



Planning Scheme Amendment

To

Amend Part 2 (Strategic Framework) of the NT
Planning Scheme to include the:

Lloyd Creek Rural Village Area Plan

January 2024

Contact

Name	Gerard Rosse
Position	Director
Email	gerard@crtpc.com.au

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Table of Contents

Contact	0
Important Note	1
Document Control.....	1
1.0 Introduction	3
2.0 Site and Locality	4
2.1 Site.....	4
2.2 Locality.....	6
3.0 Site history	7
4.0 Lloyd Creek Rural Village.....	8
5.0 – Background Documents	9
6.0 Northern Territory Planning Act Section 12A(2)	10
6.1 Section 12A(2)(a) – Explanation of the Proposed Amendment	11
6.2 Section 12A(2)(b) – Purpose and Effect of Amendment.....	11
6.4 Section 12A(2)(d) – Community Consultation	17
7.0 Conclusion.....	17

1.0 Introduction

Cunnington Rosse Town Planning and Consulting have been engaged by Intrapac Property to prepare, lodge and manage a submission requesting the Minister for Lands and Planning to amend the Northern Territory Planning Scheme, specifically Part 2 (Strategic Framework) of the Scheme to include the Lloyd Creek Rural Village Area Plan into the NT Planning Scheme.

The proposed Lloyd Creek Rural Village Area Plan seeks to progress the concept planning for the greater Lloyd creek site. The proposal of an Area Plan for the site does not propose to subdivide the site, nor does it propose to rezone any land, but rather seeks to progress the strategic planning for the site for the inclusion of an Area Plan in consultation with the community, a step previously missed for development of the site. The Area Plan proposes a vision statement for the proposal to capture the aspirations for the Lloyd Creek Rural Village and provides context to the planning principles. The proposed planning principles throughout the draft Area Plan provide an overarching statement of policy, including context and background to that statement. The Area Plan is informed by a number of background documents and research pieces, attached to this report.

This application is made pursuant to **Section 12A** of the Northern Territory Planning Act, and the report describes the nature of the proposed amendment, considers the relevant provisions of **Section 12A(2)** and **Section 13(1)** of the Act, and provides justification for the proposed amendment in relation to Northern Territory strategic planning policy and direction.

In preparing this submission, consultation has been undertaken with the Northern Territory Department of Infrastructure, Planning and Logistics.

This report (and application) is to be read in conjunction with the following attachments:

- Attachment A:** Lloyd Creek Rural Village Draft Area Plan
- Attachment B:** Lloyd Creek Draft Concept Plan
- Attachment C:** Lloyd Creek Rural Village Engineering Services Report
- Attachment D:** Lloyd Creek Rural Village Economic Benefits Assessment Report
- Attachment E:** JWS Community Research Report NT

2.0 Site and Locality

2.1 Site

The site is identified and described in **Figure 1** and **Table 1** below.

Parcel	Sections 5827, 507, 5758 & 5761 Hundred of Strangways
Landowner	Koolpinyah Station Pty Ltd and Norama Enterprises Incorporated
Land Area	2641 hectares
Easements	Access and Electricity Easements
Zone	R (Rural) and RL (Rural Living)

Table 1: Site Details

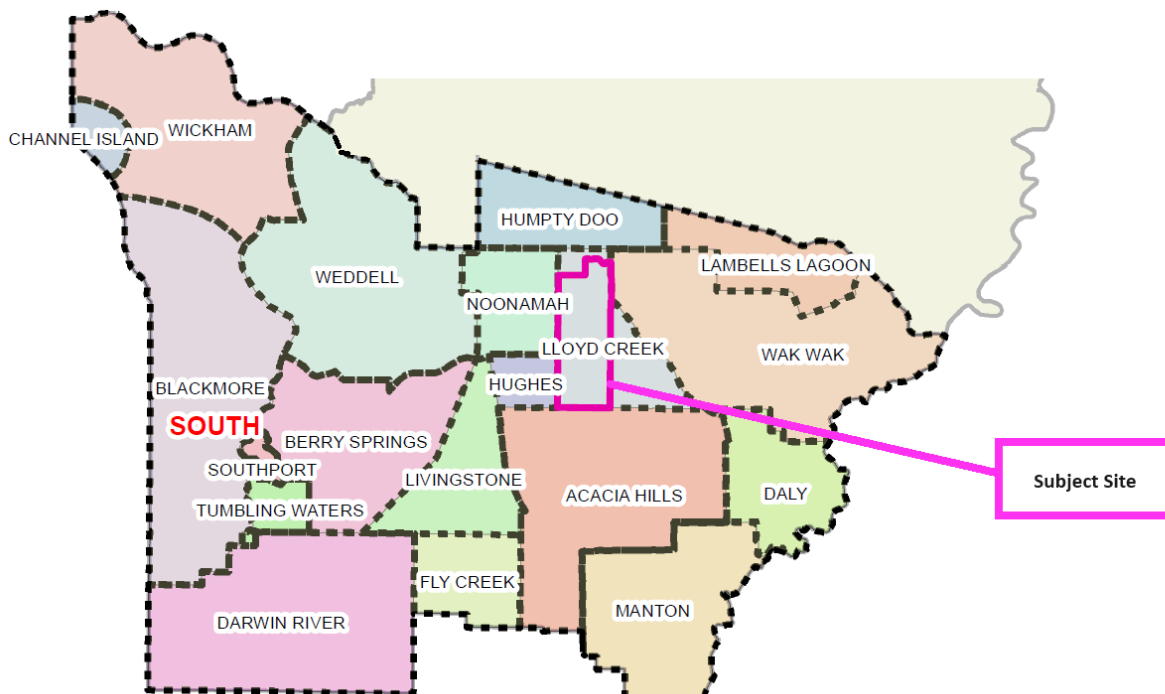


Figure 1: Subject site

The subject land comprises of four allotments within the suburb of Lloyd Creek situated approximately 36 kilometres south east of the Darwin CBD. The site has a combined total land area of approximately 2641 hectares. The site is mostly undeveloped ex pastoral land with an telecommunications tower located towards the south of the subject site. The site also contains Section 5759, which acts as an extension from Alverly Road located towards the west of the site. Section 5759 is owned by the NT Government and is proposed to be a future road and services corridor. The subject site is bound by Redcliff Road to the west, Townend Road to the south and Mocatto Road to the east.

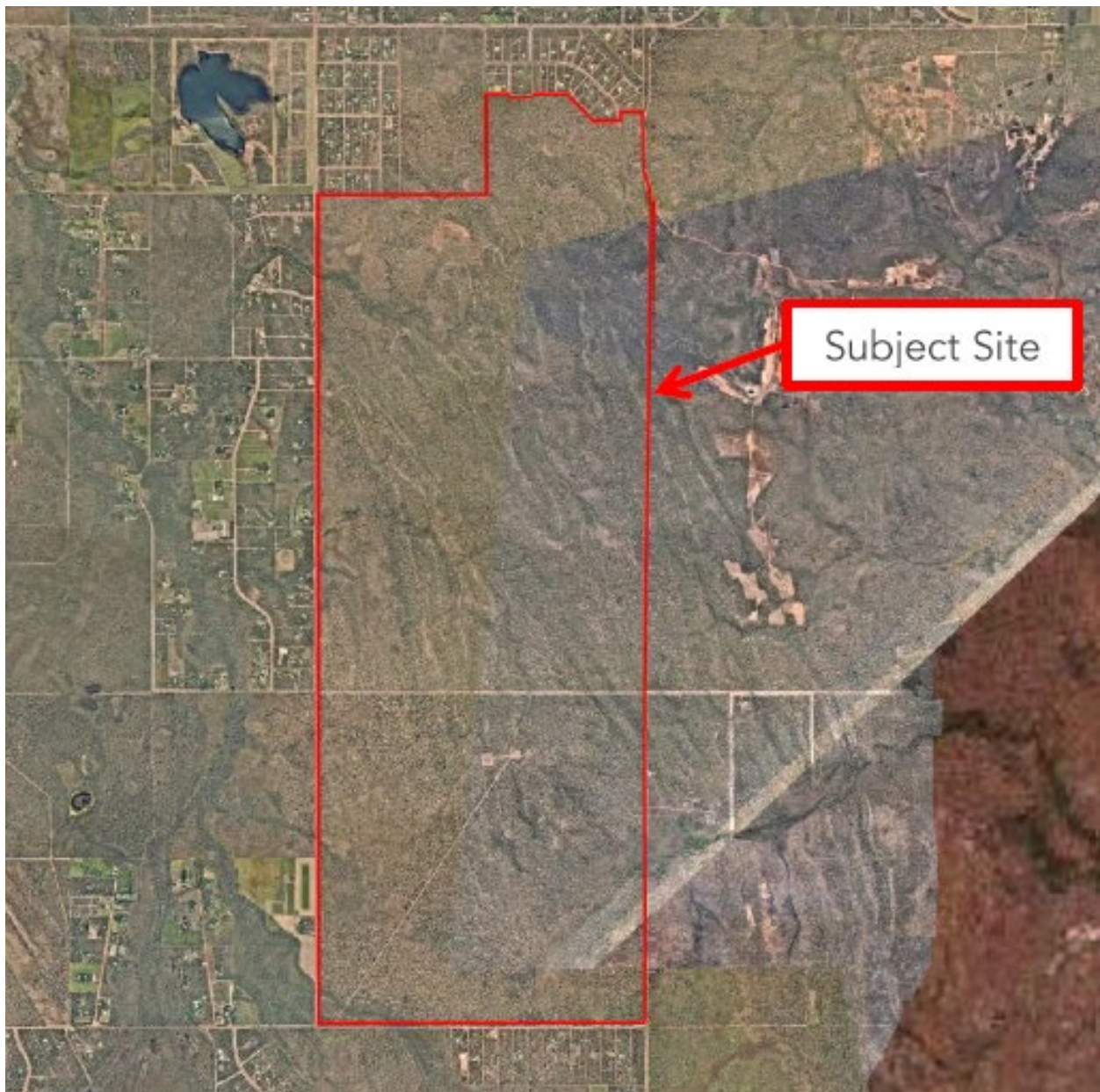


Figure 2: Subject site (Aerial)

2.2 Locality

Figure 3 demonstrates the zoning layout in the immediate proximity of the site. The subject land is located in the primarily rural suburb of Llyod Creek, within the Litchfield Council municipality. The immediate locality consists of land in Zone R (Rural) and RL (Rural Living), predominantly used for agricultural and residential (rural) purposes.

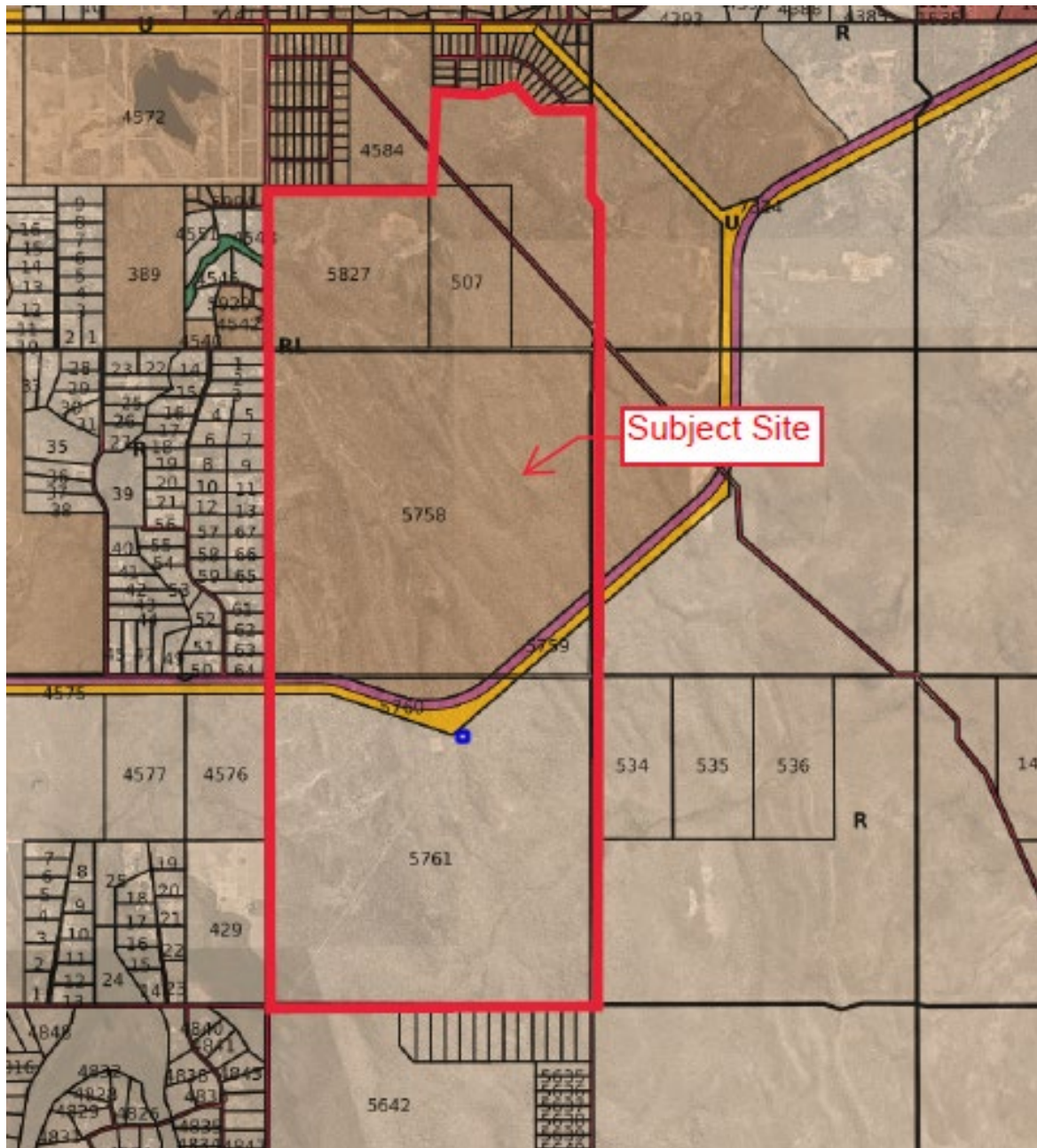


Figure 3: Zoning layout

The broader locality includes the suburb of Noonamah to the west, the township of Humpty Doo to the north and the locality of Wak Wak to the east. The Stuart Highway is located 4.3km west of the site and within proximity along the Stuart Highway is the Noonamah Tavern, the Noonamah Tourist Park and the Noonamah Rodeo. Approximately 7km to the north is Humpty Doo, which contains several commercial, educational and recreational uses along Freds Pass Road and Arnhem Highway. These uses include the Humpty Doo Hotel, Humpty Doo Tavern, Humpty Doo Central Complex and Humpty Doo Plaza. Educational facilities include Taminmin College, St Francis of Assisi Catholic Primary School and Humpty Doo Pre School. Recreational uses include the Humpty Doo Village Green and the Humpty Doo Bowls Club. Further east along the Arnhem Highway includes popular NT tourist attractions including Pudukul Aboriginal Cultural Tours, Window on the Wetlands and the Adelaide River crocodile jumping tours.

3.0 Site history

A planning scheme amendment for a previous proposal (Noonamah Ridge) to rezone the subject site was lodged in 2018 and subsequently refused by the Minister for Infrastructure, Planning and Logistics. The reasons for the refusal outlined by the then Minister were:

- Community concern for the development about the development, including concerns about the impact it would have on the amenity and lifestyle of those living in Darwin’s rural area.
- The development is not within close proximity to current urban / peri-urban growth fronts in the region, which are currently focused around Palmerston and Berrimah and the proposal would therefore result in “out of sequence” development.
- The lack of local and regional infrastructure to support up to 4200 new lots in this location.
- In the public interest to ensure long term protection of the underlying groundwater resource and inadequate information available in regard to how this can be achieved in the context of the development as proposed at the time.

Since this time, the proponent has engaged local consultants, undertaken further studies, investigations and community surveys to formulate a new proposal for the site which responds to the above refusal items and considers community feedback on the development vision for the site.

4.0 Lloyd Creek Rural Village

The proposed Lloyd Creek Rural Village Area Plan seeks to progress the concept planning for the greater Lloyd creek site. The proposal of an area plan for the site does not propose subdivide the site, nor does it propose to rezone any land, but rather seeks to progress the strategic planning for the site in consultation with the community, a step previously missed for development of the site.

As a plan prepared by local consultants and informed by local research and engagement with the NT community, the Lloyd Creek Rural Village seeks to facilitate a new, high quality rural village 36km from the Darwin CBD. The proposal aims to cater for future rural population growth and rural living demand with a master planned Rural Village community which provides for rural living amenity, coupled with services and community recreation areas that embodies the Territory lifestyle. The new Rural Village Area Plan framework “Keeps Rural Rural” and seeks to provide a range of rural living options over a 30 year development timeframe for residents to enjoy a rural lifestyle setting.

The vision of the Area Plan seeks to ensure that the Lloyd Creek Rural Village will be established as a sustainable rural community that reflects the rural setting through development of appropriate scale and character to achieve rural amenity outcomes for residents. The proposal does not seek to compete with urban growth areas, but seeks to provide Rural lifestyle living options currently limited and lacking an infrastructure and facilities in the rural area.

The proposed Lloyd Creek Rural Village Area Plan addresses the issues that were highlighted during the previous rezoning application and contributed to the refusal determination and the proposed rural village seeks to offer prospective residents the opportunity to enjoy the rural residential lifestyle.

Specifically, the Lloyd Creek Rural Village proposes a development that features:

- Lots will feature range of sizes ensure a rural amenity is retained across the village. The proposal will have be capped at a density of 1.5 dwellings per hectare density across in the rural living Area. Rural Amenity living is at the core of the Lloyd Creek Rural Village.
- All Lots will be connected to reticulated water – Reliable water with no impact on groundwater.
- Two (2) Rural Activity Centres will be developed in the future once a population is established, providing for rural village shops, daycare and facilities – These will be small scale rural shops and associated living options with a capped density of 10 Dwellings per hectare, limited to a 600m Radius of the commercial centre. Modelled on existing rural communities such as Howard Springs and Berry Springs.
- Rural based Community Facilities – concepts include bushland recreation areas, equestrian trail riding areas and rural sports grounds, conservation estates and wide-open spaces. Rural Facilities for Rural residents.

- Waste water treatment provided on each lot to meet the NT Department of Health Standard. High Quality environmentally sensitive wastewater treatment.

The development will be privately funded, developed across a 30 year development lifespan, a development that will set a new standard of rural living in the NT. The project also has significant benefits to the wider NT. In addition to providing liveable rural lots for growing families, the construction phase predicts 280 full time construction related employees per annum and 303 predicted on going full time jobs post construction. The development is predicted to contribute approximately \$3554 million into the NT economy during the construction phase with a \$1776 million initial capital investment. The NT Government is proposing a growth strategy that is centric to a \$40 billion economy by 2030 and an additional 43 000 new residents by 2036, the Lloyd Creek Rural Village will support regional development and housing supply in the Territory.

The proposed planning scheme amendment is a logical pathway step to progress the higher-level strategic framework to the proposed Lloyd Creek Rural Village Area Plan. The proposal is consistent and complements the existing framework. The proposed amendment is not a rezoning application and is not development. It seeks community and government input into an area plan for a master planned rural village for the NT.

5.0 – Background Documents

Lloyd Creek Rural Village Engineering Services Report (Attachment C)

The report presents high-level design considerations and calculations to demonstrate servicing viability of the development for traffic and roads, stormwater, water, wastewater, power and communications. In principle all elements of infrastructure can be provided with various options available, subject to agency approval. Key elements for the project include servicing of reticulated potable water (connected to the new Strauss facility) and on site wastewater treatment for new lots.

The proposed amendment proposes suitable infrastructure services to meet the demand and facilitate future development of the Lloyd Creek Rural Village. The establishment of the nearby Strauss Water treatment facility provides the necessary connection point to the subject site, enabling the provision of reticulated water to each lot.

The residential lots will be of a size capable of accommodating onsite wastewater treatment systems subject to standards of the Department of Health. Wastewater treatment within the Rural Activity Centres will be provided to the satisfaction of the relevant authority as outlined in the plan.

In principle, all elements of infrastructure can be provided with various options available, subject to agency approval.

Lloyd Creek Rural Village Economic Benefits Assessment Report (Attachment D)

The Lloyd Creek Rural Village Economic Benefits Assessment Report outlined the potential economic Benefits to the NT resulting from the project. These include (and not limited to):

- \$3,554 M in total construction output (including both direct and indirect)
- \$1,766 M - Estimated initial capital investment based on planning guidelines and initial indicative plans over a 30-year development timeframe.
- Over 250 construction related FTE direct and indirect jobs per annum over the 30-year construction period.

JWS Community Research Report NT (Attachment E)

JWS were commissioned in 2023 to undertake research with residents of Darwin and surrounds.

The Lloyd Creek Rural Village project team sought to understand community needs, and attitudes towards rural development to inform their proposed project. The aim of the research is to inform the development planning documentation and refine the messaging about the Lloyd Creek Rural Village to address community concerns.

The aim of the research was to help refine the direction of the Lloyd Creek Rural Village Development and support a revised Area Plan submission. The research program has been designed to explore and understand Darwin residents' current attitudes and perceptions toward rural development and subdivision of a nature similar to the Lloyd Creek Rural Village Development, and to inform strategic communications and engagement efforts.

The research outcomes will inform the Area Plan and assist with the understanding of the local Darwin community's needs and desires for developments like Lloyd Creek Rural Village.

6.0 Northern Territory Planning Act Section 12A(2)

Section 12A(2) of the Northern Territory Planning Act requires that a request to amend the Planning Scheme be in writing and include:

- a) an explanation of the proposed amendment;*
- b) a statement of the purpose of the proposed amendment and its desired effect;*
- c) an assessment of the proposed amendment with respect to the matters to be considered by the Minister under section 13(1);*
- d) the details of any community consultation conducted, or to be conducted, in addition to the consultation required under this Act.*

These matters are considered below.

6.1 Section 12A(2)(a) – Explanation of the Proposed Amendment

This submission proposes an amendment to the Northern Territory Planning Scheme 2020 to include the Lloyd Creek Rural Village Area Plan in Part 2 (Strategic Framework) of the Northern Territory Planning Scheme 2020.

A draft version of the Lloyd Creek Rural Village Area Plan is provided at **Attachment A** and map at **Attachment B**.

6.2 Section 12A(2)(b) – Purpose and Effect of Amendment

This submission proposes an amendment to the Northern Territory Planning Scheme 2020 to include the Lloyd Creek Rural Village Area Plan in Part 2 (Strategic Framework) of the Northern Territory Planning Scheme 2020.

The proposed planning scheme amendment is a logical pathway step to progress the higher-level strategic framework to the proposed Lloyd Creek Rural Village Area Plan. The proposed Area plan seeks to enact the development designation for the site as per the NT Planning scheme strategic framework, which will logically take place over a long period of time and be governed by regional demand. The project has an anticipated 30 year development lifespan from commencement to completion. It is acknowledged that there are several Crown Lease developments in the Greater Darwin Area and noted that the proposed Lloyd Creek does not seek to compete with these but rather offers a different style of development appealing to an evolving demographic seeing Rural amenity living options.

The proposed Area Plan will guide future land use within the Lloyd Creek Rural Village and the proposed planning principles will guide the development of land within the Lloyd Creek Rural Village. The proposed land uses aim to cater for future population growth and support the efficient delivery of infrastructure and viability of future rural activity centres within the village.

Principles of best practice sustainable rural planning, informed by historical community feedback and development are applied throughout this Area Plan. The plan also responds and respects the surrounding rural locality and proposes a Rural Village development properly and sympathetically planned to deliver a master planning Rural community for the Northern Territory to meet the needs of existing and future Territorians.

The Area Plan is guided by the vision statement for the development which captures the aspirations for the Lloyd Creek Rural Village and provides context to the planning principles. The **Vision Statement** reads as follows:

The Lloyd Creek Rural Village will be established as a sustainable rural community that reflects the rural setting through development of appropriate scale and character to achieve rural amenity outcomes for residents.

The Rural Activity Centres within the rural village will develop as rural centres to provide community, commercial and residential facilities at a scale similar to other small scale rural activity centres in the rural area.

The planning principles throughout the draft Area Plan provide an overarching statement of policy, including context and background to the vision statement and include:

- 1. The Natural Environment** - Minimise detrimental impacts of development on the natural environment.
- 2. Rural Village Development** - Provide for rural housing choice compatible with rural village character and amenity.
- 3. Rural Activity Centre Development** - Provide for successful and diverse rural activity centres to meet the needs and aspirations of the community.
- 4. Infrastructure Servicing and Transport** - Provide suitable infrastructure services to meet demand and facilitate future development of the Lloyd Creek Rural Village.
- 5. Social Infrastructure** - Support social infrastructure that meets the needs and aspirations of the community.

Each planning principle is supported by a set of objectives and acceptable responses that provide more detailed information and guidance as detailed in the attached draft Area Plan and information by relevant supporting documents were relevant (attached to this report).

The proposed amendment is not a rezoning application and is not development application, but rather follows the orderly planning framework to progress the regional land use plan identification of the site for future development. The proposed Area Plan and the amendment process allows community and government input into the area plan for a master planned rural village for the NT.

6.3 Section 12A(2)(c) – Relevant Matters under Section 13(1)

Section 13(1) of the Act requires the Minister consider the following when considering a request to amend the Planning Scheme:

- (a) Whether the proposed amendment promotes the purpose and objectives of this Act;*

Section 2A provides the purpose and objectives of the Act. The proposed amendment is consistent with and indeed identified by the higher level strategic framework (the Darwin Regional Land Use Plan and Litchfield Sub Regional Land use Plan) and ensures that development in accordance with the strategic framework in a manner that is clear, comprehensive, efficient and effective. The draft Area Plan also seeks to protect the quality of life of future

generations with the provision of a master planned rural community aiming to deliver rural amenity allotments and a rural village product that is not currently available in the greater Darwin market.

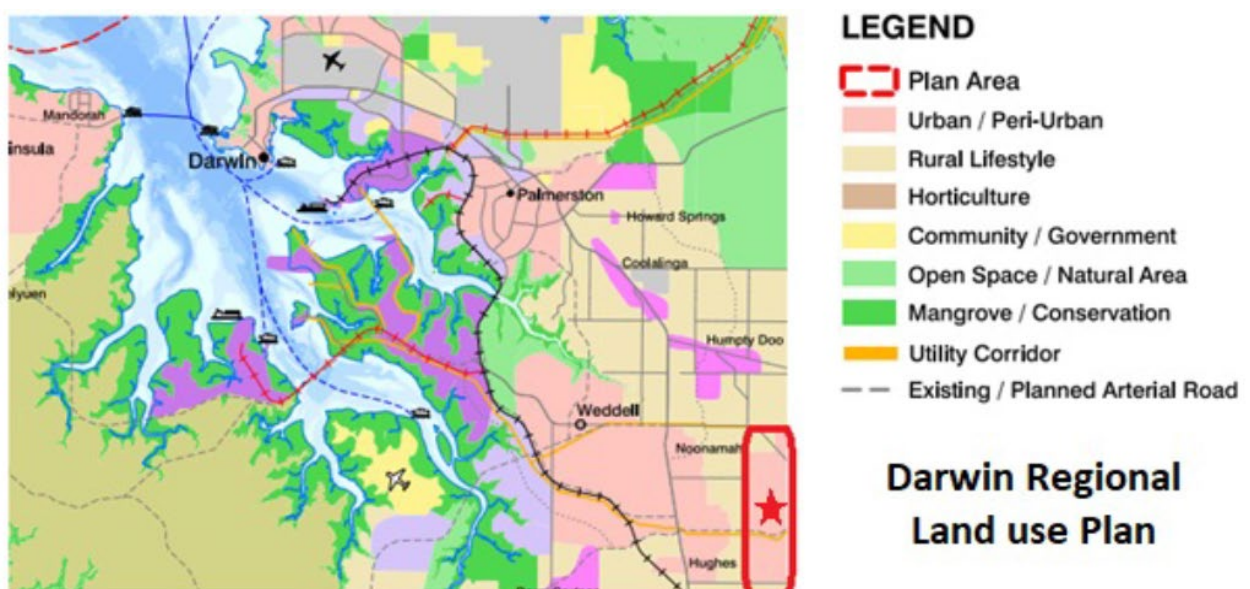
(b) *Whether the proposed amendment, other than a proposed amendment to a [strategic framework](#), is contrary to any [strategic framework](#) in the [planning scheme](#);*

The Strategic Frameworks that apply to the proposed amendment comprise of the *Darwin Regional Land Use Plan* and the *Litchfield Subregional Land Use Plan*. A draft Area Plan is provided at **Attachment A** and Map (**Attachment B**).

Darwin Regional Land Use Plan

The Darwin Regional Land Use Plan was prepared by the Northern Territory Planning Commission and incorporated into the Northern Territory Planning Scheme as a policy document in 2015. The plan provides a vision, goals and intended outcomes for development of the Darwin Region, identifies regional opportunities and the intention for development into the medium and long term. The Land Use Structure on Page 13 of the Plan identifies the subject land as Urban / Peri-Urban and within a utility corridor and planned arterial road. The proposed amendment is consistent with the Land Use Structure Plan with the Lloyd Creek Rural Village Area Plan establish a rural village with varying lot sizes with a density ranging from 1.5 dwellings per hectare (greater Rural Village Area) to 10 dwellings per hectare (Rural Activity Centre) with allotments along with transport and utilities corridor within Section 5759 that seeks to extend Alverly Road to an extension of Goode Road.

Commencing on page 12, the subject land is included as an area for greenfield development. Development could provide a range of residential opportunities including rural residential and rural lifestyle lots providing a transition to the surrounding existing rural lifestyle areas. The proposed Lloyd Creek Rural Village is consistent with these aims. It's located in an area identified under the land use structure plan for urban and peri-urban development (Future



Development), is currently an undeveloped greenfield site east of Noonamah and new rural amenity lots across varying lot sizes.

Figure 4 – Extract from *Darwin Regional Land use plan*.

On page 19 Darwin Regional Land use plan, the Plan deals with rural lifestyle areas, and provides the following key objectives:

- Identify opportunities for rural lifestyle development to meet market demand.
- Encourage opportunities for a choice of lifestyle in terms of lot size and access to services.
- Provide appropriate buffers between different residential localities to maintain and enhance the amenity of established areas and protect the natural environment.

The plan adopts basic philosophies for future residential development that includes meeting the continued demand for traditional low density rural housing on individual lots and increasing the choices in housing types on a range of rural lifestyle lots. The plan also endorses the continuation and ongoing development of rural lifestyle lots within the Litchfield Municipality with an increased range of lot sizes particularly in rural activity centres. This is achieved with the amendment proposing rural village lots outside of activity centres with a capped density of 1.5 dwelling per hectare. The proposal also includes two activity centres that seek to provide community infrastructure and support a variety of retail and commercial services.

Every lot will have a connection to power and water, with potable water coming from the Strauss Water Treatment Plant. The proposed Area Plan shows a potential water storage site adjacent to the transport and utilities corridor. The lots will be of a suitable size to accommodate on-site waste water treatment systems. The plans also provide appropriate buffers between different residential localities, particularly on the edge of the area plans site where minimum lot sizes protect the amenity of established lots in the locality.

The proposed amendment will facilitate rural development in a manner consistent with the strategic framework and application of strategic plans, with the Northern Territory Planning Scheme ensuring resultant amenity, design and use outcomes appropriately consider the surrounding locality.

Litchfield Subregional Land Use Plan

The Litchfield Subregional Land Use Plan was prepared by the Northern Territory Planning Commission and incorporated into the Northern Territory Planning Scheme as a policy document in 2016. The plan provides a vision, goals and intended outcomes for development of the Litchfield Region, identifies regional opportunities and the intention for development into the medium and long term. The plan is in line with the direction set by the Darwin Regional Land Use Plan 2015. The Land Use Structure on Page 7 of the Plan identifies the subject land as Urban / Peri-Urban and within a utility and transport corridor. The proposed amendment is consistent with the Land Use

Structure Plan with the Lloyd Creek Rural Village Area Plan establish a rural village with varying lot sizes with a density ranging from 1.5 dwellings per hectare (greater Rural Village Area) to 10 dwellings per hectare (Rural Activity Centre) with allotments along with transport and utilities corridor within Section 5759 that seeks to extend Alverly Road to an extension of Goode Road.

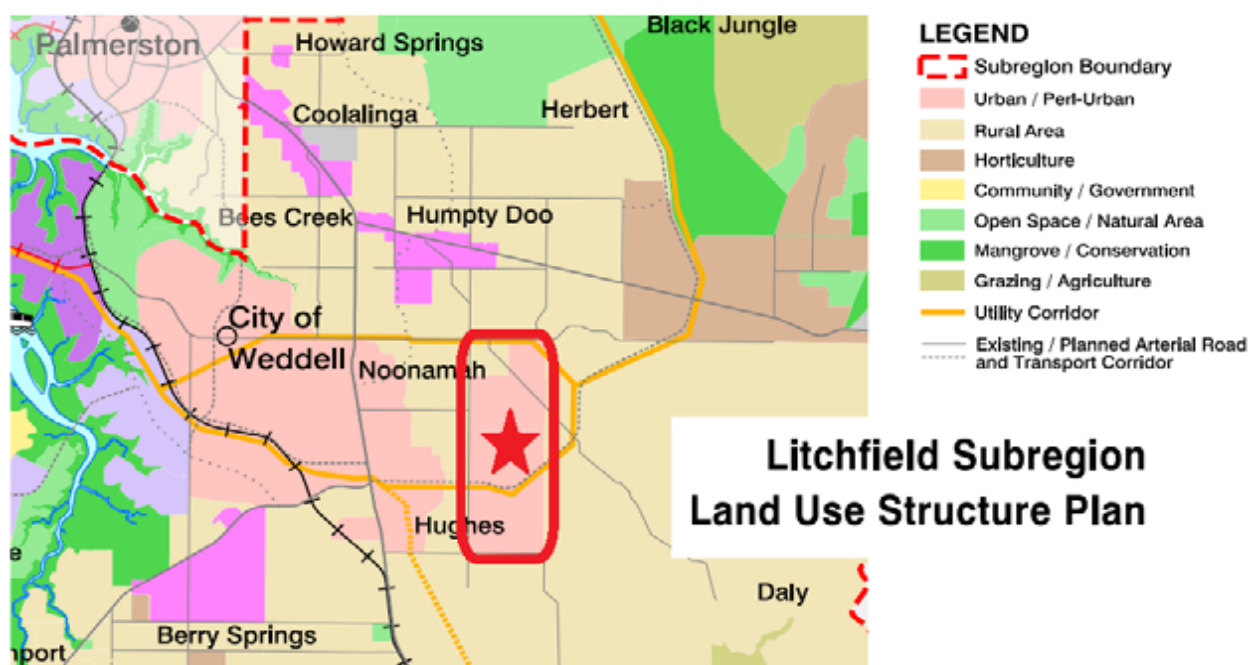


Figure 4 – Extract from *Litchfield Sub Regional Land use plan*.

Page 13 outlines the statements of policy with principles to achieve policy outcomes listed below each policy. The following rural residential land use policies are:

- Facilitate new areas of rural residential development close to community facilities by:
 - Require all lots to be serviced by reticulated water and not to adversely impact on groundwater resources.

All lots will be serviced by reticulated water, with the establishment of the nearby Strauss Water treatment facility providing the necessary connection point to the subject site. The proposal includes two rural activity centres, which will provide residents with community uses close by.

In addition, the following policies apply for rural areas:

- Maintain rural amenity and lifestyle choice by:
 - Require reliable water supply adequate for residential use.

- Require stormwater drainage for new residential development to not adversely impact on the receiving environment.
- Require residential subdivision to provide roads and infrastructure to the requirements of the responsible authorities.
- Provide opportunity for residential land uses in the Rural Area to meet market demand by:
 - Provide a transition of residential density from rural land uses to rural activity centres.

The proposal seeks to establish a rural village with varying lot sizes and density levels with a density ranging from 1.5 dwellings per hectare (greater Rural Village Area) to 10 dwellings per hectare (Rural Activity Centre). The proposal aims to cater for future population growth and support the efficient delivery of infrastructure and viability of future rural activity centres within the village.

(c) Whether the amendment is within a declared class of amendments that do not require [exhibition](#);

The proposed amendment is not within a declared class of amendments that do not require exhibition.

(d) Whether the proposed amendment is not significant enough to require exhibition;

The proposed amendment is significant enough to require exhibition and community and government input is encouraged.

(e) The merits of the proposed amendment and whether the amendment is in the public interest;

The proposed amendment will facilitate the future residential development of the land consistent with the relevant and publicly available strategic planning policies, and in a form appropriate given the nature of the land and locality. The proposal will deliver a high quality rural village with serviceable and manageable rural amenity lots that caters for population growth and housing demand. The subject site can access reticulated power and water, and the proposed lots will be of a suitable size to accommodate on-site waste water treatment systems. A clear, concise and orderly strategic planning hierarchy, and the subsequent application of the strategic planning hierarchy to Planning Scheme Amendment matters, is in the public interest.

(f) Any report from the Planning Commissions under section 12B(3);

Any report from the Planning Commission will be provided at the Ministers request (made under **Section 12B(1)**) and will (if requested) provide the Commission's views on the strategic planning implications of the proposed amendment.

(g) Any other matters the Minister considers appropriate.

The proponent does not submit any other matters for consideration by the Minister.

6.4 Section 12A(2)(d) – Community Consultation

Extensive community consultation was undertaken in the form of community surveys and market research conducted in 2022 and 2023 to understand the wants and needs of the NT community in relation to rural development. This also included engagement with NTG DIPL during 2021-2024 up until the lodgement of this plan. The NT Government and community feedback from previous proposals for the subject site has also been used to inform and improve the proposal for the site and the proposed amendment. It is expected the proposal will be placed on public exhibition, providing additional opportunities for community consultation.

7.0 Conclusion

This report accompanies a submission to the Minister for Infrastructure, Planning and Logistics to amend the Northern Territory Planning Scheme to include the Lloyd Creek Rural Village Area Plan into (part 2 – Strategic Framework) of the Northern Territory Planning Scheme.

The proposal seeks to establish a rural village with varying lot sizes and density levels with a density ranging from 1.5 dwellings per hectare (greater Rural Village Area) to 10 dwellings per hectare (Rural Activity Centre), and support the efficient delivery of infrastructure and viability of future rural activity centres within the village. The subject site will have connection to the necessary services and is located within close proximity to key transport routes including the Stuart Highway. Although community consultation was undertaken in the form of community and market research, it is expected the proposal will be placed on public exhibition, providing additional opportunities for community and government input.

Importantly, the proposal is consistent with the relevant strategic planning policies, including the Darwin Regional Land Use Plan and the Litchfield Subregional Land Use Plan.



Gerard Rosse

Cunnington Rosse Town Planning and Consulting