kahlin/Hospital site with an underground free carpark to ‘park and ride’ station for city shoppers and workers, which could double as a category 5 cyclone shelter
- Build a ballroom and venue similar to style of Burnett Houses with several levels for community to use to listen to bands
- Boardwalk around the escarpment connecting from Flagstaff Park around to the Myilly Point Heritage with a staircase from Cullen Bay linked to Flagstaff Park and Little Mindil linked by the Nurses Walk and Gilruth Neck
- Sporting facilities, such as tennis courts (*resident’s suggestion below*)



Next steps

It is understood that a report on the consultation will be provided to Minister for Lands, Planning and Environment, Peter Chandler MLA, for wider consideration by the Northern Territory Government.

It is understood that this and previous consultation, will inform a concept and design brief for a master plan to be used as part of an Expressions of Interest process. Ongoing consultation will play a vital role in these next steps.

Stakeholders agreed that ongoing consultation was necessary, particularly in relation to the location of residential development and iconic uses for the Kahlin/Hospital site, with groups such as Friends of Kahlin, residents and local architects.

The Friends of Kahlin suggested that design workshops, similar to those done as part of the Darwin CBD Master Plan, could include the ongoing feedback of key stakeholders. While 'Kahlin on Myilly' was one suggested name for a new precinct, a resident recommended a public competition be held to determine a name for an iconic park.

The Director of the Heritage Branch of the Department of Lands, Planning and Environment suggested a public art coordinator be appointed as part of the project, with a percentage of the cost of development being kept aside for public art.

"The coordinator could start out with no pre-conceived ideas and as development progresses the coordinator would look for opportunities and give artists the opportunity to come up with ideas. There needs to be a significant commitment to public art." – **Director, Heritage Branch**

The Planning Action Network opposed the proposal going through an Expressions of Interest process with private developers as it would create market driven delays. It wants land such as Flagstaff Park to remain in Government hands.

The City of Darwin suggested an area plan and social infrastructure plan were needed for the new precinct to look at including more community and social infrastructure in community spaces such as community centres, sporting facilities, childcare centre, small business hubs, learning centre and cafes. The council also suggested a working group be established to look at the concept plan and potential infrastructure needs.

The Property Council of Australia NT supported a quality master plan and suggested the NT Government could explore an interim lease arrangement for the Kahlin/Hospital site until an appropriate iconic development was identified.

The Environmental Defenders Office requested that a vegetation study be done on the site to look at the appropriateness and health of existing significant trees and a historian queried whether an archaeology study would be done on both sites, considering their historical uses.