



CENTRAL DARWIN

STAGE 2 CONSULTATION REPORT



NORTHERN TERRITORY
**PLANNING
COMMISSION**

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GLOSSARY OF TERMS

CDAP	Central Darwin Area Plan
DRLUP	Darwin Regional Land Use Plan
the Master Plan	Darwin City Centre Master Plan
the Planning Scheme	Northern Territory Planning Scheme

1. INTRODUCTION

The Northern Territory Planning Commission launched Stage Two community consultation for the Central Darwin Area Plan on 2 December 2018 by releasing the draft Central Darwin Area Plan and Needs Assessment. Stage Two consultation concluded on 22 February 2019, with 44 written submissions received.

Stage Two consultation was an opportunity for the community to provide comments and feedback on the draft Area Plan which had been informed by background investigations and community feedback received during Stage One consultation.

The planning principles included in the area plan were structured around seven general themes and provide a policy to guide future land use change identified on the Land Use Vision Plan. The eight focus areas included in the draft Area Plan provided more specific planning principles to address localised issues within the locality.

To inform the drafting of an Area Plan for the Central Darwin Area, the Northern Territory Planning Commission endorsed a Community Engagement Strategy which identified that the Area Plan would be prepared in three stages.

This report summarises the consultation efforts and key themes that were identified by the community during Stage Two consultation. This feedback will assist the Planning Commission in finalising an Area Plan for consideration by the Minister.

1.1 The Study Area

The Central Darwin Area Plan encompasses the area from Cullen Bay to the Darwin Waterfront, and as far north as the largely undeveloped Tank Farm area located between the old rail corridor and Stuart Park. The Study Area map shows this area, which is referred to as “Central Darwin” in this framework.

The NT Planning Scheme currently includes planning principles and area plans for Frances Bay and the Darwin Waterfront. These plans have been reviewed and will be consolidated into the Central Darwin Area Plan.

Commonwealth Defence facilities at Larrakeyah and the oil storage facilities at Frances Bay, while not subject to Northern Territory planning provisions, are significant influences on the study area.

The Darwin Regional Land Use Plan (DRLUP) is a policy document in the NT Planning Scheme that provides a strategic framework to guide growth and development across the entire Darwin region. The DRLUP recognises the role of Darwin as the capital city of the Northern Territory and, because of its position as the closest Australian capital city to Asia, its legitimacy as the natural capital of Northern Australia. The Darwin City Centre performs a critical role and higher order function as the dominant commercial, cultural, administrative, tourist, and civic centre of the Northern Territory and Darwin region.



Legend

- 1 The Central Business District
- 2 Darwin Waterfront
- 3 The Esplanade
- 4 Larrakeyah
- 5 The Old Hospital Site
- 6 Myilly Terrace
- 7 Former Tank Farm
- 8 Former Shell Site
- 9 Frances Bay
- Area of Influence
- *Commonwealth Land

1.2 The Draft Area Plan

The draft Central Darwin Area Plan will shape the future development of Darwin City Centre and surrounds. It does this by presenting a detailed land use and development framework for the study area within the context of the strategic directions provided by the Darwin Regional Land Use Plan.

The draft Area Plan incorporates characteristics and opportunities that will shape the future of the area and establishes objectives and acceptable development criteria to guide growth and development.

The Area Plan is accompanied by a draft Needs Assessment which contains a record of investigations and community feedback that has informed the Area Plan. The Needs Assessment is intended to sit within the background documents section of the NT Planning Scheme. The Needs Assessment should be consulted where there are questions about interpretation of the policy positions advocated for by the draft Area Plan.

1.3 The Consultation Process

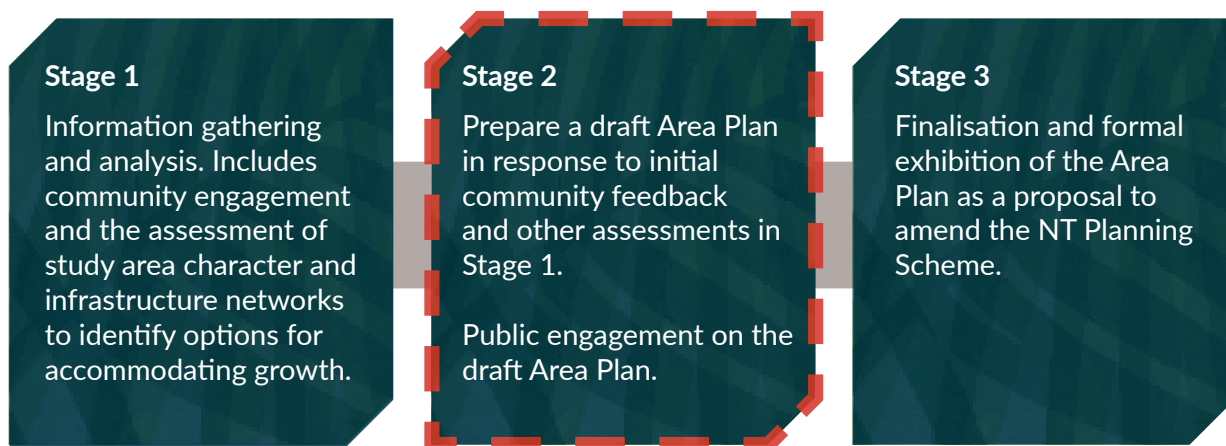
The Northern Territory Planning Commission has adopted a three-stage engagement approach to the consultation process.

Stage One of the consultation process was an opportunity for information gathering and analysis, including community engagement.

Stage Two comprised the preparation and publication of a draft Area Plan, informed by community feedback received in Stage One.

Stage Three will be the finalisation of the draft Area Plan, which will then be recommended to the Minister for Infrastructure, Planning and Logistics as a proposed Planning Scheme Amendment.

This report summarises the second stage of the consultation process and the key themes that were identified by the community, government agencies, and other relevant stakeholder groups.



2. CONSULTATION WITH STAKEHOLDERS

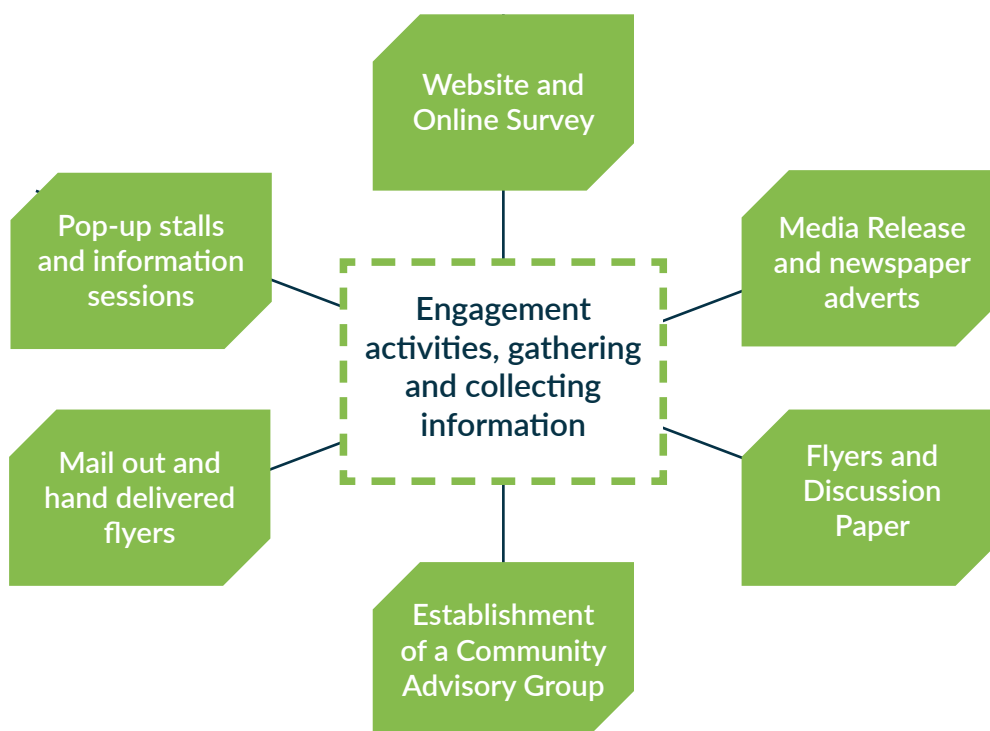
The second stage of consultation on the draft Central Darwin Area Plan launched on Saturday 1 December 2018. This was in conjunction with the City Expo, facilitated by the Department of the Chief Minister to promote the Darwin City Deal. The project stand attracted significant attention and the Planning Commission had a high level of engagement from attendees.

Within the study area, the Planning Commission ran nine consultation events during the second stage of consultation on the draft Area Plan. Stakeholders who were targeted as part of this consultation process included:

- landowners / residents;
- City of Darwin;
- special interest groups and community groups;
- government agencies and departments;
- the Project Control Group; and
- industry associations and representative bodies.

Over the course of the consultation, 262 members of the public attended events and actively engaged with the project team, 38 online surveys were completed, and 44 written submissions were received via email, post, and the project website.

Further details regarding the consultation methods and materials utilised can be found at Appendix A.



2.1 Landowners / Residents

The land owners and residents within the study area were mailed a flyer to inform them of the release of the draft Area Plan. The flyer was distributed via an Australia Post unaddressed mail-out to introduce the project, direct people to the dedicated website, and invite comment via submission or by visiting one of the pop-up stalls. A copy of the flyer is at Appendix A.

Sharing of information and community involvement was also encouraged through the following activities:

- printed advertising in the NT News;
- a dedicated page on the NT Planning Commission website including times and dates of public displays, contact details to receive submissions and answer enquiries;
- Social Media advertising including Facebook on 'Have Your Say';
- pop-up information stalls at the Mitchell Centre, Smith Street Mall, Parap Village Markets, Kahlin Beach (Cullen Bay), Old Hospital Site, and the Esplanade;

- a CDAP promotional short video;
- display material as part of the CBD Expo at Darwin Live Hub; and
- a manual letterbox drop was conducted over much of the Larrakeyah area in the days immediately prior to events in that suburb.

2.2 City of Darwin

The Central Darwin Area Plan study area is wholly located within the Municipality of Darwin.

On Tuesday 25 September 2018, the Commission Chairman briefed the Lord Mayor and Chief Executive Officer of the City of Darwin on the launch of Stage Two consultation. In addition, council staff were included within the Project Control Group (PCG).

2.3 Project Control Group

The PCG, consisting of key government stakeholders and City of Darwin, met regularly between December 2018 and January 2019.

The Project Control Group's primary purpose was to provide strategic direction and specialist advice to ensure that the preparation of the area plan is an efficient and collaborative process. Specifically, members of the Project Control Group are called upon to ensure that the area plan concepts could be supported by the service delivery program provided/facilitated by the agency represented.

2.4 Others

Identified stakeholders including NT Government Departments, industry and community groups stakeholders were provided with the consultation materials and an invitation to receive a briefing on the project, meet with the project team or provide a written submission.

The Central Darwin Area Plan study area falls wholly within the electorate of Port Darwin. The electorate office was provided with the consultation materials and an invitation to receive a briefing on the project, meet with the project team, or provide a written submission upon launch of public consultation. In December 2018, the project team briefed Paul Kirby MLA on the project and progress towards public consultation at that time.



3. SUBMISSIONS AND FEEDBACK

Stakeholder feedback was encouraged around the topics and issues included in the draft Area Plan, Needs Assessment, and online survey (Appendix A).

3.1 Planning Themes

Stakeholders were encouraged to think about the Planning Themes of the draft Area Plan and Needs Assessment, which included contextual information and an explanation of how the draft Area Plan has addressed the following themes:

- Mixed Use and Residential;
- Social Infrastructure;
- Culture and Heritage;
- Environment;
- Movement and Transport; and
- Essential Infrastructure.

Feedback received at consultation events was recorded by staff, and the resulting data has been analysed by theme below.

3.1.1 Mixed Use and Residential

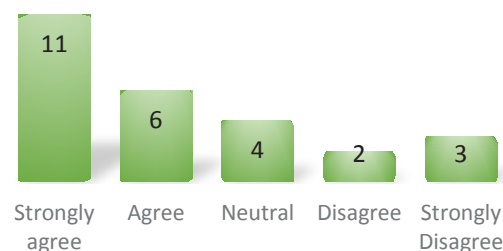
To accommodate the forecast population growth, the draft Area Plan encourages an increased diversity of housing options with high levels of function and amenity that accommodate a greater variety of households, and will contribute to increased activation of Central Darwin. The draft Area Plan also encourages diverse development of residential and commercial activity to enhance the intensity and range of activities within the study area.

Feedback received at consultation events, and via written or survey submissions identified a recurring theme regarding residential development in the area. Common themes emerging from participants included:

- more high rise buildings would have a detrimental impact on surrounding properties;
- future development would be much more attractive if it was consistent with the existing built environment;
- high rises along the Waterfront to Frances Bay are not supported as these will block the views from Harry Chan Av;
- need to develop more tropical architecture that is climatically responsive; and
- the increase in development of high rise apartment buildings is impacting enrolment opportunities at education facilities within the study area.

The survey responses were in favour of retaining the existing residential zones across Larrakeyah and Cullen Bay. Suggestions to improve facilities included the enhancement of the Cullen Bay marina to be suitable for super yachts i.e. rockwall expansion and the development of Stokes Hill.

Do you support retaining existing residential zones across Larrakeyah and Cullen Bay?



3.1.2 Social Infrastructure

Social infrastructure within the study area serves both the needs of the immediate local community as well as those of the regional and Territory population. The draft Area Plan seeks to guide the delivery of adequate community facilities including education, religious, health care, cultural and community facilities, to support the anticipated growth in population.

The following points were raised when survey respondents were asked whether there were community / cultural uses that they consider would complement the area:

- historic / scenic walk along the Esplanade, Doctor's Gulley, Larrakeyah Terrace, and Temira Crescent, linking to Cullen Bay;
- homeless centre(s); and
- landscaping on all main streets with historic and cultural themes.

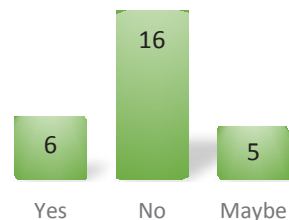
While there was general support from the community regarding the framework of the draft Area Plan, one particular comment made at a consultation event indicated that the idea of developing a new museum would not be beneficial as the existing one is underutilised.

Recreational spaces and facilities were cited as the most frequently utilised social infrastructure in the study area by respondents to the online survey. Although the majority of respondents expressed concern for an indoor sports facility, based primarily upon traffic and car parking considerations. The following suggestions were made regarding the location of a multi-use facility:

- Old Hospital Site;
- Civic Precinct or waterfront locality;
- Frogs Hollow Park;
- the Esplanade could be developed to accommodate outdoor facilities for sporting and recreational use; and
- Smith Street mall.

Those that were not in support of a multi-use facility were concerned that conventional social infrastructure facilities are not required and that our uniqueness should be determined and exploited boldly through more shaded, open, green spaces. It was also raised that the CBD does not have the infrastructure to accommodate such a facility because car parking is already limited, and such a facility may also impact on residents and workers in the area.

Do you think an indoor sports facility is required?



When asked whether the draft Plan enhanced open spaces within the study area, 15 survey respondents said that they did not believe that it did, with a further 4 unsure, and 8 believing it does.

Face to face and written submissions generally supported the enhancement of the Civic precinct to provide some additional social infrastructure including improved library facilities and community meeting spaces. Further suggestions to improve social infrastructure within the study area included:

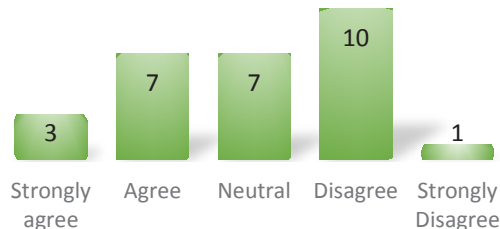
- focusing on greening and heat mitigation programs as little has been done towards enhancing infrastructure development in the CBD;
- activation of the Smith Street mall through a 7 day market;
- development of dog parks in and around the CBD;
- extension of the Smith Street mall to Woolworths and the Waterfront;
- make beautiful lawns and BBQ areas with facilities and playgrounds for families;
- calls for a more integrated public library located in the CBD; and
- bring back the city cinema.

3.1.3 Culture and Heritage

Central Darwin is rich in cultural and heritage values that contribute to the quality of life and cultural identity of our community. The draft Area Plan encourages the appropriate acknowledgement, conservation, management, and revitalisation of cultural and heritage places.

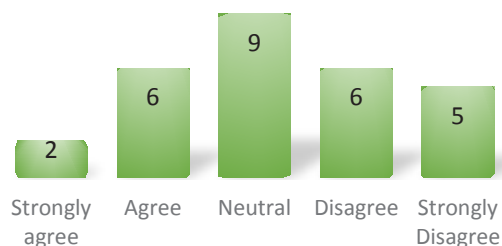
Respondents to the survey indicated mixed views about how well the area plan responds to heritage. There were 11 people who disagreed with the idea that the draft Plan supported the re-use of Heritage places within the study area. 10 respondents agreed that it does, and a further 7 were neutral on the topic.

Do you think the draft Area Plan will appropriately support the re-use of heritage places?



Survey results regarding multicultural heritage values in Darwin identified a divided response from the community. More than half of the respondents do not believe that the draft Area Plan recognises and celebrates the multicultural heritage and values of Central Darwin, while the remaining respondents believe that it does, or were neutral on this.

Do you think the draft Area Plan recognises and celebrates the multicultural heritage and values of Central Darwin?



Suggestions on how the multicultural heritage and values of Central Darwin could be improved included:

- the development of an Indigenous culture centre at Myilly Point that recognises the Kahlin Compound and Flagstaff;
- a shrine or interactive memorial; and
- a Town Hall Clock tower complex at the Bennett and Smith Street intersection.



3.1.4 Environment

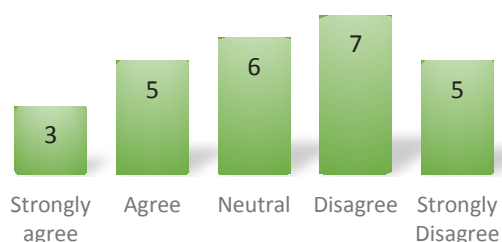
Central Darwin includes coastal, remnant vegetation, and urban forest systems that have cultural value and significantly contribute to the economy and liveability of the study area. The draft Area Plan seeks to protect and enhance the functions of the natural environment while ensuring that development responds appropriately to constraints.

Submissions and feedback showed strong support for retaining and enhancing existing green spaces within the study area. Suggestions to increase the overall volume of green spaces included:

- implementation of a strategy for locating public facilities and increasing shade;
- providing trees along all median strips and sidewalks;
- repurposing the multiple alley ways, empty blocks, derelict buildings and empty roads to build a green path through the CBD; and
- retaining the vegetation on escarpments for the views of the CBD.

When asked whether the draft Area Plan would facilitate the connection of natural environments and open spaces within Central Darwin, 8 of the respondents agreed, and 13 disagreed. A further 6 were neutral.

Do you think the draft Area Plan will facilitate the connection of natural environments and open spaces within Central Darwin?



Submissions from the online survey and consultation events demonstrated a general desire to:

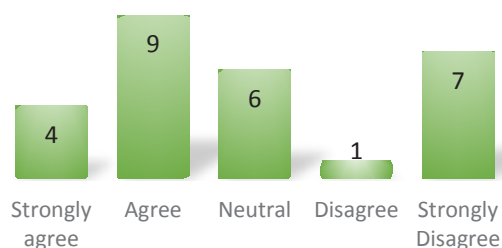
- keep sites such as Myilly Point, and the Old Hospital Site as public open space;
- develop the Old Hospital Site into a Botanical Garden;
- retain green spaces and linkages between sites; and
- enhance the natural features of the CBD.

3.1.5 Movement and Transport

The study area contains a range of active, public, and private vehicle transport networks that provide local and regional links. The draft Area Plan seeks to preserve transport corridors and ensures these corridors are developed to provide high amenity, resulting in efficient movement of people into and through the City.

The online survey prompted respondents to identify whether they agreed that the draft Area Plan improved connectivity to, and within, Central Darwin. Of the survey results, the majority 13 respondents agreed, with a further 6 neutral, and 8 disagreeing. After review of the survey and written submissions, three key emerging themes were identified, they were: lack of car parking; desire to improve pedestrian / cycle paths; and increased availability of public transport between attractors.

Do you think the draft Area Plan appropriately supports pedestrians and cyclists within Central Darwin?



A large number of the written submissions and comments recorded at consultation events expressed a need to address the following car parking issues:

- limited on-street parking on Smith Street;
- residents of the CBD using on-street parking instead of residential on-site car parks, affecting parking availability for workers and visitors;
- limited short term parking options in the CBD;
- limited parking in Cullen Bay for commercial and transport users; and
- a need for more parking and a roundabout in Larrakeyah to alleviate traffic congestion during school pick up and drop off periods.

In terms of pedestrian connectivity, the majority of survey respondents agreed that the draft Area Plan supports:

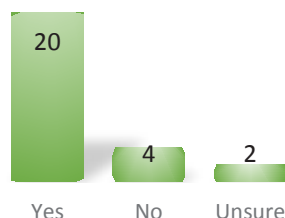
- pedestrians and cyclists; and
- the identification of 'Green Links' within Central Darwin as leafy, high amenity, shared movement corridors.

Issues surrounding connected, quality and prioritised pedestrian and cycle routes / paths, were consistently raised during consultation. Further comments and submissions indicated a desire to:

- provide a boardwalk and widen existing cycle paths along the Esplanade;
- improve pedestrian way finding through the CBD;
- widen the Waterfront breakwall footpath and any potential footpath around the new Waterfront hotel;
- include more pocket parks and better links to green spaces;
- make public transport to Cullen Bay more accessible; and
- identify and promote a clear bike path network.

There was strong positive feedback from the community in support of the City Recreation Loop. The majority of survey respondents agreed that the draft Area Plan would encourage attractors to activate areas in the CBD. Submissions regarding the Recreation Loop indicated a high level of support for pedestrian and cyclist movement to and within the study area. The submission received from the City of Darwin also supported the proposed Recreation Loop. Further details can be found at Page 19. Support also extended to shared movement corridors with high levels of amenity.

Do you like the proposed City Recreation Loop?



Suggestions to improve connectivity, included:

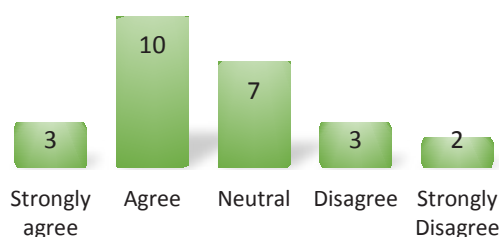
- the implementation of a bus network connecting major attractions within the study area;
- a free light tram / rail for CBD loop;
- satellite car parks with frequent bus connections to the CBD;
- a regular shuttle bus; and
- beamer buses / shared taxis, 'hop on hop off' concept.

3.1.6 Essential Infrastructure

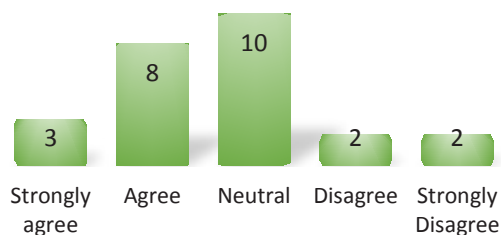
While neither the Discussion Paper nor the online survey posed any particular questions about physical infrastructure, a number of submissions from Stage One recognised the need to plan for and fund future essential infrastructure.

The majority of the survey respondents agreed that the draft Area Plan appropriately considers the provisions of essential infrastructure within Central Darwin. There was also a clear sense of support from the community regarding the draft Area Plan's encouragement toward co-ordinating these provisions.

Do you think the draft Area Plan appropriately considers the provisions of essential infrastructure within Central Darwin?



Do you think the draft Area Plan does a good job of encouraging coordination of infrastructure provisions?



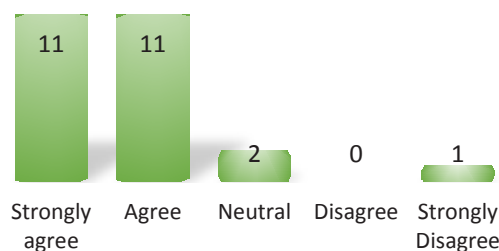
3.2 Focus Areas

The Focus Areas section of the draft Area Plan looks at 8 of the study area's unique localities. Maps in this section of the area plan respond to the main influences, opportunities and possibilities relevant to each area.

3.2.1 A1 - City Centre - Core

Comments received for this focus area reinforced the general desire for greater emphasis on pedestrian / cyclist connectivity and greening initiatives. Respondents to the survey expressed their support for the concentration of retail and foot traffic activity within the Focus Area.

Do you support concentration of retail and foot traffic activity within the City Centre Core Focus Area?



Respondents also made suggestions on how the city centre core could be developed. There was a number of recurring themes, including: the development of shade through canopies; trees; improved pedestrian pathways and transport networks; and the implementation of a city loop transport option with a hop on hop off concept. Other suggestions included:

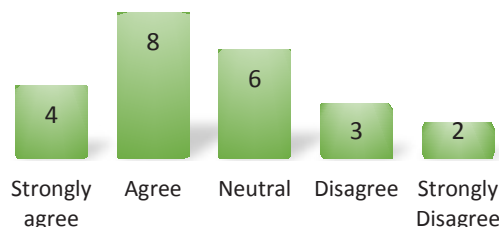
- development of an educational facility to encourage young people to live, shop, and utilise the facilities in this area;
- more public furniture / facilities to encourage lunch time or afternoon use;
- active encouragement of city workers to park outside of the CBD to allow for more parking options for visitors and retail;
- no more residential development; and
- more wayfinding signage in and around the CBD to entice visitors to move beyond Smith Street mall.

Of the written submissions received, the majority were in support of the proposed changes and improvements suggested by the area plan for this focus area. However, it is noted that a considered development approach would be required to reduce the possibility of losing any green space and ensure that the cultural heritage of the area is retained.

3.2.2 A2 - City centre - Former Shell Site

Submissions noted that the site has redevelopment potential, however, accessibility to the site from the city centre was raised as a concern. The majority of respondents agreed that the draft Area Plan recognised the importance of the site to the pedestrian and cycle network.

Do you think the draft Plan recognises the importance of the site to the pedestrian and cyclist network of Central Darwin?



Some suggestions for development of the site included;

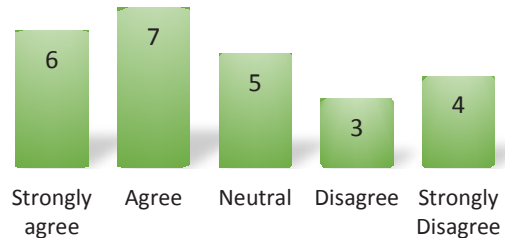
- mixed use residential, with the site being prime real estate for harbour views;
- a retail centre similar to homemaker village;
- a parking station with regular transport to bring people into the CBD; and
- a 'Central Park'.

One submitter showed strong support for an additional road linking Tiger Brennan Drive and Knuckey Street along the boundary of the former Shell site.

3.2.3 A3 - City Centre – Education and Civic Precinct

There has been a number of concerns raised by the community regarding the environmental impact of the development of Garramilla Boulevard. There has been a divided response from the public regarding their support for the development of education and civic facilities in this location, with some believing that the amenity in the area has been compromised. Others also believe that the construction of Garramilla Boulevard has destroyed a large area of natural mangroves and open space.

Would you like to see education facilities integrated into a mixed use locality at this location?



Responses to the online survey showed a number of suggestions regarding the development of the focus area and the way in which this could complement the city centre. Suggestions included retaining the area as green open space, consideration of the site for development of an education facility or museum, and improving on the connectivity to the area through over head or underground pedestrian and cycle paths.

While there were no noticeable themes emerging from discussion at consultation events, the majority of those who attended were in support of developing the area. One respondent expressed their interest in the focus area, stating that “the Education and Civic precinct is a fantastic idea” and proposed a more integrated public library within this Focus Area.

3.2.4 A4 - Esplanade Character Area

The Esplanade Character Area includes Bicentennial Park which is the premier open space for the Darwin City Centre. It is a multi-use space that accommodates events and has connections to Larrakeyah and the Darwin Waterfront.

In regard to the development of Bicentennial Park, many of the online survey responses indicated a preference to retain the open space, with suggestions such as:

- drop the foliage height to below the fence line and remove trees from the cliffs and make use of the harbour view;
- open the view by creating interesting boardwalks on the cliff face, leasing out the oil tanks for commercial/retail development, decks for leased events (weddings) / sunset viewing areas;
- build a recreational fishing jetty on the old baths site;
- make the Esplanade a one way road to make it easier to cross the road and park;
- rebuild Lamaroo Baths;
- keep the area open and natural looking as to create better viewing areas overlooking the harbour;
- maintain public landscaped space and provide adequate shaded seating areas, drinking fountains and fixed exercise equipment;
- consider a retractable stage/band stand area to promote weekend events allowing the structure to be closed up when not in use;
- improving the greenspace along the escarpment to add to the attraction of the area;
- more lighting and support facilities to increase safety for night time use with safety;
- leave the area as a park, but make improvements such as a sports circuit that has stations its entire length;
- keep the area natural and well maintained; and
- construct play equipment that is subtle and engaging.

When asked about the form of the development of the Focus Area, respondents expressed a general interest in maintaining the existing building heights on the Esplanade. Further suggestions for the area included:

- retaining the Esplanade under the current zoning clauses to maintain a similar level of scale to new buildings;
- consider parking incentives for hotel proposals to encourage more hotels in this area, as opposed to units. This would reinforce this area as a predominantly hospitality-based locality;
- no more multi-story developments;
- creative architecture that compliments the local landscapes; and
- limit the development along the Esplanade to 8 stories.

3.2.5 B - Darwin Waterfront

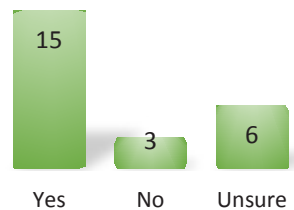
Community feedback on the style and form of existing development in the Waterfront focus area was generally positive.

The importance of maintaining and improving green space and pedestrian and cyclist connectivity was raised by the public during the consultation period. The preservation and improvement of social infrastructure and recreation spaces was also regularly mentioned through submissions received, and in face to face conversations with the community.

Maintaining public access to the water's edge was mentioned by a number of respondents as being a priority consideration for any future development of the Waterfront. The majority of respondents supported the development of the Waterfront.

When prompted to disclose their opinion on the potential rezoning of Jervois Park from Zone Central Business to Zone Organised Recreation, the majority of the survey respondents were in support of the idea. Further to this, a number of submitters identified that they believe the area would benefit from rezoning to the Public Open Space zone.

Do you support the rezoning of Jervois Park from Zone Central Business to Zone Organised Recreation?



One submitter stated that they would like to see improved connectivity specifically between the focus area and the City Centre to increase tourism opportunities and create linkages that would support growth across the CBD.

A submission recommended the linear corridors of Public Open Space be removed from the Focus Area plan as it was inflexible and should be a matter to be deferred to the detailed design stage.

3.2.6 C - Old Darwin Hospital Site, Myilly Terrace

The mix of established land uses with historically and culturally significant sites, and a location between the coast and CBD, make planning for this area complex but essential.

Several submissions on this focus area focused on developing a caravan park as a temporary land use that may increase visitation to Cullen Bay and nearby attractors i.e. the casino.

Other suggestions for complementary land uses included:

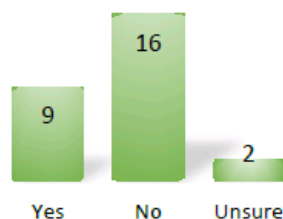
- outdoor exhibits of historical and cultural displays;
- tertiary schooling with student accommodation;
- food and beverage outlets;
- community gardens;
- parkland incorporating both large shade trees and open spaces;
- water features;
- natural bushland;
- botanic gardens; and
- community meeting spaces.

The distance between the site and the core of the CBD was noted in a number of submissions. There was some concern raised that the movement connections between these areas was not clear, and there was not enough shade in place for use of this network. Some submissions stressed the importance of quality, convenient connections between this site and other tourist attractors and accommodation across the study area.

Pedestrian and cycle connections were another frequent discussion point, with particular importance placed on connections to the city centre, and through the overall study area and its nearby attractors. A suggestion was made to improve the green link between Myilly Terrace, the Old Hospital Site, and Mindil Beach.

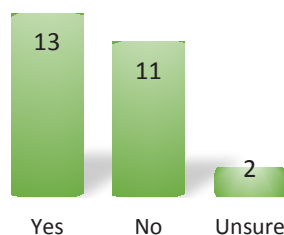
A small number of submitters feel that residential development in the Cullen Bay area has reached capacity and expressed concern at the identification of existing residential areas in the focus area. However, residents of the area believe that there is a need to upgrade facilities in the area and make Cullen Bay more easily accessible via public transport.

The majority of online survey respondents indicated that there was no opportunity to use land along Myilly Terrace for new residential development while also establishing public open space.



There was a divided response regarding the use of the Old Hospital Site for residential development, or the opportunity to use the site for community uses in recognition of the areas similar historic use.

Is there an opportunity to use part(s) of this focus area for residential development and community uses in recognition of the similar historic use of the Focus Area?



The Flagstaff Park area was discussed at consultation events, with calls for the area to be retained and improved as public open space. Submissions also recognised the importance of the site of the Kahlin Compound, and that its cultural heritage status should be acknowledged. Consultation identified a degree of confusion as to the location of the Kahlin Compound site and comments regarding Flagstaff Park and the Old Hospital Site were often bundled together. A number of comments called for immediate improvements to be made to Flagstaff Park and Myilly Terrace, observing that it is often used for illegal camping and feel that it is unsafe.

After the closing of consultation, attention was brought to this Focus Area via a Facebook post. This prompted members of the public to consider possible future land uses for the Focus Area, and make comment to this effect. While there was a number of unconstructive views contributed, the feedback response rate was high and reinforced earlier opinions expressed about the future use of this site. It was clear that there is strong public opinion on recognising the potential for future development of this Focus Area while being culturally sensitive to historical issues.

3.2.7 D - Frances Bay

There was general support observed for the transition of the Frances Bay Area to a mixed use waterfront development area, especially incorporating residential, tourist, restaurants and cafes. Key to that support however is incorporating recognition of the area's maritime and railway history, connections to surrounding areas, and a desire to retain the operational marine and fishing activities in the area.

Suggestions for improving connectivity included courtesy buses, shaded walkways, and a user-pay bus system that links in with the city services. One submitter suggested that the existing walkway from Frances Bay through Harbourview Plaza to the city should remain easily accessible.

Concern was expressed that the area could have initial success but may eventually draw people away from Cullen Bay and the City Core.

There was a strong desire for the redeveloped Frances Bay foreshore / waterfront areas to be an accessible public asset for the benefit of the community. The need for integrated development was seen as important and that any development be considered in the context of the entire focus area, particularly in relation to built form, road networks and connections / access to the waterfront was also cited as a recurring topic of conversation at consultation events.

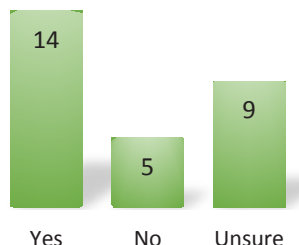
A number of comments were received suggesting improvement of facilities for the fishing fleet, including potential for additional mooring space, a seafront boardwalk connecting to the wharf, loading and unloading facilities, and a seafood market.

3.2.8 E - Former Tank Farm

During consultation, feedback from the public on development of the area was extremely supportive, with one respondent stating that they believe “residential at the tank farm is a great idea”.

Results from the online survey indicated parts of the community feel facilities such as a cultural centre could be incorporated within the One Mile Dam community site, while other responses suggest no change to existing arrangements aside from refurbishment or replacement of existing community housing is required. One submission presented a vision for the land to be developed as a culturally themed retail and tourism precinct.

Could cultural facilities, such as a cultural centre, be incorporated within the One Mile Dam site?



The majority of the survey respondents did not agree with the residential densities proposed by the draft Area Plan, with 14 disagreeing, 6 agreeing, and 7 neutral. While it was clear that there was disagreement regarding the densities proposed, some respondents were unaware that there is no requirement proposed for the One Mile Dam site to change their community living activities.



3.3 Service Authority Comments

1.3.1 City of Darwin

Comment from City of Darwin was in strong support of the draft Area Plan's focus on creating a liveable city. In regard to the planning themes, City of Darwin identified that the residential theme would need to establish provisions to encourage diverse and affordable housing options to cater for expected future growth.

It was suggested that the current zoning of recreation and open space areas within the study area shows a notable decrease in open space provision from the Darwin City Centre Master Plan which nominated a large 'Darwin Central Park', centred around One Mile Dam. The Area Plan indicates a reduced open space area that functions mainly as a pedestrian priority area and linkage, rather than a substantial parkland as previously planned.

The City Recreation Loop concept and the strengthening of connectivity through a priority transport corridor to support active and future public transport linkages was supported. There was further support regarding the preservation of, and connectivity between, public spaces and social infrastructure. It was also suggested that any development in areas of cultural significance, such as the Former Tank Farm, Old Hospital site, and Myilly Point should seek to respect and articulate appropriate use.

1.3.2 Power and Water Corporation

Power and Water made a submission on both the Needs Assessment and draft Area Plan. They picked up a number minor revisions and corrections to the draft documents, and offered suggestions toward these to be considered in Stage 3. These included changes to references within maps; and improvements to wording for clarity.

In addition to these, PWC suggested that any green links proposed within the service corridors of the plan would require reference to Power Water Corporation for risk assessment.

In regard to the Focus Areas, PWC advised there would be a requirement for extensive consultation on any new development or rezoning applications submitted for areas such as the Old Hospital site, the former Shell site, and the former Tank Farm.

1.3.3 Department of Trade Business and Innovation

This submission emphasised the importance of the area plan encouraging flexibility and innovation. In this context, the Department of Trade, Business and Innovation (DTBI) expressed concern that the Area Plan may become a tool to block developments of a nature not currently contemplated. The importance of this would affect the areas identified as Focus Areas. However, DTBI expressed their general support of the draft Plan, so long as areas where specific feedback was sought (Old Hospital site, Myilly Terrace, Former Tank Farm) are kept available for a range of potential developments.

DTBI did not consider there was any defence related concerns, aside from the fact that there are Commonwealth Government height limitations that apply to the study area.

1.3.4 Department of Housing and Community Development

The Department of Housing and Community Development expressed their satisfaction that the land covered by the draft Area Plan could be used and developed in accordance with its current land use zones, and development potential of assets controlled by the Department would not be unduly limited.

It is also noted that the Department has an interest in ensuring diverse housing options that will support changing levels of demand within the public housing portfolio and secure opportunities for the inclusion of affordable housing within any potential developments.

1.3.5 Department of Education

The Department provided an update on the capacity and enrolment status of schools within the study area which confirmed the findings of the Needs Assessment. The Department noted the outcomes of a demographic study they initiated which anticipates an increase of approximately 10 to 15 percent across all levels of schooling within the catchment area. The Department expressed their belief that the student population could be managed through additional classroom resources to the existing infrastructure.

The Department of Education support the assessment that Larrakeyah Primary school has potential to increase infrastructure to support an increase in student numbers. However, it was noted that there are vehicle access restraints due to its limited street access and shared entry with the Larrakeyah Army Barracks. The Department proposed expanding the area identified for pedestrian and cycling enhancements to accommodate Larrakeyah primary school movement patterns and provide safe access from residential areas to the school.

The Department of Education noted the Old Darwin Primary School site as a potential multi-story site to cater for future population growth in the CBD. The Department of Education believe the site should be sufficient to accommodate a vertical school of significant capacity.

1.3.6 Department of Environment and Natural Resources

The Environment Division expressed their support of the draft Area Plan's environmental focus, and it was noted that there was particular support regarding the objectives included within the document that encouraged sustainable development. Additional objectives of minimising potential land use conflict, minimising environmental impacts on the receiving environment, and responding to contamination were also supported.

The Environment Division identified that the draft Area Plan places a significant burden on building design to minimise conflict between proximate uses. To manage this, it was recommended that acceptable response 2.4 under Mixed Use theme be broadened to include consideration of potential conflicts between buildings, rather than just within.

The Flora and Fauna division was in support of the draft Plan's approach toward protecting sensitive and significant vegetation types from future land uses and retaining these within a public open space network.

1.4 Submissions and feedback outside the scope of this project

Stage Two consultation on the Central Darwin Area Plan inspired some feedback that was found to be outside of the scope of the area planning project for various reasons.

Comments and feedback that fall into this category include those where:

- the geographical area discussed is outside of study area;
- the issues discussed are not those which could be included in an Area Plan; or
- the feedback related to a procedural or legislative issue.

4. SUMMARY

Stage Two consultation has allowed the Northern Territory Planning Commission to further discussions with the community on the future of the Central Darwin Area Plan. There was opportunity to provide submissions through pop-up consultations, meet the planner sessions, group information sessions, individual meetings and a dedicated online survey. Interested parties and members of the public, including residents, landowners, and key stakeholders were also able to submit written comments to the consultation process and contribute directly through an online survey.

A number of key themes were present across all consultation and submissions, including the noted community value of the connections to the waters of the Harbour, retaining green public spaces and the establishment of shaded areas and more trees. These themes were particularly prominent within Focus Areas such as the Esplanade, Waterfront, and the Civic and Education Precinct. Many submissions and survey responses called for greater pedestrian and bicycle connections by prioritising certain networks and improving upon existing networks to increase user experience.

Submissions responded positively to aspects of the plan, including;

- The enhancement of the Civic precinct;
- Retaining existing residential zones across Larrakeyah;
- Retaining and enhancing existing green spaces, as well as increasing the volume of these spaces;
- Pedestrian connectivity;
- Identification of green links as high amenity, shared movement corridors;
- Keeping Myilly Point and OHS as Public Open Space;
- The proposed City Recreation Loop; and
- Enhancing the natural features of the CBD.

A large number of the written submissions received, and comments recorded at face to face events, expressed a desire to connect the major attractions within the study area. Additionally, there was demand for additional car parking and suggestions for park and ride facilities on the outskirts of the study area, connected to the city centre via frequent public transport.

Concerns were raised regarding the accessibility and distance of some Focus Areas to the CBD, and a number suggestions were received regarding the improvement of connectivity between the Focus Areas and the city centre.

Recurring themes regarding mixed use and residential development across the study area were identified, including requests to keep new developments consistent with surrounding built environment, concern that high rises are having a detrimental impact on surrounding properties, and the noted support from the community for residential development at the Tank Farm.

Many residents believe that there is no opportunity to upgrade sites such as Myilly Point and the Old Hospital Site to residential zones while retaining public open space, however, there was call for immediate action in these areas as they are often misused.

Submissions relating to Frances Bay showed strong support from the community to transition the site into a mixed use area that will incorporate the site's maritime and railway history.

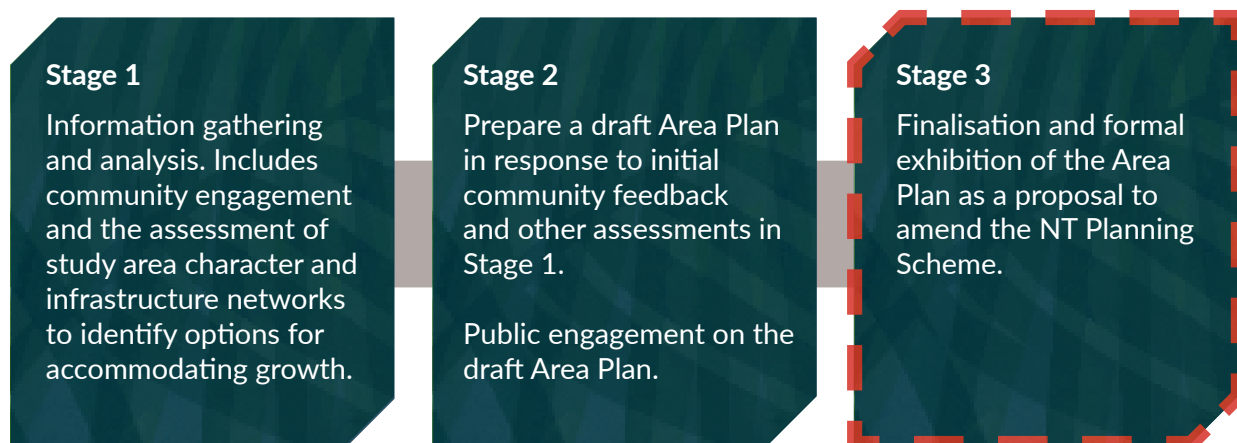
Importance was placed on maintaining and improving upon existing cultural heritage. Suggestions varied from improving the scenic walk along the Esplanade, landscaping main streets with historic and cultural themes, to developing an indigenous culture centre at Myilly Point that recognises the Kahlin Compound and Flagstaff.

Recreational spaces were cited as the most used social infrastructure within the study area. Suggestions for the location of a new multi-use facility were made, including; the Old Hospital Site, Civic Precinct or Waterfront; Frogs Hollow Park; the Esplanade; and Smith Street Mall.

5. NEXT STEPS

This report covers community consultation and engagement of Stage 2 of the draft Central Darwin Area Plan. This report will be used by the NT Planning Commission now to refine and finalise the Central Darwin Area Plan.

Once the Planning Commission finalises the Area Plan, Stage 3 of the process will commence. Stage 3 is anticipated to be undertaken in mid-2019 and will involve the Planning Commission recommending that the Minister for Infrastructure, Planning and Logistics consider exhibition of the Central Darwin Area Plan as a proposed amendment to the NT Planning Scheme. At this stage, the community will be provided with one more opportunity to comment on this Plan. Comments received in this stage will be considered by the Minister for Infrastructure, Planning and Logistics.



6. APPENDICES

A – Consultation Materials and Methods

B – Submissions Received

Media release

Distributed to media outlets by DIPL communications unit on launch of Stage Two engagement.



media release

Northern Territory Planning Commission (NTPC)

Have your say on creating an active Central Darwin

1 December 2018

The Northern Territory Planning Commission continues to work towards the development of an Area Plan for Central Darwin. The study area includes Frances Bay and the Waterfront, through to Cullen Bay and all areas in-between.

When complete, the Central Darwin Area Plan will provide long-term guidance for land use and development that will strengthen Central Darwin as the heart of a vibrant, functional and attractive capital city.

Chairperson of the Planning Commission, Dr David Ritchie, said an Area Plan for Central Darwin will bring together previous work and consultation to showcase the range of influences and opportunities across the area.

"Stage 2 commences today with the release of the draft Area Plan and the Commission encourages the community to be involved to help refine the future vision for Central Darwin including areas such as Frances Bay and the Old Hospital Site. The Commission is keen to hear the views of all stakeholders who work, live and visit the city," said Dr Ritchie.

Anyone interested in being involved in shaping the future development of Central Darwin is invited to make a submission by Friday 22 February 2019.

A number of consultation events are also planned across the city including the CBD Expo held today at the Darwin Convention Centre from 9am until 3pm. Visit planningcommission.nt.gov.au for full event details and to download the area plan documents.

Media – 8924 7287

Introductory flyer / fact sheet

Provided a brief introduction to the project and process and directed readers to the project website for detailed information.

Distributed at consultation events and made available on the project website and at local council office and Energy House Level 1.

A LAND USE VISION FOR DARWIN

AREA PLAN

DRAFT

CONSULTATION STAGES

STAGE ONE
Information gathering and analysis. Includes community engagement and the assessment of study area character and infrastructure networks to identify options for accommodating growth.

STAGE TWO
Prepare a draft Area Plan in response to initial community feedback and other assessments in Stage One.

STAGE THREE
Finalisation and formal exhibition of the Area Plan as a proposal to amend the NT Planning Scheme.

HOW TO GET INVOLVED
Your thoughts, comments, questions and feedback will be considered by the Planning Commission as it works to finalise the Central Darwin Area Plan. Check the NT Planning Commission website to view the draft Area Plan, find out details, and have your say on the future of Central Darwin.

INFORMATION

HOW WILL THE AREA PLAN BE USED?
The Area Plan provides a decision-making framework to inform future zoning and development decisions and gives guidance, certainty and confidence to residents, property owners and decision makers, and helps us plan for the future. Applications for rezoning must be made through the Minister. Areas DO NOT automatically require rezoning. Any for infrastructure, planning and logistics.

THEMES

MIXED USE
The draft Area Plan encourages diverse development to enable mixed use environments that are liveable, provide employment, and meet residents and visitor's needs.

- Are there any changes to zones that you would like to see?
- The draft Area Plan seeks to create high amenity environments. Do you think it successfully achieves this?

ESSENTIAL INFRASTRUCTURE
The draft Area Plan seeks to ensure the sequential and cost-effective provision of essential infrastructure.

- Do you think the draft Area Plan appropriately considers the provision of infrastructure within Central Darwin?
- Do you think the draft Area Plan does a good job of encouraging the co-ordination of infrastructure provision?

ENVIRONMENT
The draft Area Plan seeks to protect and enhance the functions of the natural environment for the continued enjoyment of the community, while also ensuring development responds appropriately to constraints.

- Do you think the draft Area Plan does a good job of recognising the importance of natural features in Central Darwin?
- Do you think the draft Area Plan will facilitate the connection of natural environments within Central Darwin?

MOVEMENT AND TRANSPORT
The draft Area Plan seeks to preserve movement corridors identified on the Movement and Transport Maps. The Area Plan seeks to ensure these corridors are developed to provide high amenity, resulting in welcoming, active and safe routes that aid navigation and efficient movement into and around the city.

- Do you think the draft Area Plan appropriately supports pedestrians and cyclists within Central Darwin?
- Do you like the proposed City Recreation Loop?
- Do you think the draft Area Plan proactively seeks to improve linkages within Central Darwin?

SOCIAL INFRASTRUCTURE
The Area Plan seeks to guide the delivery of adequate community facilities to support the anticipated growth. The scale and quality of these facilities should be in proportion to Central Darwin's role as the Territory's foremost cultural, civic, entertainment, recreational and tourist centre while also providing for local residents.

- Which community and cultural uses would complement the Central Darwin area?
- Where would you like to see a multi-use community facility within Central Darwin?

RESIDENTIAL
To accommodate the forecast growth, a high density of dwellings is supported within the city centre, defined as land within Zone CB (Central Business). Established residential areas such as Larrakeyah and Cullen Bay maintain their current zoning and are generally encouraged to develop to the densities supported by the current zoning to protect amenity.

- Do you support the retention of existing Residential zones across Larrakeyah and Cullen Bay?
- Should the zones be changed from what is proposed?

LAND USE VISION MAP
The Land Use Vision Map identifies the vision for future land use within the Central Darwin Area. The draft Area Plan indicates that the land use on the specific sites may change in the future. The Area Plan does not automatically rezone land, remove the need to apply to the Minister to rezone land or pre-empt a decision in response to a request to amend the zone.

- Do you like our proposed vision for Central Darwin?
- Tell us what you think of the land uses which are shown on the map.

CONTACT
GPO Box 1600, Darwin NT 0801
ntpc@nt.gov.au
www.planningcommission.nt.gov.au
08 8924 7540

Newspaper Advertisement

Published three times over the consultation period in the NT News.



CENTRAL DARWIN AREA PLAN

Draft Area Plan for Consultation

The Northern Territory Planning Commission is now commencing Stage 2 of the land use planning process for Central Darwin with the release of a draft Area Plan.

This draft plan provides a vision for land use in Central Darwin and surrounding areas. The draft plan acknowledges Darwin as the capital of the Northern Territory that will guide future land use and development that strengthens Central Darwin whilst retaining its history and natural environment. There is now opportunity to provide comment on the draft Plan. Check the website for dates, times and locations of our events.

Written feedback is also accepted via email or via our website. The Planning Commission is accepting submissions on the draft Central Darwin Area Plan until COB Friday 22 February 2019.

For more information or to submit your feedback on the draft Central Darwin Area Plan visit www.planningcommission.nt.gov.au or send an email to ntpc@nt.gov.au.

ntpc@nt.gov.au 08 8924 7540



CENTRAL DARWIN AREA PLAN

Draft Area Plan for Consultation

The Central Darwin Area Plan is being developed to create a long term vision for the future of the area.

The Planning Commission is accepting submissions on the draft Central Darwin Area Plan until COB Friday 22 February 2019.

Comments can be submitted via email to ntpc@nt.gov.au or on our website www.planningcommission.nt.gov.au.

www.planningcommission.nt.gov.au ntpc@nt.gov.au 08 8924 7540

Online Survey questions

Hosted on the project website. The survey questions expanded upon the broad questions posed in the Discussion Paper.

About this survey.

We want to know:

- How you move around the city and surrounds
- The things you value in the city centre and surrounds
- How you imagine the area could develop over time

You are encouraged to read the Central Darwin Area Plan [discussion paper](#) before completing the survey.

How to use this survey

This feedback form is separated into sections. Each section relates to a specific topic. If you do not want to answer questions about that topic, just skip to the next one (Hint: Don't submit the form until you have completed as many sections as you want).

When you have completed as many sections of the survey as you want, click the "Submit my response" button at the bottom of the page.

If you want to be kept informed of the progress of the Central Darwin Area Plan project, please make sure you fill in your contact details on this page. Any contact details provided will be separated from your response to the remaining questions in the analysis and reporting of survey responses.

About You

Vision for Central Darwin

Residential and Mixed Use

Social Infrastructure, Culture and Heritage

Environment

Movement and Transport

Essential Infrastructure

A1 - City Centre Core

A2 - City Centre Former Shell Site

A3 - City Centre Education and Civic Precinct

A4 - Esplanade Character Area

B - Darwin Waterfront

C - Old Darwin Hospital/Mylly Terrace

D - Frances Bay Terrace

E - Former Tank Farm Site

Additional Feedback

Vision for Central Darwin

The Land Use Vision Map identifies the vision for future land use within the Central Darwin Area. The draft Area Plan indicates that the land use on specific sites may change in the future.

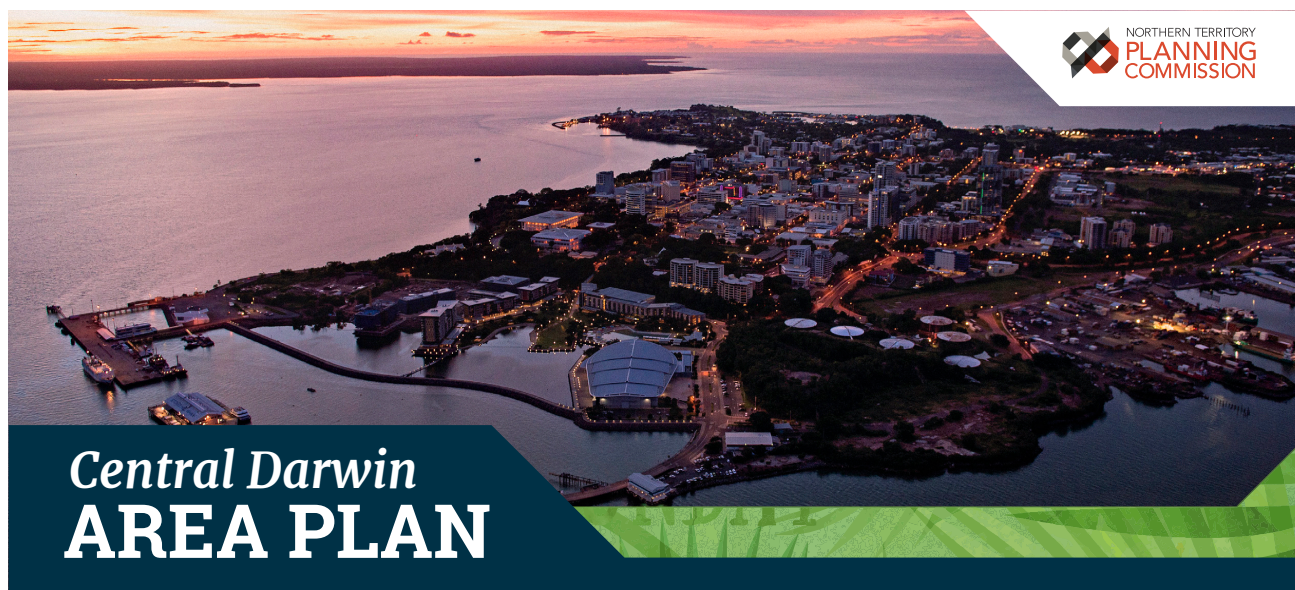
The draft Area Plan does not automatically rezone land, remove the need to apply to the Minister to rezone land or pre-empt a decision in response to a request to amend the zone.

Please note that the page numbers are reference to the [draft Central Darwin Area Plan \(22.1 mb\)](#).



DL landscape flyer

A conveniently small sized 'take-away', creating project awareness and directing readers to the project website. Distributed via unaddressed letterbox drop to all addresses in study area and made available at events and other venues.



The Northern Territory Planning Commission has commenced Stage 2 of the area planning process for Central Darwin.

This incorporates the City Centre, Darwin Waterfront, Larrakeyah, Cullen Bay, Frances Bay, the former Shell site and the former Tank Farm.

Drawing on Darwin's status as northern Australia's commercial, cultural, administrative, tourist and civic capital, the draft Area Plan shares a vision of transforming our retail and living space to attract people to live, work and play here.

Get involved now to help refine the draft Area Plan. We look forward to seeing you at our information displays throughout December, January, and February. A calendar of events is listed on the website.

You can also have your say by uploading a submission to the Planning Commission website, completing the online survey or by email.

POSTAGE
PAID
AUSTRALIA

planningcommission.nt.gov.au

ntpc@nt.gov.au | 08 8924 7540 | Planning Commission GPO Box 1680 DARWIN NT 0801



CDAP Promotional Short Video



6.2 Appendix B – Submissions Received

6.2.1 Public Submissions

A total of 44 written public submissions were received via email, post, and the project website.

38 online survey forms were completed.

6.2.2 Industry Groups

Australian Institute of Architects

Australian Institute of Landscape Architects

Northern Planning Consultants

June D'Rozario and Associates

Elton Consulting

MasterPlan

6.2.3 Service Authorities and Government Agencies

City of Darwin

Power Water Corporation

Department of Trade Business and Innovation

Department of Housing and Community Development

Department of Education

Department of Environment and Natural Resources

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