Palmerston City Centre
2030 master plan
Acknowledgement

Elton Consulting would like to acknowledge the leadership and direction provided to the project by City of Palmerston. We would also like to thank the project team for their work in compiling the Palmerston City Centre Master Plan within the ten week timeframe to undertake this report.
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our vision
for Palmerston City Centre

"To foster a sense of community in a clean, safe, friendly and sustainable environment and to support and nurture the lifestyle of residents and visitors."
The City of Palmerston is the Northern Territory’s fastest growing city and one of the fastest growing cities in Australia.

Palmerston has long been identified as the ‘growth’ focal point of the Greater Darwin Region and in recognising the important role our city holds within the Northern Territory, the City of Palmerston has developed a conceptual Master Plan for its City Centre.

In recognition of the importance of Palmerston, the City of Palmerston Council contracted Elton Consulting to lead an expert team including architects, urban designers, traffic consultants and statutory planners to develop a Master Plan, which has formed the basis and drive for all future development in the Palmerston City Centre. The resultant team was dynamic and unique and set out to obtain the best possible outcomes by utilising its expertise and liaising with and seeking advice from industry and business leaders.

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

The Palmerston City Centre Master Plan allows for the incremental improvement of the CBD urban environment to be built (delivered) by different stakeholders, over a 10-15 year timeframe.

The Master Plan has set out a coherent strategy for the realisation of the vision for Palmerston City Centre, to be positioned as the vibrant City of the Northern Territory.

The Master Plan includes strategies for the development of the City Centre and surrounding areas. This includes preliminary project identification in relation to the 7 key objectives and establishing a format for its progression to prioritisation and implementation planning.

This plan aims to provide for an integrated and coordinated approach to the future of the City of Palmerston CBD.

In developing the Master Plan, the City of Palmerston undertook public consultation by providing a forum for local developers and business operators in the City Centre to be briefed on the draft Master Plan – this included the opportunity to provide their own views and written feedback on the Plan. The Master Plan was also presented to the Chief Minister and key Departments within the Northern Territory Government. In addition, a broader round of community consultation was also provided. An analysis and summary of all submissions received, with amendments and additions have been incorporated in the Master Plan.

Council is committed to improving the Palmerston CBD and boosting our reputation as a destination of choice. We want to attract more high quality commercial and retail activities to provide additional jobs and services for our residents.

The Master Plan will, for the first time give the Council and other developers, businesses and investors an overall planning umbrella to work within.

This plan will set the future direction for our city centre allowing us to be an integral part of the Northern Territory’s growth.

Let’s plan for a better city– a clean, green, serene and beautiful city that we can all be proud of.

Robert Macleod JP
Mayor
City of Palmerston
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 linkages cross the City Centre;
- The City Centre largely composed of government administrative offices in which activities are internalised, with few cafes/restaurants available to support staff and residents needs;
- 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 carparks exist throughout the City Centre and dominate the appearance and function, with minimal vegetation, indicating insufficient on-site parking has been provided;
- Low residential development exists around the City Centre, and has no direct relationship or frontage to the City Centre; and
- 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. Territory 2030 and the Greater Darwin Land Use Plan 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 ten (10) to fifteen (15) years, however it also provides long term direction for the next 30 years.
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 Yarrawonga industrial estates. Please refer to Figure 1 above.
To create a vision and associated Master Plan for the Palmerston City Centre, the City of Palmerston Council contracted a small team to consider benchmark ‘Town Centre Principles’ and associated ‘Town Centre Urban Design Principles’ that can assist in revitalising Palmerston City Centre. The team also worked with City of Palmerston to develop, primarily through a design workshop process, a vision and Master Plan for the City Centre.

The town centre and urban design principles were tested and incorporated into a Master Plan for the City Centre. Various options were explored, including amending the design layout based on the following scenarios:

- the retention of the existing Palmerston Shopping Centre and the exclusion of the triangular site located in Yarrawonga for a possible new shopping complex;
- the demise of the existing shopping centre and placement of the new shopping complex outside of the current City Centre; and
- redevelopment of the current shopping centre and the triangular site being a potential bulky goods retail site.

The reason for developing different options was based on whether or not a potential new shopping complex could or would be developed on the triangular site located 0.9km from the City Centre. The triangular site if developed with retail activities would have a significant planning and design impact on the current City Centre. In the event that a potential new shopping complex is constructed 0.9kms from the City Centre, it is vital that consideration be given to ensure good connectivity is developed and maintained between the two areas, to ensure the focus is not removed from the City Centre completely. In the event that the shopping centre is not constructed, while connectivity is still vital, a vibrant and interactive hub in the Palmerston City Centre is much easier to achieve, as the majority of activity would still be located within the existing City Centre.

All ‘options’ for the City Centre included the context of uses, roads, access and linkages to the surrounding area, inclusive of the University Village, Water Park and the Palmerston Health Precinct. On developing a preferred option to achieve the vision for Palmerston City Centre, it was considered necessary that pragmatic and deliverable “urban design principles” be developed as simple statements so to create a ‘place’ for Palmerston, allowing good quality development and improving the public domain of the City Centre.

The preferred Master Plan was presented to the NT Government, local businesses in the City Centre, local developers/land owners and was placed on the Council’s website for public comment. The comments received to date have been collated, assessed (see Appendix D) and having informed the development of the final Master Plan for the Palmerston City Centre. This Master Plan document is the framework for the City Centre.

The Master Plan and principles will enable and facilitate the City of Palmerston, other levels of Government and private stakeholders to achieve the vision.
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 adhoc 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 underutilised 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 2030.
The current City Centre area is located to the western side of Roystonea Avenue and comprises an area of approximately 32.2ha. 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 Yarrawonga is developed for a more intense use. Refer to Figure 2 below outlines the current City Centre footprint with the proposed study area.

**Summary of Existing and Proposed Site Details**

<table>
<thead>
<tr>
<th>LOCAL GOVERNMENT AREA</th>
<th>PALMERSTON</th>
</tr>
</thead>
<tbody>
<tr>
<td>Approximate area of land comprising current City Centre area</td>
<td>32.2ha</td>
</tr>
<tr>
<td>Approximate area of land included within the study area</td>
<td>116.1ha</td>
</tr>
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Figure 2. Study area
The City Centre currently has a variety of developed, developing and proposed uses within the surrounding area. These uses include the following:

> University Village Residential Development;
> Charles Darwin University Campus;
> Water Park;
> Oasis Shopping Complex;
> Palmerston Shopping Centre;
> Health Precinct;
> Proposed new commercial site;
> Optus infrastructure site; and
> Bus Station

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

**Key**

1. University Village  
2. CDU Campus  
3. Water Park  
4. Triangular Site  
5. City Centre  
6. GP Super Clinic/New Hospital Site  
7. The Hub  
8. Woolworths  
9. Optus Site  
10. Golf Course

**Figure 3.** Palmerston City Centre and surrounding uses
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 Yarrawonga Industrial 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.

The City Centre area demonstrated on the Plan is the primary central activity area, however may be expanded to include the triangular site, depending on whether this site is in fact developed. A locality plan, including the study area, is outlined below in Figure 4.

Figure 4. Existing and proposed City Centre area
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 5 below.

Figure 5. Regional Context
Palmerston currently has a population of approximately 32,000 people. The Australian Bureau of Statistics predicts Palmerston’s population will reach between 36,600 and 42,000 people by 2021, making it one of the fastest growing cities in Australia (City of Palmerston – www.palmerston.nt.gov.au). The recently released Greater Darwin Region Land Use Plan – Towards 2030 Consultation Paper, indicated that with the continuing development of the eastern suburbs, the Palmerston population is expected to increase by a further 6,000 people in the next 4 years. Once completed, the CDU residential development is expected to provide further residents within close proximity of the City Centre area. Hence the City of Palmerston Council anticipate that the area could ultimately house up to an estimated 50,000 residents.

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 2010 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 2010, more than 60% of the Palmerston population was predicted to be under the age of 34, with this figure expected to only decrease slightly to approximately 55% by 2025. Please refer to Table 1 below.

Table 1. Age profile of City of Palmerston

<table>
<thead>
<tr>
<th>Age (Years)</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
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<tbody>
<tr>
<td>0 to 14</td>
<td>29.4</td>
<td>28.6</td>
<td>28.1</td>
<td>27.7</td>
<td>27.1</td>
</tr>
<tr>
<td>15 to 24</td>
<td>14.2</td>
<td>14.3</td>
<td>14.5</td>
<td>14.5</td>
<td>14.5</td>
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<tr>
<td>25 to 34</td>
<td>20.2</td>
<td>19.8</td>
<td>19.9</td>
<td>20.2</td>
<td>20.3</td>
</tr>
<tr>
<td>35 to 44</td>
<td>17.1</td>
<td>17.1</td>
<td>16.9</td>
<td>16.7</td>
<td>16.7</td>
</tr>
<tr>
<td>45 to 54</td>
<td>10.7</td>
<td>11.2</td>
<td>11.3</td>
<td>11.3</td>
<td>11.3</td>
</tr>
<tr>
<td>55 to 64</td>
<td>5.5</td>
<td>5.8</td>
<td>5.9</td>
<td>6.0</td>
<td>6.2</td>
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<td>65 to 74</td>
<td>2.0</td>
<td>2.2</td>
<td>2.4</td>
<td>2.5</td>
<td>2.6</td>
</tr>
<tr>
<td>75 to 84</td>
<td>0.8</td>
<td>0.9</td>
<td>1.0</td>
<td>0.9</td>
<td>1.0</td>
</tr>
<tr>
<td>85 &amp; over</td>
<td>0.1</td>
<td>0.1</td>
<td>0.1</td>
<td>0.2</td>
<td>0.2</td>
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Source: ABS Census
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 below 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.
In the below aerial image (Figure 7), the Palmerston Shopping Centre and associated car parking areas had been constructed.

Figure 7. Palmerston City Centre 1997
In the aerial (Figure 8) the Bunnings and Hub buildings had been constructed, along with the Council’s Recreation Centre.
The below image (Figure 9) is largely what Palmerston looks like today, with the exception of the Quest Apartment, which has now been constructed. The location of Quest is noted on the image.

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 areas for recreation and community facilities;
- increased residential development in the City Centre; and
- link to CDU.
The Palmerston City Centre is a mixture of Northern Territory Government (NT Government), Council and privately owned land. Please refer to Figure 10 which broadly demonstrates the ownership configuration.

City of Palmerston 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 Council, Palmerston City Centre can achieve the vision for the growing city.

Land ownership arrangements enables Council to be a catalyst for achieving the vision, and take a pro-active role in developing an improved amenity and public domain. Council can also set the design standard in cases where they develop Council owned land.

In order for the Master Plan to be implemented, key stakeholders need to work together and reach agreement of land parcels.
In developing a pragmatic vision and Master Plan for Palmerston City Centre, vital drivers were identified by key stakeholders as important for the city. These key drivers were incorporated into the planning for the Master Plan:

**ease of access**
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. Vegetate road verges.

**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 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.

**anchor/focus point**
Create new focus places for communities, and preserve and enhance existing ones.

**affordable accommodation**
Encourage growth of affordable housing within the City Centre.

**staff availability and retention**
To support existing 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.
The relevant statutory document for the Palmerston area 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 11 below.

Figure 11. Planning Zones
Generally the study area falls within the Zone CB (Central Business) areas, which dictates that there is no height restriction for commercial developments and a three (3) storey height restriction for residential buildings (within the commercial zones only). Parking (dependant on the type of development) is a requirement of the Planning Scheme together with loading bays for trucks. Within Zone CB, once an initial development permit has been granted for a shop, restaurant or office, these uses are interchangeable (on the condition that the car parking allocated is sufficient) without the requirement to obtain further planning permission.

The zoning of the Palmerston City Centre therefore enables the vision of the City Centre to be achieved. The existing planning controls could be easily incorporated into the Master Plan, for example locating mixed-use developments of a greater height within the main centre, bordered by two (2) or three (3) storey multiple dwelling developments. However careful planning is required within the current zones to ensure an adequate provision for car parking, communal open space, loading bays to create an urban design that is site responsive and pleasant for both residents and commercial occupants.
An assessment of the current traffic trends was undertaken in order to understand the implications for the implementation or alteration of the current City Centre layout. A summary of the current situation is outlined below and a detailed report is attached in the Annexure.

> The City of Palmerston currently does not have a formal adopted road hierarchy in place. Roystonea Avenue, Stuart Highway, University Avenue and the sections of Temple Terrace between Stuart Highway and Chung Wah Terrace and Chung Wah Terrace south of Temple Terrace are all classified “Main Road” in the Northern Territory Planning Scheme and as such come under the care and control of the Department of Lands and Planning. This means any alterations to the intersections will require discussions with the NT Government.

> The roads within the CBD area are council roads located within road reserves between 12 m and 21 m wide. They are generally single carriageways with one lane in each direction.
> The connectivity of the street system within the area bounded by Roystonea Avenue, University Avenue, Chung Wah Terrace & Temple Terrace (i.e. the CBD) is hindered by the curvilinear layout. The analysis reveals that whilst it is possible to connect with all streets in this area it is often not a direct or readily recognised route. A large number of roundabouts, curving roads and lack of direction signs contribute to this situation.

> There is a lack of obvious direction signs (such as ‘Town Centre’) on the boundary roads resulting in many regular and irregular visitors not knowing that this area of the town centre exists.

> An analysis of the latest available Daily (Weekday) Traffic Volumes are shown in Figure 12. The existing arterial and collector roads in the vicinity of the CBD are operating within capacity and the majority of these are underutilised (i.e. they have been provided to accommodate future growth). The southbound Roystonea Ave is currently operating close to capacity during the afternoon peak hour. It is likely that this will require an additional lane (as per the northbound carriageway) due to growth associated with the higher density development (broader growth in the area).

> Existing traffic management features such as intersection control, speed limits and pedestrian crossings are shown schematically in Figure 13. The local CBD roads are subject to the default urban speed limit of 50 km/h with some “Mall Treated Roads’ subject to a 40 km/h posted speed limit and “Shared Zones” subject to a 10 km/h posted speed limit.
The existing and proposed cycle network in the vicinity of the CBD is shown in Figure 14. Important is also to link the City Centre cycle paths to the new cycle paths from Howard Springs to Palmerston, particularly along Temple Terrace. The majority of roads have paths on at least one side and provide good connective pedestrian links to facilities particularly outside of the City Centre and no planned links through or across the City Centre.
> Currently the intersections perform at an overall satisfactory level with only a few intersections near capacity in the afternoon (see Traffic Report for details and Figure 15).

> The Palmerston Bus Interchange is located within the CBD on the west side of Roystonea Avenue between The Boulevard and Temple Terrace. There are 9 Metropolitan Public Bus Service Routes and 5 Rural Public Bus Services that originate and/or terminate at this interchange. The interchange may be used by passengers but it is not user friendly, not attractive, not easy to find from within the centre, and not linked to the shopping centre or taxi operations. The interchange is currently undergoing some upgrades to improve traffic flow.

![Figure 15. Current capacity of the key intersections (University Avenue/ Chung Wah Terrace example)](image-url)
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 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 Yarrawonga could be developed for retail and/or bulky goods, it was essential to determine whether two co-existing retail centres would be functional in Palmerston. A copy of the advice received for the potential of retail in the Palmerston City Centre and the “triangular site”, that sits outside the Palmerston City Centre, is in Appendix C.

Council has previously indicated that it supports either retail or bulky goods retail or a combination of both being developed on the triangular site. (Appendix E)
The findings of the 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 72,000sqm. This figure however, includes all retail floor-space including larger formats and department stores. The majority of this floor-space 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 26,100sqm of retail. Palmerston however, would require between 30,000 – 35,000sqm 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 Greater Darwin Land Use Plan 2030 – Consultation Paper highlights demand for additional bulky goods retailing floor-space to 2025 as follows:-

“A further 76,000sqm of bulky goods demand is likely to be predominately met through a stand-alone centre with remaining floor space spread across other centres”.

> The NT Government’s preferred location of the “stand alone” centre is not obvious from the Plan, but Palmerston is central to the growing metropolitan area and the triangular site has excellent regional accessibility. Given that bulky goods retail is generally complimentary to centres or CBD’s such as Palmerston, the Palmerston City Centre may be a minor beneficiary of this regional exposure if the triangular site was developed for bulky goods.

> If the triangular site is developed as a stand-alone retail mall, the Palmerston City Centre will compete with this site as they are approximately 900m apart. If this scenario did occur, it would reduce the catchment for the Palmerston City Centre, but would provide for a major investment in the region as well as substantial employment opportunities.

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

Although the advice supports bulky goods retail as an option, it also doubts there would be sufficient market demand for a bulky goods scheme and therefore Council would support retail or bulky goods or a combination of both on the triangular site. (Appendix E)
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.

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

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; and
- 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.
The Five Year Tourism Strategic Plan has been developed to guide the direction and success of the Northern Territory tourism industry from 2008 to 2012. The Plan has been developed for the Northern Territory as a whole and does not specifically mention or focus on Palmerston.

The Plan states that tourism is a major industry and employment sector for the Northern Territory. Tourism provides 18,000 jobs for Territorians, or 16.3% of total employment in the Northern Territory, a much higher proportion than the national average (8.3%).

In 2009-10, 1.3 million people visited the Northern Territory. Tourism is estimated to contribute $1.526 billion directly in Gross Value Added, or 10.3% to the NT economy. Tourism contributes $1.7 billion to the Northern Territory’s Gross State Product, or 11% of total GSP.

Tourism NT’s purpose is to market and influence the development of the Northern Territory as a quality, experiential tourism destination for the continuing benefit of all Territorians. Palmerston is not currently a tourism destination, but rather bus tours will pass Palmerston on their way to Litchfield, Kakadu or other tourism opportunities.

Palmerston is well located on these tourism routes and one hotel has been constructed and is operating in Palmerston. However if the mix of uses within the Palmerston City Centre can provide a lively activated street with restaurants and entertainment, diversity of activities or service provision, then tourists are likely to visit Palmerston as a destination as well as a way point. The waterpark, which is located on Roystonea Avenue and University Avenue, will also assist in stimulating tourism and economic activity in the City Centre.

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 Yarrawonga and Pinelands areas.

> There is a shortage of any 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 is largely administrative, 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 centre 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 limited number of cafes/restaurants in the area, with the only after hours options being either a fast food chain, The Hub, Arch Rivals Bar and Grill, or Hogsbreath Restaurant. Much of the current City Centre is comprised of large open carparking 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.
The City Centre of Palmerston is currently appropriately Zoned CB (Central Business) under the NT Planning Scheme. The primary purpose of the City Centre is to:

1. Provide for a diversity of activities including administrative, judicial, professional, office, entertainment, cultural, residential, retail and other business activities with a commitment to the separation of incompatible activities; and

2. Provide building form and design sensitive to the needs of pedestrian movement, to facilitate the creation of safe and active street frontages and public places and a vibrant commercial precinct.

Currently, the Palmerston City Centre falls well short of what it should be in regards to its role of a major centre. There is a very poor mix of uses, no residential and very little in terms of entertainment. 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 adhoc development that currently exists.

The importance of Palmerston is well understood. From the initial development of Palmerston in 1981, Palmerston is now recognised in the Draft Greater Darwin Region Land Use Plan – Towards 2030, as being one of the fastest growing cities in Australia. The Plan predicts an increase in the population of the Darwin, Palmerston and Litchfield area by 53,000 – 70,000 people by the year 2025.

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. By 2025, additional retail floor space is expected to increase by 19,000m², and commercial and office space is expected to increase by 4,500m².
The Draft Greater Darwin Region Land Use Plan – Towards 2030 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.

The Territory 2030 Strategic Plan sets priorities and provides direction for shaping the next 20 years of the Northern Territory’s future. The Plan highlights key projects for the Territory in the next 20 years and reinforces the need to develop the Palmerston CBD area as a ‘Territory Growth Town’. It also provides encouragement to develop good transport links through, and to Palmerston, and onto Weddell. The Draft Greater Darwin Region Land Use Plan – Towards 2030 and principles of Territory 2030 provide a key role for the Palmerston City Centre.

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 Yarrawonga 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 future city of Weddell.
Reviewing the figure above, some of the main issues of the current structure are clearly visible. The obvious 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.

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

### Planning Opportunities

<table>
<thead>
<tr>
<th>Opportunities</th>
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</thead>
<tbody>
<tr>
<td>Developing a high quality mixed use City Centre</td>
</tr>
<tr>
<td>&gt; Good existing anchors: Council civic buildings, Water Park, town square, CDU campus, Yarrawonga, and public transport terminals</td>
</tr>
<tr>
<td>&gt; Cafes/restaurants/alfresco dining areas to add vitality to the streetscapes and increase options for the workforce, residents, visitors</td>
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<tr>
<td>&gt; Active street frontages/functional streetscapes/clarity of structure/safety by design</td>
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<tr>
<td>&gt; Potential for a National Indigenous arts and cultural precinct</td>
</tr>
<tr>
<td>&gt; Review current car parking situation and develop strategies to accommodate car parking on site in the future. Reduce large car parking bays</td>
</tr>
<tr>
<td>&gt; Create a cool, dry city eg. trees + awnings</td>
</tr>
<tr>
<td>&gt; Creation of special places and unique areas to relax/ more active spaces for recreation</td>
</tr>
<tr>
<td>&gt; Creation of a public square and meeting place</td>
</tr>
<tr>
<td>Integrate sensitively with the surrounding neighbourhoods</td>
</tr>
<tr>
<td>&gt; Integrate walking and cycling networks into the adjoining established suburb networks</td>
</tr>
<tr>
<td>&gt; Minimise vehicle traffic movement around the Palmerston City Centre</td>
</tr>
<tr>
<td>&gt; Create and link Green spaces/wildlife corridors</td>
</tr>
<tr>
<td>&gt; Link the site's cycle pathways to the regional cycling trails for Palmerston and Darwin</td>
</tr>
<tr>
<td>&gt; Integrate links to the Town of Weddell</td>
</tr>
<tr>
<td>Create distinctive and walkable neighbourhoods</td>
</tr>
<tr>
<td>&gt; Incorporate Crime Prevention through Environmental Design (CPTED) principles as addressed in the Community Safety Design Guidelines to ensure a safe community environment</td>
</tr>
<tr>
<td>&gt; Create effective links throughout the City Centre and to anchors</td>
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<tr>
<td>Creating a sustainable community</td>
</tr>
<tr>
<td>&gt; Encompass environmental, social, cultural and economic initiatives</td>
</tr>
<tr>
<td>&gt; Create a variety of retail, commercial and office developments that will cater to increasing demand</td>
</tr>
<tr>
<td>&gt; Create a variety of housing opportunities</td>
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</table>
### Planning Challenges

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
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</table>
| Currently limited development guidelines for Palmerston City Centre | - Currently only the Territory 2030 Strategic Plan and the NT Planning Scheme 2007 available for guidance  
- 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 | - Potential rezoning may be required to facilitate implementation of Master Plan at a later stage, depending on desired direction for Palmerston City Centre. This may be to provide a buffer between incompatible uses, or to allow for uses that would otherwise not be permitted. |
| Safe and convenient pedestrian connectivity | - Particularly to existing Service Commercial area / possible redevelopment on eastern side of Roystonea Avenue  
- Unsafe at night eg. dark/no surveillance of public spaces |
| Isolated/disjointed City Centre area | - City Centre is currently bordered by 4 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  
- Development of the triangular site will compete with the City Centre |
| Creating a conclusive guideline for high quality urban design | - Reaching an agreement between City of Palmerston and the NT Government on the implementation of urban design guidelines  
- Inactive/dysfunctional streets eg. The Boulevard  
- No direct link to CDU Campus  
- No high density development |
| Walking and Cycling | - 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 City Centre has a significant role and function to play within the broader Darwin and Palmerston area and needs to support the current and future growing population of Palmerston.

The City of Palmerston have developed a vision and mission with associated strategy statements, objectives and design rationale in order to support the City of Palmerston Master Plan 2030.

Our vision

Palmerston will be a vibrant, tropical city of opportunities with the following vision:

“To foster a sense of community in a clean, safe, friendly and sustainable environment, that supports and nurtures the lifestyle of residents and visitors.”

Our 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.”
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 co-operation 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 Council’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 jobs
   - Provision of good and accessible public transport
   - Provision of feasible commercial development outcomes.

2. To be responsive and adaptable to the changing environment. This will be achieved through:
   - The Master Plan being adaptable to the changing and fluctuating economic conditions by ensuring opportunities for a mix of diverse developments.

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:
   - 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, cycles 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.
To facilitate the creation of the Palmerston City Centre as a "place". This will be achieved through:

> Ensuring connectivity across the City Centre and providing legible and good way finding
> Ensuring a high quality and attractive public realm
> Creation of special places and unique areas to relax, or more active spaces for recreation
> Creation of a public square and meeting place to relax, meet, or celebrate
> Creation of themed precincts within the City Centre
> Ensuring the creation of a market space and places for public art, cultural and social activity.

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 city.
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.

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

- a civic heart with Council office and facilities, community, entertainment, open space, retail, cafe and mix of uses fronting the streets and residential above.
- a 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.
> 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.
New networks and a coherent Public Realm will support the consolidation of a sense of place in Palmerston City Centre.

1. 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

2. A new Civic Way is proposed to become the focus of civic life in Palmerston City Centre

3. An expanded park around the existing water tower could become the heart of Palmerston City Centre and the focus of community life

4. The existing Memorial Park is proposed to be expanded and supported by adjacent residential development to keep it safe and active

5. A new green recreation playground will be catalysed by the new Waterpark
New development will help create a coherent and well defined Public Realm. This illustration indicates as black all of the public realm, and the need to improve and coordinate the development of the public realm. New development sites to be created to provide investment certainty.
> 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.
> On street parking to be provided to support convenience and activation for the ground floor mix of uses.
> 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.
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.
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.
Rather than waste resources already spent on developing Palmerston City Centre, this plan aims to retain all existing development and supplement it with new development.

The plan makes better connections to Palmerston City Centre and consolidates the best of what already exists.

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.
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 maybe influenced by costs to relocate services, however providing direction, certainty and additional planning value may create and attract more feasible development.
palmerston city centre – master plan 2030
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.

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 2030.
The Palmerston City Centre Master Plan has been developed to provide the vision for the City of Palmerston Council. This Master Plan is chosen as the preferred option for the following reasons:

> It is realistic, as it acknowledges that the triangular site is likely to be developed in the future;
> It provides staging horizons for the redevelopment of the Palmerston Shopping Centre;
> It provides actions and development opportunities on Council land in order for Council to lead the direction;
> It will develop precincts to encourage activity and mix of uses to attract people to the centre;
> It creates a place/heart to celebrate; and
> 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.

The Palmerston City Centre Master Plan 2030 is indicated to the right.
Figure 17. City Centre Master Plan 2030
The Palmerston City Centre Master Plan proposes to:

> Focus the core of the City Centre within the main “square” with improved traffic, cycle and pedestrian connections to the adjacent and surrounding area.

> Create street linkages and connections to CDU and Yarrawonga, 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 Yarrawonga 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 located just north of University Avenue adjacent to the water park and a substantial bus interchange 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.

> Create a “hub” or “meeting place” with the creation of a town green, off Civic Way, 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.

> Reduce on grade car parking, and encourage street parking and parking on the individual sites as basement or undercroft parking.

> 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.

> Allow for the continuation of the current Palmerston Shopping Centre with a redesign to turn uses to activate and face the street and public open space.

> Create redevelopment opportunities with a diversity of block sizes taking into account ownership and lot boundaries.

> 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.

The Palmerston City Centre Master Plan provides an integrated land use and transport plan, which takes cogniscance of the COAG Capital Cities Criteria. (See Annexure)
To ensure an active and vibrant City Centre supported by adjacent industrial, residential and education facilities, the Master Plan provides for a mix of land uses, with an approximate future development potential as follows:

Table 2. Possible Land Use Mix

<table>
<thead>
<tr>
<th>Zone</th>
<th>Residential Area (m²)</th>
<th>Residential Units</th>
<th>Office Area (m²)</th>
<th>Retail Area (m²)</th>
<th>Community Area (m²)</th>
<th>Industrial / Service Commercial Area (m²)</th>
<th>Retail or Bulky Retail Area (m²)</th>
<th>Total GFA</th>
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<td><strong>37,150</strong></td>
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The mix of uses including retail, commercial, entertainment, community and residential are proposed within the City Centre, while light industrial, showrooms, retail or bulky goods retail and supporting uses are proposed for Yarrawonga (Appendix E). A mix of bulky goods, supporting retail and high density residential in the area south of Temple Terrace.
The provision of adequate car parking is essential for the City Centre to function effectively. The future rapid transit along Roystonea Avenue will create improved public transport with regular bus service and bus stop locations enhanced.

Car parking is proposed to be a mixture of on street parking and off street parking – whether in basement parking or in parking structures sleeved by other built form and landscaping. Palmerston City Centre should no longer be a “sea of parking.”

Access to car parking should ideally be taken from side streets or laneways.

Figure 19. Car Parking Master Plan
Roystonea Avenue

Roystonea Avenue in 2011

before  after

A well defined City Centre edge with a mix of land uses.
The Boulevard

The Boulevard in 2011

↑ before  after ↓

A vibrant “The Boulevard” which becomes a civic main street.
Planning

The zoning of the City Centre allows for the Master Plan implementation with the variety of uses. Planning Scheme controls allow for retail and commercial development, however a rezoning or Area Plan will be required in order to permit increased height, namely more than three storeys, for residential development.

Urban design and built form guidelines can be developed in association with the rezoning/Area Plan and be included as a Reference Document to the Planning Scheme, in order to ensure good design outcomes.

Detailed plans need to be assessed to determine the exact subdivision and consolidation of lots and easements, particularly in relation to creating or realigning streets to provide activation to the Centre.
Car Parking

The Master plan recognises the importance of car parking and public transport to support the future development of the City Centre.

It proposes the relocation of the bus terminal out of the City Centre, particularly the function where buses layover and waiting areas. The Master Plan also considers it feasible to then integrate it the terminal with car parking or a development site, closer to the water park. This location allows for land close to the City Centre and adjacent to the “main” square to be used in the future for higher end uses.

The Master Plan proposes the ideal locations for car parking on street and off street, and in particular where basement parking should be located to ensure good public realm, surveillance and development certainty. Where car parking structure is necessary the efficiency of the structure should be incorporated into the broader development with active street frontages and maximising the pedestrian activity with the mix of uses. Above structure car parking must be “sleeved” with built form, architectural features or landscaping.

Detailed studies on the exact location of services will need to be undertaken, and appropriate car parking provision provided.

New development or a change in use will need to provide adequate parking in the future. However where variations to parking was approved and a contribution was not paid, on the redevelopment of the site or change in use, parking will revert back to the provision of all necessary parking for the site. If a variation to parking was received and a contribution was made and documented, the variation will flow with the development.

However to provide certainty and ensure adequate parking, it is proposed that a City Centre Parking Strategy be undertaken to support the Master Plan. The Car Parking Strategy could include aspects such as to quantify the car parking needs of current and future developments within the inner city area, measure the financial legacy of past waivers offered to business through the planning process and develop a model where the cost of future car parking will be equitably shared by both past and future developers thereby providing and encouraging economical and sustainable development into the future.

Council has a parking contributions plan which accepts contributions from developers for future provision of car parking. The Master Plan proposes a development site for convenient car parking to support some parking within the City Centre.
Traffic

A traffic assessment of the proposed Master Plan was undertaken and a summary is provided below (and a copy of the report is in the Annexure).

> The classification of roads was reconsidered to provide a logical basis for the planning, design, operation and administration of roads and road systems. The current road classification system used by the City of Palmerston (as indicated in its Subdivisional Guidelines (3), is a “Functional Classification”. Liveable Neighbourhoods differs from the Functional Classification in that route design considers character and land use integration as well as function. The Palmerston City Centre Master Plan has been prepared partly on the basis of the principles of Liveable Neighbourhoods to allow roads to become “streets”, while still maintaining appropriate safety standards and efficiency for adjacent development, vehicles and other street users. The road hierarchy or classification for the Master Plan is shown in Figure 20.

> Forecast 2025 AAWT trips for the Master Plan (the traffic development for the City Centre only (i.e. no background traffic trips)) is acceptable and illustrated in Figure 20.

> The local street network is highly interconnected with frequent junctions wherever possible, with arterial routes to help limit travel distances and to promote walking, cycling, public transport usage and a strong sense of community.

> The assessment indicates that non-traffic signalised intersection spacing is generally compliant with the recommendations of Liveable Neighbourhoods. There are, however, two sections of streets where traffic signal controlled intersections are less than 500m apart. One of these is existing (on Roystonea Avenue where traffic signals recently installed at Yarrawonga Road are 385m away from the existing traffic signals at University Avenue). The other is as a result of proposed traffic signal control at Chung Wah Terrace and University Avenue which is within 475m of the traffic signals at University Avenue and Roystonea Avenue. The removal of traffic signal control at University Avenue and Roystonea Avenue would address this anomaly, subject to reduced traffic volumes as a result of the Chung Wah Terrace extension. Alternatively, co-ordination of signals would reduce journey time delays usually associated with close proximity of successive signals.
An assessment of mid-block capacity associated with the proposed cross sections and traffic volumes has been undertaken. This assessment demonstrates that with the exception of Stuart Highway north of the new Yarrawonga Rd/ Chung Wah Extension intersection, all roads are expected to be able to accommodate the forecast mid-block volumes, including existing roads that will connect to the Master Plan roads. The Stuart Highway capacity issue is likely to be addressed by providing an additional southbound lane. Such a lane may already be provided prior to the development of the Master Plan due to existing capacity issues. The assessment of Mid-block capacity of proposed Integrator Arterial and Neighbourhood Connector Roads is shown in figure 21.
The initial traffic assessment for the Palmerston City Centre Master Plan indicates well functioning and effective traffic flow. It is acknowledged that more detailed study will need to be undertaken to refine the outcomes as the Master Plan is refined.

**Engineering**

A broad engineering study undertaken by Council indicated that there is no major constraints. Generally sufficient water and sewer capacity exists to implement the Master Plan.

In cases where roads, development sites or car parking basements are proposed, detailed studies will be undertaken in relation to major services underground.

Further detailed assessment will need to be undertaken at the detailed stage of the Master Plan.
The implementation of the Palmerston City Centre Master Plan 2030 will occur over many years. The staging will be influenced by:

- market demand and population growth;
- finance availability;
- cost of new infrastructure;
- development opportunities within the centre;
- Council and NT Government developing their land holdings;
- existing lease agreements, options and arrangement;
- the timeframes for the redevelopment/extension of the Palmerston Shopping Centre; and
- the future development and uses of sites outside the main “square”.

In consideration of practical options, this Master Plan has assumed the staging as follows:

- **first 5 years**
  - Council develops its land on The Boulevard and The Boulevard is realigned to be a “civic way”; the NT Government commissions development on its centrally located land, planning for the reconfiguration of Roystonea Avenue occurs and planning for the reconfiguration of Goyder Park, the triangular site could be developed and the Palmerston Shopping Centre will remain but its tenancy start to change.
  - (Likely to be Stage 1, 2 and 3)

- **05-10 years**
  - Council begins to implement public realm, triangular site is matured and the Palmerston Shopping Centre closes in its current form and is redeveloped in parts. The Palmerston Library and Community Centre is expanded.
  - (Likely to be Stage 4)

- **10-15 years**
  - Palmerston City Centre redevelopment of its current Council site, Council begins to link to adjacent uses, and built form changes to some retail, entertainment, civic uses, with commercial and residential density.
  - (Likely to be Stage 5)

- **15+ years**
  - Palmerston City Centre begins to develop as a functional City Centre.
  - (Likely to be Stage 6)

Staging Plans have been developed to illustrate possible staging development over the fifteen years. It is recognised that the staging may alter over time as its “influences” as outlined above occur.
A new Civic Way will provide initial structure to Palmerston CBD. This will be supported by a straightened and formalised Koullias Lane. A new link to Georgina Crescent in Yarrawonga will enhance the daytime economy of Palmerston allowing workers to access the City Centre more easily. New retail including restaurants are proposed to face onto an enhanced town park developed around the existing water tower. The existing shopping centre is supported through additional retail floorspace with loading from Kilgour Lane.

Council begins to plan and redevelop its Council owned land adjacent to The Boulevard for civic and other uses.
The completion of the waterpark and the potential to move the bus interchange will make it possible to redevelop the existing bus depot site. If combined with the redevelopment of the existing Bunnings, it will be essential to complete the redesign Roystonea Avenue into an urban boulevard with sufficient lanes to cater for future traffic, but also service roads to allow parking and direct access to adjacent sites and buildings. It is proposed to extend Chung Wah Terrace to join Roystonea Avenue at Yarrawonga Road. This will make it possible to increase the development of housing in and around Charles Darwin University. This will support both the university and the City Centre of Palmerston.

Provision of high density housing and tourism/hotel facilities within the City Centre also begin to occur.
It is anticipated that bulky retail is likely to be displaced in the Centre itself, but needs to be located to be accessible to the region. The intersection of the Stuart Highway, Roystonea Avenue and Tiger Brennan Drive (triangular site) is highly visible and accessible. A new retail centre at this location may occur (Appendix E). If this were to happen the existing shopping centre located south of the Chung Wah Terrace and Temple Terrace roundabout may be impacted and be redeveloped possibly as new small retail type tenancies, or possibly a change of use, such as high density residential development. High quality landscaping of Roystonea Avenue should be extended to the intersection with Stuart Highway.
An improved Roystonea Avenue may induce properties along its boundary to face the avenue, particularly if on-street parking is provided along service roads. These industrial properties may then include showrooms which face onto Roystonea Avenue and encourage further development in Yarrawonga. This will lead to increased economic growth, jobs and improved presentation along this important arterial.

Various Council sites are redeveloped including the Palmerston Library and Community Centre.
A more attractive Palmerston City Centre should be a place people want to live in and around. Increased residential development within the centre and on land adjacent should be encouraged to make this a vibrant and active centre for the benefit of all residents, workers and visitors.
When the existing shopping centre reaches the end of its useful economic life and is in need of redevelopment, this may include several new public streets. The centre itself could be redeveloped to increase retail floorspace, while still providing a pleasant shopping experience. Lanes are incorporated to facilitate ease of loading and servicing, while new streets connect and integrate the redeveloped centre.
Current
Stage 1
Stage 2
Stage 3
Stage 4
Stage 5
Stage 6
To ensure good design outcomes associated with the Palmerston City Centre Master Plan, City of Palmerston have developed broad urban design principles. Urban design principles illustrate the manner in which the Master Plan can achieve good sustainable public realm, around which the built form is designed.

The next stage of the project should be the development of detailed design built form guidelines and associated planning controls for the built form.
Principle 01

The existing city circuits, boulevards and roundabouts are re-aligned and reconfigured into great urban streets which are well contained by a continuous edge of buildings with active ground floors providing activity and vitality in the streets.

This Principle is implemented in the Palmerston Master Plan by the following guidelines:

> The existing disconnected road network should be connected into a coherent framework of urban streets in the City Centre.

> The streets in the City Centre to balance the needs of all users, especially pedestrians.

> Reconfiguring The Boulevard to create a new urban street (Civic Way) connecting Chung Wah Terrace to Roystonea Avenue and create a 27 metre wide “main street” defined by high density ‘mixed use’ development.

> Positioning buildings to provide a sense of cohesion and continuity to the streetscape, with minimal setbacks, active ground floors, and entry and exit directly from streets.

> Designing streets as places for people and encourage walking, sitting, eating, entertainment, relaxing and enjoying the surroundings. This includes the arterials which surround the City Centre.

> Buildings are positioned to reinforce the street alignment with minor variation in setback.

> Creating a well-connected network or grid of streets to improve way-finding, usability and ease of access within the centre. This is reinforced by street tree planting and on-street parking as well as footpaths on both sides of every street.

> Scaling buildings to produce a well proportioned street cross section. Ratio’s of 1:1 down to 1:3 are preferred.

> Enhancing the City’s urban and natural corridor systems by the use of appropriate landscape treatment such as verges and tree-planting to reinforce green corridors and the street hierarchy of the city.

> Artful street lighting is designed to support the creation of a safe and useable Public Realm after dark.

> Requiring all new buildings to have active street frontages with no blank walls, mirrored or reflective glass loading bays facing onto the streets.
02
a city centre
for people

**Principle 02**

Promenades and Streets for people to stroll, visit and enjoy. Palmerston City Centre needs to boost its visual image and perception of the city to attract people.

This Principle is implemented in the Palmerston Master Plan by the following guidelines:

> Enhancing Palmerston’s image; by upgrading the built form, open spaces and landscaping, encouraging life into the city and ensuring that future development opportunities attract high quality design outcomes.

> By removing and discouraging negative spaces, blank walls, loading bays and non-active ground floor adjacent to the Public Realm.

> The creation of a harmonised, legible and welcoming public domain throughout the City Centre and immediate surrounding areas with public spaces, street trees, safe environment and covered walkways.

> Replacing roundabouts to improve pedestrian crossing opportunities so that people gain access to the City Centre across the streets more easily.

> Providing weather protection along footpaths, shaded connections, well landscaped streets and plenty of public seating areas to support pedestrians.

> Creating special places where people can gather and come together as a community and supporting these places with activities which make them vibrant and active through extended periods of the day. The new public park is the key to this “special place”.

> All ground floor frontages to ensure active, attractive and quality building edges.

> Requiring all access, crossings and amenities are Disability Discrimination Act compliant and meet Australian standards.

> Encouraging street artwork and places of visual interest so that local people and visitors are entertained by art.

> Encourage a mix of uses within the City Centre including cinema, community centre expansion, restaurants and residential units.
Principle 03

Sustainable City Centre and “green” buildings that reduce the amount of natural resources they use and the level of impact they have on the environment. This means improving the attraction and function of the Palmerston City Centre to reduce commuting from Palmerston to other places.

This Principle is implemented in the Palmerston Master Plan by the following guidelines:

> Creating a connected network of streets so people can walk across the City Centre.
> Ensuring the approval of innovative technologies and energy efficient building products.
> Incorporating alternative energy solutions including solar hot water, solar energy panels and wind turbines into building and public spaces.
> Designing buildings for maximum day-lighting to reduce lighting requirements through reduced width of floorplate.
> Designing to incorporate local materials and products to minimise the embodied energy of materials and products.
> Using ecologically sound building materials that are renewable, energy efficient and can reduce fossil based energy consumption.
> Reducing the reliance on air-conditioning by orientating the buildings to face north where possible and incorporate large overhangs, shading structures and cross flow ventilation.
> Designing building systems which can be serviced and maintained with local materials, parts and labour.
> Requiring quality, durable materials to limit replacement frequency.
> Reducing car dependence through the provision of an accessible and safe public transport system, encouraging and supporting walkers and cyclists.
> Reducing the wastage of land by optimising site potential.
> Encouraging high density small building footprints to ensure diversity and land use optimisation.
> Incorporating advanced waste storage, recycle and removal systems.
> Encouraging the saving and re-use of storm water through the use of water catchment, storage and re-use systems.
04 supporting a diverse community

**Principle 04**

A place for people from all walks of life that celebrates a diverse and rich Community.

This Principle is implemented in the Palmerston Master Plan by the following guidelines:

- The Public Realm is equitable in terms of access and use for people of all backgrounds and abilities.
- Respect for the indigenous history and heritage of Palmerston through the making of its buildings, public spaces, landscaping and public artwork.
- Streets are the primary Public Realm spaces which are designed to support the widest possible range of users and which encourage walking, sitting, eating, entertainment and social events.
- Encouraging residential development to bring a mix of people into the City Centre.
- Allowing a range of mix of uses to support a diversity of users of the City Centre. Creating precincts within the City Centre can assist with grouping of uses that can support each other and facilitate wayfinding.
- Encouraging greater diversity of land uses and accommodation for people covering different ages, ethnic and social backgrounds.
- Provide living, working and studying opportunities within the City Centre.
- Encourage the expansion of student campuses and accommodation around the Palmerston Charles Darwin University.
- Taking advantage of Palmerston’s close proximity to tourist attractions by providing varied levels of tourist and business traveller accommodation.
- Incorporating a greater diversity of housing types, including mixed use developments in the City Centre, medium density residences along the urban fringes, housing developments above retail ground floor uses and affordable housing opportunities in new surrounding developments.
- Increasing the choice of unique activities (living, working, shopping, learning, and playing) for people to do in any given place.
- Creating a civic heart with Council and civic facilities, community centre linked to the town green and expanded Goyder Square.
Principle 05

An interconnected network to provide access to the City Centre, linking residential areas to work, shopping and recreation activities via public transport and regional cycle networks.

This Principle is implemented in the Palmerston Master Plan by the following guidelines:

- Enhancing existing connections and create new links to facilitate ease of movement, comfort, amenity and visibility for pedestrians and cyclists.
- Enhancing local pedestrian routes and cycleways networks to provide ease of access and flowing connections.
- Reducing and restricting the number of on-site parking spaces in areas in close proximity to public transport hubs, i.e. within walking distance.
- Improving permeability and making places accessible by providing more connections so people have choices about how to get where they want to go.
- Future developments within walking distance of a future light rail or transport corridor should provide for increased height and densities, provide housing diversity, and ensure there is a high level of “natural surveillance” of the light rail by facing buildings and streets towards the light rail. i.e. no back fences to the light rail.
- Incorporating green / wildlife corridors which connect surrounding existing and future dense urban areas to the City Centre.
- Providing safer public spaces to encourage walking and use of public transport by ensuring buildings face onto the public realm.
- Roundabouts are replaced by more pedestrian-friendly traffic management devices.
- Create an attractive Public Realm through the design of public open spaces, attractive landscaping, shading and street art, which makes for enjoyable, safe and pleasant walking, cycling and motoring journeys.
- The bus interchange, if relocated, should be accessible through the creation of pedestrian walkways. Retain and enhance well located and designed bus stop around and within the City Centre.
- Redesign of Roystonea Avenue to allow for service roads and a middle landscape median.
- Providing and allowing pedestrian, cycle and vehicular access every 22m from the main roads into/out of City Centre.
Create an accessible, family-friendly destination with a range of unique experiences for all age groups to attract visitors and tourists.

This Principle is implemented in the Palmerston Master Plan by the following guidelines:

- Creating an easy to use network of streets and connected public spaces in Palmerston.
- Incorporating co-ordinated signage and welcome information directing people to Palmerston from the Stuart Highway and wayfinding signage of the different precincts within the City Centre.
- Providing ease of parking for larger vehicles and vehicles towing caravans.
- Catering for a wide range of activities for a wide range of visitors, including families and younger people including alfresco dining opportunities along streets, recreation opportunities for all ages, clear signage to amenities, provision of playgrounds, landscaped open spaces which facilitate a wide range of activities and events in the Public Realm. The Memorial Park will provide for a “special place”.
- Identifies opportunities to develop places of interest to families and visitors i.e. museums and virtual experiences.
- Incorporates and enhances a community square to support the creation and enhancement of a sense of place and a sense of community in Palmerston. This is proposed to be located near the water tower and Goyder Square.
- The Boulevard shall be a venue for eating and drinking in cafes, restaurants, bars and hotels along the main city streets.
- Supports the enhancement of a University City, attracting students from all over the world to come and study and live in Palmerston.
**Principle 07**

Buildings are oriented to provide a high level of “natural surveillance” of public streets, parks and squares to ensure increased safety and perception of safety in those public places.

This Principle is implemented in the Palmerston Master Plan by the following guidelines:

> Requiring all buildings to face onto streets, with windows and doors opening directly towards the street. This increases the level of activity in streets, the number of “eyes on the street” and the level of “natural surveillance” in streets.

> Requiring building designers and developers to avoid the use of blank walls, highly reflective glazing treatments and the placement of loading bays adjacent to streets. Every blank wall reduces the level of “natural surveillance”, safety in streets and the perception of safety in streets and should be avoided.

> Traffic movement should be managed whether with pedestrian crossings, changes in materials or landscaping to ensure safe crossing for pedestrians.
**Principle 08**

Provide Palmerston with the amenities, facilities, jobs, guidance and governance required to reduce the need for residents to travel to Darwin and to attract people to invest or visit Palmerston.

This Principle is implemented in the Palmerston Master Plan by:

- Providing high quality buildings or investment sites in a central destination for companies and employers to invest and bring business and jobs to the City Centre.
- Catering for growth induced by the “movement economy”. That is opportunities are created for businesses to locate and be accessible in high exposure locations. Roystonea Avenue with access lanes facilitates access to sites either side of this important arterial.
- Supporting the continued growth of CDU and proposing close integration with surrounding areas and the City Centre.
- Providing a focus for government expenditure and investment on key catalytic infrastructure.
- Suggesting that firm Development Guidelines be prepared to give investor and developer certainty.
- Creating a high quality Public Realm enables investors and developers to be certain that an attractive and vibrant urban environment will be delivered. This improved presentation is more likely to attract high value and new economy businesses than the current condition of streetscapes.
- Enhancing connections with Yarrowonga industrial area, potentially further supporting the daytime economy of the City Centre.
- Creating active and vibrant streets to increase the number of people moving along streets between stores and other destinations. This will aid the growth of non-retail employment demand in these areas by inspiring co-location with better presented retail.
- Proposing higher density development in and around the centre to create strong population base to support the businesses within the City Centre.
- Proposing mixed use developments in the City Centre which will support retail at ground floor and to have people living and working in the city.
- Planning controls should allow for buildings to 6-8 storeys, and 1:1–1:3 floor space and associated with provision of parking on-site and good design guidelines.
The City of Palmerston has also developed a “visionary Palmerston City Centre Master Plan” which is a futuristic concept plan that transforms Palmerston into a thriving tropical metropolis post 20 years. This Plan takes the Palmerston 2030 Master Plan one step further as it aims to re-develop and remove existing buildings and infrastructure in order to achieve a better design outcome for the city.

The visionary Plan may, or may not, be realised, however broader thinking is necessary in order to strive to achieve the vision and principles for the Palmerston City Centre.

Concepts of the visionary Plan:

> The proposal for the visionary Master Plan is a City-bypass road which will remove the need for a 6 lane Roystonea Avenue and thereby removing the potential of a physical barrier between the existing City Centre, CDU and Yarrawonga.

> The visionary Plan has allowed Roystonea Avenue to become a Urban city street that connects the Northern growth corridor to the existing City Centre. The extension of Chung Wah Terrace from University Avenue to the Stuart Highway creates a direct connection between the Charles Darwin University and the City Centre, reinforcing the potential of Palmerston becoming a city that is supported by a successful University.

> Chung Wah Terrace will become the main transport corridor connecting the centre of the existing Palmerston population base to the Palmerston City Centre and to Darwin with the proposed Light rail transport network.

> The proposed mixed-use bus terminal hub has been positioned on Chung Wah Terrace to connect with the Light rail network, the University, the Northern growth corridor, the existing City Centre and the surrounding high density residential areas.

> A network of urban streets have been extended through from the existing City Centre to the northern City Centre expansion zone connecting to the existing streets of Yarrawonga to create a series of urban connections.

> The large triangular shaped commercial site has been broken up with a series of streets to create a bulky goods and home maker village area, allowing the existing CBD to remain the focus for the retail and commercial precinct in the future.

> The existing Palmerston shopping centre’s large footprint building has been removed to make way for a higher density smaller footprint shopping centre to allow the urban city streets to connect through from Temple Terrace to University Avenue.

The visionary Master Plan aims to strengthen existing connections, integrate existing industries into the City Centre by removing physical barriers and potential constraints to create a prosperous city that is capable of accommodating the influx of population of the Greater Palmerston Region over the next 15 years.
Figure 22. Visionary Master Plan
implementation
The Palmerston City Centre Master Plan has been supported with broad urban design principles and guidelines. However, experience has indicated that a Master Plan is not achieved if it is not associated with an Implementation Plan.

An Implementation Plan needs to include:

> Governance arrangements
> Funding options
> Immediate Council actions
> Process for a way forward
City of Palmerston needs to take an active and leadership role in order for the Master Plan to have the opportunity to be implemented. It is understood that City of Palmerston cannot implement any changes to the Palmerston City Centre by itself. The City of Palmerston needs to work and liaise with the NT Government as well as major landowners and obtain input and comments from the community.

The proposed governance arrangement:

**Management of the Palmerston City Centre process**

The management of the implementation of the Master Plan, particularly the actions going forward include:

> **Council leadership**
> 
> Council should identify a “champion” and project manager to lead and direct the project.

> **Management Committee within Council (accountability and probity)**
> 
> A Management Committee or subcommittee of Council should be established with the Mayor as the Chairperson to take accountability for the project. The Management Committee should:
> 
> » Provide strategic direction for the project
> » Manage any key relationships external to Council
> » Manage any probity processes when developing its own properties, or entering into a partnership with a developer or joint venture partner.
> » Undertake any negotiations and discussions with the NT Government.
> » Manage any finances related to the project

> **Partnership with the NT Government, particularly during the transition process to implementation part of the Master Plan**

Setting up a process with NT Government, subject to probity and legal requirements, to partner with government for the development whether jointly or coordinated, of the key government sites in the City Centre.

> **Planning process where Development Advisory Services (DAS) ensures consultation with Council prior to submission or during assessment for all Development Applications (DA).**

The Development Consent Authority is the consenting body for all Development Applications. Council provides comment to Development Advisory Services on all applications.
It is recognised that City of Palmerston is not the consent authority for decisions on proposed developments, however Council would like to ensure that good quality outcomes are achieved in the City Centre. A proposed governance arrangement would be to set up a process which does not alter the legislation, rather relies on a good working relationship and process with Council and NT Government.

It is proposed that DAS ensures that each DA submitted within the Palmerston City Centre has been discussed with Council and Council reflect this in its response back to DAS. Council will provide a written comment, as in the current legislative requirement, however in the assessment DAS should also ensure that the DA achieves the objectives and principles of the Master Plan.

Management Committee within Council or Development Authority to develop its own land

Many of the development opportunities within the City Centre can immediately occur as they would be on Council owned land.

A specific Management Committee or Development Authority should be established to ensure that Council, as a developer or joint venture partner, follows due process, is aware of probity process so that conflict of interest is managed.

The Management Committee can be the body that calls for tenders and after following due process enters into contracts for developing the outcomes.

Council ongoing governance

The outcome of the Palmerston City Centre Master Plan should be included with Council’s Corporate Management Plans. Council should delegate to the relevant Council Department to implement:

Traffic management issues
- Refine the traffic management analysis and implement good outcomes
- Assist in implementing traffic measures identified in the Plan
- Consider traffic management issues within the Centre
- Liaise with NT Government on the traffic management on major roads

Landscaping and public realm implementation and maintenance
- Develop a detailed landscaping plan for the City Centre
- Identify priority areas to be landscaped and maintained, such as the new town green and main road (The Boulevard) landscaping
- Monitor and adjust as the Centre grows
The City Centre will only be implemented if funding is set aside or funds sourced for development to occur.

**Council funding and budget**

- **Operating budget**
  
  In order to progress the study, allowance should be made in the operational budget in 2011/12 and beyond. The next steps (in the section below) provide an outline of the actions.

- **Capital budget**
  
  At this stage in the project, no detailed costings or capital estimates have been undertaken. There is therefore no budgeted allocation set aside in the 2011/12 budget. Following the next stage of the project, it may be necessary to make provision in the capital budget of Council.

  It is likely that the implementation of the City Centre Master Plan will have future impact on the capital budget, such as creating the new town green or realigning roads.

**NT Government funding and budget**

The NT Government has committed to various current projects, such as the Water Park and the super clinic in 2011 and 2012.

Council will liaise with the NT Treasurer to understand future funds and budgets and whether budgets can be aligned with the vision and needs for the Palmerston City Centre.

**Commonwealth funding and budget**

City of Palmerston will liaise with Infrastructure Australia and COAG in order to obtain an overview of relevant funding and make applications for specific projects on a needs basis.
The Palmerston City Centre Master Plan 2030 in an initial framework that requires further detailed work to develop absolute floors areas, height and planning controls. Once the urban design and planning controls have been developed in detail, the Master Plan can support:

- A rezoning to achieve the correct zoning and planning controls under the Planning Scheme
- Develop an Area Plan or Development Plan for the City Centre
- Ensure that the Design Guidelines are adopted as a Reference Document

The Council can submit a rezoning/Development Plan application for approval by the consent authority.

The Plan needs to be approved by the Consent Authority.

Social development and car parking are key issues that support the implementation of the Master Plan. Associated strategies to be developed and included as part of the planning framework are:

- Undertaking the development of a car parking strategy for the City Centre, which can be used to review car parking rates, contributions and amendments to the Planning Scheme.
- Community Facilities Strategy to assess the need and timing to expand and redevelop existing or new community facilities and services in the City Centre.
The Palmerston City Centre Master Plan provides for many development opportunities for Council, NT Government and the private sector/landowners.

City of Palmerston has identified the immediate priority of providing guidance and implementing the development of the “super block” (lot 10026 and 10025) land or alternatives related thereto. The primary focus on the super block land is as a result of the NT Government calling for and announcing the Expression of Interest over the land, without a framework, such as this Palmerston City Centre Master Plan.

**Figure 23** indicates the lots identified for short term development opportunity.

City of Palmerston has developed concept plans for the development opportunity sites. The concept plans are based on the vision, principles and guidelines of the Palmerston City Centre Master Plan.

**Figure 23.** Development opportunity sites identified

A separate Master Plan for the Council owned sites has been prepared and can be read in association with this Master Plan 2030.
Lot 9635 is a narrow rectangular shaped site that has a 23m frontage to the Civic Way street and a 100m frontage to the Hilson Street laneway. The proposed civic centre commercial building, is a modern contemporary styled building that aims to maximise the use of the site, with vehicular access off Hilson street laneway.

The building aims to maximise on the positive active building edges by providing approximately 95% ground floor interaction to both adjacent street frontages. The dominant slim rectangular shape of the site is broken up by the modern curved shaped windows that wrap around the building facade giving the appearance of soft edges and inviting people into the Hilson Street laneway.

At Ground level there is potential to create pedestrian and vehicular connections to the adjacent sites – Lot 10026 & Lot 10025. The access driveway to the two or three levels of basement car park could also provide access to service areas or car parking to the adjacent sites.

The development of the building on Council owned land should be iconic/a landmark and accommodate the main civic and community facilities. It would best be developed as outlined in Option 3.
option 2

Lots 9635, 10026, and 10025 (NTG owned lot where EOI is located)

By combining Lots 9635, 10025 and 10026 provides approx 10,000m$^2$ of developable land in the centre of Palmerston City, this is nearly 4,000m$^2$ larger than the superblock parcel of land.

By providing access to services and basement car parking from the Hilson Street laneway, this allows a ring of retail and commercial spaces along the three boundaries. This will maximise the ground floor interaction active street frontages to The Civic way, the Palmerston Circuit and Koullias Street. These ground floor spaces will have off street parking, alfresco dining, busy shops, cafes and restaurants creating a vibrant City Centre.

There could be three levels of commercial space above the retail, providing a large space of prime commercial leasing space. A 12 storey high residential / serviced apartments tower will provide views to the north-west towards Darwin Harbour. There is potential for a 7 storey Commercial tower facing South-East towards Civic Way – subject to the depth of the basement car parking. There will be a shared basement car parking for the mixed-use development that will be accessed and exited from the one way Hillson Street.

This large development could potentially provide Palmerston with a innovative and iconic commercial space that could attract many corporate businesses into the centre of Palmerston.

This option however requires significant discussions between the NT Government, Council and the successful developer.
Lot 10024 is restricted by its size and shape and Lot 9635 could be more efficiently developed with Lot 10024 and Lot 9609. By combining the lots and creating a pedestrian linkage along Hillson street (virtually closing it to motorists), a new City Centre civic hub can be created.

A 10 storey development (residential or tourism) above a five storey civic centre/community centre and library facing The Boulevard, linked with a pedestrian walkway and civic square to the car parking structure on Lot 10024. In addition basement parking supports activation along The Boulevard, supported by civic, commercial and retail activities spilling onto the street. The recreation centre, community centre or even if a future police or library use, can also be accommodated adjacent to the civic square. A NLA of around 25,100m² can be accommodated, including a ground floor of around 3,000m², provides an effective iconic and landmark civic building in the City centre.

Hillson Street becomes the civic square, open space and encourages safe and efficient pedestrian linkage.
Option 4
Lots 9635, 10025, 10026, 10024, and 9609

As all sites will be redeveloped in this option, there is an opportunity to improve access to the sites by turning the access lane through 90 degrees. All sites then have equal access and are facing to the main streets – Civic Way and The Palmerston Circuit. This enables the long length of the block to be subdivided as the market dictates, the plan shows the Lots subdivided into 30m frontage lots. The lots which face north-west will be primarily cafe/retail/commercial at ground floor and with three residential towers over. The north facing residential towers will maximise on the view towards Darwin city and the Harbour.

There will be 2 levels of commercial space spanning between the residential towers, this space will also allow for parking.

The south-east sites will have a high-rise commercial tower facing South towards Civic way. There will be ground floor retail to activate the street encouraging Civic way to be full of vibrant life. All of the services and basement car parking access will be hidden in the lane way behind allowing for the Civic Way and Palmerston Circuit to be full of busy shops and alfresco dining.

This option also allows for much better streetscape and on-street parking on Civic Way. Lot 9609 has been widened to continue the same street cross section as the adjacent Lot 10026.
# Actions

For City of Palmerston to progress the development of the City Centre Master Plan the following have been identified as key actions:

<table>
<thead>
<tr>
<th>ITEM</th>
<th>OBJECTIVE</th>
<th>WITH WHOM</th>
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<tbody>
<tr>
<td>Coordinating planning of the City Centre and CDU campus for the benefit of the community</td>
<td>Liaise with CDU University on understanding their growth, proposed land use and Master Plan for the future with CIC</td>
<td>CDU and CIC</td>
</tr>
<tr>
<td>Improved access and linkage between the City Centre, CDU, Roystonea Avenue and improved traffic flow</td>
<td>Negotiations and review to see if major services can relocate, look at alternative site or adjusted access arrangements</td>
<td>Optus</td>
</tr>
<tr>
<td>Development of “super lot”</td>
<td>Liaise with and provide comment to the successful developers and NT Government on the best outcome for the City</td>
<td>NT Government</td>
</tr>
<tr>
<td>Undertake concept plan and feasibility on one key Council owned site</td>
<td>To determine the development model and proposed uses and feasibility of developing a key Council site.</td>
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<td>Water Park</td>
<td>Consider/understand the detailed design, use of car park and transit hub design and function</td>
<td>NT Department of Lands and Planning</td>
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<tr>
<td>Roystonea Avenue</td>
<td>Liaise and discuss the change of Roystonea Avenue – its function and design in the future.</td>
<td>NT Department of Roads Network</td>
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<tr>
<td>Palmerston Shopping Centre</td>
<td>Understand their redevelopment plans, timing of leases, and work with them towards a good outcome for the City</td>
<td>Landowner/owner of Palmerston Shopping Centre</td>
</tr>
<tr>
<td>The Hub</td>
<td>Understand their redevelopment plans, timing of leases, and work with them towards a good outcome for the City</td>
<td>Landowner/owner</td>
</tr>
<tr>
<td>Consultation</td>
<td>Develop a consultation strategy and implementation thereof to obtain communities input into the Master Plan</td>
<td>Community</td>
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<tr>
<td>Community facilities</td>
<td>Review and the assessment of community facilities to determine the future expansion of the library, community and recreation centre</td>
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<tr>
<td>Realignment of The Boulevard</td>
<td>Detailed analysis and design for the realigned The Boulevard to determine subdivision and servicing requirements</td>
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<tr>
<td>Car parking strategy</td>
<td>Development of a City Centre car parking strategy as per page 101</td>
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The Palmerston City Centre Master Plan 2030 has provided Council with the vision, principles and guidance for the future direction of the City Centre.

The City of Palmerston will continue to play an active and leadership role in achieving a sustainable City Centre that can meet the needs of its community. For this reason, future work will be undertaken on specific aspects outlined in the action plan so to obtain details for its implementation.

The Palmerston City Centre Master Plan 2030 will be referred to the NT Government and an application made for the Master Plan to be included into the NT Planning Scheme.

City of Palmerston looks forward to working with the community and government in implementing the Plan so that Palmerston can have a vibrant and sustainable City Centre.

Palmerston City Centre that will be 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 support a variety of activities, events, informal gathering spaces and entertainment, sustained by safe and convenient public transport and pedestrian links to the wider community.