

CITY OF PALMERSTON

**Notice of Special Council Meeting
to be held in Council Chambers, Civic Plaza, Palmerston
on Tuesday, 21 April 2015 at 6:15pm**

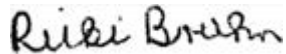
AGENDA

Audio Disclaimer

An audio recording of this meeting will be made for minute taking purposes as authorised by City of Palmerston Policy MEE3 Recording of Meetings, available on Council's Website.

1. **PRESENT**
2. **APOLOGIES**
3. **DEPUTATIONS / PRESENTATIONS**
4. **REPORTS OF OFFICERS**
 - 4.1. **Improving Strategic Local Road Infrastructure – Expression of Interest** **8/0645**
5. **CONFIDENTIAL REPORTS**

Nil
6. **CLOSURE**



**Ricki Bruhn
Chief Executive Officer**

Any member of Council who may have a conflict of interest, or a possible conflict of interest in regard to any item of business to be discussed at a Council meeting or a Committee meeting should declare that conflict of interest to enable Council to manage the conflict and resolve it in accordance with its obligations under the Local Government Act and its policies regarding the same

ITEM NO. **4.1** **Improving Strategic Local Road Infrastructure –
Expression of Interest**
FROM: **Director of Technical Services**
REPORT NUMBER: **8/0645**
MEETING DATE: **21 April 2015**

Municipal Plan:

2. Economic Development

2.2 Local Business and Industry

2.2 We are committed to ensuring local businesses and industry receive the support they need in order to grow and prosper within our region

Summary:

City of Palmerston has been contacted by the Department of Transport regarding funding submissions for the Improving Strategic Local Roads Infrastructure (ISLRI) Program. Staff have prepared a submission to the program for \$2.5 million. This report seeks council's endorsement for the submission and required co-funding of \$2.5 million.

General:

The ISLRI program aims to assist local government in improving road infrastructure that supports our economic enabling industries or is of a strategic nature for the community. The funding can be used for feasibility studies, detailed project planning or design or infrastructure projects relating to transport.

A total of \$5 million is available in 2014-15 across the Territory. Submissions close on Monday 27th April 2015.

Staff have prepared a submission for \$2.5 million which would half fund the Boulevard Stage 2 reconstruction. To enable the submission to be lodged Council will need to match the NTG funding dollar for dollar.

Financial Implications:

Council will be required to match the grant funding dollar for dollar. A commitment of \$2.5 million is required.

Policy / Legislation:

Nil

RECOMMENDATION

1. THAT Council receives Report Number 8/0645.
2. THAT Council endorses the Improving Strategic Local Road Infrastructure expression of interest at Attachment A to Report Number 8/0645.
3. THAT should Council's Improving Strategic Local Infrastructure expression of interest be successful Council will match the level of funding dollar for dollar to a maximum of \$2,500,000.

Recommending Officer: Mark Spangler, Director of Technical Services

Any queries on this report may be directed to Mark Spangler, Director of Technical Services on telephone (08) 8935 9958 or email mark.spangler@palmerston.nt.gov.au.

Schedule of Attachments:

Attachment A – Draft Improving Strategic Local Road Infrastructure – expression of interest

IMPROVING STRATEGIC LOCAL ROAD INFRASTRUCTURE – EXPRESSION OF INTEREST

FUNDING SOUGHT FOR INFRASTRUCTURE (CAPITAL INVESTMENT AND MINOR NEW WORKS PROJECTS AND PLANNING PROPOSALS)

Privacy Statement

The Northern Territory Department of Transport may need to share information provided with relevant organisations. Information relating to individuals will be protected under the provisions of the *Privacy Act 1988*. Please refer to the Improving Strategic Local Road Infrastructure Guidelines to find information on outcomes required by the Northern Territory Government to assist you in completing this expression of interest form.

This expression of interest form should be used when applying for Northern Territory Government funding through the Improving Strategic Local Road Infrastructure Fund.

Section 1 – Your Details

1. Your legal registered name:

2. Trading name
(if different to registered):

3. Business Number
ABN:

4	2	0	5	0	1	7	6	9	0	0
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ACN (where relevant):

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4. Is your business registered for GST: YES NO

5. Registered business address details:

Address

2 Chung Wah Tce		
Suburb	State	Postcode
Palmerston	NT	0830

6. Postal address:

Address

PO Box 1

Suburb	State	Postcode
Palmerston	NT	0831

7. Your contact details

Name

Mark Spangler

Position	Phone	Fax
Director Technical Services	08 8935 9958	08 8935 9900

Mobile	Email
0418 847 770	mark.spangler@palmerston.nt.gov.au

8. Organisation entity type

- Indigenous Organisation
- Local Government
- Other Non-Government Organisation

Section 2 – Project Proposal

1. Description of Project (1 page maximum – please refer to attached document titles and numbers for each reference document that is attached against each criteria as required) – please provide specific comments on each of the eligibility criteria

The Palmerston City Centre Redevelopment Program provides a vision and a framework for the city's urban planning, design and identity. This project will transform Palmerston city centre, encouraging economic activity and investment, and provide a completed main street that not only supplies an important transport corridor but also an active space for recreation.

Outputs for the Palmerston City Centre Redevelopment Program include: » Realignment of the main street, The Boulevard, to cater for improved access, parking and cyclists (two phases) » A "city heart" square and place for the community to meet and celebrate » A public space to support economic activities - hold markets, community activities, celebratory events, » Safer pedestrian walking area in the centre of town » More surveillance for the adjacent community library and retail and commercial businesses » A shared footpath–bicycle path located alongside The Boulevard, linking the existing shared path network along Roystonea Ave and Chung Wah Terrace. » Specialist lighting to transform the water tower into a visual spectacle and attract people to the city » Tree lined footpaths. » Performance area to support social and economic activity » Safe outdoor seating area. » Redevelopment of the Woolnough Place to create a car parking structure to remove parking on sandy car parks and improve efficiency and accessibility of car parking in the city centre » A new bus stop on The Boulevard adjacent to Goyder Square to bring public transport into the city centre. » New traffic lights on The Boulevard. » Pedestrian crossings adjacent to Goyder Square. » Short term on-street parking along The Boulevard to promote easier access to businesses fronting the new main street. » Storm water drainage, water, irrigation and sewer systems. » Electrical and lighting.

Applications for **Capital Investment and Minor New Works Projects** will be rated and prioritised based on the following criteria:

1. Level of funding that will be matched by the submitting organisation or other funding partner (Commitment in writing from joint funder is required)

The total project construction cost is estimated to be approximately \$5M. The City of Palmerston has already funded the project development and design costs, \$200,000. While not currently in budget Council is prepared to fund any outstanding portion of the project to ensure that it goes ahead.

2. Evidence of the extent to which the investment will result in or support new or increased economic growth to the local or broader NT economy and establishment or growth of a viable long term business (eg. Business case, Business plan or Tourism Study)

We have provided a copy of the Palmerston City Centre Master Plan as evidence that the proposed works are expected to stimulate significant economic growth for not only the city centre but the region.

3. How the infrastructure investment will be maintained (e.g. Costed Maintenance Plan)

Council has an annual operating budget of \$32M. Maintenance of the completed works will be programmed into budget. We have included in our submission a copy of the City of Palmerston Municipal Plan 2014-2019.

4. Number of local long term jobs that would be created including Indigenous (e.g. Training and Employment Plan)

We are unable to quantify exactly how many local long term jobs will be created by this project. The employment benefits can be summarised as:

1. Construction team of around 30 crew for the 28 weeks of construction project.
2. Employment of local suppliers.
3. The completed MP works is expected to generate
 - 76,000m² of retail floor space
 - 144,000m² of commercial floor space
 - 457,000m² of residential floor space

These facilities will generate long term employment for many Territorians involved in construction contracts in addition to those working for the business occupying the new spaces.

5. Evidence to support the proposed investment option (e.g. Cost Benefit Analysis)

A cost benefit analysis has not been performed.

6. Letters of support from key stakeholders including traditional owners (Letters of Support)

The Palmerston City Centre master plan has been the subject of extensive consultation. It has gained support from NT Government departments, Ministers, MLA's, property owners within the city area, developers, retailers, and residents and visitors.

7. Agreed solution to any land tenure issues with traditional owners (Letters of Agreement)

Council has care and control over The Boulevard road reserve. There are no outstanding land tenure issues.

8. Evidence of readiness to commence design or construct stage (e.g. Conceptual or detailed drawings, Social and Environmental Impact Assessment)

Council has completed design and documentation and is ready to proceed to tender immediately. Copy of the design drawings are attached to this submission.

Feasibility and **Detailed Planning funding** will be rated and prioritised based on the following criteria:

1. Broad overview of project intent, expected business and employment outcomes and timeframe
2. Letters of support from key stakeholders including traditional owners (Letters of Support)
3. Agreed solution to any land tenure issues with traditional owners (Letters of Agreement)
4. Evidence of readiness to commence planning stages (initial cost estimates undertaken)

2. Proposed funding sought from the Northern Territory Government for the project:

\$2,500,000

a) Level of matched funding that will be provided by the submitting organisation or from other sources? (Please indicate other funding source if not submitting organisation)

\$2,500,000

3. Proposed commencement date for the project: ASAP

4. Proposed completion date for the project: 28 weeks from commencement

Section 3 – Applicant’s Certification

To the best of my knowledge, the information I have given in this expression of interest is complete, true and correct in every aspect. I am duly authorised to make this expression of interest application for and on behalf of the applicant organisation. I declare that:

- the information, including documentation provided and contained in this form is true and accurate;
- I have read the relevant guidelines for the Fund which I have applied for;
- I have read, understood and accept the terms and conditions, including incorporation requirements, of funding and my organisation will be able to fully comply with those conditions;
- I understand that incomplete applications will not be considered;
- if this expression of interest is successful, my organisation will be willing to submit a detailed project application and outline for consideration by the Chief Minister;
- if and where any personal details of a third party are included, the third party has been made aware of, and given their permission for, those details to appear in this expression of interest; and

- I am not aware of (or have declared in this expression of interest) any perceived or actual conflict of interest that will arise by submitting this expression of interest.

My organisation understands that the expression of interest is not an offer on the part of the Northern Territory Government nor does it create any obligation on the part of the Northern Territory Government to enter into a commercial or other relationship with any sponsor organisation.

I understand that the Department of Transport may request further information.

Name of Applicant's authorised representative (Print)	Position Held (Print)
Ricki Bruhn	CEO

Signature of Applicant's authorised representative	Date

Witness Name (Print)	Position Held (Print)
Mark Spangler	Director Technical Services

Signature of Witness	Date

Applications and any enquiries relating to this expression of interest for funding under the Improving Strategic Local Road Infrastructure Fund should be directed to email tipd.dot@nt.gov.au



PALMERSTON City Centre
MASTER PLAN

2015



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Project Manager: Elton Consulting
Master Planner: RobertsDay
Statutory Planner: Elton Consulting
Prepared By: City of Palmerston



Foreword



Our Vision

“ In 2011 the City of Palmerston recognised that the development of its Central Business District was not keeping pace with the residential growth occurring in the new suburbs. There was no vision for the City Centre and development to this point had been poorly coordinated with pedestrian activity also being affected through the poorly designed road network.

Decisions from the past had contributed to the City Centre becoming a sea of car parking, limited activation within the CBD, minimal jobs growth and no residential living in the heart of the city.

To help overcome this, a decision was made to create a vision for the future which led to the adoption of the Palmerston City Centre 2015 Master Plan in February 2012. This Plan included an ‘Implementation Schedule’ which the newly elected Council in 2012 embraced and ran with.

Council is committed to the Master Plan to enhance the City Centre and has commenced signature projects including the realignment of ‘The Boulevard’ and the redevelopment of Goyder Square to create a green civic space for the enjoyment of the community.

Through a series of development announcements in 2013, Council decided to review and expand the Master Plan to incorporate urban design principles and for this to be supported by the development of a City Centre Car Parking strategy, a traffic study and a Great Streets Strategy. Council partnered with Roberts Day and Elton Consulting to draft these documents with the ultimate aim of having this revised Palmerston City Centre Master Plan 2014 included as a reference document in the Northern Territory Planning Scheme.

I believe this Master Plan will provide a vision and framework to achieve better planning and urban design outcomes, facilitating the ongoing development and activation of the Central Business District, whilst creating an identity for the City of Palmerston.

Recent announcements including the \$300m Gateway Shopping Centre, \$200m Boulevard Plaza, \$150m Palmerston Regional Hospital, \$50m Palmerston Hotel and the Maluka Views development has created an ‘air of excitement’ in Palmerston. Developers are recognising the significant opportunities available within Palmerston with the skyline expected to change dramatically over the next five years.

The City of Palmerston and the NT Government are significant landowners within the City Centre, however, for too long, valuable land has not been developed to its full potential. The Central Business District needs mixed use developments, including residential living which will facilitate activation within the CBD.

Most importantly, this Master Plan creates a fresh new environment for pedestrians with a key focus on providing an enjoyable, walkable CBD experience with opportunities for community gatherings and celebrations.

Council is committed to improving the Palmerston City Centre and boosting our reputation as a destination of choice. We want to attract new commercial, tourism, retail and residential opportunities to create additional jobs and services for our residents.

The Master Plan will, for the first time give the Council, NT Government, developers, businesses and investors an overall vision and planning umbrella to work within. This Master Plan will set the future direction for our City Centre, allowing us to continue to be an integral part of the Northern Territory’s future growth.

Palmerston is on the cusp of some significant developments and this Master Plan will provide the vision and planning for a revitalised and vibrant City Centre – one that we can all be proud of.

Ian Abbott JP
Mayor
February 2015

”



Introduction





Introduction

In previous years, Palmerston City Centre has developed in an unplanned and uncoordinated manner, resulting in a centre that is unlikely to sufficiently support the growing population or be sustainable in the future. This is evidenced by:

- > The existing Palmerston Shopping Complex is located across the southern part of the City Centre with offices to one side. It creates a physical barrier as there are no clear north-south linkages cross the City Centre;
 - > The City Centre is largely composed of government administrative offices in which activities are internalised, with few cafes/restaurants available to support staff and residents needs. Given this focus on government use the opportunity has been limited for private investment to participate in the growth and evolution of the city centre;
 - > The road system is not logical, does not connect all parts of the centre and largely constricts movement and access across (and within) the City Centre;
 - > There are a large number of roundabouts within the current road network which makes pedestrian movement difficult and hazardous;
 - > Some key uses, such as the medical centre or The Hub, are located outside of the City Centre, resulting in activation occurring outside of the centre and not within the centre;
 - > Expansive surface car parks exist throughout the City Centre and dominate the appearance and function, with minimal vegetation, indicating insufficient on-site parking has been provided in the past;
 - > Low residential development exists around the City Centre, and has no direct relationship or frontage to the City Centre;
- > Most uses within buildings have been internalised resulting in inactive streetscapes within the City Centre.

In order to direct growth in a sustainable and efficient manner, it is vital that focus is placed on Palmerston City Centre, Northern Territory 2015 and the Draft Darwin Regional Land Use Plan 2014 provides key planning objectives and direction to support the Palmerston City Centre. The Centre faces significant challenges, now and in the future and therefore it is critical to ensure its long term viability and success as a regional centre of the Territory.

The City of Palmerston has developed a conceptual Master Plan for its City Centre to provide a vision and framework to achieve better planning and urban design outcomes as well as facilitate the ongoing development of the centre whilst creating an identity for Palmerston. The vision is predominantly for the next 10-15 years, however it also provides long term direction for the next 30 years.



Project process to date

To create a vision and an active, revitalised City Centre, City of Palmerston adopted a City Centre Master Plan, with associated design guidelines and implementation plan in early 2012. However due to various economic trends, rezonings and developments by the private sector, announcement of a new Palmerston Hospital as well as release of land by the Northern Territory Government, City of Palmerston resolved to review the Master Plan. Council also decided that the revised Master Plan for the City Centre should be a vision for implementation and to ultimately be included as a reference document in the Northern Territory Planning Scheme.

The City of Palmerston appointed the RobertsDay team in 2013 to consider benchmark 'town centre principles' and associated 'town centre urban design principles' that could facilitate the revitalisation of the Palmerston City Centre. The team worked with City of Palmerston to reconfirm the vision and develop, primarily through a design workshop process, a revised Master Plan for the City Centre.

The town centre benchmark and urban design principles were tested and incorporated into this Master Plan for the City Centre. Various options for the City Centre were considered including:-

- > Creating a new organic north south link road from Maluka Drive through the City Centre to the water park enabling Roystonea Avenue to form a bypass road rather than an "edge road to the City Centre
- > Narrowing University Avenue to ensure improved linkage between the triangular (Gateway) site, water park and the City Centre.
- > The impact of not creating an extension of Chung Wah Terrace past the Optus site and north of the water park.
- > The demise of the existing shopping centre over time and placement of a new retail complex

- > Linking the future 'Gateway' site to the City Centre
- > Creating a formalised "laneway" circular loop in the longer term within the City Centre
- > Broadening the City Centre boundaries

The reason for Council considering the options was to take into account, and consider the implications of the new and proposed developments surrounding, or in close proximity, to the City Centre. All options for the City Centre included the context of the site, road, access and linkages to the surrounding area and how to best attract traditional and modern town centre uses to the City Centre. Workshops including all options, and preferred option, were held with the Northern Territory Department of Lands and Planning as well as the Road Network Division of the Department of Transport

The preferred Master Plan and associated reports were considered and supported by Council in December 2014, with consultation to be undertaken for 6 weeks. An analysis of submissions and feedback provided to Council by the end of January 2015 have been included into the Palmerston City Centre Master Plan 2015.

The Master Plan and principles will enable and facilitate City of Palmerston, other levels of Government and private stakeholders to achieve the vision.

The City of Palmerston Master Plan and Urban Design Principles is supported by the development of a City Centre Car Parking strategy, traffic study, and Great Streets Strategy to guide the growth of the City Centre. The relationship between these documents is explained in a "suite of documents" on page 16.



Palmerston is located approximately 21kms south-east of Darwin's City Centre, between Darwin and the rural areas of Howard Springs. Palmerston is located within close proximity to two main industrial areas of Darwin; Pinelands and Yarrowonga industrial estates.

Figure 1. Locality of Palmerston

Why a master plan for the Palmerston City Centre?

The City of Palmerston (CoP) has recognised that, in order for the City Centre to play a leading role in the future growth and development of its city and, to ensure current and future social, economic and environmental demands are met, a Master Plan is required to create a planning 'vision' and direction for its sustainable growth.

Over the last 30 years, the Palmerston City Centre has grown in an ad hoc manner with little planning direction and urban design guidance, resulting in no clearly designated 'Main Street', pedestrian connections, effective structure or clear linkages. There are also under-utilised land parcels, large expanses of inactive blank walls facing the public streets, a large percentage of car parking areas and limited vibrant town centre activities.

The Master Plan is a vital first step in creating a 'vision' for Palmerston City Centre. The Master Plan is based on current and foreseen demands. The Palmerston City Centre's 'vision' and Master Plan can capture new detailed urban design outcomes, pedestrian connectivity and greater controls on built form and streetscape to raise its appeal, aesthetics and vibrancy. The intent would be to use it as a basis to direct growth and create an efficient structure that effectively promotes mixed uses within the City Centre.

A Master Plan will allow Council to take the lead to facilitate the implementation of the vision, negotiate or influence government and major stakeholders about the importance of the City Centre, and ensure the City Centre meets the needs to support the fast growing Palmerston region. A Master Plan guides growth in Palmerston in a positive direction, establish

retail, commercial and entertainment precincts, and create a more sustainable city than what currently exists.

The purpose of the Master Plan is to enhance the existing City Centre structure and create a well-planned and functional hub for the Palmerston area. Part of the process therefore includes an assessment of the: statutory planning controls; transport links; existing road layouts; existing and currently proposed commercial, community purpose and infrastructure sites; and environmental constraints that may possibly restrict development or isolate the City Centre from the surrounding suburbs of Palmerston and potential visitors to the area.

City of Palmerston (CoP) recognises the importance of its City Centre accommodating growth, by providing mixed use development, incorporating civic and community services and facilities that can cater for the demands of its community. The City Centre is also a regional centre for people in the rural areas and thus provides uses to support the surrounding community.

It is envisioned that the Master Plan can form the basis of the Palmerston City Centre 2015.

Study area

The current City Centre area is located to the western side of Roystonea Avenue and comprises an area of approximately 57ha. The study area was identified as an area wider than the current City Centre in order to ensure that the City Centre would be assessed in its broader context. The study area incorporates further land to the east of Roystonea Avenue, land north of University Avenue, and land south of Temple Terrace, comprising a study area of approximately 116.1ha. The study area is particularly important in the event that the triangular site in Yarrowonga is developed for a more intense use. Refer to Figure 2 outlines the current City Centre footprint.

Given the City Centre’s strategic location and

LOCAL GOVERNMENT AREA	PALMERSTON
Approximate area of land comprising current City Centre area	57ha
Approximate area of land included within the study area	116.1ha

centrality to these precincts it creates a logical focus to create a mixed use town that is easily accessible by everyone. As such speciality retail, cultural facilities and other uses that contribute to the success of cities should be focused within this area. Other areas should provide complimentary rather than competitive uses



Figure 2. Existing and proposed City Centre area

Surrounding uses

The City Centre has a variety of developed, developing and proposed uses within the surrounding area. These uses include the following:

- > The Heights Durack Residential Development
- > Charles Darwin University Campus
- > Water Park
- > Oasis Shopping Complex
- > Palmerston Shopping Centre
- > Health Precinct
- > Proposed new commercial site
- > Optus infrastructure site
- > Bus Station
- > Farrar
- > Regional Hospital

Figure 3 details the proximity of some of these uses to the City Centre area.

Developing a Master Plan for the Palmerston City Centre area provides an opportunity to incorporate effective links between these different uses and the City Centre.

The study area includes the existing City Centre, parts of the Yarrowonga Service Commercial Area, the new proposed large triangular development site, the area designated for the new Health Precinct, and the land currently being used or proposed by Charles Darwin University (CDU) for educational and residential purposes.

In particular the City Centre's proximity to the hospital and Holtz provides a range of benefits that can be realised over the long term, for example medical offices and secondary services can benefit from cafes and other uses within the city centre.



Figure 3. Palmerston City Centre and Surrounding uses



A suite of documents

Palmerston City Centre Master Plan

The Palmerston City Centre Master Plan is the overarching document that sets the future vision for the City Centre. Through setting out a clear urban structure, objectives and supporting design guidelines, it seeks to improve the City Centre as an attractive and comfortable place for people.

The Master Plan provides the design rationale for the vision with eight key supporting urban design principles. It also outlines the intended staging for the growth of the City Centre. It introduces the Civic Infrastructure Fund that facilitates the collection of a levy to fund consolidated city wide parking garages. The Master Plan sets out Design Guidelines to advance the delivery of its vision and objectives. The objectives cover the following:

- > Lot and Boundary Adjustments
- > Thoroughfares
- > Public Spaces
- > Private Blocks
- > Building Use
- > Building Height
- > Building Frontages
- > Building Design
- > Private Landscaping
- > Private
- > Parking

Palmerston City Centre Parking Strategy

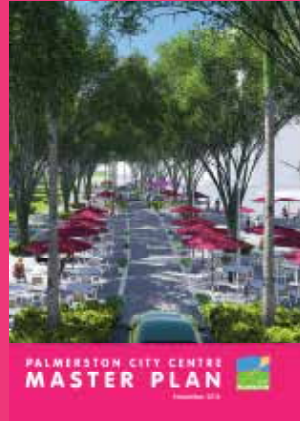
The Palmerston Parking Strategy proposes a viable alternative to the conventional parking model in the Northern Territory. It facilitates the introduction of a City Centre Levy that will allow the construction of consolidated parking garages and public domain benefits on the periphery of the City Centre. This will facilitate the increased economic viability of redevelopment within the City Centre by pooling funds to not only construct more economically efficient parking structures, but to be used to fund a broader suite of civic infrastructure including public realm and cultural facilities. The strategy provides an alternative model for developers to adopt, whilst maintaining the existing model where car parking is provided on site as part of new development.

Palmerston City Centre Public Realm Great Streets Strategy

The Palmerston City Centre Great Streets Strategy has been prepared to guide the public realm design for the City Centre.

The Strategy provides a common reference for designers, developers and stakeholders involved in the construction of the City Centre's public realm. It is noted the standards will apply to private land where new streets (or other connections) are proposed.

Master Plan



Parking Strategy



Great Streets Strategy



Palmerston Today





Palmerston began in 1971, when the Australian Government acquired land to address under-supply of residential land in Darwin, located nearby. The land for Palmerston was specifically selected as it was located adjacent to existing transportation corridors. Staged development eventually began in the 1980s. The first suburbs built were Gray and Driver, followed by Moulden, Woodroffe and Marlow Lagoon. The urban area of Palmerston continued to grow throughout the 1990s, with the new suburbs of Bakewell, Rosebery and Durack, and continued to grow in the 2000s with the development of Bellamack, Zuccoli, Johnston and the planning for the new Charles Darwin University (CDU) residential village. Please refer to Figure 4 below.



Figure 4. Regional Context

Population overview

Palmerston, originally planned as a satellite of Darwin in 1980, remains predominantly residential today. In 2013, Palmerston Municipality and the Elrundie Unincorporated Area had an estimated population of approximately 32,000 people (Australian Bureau of Statistics (ABS) - June 2013 Estimated Resident Population). Located at the edge of the rapidly developing broader Darwin Region, Palmerston has achieved growth rates substantially higher than the rest of the region and other Australian cities making it one of the fastest growing cities in Australia.

It is anticipated that the development of the remaining eastern suburbs will bring the population of the Palmerston area to more than 40,000 people (Draft Darwin Regional Land Use Plan 2014). The Australian Bureau of Statistics have predicted that this figure could reach as high as 42,000 people by 2021 (<http://www.palmerston.nt.gov.au/city/about-palmerston/demographics>).

With rapid growth (particularly with young families), Palmerston is a relatively 'young' city. According to the Social Health Atlas of Northern Territory Local Government Areas 2010, the median age in 2011 was 28, while in the Northern Territory and Australia (as a whole) the median ages were 31 and 37 respectively. The population will continue to age, but at a much slower rate than Australia's population as a whole. In 2011, more than 60% of the Palmerston population was predicted to be under the age of 40. Please refer to Table 1.

The occupation rate across the Greater Darwin Region has remained at a steady rate of 2.7 persons per dwelling for the past 10 years. Assuming a continuation of this rate (based on the high median prices for buying and renting dwellings), it is anticipated that approximately 5,700 new dwellings will be required in the region in the short term.

Age (Years)	2011 STATISTICS		
	Palmerston (%)	Northern Territory (%)	National (%)
0 to 14	26.7	23.2	19.3
15 to 24	15.7	14.9	13.3
25 to 34	18.5	17.3	13.8
35 to 44	16.8	15.6	14.3
45 to 54	11.7	13.5	13.7
55 to 64	6.7	9.8	11.6
65 to 74	2.5	4	7.6
75 to 84	1.1	1.3	4.5
85 & over	0.3	0.3	1.9

Age profile of City of Palmerston

Source: ABS Census

The Draft Darwin Regional Land Use Plan 2014 projects that Palmerston and Litchfield could accommodate approximately 2990 of these dwellings in the short term through greenfield development (2,220 units) and infill development (770 units).

Long term projections suggest that 48,000 additional dwellings will be required to cater for further regional growth of 100,000 people. Though the draft regional plan does not specify where these dwellings might be accommodated it does note that existing development areas such as Palmerston are nearing capacity.

Growth over time

1986



Figure 5. Palmerston City Centre 1986

1997



Figure 6. Palmerston City Centre 1997

Growth within the existing City Centre has generally been based on government services, need for parking and the development of the Palmerston Shopping Centre. The following aerial photographs illustrates the pace of development growth and change of the City Centre over time. The above aerial (Figure 6) demonstrates that

in the 1980s the City Centre was predominantly undeveloped. The existing buildings were mainly administrative. It appears that the Transport Terminal has been constructed.

2008



Figure 7. Palmerston City Centre 2008

In the aerial (Figure 7) the Bunnings and Hub buildings had been constructed, along with the Council's Recreation Centre.

2010



Figure 8. Palmerston City Centre 2010

The future growth of Palmerston's City Centre will be based on urban development within the wider Darwin region, the needs of the adjacent rural communities, development within the surrounding area of the Palmerston City Centre, needs of communities, market investment and funding of local and Territory governments. Some known reasons for growth, which can be fully assessed in the next stage of the study, are listed below:

- > An increase in the demand for retail, commercial and office space;
- > Expanded provision of health services;
- > Upgrades to existing public transport links;
- > Upgrades to existing pedestrian/cycle paths;
- > Expanded recreation and community facilities;
- > Increased residential development in the City Centre;
- > Link to Charles Darwin University (CDU).

Land ownership

The Palmerston City Centre is a mixture of Northern Territory Government (NT Government), CoP and privately owned land. Please refer to Figure 9 which broadly demonstrates the ownership configuration.

City of Palmerston (COP) owns land within the City Centre, particularly along The Boulevard. The NT Government also owns portions of land, and therefore by government working together with CoP, Palmerston City Centre can achieve the vision for the growing city.

Land ownership provides the opportunity for CoP to be a catalyst for achieving the vision, and take a proactive role in developing an improved amenity and public domain. CoP can also set the design standard in cases where they develop CoP owned land.

In order for the Master Plan to be implemented, key stakeholders need to work together and reach agreement of land parcels.



Figure 9. Ownership

- Private P
- Northern Territory Government NT
- City of Palmerston Council C



Key drivers

In developing a pragmatic vision and Master Plan for Palmerston City Centre, vital drivers were identified by the Council and key stakeholders as important for the city. These key drivers were incorporated into the planning for the Master Plan:

> Accessibility

Currently it is easy to travel to the City Centre, however there needs to be logic to the road network, good traffic management arrangements and interaction between development, car routes or public transport.

> Vehicle parking (off-street)

Provide the required car parking off-street, with only appropriate and limited amount of on-street parking.

> Amenity and public realm

Provide good amenity with interactive street frontages so retailers can attract customers.

> Covered walkways

Keep the city cool and dry, and encourage pedestrian movement around the city.

> Development opportunities

Allow diversity of land size parcels to ensure development opportunities with good design and liaise with stakeholders to manipulate current layout.

> Connectivity

Provide good connectivity for cars/cyclists/pedestrians, particularly between anchor points and through and into the City Centre.

> Affordable Accommodation

Ensure affordable living within the City Centre, so as to increase diversity of lifestyles within the city and allowing a wider range of cultural and social activities through the city.

> Staff availability and retention

To support existing staff and attract further staff to work within the City Centre, the centre needs to expand office space, provide retail, restaurant uses and create quality public realm.

> Safety

Streets need to be active and safe with surveillance.

> Residential density

Increase residential density within the City Centre.

> Hub with a mix of uses

Provide a greater diversity of uses, such as restaurants, retail and community uses to provide a functional city that attracts the residents as well as the communities from the adjacent rural areas to stay longer.

> City identity

Create a unique city identity that is the basis of a strong city brand and user experience.

> Tropical climate

Respond to the tropical climate to create a unique sense of place and user experience.

> Infrastructure reuse

Reuse existing infrastructure wherever possible to create a cost conscious implementation plan.

Zoning

The relevant statutory document for Palmerston is the Northern Territory Planning Scheme.

The study area for the City Centre Master Plan falls within a number of different zones under the Northern Territory Planning Scheme, as can be seen in Figure 10 below.

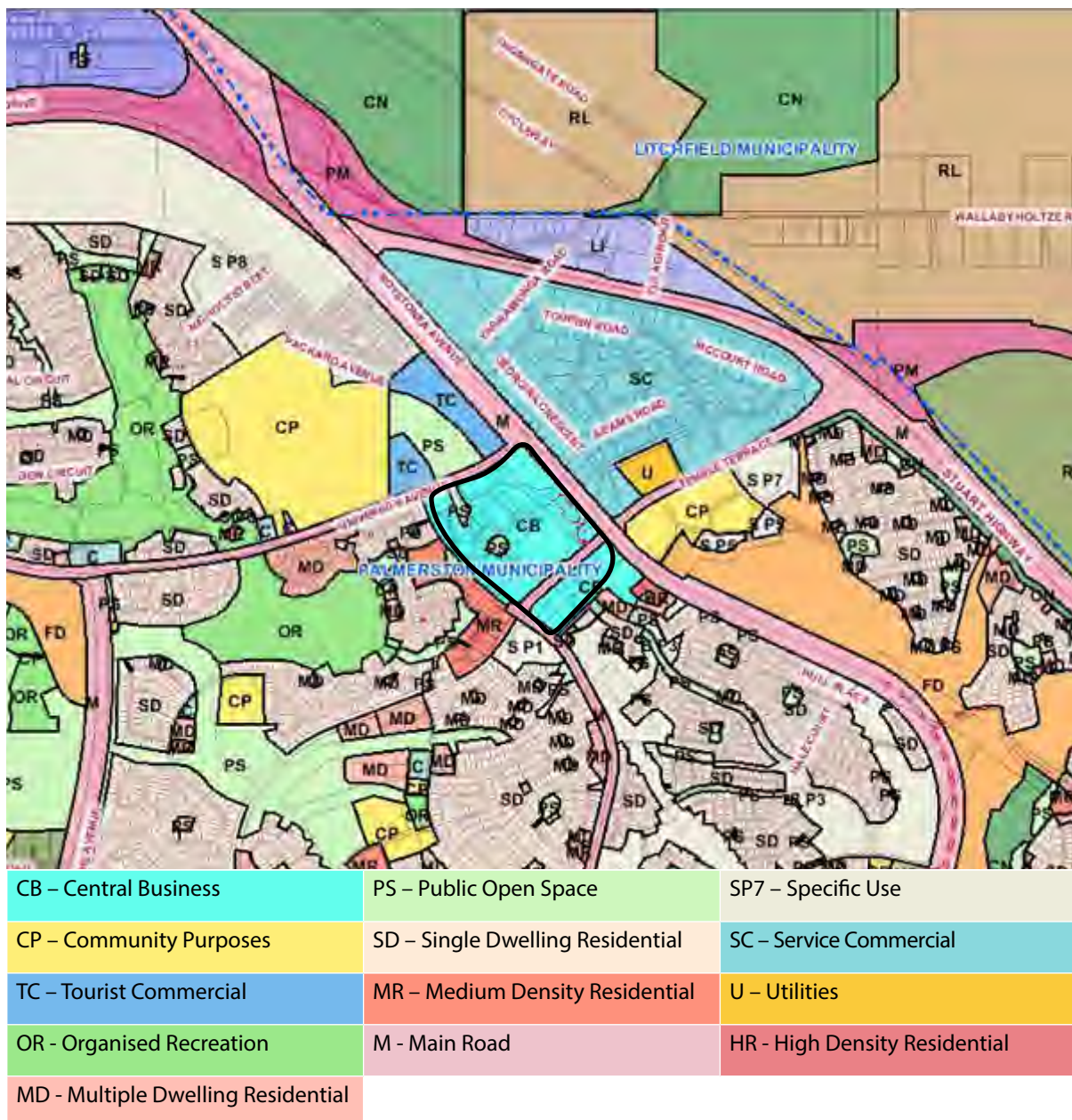


Figure 10. Planning Zones

The study area is predominantly zoned for Central Business (CB), within which there is currently no height limit for development – either residential or commercial. Notwithstanding a lack of specified height restrictions, regard must be had on the periphery of the CB zone to the impact of future development on adjoining land uses and zones within which height is restricted.

Under the Northern Territory Planning Scheme, vehicle parking is to be provided in accordance with the minimum rates set out in the scheme. However, the consent authority can allow for a waiver in the minimum number of car parking spaces to be provided having regard to the zoning or proposed use/development of the land, the provision of car parking spaces in the vicinity of a site, the availability of public transport or the impact that car parking provision would have on the heritage significance of a heritage place. In lieu of the provision of car parking spaces, a monetary contribution may be required. In addition to vehicle parking, commercial, industrial and retail developments are also required to provide loading bays.

Within the CB zone, a change of use between an office, restaurant or shop is permitted without development consent where the existing use of the building is authorised or otherwise lawfully, there is a developer contributions plan for car parking in place and there is no increase in the net floor area of the development.

The Northern Territory Planning Scheme also sets criteria for commercial and other development within the CB zone. The aim of these design factors is to promote site-responsive designs for commercial, civic, community, recreational, tourist and mixed use developments which are attractive and pleasant and contribute to a safe environment. The design factors to be considered include:

- > Preserving vistas and having regard to the character of buildings in the area

- > Minimising blank walls, adding variety at street level and encouraging surveillance
- > Maximising energy efficiency, concealing servicing equipment and minimising reflective surfaces
- > Minimising noise
- > Promoting safe vehicular and pedestrian movement including providing disabled access and sun protection for pedestrians
- > Provision of access for deliveries and refuse collection
- > Landscaping
- > Amenities and facilities for families and parents
- > Provision of bicycle access, storage facilities and shower facilities.

In addition to the design criteria set out above, appropriate and adequately sized areas of private and communal open space must be provided to service residential developments.

The zoning of the Palmerston City Centre as Central Business will enable the vision for the City Centre to be realised. The existing planning control from the Northern Territory Planning Scheme can be easily incorporated into the Master Plan and with the development of site specific guidelines for lot boundaries, access, public spaces, landscaping and building use, height, frontage and design, an attractive and vibrant City Centre can be achieved.

Car parking

Conventional parking models require that car parking is estimated for each land use and site separately and provided for on site. This requires the construction of costly podium or underground car parking within a development. The construction of these car parks, in some cases, may limit the development potential of a site and result in undesired outcomes.

The City of Palmerston Parking Strategy proposes an alternative parking model. The alternative model proposes multi-storey car parks located on the periphery of the City Centre to facilitate the construction of space and cost efficient parking.

The construction of up to 3 multi-storey car parks will provide efficiencies in construction whilst enabling parking to be shared across residential and commercial uses at different times of the day reducing parking demand.

Developers can financially contribute towards the construction of multi-storey car parks at a reduced rate per car space as the construction and land costs are significantly reduced.

Retail

Retail and commercial development are key components for the town centre to be sustainable. The revitalisation of the City Centre involves an objective of improved efficiency, performance and a better relationship between the dispersed activities.

The performance of retail elements within the City Centre becomes an important catalyst in the ability to deliver a revitalised and vibrant City Centre. Without investment and confidence in the City Centre, no revitalisation is possible. Retail viability and vitality is a key to the City Centre.

A broad retail study was undertaken in 2013 to determine how much retail space should be planned for in the City Centre. As the Master Plan considers the possibility that the “triangular site” in Yarrowonga could be developed for retail and / or bulky goods, it was essential to determine whether two coexisting retail centres would be functional in Palmerston.

Council has previously indicated that it supports either retail or bulky goods retail or a combination of both being developed on the triangular site.

Palmerston City Centre Retail Revitalisation Report

The conclusions drawn from this advice include: Based on current populations, the demand for retail floor area in the broader Palmerston catchment area would be in the order of 72,000m². This figure however, includes all retail floorspace including larger formats and department stores. The majority of this floorspace is located elsewhere, namely Casuarina and the Darwin CBD.

The dynamics of growth in the region and the location and growth of other centres means that the Palmerston City Centre has approximately 26,100m² of retail. Palmerston however, would require between 30,000 – 35,000m² of retail space available. An aggressive retail only development strategy using new Anchor stores

has the potential at Palmerston to materially change the size and nature of the catchment.

The Draft Darwin Regional Land Use Plan 2014 recognises Palmerston (along with Casuarina) as a Primary Activity Centre, second in the activity centre hierarchy to Darwin CBD on the basis that these centres incorporate one or more full line discount department stores and one or more supermarkets with a range of speciality retail businesses. The Plan also acknowledges that the elevated retain role and function of Palmerston and its ability to draw from a wider catchment means that it also provides a mix of commercial, service, community and entertainment facilities.

As the population grows there will be a demand for additional floor space across all retail sectors. The draft Regional Plan indicates that the current floor space market demand for the Principle Activity Centres is 118,249 sqm. This market gap is projected to rise to 130,169 sqm in the short term and 216,948 sqm in the long term. It is clear from these figures that the future focus will remain on expanding the existing and proposed principle activity centres which include Palmerston, Casuarina and the new centres of The Gateway, Coolalinga and Berrimah Farm

A mixed use City Centre within Palmerston can provide a vibrant economy where local employment is generated and investment and activity occurs.

Summary

Notwithstanding the findings of the Palmerston City Centre Revitalisation Report, the triangular site is now being developed as a retail shopping centre.

The proposed Palmerston City Centre Master Plan proactively responds to the redevelopment of the triangular site by strengthening connections between The Boulevard and triangular site.

This new retail dynamic has the potential to bring a variety of benefits to the City Centre. With the triangular site focusing on conventional retail, the opportunity exists for existing retail in the City Centre to diversify over time to capitalise on the evening economy, cultural economy and experience economy. Beyond The Boulevard, the opportunity for a variety of place brand precincts or destinations throughout the City Centre can assist in incubating these new opportunities.

Heritage

The NT Heritage Register (Department of Natural Resources, Environment, and the Arts) (NRETAS) identifies no areas of significance in the Palmerston City Centre. This was confirmed upon contacting NRETAS.

The Aboriginal Areas Protection Authority (AAPA) was contacted regarding sites within, or in close proximity to the Palmerston City Centre. It has been advised formally that there are no Registered or Recorded sites within the area.

Storm surge

Palmerston City Centre is not located within a storm surge area.

Community facilities

The Palmerston Community Plan recognises that the City Centre is the centre for nearly all social, services and commercial infrastructure in Palmerston, with the exception of local schools, parks and a few community services.

The Plan includes the planning principles for the City Centre, and in particular:

- > Provides a diversity of land uses including office and retail, entertainment, residential, tourist accommodation and community services which reinforce the role of the City Centre as a competitive location for commerce and community activity in the region and as the principle focus for facilities and services for the Palmerston community;
- > Relates the scale and density of development to the significance of the centre to both the region and the city and to reflect the desired future character by creating positive mixed use relationships, encouraging high density residential living and achieving people friendly urban places;
- > Creates a coherent and interconnected built environment and public domain that contributes to a sense of place and community within the centre.

Community facilities such as community centres, meeting rooms, and recreational facilities will be needed to support the growing community when visiting the Palmerston City Centre. The Master Plan should therefore allow for the growth of these uses in the City Centre.

Tourism

Tourism is a major employer and key contributor to the Northern Territory's economy. According to the NT Tourism Satellite Account, in 2011-12, the tourism sector contributed \$1.62 billion to Northern Territory Gross Value Added and provided 16,000 jobs (directly and indirectly). Considering that this represented 11.6% of the total NT workforce in this period, it is clear that tourism is essential to the Northern Territory economy.

However, despite the Territory's tourism assets, cultural heritage and natural landscapes, visitor numbers to the NT has been declining since 2000. While visitation to the Top End has been buoyed by activity in the resources sector, this has mainly benefited Darwin City Centre, with little spill-over to regional destinations and market segments. To address this visitor decline and to provide a blueprint for the tourism sector, the NT Government in 2013 published Tourism Vision 2020: Northern Territory's Strategy for Growth.

The strategy proposes 'to grow the visitor economy in the Northern Territory to \$2.2 billion by 2020 as measured by overnight visitor expenditure.' This target equates to 3.1% growth per annum, delivering an additional \$535 million in visitor expenditure against the 2011-12 levels and supporting an estimated 4,300 new jobs.

The strategy identifies the availability of suitable accommodation as one of the key constraints to delivering its 2020 target. It projects that an additional 205-225 hotel rooms per annum to 2020 is required to keep occupancy at viable and sustainable levels from a demand and supply perspective with the majority of these rooms required in Darwin.

Though the plan does not specifically relate to Palmerston, it has implications for the growth and potential of the Palmerston City Centre. Palmerston is located on the route from Darwin City Centre to Litchfield National Park, Kakadu National Park and the other popular local

Tourism

tourism attractions such as Howard Springs, Berry Springs, Adelaide River Cruises, Fogg Dam Conservation Reserve, etc making it an ideal location for overnight stays.

Palmerston currently has The Quest Serviced Apartments building I with a development permit recently issued for a second hotel with 161 rooms and 41 short stay apartments which will bring online much needed accommodation in the CBD. An exceptional development permit has also been issued recently for a 195 room motel at The Gateway, on the edge of the CBD.

Through the future provision of a diverse range of activities, service provision (restaurants, cafes and entertainment) and recreational opportunities, Palmerston has the potential to become a tourism destination in its own right. Palmerston already has the waterpark, located to the north of the CBD on Roystonea Avenue and University Avenue, which has the potential to simulate tourism activity in the City Centre, particularly in the wet season, when access to outlying natural attractions may be more restricted.

However, this must be supported by a vibrant urban centre, activated streets, dining and entertainment options, easy access from the Stuart Highway and an integrated approach to promoting Palmerston as a tourism destination.

Market research overview

Initial high level market research was conducted to assist in informing the current market need for the City Centre. A summary of the findings (May 2011) are:

- > There is demand for more office space within the CBD, particularly for mid-sized office space (100-200m²) or large areas for government departments. There is a demand for space for those businesses whose core area of business is within the Greater Darwin Region;
- > There is demand for higher residential areas within and surrounding the CBD;
- > It is difficult to encourage retail uses within the CBD as there is inadequate floor space available, but also due to competition with Darwin CBD. Cyclical retail trends are noted depending on the space available. Small businesses are looking for small retail space between 60-100m²;
- > There is a lot of successful industrial business in the Yarrowonga and Pinelands areas;
- > There is a shortage of any commercial spaces in downtown Palmerston as there is only one office/showroom in all of Palmerston at the moment.



Understanding Palmerston City Centre

In developing a Master Plan for the Palmerston City Centre, it is important to understand the current function and role, visitations, drivers, types of businesses, traffic and car parking pattern, community use and the current infrastructure within the City Centre. In essence, Council needs to understand the current opportunities and constraints to ensure attraction of businesses, workers, residents and visitors to the City Centre.





Functions of the City Centre

Today the Palmerston City Centre has a large administrative focus, with a number of Government/Council offices located predominantly within the north-west corner of the City Centre. Other than a recreation centre and public library located in the middle of the City Centre, the remainder of the uses are largely retail associated with the large Palmerston Shopping Complex located in the southern region of the City Centre and a large Bunnings store located in the northern corner of the site. The Palmerston Transport Hub is located adjacent to Roystonea Avenue. There are a number of cafes/restaurants in the area, with a range of after hours options improving in recent years to meet the growing demands however, there are further opportunities for growth and more choice in the area. Much

of the current City Centre is comprised of large open car parking areas. There are no residential uses within the City Centre.

Generally the primary function of Palmerston City Centre is to act as a local hub for council or government services, council facilities and some retail activities. The major anchor tenant in the shopping centre is the key driver ensuring the centre remains a retail activity centre. Without a major anchor and retail centre, the function of the City Centre would change and diminish. The majority of the activity occurs within working hours, with limited activity at night or on the weekends.



Role of the City Centre

The Draft Darwin Regional Land Use Plan 2014 acknowledges that the anticipated growth across the region will place a high demand on the regional fabric, infrastructure and services. Therefore the draft plan does not identify specific objectives for Palmerston, it sets out a number of Key Development Structure Objectives to ensure future development is accessible and cost efficient, delivers community quality and creates opportunities for economic activities:

- > Recognise the diversity of the community and the consequential range of aspirations in relation to housing type, location and lifestyle.
- > Enhance the economic viability of infrastructure and services by creating sustainable local communities.
- > Create more compact development, in particular localities that minimise the development impacts on the majority of established communities.
- > Encourage consolidated and compact development that facilitates land use and

infrastructure efficiencies, increases choice and conserves the regional environment.

- > Encourage mixed use development, focused in and around activity centres and public transport nodes or high frequency routes.
- > Encourage the provision of a range of housing options that facilitate housing choice and affordability to meet diverse community needs.
- > Develop activity centres to maximise local employment opportunities, availability of services, walkable neighbourhoods and the use of public transport.

Streets are not considered safe as frontages are not interactive and there is no continual flow of movement on the streets or sidewalks. With a lack of cafes, restaurants, smaller boutique retail outlets or high quality public spaces, the city is not vibrant. Rather Palmerston is a place that is largely devoid of good design principles and this is reflected through the road layout and ad hoc development that currently exists.



Role of the City Centre

Development of Palmerston only commenced in 1980, with the town being declared a city in 2000. Since then, Palmerston has become one of the fastest growing cities in Australia, with growth rates substantially higher than the rest of the region and other Australian cities. With an estimated growth in Palmerston and Litchfield of over 8,000 people in the short term and up to 10,000 people in Palmerston alone by 2021, there will be an increased demand for offices, retail and residential/tourist accommodation in the Palmerston CBD. At the current rate of population growth, Palmerston is foreseen as being an international hub for exports, education, health services, tourism and operations and maintenance.

The Draft Greater Darwin Region of Land Use Plan 2015 further identifies the following needs for the Palmerston City Centre:

- > An increase in residential development that promotes diverse and affordable housing opportunities;
- > An increase in office, retail, and commercial floor space;
- > Expanded health services;
- > Upgrade in public transport including bus links, walk/cycle paths;
- > Recreational and international sporting facilities.

Framing the Future sets out a plan for the Northern Territory focused on four strategic goals:

- > Prosperous Economy
- > Strong Society
- > Balanced Environment

> Confident Culture

The Plan refers to the whole Territory, however the strategic goals can be achieved in the local Palmerston economy and town.

The Master Plan for the Palmerston City Centre recognises the foregoing but states the obvious, that Palmerston is a key to future development of the Greater Darwin Region and other proposed developments should not be at the expense of Palmerston. While Palmerston is currently lacking as a viable City Centre, it has the potential to deliver all of the key town centre principles in the future, with opportunities already being presented to assist in the revitalisation of the City Centre.

In addition to the rapidly expanding residential uses and the Yarrowonga Industrial Estate, Palmerston is in a good position to develop into a much more sustainable city. The future development of the large triangular site located 900m from the City Centre area, could also attract visitors from the Darwin/Greater Darwin regions.

Considering all the above, effective planning for Palmerston is essential at this stage to ensure that its future role is directed in a way that will assist in optimising the City Centre and increase its vitality, connectivity and, most importantly, its sustainability. As no current Area Plan for the Palmerston City Centre exists, it is the perfect time to develop one that meets the needs of the Palmerston community.

The Palmerston City Centre therefore has a key retail, commercial and community role being a major activity centre alongside Darwin, Casuarina and the supporting the region.



Current structure of the City Centre

- Goyder Centre 01
- Chung Wah Tce 02
- Highway House & the Water Tower 03
- Oasis Shopping Centre 04
- Temple Tce 05
- Palmerston Shopping Complex 06
- Bus Depot 07
- Health Precinct 08
- Roystonea Avenue 09
- Yarrowonga Industrial Estate 10
- 'Superblock' Site 11
- Bunnings 12
- Quest 13
- Recreation Centre 14
- University Avenue 15
- Water Park 16
- Optus site 17
- Public Library 18



Figure 11. Current structure of City Centre

Reviewing the figure above, some of the main issues of the current structure are clearly visible. The issues include:

Roads

The road networks surrounding the City Centre, create a barrier and make safe connections difficult. The provision of roundabouts further exacerbates this problem by creating a continual flow of traffic, making it not only difficult but hazardous for pedestrians to cross. The layouts of the internal roads are uncoordinated, resulting in difficult car movement.

Buildings

The Palmerston Shopping Complex is the dominant city feature. The expansive blank facades within the City Centres are visually intrusive and offer no interaction.

Car parking and Landscaping

Much of the City Centre is comprised of expansive, open car parking areas. There is very little in terms of vegetation to assist in improving the visual amenity.

Optus Site

The Optus Site is located at the northern end of Chung Wah Terrace, thus inhibiting any strategic connections to Greater Darwin, the CDU site or the triangular site.

Active Transport

The following diagram illustrates the walking and cycling catchment of the City Centre. A considerable proportion of the community is within a 15 minute walk or cycle of the City Centre.



Figure 12. Walking catchment

A Walking City: A significant catchment of residents are within a 5-10 minute walk of the City Centre.



Figure 13. Cycle catchment

A Biking City: A significant catchment of residents are within a 5-10 minute cycle of the City Centre.

Opportunities and challenges

A review of all the information has been undertaken and the key opportunities and constraints are identified below.

Planning Opportunities

Developing a high quality mixed use City Centre	<ul style="list-style-type: none">> Transform existing public spaces and anchors into great people places: Council civic buildings, Waterpark, town square, CDU campus, Yarrowonga, and public transport terminals> Cafes/restaurants/alfresco dining areas to add vitality to the streetscapes and increase options for the workforce, residents, visitors> Active street frontages/functional streetscapes/clarity of structure/safety by design> Reinforce The Boulevard as the signature main street of the City Centre> Reuse existing infrastructure to create a unique city identity> Potential for a National Indigenous arts and cultural precinct> Adopt the City of Palmerston Parking Strategy as an alternative and efficient parking model> Creation of special places and unique areas to relax/more active spaces for recreation> Creation of a public square and meeting place
Integrate sensitively with the surrounding neighbourhoods	<ul style="list-style-type: none">> Integrate walking and cycling networks into the adjoining established suburb networks and regional trails to Palmerston, Darwin and Litchfield> Minimise vehicle traffic movement around the Palmerston City Centre> Create and link Green spaces/wildlife corridors> Integrate links to Litchfield, Holtz and surrounds
Create distinctive and walkable neighbourhoods	<ul style="list-style-type: none">> Create a City Centre for people giving priority to walking and cycling> Incorporate Crime Prevention through Environmental Design (CPTED) principles as addressed in the Community Safety Design Guidelines to ensure a safe community environment> Create effective links throughout the City Centre and to anchors such as the park> Design streets as shared spaces
Creating a sustainable community	<ul style="list-style-type: none">> Encompass environmental, social, cultural and economic initiatives> Create a variety of retail, commercial and office developments that will cater to increasing demand> Create a variety of housing opportunities

Planning Challenges

Currently there are limited development guidelines for Palmerston City Centre	<ul style="list-style-type: none"> > Currently only the Framing the Future, Draft Greater Darwin Regional Land Use Plan 2014 and the NT Planning Scheme 2007 available for guidance > Establishing a sustainable retail and commercial base for the City Centre. Retail hierarchy is being challenged due to retail dynamics and markets. > Car parking rights under previous Schemes will need to be respected until redevelopment of the sites occur.
Compliance with NT Planning Scheme	<ul style="list-style-type: none"> > There are new concepts envisaged to be implemented by the vision which may require new thinking and clauses to the Northern Territory Planning Scheme
Safe and convenient pedestrian environment and connections	<ul style="list-style-type: none"> > Street design continues to give priority to vehicles, rather than people places > Creating a micro-climate that is attractive for people to be outdoors in the city > Particularly to existing Service Commercial area / possible redevelopment on eastern side of Roystonea Avenue > Few large sites creates the risk of projects lacking human scale and a fine grain > Unsafe at night e.g. dark/no surveillance of public spaces
Isolated/ disjointed City Centre area	<ul style="list-style-type: none"> > City Centre is currently bordered by four busy road networks > Possible new shopping centre could result in relocation of existing shopping centre tenants > Isolated location of transport terminal > Location of Water Park and medical centre is away from the town centre > Existing location of Optus site limits good connection northwards > Existing Palmerston Shopping Centre creates barriers, with shops internalised creating no activation on the street > No direct link to CDU Campus > Development of the triangular site will compete with the City Centre
Creating a conclusive guideline for high quality urban design	<ul style="list-style-type: none"> > Reaching an agreement between City of Palmerston and the NT Government on the implementation of urban design guidelines > Inactive/dysfunctional streets e.g. The Boulevard > No high density development
Walking and Cycling	<ul style="list-style-type: none"> > The detailed design of the walking and cycling facilities will need to take into consideration access requirements for the aged, young children, people using prams and people with disabilities. Roads will need to become streets. Any new cycle networks will need to allow for all user groups, including school children and recreational and commuter cyclists to use paths as well as residential streets

Vision and Objectives

“Palmerston will be a vibrant, tropical city of opportunities.

The city will foster a sense of community in a clean, safe, friendly and sustainable environment that supports and nurtures the lifestyle of residents, workers and visitors.

It will create a vibrant, tropical and lush place that connects a mix of commercial, retail, community, residential and open space, and creates a unique identity; facilitated by authentic city streets that supports a variety of activities, events, informal gathering spaces and entertainment; sustained by safe and convenient public transport and pedestrian links to the wider community. ”

Mission

The vision will be achieved using the following mission:

“To manage and promote diversity, a unique way of life and opportunity, through innovation and excellent experiences. ”





ORGMAN

Strategy statement

The vision and mission will be achieved through improvements to economic, cultural and ecological opportunities. City of Palmerston will work on creating an involved and supportive community, promoting investment, ensuring

accessibility and capitalising on our natural advantages with an emphasis on sustainability. This will be achieved by addressing the following values:

COMMUNITY

VALUES

> Leadership

We will provide clear direction and inspire people to achieve their full potential.

> Teamwork

We will encourage cooperation and teamwork within and between our employees and our community stakeholders.

> Integrity

To act in an honest, professional, accountable and transparent manner.

> Innovation

We will encourage creativity, innovation and initiative to achieve CoP's vision.

> Encourage

Community growth and development.

> Contribute

To the efficient and effective management of the environment, community and economy for present and future generations.

Objectives

The objectives developed to support the vision and mission to be implemented within the Palmerston City Centre Master Plan are:

1 To ensure that the City Centre is sustainable and self-sufficient. This will be achieved through:

- > Creation of a sustainable and self-sufficient City Centre by creating jobs, promoting public transport use and development opportunities which are commercially feasible;
- > Reuse existing infrastructure (including parks, circulation aisles, landscaping etc) to limit unnecessary costs in delivering the vision.

2 To be responsive and adaptable to the changing environment. This will be achieved through:

- > Create a robust and adaptable Master Plan framework which can respond to the changing and fluctuating economic conditions and provide opportunities for a range of development types.

3 To facilitate the integration of the diverse and mix of uses with convenient public transport and pedestrian/cycle routes. This will be achieved through:

- > Improving urban mobility and accessibility by focusing on the needs of pedestrians, cyclists, public transport users and drivers – in that order;
- > Increased safe, intimate connectivity through landscaped wildlife / green corridors;
- > Improvement to existing services, facilities and amenities to encourage urban living to support commercial viability;
- > Creation of pedestrian and cycle pathways and links to the current networks.

4 To ensure that Palmerston City Centre remains accessible for vehicles, cyclists and pedestrians, including accessibility for disabled persons. This will be achieved through:

- > Management of traffic along Roystonea Avenue;

- > Allowing for access points into the town centre at least every 200m;

- > Develop a strategic parking strategy to bring a range of benefits to the City Centre.

5 To facilitate the creation of the Palmerston City Centre as a 'place'. This will be achieved through:

- > Use a place-led approach to the design of streets, public places, precincts and activities, such as markets to create a City Centre first and foremost for people;

- > Ensuring connectivity across the City Centre and providing legible and good way finding;

- > Integrate a diversity of uses with a quality public realm for pedestrians, cyclists and public transport users;

- > Creation of special places and unique areas for public art where people can relax, or enjoy more active spaces for cultural and social recreation;

- > Creation of a public square and meeting place to relax, meet, or celebrate.

6 To ensure good built form outcomes and the relationship with the public realm through the inclusion of design guidelines. This will be achieved through:

- > Development of built form guidelines to support the Master Plan;

- > Development of a car parking strategy to support the Master Plan.

The creation of a Master Plan that adequately meets the objectives will guide growth in Palmerston in a positive direction and create a more sustainable and liveable city over time.

Design strategies

The design rationale is the justification for the design of the City Centre for Palmerston that promotes a variety of residential, retail commercial, civic and community amenities. This rationale includes:

- > Encompassing high quality architecture and landscaping incorporating place responsive design elements to promote a balance between the needs of both pedestrians and vehicular traffic to promote an attractive urban form that will encourage inclusiveness, participation and interaction;
 - > Moving away from a car-dominated environment by introducing walkable main street values that promote a sense of vibrancy, safety and community cohesion;
 - > Transforming the existing street system into a series of public places that provide a variety of urban experiences in places such as Civic Plazas whilst encouraging more efficient use of drainage lines to create a balance between the urban and natural environmental experiences;
 - > Providing for interesting shops, fresh food produce markets, small businesses and a wide variety of restaurants and cafes enhancing a sense of place and vibrancy;
 - > Focusing on the quality of the public realm and the inclusion of higher density residential and mixed use development, aimed towards promoting an intensive, consolidated and multifunctional urban environment;
 - > Providing for a variety of residential dwellings to offer choice and diversity in housing opportunities for a wide demographic, whilst providing the critical residential mass that will contribute to a lively public realm;
 - > Increasing the density and scale of mixed-use development to provide for after hours activity, supporting the local business economy. The intent is to provide attractive streetscapes that reinforce the functions and amenity of a street and are sensitive to the built form, urban landscape and environmental conditions of the locality to promote safety, a sense of place and to reinforce local identity;
- > Adequate provision of car parking in appropriate locations off street or in basements so to create developable portions of land and good public realm by not providing large on-grade car parking lots;
 - > Reusing or re-birthing existing infrastructure creates the basis for a unique city identity, improves staging and is cost effective;
 - > Designing streets as shared spaces to give priority to pedestrians, cyclists, public transport users and drivers, thereby improving community health and an affordable lifestyle;
 - > Increasing greenery in the City Centre is possible in parallel with new development, thereby reducing the urban heat island;
 - > Creating fine grain, human scale buildings will improve the pedestrian qualities of the City Centre;
 - > Strategically use parking to reduce development costs and bring a range of public benefits to the City Centre.

Design rationale principles for the Palmerston City Centre Master Plan are outlined on the following pages.



1 Settings for a diversity of precincts

- > The Structure of the City Centre anticipates land use precincts based on current and future use. It is assumed all development will be mixed use by nature;
- > A vibrant mixed use Palmerston City Centre will be highly attractive for residents, workers and visitors;
- > Precincts supporting the City Centre include residential, service industry/light industry and bulky goods, recreation, medical and education. Precincts within the City Centre can include:
 - » Civic heart with Council office and facilities, community, entertainment, open space, retail, cafe and mix of uses fronting the streets and residential above
 - » Shopping precinct enhancing the design and mix of retail, entertainment and commercial services south of the civic precinct
 - » Commercial precinct mix of commercial, residential and tourism facilities
 - » High density residential supporting all precincts
- > A diversity of precincts can create activity and vibrancy, precincts supporting each other rather than competing, legibility and wayfinding but also assist with managing any conflict of uses.



Figure 14. Palmerston City Centre

2 Well connected for all users

- > Palmerston City Centre needs to be fully accessible for all people;
- > Streets need to be designed to balance the needs of all users;
- > Today Palmerston City Centre is isolated by high volume and high speed roads;
- > Tomorrow it will be served by attractive, pedestrian and motorist-friendly streets where coherent and well-connected paths are created for all users.



Figure 15. A city with attractive pedestrian and motorist streets

3 A sense of place

- » New networks and a coherent Public Realm will support the consolidation of a sense of place in Palmerston City Centre;
- » Roystonea Avenue is proposed to be redesigned to allow parking and access to adjacent sites through development of a service lane so that the local economy can grow and jobs can be created;
- » A new Civic Way is proposed to become the focus of civic life in Palmerston City Centre;
- » An expanded park around the existing water tower could become the heart of Palmerston City Centre and the focus of community life;
- » The existing Memorial Park is proposed to be expanded and supported by adjacent residential development to keep it safe and active;
- » The new Waterpark will catalyse a new green recreation playground.



Figure 16. Green plazas and square, each public space will have its over-arching identity

4 Clearly defined development

- > New development will help create a coherent and well defined Public Realm;
- > New development sites to be created to provide investment certainty.



Figure 17. Streets meticulous in civil design and behavioral cues

5 Deals with cars and parking

- > A strategy for parking cars acknowledges the transition from district centre to City Centre;
- > As Palmerston City Centre matures, so more land will be required for development;
- > Cars to be parked in basements or in parking structures;
- > Each development site to provide a car parking solution on site or within a parking garage;
- > On street parking to be provided to support convenience and activation for the ground floor mix of uses.
- > Change Parking rates to demonstrate the change of culture over time
- > Implement the Parking Strategy which facilitates investment and efficient use of parking
- > Multi-use of car parking garages as it is a mixed use centre



Figure 18. Create the City Centre's signature main street as a shared street

6 Designed to express the unique tropical climate

- > The rich tropical vegetation Palmerston City Centre enjoys is embraced through green corridors, landscaping in streets and in new parks;
- > Green networks are linked with adjacent areas;
- > Buildings are designed to capture cooling breezes and avoid reliance on air-conditioning;
- > Green roofs could become part of Palmerston's City Centre new expression.
- > Public realm improvements are to respond to the tropical climate and benefit the community



Figure 19. Generous shaded footpaths for solar shading

7 Designed for safety and perception of safety

- > Buildings which face out to streets deliver 'natural surveillance' of those streets;
- > Eyes on the street make a place feel safer, especially at night or early morning;
- > All buildings should face streets and avoid blank walls.



Figure 20. Safer streets by design

8 A reinvented public heart

- > The existing water tower is an iconic element of Palmerston City Centre;
- > This could be enhanced by an access lift and potential restaurant. Communications equipment could be grouped on the lift tower rather than on the water tower;
- > A wind turbine could be incorporated into the lift to generate power to run public lighting in an enhanced town park;
- > A new park with public seating, tropical landscaping, hard and soft surfaces, and adjacent restaurants and shops facing the park will become the new heart of Palmerston and the community.
- > Redesign Goyder Square to be the central focus and generator of public life in the city centre. Goyder Square will be a vibrant, tropical civic space supporting a range of activities including outdoor markets, performances, alfresco dining, outdoor library / wi-fi and similar activities.



Figure 21. A lush distinct destination at the centre of the City

9 Build on what we have

There has been significant public investment on existing infrastructure within the City Centre, including intersections, streets and circulation aisles, public spaces, landscaping and a range of engineering services and utilities.

At first glance, it is difficult to understand how this irregular network of circular, vehicle-orientated infrastructure could exist within the vision for Palmerston City Centre. However, rather than starting again, the existing infrastructure could be reused or re-birthed to bring a variety of benefits to the City of Palmerston including:

- > Create a unique city identity generated by the existing place;
- > Re-use existing assets, thereby saving money;
- > Improve implementation by responding to land ownership boundaries;

- > Changes in growth will occur on private sites as redevelopment occurs. Government or Council owned sites and streets can provide the catalyst for renewal and functionality.
- > Provide a parallel service lane within the road reserve of Roystonea Avenue to allow improved public realm, activation, improved pedestrian linkage and a movement economy;
- > The 'town green' can enhance the current importance of Goyder Square as well as link with the iconic "water tower" feature.



Figure 22. Palmerston City Centre - existing infrastructure

10 Phasing the changes

- > Phasing should occur in a practical and rational manner allowing for market demands over time;
- > Phasing should allow for council to take a leadership role and provide direction;
- > Phasing recognises the current Palmerston Shopping Centre and its future redevelopment and lifespan;
- > Phasing may be influenced by costs to relocate services, however providing direction, certainty and additional planning value may create and attract more feasible development.
- > Set up public realm and streets as early as possible to facilitate stayed investment



Figure 23. Light, quick and cheap improvements to strengthen key pedestrian connections are recommended whilst precincts are being established

Palmerston City Centre - Master Plan 2015

The Master Plan will facilitate the achievement of a revitalised centre, through appropriate planning and good design outcomes, so as to be a mixed use active, vibrant centre for the community.

City of Palmerston and the project team developed numerous options for the Palmerston City Centre that could achieve the vision and objectives. The options were assessed against best practice town centre and design principles, as well as the practical and feasible manner in which they could be implemented. A preferred option that achieves the vision, objectives and the most practical to implement was considered by the City of Palmerston as the Palmerston City Centre Master Plan 2015.

The City of Palmerston has developed a Palmerston City Centre Master Plan to provide the framework for direction and growth for the next fifteen years and also a vision for the next thirty years and beyond.





City Brand and Identity

To inform the process of evolving a unique city identity and place brand, an analysis of tropical (or sub-tropical) cities in a similar climatic belt to Palmerston was undertaken to understand how urbanism responds to a tropical climate. The six cities included Darwin, Brisbane, Honolulu, Miami, Cancun, Singapore and Rio de Janeiro.

Beyond time proven urban design principles there were three key features underpinning all of the cities being:

- > A hyper-green landscape creating a lush and cool city, without adversely impacting on pedestrian flows and retail visibility;
- > A increased blurring of indoor and outdoor zones to create cooler spaces which engage with physically and visually with a diversity of uses, but provide respite from the heat and opportunity to relax;

- > A relaxed interpretation of most urban elements reflective of a lifestyle that is itself slower than temperate cities.

In addition to the analysis of tropical cities, the design process also revealed that by rebirthing the existing vehicle orientated infrastructure in the City Centre into true streets and public spaces, an organic, picturesque city with a strong central boulevard emerges.

Beyond improving the overall city identity and brand, the rebirthing of infrastructure also creates the opportunity for further places and experiences to evolve over time and strengthen the city brand. Whilst not a definitive list, opportunities to create a city with identity include The Boulevard, The Loop, North Bank and the Lanes. These are discussed on the next spread.



The iconic European city overlaid on the City Centre



A unique identity based on reusing infrastructure



Identity Precincts

Four precincts have been identified within the City Centre offering different identities:

- > Civic
- > North Bank
- > The Loop
- > The Lanes

Civic

- > Civic is the central focus of the reinvented City Centre;
- > The Boulevard and Goyder Square are the signature public realm elements;
- > Civic uses include the library, Recreation Centre and proposed high rise developments which anchor the civic focus of the precinct;
- > Interwoven with the civic uses, active main street retail with commercial and residential above create a vibrant precinct.
- > This includes a transit interchange at the northern end

North Bank

- > North Bank's ambition is to do for Palmerston what South Bank did for Brisbane;
- > The reconfiguration of University Avenue, a new north-south street and water park are the signature public realm elements;
- > North Bank uses focus on clustering tourism, commercial, experience-

based retail and water-based recreation to create a dynamic place;

The Loop

- > Reinventing Palmerston Circuit and existing infrastructure, The Loop creates a circular experience of unfolding views revealing four greens plazas and parks creating four special places;
- > Over time, it is anticipated the four special places will attract different retail clusters such as a design district or fashion district to create different retail destinations within the City Centre.

The Lanes

- > The Lanes provide a longer term framework for the evolution of the City Centre;
- > Functioning as car free or shared spaces, The Lanes will be active spaces with wine bars, secondary retail and other uses that utilise the cheaper rents on offer compared to The Boulevard.

Southern Quarter

- > The Southern Quarter is the transition from the active City Centre to the more passive residential areas;
- > To achieve this transition there are less active uses, higher amounts of residential space and strongly improved linkages to the site surrounds.



Civic Precinct



North Bank Precinct



The Loop Precinct



The Lanes Precinct



Southern Quarter

Design Principles

The Palmerston City Centre Master Plan aims to be a great place for people.

The eight key urban design principles underpinning the master plan are:

- > Lovable – a City Centre with high quality, well used public spaces people enjoy being in
- > Sustainable – a City Centre that is ecological, social, cultural and
- > Distinctive – a City Centre with its own tropical identity
- > Diverse – a City Centre that provides variety and choice
- > Safe - a City Centre that is safe and comfortable for all users throughout the day and night
- > Healthy - a City Centre that prioritises investment in pedestrians, cyclists, transport users and then drivers
- > Adaptable – a City Centre that can easily evolve and change over time
- > Human scale – a City Centre that is walkable and provides interest for pedestrians



Proposed traffic

Palmerston City Master Plan Traffic Report

To support the review of the Master Plan, Burchills Engineering Solutions were engaged by City of Palmerston to prepare a Traffic Assessment Report for the City Centre Master Plan. This involved the undertaking of a high level traffic assessment to consider impacts and implications of the proposed Master Plan from a traffic perspective, and to identify solutions to support or amend the plan.

The report acknowledges that Temple Terrace and Chung Wah Terrace currently carry high traffic demands and with Roystonea Avenue scheduled to become an urban arterial road, it is also expected to carry very high traffic demands in the future. University Avenue is to be downgraded in terms of vehicle carrying capacity as part of the City Centre development, becoming one lane in either direction from the current cross section of two lanes in each direction. Alterations to the intersections at both ends of The Boulevard are scheduled to be completed by 2016, with proposals for the future extension of Chung Wah Terrace shown in the Master Plan (to be in place by 2026).

As part of the traffic study, traffic count data was collected from a number of sources including historical traffic counts and recent extracts from the existing traffic signals operating in the surrounding streets. From an analysis of the surrounding road catchments and potential future land development in the City Centre, future growth predictions were derived for the individual roads associated with the study. The number of car parking spaces to be provided as part of the car parking strategy was also input into analysis. Trip generation rates were subsequently developed and assigned to the surrounding road network.

An assessment was undertaken of the trip generation to serve future retail, commercial and residential uses. A thirty year time frame was assumed for the implementation of the Master Plan and the traffic analysis therefore generated results (on the basis of staged development) for the years 2016, 2026 and 2046.

Overall the results showed a reduction in the rate of increase of total car/vehicle trips generated as the City Centre develops due to the implementation of the Car Parking Strategy and subsequent increased use and provision of public transport services. Though this reduction is also dependent on residents and visitors within the City Centre walking and using other active transport means.

The report shows that additional capacity upgrades are required to the key road intersections analysed with additional lane requirements to some of the roads in the network within and surrounding the City Centre.

Further recommendations include:

- > The progressive implementation of further public transport to ensure the successful implementation of the car parking strategy;
- > In addition to the number of lanes recommended for the roads, additional corridor width for the provision of bicycle lanes is recommended;
- > A comprehensive pedestrian path network construction for the City Centre is also recommended.

Intersection/Year	2016	2026	2046
Temple Terrace/ Chung Wah Terrace			
Roystonea Avenue /Packard Avenue (future Chung Wah Terrace Extension) /Yarrowonga Rd.			
Packard Avenue (future Chung Wah Terrace Extension).			
Roystonea Avenue / University Avenue.			
University Avenue/ Frances Drive.			
University Avenue / Chung Wah Terrace.			
Chung Wah Terrace / The Boulevard.			
Roystonea Avenue / The Boulevard			
Temple Terrace / Maluka Drive.			
Temple Terrace / Roystonea Avenue.			

Summary of road intersection upgrades needed to accommodate development envisaged by Master Plan

Palmerston City Centre Master Plan

The Palmerston City Centre Master Plan 2015, proposes to:

- > Focus the core of the City Centre within the main 'square' of roads with improved traffic, cycle and pedestrian connections to the adjacent and surrounding area;
- > Create street linkages and connections to CDU and Yarrowonga, while retaining pedestrian, cycle connection including a vehicular connection to the western residential area. Maluka Drive in the future will have a pedestrian, vehicular and cycle connection into the Centre;
- > Create improved linkages, whether pedestrian or vehicular, into Yarrowonga or Roystonea Avenue across from The Boulevard to encourage walkability and linkage between the two areas;
- > Provide for a light rail or fast bus route system along Roystonea Avenue, with the bus terminal being converted into a transit building in its current location at the corner of Roystonea Avenue and The Boulevard. All local bus stops will be retained or enhanced within and surrounding the City Centre;
- > Straighten The Boulevard by removing traffic circles to create a green "civic street" as a "main street" off which civic activities, retail, commercial and tourism uses occur to activate the street and the street trees. Straighten sections of Palmerston Circuit to provide clear development blocks;
- > Provide a legible town centre structure with linked streets and laneways for vehicles, pedestrians and cyclists and redevelop the transport interchange in its current location;
- > Create a "hub" or "meeting place" with the creation of a town green, off The Boulevard, reflecting the current open space and formalising the public domain;
- > Provide and create a formalised public domain with green streets, linked open spaces, celebrating the Memorial Park and the "water tower" as a feature;
- > Allow a mix of uses with civic, retail, commercial, entertainment and residential/ mixed use precincts within the main "square" and supporting uses across the study area;
- > Create redevelopment opportunities with a diversity of block sizes taking into account ownership and lot boundaries;
- > The "town green" can enhance the current importance of Goyder Square as well as link with the iconic "water tower" feature;
- > Reusing of existing infrastructure within the City Centre to generate a unique city form, avoid unnecessary civil works and costs, and streamline implementation by responding to ownership;
- > Unbundle the hidden costs of parking and removing the full requirement to provide parking on-site, thereby diversifying the type of development the City can attract, creating city revenue and a lever to accelerate a shift to sustainable transport;
- > Beyond The Boulevard, create a signature north-south street to connect the City Centre to the retail triangle, and provide a direct route for locals wanting to walk and cycle into the City Centre;
- > Expand the place brand, experiences and destinations of the City Centre to now include The Boulevard, the loop and the lanes;
- > Narrowing University Drive to improve the connection between the City Centre to Palmerston Water Park and parklands and provide a link to the University, Chang Wah Drive and the Gateway.



Figure 24. Illustrative Master Plan

Palmerston City Centre Master Plan

The Master Plan has been developed to provide the vision for CoP and is chosen as the preferred option for the following reasons:

- > It uses a place-led approach to the design of the streets, public spaces, precincts and activities to create a City Centre first and foremost for people;
- > It reuses existing infrastructure (including parks, circulation aisles, landscaping etc) to limit unnecessary costs;
- > It is realistic, as it acknowledges that the triangular site is likely to be developed in the future and the mixed use area up to Maluka Drive development expands the City Centre;
- > It provides actions and development opportunities on CoP land in order for CoP to lead the direction;
- > It will develop precincts and special places to encourage activity and mix of uses to attract people to the centre;
- > It creates a place/heart to celebrate;
- > It will assist traffic planning and management and considers parking arrangements; and
- > Provide direction to current uses with lease agreements or lifespan across the City Centre.



Urban Design Guidelines

The purpose of the Palmerston City Centre Design Guidelines is to advance the delivery of the vision and objectives of the City Centre Master Plan.

The Design Guidelines focus on being place-led and built form-based (i.e. what the City wants to be) with key advantages of this approach being:

- > The creation of a flexible framework that allows the city to develop its own character, community and culture;
- > They provide predictability to give confidence to the private sector and de-risk investment;
- > The elements controlled are the most important for creating Palmerston City Centre as a 'place for people' with an integrated approach to designing the public and private realm;
- > They encourage independent development by multiple property owners and developers because the guidelines are site specific and can deal with development at the scale of the block and smaller parcels. This eliminates the need for the success of the City Centre to be dependent on a few mega-projects;
- > The resulting City Centre will be a finer grain and human scale place;
- > By promoting walking and cycling, they proactively address broader challenges confronting Australian society, such as obesity and lifestyle affordability;
- > By aiming to create a City Centre people love with an emphasis on walking and cycling, the Design Guidelines by default will result in a sustainable outcome over the long term;
- > A focus on an experience based economy and improving place capital creating a sustainable and resilient community;
- > The creation of a loveable civic realm that promotes a healthy and happy population.



Lot & Boundary Adjustments

Objectives

- > Reuse existing lot boundaries where possible to assist with staging and implementation;
- > Adjust lot boundaries to create new public realm envisaged by the Master Plan;
- > Identify new lots for possible future parking structures owned by COP;
- > Create a fine grain pattern of small blocks;
- > Create publicly accessible open spaces.

Development Guidelines

- > Private lots shall generally be in accordance with the Lot and Boundary Diagram;
- > Variation to the Lot and Boundary Diagram may be granted provided the above objectives are met and the resulting pattern of development blocks is not coarser.



Figure 25. Palmerston City Centre Lots and Boundaries

Thoroughfares

In addition to the objectives and guidelines listed below, reference should be made to the Palmerston City Centre Great Streets Strategy for further guidance on the detail design of thoroughfare.

Objectives

- > Deliver a connected network of thoroughfares comprising shared streets and lanes, and pedestrian only passages;
- > Adopt a 'place-led' approach to thoroughfare design, rather than an 'engineering-led' approach. This approach recognises the dual role of thoroughfares as places to linger in and move through;
- > Thoroughfare design and infrastructure investment should benefit pedestrians, cyclists, public transport users and drivers – in that order;
- > Thoroughfare design should support street-based retailers, al fresco dining, activities and events as desirable places to meet people and linger in;
- > Ensure all thoroughfares provide protection, comfort and enjoyment to all users;
- > Deliver cost effective solutions through the reuse of existing infrastructure where possible;
- > Improve sustainability by reducing the urban heat island effect through landscaping;
- > Plant street trees to define the street as an outdoor room, define the pedestrian realm, filter sunlight, calm traffic, protect pedestrians from cars, visually soften the streetscape, and bring order to streetscapes through regular geometries, repetition, consistent sizes, and alignment;
- > Provide on-street parking with the intent of frequent turn over to benefit retail trade;
- > Design The Boulevard as the signature 'main street' of the City Centre.

- > Narrow University Drive to strengthen the connection between the City Centre and northern parklands.

Guidelines

- > Thoroughfares shall create a connected network of open-air streets, lanes and pedestrian passages in accordance with the Thoroughfare Diagram (Figure 26);
- > Pedestrian friendly intersections shall be created by adjusting all kerb radius to be approximately 3.5m (where possible);
- > All intersections in the City Centre shall include pedestrian crossings in the form of signals, striped (i.e. zebra), sign posted or shared zones (where possible);
- > Pedestrian barriers including fences, visually intrusive bollards and corral pedestrian crossings are not permitted in the City Centre;
- > Refer to the Palmerston Great Streets Strategy for further guidance on the detail design of thoroughfare;

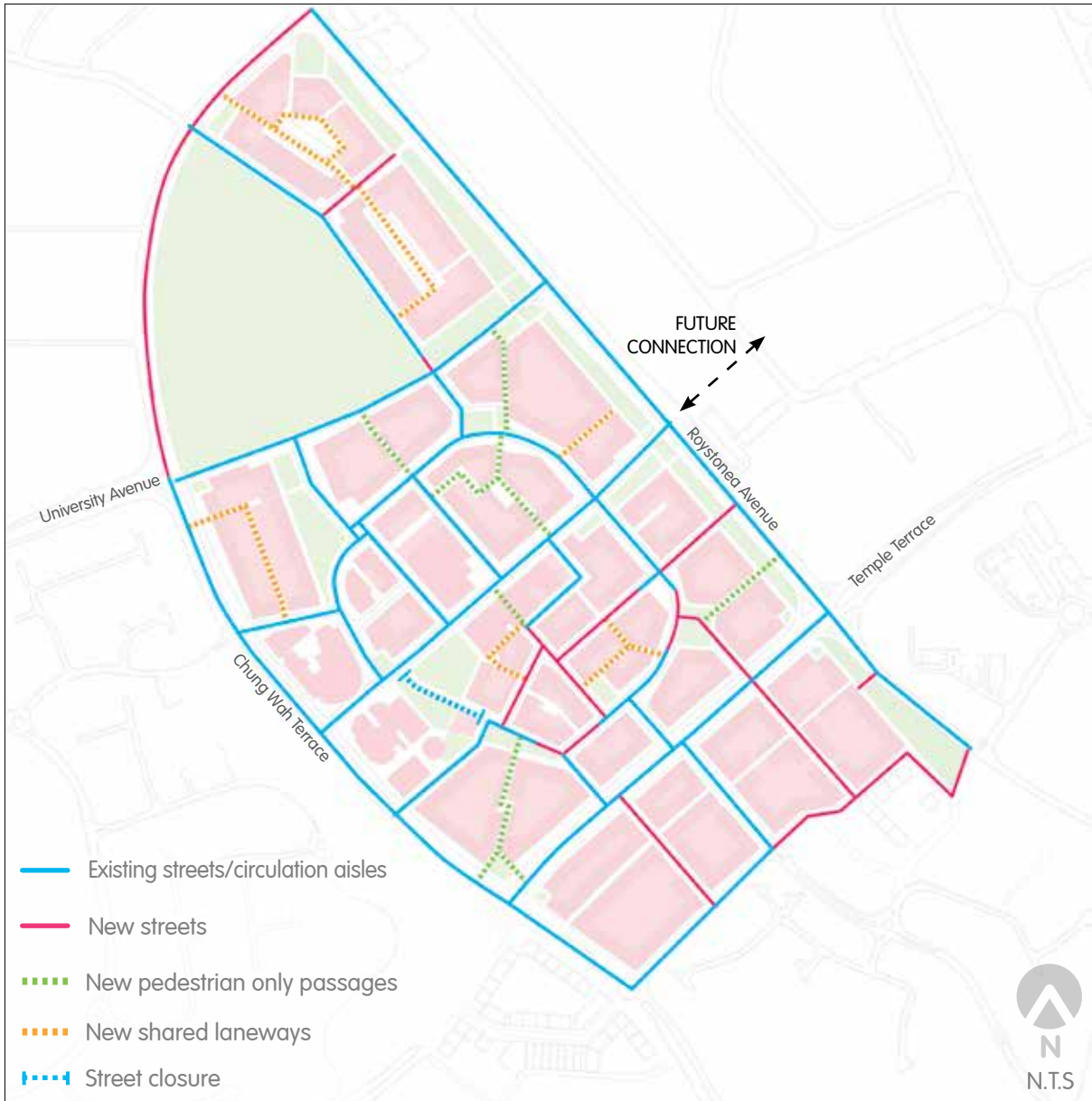


Figure 26. Palmerston City Centre Thoroughfares



Figure 27. Changes Through Private Domain

Thoroughfares



Figure 28. Palmerston City Centre Cycle Routes



Figure 29. Palmerston City Centre Short Term Bus Strategy

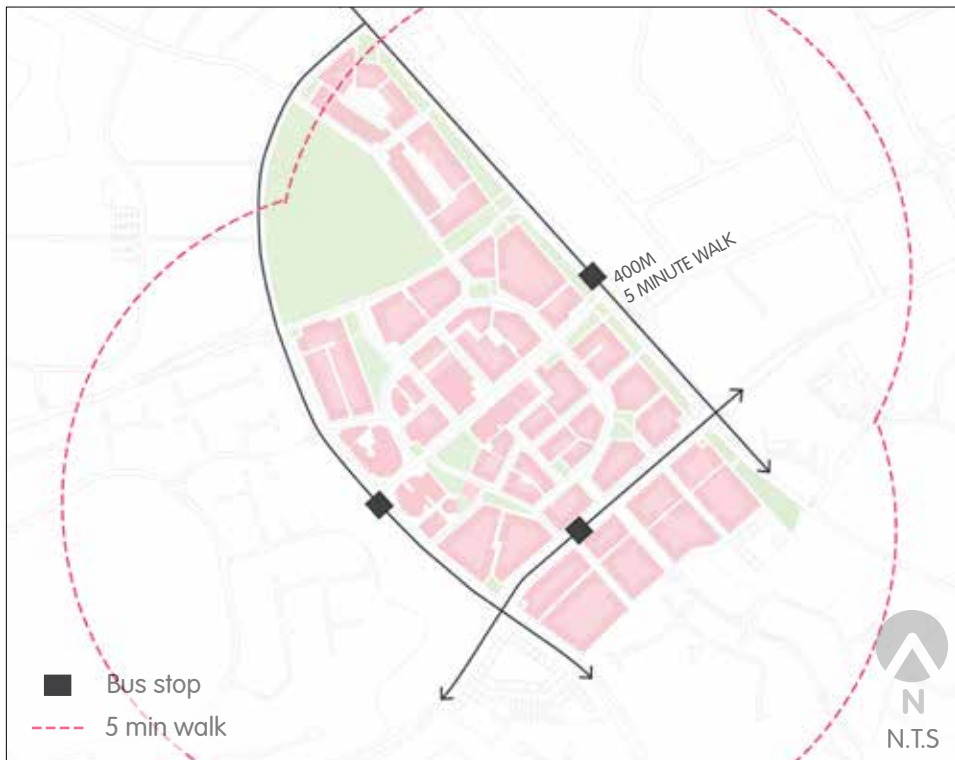


Figure 30. Palmerston City Centre Long Term Bus Strategy

Public Spaces

In addition to the objectives and guidelines listed below reference should be made to the Palmerston Great Street Strategy for further guidance on the detail design of public spaces.

Objectives

- > Create a variety of high quality public spaces people want to stay in for a long time. The public spaces include the Central Park, Memorial Park, Northern 'Water' Park, and a variety of smaller green plazas located at key locations;
 - > Create a safe environment by being inclusive and not designing for a dominant user group or attempting to discourage certain users;
 - > Create a comfortable environment by providing places for people to sit, talk, promenade and watch activities unfold;
 - > Create an enjoyable environment by designing the space to have a human scale and aesthetic;
 - > Offer a varied program of variety activities, functions and destinations;
 - > Create a unique identity with a design based on the tropical climate, city's history, community needs and future vision;
 - > Landscaping shall reinforce the city's tropical identity, cool the micro-climate, and reinforce the spatial geometry of the spaces.
- > Goyder Square: The identity of Goyder Square is the city centre's civic square, central focus and generator of public life. It is designed as a flexible space that accommodates all user groups throughout the day and into the evening, including the markets. Other activities include an outdoor library / learning lounge, multi-function performance stage / shade shelter, water feature / children's playscape and coffee cart. Over time, it is envisaged the water tower will be reinvented as an iconic lighting installation / public art piece. The edges of the space will be activated by active ground floor uses, including outdoor dining and alfresco. Also, Goyder Square includes a shared cycle path and public bus stop to encourage sustainable travel to the city centre.
 - > Memorial Park: The identity of Memorial Park is as a place of remembrance, relaxation and reflection within an otherwise vibrant city centre. With the exception of active edges along its western edge, the park's passive design of open lawn, seating and remembrance elements creates a place of quiet contemplation.
 - > North Bank Water Park: Inspired by South Bank (Brisbane) through to Gardens by the Bay (Singapore), the identity of North Bank Water Park is as a water-focused leisure and recreation precinct. North Bank will include a variety of activities including formal and informal swimming pools, outdoor fitness, urban skate park and retail / community / cultural uses within pavilions. The undulating landscape creates pockets of vibrancy and intensity balanced against green oases.
 - > Green Plaza: Green plazas are small, vibrant urban spaces where people watching, outdoor dining and similar urban experiences. Green plazas are flexible, paved spaces but with significant greenery provided through The average dimensions of green plazas is between 12m to 24m.
 - > Linear Park: The linear park will provide critical green, pedestrian and cycle infrastructure as Roystonea.

Guidelines

- > Public spaces shall be located in accordance with the Public Spaces Diagram. The identity and activities desired for each park are:-



Figure 31. Palmerston City Centre Open Space Network



Illustration of Palmerston's City Park

Private Blocks

Objectives

- > Reflect and respond to existing cadastral boundaries where possible;
- > Create a fine grain pattern of walkable blocks in the City Centre;
- > Create the framework for buildings to be fine grain and human scale;
- > Create new lots reserved for future parking structures.
- > Private block shall be relatively small to create a fine grain street pattern for the city centre

Guidelines

- > Private blocks shall generally be in accordance with Private Blocks Diagram;
- > Variation to the Development Block Diagram may be granted by the City of Palmerston provided the above objectives are met and the resulting pattern of blocks is not coarser.
- > Private blocks shall generally fall within a 90m x 90m block dimension



Figure 32. Palmerston City Centre Private Blocks



Provide blocks to create the framework for buildings to define the public realm as an 'outdoor room'

Building Use

Objectives

- > Create a diversity and mix of uses to activate the City Centre throughout the day and night;
- > Mix uses vertically and horizontally within buildings;
- > Encourage active uses on the first three floors to interact with the street;
- > To concentrate main retail, commercial and civic uses within the City Centre so not to dilute its key role and function.

Guidelines

- > Encourage experience-based retail, such as cafes, restaurants, boutique shops within the Primary City Core, along The Boulevard, University Avenue and public spaces;
- > Civic heart and destination uses within the City Core on The Boulevard and around Goyder Square or entrance to City Centre;
- > Ensure approximately thirty percent of floor space within a building or development is for commercial and retail uses;
- > Encourage hybrid uses and programs, such as mixing a wine bar with gallery.



A diversity of uses mixed horizontally and vertically through buildings creates interactive streets for people



Figure 33. Palmerston City Centre Building Use focus

Building Massing and Height

Objectives

- > Create a fine grain, human scale city where taller towers are evenly distributed to create optimal view sharing and a pleasant micro-climate at ground level;
 - > Step down building heights towards the edge of the city centre to provide an appropriate transition to low rise suburbia;
 - > Provide adaptability and flexibility over time by ensuring ground level floor-to-ceiling heights can support a range of uses;
 - > Design parking structures to be adaptable over time to other uses with appropriate floor-to-ceiling heights and the location of vehicle access;
- demonstrate they do not create adverse wind tunneling on the public realm.
- > In order to transition to the adjoining suburban estate, buildings shall generally not exceed 6 stories along the front property boundary of blocks fronting Chung Wah Terrace. Along this frontage taller buildings shall generally be setback 15m from the front boundary.
 - > The minimum floor to ceiling height for the ground floor is 4.5m;
 - > The minimum floor to ceiling height for all car parks is 3m.

Guidelines

- > A fine grain, human scale city is created by limiting the height of podiums between three stories (minimum) to six stories (maximum), and ensuring podiums are divided into vertical modules approximately 6m to 12m wide. Podiums are not permitted to present as large, monotonous boxes to the public realm;
- > Podiums are encourage to vary their roofline to create visual interest;
- > Taller buildings above six stories shall be designed to create a visual break with the podium, thereby engaging the eye with the human scale of the streetscape. Design techniques to create a visual break include 1) step back the taller tower at least 3m from the podium 2) raise or 'float' the taller building at least 3m above the podium 3) overlap taller building mass with the podium to engage the eye. The taller buildings must also



Building Frontages

Objectives

- > Activate building frontages to maximise the pedestrian's pleasure and enjoyment of the City Centre, thereby increasing opportunities for social interaction and street commerce;
- > Create the most active facades along major pedestrian routes and public spaces, with secondary routes also fulfilling other roles important for the City Centre, such as vehicle access and servicing;
- > Provide continuous shelter for pedestrians from the elements.

Guidelines

- > All building frontages shall have zero setbacks from the block, except for the creation of new public realm, or;
- > Building frontages shall be designed according to the Building Frontage Diagram. The criteria of the three types of building frontages is outlined on the next page spread;
- > Variation in function does not mean shops and cafes within every unit. Other ways to achieve an active frontage include a ground floor office with canteen and outdoor meeting space or a retail ground floor unit including an outdoor zone for street performances;
- > Ground floor uses are at the same level as the footpath. Split level paths, arcades or open forecourts at a different level to the footpath are not permitted because they separate the ground floor uses from the public life of the street;
- > Weather protection includes awnings and verandahs with a minimum depth of 3.5m. Awnings and verandahs shall be designed to project across the public footpath and do not restrict mature street trees.



Active frontages create interactive people places

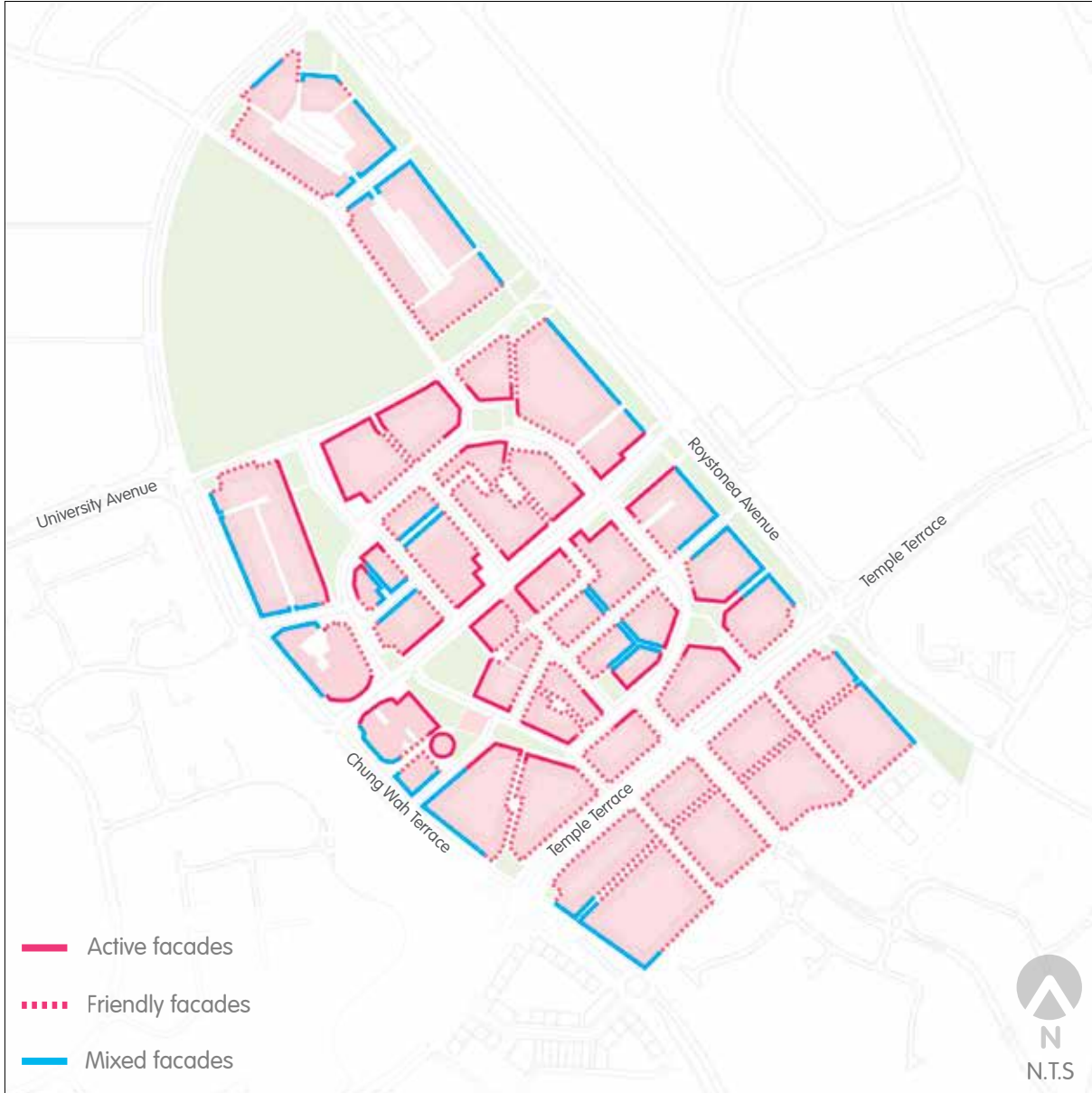


Figure 34. Palmerston City Centre Building Frontages

Building Design

Objectives

- > Create a fine-grain and human scale City Centre through building design and massing;
- > Built form establishes an attractive public realm by defining streets, parks and other public spaces as outdoor rooms;
- > Creating variety and not only one type of building style;
- > Convert large scale podium and tower projects into smaller building structures;
- > Respond to the tropical climate to maximise natural cooling and create an aesthetic that reflects the climate;
- > Building design is consistent with Crime Prevention Through Environmental Design (CPTED) and enhances the safety of the public realm.
- > Provide aesthetic variety and interest in the built form
- > Connect buildings to the ground with attractive, adaptable shop fronts that create a vertical rhythm to the experiencing the street as a pedestrian;
- > Provide pedestrian shelter from the elements including the tropical sun and during the wet season;
- > Vary roof heights to create an interesting skyline

Guidelines

- > Create step backs in building massing above the ground level to engage with the public realm to create the opportunity for positive, secondary spaces for people to linger in and activate;
- > Provide narrow, deep tenancies rather than shallow ones to create a rich pedestrian experience, more entrances on the street and back-of-house functions occurring away from the facade;
- > Use visual devices, step backs and building mass between the third and fourth floors to engage the human eye;
- > Subdivide facades vertically, such as relating vertical breaks in the built form to stair cores;
- > Encourage double height ground floor units;
- > Visible vertical communication such as stairs being visible from the street;
- > Avoid unnecessary blank walls especially on main streets;
- > Separate towers between 6 to 8 storeys by 18m between habitable rooms and 24m for all taller towers;
- > Limit building depth to optimise natural lighting, cross ventilation;
- > The following diagrams illustrate acceptable design solutions based on the above guidelines;
- > In order to create a diverse city form, it is encouraged that the same design solution shall not be repeated more than twice in a row.
- > In order to create a diverse city form, it is encouraged that the approach to built form and massing is not repeated more than twice in a row. A typology of alternate approaches to built form and massing is contained within Annexure 1 for inspiration and precedent.



Building Frontages

Active Facades

- Small units with many doors (approximately 15-20 doors per 100 metres)
- Lots of vertical greenery (approximately every 15-20m)
- Large variation in function and uses
- Visual richness in façade details to engage the pedestrian
- Primarily vertical façade articulation
- Quality materials and details
- Ins and outs (horizontal and vertical articulation of facades)
- Vehicle access and servicing zones prohibited
- Integrate signage with unit design



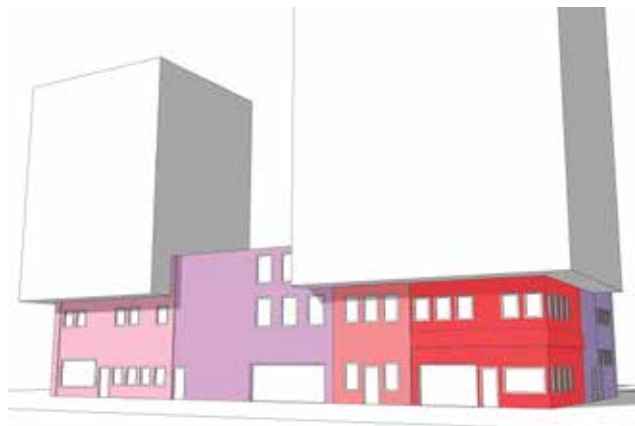
Friendly Facades

- Relatively small units (approximately 10-14 doors per 100 metres)
- Some vertical greenery (approximately every 20-25m)
- Some variation in function and uses
- Few blind and passive units
- Facade relief
- Many details
- Limited vehicle access and servicing via tight, recessed openings
- Integrate signage with unit design



Mixed Facades

- Large and small units with many doors (approximately 6-10 per 100 metres)
- Model variation in function;
- Limited vertical greenery (approximately every 25m plus)
- Some blank walls and passive units embellished with façade art or greenery;
- Modest facade relief;
- Few details
- Vehicle access and servicing permitted
- Integrate signage with unit design





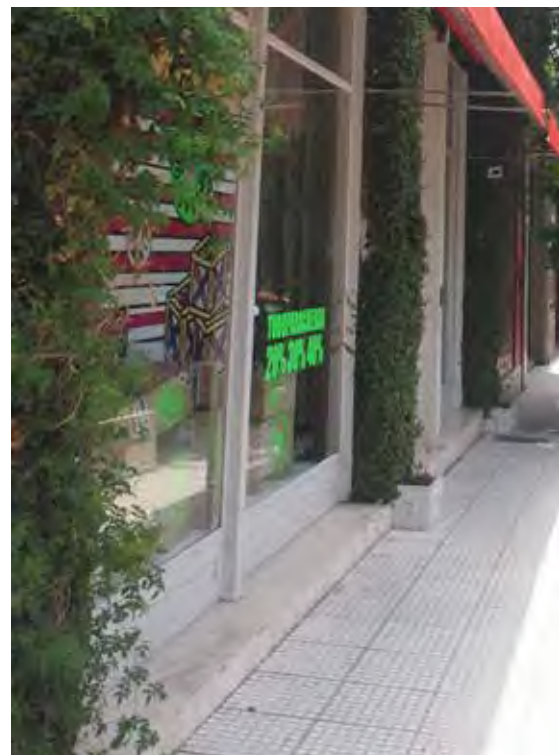
Private Landscaping

Objectives

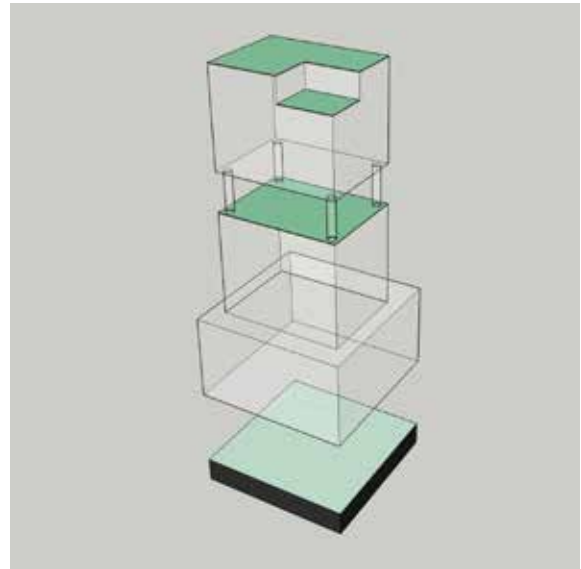
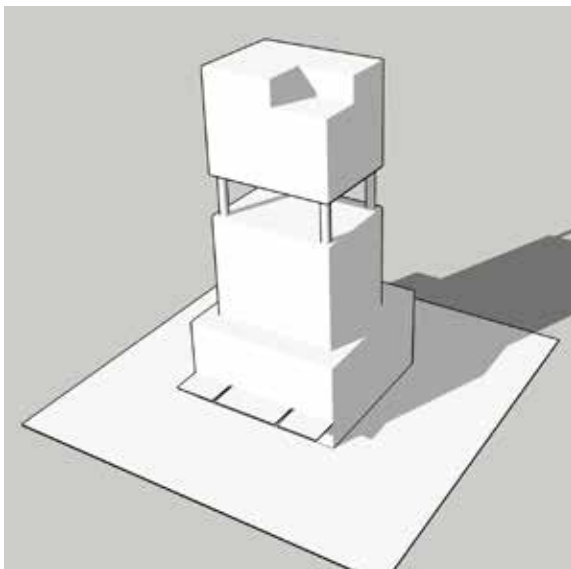
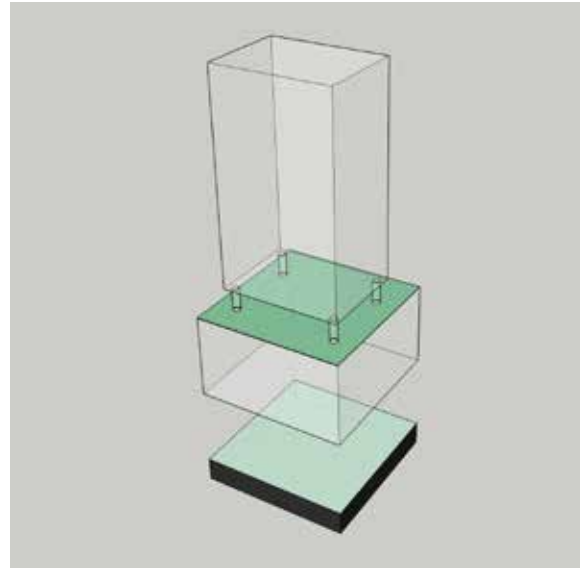
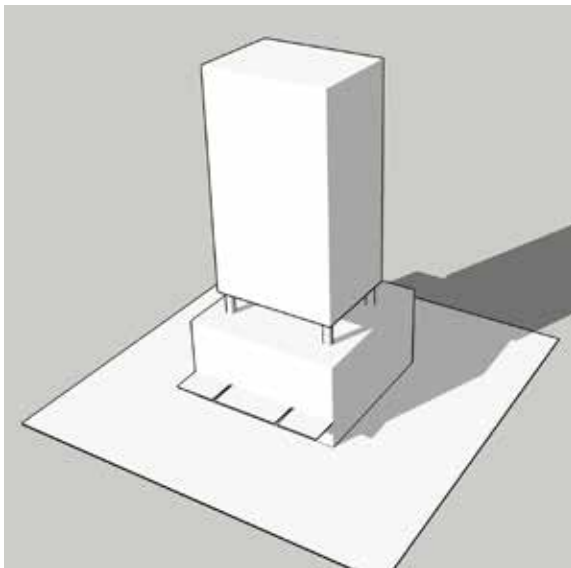
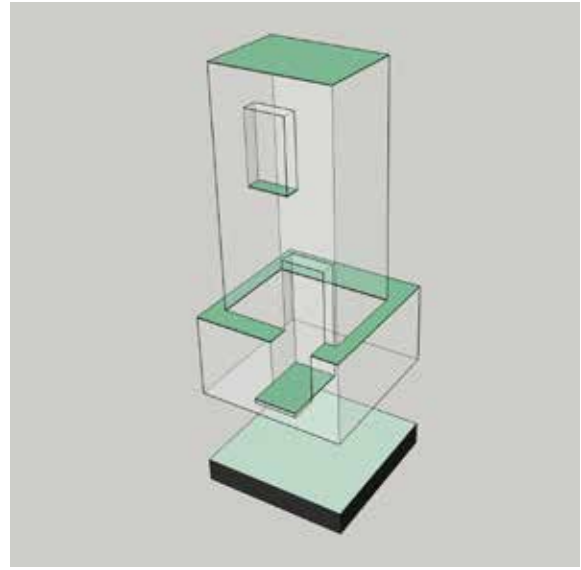
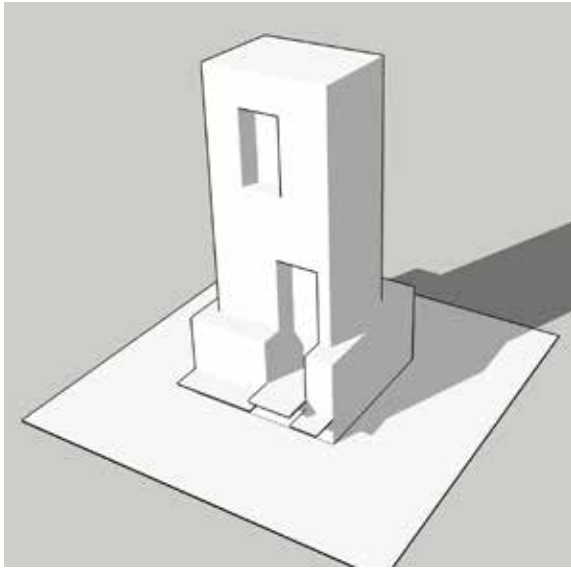
- > Enhance the quality of life in the City Centre by providing lush, green spaces close to users;
- > Contribute to a distinctive place brand of a city in the tropics through extensive greenery at the ground and sky-terrace levels;
- > Achieve environmental benefits, such as reducing urban heat island and improving air quality through the plant's transpiration and dust particles.

Guidelines

- > All new development shall provide Landscape Replacement Areas which are at least equivalent in size to the site area;
- > The Landscape Replacement Areas are to be provided on the ground floor as identifiable plazas, pedestrian passages or spaces identified by the plan and / or on the 1st storey or upper levels of the development to create usable, communal open space in the form of outdoor terraces, sky gardens and roof terraces;
- > Ideally, at least 40% of the Landscape Replacement Areas should be for permanent planting with sufficient soil depth and structure to accommodate mature plants. A combination of trees, palms, shrubs and ground cover is encouraged to make the landscaping more attractive;
- > If an applicant is unable to provide the required Landscape Replacement Areas (LRA) on-site, a cash in-lieu payment equivalent to the construction cost of the LRA shall be paid into the Public Benefits Program for Civic Infrastructure;
- > Beyond the above, other opportunities exist for development to contribute to a Greener City to reinforce the identity of a tropical city. In addition to typical greenwalls, the photographs opposite illustrate a variety of low-cost, low-tech techniques for ways to incorporate greenery.



Private landscape and vertical greenery

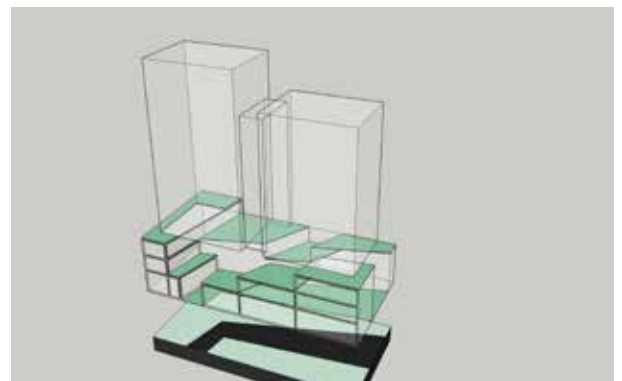
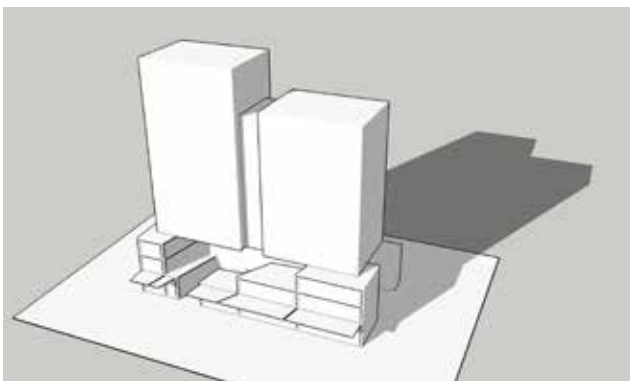


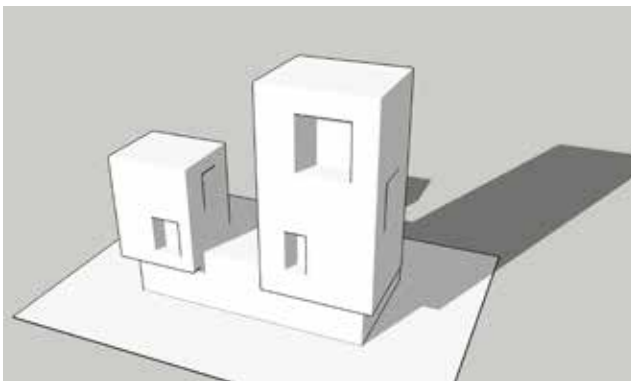
Samples of potential Palmerston City Centre Building Types

Sample of how landscaping and vertical greenery could be distributed in a building e.g. green roofs and terraces

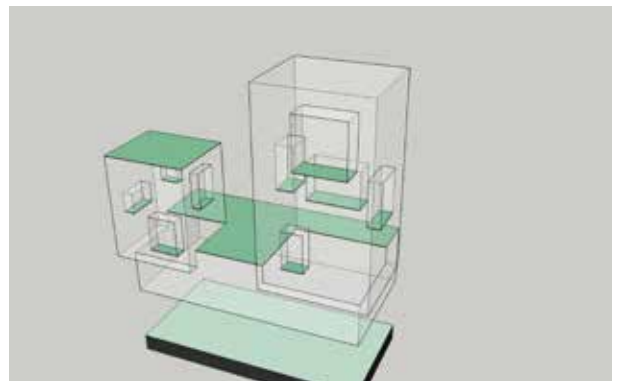
Private Landscaping

The images below illustrate the intent for integrating the Building Frontage, Building Design and Private Landscaping Guidelines to create a unique, tropical city for people.





+



Private Parking

Objectives

- > Encourage developers to shift from inefficient private car parks to shared parking pools through a levy;
- > Where private parking is provided on site, design parking structures as people friendly environments;
- > Provide adaptable parking options, that can expand and contract with both short term and long term changes in demand;
- > Provide market responsive parking rates to improve housing and lifestyle affordability, by reducing the requirement to own a car.

Guidelines

- > If not participating in the City of Palmerston's Parking Strategy, private parking is to be provided in locations identified in the diagram opposite in podiums and / or basements;
- > Wrap podium car parking structures with other uses to improve visual amenity from the street and create appropriate Building Frontage type;
- > Coordinate the design of parking entries to be part of an overall facade composition. Ensure car park entries are recessed into the facade and are located to minimise the visual impact on the streetscape;
- > Provide parking based on the following rates described on the following pages;
- > Car park entries are not permitted on The Boulevard or Roystonea Avenue.

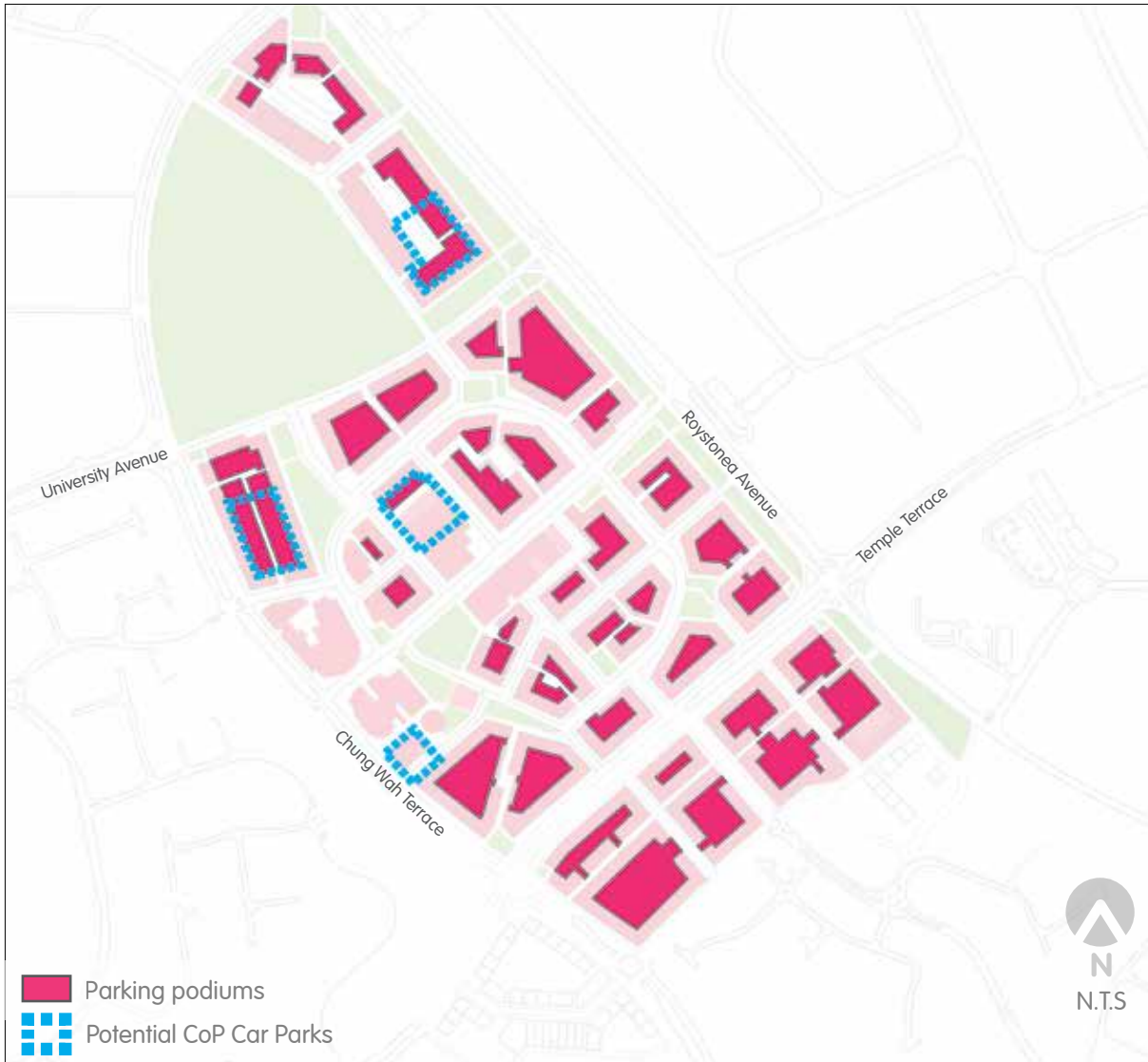


Figure 35. Palmerston City Centre Podiums - Potential Location of Private Parking

Private Parking

Parking requirements

The following parking requirements apply to the following permissible uses within the City Centre.

	Existing requirement (minimum)	New requirement (minimum to maximum)
Home based visitor accommodation	1 for every guest room plus 2 for the dwelling	0.5-1 for every guest room plus 1-2 for the dwelling
Child care centre	1 for every employee plus 1 for every 20 children	0.5-1 per employee
Community centre	5 for every 100m ² of net floor area	2.5-5 for every 100m ² of net floor area
Education establishment	For a primary school or secondary school: 1 for every classroom plus 2 additional spaces plus an area for setting down and picking up passengers For a tertiary education establishment: 1 for every classroom plus 1 for every 6 students plus 2 additional spaces For a kindergarten: see child care centre For other education establishments: 1 for every 100m ² of net floor area, 1 for every 100m ² of net floor area other than offices plus 4 for every 100m ² of net floor area of office plus 1 for every 250m ² used as outdoor storage	For a primary school or secondary school: 0.5-1 for every classroom plus 1-2 additional spaces plus an area for setting down and picking up passengers For a tertiary education establishment: 0.5-1 for every classroom plus 0.5-1 for every 6 students plus 1-2 additional spaces For a kindergarten: see child care centre For other education establishments: 0.5-1 for every 100m ² of net floor area, 0.5-1 for every 100m ² of net floor area other than offices plus 2-4 for every 100m ² of net floor area of office plus 0.5-1 for every 250m ² used as outdoor storage
Home based child care centre	1 for every non-resident employee in addition to those spaces required for the dwelling	0.5-1 for every non-resident employee in addition to those spaces required for the dwelling
Hostel	1 for every 5 persons plus 1 for every staff member plus 1	1 for every 5-10 persons plus 0.5-1 for every staff member
Hotel	16 for every 100m ² net floor area used as a lounge bar or beer garden plus 50 for every 100m ² net floor area used as a bar plus 10 for a drive in bottle shop plus 1 for every guest suite or bedroom plus 3 for every 100m ² used for dining	8-16 for every 100m ² net floor area used as a lounge bar or beer garden plus 25-50 for every 100m ² net floor area used as a bar plus 5-10 for a drive in bottle shop plus 0.5-1 for every guest suite or bedroom plus 1.5-3 for every 100m ² used for dining
Independent unit	1 per bedroom to a maximum of 2	1-2 per unit
Leisure and recreation	Indoor spectator facilities including cinema or theatre 1 for every 4 seats Racquet court games 4 for every court plus for indoor spectator facilities (if any) 1 for every 4 seats Lawn bowls 20 spaces per green Golf Course 4 per hole plus 5 for every 100m ² of net floor area used as a club house otherwise than specified above, 10 for every 100m ² of net floor area plus requirement for indoor spectator facilities (if any) for every 4 seats	Indoor spectator facilities including cinema or theatre 0.5-1 for every 4 seats Racquet court games 2-4 for every court plus for indoor spectator facilities (if any) 0.5-1 for every 4 seats Lawn bowls 10-20 spaces per green Golf Course 2-4 per hole plus 2.5-5 for every 100m ² of net floor area used as a club house otherwise than specified above, 5-10 for every 100m ² of net floor area plus requirement for indoor spectator facilities (if any) for every 4 seats
Licensed club	10 for every 100m ² of net floor area used as a lounge area or beer garden plus 20 for every 100m ² of net floor area used as a bar plus 3 for every 100m ² of net floor area used for dining	5-10 for every 100m ² of net floor area used as a lounge area or beer garden plus 10 for every 100m ² of net floor area used as a bar plus 1.5-3 for every 100m ² used for dining
Medical clinic	4 for every consulting room	2-4 for every consulting room
Medical consulting rooms	3 for every consulting room plus 1 additional space (in addition to the 2 spaces required for the dwelling)	1.5-3 for every consulting room plus 1-2 additional spaces (in addition to the 1 space required for the dwelling)
Motel	1 for every guest suite or bedroom plus 16 for every 100m ² of net floor area used as a lounge bar or beer garden plus 3 for every 100m ² of net floor area used for dining	0.5-1 for every guest suite or bedroom plus 8-16 for every 100m ² of net floor area used as a lounge bar or beer garden plus 1.5-3 for every 100m ² of net floor area used for dining

	Existing requirement (minimum)	New requirement (minimum to maximum)
Motor body works	6 for every 100m ² of net floor area	3-6 for every 100m ² of net floor area
Motor repair station	6 for every 100m ² of net floor area	3-6 for every 100m ² of net floor area
Multiple dwellings	2 per dwelling	1-2 per dwelling
Office	2.5 for every 100m ² of net floor area	1.25-2.5 for every 100m ² of net floor area
Passenger terminal	5 for every 100m ² of net floor area or as many car spaces as can be provided on 25% of the site area whichever results in the greater number of spaces (calculated exclusive of areas used for taxi stands or bus loading purposes)	2-5 for every 100m ² of net floor area or as many car spaces as can be provided on 25% of the site area whichever results in the greater number of spaces (calculated exclusive of areas used for taxi stands or bus loading purposes)
Place of worship	5 for every 100m ² of net floor area	2-5 for every 100m ² of net floor area
Plant nursery	2 for every 100m ² of net floor area plus 1 for every 250m ² used as outdoor nursery	1-2 for every 100m ² of net floor area plus 0.5-1 for every 250m ² used as outdoor nursery
Restaurant	6 for every 100m ² of net floor area and any alfresco dining areas plus 10 for drive through (if any) for cars being served or awaiting service	3-6 for every 100m ² of net floor area and any alfresco dining areas plus 5-10 for drive through (if any) for cars being served or awaiting service
Service station	2 for every 100m ² of net floor area or 5 whichever is the greater (not including parking serving bowsters)	1-2 for every 100m ² of net floor area or 2.5-5 whichever is the greater (not including parking serving bowsters)
Serviced apartments	1 for every dwelling plus 3 for every 100m ² of net floor area not within a dwelling	0.5-1 for every dwelling plus 1.5-3 for every 100m ² of net floor area not within a dwelling
Shop	6 for every 100m ² of net floor area	3-6 for every 100m ² of net floor area
Showroom sales	4 for every 100m ² of net floor area plus 1 for every 250m ² used as outdoor storage	2-4 for every 100m ² of net floor area plus 0.5-1 for every 250m ² used as outdoor storage
Supporting accommodation	1 for every 4 beds plus 4 for every 100m ² of net floor area used for administrative purposes	0.5-1 for every 4 beds plus 2-4 for every 100m ² of net floor area used for administrative purposes
Vehicle sales and hire	4 for every 100m ² of net floor area of office plus 1 for every 200m ² used for vehicle display	2-4 for every 100m ² of net floor area of office plus 0.5-1 for every 200m ² used for vehicle display
Veterinary clinic	4 for every 100m ² of net floor area	2-4 for every 100m ² of net floor area

Implementation

The vision for the City Centre Master Plan has been documented in the preceding chapters and supporting reports. This section outlines the key next steps or actions that should be undertaken by the City of Palmerston and other stakeholders involved in delivering the vision.





Implementation Strategy

Adopt the City Centre Master Plan, Parking Strategy and Public Realm Strategy

Officially adopting the City Centre Master Plan, Parking Strategy and Public Realm Strategy will send an important message to owners, community and development industry that the political decision makers are supporters of the plan. The launch of these documents should occur via a series of carefully managed events and workshops to ensure their intent and application is clearly understood.

Appoint a City Centre Place Manager

Similar to many councils around Australia, CoP comprises a number of highly skilled experts in different fields, including engineering and town planning. However, the success of delivering the City Centre vision will also depend on an individual who is passionate about creating cities for people, place making and can balance a variety of specialist decisions in the overall interest of the Master Plan. The Place Manager would also be responsible for coordinating events throughout the year.

Implement the City Centre Special Levy or upfront payment

The City Centre Special Levy or upfront payment will provide the CoP with on-going revenue for the City Centre, particularly civic infrastructure. Civic infrastructure includes parking garages, public domain improvements, public art, cultural facilities and green infrastructure. The levy will be set annually by CoP. A communication strategy should be prepared to support the implementation of the levy.

Complete the construction of The Boulevard and Goyder Square

Completing the construction of the City Centre's signature public spaces - The Boulevard and Goyder Square – will create a quick win that builds community and investor confidence in the

vision. The launch of both public spaces should be carefully planned to maximize the impact and create positive publicity for Council that can be used to attract investors.

Create a Facade Improvement Program

Existing owners, landlords and businesses that benefit from upgrades to The Boulevard and Goyder Square should be encouraged to improve shop fronts and building facades. Improvements may include temporary awnings, shading devices and mobile greenery. Where improvements are not voluntary, the City of Palmerston may consider implementing a grant scheme or appropriate mechanism.

Begin to implement the Palmerston Parking Strategy

The Goyder Square upgrade has anticipated the construction of the City of Palmerston's first public parking garage under the Palmerston Parking Strategy. The funding and construction of this garage should occur within the short term so developers have the confidence that parking will be aligned with demand and construction.

At the same time, newly created on-street parking spaces should be timed then metered to change community's perceptions that all parking is free.

The annual parking inventory can also be started to provide COP with real data on user demand for parking spaces.

Civic Leadership and Library Redevelopment

The library redevelopment is an extraordinary opportunity for COP to demonstrate civic leadership in the design and delivery of an exciting, mixed-use development that will set the benchmark for future development. The CoP should commit to a design excellence process to create the optimal outcome for the City Centre.

Partner with major landowners to identify and deliver catalyst projects

A number of major landowners have expressed a desire to proactively engage with CoP to deliver catalyst projects within the City Centre. It is recommended that CoP should engage with these land owners through a series of meetings and design workshops to facilitate design excellence and remove unnecessary delays in the approval process.

Connect the City to the Park

Beyond The Boulevard and Goyder Square, the other major public realm improvement that will transform the City is connecting it to the northern parklands. As such, CoP should lobby the NT Government to complete the realignment of Chung Wah Terrace and the reconfiguration of University Avenue.

Complete two important studies – City Branding Strategy and City Wide Bicycle Plan

There are two important studies that should be completed to support the implementation of the Master Plan being:

1. All great cities have a strong brand. Whilst the Master Plan outlines a number of city-wide destinations and activities that will inform the city's brand, it is recommended that a specific City Branding Strategy be prepared for the City Centre. Amongst other benefits, the City Branding Strategy will clearly articulate how Palmerston City Centre will achieve differentiation in a local, national and international market.
2. The Boulevard will be the Northern Territory's first complete street with a shared bike lane. It will be a visible symbol for shifting the City Centre into the 21st century with a focus on sustainable transport. Beyond this first increment, a city-wide bicycle plan should be established to create a comprehensive network over time.

Negotiate with NT Government on Water Park

The Water Park and surrounding land offer a significant land holding within the City Centre. Negotiation should commence with the NT Government to discuss the potential for this land and its activities to better integrate with the objectives of the Master Plan.

Invite an EOI for the Council lot adjacent to the Library

The Council owned lot adjacent to the Library provides the opportunity to become a catalyst site to encourage the development and growth of the City Centre in line with the objectives of the Master Plan. An EOI should be held as the first stage in investigating the development potential of this site.

Develop an integrated subdivision and consolidation of lots plan

The Master Plan suggests a development pattern that would require the consolidation and realignment of boundaries within the City Centre. A plan depicting the desired lot pattern should be developed to guide this process.

Brief the Development Consent Authority on the Master Plan

The Development Consent Authority should be briefed on the Master Plan, Great Streets Strategy and Parking Strategy to facilitate an integrated approval and implementation approach.

Action Plan

Project	Scope	Priority
The Boulevard	- Complete design and construction of The Boulevard (two stages) - Launch The Boulevard	Short
Goyder Square	- Complete design and construction of Goyder Square - Launch Goyder Square	Short
Goyder Square Car Park	- Undertake due diligence, feasibility analysis and determine next steps on Goyder Square Car Park	Short
Water Tower	- Negotiate lighting installation with water authority for launch of Goyder Square	Short
North Bank Precinct	Develop an integrated concept for the entire North Bank Precinct	Short
Place Activation Strategy	- Curate Place Activation Strategy to provide a range of activities and uses within the new public realm, including markets and outdoor cinema	Short
Facade Improvement Program	- Create a Façade Improvement Program that may include a grant scheme for shops benefitting from new public realm to improve shop fronts and building appearance	Short
City Branding Strategy	- Prepare City Branding Strategy to articulate how the City Centre will achieve differentiation in a local, national and international market.	Short
City wide Bicycle Plan	- Prepare a city wide bicycle plan to capitalize on the investment in The Boulevard as the NT's first complete street	Short
Palmerston Shopping Centre Catalyst project	- Engage with major landowner on catalyst project to achieve design excellence - Undertake design workshop	Short
Catalyst Projects	- Engage with major landowners currently preparing catalyst projects to achieve design excellence - Undertake design workshop	Short
Implement the Parking Strategy	- Implement Parking Strategy, including Special Levy	Short
Chung Wah Terrace	- Partner with NT Government to deliver Chung Wah Terrace extension - Liaise with Optus to resolve infrastructure relocation	Medium
University Avenue	- Narrow University Avenue to connect the city to the park	Medium
Library Redevelopment	- Redevelop library into mixed-use project, including new library, community facilities and COP offices	Medium
COP Office Redevelopment	- Undertake due diligence, feasibility and design brief to redevelop existing COP office site - Redevelop with preferred partner	Medium
Memorial park	- Undertake upgrades to Memorial Park in parallel with COP Office Redevelopment	Medium
Recreation Centre	- Undertake due diligence, feasibility analysis and marketing testing to redevelop Recreation Centre site	Medium
Interchange Site	- Engage with NT Government to redevelop existing bus interchange into a gateway mixed-use project that may retain an interchange function	Medium
Roystonea Avenue	- Partner with Northern Territory Government to transform Roystonea Avenue into a transit boulevard	Medium



Staging

The implementation of the Palmerston City Centre Master Plan 2014 will occur over many years. The staging will be influenced by:

- > Market demand and population growth
- > Finance availability
- > Cost of infrastructure
- > Development opportunities in the City Centre
- > Council and NT Government developing their landholdings
- > Other landowners developing their landholdings

Based on the above, the master plan has been designed as a flexible framework that can accommodate a variety of staging scenarios.

However, in order to maximize return on investment on early public realm works and build towards the vision in a logical way the following staging is recommended:

Stage 1

- > Council completes the upgrades to The Boulevard and Goyder Square
- > Council constructs its first parking garage
- > A catalyst mixed-use development occurs on The Boulevard
- > The Palmerston Shopping Centre engages with the city
- > Council redevelops the library into a mixed-use building including new Council offices

Stage 2

- > Both Council and NT Government redevelop substantial landholdings in the City Centre, including the bus interchange and existing site of Council offices
- > Both Council and NT Government construct new parking garages for future development
- > The public realm connecting The Boulevard to these sites is improved as part of these works
- > University Avenue is reconfigured connecting the city to the northern parklands

Stage 3

- > Major private landowners begin to redevelop key sites into higher density, mixed-use blocks
- > The majority of the public realm is complete for the City Centre

Stage 4

- > The balance of the City Centre is redeveloped into mixed-use blocks connecting the City Centre to the adjoining residential neighbourhoods

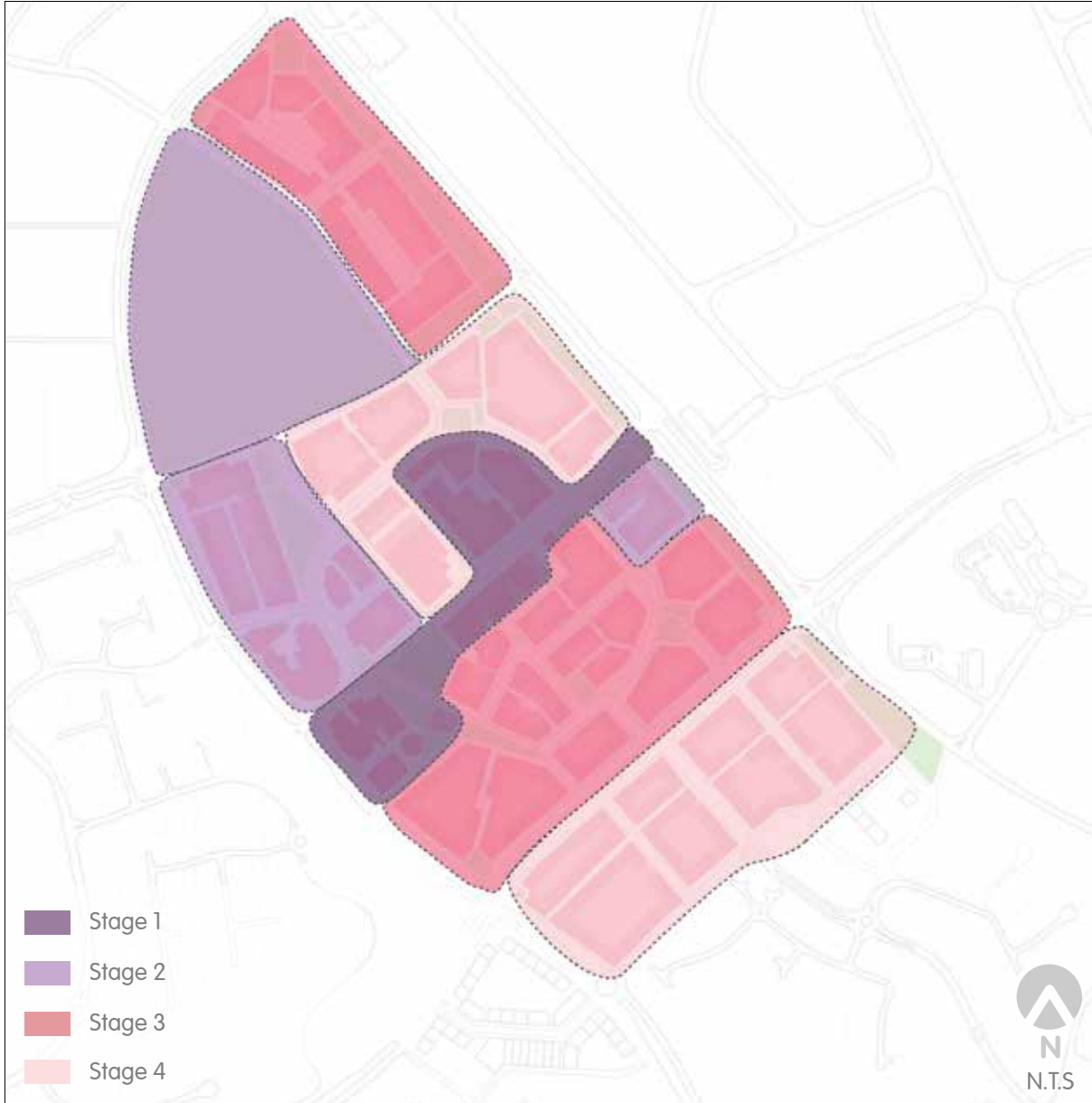


Figure 36. Palmerston City Centre Civic Development Stages

Civic infrastructure fund

The Palmerston City Centre Civic Infrastructure Fund is to be established to support the long term growth, prosperity and resilience of the City Centre.

Civic Infrastructure proposes an alternative approach to parking, it includes:

- > Adaptable Parking Garages
- > Public Domain improvements
- > Cultural Facilities
- > Green Infrastructure

Consistent with the City of Palmerston and Northern Territory Government standards, developer contributions are paid into the Fund via a levy or contribution.

In this first instance, it is envisaged a significant part of the developer contributions will be cash-in-lieu payments to fund city-wide parking garages.

In providing parking infrastructure, hybrid models combining other community uses

Over time however, the Palmerston City Centre Master Plan and Parking Strategy aims to reduce the demand for car ownership and parking in the City Centre by promoting walking, cycling, public transport and a mixed-use City Centre with residential and employment opportunities.

At this stage, as the demand for parking infrastructure declines the City of Palmerston developer contributions can now fund other infrastructure deemed necessary by the City, including cultural facilities, public domain improvements and green infrastructure.



Hybrid, mixed use parking structures

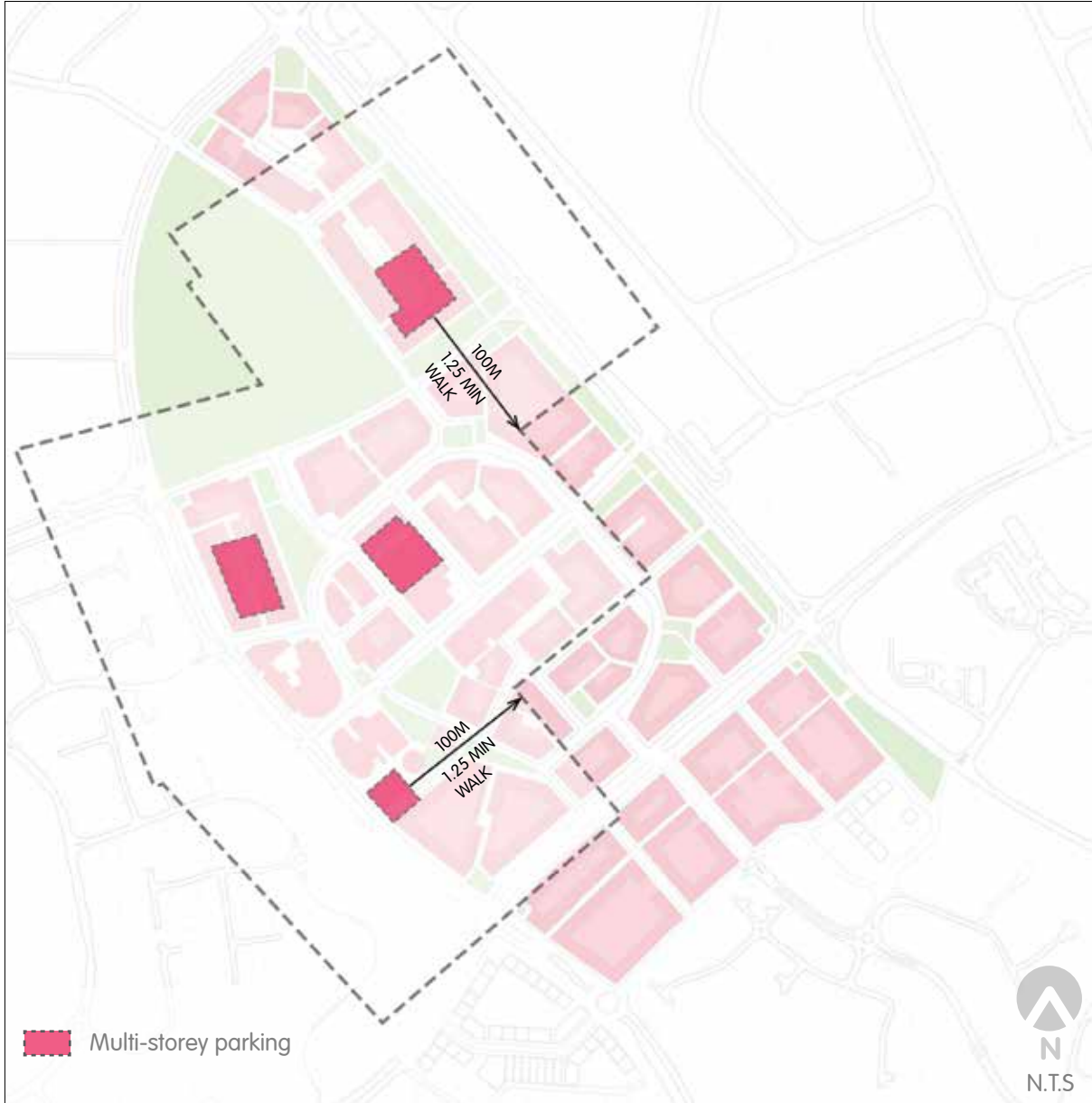


Figure 37. Palmerston City Centre Parking Garages - potential locations

Annexure 1

Building Height, Massing and Design

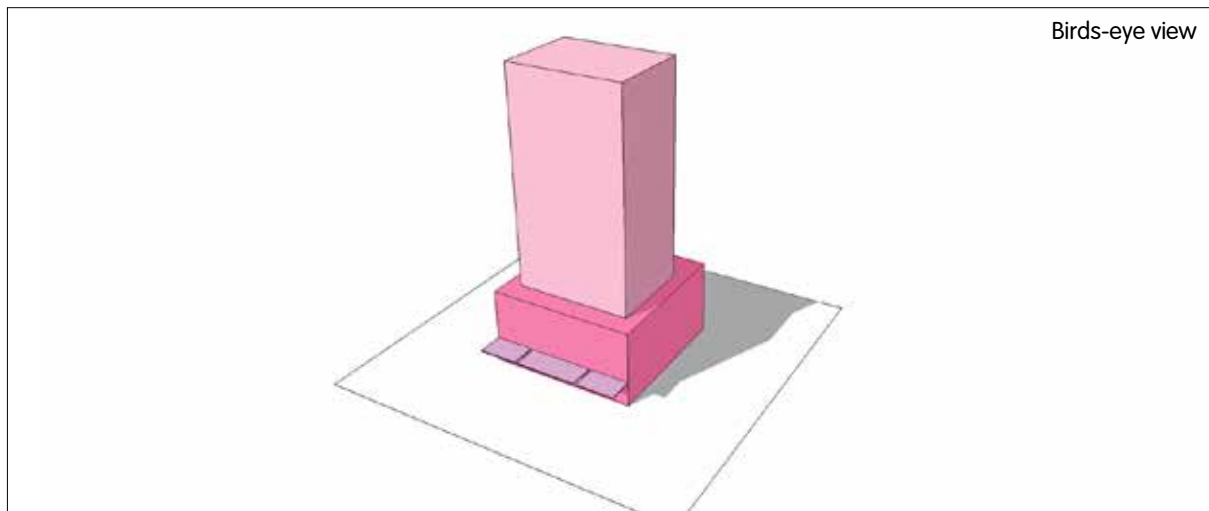
This annexure provides illustrative solutions to inspire improvements to the built form of the city centre.



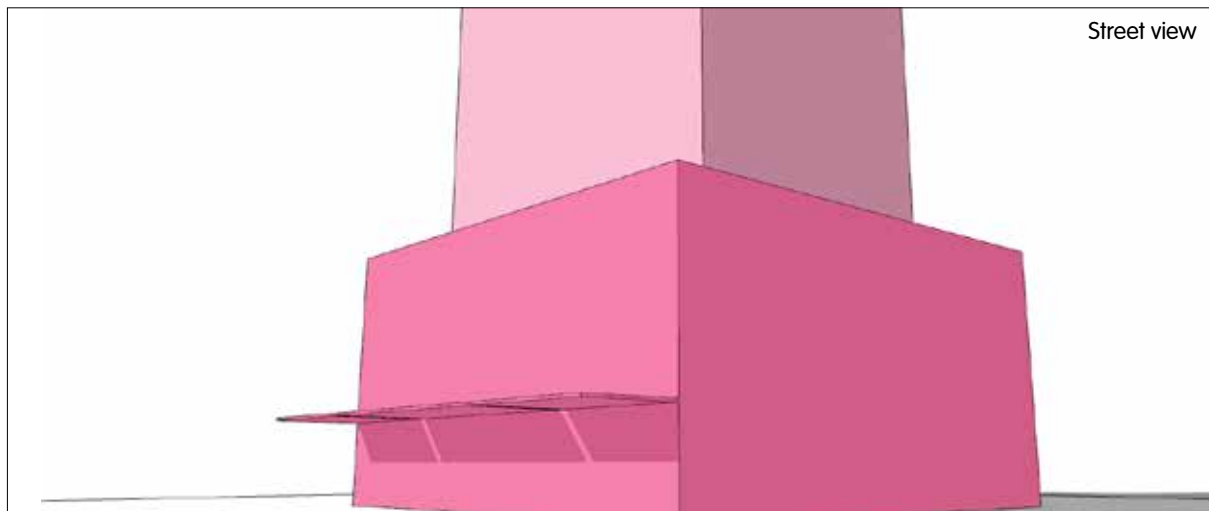


Building Design

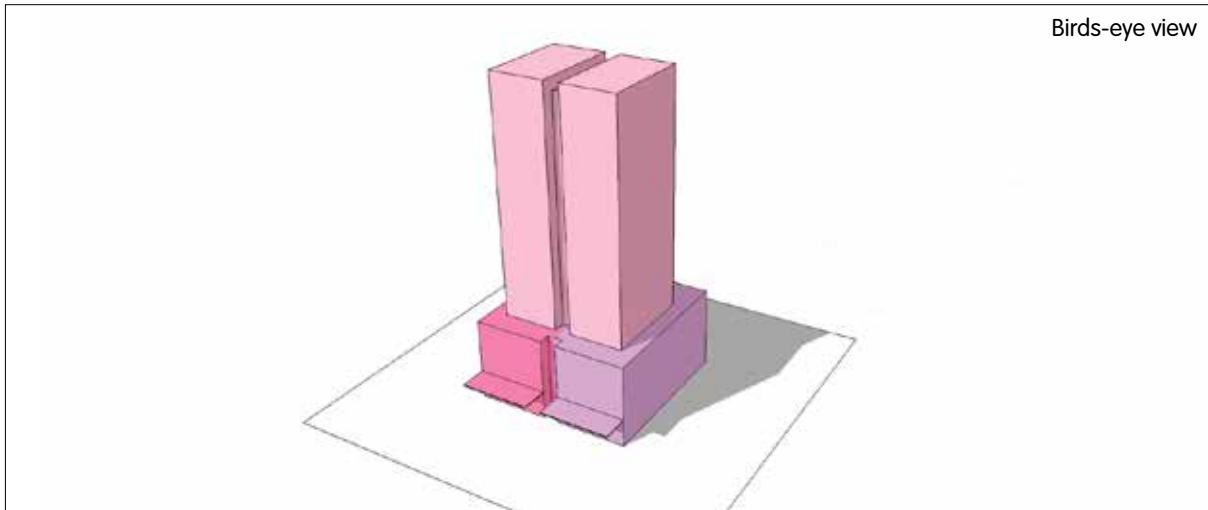
Podium + Tower - Typical



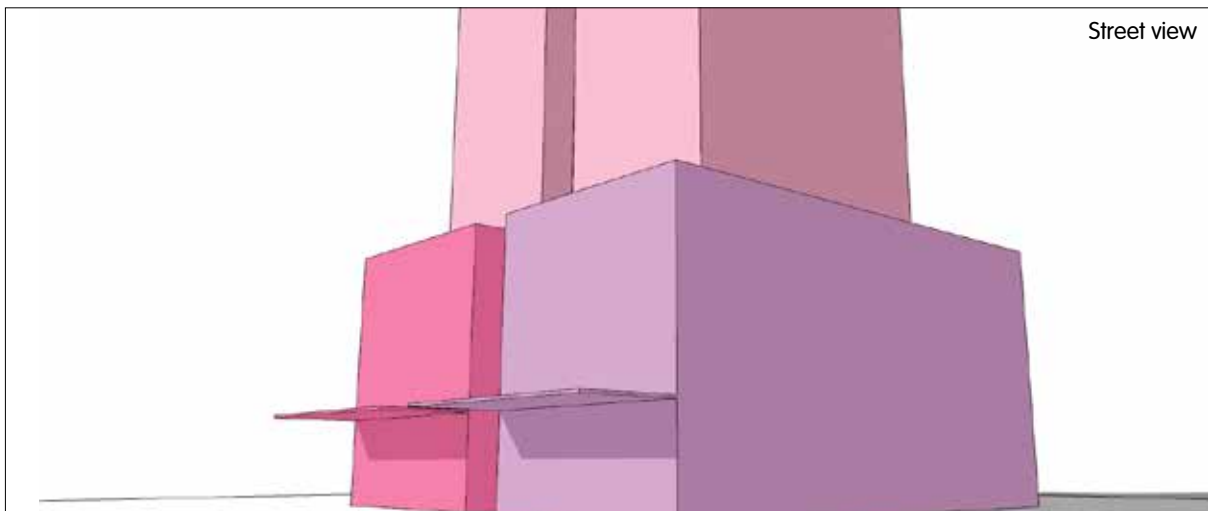
Typical podium with a tower setback arrangement. Setting the tower back, reinforces the base building as the defining element for the public realm, enhances pedestrian comfort by absorbing downward wind shear, and limits the visual impact of the tower at grade.



Podium + Tower - Vertical Split

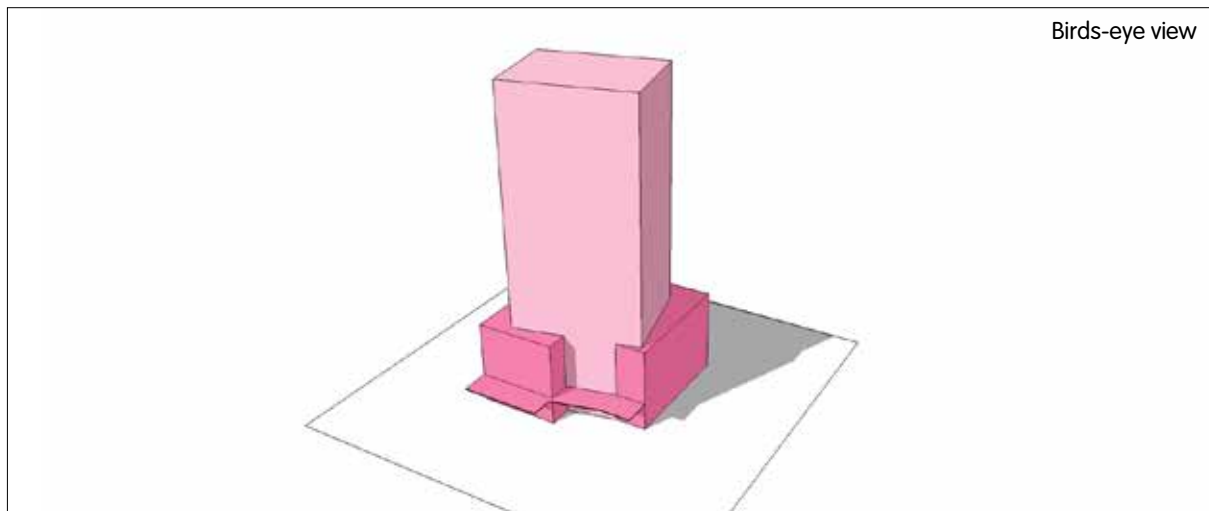


A shared central core subdivides the tower and podium facades vertically, providing the opportunity to differentiate between uses and create multiple entries to activate the street and break down bulk.

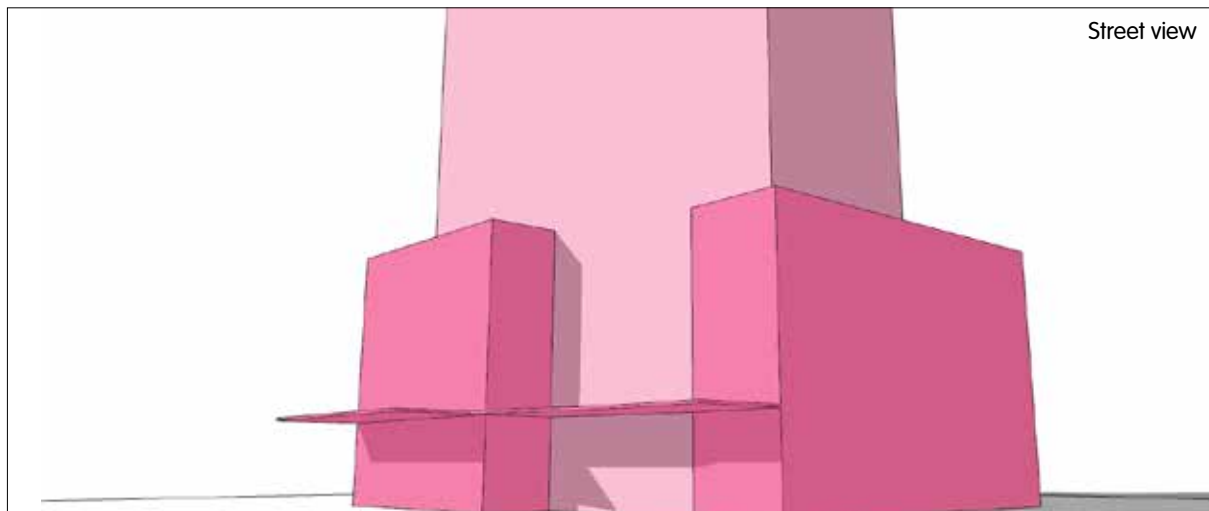


Building Design

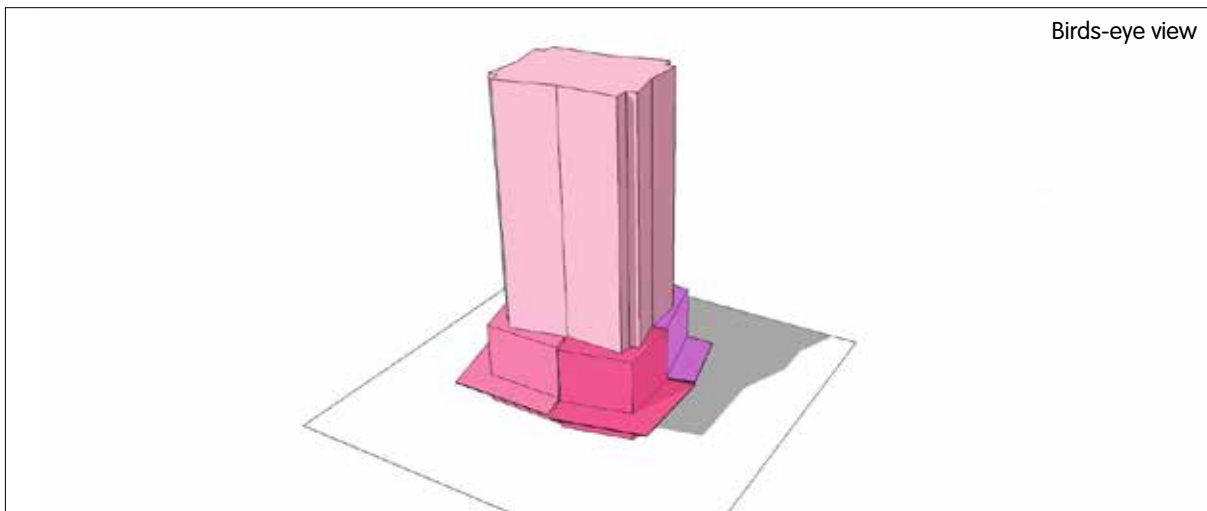
Podium + Tower - Engaged Corner



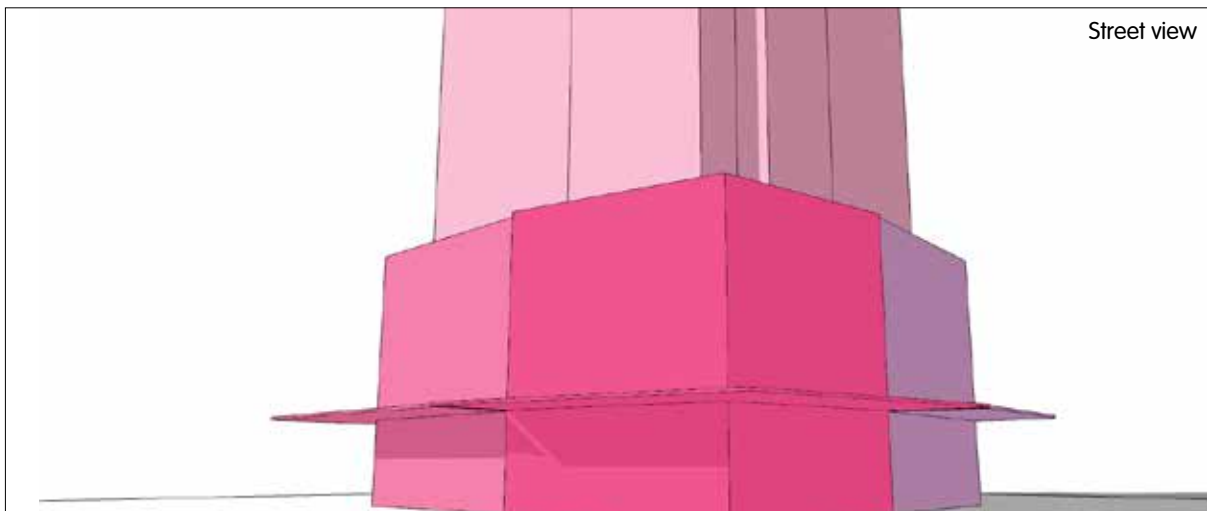
Prominent sites are highly visible from the public domain and provide opportunities for architectural expression to enhance the character of the area. Important corners require distinctive treatment, such as emphasis, articulation and splayed treatments. For example, incorporating a prominent entrance at a corner can be achieved by step backs, recesses and projections at podium level.



Podium + Tower - Vertical Twist

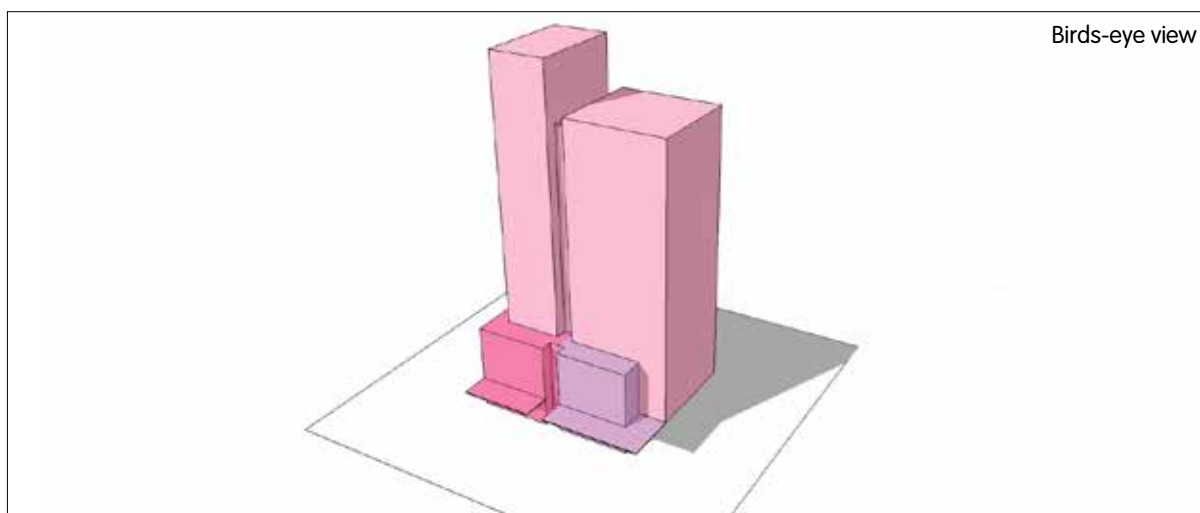


Building mass on corners can twist and turn to create a richer pedestrian experience and engage the eye. Buildings should consider a different geometric form and street interface/setback and/or additional height to work the corner locations and also respond to how a building may be viewed from all sides, giving particular attention to how facades turn the corner.

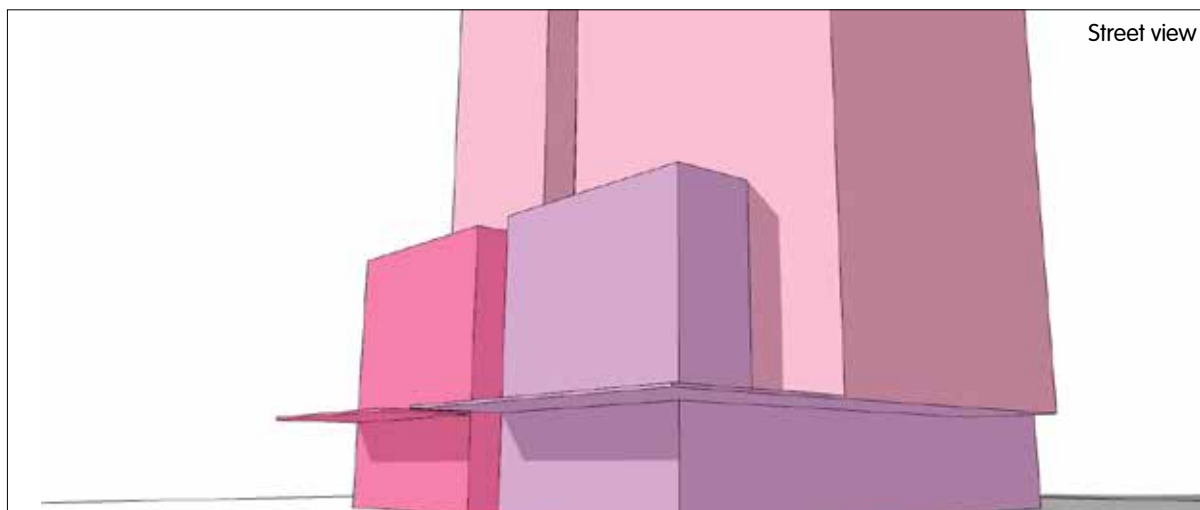


Building Design

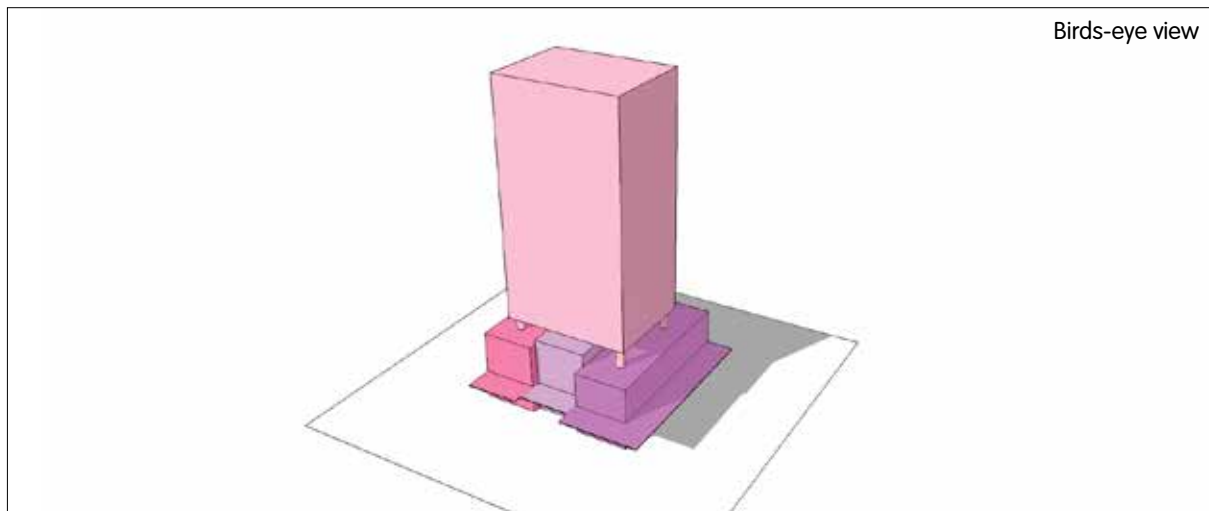
Podium + Tower - Lift & Split



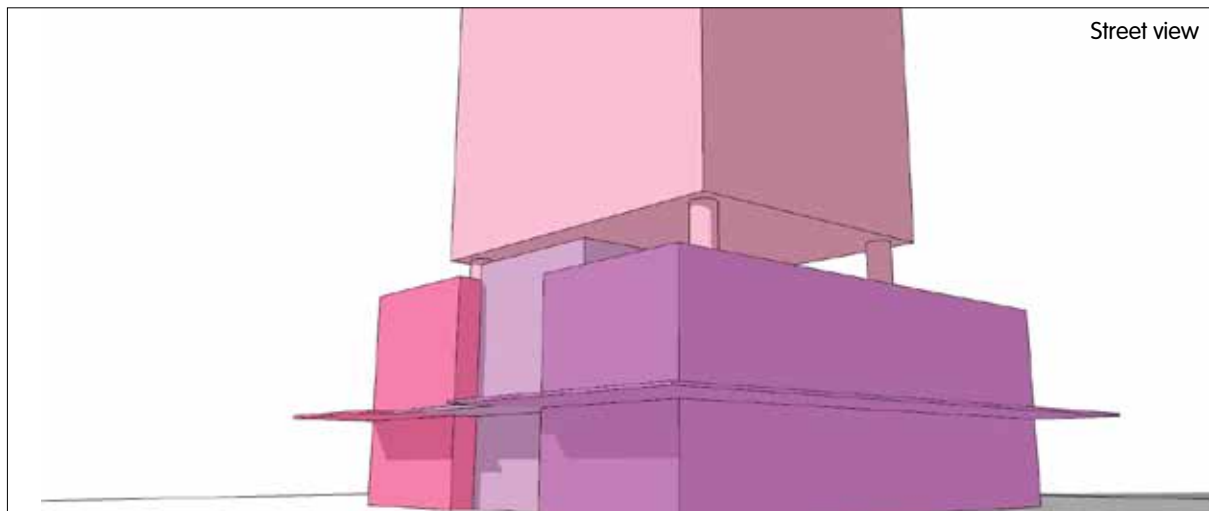
Vertical breaks can be emphasised by altering the building heights to add rhythm to the city's skyline.



Podium + Tower (Floating)

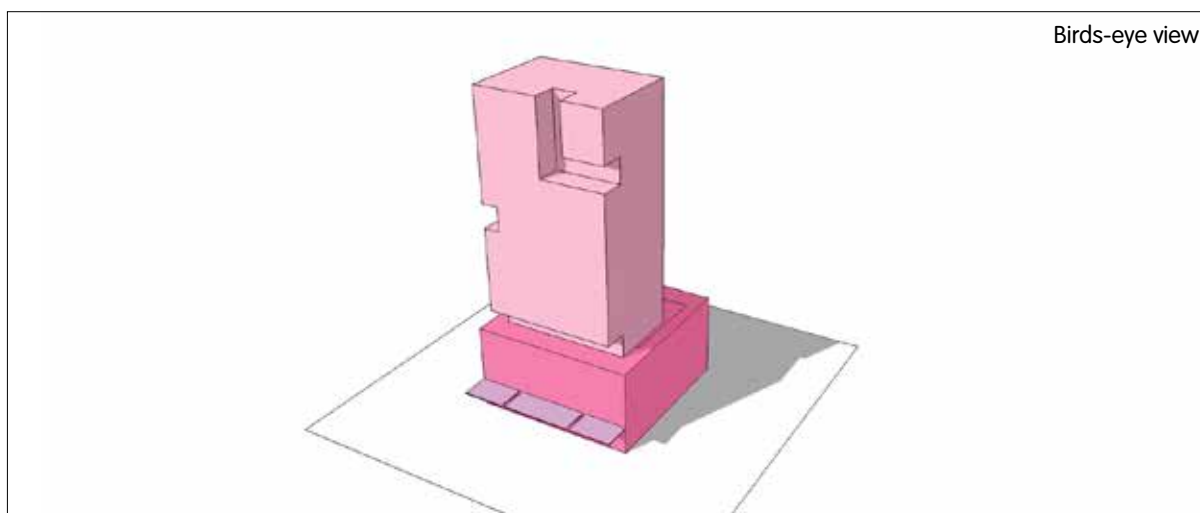


Mid-rise podiums with tower elements above that are setback from the street. Lifting the building on upper floors creates opportunities for podium roof terraces. The podium and floating tower design will facilitate the breaking up of the visual presence of the towers and provide view lines between the buildings. The scale of the podium can also be broken up to introduce a finer grain at pedestrian level.

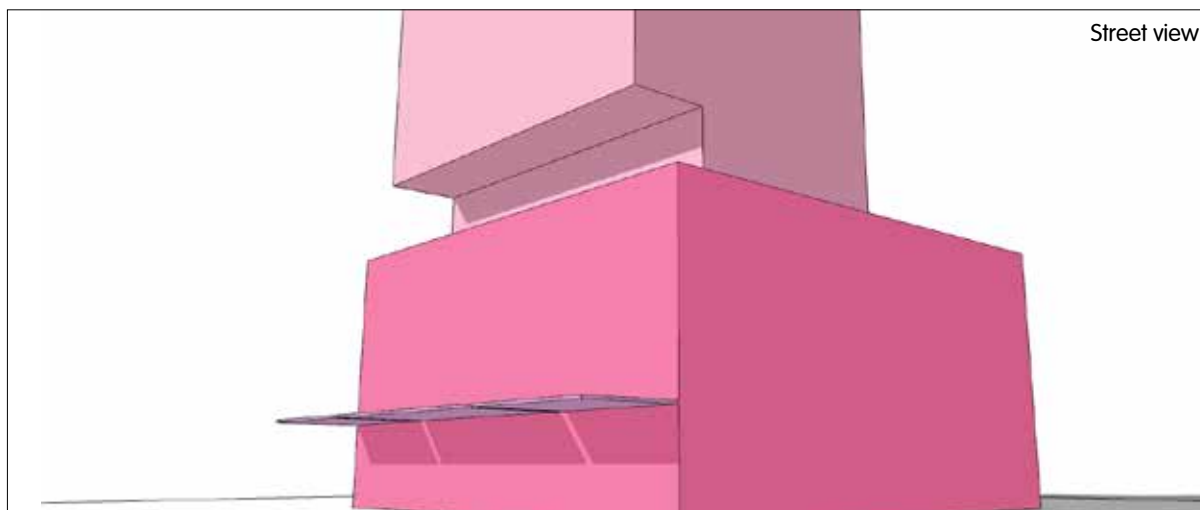


Building Design

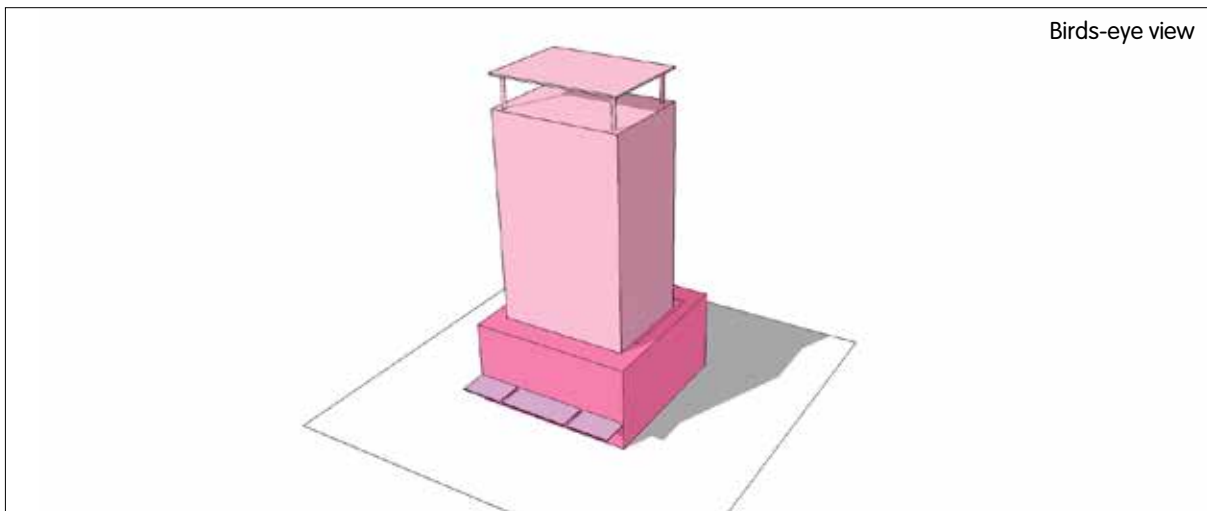
Podium + Tower - Setback and Sky Terrace



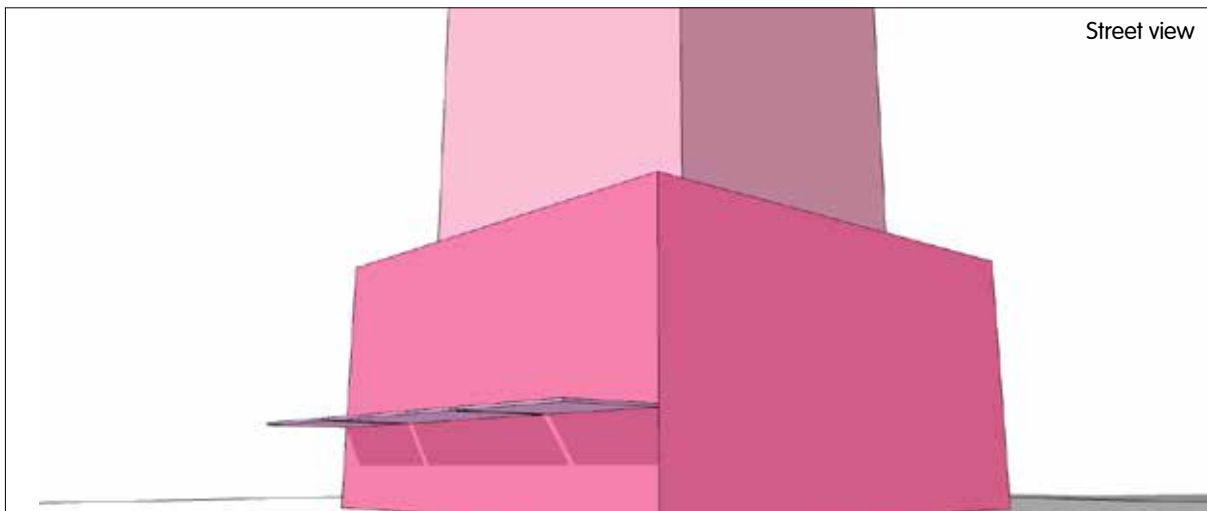
Sky terraces and recessing elements such as terraces create visual depth in the facade and are visual devices to draw vertical attention from the street. They also provide opportunities for private or communal space on upper floors.



Podium + Tower - Roof Terrace

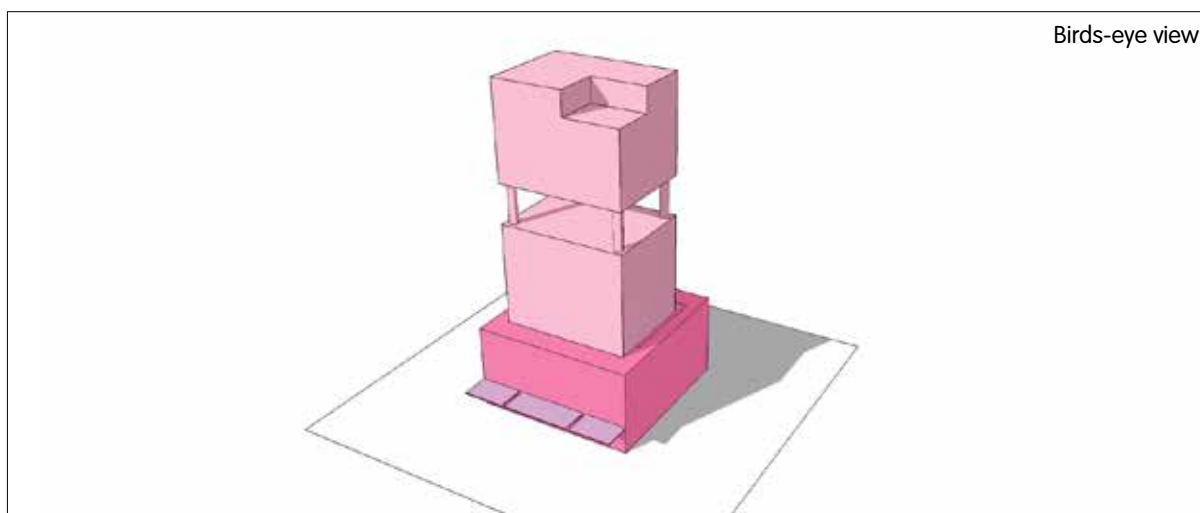


The roof is the visual 'finish' of the building and requires careful resolution of the roofscape. Roof terraces maximise the roof to deliver one or multiple functions including communal and/or private outdoor recreation opportunities.

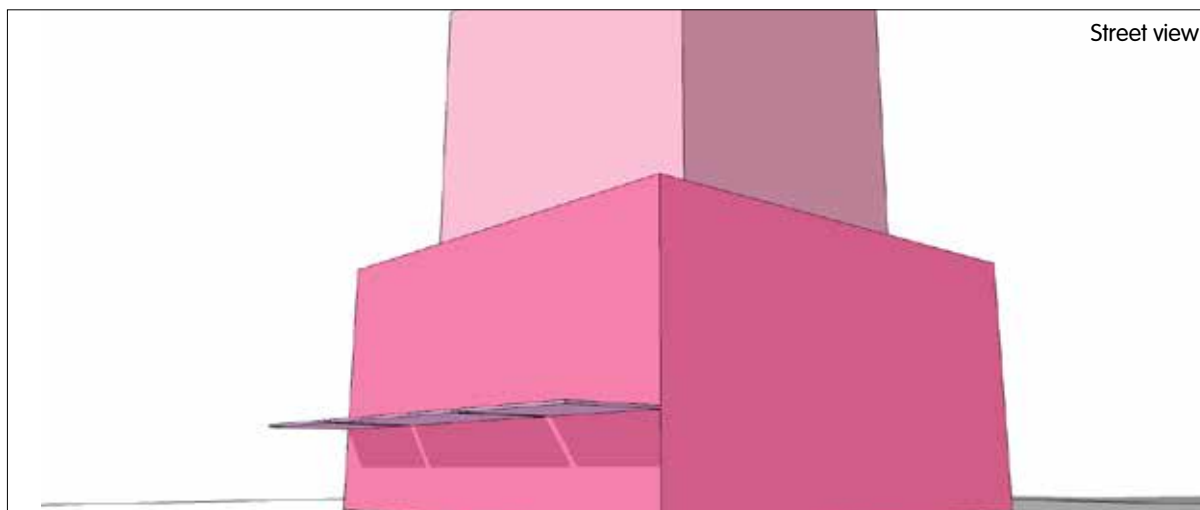


Building Design

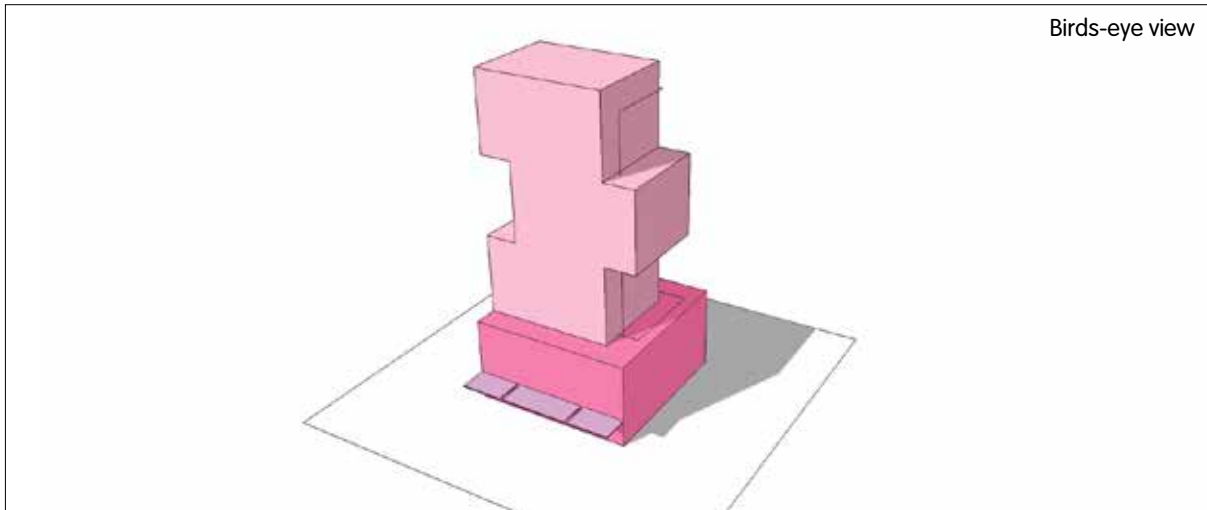
Podium + Tower - Sky and Roof Terrace



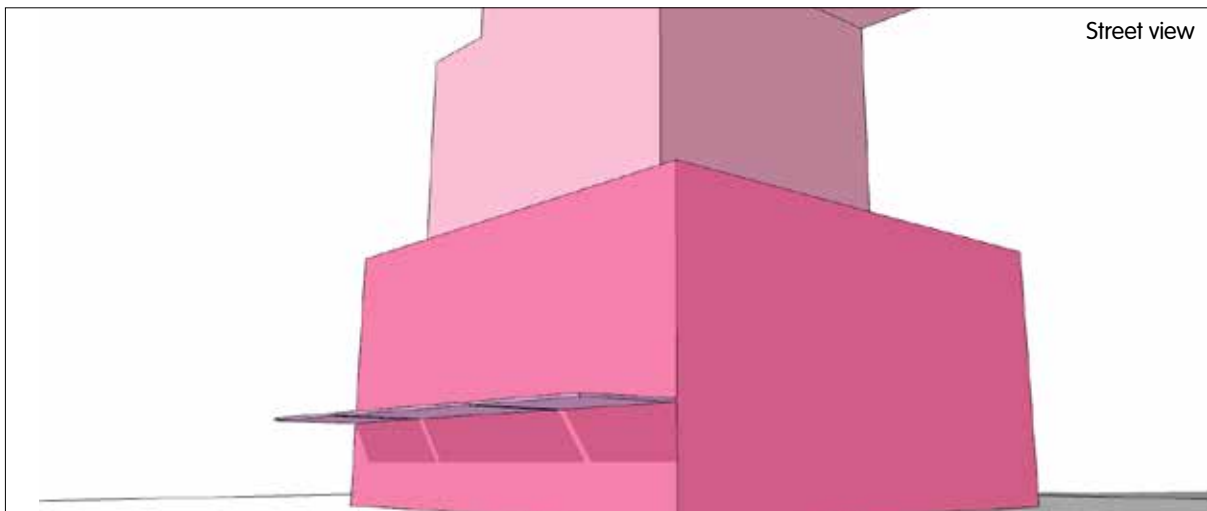
Combining roof terraces and a sky roof breaks up vertical massing and increases potential private amenity space.



Podium + Tower - Staggered

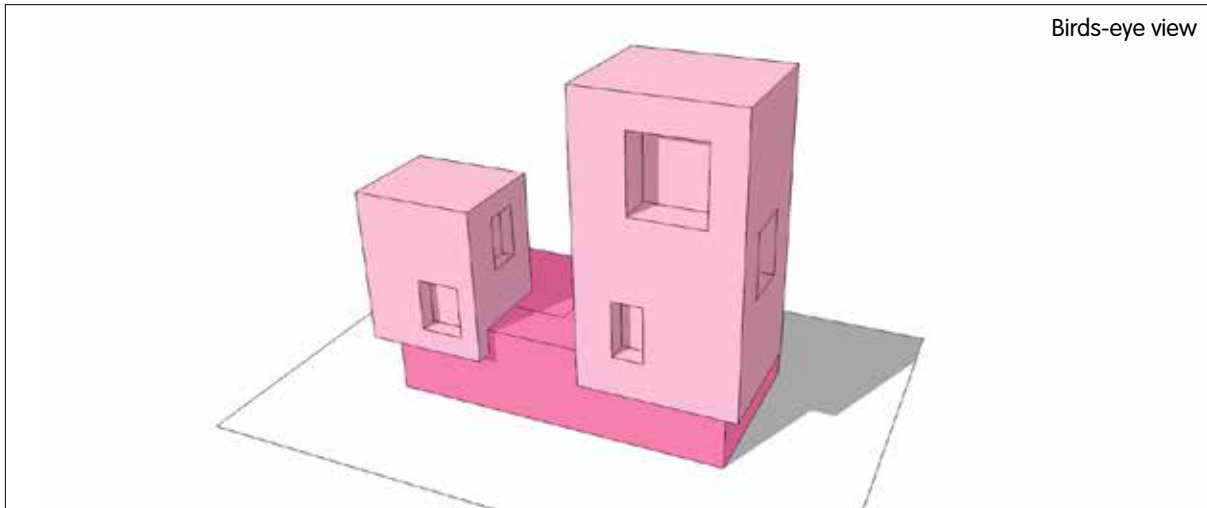


Articulating and stepping the tower at different intervals breaks up building mass, maximises views and creates additional vertical spaces.

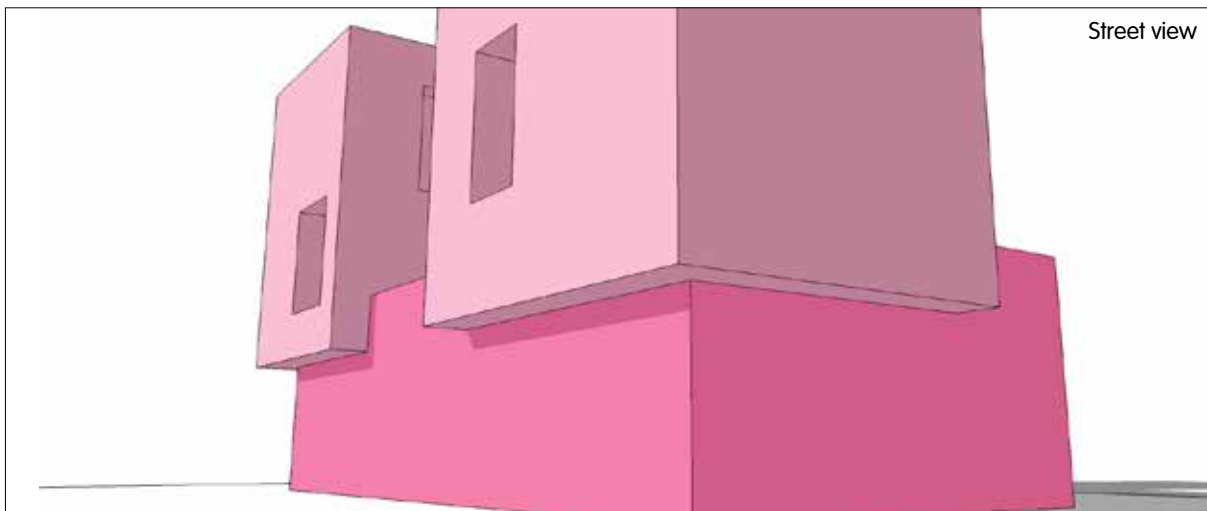


Building Design

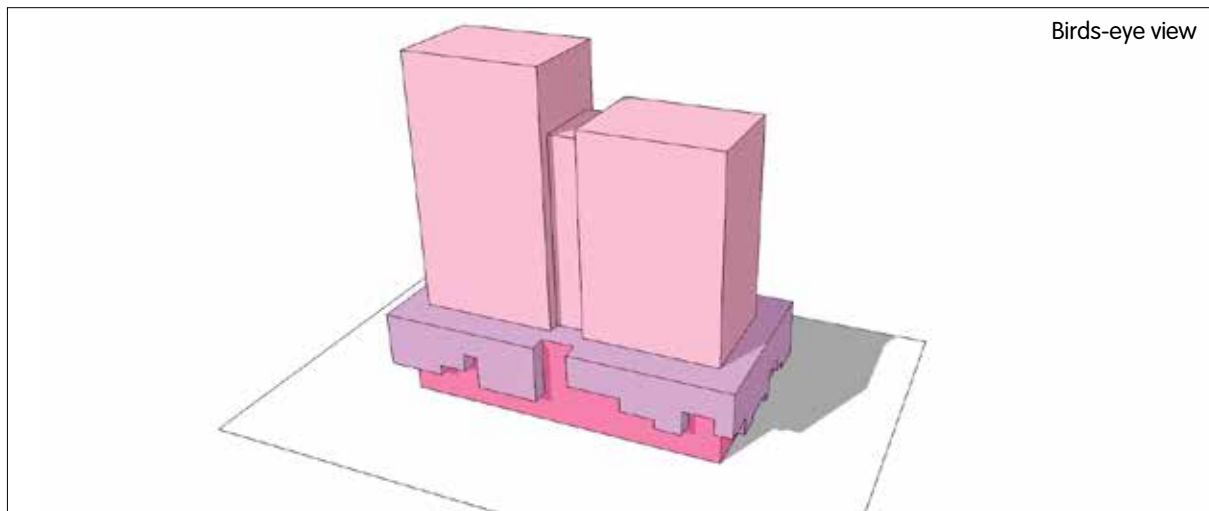
Podium + 2 Towers - Overhang Mass



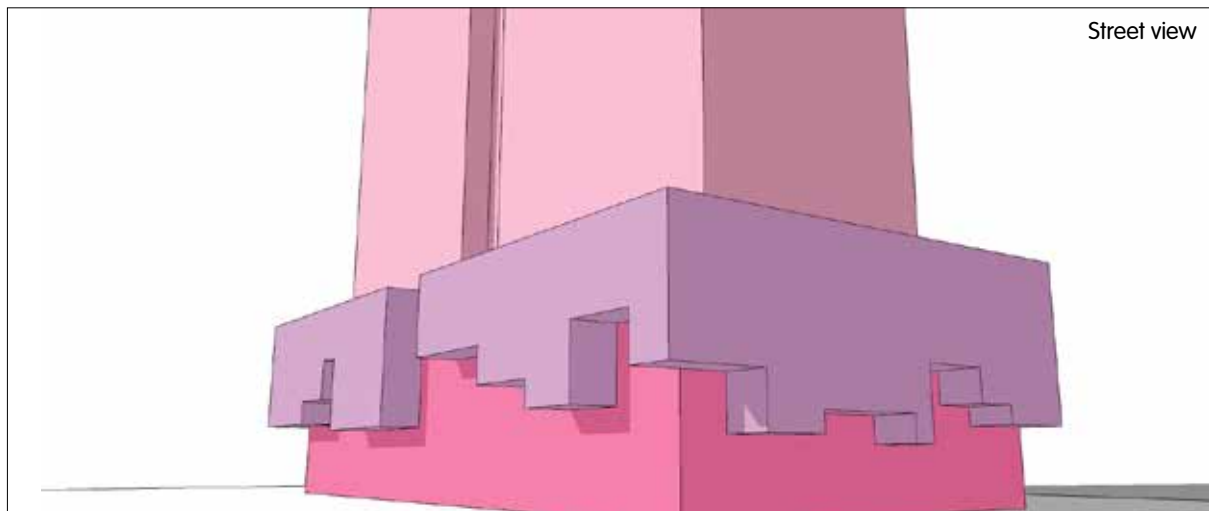
Variation in tower setbacks and orientation and massing increase perceived and actual separation distances. In this example, a 40m by 20m podium is designed with two overhanging towers on opposite corners.



Tower and Podium Overhang

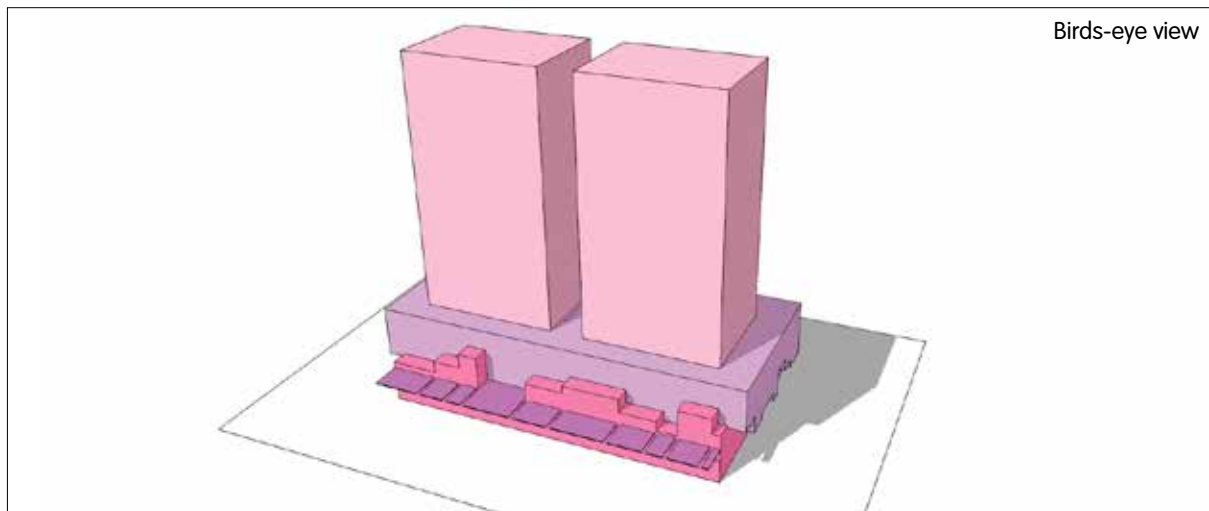


Protrusion of the podium breaks up building facades to create visual amenity and can also act as an awning. With careful design they are an opportunity for a diversity of uses and with a scale differentiation to the towers above they add a sense of human scale to the streetscape and an appropriate built form response to the street context.

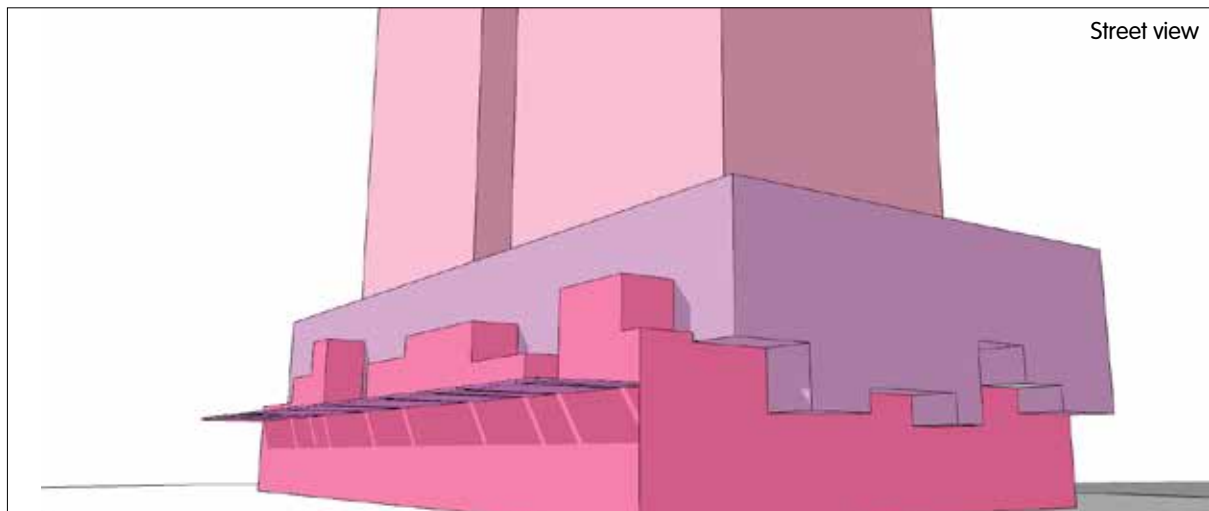


Building Design

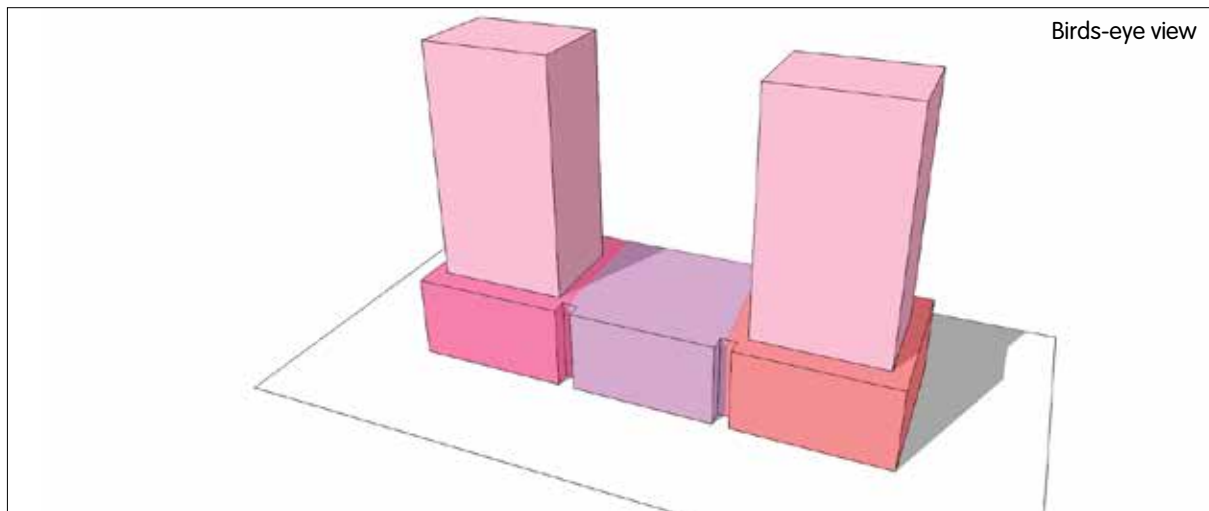
Interlocking Podium and Split Towers



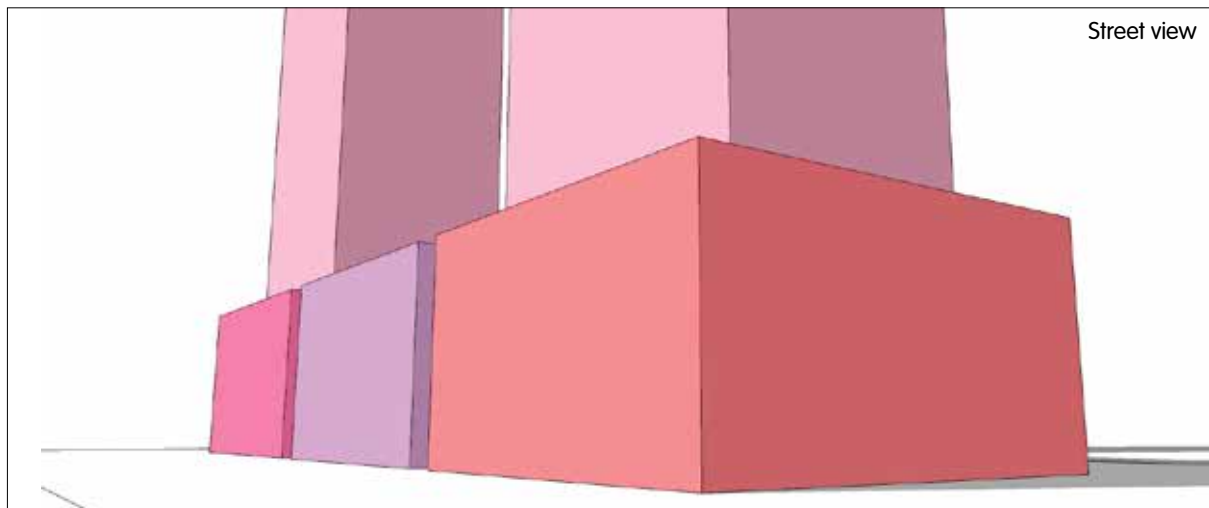
Horizontal and vertical communication of the tower and podium massing to create diversity in form. A combination of awnings and podiums and protrusions improves the amenity of footpaths and building entries by providing all weather protection and contributing to building identity.



Podium + Tower - Multiple Corner Recess

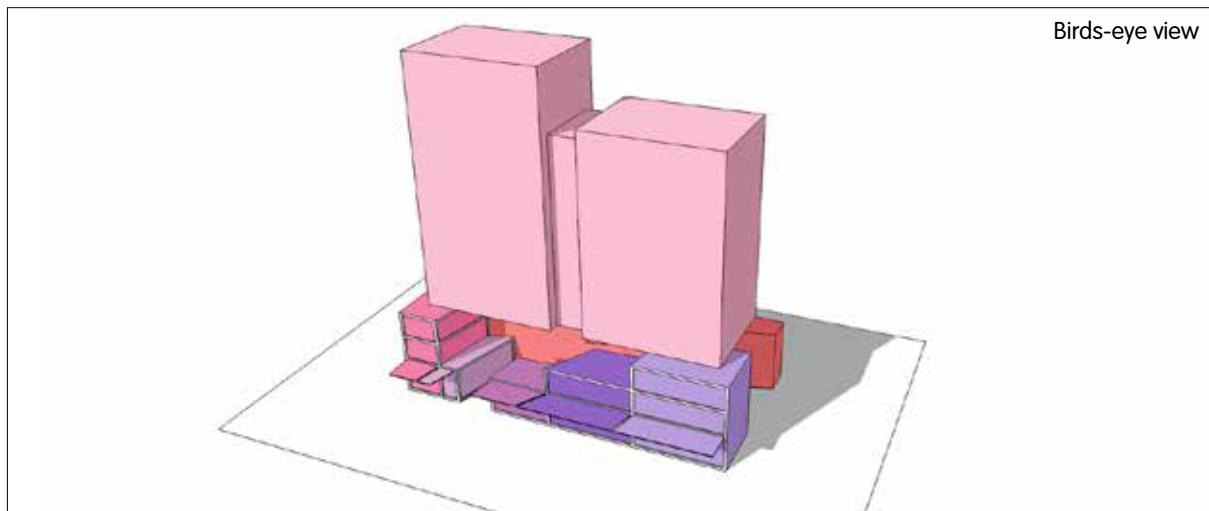


When a large tenancy is planned, the facade can be divided into bays to provide multiple entrances to animate the street. On a 60m by 20m module, recesses at podium level and the separation of towers create vertical breaks and help create human scale. Large podiums also provide an opportunity for increased upper level activation, creating areas for landscaping, communal and rooftop gardens.

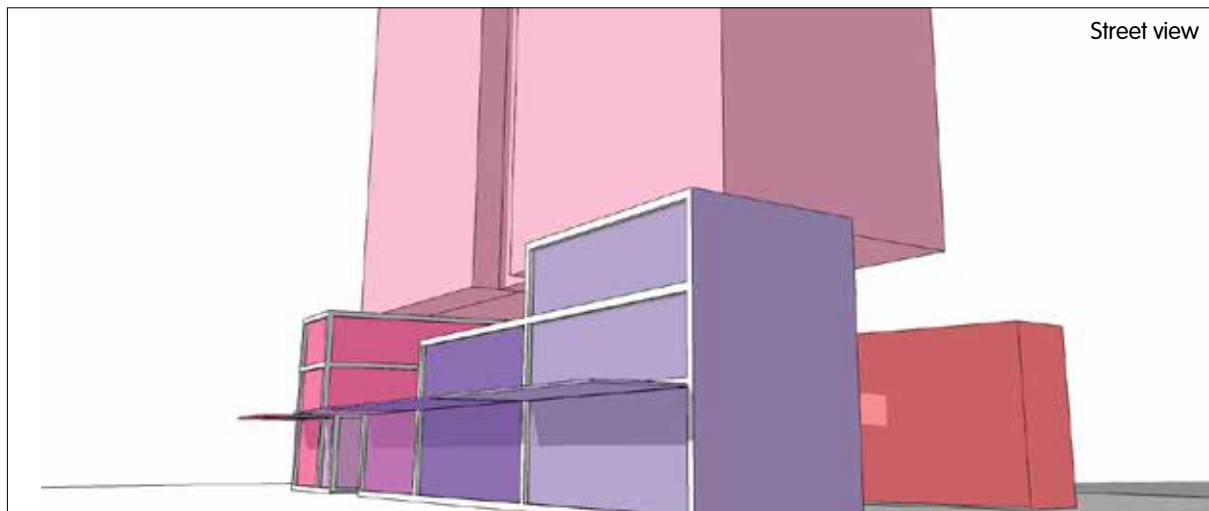


Building Design

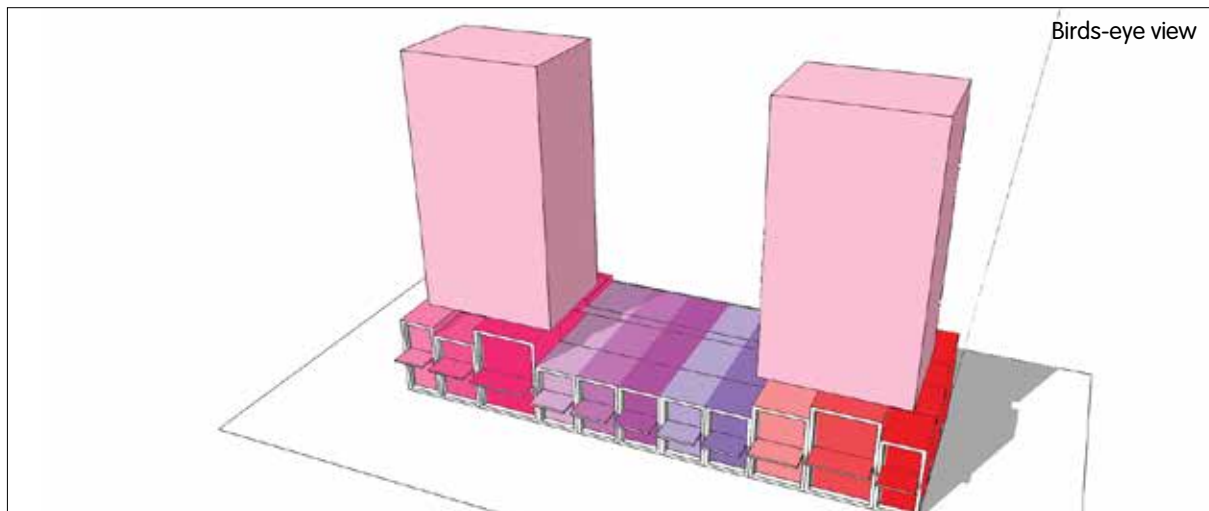
Podium + Tower - Setback and Sky Terrace



Podiums can address human scale in height and through design elements such as balconies, windows and terraces. Large scale podiums can be subdivided into smaller buildings to create fine-grain and activate the whole podium and not just the facade. Blocks and buildings should exhibit these qualities to ensure a quality street edge and reduce building bulk and massing.



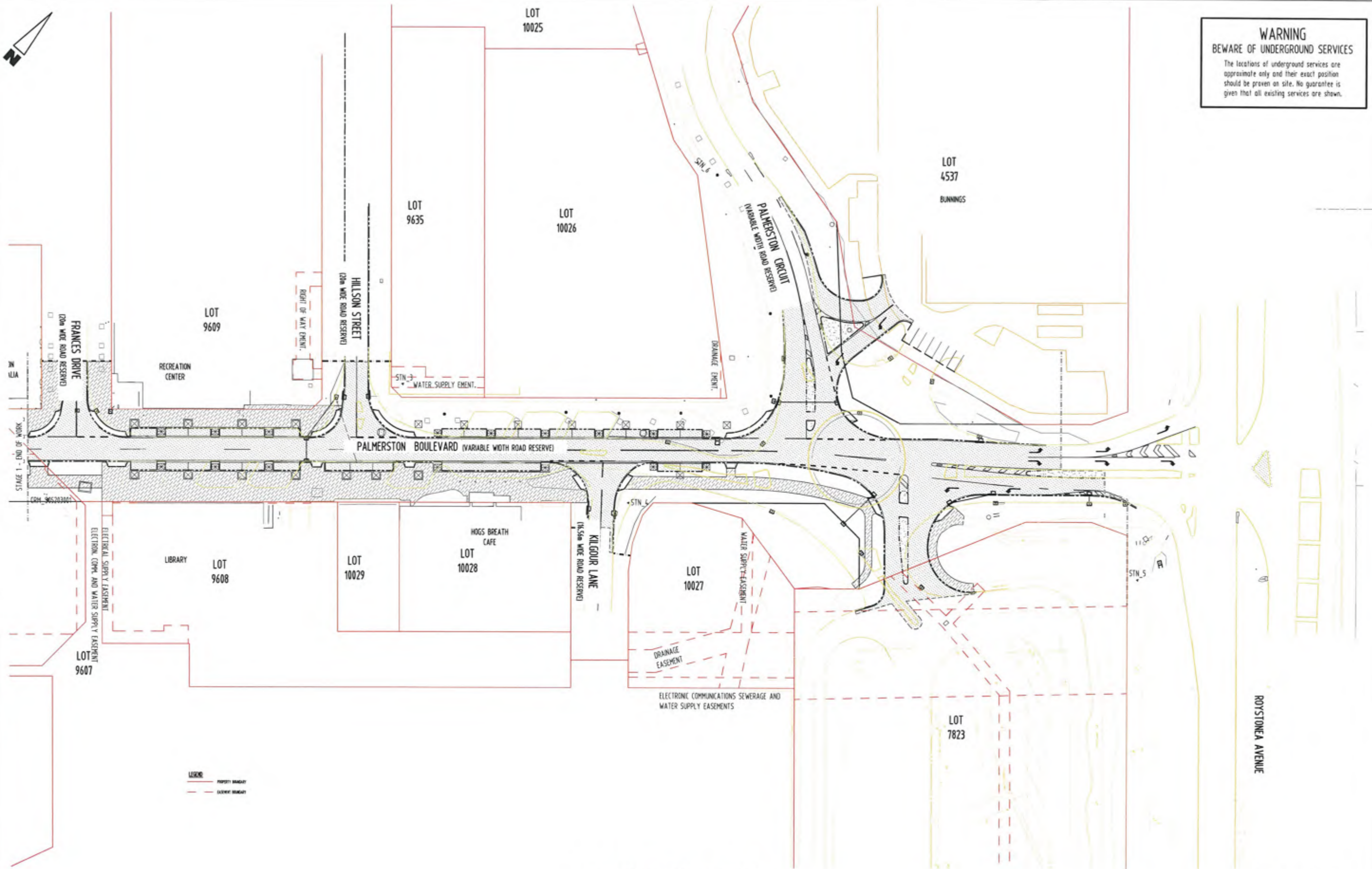
Podium + 2 Towers - Diversity of tenancies



Deep and narrow tenancies create a rich pedestrian experience. Buildings are to be visually transparent at ground level and incorporate innovative and creative design elements to accentuate entrances. Podiums can also be terraced to reduce bulk.



WARNING
BEWARE OF UNDERGROUND SERVICES
 The locations of underground services are approximate only and their exact position should be proven on site. No guarantee is given that all existing services are shown.



LEGEND
 PROPERTY BOUNDARY
 EASEMENT BOUNDARY

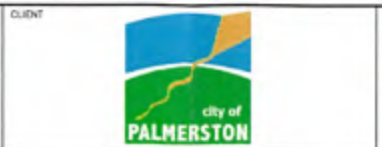
PRELIMINARY



No	DATE	INITIAL	AMENDMENT
1	28-Nov-2015	TG	ISSUED FOR COMMENT

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byrne design
 ABN 78 124 388 192
 P.O. Box 43420 Casuarina NT 0811
 Ph. 08 89418113 Fax 08 89418201

APPROVED	
DRAWN	TG
DESIGNED	TG
CHECKED	SPB

TITLE	PALMERSTON BOULEVARD RECONSTRUCTION STAGE 2 - FRANCES DRIVE TO ROYSTONEA AVENUE OVERALL LAYOUT PLAN - (WITHOUT PHOTO BACKGROUND)		
SCALE	AS SHOWN	PROJECT No	1349
DRAWING No	1349-SK120A	AMST	A