



# **Draft Palmerston City Centre Planning Framework**

Master Plan package and draft  
proposed amendments to Northern  
Territory Planning Scheme

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# 1 Introduction

## 1.1 Application

This report outlines the City of Palmerston Council's application to the Northern Territory Minister of Planning, as part of the adoption of the Palmerston City Centre Master Plan, for the following amendments to the NT Planning Scheme:

- 1) Proposed amendment to zoning maps for Palmerston City Centre area
- 2) Proposed amendment to Palmerston City Centre Planning Principles and Area Plan:
- 3) Inclusion in Part 4 under General Performance Criteria of new clauses on Buildings in Palmerston City Centre:
  - a) Built form in Palmerston City Centre
  - b) Urban Design Requirements in Palmerston City Centre
  - c) Tropical Building Design
  - d) Palmerston City Centre Public Realm Requirements
- 4) Amendment to Table to Clause 6.5.1 to include new column for Zone CB in Palmerston City Centre
- 5) Inclusion in Part 4 under General Performance Criteria (Clause 6.5 Vehicle Parking) of a new clause on Car Parking in Palmerston City Centre.
- 6) Inclusion in Part 1 (under Clause 3.0 Definitions) of a definition for Landscape Replacement Area
- 7) Inclusion in Schedule 3 of the following documents:
  - a) Palmerston City Centre Master Plan 2014
  - b) The Palmerston City Centre Parking Strategy
  - c) The Palmerston City Centre Public Realm and Subdivision - Great Street Strategy

## 1.2 Background

Palmerston has long been identified as the 'growth' focal point of the Greater Darwin Region. To create a vision for Palmerston City Centre and to develop an active and revitalised City Centre in line with that vision, City of Palmerston adopted the Palmerston City Centre 2030 Master Plan in February 2012.

To encourage the implementation of the Master Plan and to achieve its vision in a timely manner, the City of Palmerston chose to take an active leadership role. In mid-2012, the City of Palmerston Council resolved to form a committee to advise and co-ordinate the implementation of the Master Plan. The City Centre Master Plan Implementation Committee together with the Council and project managers Elton Consulting, began to consider the key issues that could facilitate the implementation of the Palmerston City Centre 2030 Master Plan.

As part of this process, the Committee also liaised with the then Minister for Lands and Planning, as well as the Chief Executive officer for the Department of Lands and Planning, to confirm that the Northern Territory (NT) Government were aware of the Master Plan. As a result of this consultation process, the following outcomes were achieved:

- » The Department of Lands and Planning staff wished to work collaboratively with the City of Palmerston to implement the Master Plan.
- » The Department of Lands and Planning officers, as well as the Chief Ministers Office, agreed to meet with City of Palmerston representatives in relation to key issues, including the implementation of the Master Plan.
- » The City of Palmerston gave a commitment to continue to update and inform the NT Government in relation to how the committee would implement the Master Plan.

Whilst Council had been working through implementation actions, other land owners within and surrounding the City Centre were proposing and undertaking projects which would have a major impact on the implementation of the Plan and the redevelopment of the City Centre. The developments and proposals included the new Master Plan for Charles Darwin University together with developments by CIC Australia, Land Development Corporation (Maluka Drive), the Super Lot site on The Boulevard, the Gateway site as well the Northern Territory Government's proposed development of the Palmerston Hospital.

As a result of these developments and other factors, such as economic trends, the City of Palmerston decided in late 2012 to review the Master Plan. Council also resolved that the revised Master Plan should include a vision for implementation and should ultimately be included as a reference document in the NT Planning Scheme.

## 1.3 Review of the Master Plan Review and preparation of Design Guidelines

In April 2013, City of Palmerston commissioned Roberts Day Urban Design Team working with Elton Consulting to undertake the following tasks:

- » Update and expand the existing Master Plan to provide adequate detail (built form controls, road hierarchy, parking, landscaping, and land use mix) to form a Master Plan with design principles that could ultimately be included within the NT Planning Scheme.
- » Using the existing City Centre Design Guidelines and the Council Owned Land Master Plan Design Guidelines, develop new principles and guidelines that could ultimately be included in the NT Planning Scheme.

The above-mentioned work undertaken by Roberts Day and Council have resulted in the development of a draft City Centre Master Plan and urban design guidelines, as well as other supporting documents that form the basis for the Planning Scheme Amendment application.

### 1.3.1 Key Drivers of the Master Plan

Vital drivers for the revised Master Plan identified by key stakeholders and Council included the following:

- » Ease of access with good traffic management arrangements
- » Amenity and public realm with active street frontages
- » Provision of off-street parking with some on-street parking
- » Covered walkways to encourage movement

- » Development opportunities enabled with a diversity of land size parcels allowed
- » Connectivity for motorists / cyclists / pedestrians
- » Affordable accommodation
- » Staff availability and retention by making the city centre an attractive place to work
- » Safe streets with surveillance
- » Increased residential density
- » Hub with greater diversity of uses that provides a functional city and retains residents and visitors
- » Unique city identity as the basis for a strong city brand
- » Design of city centre to respond to tropical climate
- » Existing infrastructure reused where possible
- » Encourage use of public transport

## 1.4 Consultation as part of the development of the Master Plan

City of Palmerston undertook extensive consultation during the development of the Palmerston City Centre 2030 Master Plan. The comments received during the consultation process were included into the Master Plan.

Simultaneous to the development of the revised City Centre Master Plan, City of Palmerston undertook consultation in relation to the planning and construction of The Boulevard. Comments received during this process were provided to the team undertaking the drafting of the revised Master Plan.

During 2014 the City of Palmerston consulted with the Department of Lands, Planning and Environment as well as Road Network Division Department of Transport.

City of Palmerston held a Community Information Day on 16 December 2014 and invited members of the community to provide comments on the revised Palmerston City Centre Master Plan. City of Palmerston also placed and invited comments on the City Centre Master Plan, the draft Parking Strategy, Public Realm Strategy – Great Streets as well as the City Centre Planning Rezoning Report on its website until 23<sup>rd</sup> January 2015.

Exhibition and consultation will occur again on the Palmerston City Centre Master Plan following the decision by the Minister for Planning to authorise the exhibition of the draft Planning Scheme Amendments.

## 1.5 Objective of this report

The implementation of the City Centre Master Plan 2014 requires an amendment to the Northern Territory Planning Scheme. The objective of this report is to outline the proposed planning scheme amendments for further discussion with community, business and Northern Territory Government. A further aim of this report is to explore the rational and planning justification for the proposed planning scheme amendments.

Following consideration by the City of Palmerston Council, the Master Plan and proposed Planning Scheme Amendment will be formally addressed to the Minister for Lands, Planning and the Environment with a request, by Council, that the Planning Scheme Amendment be processed at the initiative of the Minister under Section 12(1) and (3) of the NT Planning Act.

## 2 Draft Palmerston City Centre Master Plan 2014

The Palmerston City Centre Master Plan is the overarching document that sets out the future vision for the Palmerston City Centre. The vision of the Draft Master Plan is that:

*The city will foster a sense of community in a clean, safe friendly and sustainable environment that supports and nurtures the lifestyles 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.*

By setting out a clear urban design principles, objectives and supporting design guidelines, it seeks to make the city centre an attractive place for people to live, work and visit.

The Draft Master Plan provides the design rationale for the vision with eight key urban design principles:

- » **Sustainable** – a city centre that is ecologically, socially, culturally and economically sustainable
- » **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
- » **Loveable** – a city centre with high quality, well used public spaces which people can enjoy
- » **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

An illustrative diagram of the Master Plan is shown over in **Figure 1**.

A detailed overview of the Palmerston City Centre Master Plan 2015 (**Annexure A**) can be read in the associated attached report.



**Figure 1** Draft Palmerston City Centre Master Plan 2015



Source: Palmerston City Centre Master Plan 2014 – Roberts Day 2015

The Draft Master Plan sets out Design Guidelines to advance the delivery of its vision and objectives under the following headings:

- » Lot and Boundary adjustments
- » Thoroughfares
- » Public Spaces
- » Private blocks
- » Building Use
- » Building height
- » Building Frontages
- » Building Design
- » Private Landscaping
- » Private Parking

## 3 Supporting Reports to the Master Plan

City of Palmerston commissioned three reports to support the Palmerston City Centre Master Plan, namely:-

- » Car parking strategy
- » Public realm strategy
- » Traffic and transport

The supporting studies are integrated into the City Centre Master Plan and are summarised below. The full reports are found in **Annexure B, C and D**.

### 3.1 Draft Car Parking Strategy

The Draft Palmerston City Centre Car Parking Strategy sets out an alternative approach to the conventional parking model.

City of Palmerston has developed an alternative model because:

- » The city centre is perceived to be an informal free parking area, resulting in a significant amount of parking areas
- » There is currently a historic short fall of parking in the city centre
- » The culture and perception of parking should change so to assist Palmerston being an active and vibrant city centre.
- » Council wishes to attract investment in the city centre, and believes the conventional model and associated costs is not totally applicable.

The Draft Strategy sets out new trends and “thinking” in relation to car parking, principles that form a key component of the car parking strategy, revised minimum/maximum parking rates as well as option for a funding models to facilitate the implementation of the car parking strategy. It outlines a viable alternative to the conventional parking model in the Northern Territory, facilitating the introduction of a Civic Infrastructure Fund (possibly under the Local Government Act) that will allow the construction of consolidated parking garages on key sites in the city centre. Consolidated parking buildings will increase the economic viability of redevelopment in the city centre while allowing for the pooling of funds to construct more economically efficient parking structures with the collected monies. These funds can also be used to fund a broad suite of civic infrastructure works including public realm.

The strategy, while allowing developers to adopt the alternative model for car parking through participation in the Civic Infrastructure Fund, will still enable them to provide car parking on site under the existing model. The strategy identifies the opportunity for approximately 800 plus on street car parking spaces and 4 parking garages (to be built subject to market demand).

The strategy is associated with the City Centre Master Plan to facilitate the implementation of the vision and provide clear guidance to the community and developers about the future direction for

the provision of parking. The Strategy and implementation will apply to existing and future developments in the City Centre.

This document has been incorporated into and supports the revised Master Plan.

## 3.2 Draft Public Realm Strategy

The Palmerston City Centre Public Realm Strategy has been prepared to guide the design of the public realm in the City Centre, including streets, public space, parks, plazas, drainage, lighting and public art. The strategy provides a common reference for designers, developers and stakeholders involved in the construction of the city centre's public realm. It sets out a design philosophy, principles, strategies and design details for streets and public spaces.

## 3.3 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 have a changed road function 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, information from Department of Transport 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 increase use and provision of public transport services. 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.
- » Additional corridor width in road corridor for the provision of bicycle lanes.
- » A comprehensive pedestrian path network construction for the City Centre.

## 4 Amendment to the Northern Territory Planning Scheme

The adoption of the Draft Master Plan, associated design guidelines, the Draft Car Parking Strategy and amended car parking rates will necessitate an amendment to the NT Planning Scheme.

The following amendments to the NT Planning Scheme are proposed:

1. Proposed amendment to zoning maps for Palmerston City Centre area
2. Proposed amendment to Palmerston City Centre Planning Principles and Area Plan:
3. Inclusion in Part 4 under General Performance Criteria of new clauses on Buildings in Palmerston City Centre:
  - A. Built form in Palmerston City Centre
  - B. Urban Design Requirements in Palmerston City Centre
  - C. Tropical Building Design
  - D. Palmerston City Centre Public Realm Requirements
4. Amendment to Table to Clause 6.5.1 to include new column for Zone CB in Palmerston City Centre
5. Inclusion in Part 4 under General Performance Criteria (Clause 6.5 Vehicle Parking) of a new clause on Car Parking in Palmerston City Centre.
6. Inclusion in Part 1 (under Clause 3.0 Definitions) of a definition for Landscape Replacement Area
7. Inclusion in Schedule 3 of the following documents:
  - A. Palmerston City Centre Master Plan 2014
  - B. The Palmerston City Centre Parking Strategy
  - C. The Palmerston City Centre Public Realm and Subdivision - Great Street Strategy

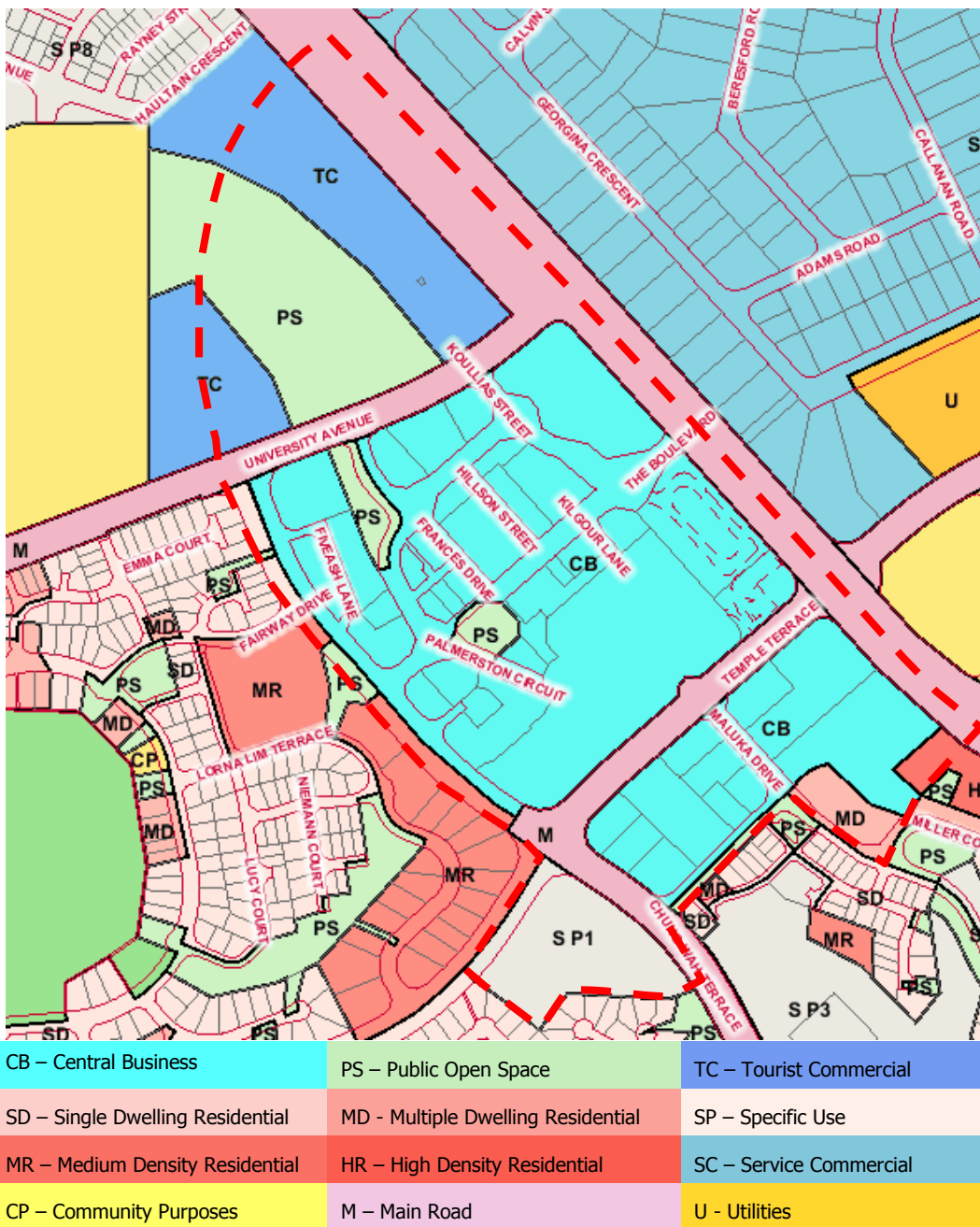
It is considered that making one application to amend the NT Planning Scheme is the most effective strategy as the Planning Schemes can be amended as a 'whole package', promoting clarity and transparency among landowners, developers and the community.

# 5 Zoning

## 5.1 Current zoning

The current zoning in the Palmerston Master Plan Area is as set in Figure 2 below. The red dashed line depicts the study area.

**Figure 2** Current Zoning Map

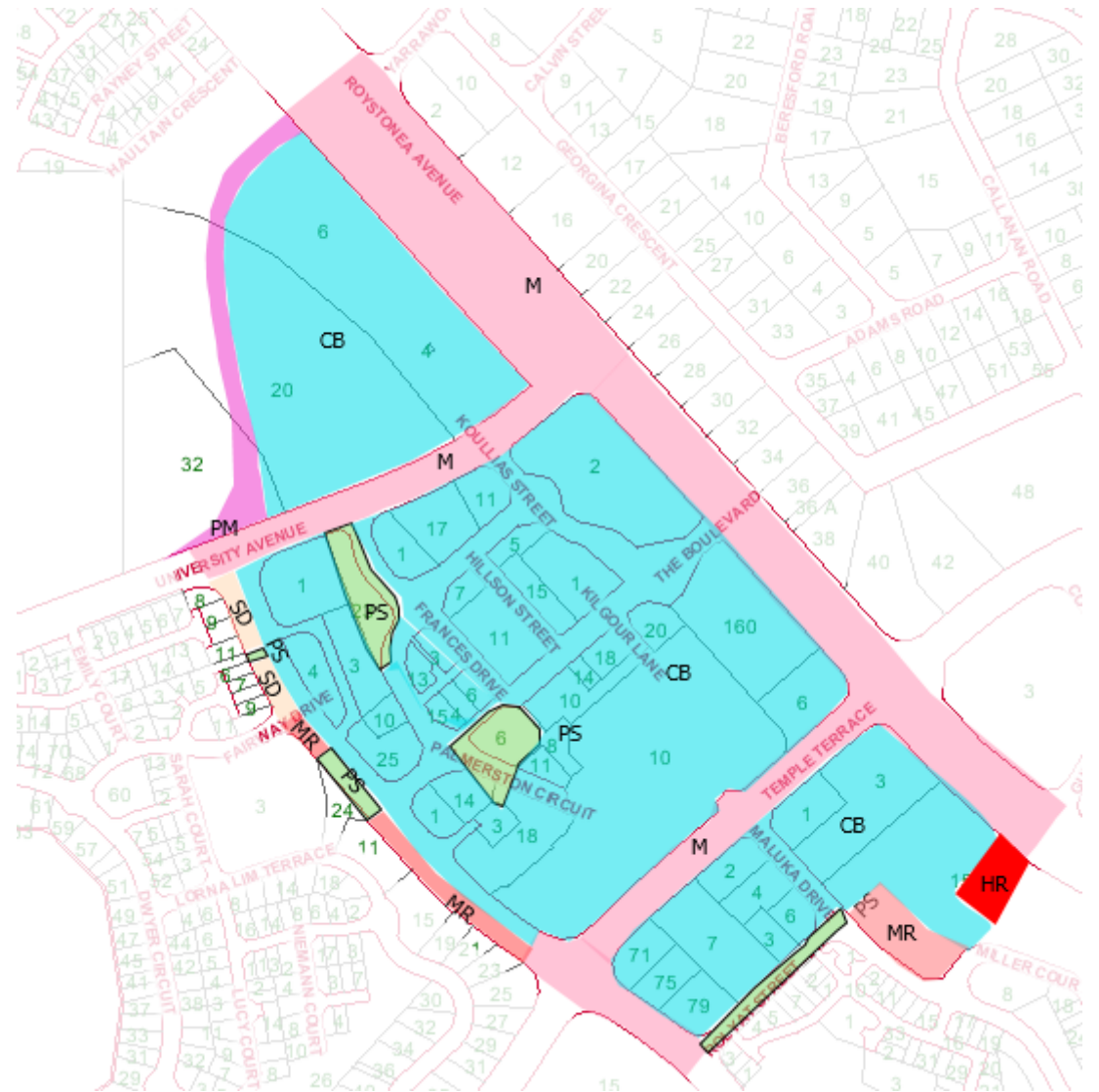


Source: NT Atlas and Spatial Data Directory

## 5.2 Proposed zoning

The proposed zoning in the Draft Palmerston Master Plan Area is as set out in Figure 3 below.

**Figure 3** Proposed Zoning Map



CB – Central Business	PS – Public Open Space	TC – Tourist Commercial
SD – Single Dwelling Residential	MR – Medium Density Residential	HD – High Density Residential
PM – Proposed Main Road	M – Main Road	

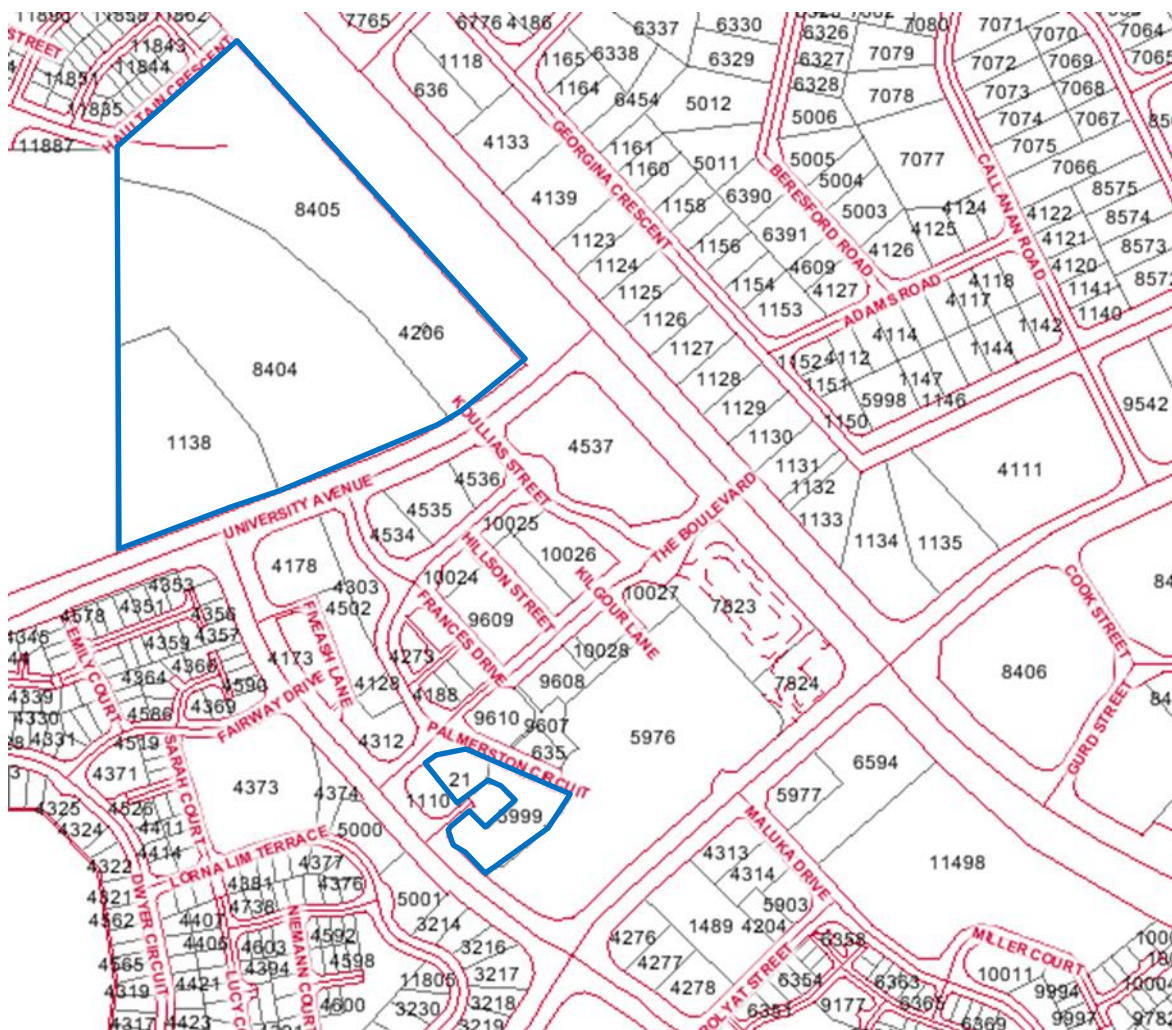
Source: NT Atlas and Spatial Data Directory as amended by Elton Consulting

### 5.2.1 Summary of proposed rezoning amendments

The following is the proposed amendments to the Planning Scheme:

- » Rezone Chung Wah Terrace extension road reservation (extending from Chung Wah Terrace to Roystonea Avenue) from Zones TC (Tourist Commercial) and PS (Public Open Space) to Zone PM (Proposed Main Road).
- » Rezone lands at Palmerston Water Park (on city side of proposed Chung Wah Terrace extension) from PS (Public Open Space) to Zone CB (Central Business).
- » Rezone additional land at Goyder Square from Zone CB (Central Business) to Zone PS (Public Open Space) to enable development of City Centre’s major civic space.

**Figure 4:** Lots (or parts thereof) proposed to be rezoned as part of the proposed amendment





**Table 1:** Proposed amendments to zoning map by lot number and street address

<b>Lot number</b>	<b>Street address</b>	<b>Current zoning</b>	<b>Proposed zoning</b>
Part Lot 1138	32 University Avenue	Zone TC	Zone PM Zone CB
Part Lot 8404	20 University Avenue	Zone PS	Zone PM Zone CB
Part Lot 8405	6 University Avenue	Zone TC	Zone PM Zone CB
Lot 4206	4 University Avenue	Zone TC	Zone CB
Part Lot 21	14 Palmerston Circuit	Zone CB	Zone PS
Part Lot 5999	14 Palmerston Circuit	Zone CB	Zone PS

# 6 Palmerston City Centre Planning Principles and Area Plan

The following is the proposed amendments to the Palmerston City centre Principles and Area Plan.

## 6.1 Palmerston City Centre Planning Principles

It is proposed to retain the current Planning Principles for Palmerston City Centre which include the following:

*Development within the Palmerston City Centre is to be consistent with the following principles:*

1. *Provide a diversity of land uses including office and retail, entertainment, cultural, 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.*
2. *Relate 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 living and achieving people friendly urban places.*
3. *Promote a coherent and interconnected built environment and public domain that contributes to a sense of place and community within the centre through:*
  - a) *Legible connections between streets and movement corridors that assist orientation and movement within the centre;*
  - b) *Maximising opportunities for access transport facilities like buses, taxis, minibuses etc. convenient to the central core;*
  - c) *An active interface between public and private areas through architectural devices such as articulated facades, arcades, detailing and materials, and street level land uses that create interest and activity;*
  - d) *Awnings above the full width of pedestrian thoroughfares; and*
  - e) *Strong theme landscaping to all streets and public spaces, particularly the central core to enhance pedestrian and streetscape amenity.*
4. *Within the residential precincts identified within the Area Plan:*
  - a) *Maximise street activation by delivering residential buildings at ground level that have direct street interface;*
  - b) *Buildings are to contribute to the creation of a residential scaled neighbourhood through attention to:*
    - i. *Roof design*
    - ii. *Provision of verandas, balconies and ground level open spaces that interface with the street;*
    - iii. *Articulation of the facades; and*

- iv. Landscaping that softens the visual appearance of the built form and provides clear transition between the commercial and residential precinct.*
- c) Place car parking areas in a basement or at the rear of multiple dwelling complexes;*
- d) Deliver buildings that are of a height and density that are sensitive to existing residential dwellings; and*
- e) Provide public open space that are safe, well landscaped, have a clear recreation purpose within the neighbourhood and are a focal point of the neighbourhood.*

**It is proposed to add the following new Planning Principles in order to achieve the vision:**

- 5. Protect the primacy of the City Centre by:*
  - a) concentrating commercial and retail development in the Primary City Centre Core Area supported by high density residential development with mixed uses at ground floor and first floors in the outer City Centre Area;*
  - b) developing The Boulevard as the 'main street' of the City Centre creating a civic and shopping precinct supported by shops such as restaurants, cafes and bars;*
  - c) concentrating civic and cultural uses in a civic precinct bounded by The Boulevard, Goyder Square, Memorial Park and Hillson street;*
  - d) retaining the primary function of the Public Bus Interchange on The Boulevard / Roystonea Avenue as a key public transport node/interchange site supported by retail and commercial uses;*
  - e) limiting significant commercial and retail developments outside of the Primary City Centre Core Area which would displace investment from the Core City Centre area;*
  - f) promoting integrated small scale mixed use development in the precinct south of Temple Terrace (in Zone CB), and in particular medium and high density residential, with small scale retail and commercial premises fronting Temple Terrace.*
- 6. Activate the City Centre and create a people friendly place by:*
  - a) promoting street activation by supporting indoor activities spilling into the outdoor area, such as outdoor dining, as well as encouraging outdoor public activities such as street performances, and markets, to increase the vitality of the public realm during the day and after hours;*
  - b) providing buildings in the city centre which are multi-functional and adaptable so to contribute to both the day and night time economy,*
  - c) facilitating high density residential development in the City Centre characterised by high residential amenity and good access to the public realm to achieve the critical mass needed to support a vibrant resident community;*
- 7. Development in the North Bank Precinct (Lots 1138, 8404, 8405 and 4206) is to be consistent with the following:*
  - a) Within the western sector (west of Koullias Street), provide uses that reinforce the precinct's primary focus for leisure and recreation and family entertainment including:*
    - i. leisure and recreational facilities including parks, playgrounds, water park, aquatic centre and the like;*
    - ii. restaurants, cafes and hotels; and*

- iii. *ground floor and first floor small scale speciality retail.*
  - b) *Within the eastern sector (east of Koullias Street) provide a diversity of uses that support's the precinct's primary focus for leisure and recreation and family entertainment and provides for tourism and other related purposes including:*
    - iv. *recreational facilities including parks, bowling and the like;*
    - v. *cafes and hotels;*
    - vi. *tourist accommodation (hotel/motel/serviced apartments);*
    - vii. *tourist and leisure facilities (tourist information centre and the like);*
    - viii. *ground floor small scale speciality retail and first floor commercial offices;*
    - ix. *a range of residential units; and*
    - x. *a shared car parking garage to support surrounding lands uses.*
  - c) *Promote an integrated mixed use development that is consistent with the precinct's function as a leisure and recreation precinct concentrating tourism-related accommodation in the precinct and ensuring that use does not detract from the commercial and retail primacy of the Core City Centre area.*
  - d) *Provide a safe, secure and equitable built environment and public domain that includes:*
    - i. *A legible street structure that connects into the existing street network including the extension of Chung Wah Terrace from University Avenue to Packard Avenue/Yarrowonga Road;*
    - ii. *A shared pedestrian/vehicle zone along Koullias Street;*
    - iii. *Surveillance of public spaces by encouraging a mix of uses that takes into account the principles of 'Crime Prevention through Environmental Design' (CPTED);*
    - iv. *Provision of new pedestrian and cycle paths connected to existing and proposed adjacent routes;*
    - v. *A series of connected, landscaped public open spaces that are designed to facilitate comfortable and safe use during the day and night.*
- 8. *Ensure connectivity across the City Centre with legible way finding and improve urban mobility and accessibility to focus on the needs of pedestrians, cyclists, public transport users and drivers - in that order - by:*
  - a) *increasing the desirability and ability for people to walk and cycle thereby decreasing the demand for car usage;*
  - b) *creating a high quality public realm along key pedestrian routes restricting vehicle access and loading areas to secondary pedestrian routes;*
  - c) *creating key pedestrian only links through city blocks where thoroughfares through buildings are pedestrian arcades,*
  - d) *introduction of traffic calming measures on University Avenue to promote safe pedestrian and cycle access from the City Centre area to the North Bank Precinct;*
  - e) *providing infrastructure to encourage the use of public transport (bus stops, bus shelters, pick-up/drop-off points, etc.);*
  - f) *improving safety and a sense of security for pedestrians and cyclists through well-lit footpaths, surveillance and activation of the streets after dark;*

- g) *encouraging cycling by providing cycling infrastructure, encouraging end-of-trip facilities and the promotion of cycling routes;*
  - h) *encouraging the development of additional access points to the City Centre with priority given to pedestrians and cyclists, then public transport users and then vehicles.*
9. *Promote the development of a cohesive urban centre by:*
- a) *delivering buildings which create a distinctive city centre with its own tropical identity;*
  - b) *delivering an integrated streetscape with consistency between the precincts (the Primary City Centre core, outer City Centre area and North Bank Precinct) which clearly defines the designated City Centre area as a whole;*
  - c) *adopting a consistent approach to the public realm and semi-private/communal areas visible from the public realm in terms of paving, signage, street furniture etc.*
10. *Lot & boundary adjustments seek to deliver a connected network of thoroughfares comprising of shared streets, lanes and pedestrian-only passageways around a fine grain pattern of small blocks that creates:*
- a) *a hierarchy of thoroughfares consisting of The Boulevard as the main street, supported by an interconnected network of local roads, vehicular laneways and pedestrian passages (including both open to air and covered arcades); and*
  - b) *a hierarchy of additional publically accessible open spaces with green plazas on University Avenue, Loop Street and Temple Terrace and a linear park along Roystonea Avenue.*
11. *Re-development south of Temple Terrace (Lots 4276, 4277, 4278, 1489, 4314, 4314, 4204, 5903, 5977, 6594 and 11498) is to;*
- a) *Have regard to the primary function of the precinct as a residential area accommodating medium and high density residential development to support the development of the City Centre;*
  - b) *Promote appropriate mixed use development in the precinct adopting a staged approach which has regard to:*
    - i. *the location of the precinct on the perimeter of the City Centre area; and*
    - ii. *the impact that commercial and retail development in this area would have on the primary City Centre Core Area and its function as the commercial core of the City Centre.*
  - c) *Limit the scale of commercial and retail uses in the precinct by ensuring that the maximum net floor area of individual commercial and retail developments does not exceed 500m<sup>2</sup>.*
  - d) *Respond to residential nature of the surrounding areas and ensure that the amenity of existing and future residents is protected.*
12. *A hierarchy of public open spaces are to be distributed across the City Centre with Goyder Square and Memorial Park the key public open spaces supported by green plazas and linear parks which:*
- a) *create safe and attractive spaces which support surveillance from the street and adjacent buildings;*
  - b) *encourage a mixture of passive, civic and active recreational uses;*
  - c) *create a comfortable environment for users and provide shelter and shade from weather conditions;*
  - d) *contribute to Palmerston's unique identity as a tropical green city; and*
















- e) meets the needs of the community for public open space, recreation and visual relief in the built form.*
  - b) reuse existing lot boundaries where possible*
13. *Encourage an alternative approach to car parking that reduces traffic congestion, promotes the effective use of floor space in the City Centre and caters for adequate car parking in the City Centre:*
- a) Providing shared parking facilities on key site in the City Centre as identified in the Area Plan Map, with clear and safe walking links to key destinations;*
  - b) Encouraging developers, where appropriate, to provide appropriate amount of car parking on site, meeting the remainder their car parking requirements in shared public facilities;*
  - c) Adopting a shared and multi-use parking approach for residential and other uses in mixed use developments to reflect the differing peak parking demands of different uses and eliminating the overprovision of parking in the City Centre;*
  - d) Encouraging a high quality urban design for car parking structures to integrate them into the streetscape and adjacent built form and not dominate the street.*

## 6.2 Palmerston City Centre Area Plan

The Planning Principles will be supported by the Palmerston City Centre Plan Area, proposed to be amended as follows:

**Figure 5 Palmerston City Centre Area Plan**



	North Bank – western precinct – Leisure and Recreation (including waterpark and aquatic centre) and supporting infrastructure such as restaurants, hotels and the like;		The Boulevard
	North Bank – eastern precinct – Mixed Use – Tourist Accommodation, Speciality Retail and Commercial at ground floor and limited residential over		Loop Street
	Mixed Use – Commercial, Retail & Residential		Laneway
	Commercial and Retail Uses with Residential)		Pedestrian passage
	Open Space		
	Residential		
	Community Use		
	Landscaped Roads, public transport corridors and public access areas		
	Proposed Road		
	Integrated Public transport hub (including car parking)		
	Development incorporating Integrated multi-level public car park		



# 7 Amendment to Part 4 of NT Planning Scheme

## 7.1 Amendment to Part 4 of NT Planning Scheme

### **Palmerston City Centre General Performance Criteria**

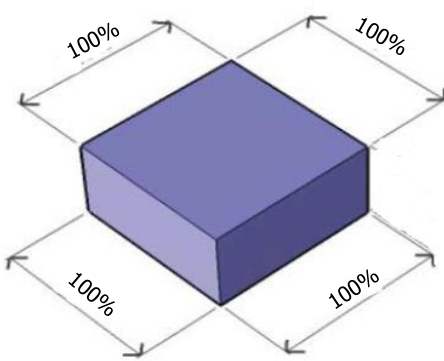
To support the development of the Palmerston City Centre in accordance with the Master Plan, it is recommended that the following Clauses be added to Part 4 of the NT Planning Scheme:

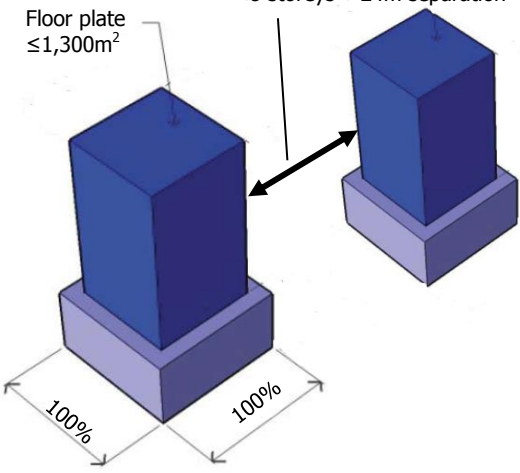
#### **6.X Built form in Palmerston City Centre**

##### **6.x.1 Volumetric Control in Palmerston City Centre**

1. *The purpose of this clause is to ensure the siting and mass of buildings within the Palmerston City Centre promote:*
  - a) *the penetration of daylight and breeze circulation between buildings;*
  - b) *view sharing and privacy for residents of adjoining properties; and*
  - c) *Podiums and built form shall be varied in design by ensuring a modulated and articulated building form.*
  - d) *a built form that reasonably anticipates the future development of adjoining sites.*
2. *Development is to be designed in accordance with the diagram to this clause.*

#### 1. **Diagram to Clause 6.x.1**

<p>Tier 1 (Podium)</p>  <p>The diagram shows a 3D perspective of a rectangular podium building. Four double-headed arrows extend from the corners of the top surface to the boundaries of the site, each labeled '100%', indicating that the building's footprint must cover the entire site area.</p>	<p>Floor Area: Up to 100% of the site area.</p> <p>Setbacks: All building frontages shall have zero setbacks from the lot boundary except where new public realm is being created on the site.</p> <p>Buildings along Chang Wah shall be set back 15m from the street boundary.</p> <p>Height: Podium height of buildings taller than 6 stories, shall be between three (minimum) and six (maximum) stories in height. Podium height is to be varied from that on an adjoining site.</p>
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<p>Tier 1 (Tower)</p> <p>Floor plate <math>\leq 1,300\text{m}^2</math></p> <p>6-8 storeys – 18m separation  <math>&lt; 8</math> storeys – 24m separation</p> 	<p>Floor area: Up to a maximum of <math>1,200\text{m}^2</math> gross floor area or <math>1,000\text{m}^2</math> exclusive of balconies, stairwells and lift shafts.</p> <p>Setbacks: Buildings greater than six stories require a 3m setback, overlap or raise to greater a visual articulation in the building design.</p> <p>Minimum separation distance for towers between 6 and 8 storeys is 18m.</p> <p>Minimum separation distance for all towers over 8 storeys is 24m.</p>
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**6.x.2 Palmerston City Centre Urban Design requirements**

1. *The purpose of this clause is to promote urban design excellence in the City Centre:*
  - a) *To create a high quality built environment with variation in the built form;*
  - b) *To provide well designed public spaces that meet the needs of pedestrians, cyclists and public transport users;*
  - c) *To create narrower building widths to support built form design variation and activation at street level; and*
  - d) *To ensure vehicular access to buildings or services access is not located on a primary street.*
2. *The extent of the Palmerston City Centre for the purposes of this clause is the area identified in the Palmerston City Centre Area Plan.*
3. *Buildings are to provide weather protection devices to pedestrians by way of awnings and/or verandahs with a minimum depth of 3.5m*
4. *Building on The Boulevard and on elevations facing onto public open space are to have highly activated street frontages (minimum 80% active street frontage) through such treatments such as:*
  - a) *Small unit frontages ( $\leq 8\text{m}$ ) with openings directly accessible from the public footpath every 5 - 7m;*
  - b) *Clear glass windows with views to and from the street;*
  - c) *Areas that allow for on-street dining or alfresco dining;*
  - d) *The provision of vertical greenery every 15-20m;*
  - e) *Variation in function and use of a unit from adjoining units;*
  - f) *Primarily vertical façade articulation;*
  - g) *Prohibition of vehicle access and servicing zones.*

5. *Building on all other street frontages (except those referred to in sub-clause 6 and those facing onto Roystonea Avenue and Chung Wah Terrace) are to have activated street frontages (minimum 50% active street frontage) through such treatments such as:*
  - a) *Relatively small unit frontages (8m - 16m) with openings directly accessible from the public footpath every 8 - 10m;*
  - b) *Clear glass windows with views to and from the street;*
  - c) *The provision of vertical greenery every 20 - 25m;*
  - d) *Variation in function and use of units along street;*
  - e) *Vertical and horizontal façade articulation;*
  - f) *Vehicle access and servicing zones limited to recessed openings with a single entry point to and from a building.*
6. *All parking areas area are to be screened so that they are not visible for the street or public areas.*
7. *Parking structures are to have a minimum floor to ceiling height of 3m to allow for future adaptive re-use.*

#### **6.x.2 Palmerston City Centre Tropical Building Design requirements**

1. *The purpose of this clause is promote climatically responsive, energy efficient building design and architecture that contributes to the character of the City Centre and reinforces the tropic identity of the City.*
2. *The extent of the Palmerston City Centre for the purposes of this clause is the area identified in the Palmerston City Centre Area Plan.*
4. *New buildings in Palmerston City Centre are to:*
  - a) *Limit tower depth to 25m to facilitate natural cross ventilation;*
  - b) *Minimise direct solar penetration to buildings through orientation and use of screens, awnings, eaves, louvres and the like.*
3. *All new buildings are to provide a Landscape Replacement Area on the site that complies with the following:*
  - a) *The Landscape Replacement Area should be at least equivalent in area to the site area;*
  - b) *The Landscape Replacement Area can be provided on the ground floor in an identifiable plazas, pedestrian passages / spaces or on the 1st floor or upper levels of the development to create usable, communal open space in the form of outdoor terraces, sky gardens and roof terraces;*
  - c) *A minimum of 30% of the Landscape Replacement Area in residential developments is to be for permanent planting with sufficient soil depth and structure to accommodate mature plants.*
  - d) *Planting is comprised of native vegetation;*
  - e) *Vertical greenery may be included in the Landscape Replacement Area calculations.*

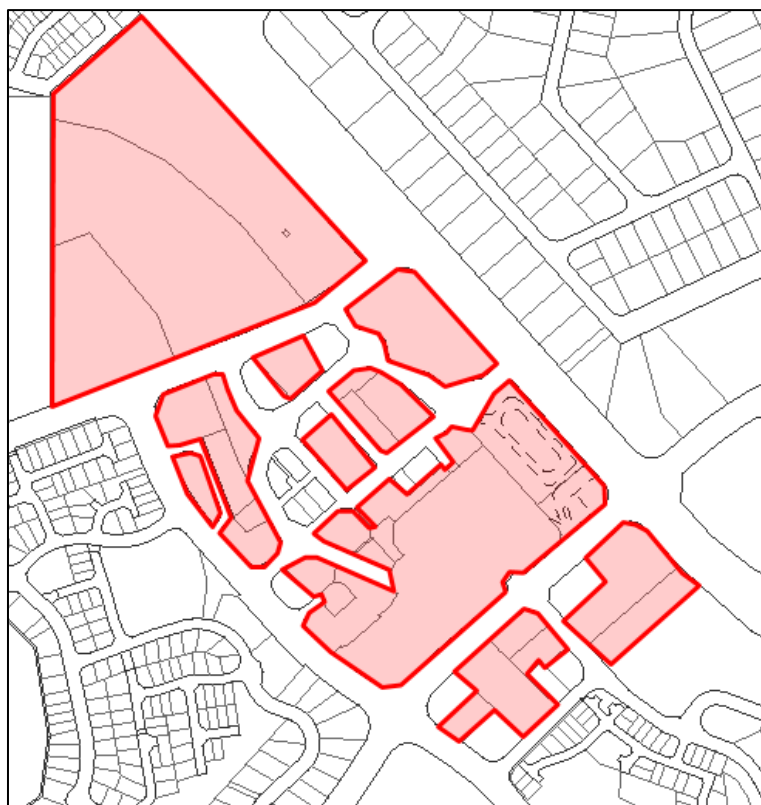
#### **6.x.3 Palmerston City Centre Public Realm requirements**

1. *The purpose of this clause is to deliver additional public realm, open space and local road networks to support the development of the City Centre as a place for people with a high quality public realm, additional on site landscaping and connectivity across the City centre. The consent authority must not consent to a development or change in use unless it has obtained the agreement of the Local authority for Palmerston City Centre / Palmerston Local Council.*

*Insert side note referencing the related clause: In accordance with Clause 60 (1)(e) of the Planning Act, a local authority can be specified in the Planning Scheme as a referral authority of the purposes of consultation or agreement in the approval of development works.*

2. *This clause applies to the lots bounded by the red line delineated on diagram 1 to Clause 6.x.3*
3. *In accordance with the requirement of sub-clause 2, the referral authority must take the following matters into account in considering whether to agree to any application for development:*
  - a) *The extent to which the proposed development contributes to the public realm as identified in the diagrams to this clause having regard to:*
    - i. *In addition to any communal or private open space required elsewhere by the Planning Scheme, the area of publicly accessible open space, if any, to be provided by the development in accordance with Diagram 2;*
    - ii. *The type of activities provided for on areas of publicly accessible open space referred to in subclause i) above;*
    - iii. *The area and/or length of access ways, streets, laneways, pedestrian access or cycle paths to be used for public purposes which are to be provided by the development in accordance with Diagram 2;*
    - iv. *The area of on-site landscaping to be provided within the site in accordance with Clause x (Landscape Replacement Clause);*
  - b) *How the proposed development responds to the attributes of the site and enhances the surrounding neighbourhood without impacting on the existing or future amenity.*
4. *In accordance with the requirement of sub-clause 2, the referral authority may issue an agreement where it is demonstrated that the proposed development:-*
  - a) *Contributes to the public realm of the City Centre by way of dedication of land free of charge to Council for the purposes of public open space, and that that land:*
    - i. *is identified in Diagram 2;*
    - ii. *is made publicly accessible;*
    - iii. *is used for public purposes; and*
    - iv. *for the identified pocket parks, forms an open space area with a minimum area of 290m<sup>2</sup> and minimum dimensions of 12m x 24m;*
    - v. *for the identified linear park, forms an open space area which extends the length of Roystonea Avenue and has a minimum width of 10m;**and/or*
  - b) *Contributes to the public realm of the City Centre by way of dedication of land free of charge to Council for the purposes of road widening, road provision, laneway creation, cycle path provision and /or pedestrian linkages (arcades or open to air), and that that land:*
    - i. *is identified in Diagram 2; and*
    - ii. *is of sufficient width to meet the requirements of the relevant local authority's standards.*
6. *Subject to the agreement of the relevant local authority, the consent authority may grant consent for developments to which this clause applies and where the requirements of Clause 5(a) and/or 5(b) have been complied that benefits from one or more of the following:*
  - a) *fewer car parking spaces than are required by clause 6.5.1; and/or*
  - b) *an equivalent waiver of the requirement to provide a Landscape Replacement Area as required by clause 6.x.2.*

**Diagram 1 to Clause 6.x.3**



**Diagram 2 to Clause 6.x.3**



## 7.2 Amendment to Clause 6.5 Vehicle Parking

It is proposed to insert a new column into the Table to Clause 6.5.1 (Column 4) to allow for minimum to maximum car parking rates in Zone CB in Palmerston City Centre.

**Table 2 Proposed amendments to Table to Clause 6.5.1 of NT Planning Scheme**

<i>Use or development</i>	<i>(Minimum to maximum) number of car parking spaces required within Zones CB in Palmerston City Centre</i>
<i>Abattoir</i>	
<i>Animal boarding</i>	
<i>Home based visitor accommodation</i>	<i>0.5-1 for every guestroom <u>plus</u> 1-2 for the dwelling</i>
<i>Caravan park</i>	
<i>Caretaker's residence</i>	<i>1</i>
<i>Child Care centre</i>	<i>0.5 – 1 per employee</i>
<i>Community Centre</i>	<i>2.5 – 5 for every 100m<sup>2</sup> of <b>net floor area</b></i>
<i>Education establishment</i>	<p><i>For a primary school or secondary school: 0.5-1 for every classroom <u>plus</u> 1-2 additional spaces <u>plus</u> an area for setting down and picking up passengers.</i></p> <p><i>For a tertiary education establishment: 0.5-1 for every classroom <u>plus</u> 0.5-1 for every 6 students <u>plus</u> 1-2 additional spaces.</i></p> <p><i>For a kindergarden: See child care centre.</i></p> <p><i>For other education establishments: 0.5-1 for every 100m<sup>2</sup> of <b>net floor area</b> other than offices <u>plus</u> 2-4 for every 100m<sup>2</sup> of <b>net floor area</b> of office <u>plus</u> 0.5-1 for every 250m<sup>2</sup> used as outdoor storage.</i></p>

<i>General industry</i>	
<i>Home based child care centre</i>	
<i>Hospital</i>	
<i>Hostel</i>	<p>1 for every 5-10 persons</p> <p><i>plus</i></p> <p>0.5 – 1 for every staff member</p>
<i>Hotel</i>	<p>8-16 for every 100m<sup>2</sup> <b>net floor area</b> used as a lounge bar or beer garden</p> <p><i>plus</i></p> <p>25-50 for every 100m<sup>2</sup> <b>net floor area</b> used as a bar</p> <p><i>plus</i></p> <p>5-10 for a drive-in bottle shop</p> <p><i>plus</i></p> <p>0.5-1 for every guest suite or bedroom</p> <p><i>plus</i></p> <p>1.5-3 for every 100m<sup>2</sup> of <b>net floor area</b> used for dining</p>
<i>Independent unit</i>	1-2 per unit
<i>Leisure and recreation</i>	<p><i>Indoor spectator facilities including cinema or theatre:</i></p> <p>0.5-1 for every 4 seats</p> <p><i>Racquet court games:</i></p> <p>2-4 for every court</p> <p><i>plus</i></p> <p>0.5-1 for every 4 seats in indoor spectator facilities (if any)</p> <p><i>Lawn bowls:</i></p> <p>10-20 spaces per green</p> <p><i>Golf course:</i></p> <p>2-4 per hole</p> <p><i>plus</i></p> <p>2.5-5 for every 100m<sup>2</sup> of <b>net floor area</b> used as a club house</p> <p><i>Otherwise than specified above:</i></p> <p>5-10 for every 100m<sup>2</sup> of <b>net floor area</b></p> <p><i>plus</i></p> <p>0.5-1 for every 4 seats in indoor spectator facilities (if any).</p>
<i>Licensed club</i>	5-10 for every 100m <sup>2</sup> <b>net floor area</b> used as a lounge bar or beer garden

	<p><u>plus</u> 10 for every 100m<sup>2</sup> <b>net floor area</b> used as a bar</p> <p><u>plus</u> 1.5-3 for every 100m<sup>2</sup> of <b>net floor area</b> used for dining.</p>
Light industry	
Medical clinic	2-4 for every consulting room
Medical consulting rooms	<p>1.5-3 for every consulting room</p> <p><u>plus</u> 1-2 additional space (in addition to the 1-2 spaces required for the dwelling)</p>
Motel	<p>0.5-1 for every guest suite or bedroom</p> <p><u>plus</u> 8-16 for every 100m<sup>2</sup> of <b>net floor area</b> used as a lounge bar or beer garden</p> <p><u>plus</u> 1.5-3 for every 100m<sup>2</sup> of <b>net floor area</b> used for dining</p>
Motor body works	3-6 for every 100m <sup>2</sup> of <b>net floor area</b>
Motor repairs station	3-6 for every 100m <sup>2</sup> of <b>net floor area</b>
Multiple dwellings	1-2 per dwelling
Office (not elsewhere referred to in this table)	2.5 -6 for every 100m <sup>2</sup> <b>net floor area</b>
Passenger terminal	2-5 for every 100m <sup>2</sup> of <b>net floor area</b> 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	2-5 for every 100m <sup>2</sup> of <b>net floor area</b>
Plant nursery	<p>1-2 for every 100m<sup>2</sup> of <b>net floor area</b></p> <p><u>plus</u> 0.5-1 for every 250m<sup>2</sup> used as outdoor nursery</p>
Recycling depot	
Restaurant	<p>2.5 -6 for every 100m<sup>2</sup> of <b>net floor area</b> and any alfresco dining areas</p> <p><u>plus</u> 5-10 for drive through (if any) for cars being served or awaiting service</p>
Rural Industry	
Service station	1-2 for every 100m <sup>2</sup> of <b>net floor area</b> or 2.5-5 whichever is the greater (not including parking serving bays)
Serviced apartments	<p>0.5-1 for every dwelling</p> <p><u>plus</u></p>



	<i>1.5-3 for every 100m<sup>2</sup> of <b>net floor area</b> not within a dwelling</i>
<i>Shop</i>	<i>2.5 -6 for every 100m<sup>2</sup> of <b>net floor area</b></i>
<i>Showroom sales</i>	<i>2-4 for every 100m<sup>2</sup> of <b>net floor area</b> <u>plus</u> <i>0.5-1 for every 250m<sup>2</sup> used as outdoor storage</i></i>
<i>Single dwelling</i>	<i>1-2 per dwelling</i>
<i>Stables</i>	
<i>Supporting accommodation</i>	<i>0.5-1 for every 4 beds <u>plus</u> <i>2-4 for every 100m<sup>2</sup> of <b>net floor area</b> used for administrative purposes</i></i>
<i>Transport terminal</i>	
<i>Vehicles sales and hire</i>	<i>2-4 for every 100m<sup>2</sup> of <b>net floor area</b> of office <u>plus</u> <i>0.5-1 for every 200m<sup>2</sup> used for vehicle display</i></i>
<i>Veterinary clinic</i>	<i>2-4 for every 100m<sup>2</sup> of <b>net floor area</b></i>
<i>Warehouse</i>	

To enable the implementation of the Palmerston Car Parking Strategy, it is proposed to add the following Clause to Clause 6.5 Vehicle Parking

**6.5.x Vehicle Parking in Palmerston City Centre**

- 1. The purpose of this clause is to provide for car parking in Palmerston City Centre in a sustainable, efficient and cost effective manner*
- 2. The consent authority may approve a use or development with the minimum car parking spaces on-site as required by Clause 6.5.1 where the developer makes a shared public car park funding payment to City of Palmerston in accordance with the City of Palmerston Car Parking Strategy.*
- 3. The shared public car park funding payment may take the form of a special levy, or a development contribution under the City of Palmerston Car Parking Contributions Plan Central District 2013 or as otherwise agreed to by City of Palmerston Council.*

## 7.3 Inclusion of a definition of Landscape Replacement Planting in Part 1 of NT Planning Scheme

In Part 1 of the NT Planning Scheme in Clause 3.0 (Definitions), include a new definition for Landscape Replacement Area:

*"Landscape Replacement Area' means an area of a site used for growing plants, grasses and trees to ensure that the area of the site being developed is replaced with a landscaped area being equivalent or greater than that site area and can include permanent planting at ground level, communal outdoor terraces, podium planting, roof gardens and vertical greenery.*

*However it does not include any hard paved area or any part of the building or structure which is not covered by greenery.*

## 7.4 Reference documents

To support the Palmerston City Centre planning principles and Area Plan and the controls for the City Centre recommended to be included in Part 4 of the NT Planning Scheme, it is recommended that the Master Plan be added to Schedule 3 of the NT Planning Scheme as a guidance document.

### **Amendment to Schedule 3 of the NT Planning Scheme:**

Include the following documents in Schedule 3 of the Planning Scheme:

Palmerston City Centre Master Plan 2015	City of Palmerston
The Palmerston City Centre Parking Strategy	City of Palmerston
The Palmerston City Centre Public Realm and Subdivision - Great Street Strategy	City of Palmerston

## 8 Planning Merits

This section outlines the merits of the proposed Planning Scheme Amendments, in relation to land use planning considerations and the requirements of the NT Planning Act.

### 8.1 Rationale for the Planning Scheme Amendment

Palmerston, as a relatively recent city development, has grown at a regular pace over the past forty years. The initial City Centre, developed to anchor the early stages of the City, and which has grown incrementally to respond to the growth in the local population, has provided some facilities and amenities to support the day to day needs of the population. However, major centres such as Casuarina and Darwin CBD have continued to attract Palmerston residents from an employment, recreation, leisure and retail perspective. The current Palmerston City Centre consequently does not currently reflect the diversity, vitality and character of uses the broader Palmerston community would aspire to visit. The structure and layout of the City Centre has not attracted significant private investment, and with little demand landowners have had no incentive to act.

Recent development pressure, including that of the Gateway Development, indicates that the threshold population in the Palmerston Area has matured to the point that a more vibrant and diverse City Centre can both be sustained, and has demand. Consequently, the current Master Plan has been developed to reflect:

- » The vision of the Council and the Community for the City Centre
- » a framework for investment opportunities
- » the opportunity to cater for the growing community needs
- » Contemporary planning principles, specifically walkability, a shift away to public transport, street activation, high quality urban design and public realm treatment.
- » Recent development in the Palmerston City Centre vicinity and fringe, to ensure that the city centre remains the centre of Palmerston, with improved linkages, sight lines and connectivity.

To achieve the consistent and orderly development of the City Centre, in accordance with the Master Plan, the Planning Scheme Amendment (PSA) has been crafted, in discussion with the NT Department of Lands, Planning and the Environment. The PSA will introduce both clauses and a reference document into the NT Planning Scheme, serving the following main purposes:

- » To provide certainty to land owners and developers within the Palmerston City Centre as to development opportunities, requirements and parameters.
- » To provide the Development Consent Authority with specific measures against which to assess development applications to ensure compliance with the Master Plan.
- » To provide the City of Palmerston with the mechanism to enforce requirements that will contribute to the holistic and cohesive development of the Palmerston City Centre, particularly in relation to public realm treatment, street activation, landscaping, façade treatment, and parking.

## 8.2 Proposed Zoning Amendments

A key component of the Master Plan is the incorporation of certain key sites, and rezoning changes to facilitate the implementation of the Master Plan.

### 8.2.1 Chung Wah Terrace Extension & Road Reservation

The rezoning of portions land north of the water park area to create an extension of Chung Wah Terrace from PS (Public Open Space) and TC (Tourist Commercial) to zone MR (Main Road) is required to facilitate the necessary road and augmentation required to ensure safe and efficient vehicle movement and access in the area.

Traffic flow on proposed extension of Chung Wah Terrace is expected to improve linkages as the Palmerston suburbs continue development, and the City Centre expands, with Chung Wah terrace being an important local and regional connection linking residents to Roystonea Avenue. The creation of the extension of Chang Wah enables the city centre to have a closer link to the water park due to the narrowing of University Avenue. The development of the Gateway Shopping Centre is also likely to contribute to the increased use of Chung Wah Terrace from the south.

### 8.2.2 Palmerston Water Park

The Palmerston Water Park site currently comprises a combination of land zoned PS (Public Open Space) and TC (Tourist Commercial) The intention is to rezone this land to zone CB (Central Business), consistent with the balance of the Palmerston City Centre.

The Water Park site is viewed as a strategic site, linking the existing City Centre to:

- » The development of the Gateway Shopping Centre.
- » The Heights, Durack residential development.

The Water Park site also creates an "anchor" to the northern part of the city centre by forming an recreation and tourism precinct to the City Centre. Rezoning the site to zone CB will allow for:-

- » the development of this precinct to be consistent with the look and feel of the balance of the City Centre through uniform public realm treatment, as well as building massing and location
- » facilitate the activation and built form, such as a coffee shop or tourism information centre, around the Water Park in order to make it more safe and secure
- » provide a welcoming entrance to the City Centre from the north
- » improved car parking arrangements for the precinct in the future

The precinct would be subject to the principles of the revised Palmerston City Centre Area Plan, which would ensure the preservation and strengthening of the existing recreation uses, while facilitating strategic redevelopment that matches the vision of the Master Plan.

### 8.2.3 Goyder Square

In 2014 the City of Palmerston commenced redevelopment of Goyder Square in accordance with the draft Master Plan.

The rezoning of additional land fringing the existing extent of Goyder Square from zone CB (Central Business) to zone PS (Public Open Space) will secure the land required for the cohesive development of this precinct.

Goyder Square is the principal public / civic space in the Palmerston City Centre playing host to a range of community gatherings and events, including Palmerston Markets. The incorporation and preservation of additional land for public open space in this vicinity will allow for the ongoing investment in this space as an important public gathering, recreation and leisure location, becoming the heart of the City Centre.

As the City Centre grows, and particularly through the introduction of high rise apartment living, parkland and open space in the city centre, Goyder Square will form an important part of the recreation requirements of residents. The additional public open space around Goyder Square will support this, while simultaneously providing a high quality aesthetic to the City Centre experience.

The open space is relatively centrally located, within walking distance of most future residential development sites within the city centre, as well as for residents on the opposite side of Chung Wah Terrace.

The extension of the open space area further provides the opportunity to engage and activate the shopping centre on lot 5976, providing options for redevelopment that activates the public realm, and links the shopping centre to the balance of the city centre both visually and functionally.

### 8.3 Additional Planning Scheme Clauses

The proposed amendment to the Planning Scheme include a variety of additional clauses. The reason for the additional clauses is:-

#### **Proposed amendment to Palmerston City Centre Planning Principles and Area Plan:**

Amendments to the Palmerston City Centre Planning Principles are necessary in order to ensure that the vision can be achieved and that there is clear guidelines to the community and developers about the intended public realm, built form and uses as the city grow.

The Area Plan is also required to be amended to link in with the proposed zonings, as well as outline the types of uses and character the city needs to be active, viable and sustainable for the long term. All stakeholders in comments provided have stated the need for the City centre to be the primary centre accommodating all the mix of uses and being an active place for all groups. The Area Plan and principles provide the framework and vision for the primacy of the City Centre.

#### **Inclusion in Part 4 under General Performance Criteria of new clauses on Buildings in Palmerston City Centre:**

- a) Built form in Palmerston City Centre
- b) Urban Design Requirements in Palmerston City Centre

The proposed amendments are necessary in order to ensure that with the new era and vision of the City Centre, latest trend of good city centre built form is provided. The built form intends to provide diversity, moving away from a similar platform of podiums and including opportunities for articulation and public realm spaces and places on the ground level. The built form guidelines however also wish to ensure:-

- » the privacy of residential building apartments are considered
- » sufficient landscaping and open space is provided
- » innovation and good design can be accommodated
- » a smaller scale of tenancies on the ground floor to facilitate an active street

- » encouraging weather protection devices to be incorporated into the building design and landscaping to support the tropical climate.

A new principle to the Northern Territory is the concept of “landscaping replacement area”. This clause is proposed in order to encourage private open space, landscaping on site or within the building, as well as additional public realm to be provided to support the sustainability and lush environment of the City Centre. Landscaping and open spaces are necessary in a city centre environment to supplement the public open areas for residents, visitors and workers. This provides relief in the urban environment, and allows for quiet places for the local residents.

### **Amendment to the clause and Table to Clause 6.5.1 to include new column for Zone CB in Palmerston City Centre**

See justification in 8.4.3 below.

## **8.4 Additional Reference document**

### **8.4.1 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. The Master Plan also provides the direction for its sustainable growth.

For this reason it is critical that the Master Plan be referred to and included as a reference document.

### **8.4.2 Public Realm Strategy**

The Palmerston City Centre Master Plan aims to provide a public realm, including open space and local road network, to support the development of the City Centre as a place for people with a high quality public realm,

It includes a comprehensive approach to the provision of additional on-site landscaping and connectivity across the City centre.

This approach is considered appropriate for the following reasons:

- » An integrated public realm strategy will improve the broad experience of living, working and visiting the Palmerston City Centre.
- » The City Centre will be legible, with well-developed and clear signage and way finding
- » A cohesive tree planting strategy will result in a legible environment, improving the pedestrian experience and providing shaded on-street car parking
- » Will allow for crime prevention through environmental design principles to be consistently applied through the public realm, improving crime prevention and anti-social behaviour outcomes.

The public realm strategy will enable the City of Palmerston to encourage the creation of a high quality urban environment that reflects the vision of the City Centre Master Plan.

### 8.4.3 Car Parking Strategy

The Palmerston City Centre Master Plan envisages a built environment with increased residential apartment buildings, additional office space providing employment opportunities, and an improved public realm with enhanced amenity and facilities. The city is to be people focussed, facilitating good pedestrian connectivity.

To achieve this, the City of Palmerston is proposing a multi-faceted car parking strategy that combines elements of maximum parking requirements, and the minimum parking requirements more traditionally associated with the NT Planning Scheme.

The City of Palmerston has based their approach to car parking on this integrated approach, aimed at linking the public transport, private vehicle use, improved pedestrian accessibility as well as cycle paths and facilities. Specifically it aims to encourage the use of public transport within the broader City of Palmerston Suburbs.

It is acknowledged that this is a shift from past practice, which is aimed at converting a car-centric city centre into one that encourages the use of a well-developed local public bus network, linking to an adequate but currently under-utilised regional bus network that provides access to the broader Darwin area.

At present, the principle criticism of the public transport offering is trip frequency. As the City Centre develops, with the associated increase in population and employment opportunities, public transport usage will increase justifying an increase in bus frequency. The reduction in car parking requirements for the City Centre, coupled with parking metering, will further encourage the use of public transport to compensate for the lack of parking and in turn benefit the frequency of the overall network.

It is broadly acknowledged that the implementation of maximum parking provisions, rather than the standard minimum parking provision, has positive outcomes on a range of levels, including:

- » Encouraging the use of public transport
- » Encouraging investment in the city
- » Encouraging residential development in City Centres, which in turn:
  - > Contributes to urban vitality
  - > Encourages the establishment of a range of land uses, including retail, that rely on trade outside of business hours
  - > Improves anti-social behaviour and crime prevention outcomes
  - > Improves efficiency of public infrastructure utilisation
- » Ensures efficient utilisation of existing car parking through multi use of car parking, and not car parking provided for a single use. This can be further supported through agreements between residential and business tenancies, to allow for overflow and visitor parking occurring at inverse times of the day commensurate with their respective peak parking demand times i.e. residential uses have a high demand at night and over weekends, whereas offices have a high demand during the day. Shared parking arrangements make efficient use of existing parking areas, reducing the "sea of car parking" associated with minimum parking requirements isolated on a use-by-use basis.
- » Improves housing affordability through the provision of a range of housing with lower car parking provision, responding to the car ownership profile of lower income families.

It is noted in the report titled "Central Darwin Car Parking Generation and Utilisation Study" prepared by Aurecon for the Northern Territory Government that this principle is acknowledged

and documented. While their report suggests that the use of maximum parking provisions may be premature for the City of Darwin due to existing public transport usage, the City of Palmerston has elected to follow an aspirational approach through a combination of minimum and maximum parking requirements, transitioning existing needs to intended built outcome. To achieve this, a levy is proposed that will fund public car parking structures and to provide developers within an incentive to deliver the built form and public realm outcomes that underpin the vision of the Palmerston City Centre Master Plan.

## 8.5 Traffic & Access

The Master Plan, as informed by the specialist traffic report prepared by Burchills Engineering Solutions, proposes an integrated transport network through the City Centre, aiming to:

- » Build on and expand the existing public transport network, providing a road network that will allow for a local bus network, as well as onward connections to the bus network throughout the City of Palmerston, as well as the broader network connecting to the greater Darwin Region.
- » The creation of a street network that encourages pedestrian activity and connections, both within the city centre area, as well as connecting to surrounding suburbs and key developments.
- » The provision of a road hierarchy that makes provisions for dedicated bicycle lanes.

As has been demonstrated through the Master Plan, these actions will allow for efficient and safe vehicular movement through and around the City Centre, changes to the road hierarchy and specific road upgrades and new connections.

The proposed changes and capacity upgrades will encourage residents in Palmerston to visit the City Centre, providing convenient access through a multitude of transport options. This will add vitality to the City Centre, and when coupled to redevelopment of key sites will lead to a vibrant mixed use centre.



