

ALLEN JACK+COTTIER



## Outline and Preliminary Environmental Assessment

### Royal Newcastle Hospital Redevelopment

Submitted to Department of Planning  
On behalf of Landcom

December 2005 ■ 05368

# Contents

<b>1.0 Introduction</b>	<b>1</b>
1.1 Approvals sought	1
1.2 Project team	1
<b>2.0 Background</b>	<b>2</b>
2.1 Community consultation	2
2.2 Specialist studies to date	2
<b>3.0 Site Description and Analysis</b>	<b>3</b>
3.1 Landownership and details	3
3.2 Location and context	3
3.3 Existing development	4
3.4 Street pattern and circulation	4
3.5 Built environment	5
3.6 Landform and geology	5
3.7 Open space network	6
3.8 Microclimate and solar access	6
3.9 Visual analysis	7
3.10 Vegetation	7
3.11 Opportunities and constraints	7
<b>4.0 Relevant Planning Instruments and Controls</b>	<b>8</b>
<b>5.0 Outline of Concept Plan</b>	<b>9</b>
5.1 Overview	9
5.2 Development scenarios	9
5.3 Planning and design principles	10
5.4 Key design outcomes	10
5.5 Indicative staging	12

<b>6.0 Project Approval for Subdivision and demolition</b>	<b>13</b>
<b>7.0 Preliminary environmental assessment</b>	<b>14</b>
7.1 Compliance with statutory plans	14
7.2 Building design & visual impact	14
7.3 Public domain	14
7.4 Access, traffic and parking	14
7.5 Solar analysis and overshadowing	15
7.6 Heritage	15
7.7 Ecologically sustainable design and water management	15
7.8 Wind	16
7.9 Site contamination and remediation	16
7.10 Site infrastructure and services	16
7.11 Social and economic impact	16
<b>8.0 Summary &amp; Conclusion</b>	<b>17</b>

<b>Figures</b>	
1 Concept Plan boundary	1
2 Land ownership	3
3 Local context	3
4 Existing development on the site	4
5 Local street pattern	4
6 Building heights plan	5
7 Site topography	5
8 Local open space network	6
9 Local microclimate	6
10 Existing overshadowing of Newcastle Beach	6
11 View analysis plan	7
12 Current zoning under NLEP 2003	8
13 Development Scenario 1	9
14 Development Scenario 2	10
15 Indicative built form principles	11
16 Proposed vehicular access, circulation and parking principles	11
17 Proposed pedestrian links	11
18 Stage 1 of development	12
19 Stage 2 of development	12
20 Structures to be demolished	13
21 Proposed land subdivision	13

<b>Appendices</b>	
A Letter from Department of Planning dated 21 November 2005	
B Compliance with key planning objectives prepared by JBA Urban Planning Consultants	

## 1.0 Introduction

This report is submitted to the Department of Planning (DoP) under Part 3A of the *Environmental Planning and Assessment Act 1979* (the EP&A Act) as part of the proposed outline and preliminary environmental assessment for a mixed-use development on the Royal Newcastle Hospital site, on land owned by Health Administration Corporation within the street block bounded by Shortland Esplanade, Watt Street, King Street, Pacific Street and the North Wing / York Apartment development (Figure 1).

Due to separate landownership (refer to Figure 2), development scenarios presented in this report do not involve the United Services Club (and the adjoining carpark) and Wirraway Flats sites. Nevertheless, the existing improvements and development potential of these sites has been considered in the design of the project site. Further, it is intended that all landowners will work cooperatively to ensure that coherent land use and urban design will be achieved within the street block.

This report has been prepared by JBA Urban Planning Consultants Pty Ltd on behalf of the applicant and proponent, Landcom, and is based on plans provided by Allen Jack & Cottier (AJC).

This report follows the letter received from DoP dated 21 November 2005 which states that the Minister for Planning has formed the opinion that the proposed development is a major project under Part 3A of the EP&A Act. The letter also requested the proponent to submit a project application and to apply for the Director-General's Environmental Assessment Requirements (DG EARs). In accordance with the DoP's draft guidelines titled *Steps in the Assessment Approval of Major Projects under Part 3A*, this outline and preliminary assessment has been prepared to assist the Minister in establishing the level and scope of environmental assessment to accompany a subsequent Part 3A Application. A copy of the DoP letter is included at Appendix A.

The purpose of this report is:

- to describe the site, outline the proposed development concept, and provide a preliminary environmental assessment;
- to request the Minister to authorise the proponent to submit a **Concept Plan** for the proposed development under Part 3A of the EP&A Act; and
- to describe the proposed demolition of existing buildings and subdivision of the site (site preparations) for which separate **Project Approval(s)** will be sought under Part 3A of the EP&A Act.

This report also proposes that, on approving a Concept Plan, the Minister determine under Section 75P(1)(b) of the EP&A Act that Development Applications (DAs) for future stages can be lodged with the Minister and determined under Part 4 of the EP&A Act.

## 1.1 Approvals sought

In order to allow site preparation works to be undertaken whilst the design of the development is being considered by the Minister, it is intended that separate DG EARs and planning approvals are sought for the proposed redevelopment of the Royal Newcastle Hospital site:

- **Project Approval** for the demolition of existing buildings and structures and land subdivision.
- **Concept Approval** for key design parameters for the site, namely land use, building height, floor space area, indicative building footprints, setbacks, site layout and configuration, vehicle and pedestrian access arrangement, and on-site public domain improvements.

## 1.2 Project team

The project team includes:

<b>Landowner</b>	Health Administration Corporation
<b>Proponent</b>	Landcom
<b>Project management</b>	National Project Consultants
<b>Urban design Architecture</b>	Allen Jack & Cottier Architects
<b>Urban Planning</b>	JBA Urban Planning Consultants
<b>Landscape</b>	Oculus Landscape Architects
<b>Environmental sustainable design</b>	Cundall Johnston & Partners
<b>Water sensitive urban design</b>	Ecological Engineering
<b>Traffic and transport</b>	Mark Waugh Transport
<b>European heritage</b>	ERM Australia and Suturs Architects
<b>Indigenous heritage</b>	Umwelt Australia
<b>Contamination and geotechnical</b>	HLA Envirosiences in association with Coffey Geosciences
<b>Infrastructure</b>	Acentauri
<b>Wind</b>	University of Sydney
<b>Social planning</b>	Heather Nesbitt Planning
<b>Community consultation</b>	Neatcorp and Landcom
<b>Economic assessment</b>	TUNRA



Figure 1 – Concept Plan boundary

## 2.0 Background

In 1999, the NSW Department of Health (NSW Health) and the Hunter Area Health Service (Hunter Health) announced the closure of the Royal Newcastle Hospital (RNH) by 2006. Existing health services provided on the site will be transferred to new facilities at John Hunter Hospital and Belmont Hospital as part of an expansion of health services in the Hunter Region. Whilst the closure of the RNH will represent the end of an important chapter in the history of Newcastle and the Hunter Region, the value created as a result of the redevelopment will be reinvested to the benefit of health service delivery in the Hunter region.

Hunter Health has formed a strategic alliance with Landcom to oversee the redevelopment of the site. Landcom is a State owned land development corporation. It is one of the largest quality developers of residential land in Australia and is recognised as a leader in urban renewal.

At the beginning of 2004, Landcom initiated a master planning exercise for the site lead by Allan Jack & Cottier. The exercise included the undertaking of detailed site studies (see Section 2.2) and the evaluation of numerous redevelopment scenarios. The process also included extensive community and stakeholder consultation (see Section 2.1).

The Royal Newcastle Hospital Masterplan and supporting documents was formally submitted to Newcastle City Council on 22 December 2004. The Masterplan presented the vision for the site and included a compendium of the research undertaken with respect to site issues and the environmental, social and economic impacts associated with redevelopment of the site. As the Masterplan would have no formal statutory weight, the submission included a site-specific draft Development Control Plan (DCP). The DCP converted the design vision for the site, illustrated in the Masterplan, into a statutory document, consistent at the time with Council's existing DCPs.

During the second half of 2005, Council drafted its own DCP for the site. This DCP together with the Landcom Masterplan documentation were publicly exhibited in September/October 2005. Subsequently, Landcom submitted a comprehensive submission on the draft DCP proposing amendments to support the masterplan and to achieve a more coherent and viable planning instrument for the hospital site. The proposed amendments have not been adopted by Council.

On 29 November 2005, the Council resolved to adopt the draft DCP. Subsequently, the DCP became operational on 19 December 2005.

## 2.1 Community consultation

Extensive community consultation has been undertaken during the preparation of the Landcom Masterplan. A summary of the community consultation process to date is available upon request.

The consultation process to date has sought to provide an opportunity for all stakeholders to participate or have input into the master planning process for the site. One-on-one meetings with key groups and individuals were undertaken between July and December 2004. These meetings were complemented by three major public briefings sessions which provided broader community participation. These sessions were held on August 16, September 13, and October 14, 2004.

Issues and principles raised during the consultation process have been reviewed and integrated into the proposed development scenarios where appropriate.

On 23 August 2005, Council resolved to place the draft DCP that it had prepared on public exhibition. Accordingly, the draft DCP was exhibited for 42 days from 19 September to 31 October 2005.

## 2.2 Specialist studies to date

This preliminary assessment has been based on a number of specialist studies prepared and submitted to Council to support the 2004 Masterplan :

- Community Consultation Summary prepared by Neatcorp
- Infrastructure Services Assessment Report prepared by Accenturi
- Heritage Assessment Report prepared by ERM Australia
- United Services Club Heritage Assessment prepared by Suters Architects
- Aboriginal Heritage Assessment prepared by Umwelt (Australia)
- Phase 2 Environmental Site Assessment prepared by HLA Envirosciences in association with Coffey Geosciences
- Wind Assessment Report prepared by the University of Sydney
- Social Plan prepared by Heather Nesbitt Planning
- Transport and Traffic Assessment prepared by Mark Waugh Transport

### 3.0 Site Description and Analysis

#### 3.1 Landownership and details

The current ownership pattern and existing development on the site are shown in **Figure 2**. The property details of the site are as follows:

- Legal description – Lot 1 & 4 DP 1029006
- Ownership – Health Administration Corporation
- Current use – Royal Newcastle Hospital and David Maddison Building
- Site area – 17,245m<sup>2</sup>

#### 3.2 Location and context

The proposed redevelopment site is located in the inner city suburb of Newcastle East on the eastern extremities of the Newcastle CBD, overlooking Newcastle Beach (refer to **Figure 3**).

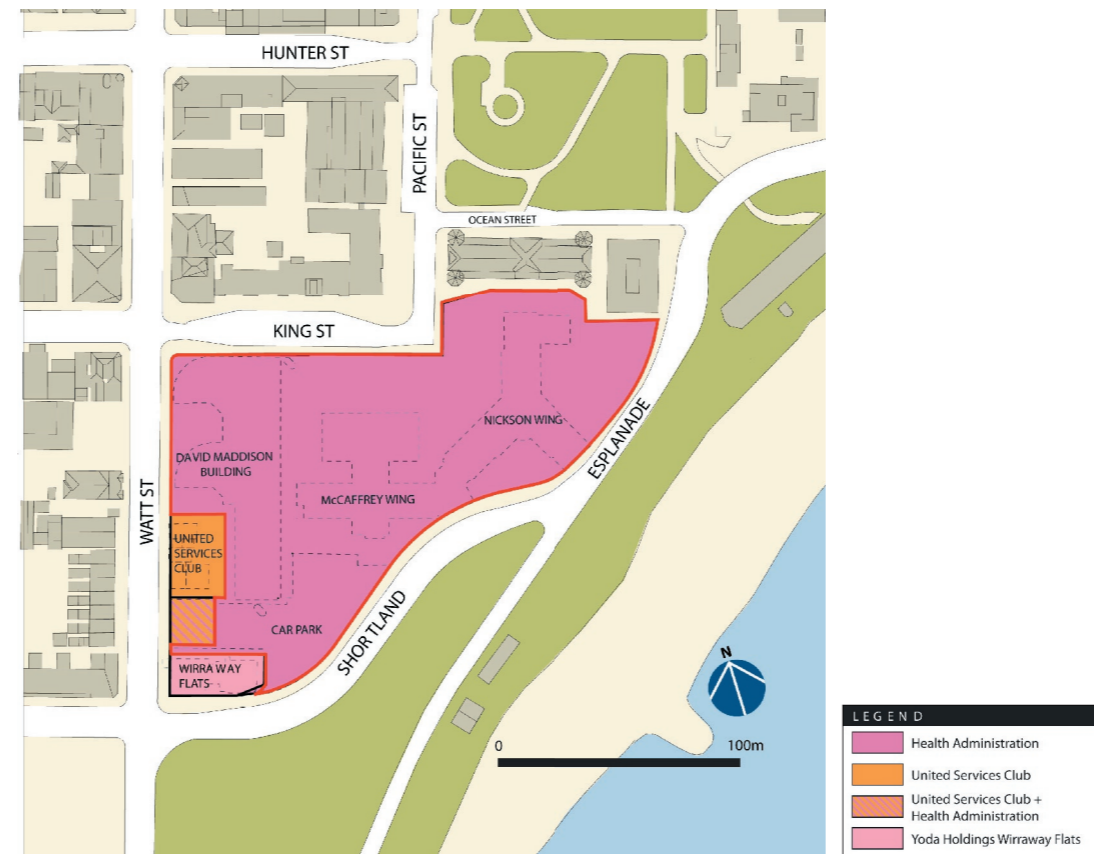


Figure 2 – Land ownership

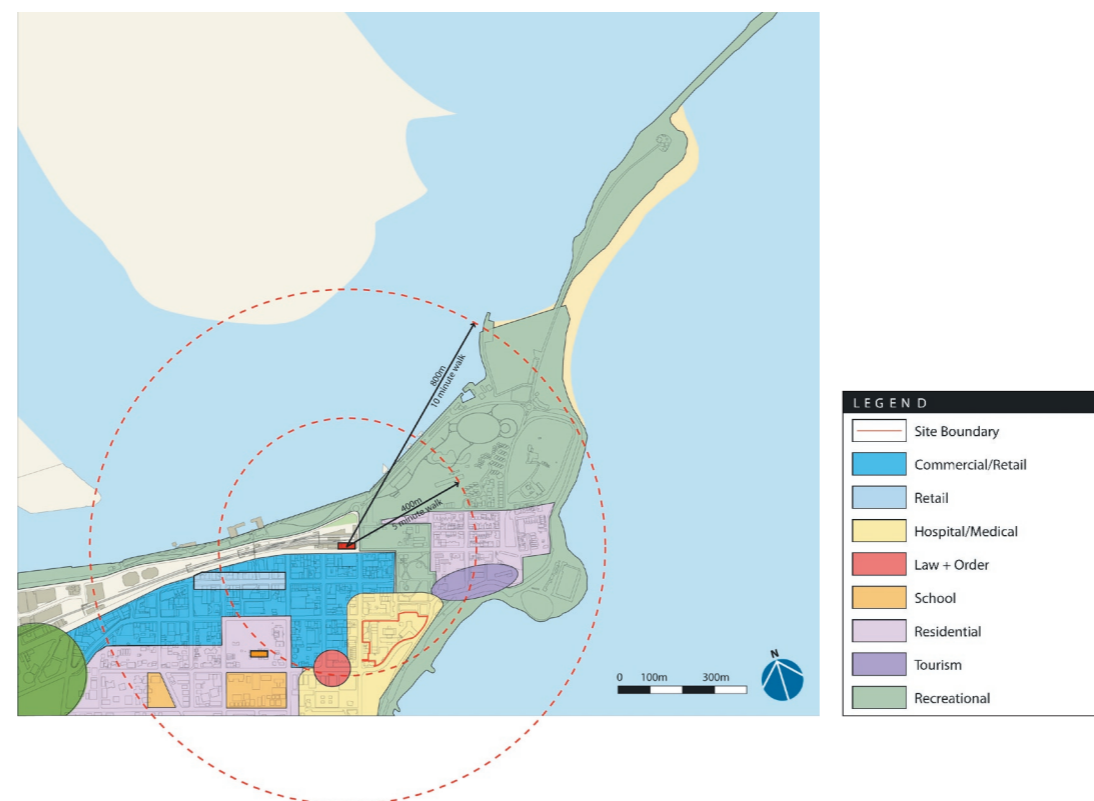


Figure 3 – Local context

### 3.3 Existing development

Existing development on the site (Figure 4) comprises:

- the Royal Newcastle Hospital buildings including the Nickson Wing and the McCaffery Wing and associated car park; and
- the David Maddison Building.

### 3.4 Street pattern and circulation

The Newcastle CBD has a strong street grid predominantly running east-west (i.e. King Street) and north-south (i.e. Watt Street) as illustrated in Figure 5. The predominant street layout surrounding the site is in the form of a grid pattern with the exception of a road that travels around the Newcastle Beach foreshore (Shortland Esplanade).

The site is within easy walking distance of many facilities and attractions, however existing pedestrian connections are generally of a poor quality. The site is well serviced by public transport. The Newcastle Railway Station is within easy walking distance of the site being less than 400m from all parts of the site. Newcastle Buses (a State Transit Authority service) provides bus services to the north-western corner of the site with services available to/from the railway station travelling along Watt, King and Bolton Streets.



Figure 4- Existing development on the site

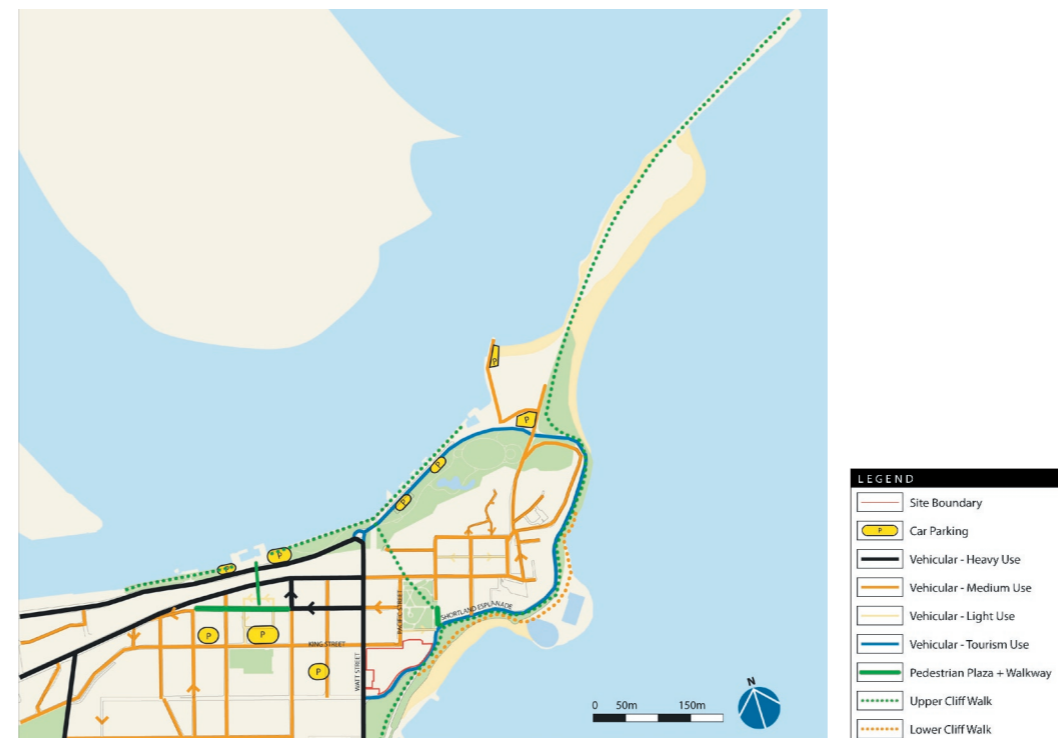


Figure 5 – Local street pattern

### 3.5 Built environment

The surrounding built environment comprises a blend of contemporary and historic architecture and ranges from small scale residential buildings, retail and commercial offices to large multi-storey hotels, residential and public buildings. A building heights plan is shown at **Figure 6**. Building heights in the area immediately adjacent to the site generally range from 4-8 storeys, with building heights of 8 storeys occurring along Shortland Esplanade.

### 3.6 Landform and geology

The site sits on the toe of a bedrock slope above Newcastle Beach. A sand belt exists to the north of the site stretching from the Hunter River in the north through to Newcastle Beach in the south.

The existing topography of the site is varied with a general fall from south to north (refer to **Figure 7**). The site falls from a high point at the corner of Watt Street and Shortland Esplanade (approximately RL 25m) down Watt Street to a low point at the corner of Watt and King Streets (approximately RL 12m). Shortland Esplanade falls from the high point to the north-east to approximately RL 11m at the corner of the site.

The local geology comprises a succession of siltstone, sandstones and conglomerates with several individual coal seams. Based on local topography and geology, groundwater under the site is expected to flow in a northeasterly direction, downslope, towards Newcastle Beach.

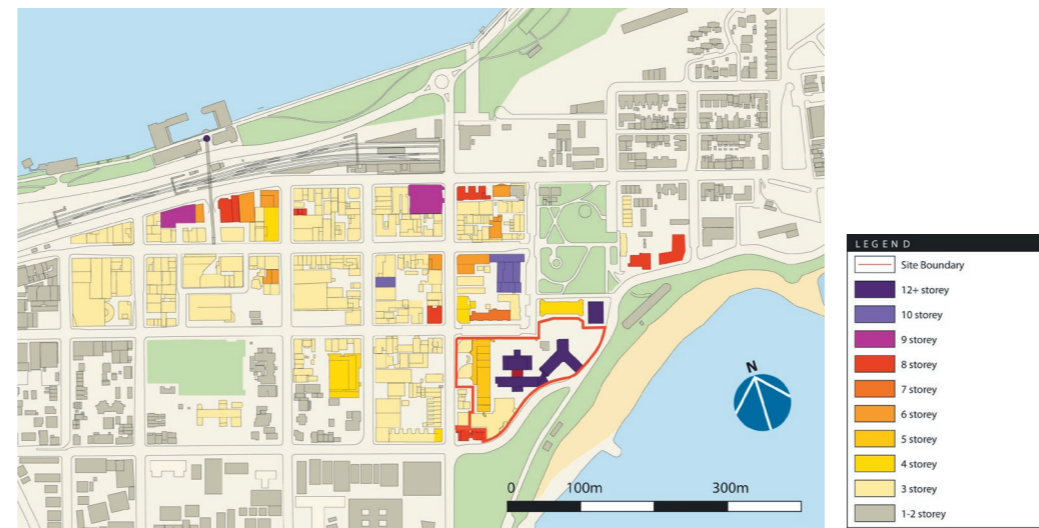


Figure 6 – Building heights plan

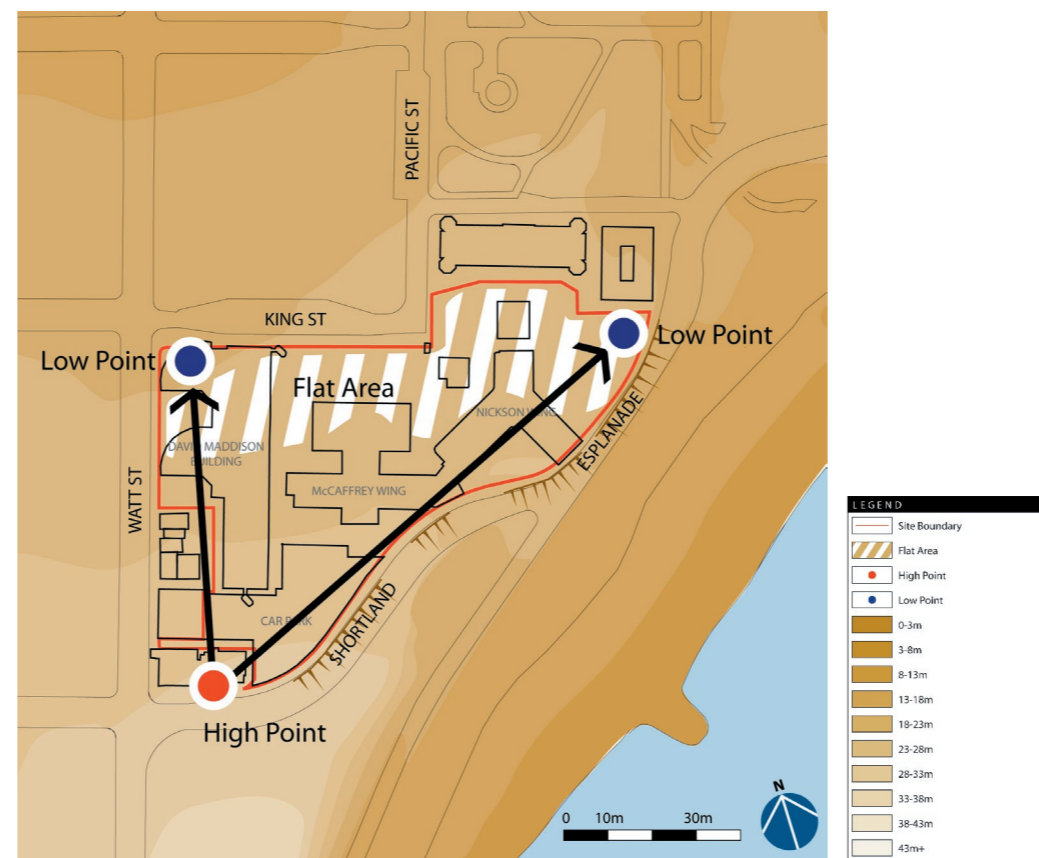


Figure 7 – Site topography

### 3.7 Open space network

There is an extensive open space system within the vicinity of the site which provides a diverse range of recreational opportunities both along the coastal foreshore and various parklands as illustrated in **Figure 8**. The surrounding public open space predominantly relates to the topography and geology of the land.

### 3.8 Microclimate and solar access

The two most important environmental conditions influencing the site are solar access and exposure to coastal winds, particularly from a southerly and north-easterly direction (refer to **Figure 9**).

The height and location of the existing buildings on the site (in particular the McCaffery and Nickson Wings) have a significant overshadowing impact on Newcastle Beach as illustrated in **Figure 10**.



Figure 8 – Local open space network

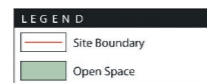


Figure 9 – Local microclimate

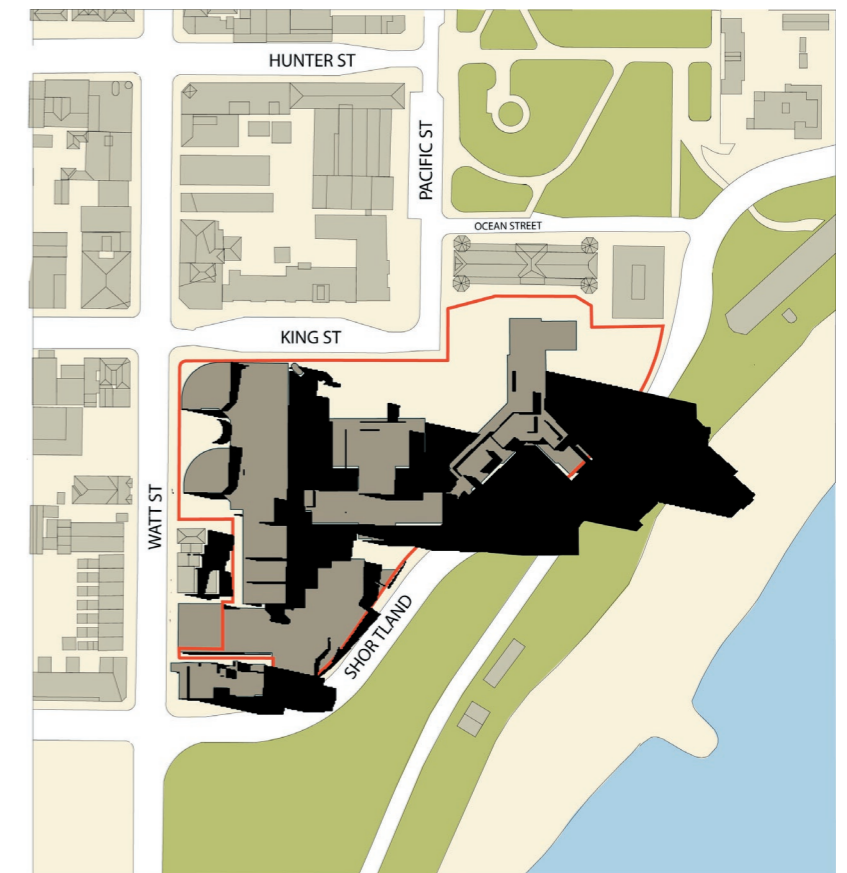


Figure 10 – Existing overshadowing of Newcastle Beach

### 3.9 Visual analysis

Newcastle CBD enjoys many distinct views such as views to the River and the ocean and to its landmark buildings. View corridors within the city are primarily along the streets. Significant street vistas around the site (Figure 11) include Watt Street looking north to the river (view 1), King Street looking east towards ocean (view 2), Pacific Street looking south towards the site (view 3) and Church Street looking east to the sea. The broader views to the site are from higher points to the south across Fletcher Park. The eastern side of the site has expansive views over Newcastle Beach.

At present, the existing buildings on the site block views down the important axes of King and Pacific Streets through the site to the ocean. There is also a potential, but largely unrealised, view from the site to the existing Church tower of St Phillips on the western side of Watt Street.

### 3.10 Vegetation

There are no particularly significant existing trees or other vegetation on the site with most of the site area being taken up by buildings or hard surfaces.

More significant are some of the existing trees located adjacent to the site. These include tree planting along the western and northern edges of Fletcher Park along Watt Street and Shortland Esplanade respectively, tree planting along Pacific Street (in particular, two Phoenix Palms in front of the former Nurses Quarters) and the planting in Pacific Park.

### 3.11 Opportunities and constraints

The main opportunities and constraints presented by the site are as follows:

#### Opportunities

- Create an attractive and functional interface between Newcastle Beach and the Newcastle CBD;
- Integrate existing street pattern through the site;
- improve connection between the CBD and the beach;
- Integrate with surrounding open space system (visual and physical) through public domain links through the site;
- Provide high density mixed used development within walkable distance a broad range of existing services/facilities and existing transport infrastructure;
- Provide ecologically sustainable development on the site;
- Explore limited heritage/archaeological constraints;
- Increase housing choice;
- Create employment opportunities;
- Provide opportunities for leisure, entertainment and services;
- Create a gateway to the CBD; and
- Improve sunlight access to Newcastle Beach.

#### Constraints

- Visually prominent from the foreshore;
- Possible coastal process issues at land/water interface;
- Exposure to coastal winds; and
- Need to protect amenity on Newcastle Beach.

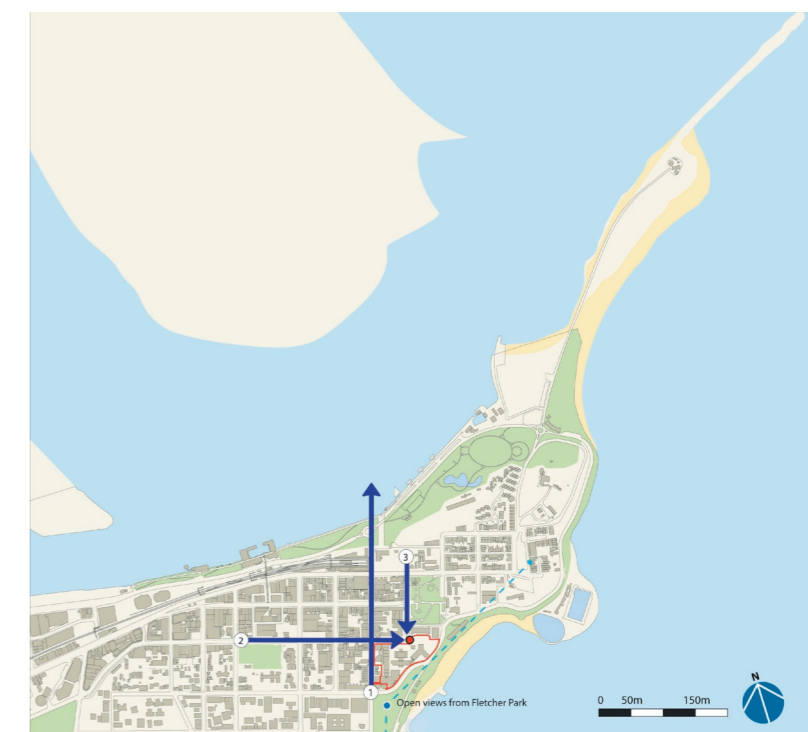


Figure 11 – View analysis plan

## 4.0 Relevant Planning Instruments and Controls

The following planning instruments are relevant to the proposed development and were considered in the design of the proposed development scenarios:

- State Environmental Planning Policy No. 55 – Contaminated Land (SEPP 55)
- State Environmental Planning Policy No. 65 – Design Quality of Residential Flat Development (SEPP 65) and associated Residential Design Flat Code
- State Environmental Planning Policy No. 71 – Coastal Protection (SEPP 71)
- The NSW Coastal Design Guidelines
- State Environmental Planning Policy – Building Sustainability Index (SEPP BASIX)
- Hunter Regional Environmental Plan 1989 (HREP 1989)
- Newcastle Local Environmental Plan 2003 (NLEP 2003)
- Newcastle Development Control Plan 2005 (NDCP 2005), which replaced more than 40 separate plans covering all its development guidelines into a single document
- Newcastle Development Control Plan 62 – Royal Newcastle Hospital (NDCP 62)
- Newcastle Urban Strategy
- Newcastle Coastline Management Plan
- Building Better Cities Housing Design Manual
- Social Impact Assessment Policy for Development Applications
- Draft Lower Hunter Regional Strategy

Table 1 – Key planning instruments and development controls

Instruments	Standard/Development Control
SEPP 55	Consideration on whether land is contaminated, and if so whether it is suitable, or can be remediated and made suitable, for the proposed land use.
SEPP 65	Design quality considerations for residential flat buildings including Residential Flat Design Code
SEPP 71	DCP requirement before DA, which can be satisfied by a Part 3A concept plan Matters for consideration relating to coastal planning Minister consent authority for buildings over 13m
<b>NC LEP 2003</b>	
Zoning	3(c) City Centre Zone (see Figure 12)
Permissible uses	This zone allows for a range of uses including residential, commercial, retail, restaurants, cafes, tourism and community uses.
<b>NC DCP 2005 – Element 6.2 City East</b>	
Land use and character areas	The site is located in the locality of City East. Masterplan requirement for the hospital site, which can be satisfied by a Part 3A Concept Plan. Site identified as high rise slab, with mixed fringe along Watt Street.
Gateway	Intersection of Church and Watt Streets (eastern corner of site) identified as a major gateway
FSR	Subject to masterplan
Height & upper building setbacks	Subject to masterplan
Car parking & access	Restricted vehicle access along northern site boundary (King/Ocean Street) and eastern site boundary (Watt Street)
<b>NC DCP 62 – Royal Newcastle Hospital</b>	
Key Urban Design Objectives	Key urban design objectives and detailed development provisions aim to ensure that development occurring on the site respects its locational and heritage context; provides appropriate mix of services and facilities; generates positive economic and employment impacts; and interprets important social and cultural history.
Specific provisions	Specific provisions include FSR, building height and setbacks, public domain, and vehicular access, based on the Landcom Masterplan.
Maximum FSR	1.5:1 in eastern precinct 3:1 in western precinct Bonus FSR available where significant public benefit is provided (eg. landscaped public spaces and public art)
Maximum height	Up to 6 storeys in eastern precinct Generally up to 12 storeys in western precinct Up to 16 storeys at northeast corner of western precinct (for hotel and related uses)
<b>Draft Lower Hunter Regional Strategy</b>	
Housing	To accommodate 125,000 additional population between 2006 to 2031 50% (45,000 new dwellings) within existing zoned areas Increased multi-unit dwellings (20%) Focus a higher proportion of new housing in urban centres such as Newcastle CBD.
Employment	Ensure adequate supply of employment land to accommodate the projected 50,000 new jobs More emphasis on mixed use development in centres

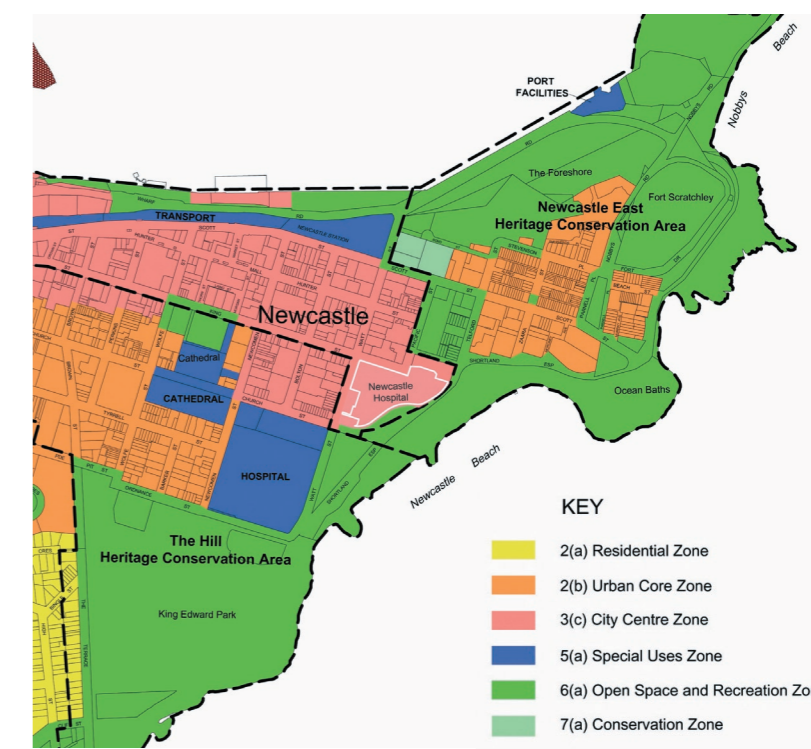


Figure 12 - Current zoning under NLEP 2003

## 5.0 Outline of Concept Plan

The proposal is for a mixed use development containing a range of non-residential uses that can complement residential uses on the site.

### 5.1 Overview

The key design parameters for which Concept Approval is sought are:

- **Land use** – mixed use development containing residential, employment uses and a range of other non-residential uses (such as retail, entertainment and recreations facilities).
- **Building heights** – generally between 6-8 storeys with taller buildings up to 20 storeys located on the western portion of the site (see **Figure 15**).
- **Floor space area** – indicative total GFA of 51,000m<sup>2</sup>
- **Setbacks** – in accordance with the Landcom Masterplan and as illustrated in **Figures 13 and 14**.
- **Building footprints** – as illustrated in **Figures 13 and 14**.
- **Vehicle access** – King, Pacific and King Streets as primary vehicle access points.
- **Pedestrian through-site links** – 2 landscaped linkages between King Street and Shortland Esplanade (see **Figure 17**). Potential linkage between Watt Street and Shortland Esplanade.
- **Public domain** – pedestrian extensions of King Street and Pacific Street, public plaza in the north eastern corner of site, improved public access along Shortland Esplanade, and potential link between Watt Street and Shortland Esplanade (see **Figures 13 and 14**).

The development scenarios described in following sections have been designed to achieve the above design parameters. It is noted that they are based on the Landcom Masterplan.

As stated, due to different landholdings within the street block the development scenarios described below do not involve the adjoining United Services Club (and associated carpark) and Wirraway Flats sites. Nevertheless, the potentials of these site have been considered to ensure that they are not precluded from future development. It is intended that all landowners of sites within the street block will work cooperatively to achieve coherent land use and urban design outcomes for the locality.

### 5.2 Development scenarios

Two comparable development scenarios have been formulated (1 and 2) to address the potential to include the David Maddison Building site (northwest portion of the site) when it will be available for redevelopment in year 2010/2011 (4-5 years after closure of Royal Newcastle Hospital).

Scenario 1 represents a development concept that does not involve the redevelopment of the David Maddison Building. Scenario 2 represents a development scenario that integrates David Maddison Building site into the redevelopment scheme (final construction stage).

#### Scenario 1

Scenario 1 (**Figure 13**) includes the Royal Newcastle Hospital site (Nickson and McCaffery Wings only). It excludes the David Maddison Building, United Services Club (and associated carpark) and Wirraway Flats sites. This scenario provides the following development:

- tall buildings in the centre and northern portion of the site (ranging from 6 to 20 storeys); and
- 6 storey buildings along Shortland Esplanade.

The implications of this scenario are:

- it allows for development of land owned by Health Administration whilst the current use of the David Maddison Building continues;
- it provides an appropriate buffer between the David Madison Building and any new development on the Royal Newcastle Hospital site; and
- it limits the opportunities to activate King and Watt Streets in the short term;



Figure 13 – Development Scenario 1

## Scenario 2

Scenario 2 (Figure 14) includes the Royal Newcastle Hospital site (Nickson and McCaffery Wings only) and the David Maddison Building. It excludes the United Services Club (and associated carpark) and Wirraway Flats sites. In addition to the development included in Scenario 1, this scenario provides the following development:

- 4 storey buildings to the east (rear) and adjacent (north) of the United Services Club;
- a 6 – 9 storey building on the corner of King and Watt Streets.

The implications of this scenario are:

- it provides greater opportunities to activate King Street; and
- it provides a built form which defines Watt and King Streets.



Figure 14 – Development Scenario 2

## 5.3 Planning and design principles

The Masterplan has been based on the following eleven urban design principles:

- Connect the city and the beach and the public spaces;
- Create a vibrant and sheltered public plaza;
- Create a sense of place;
- Improve the pedestrian amenity of Shortland Esplanade;
- Respect our neighbours and create good streets;
- Improve sunlight access to Newcastle Beach;
- Reconnect with the horizon;
- Provide an appropriate built form;
- Create a gateway to the City;
- Provide high quality residential amenity; and
- Create a responsive and ecologically sustainable development.

## 5.4 Key design outcomes

The redevelopment of the site provides a unique opportunity for long term benefits to the Newcastle community. These benefits include:

- Provision of public open space within the site and improvements to the existing public domain which will assist in the integration of new and existing communities;
- Integration with existing street pattern through the site;
- Better access and connections between the CBD and the foreshore;
- Economic and employment benefits in terms of new jobs and increased consumer expenditure in the local economy both during construction and upon completion;
- Increase in the supply, range and quality of housing choice opportunities in close proximity to retail, entertainment and public transport services; and
- A more efficient use of land in a prominent location;
- Reduction in overshadowing of Newcastle Beach;
- New opportunities for leisure, entertainment and services in the form of retail shops, restaurants and cafes.

## A vibrant public domain

The sites current use as a hospital precludes free public across the site, in effect, creating a barrier between the city and the beach foreshore. A key outcome of the proposed redevelopment will be the creation of a new, vibrant public domain for the site. The new public domain will consist of the following elements (see Figure 13)

- a pedestrian extension of King Street;
- a pedestrian extension of Pacific Street;
- a public plaza in north eastern corner of site;
- improved pedestrian access along Shortland Esplanade; and
- a potential pedestrian link between Watt Street and Shortland Esplanade.

## Responsive built form and mixed uses

The proposed building envelopes have been designed to achieve, indicatively, an overall Floor Space Ratio (FSR) of 3.0:1 across the site (based on indicative total GFA of 51,000m<sup>2</sup>). This is comparable with the densities in adjoining city blocks which range from 1.5:1 to 3:1. Significant public benefits include dedicated landscape open spaces / plazas, and achievement of regional housing and social planning objectives.

Indicative built form principles are shown at Figure 15. Building heights are generally between 6 – 8 storeys, with taller buildings up to 20 storeys located on the western portion of the site to minimise overshadowing impacts on the foreshore. Taller buildings are to promote view sharing with neighbours to the west.

### Managing traffic circulation and access

Future development on the site will be guided by the following traffic circulation, access and parking principles (see **Figures 16 and 17**):

- promote walking as the principal local transport through and to the site by improving the pedestrian environment and giving pedestrians priority over vehicles within the site;
- promote traffic calming on the external road system, particularly Shortland Esplanade to enhance pedestrian safety;
- utilise King, Pacific and Watt Streets and the primary vehicle access points to the site. Access from Shortland Esplanade should be avoided if possible due to poor sightlines;
- promote access to public transport by improving existing bus facilities at King Street/Watt Street and the walking route to Newcastle Station;
- investigate opportunities for designated cycle routes for cyclists around the site and provide facilities within the development for bicycle storage;
- provide on-site car and service vehicle parking in accordance with Council's current DCP requirements; and
- manage on-street parking adjacent to the site for maximum benefit of site and surrounding activities.

**Figures 16 and 17** illustrate the proposed vehicular access, pedestrian circulation and parking principles.



Figure 15 – Indicative built form principles



Figure 17 – Proposed pedestrian links



Figure 16 - Proposed vehicular access, circulation and parking principles

## 5.5 Indicative staging

It is proposed to construct the development in 2 separate stages – stage 2 being the development of the David Maddison Building site (see **Figures 18 and 19**).



Figure 18 – Stage 1 of development



Figure 19 – Stage 2 of development

## 6.0 Project Approval for Subdivision and demolition

As stated, separate Project Approval(s) is sought for site preparation works. Separate DG EARs are also requested for the Project Application.

Buildings and structures to be demolished are identified in **Figure 20**

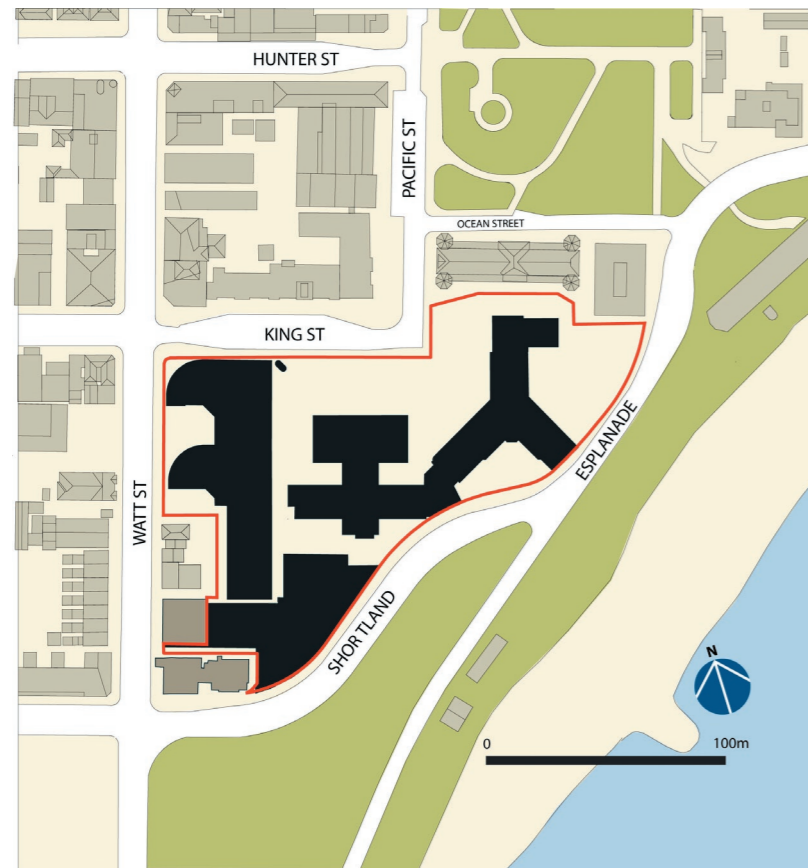
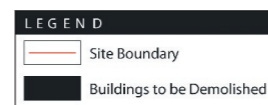


Figure 20 – Structures to be demolished



With regard to land subdivision, it is proposed to consolidate land within the project site boundary and subdivide the site into two parcels in accordance with the intended construction stages (**Figure 21**).



Figure 21 – Proposed land subdivision

## 7.0 Preliminary environmental assessment

The following is a preliminary assessment based on reports and studies prepared for the 2004 Master plan. The key issues to be address are:

- Compliance with statutory plans;
- Building design and visual impact;
- Public domain;
- Access, traffic and parking;
- Solar access and overshadowing
- Heritage;
- Ecologically sustainable design and water management;
- Wind assessment;
- Site contamination and remediation;
- Site infrastructure and services; and
- Social and economic impact.

### 7.1 Compliance with statutory plans

The proposed mixed used development is permissible with consent on the site within the 3(c) City Centre Zone under the NCLEP 2003. As illustrated in the table included in **Appendix B**, the proposed development scenarios are consistent with the relevant planning objectives for the site.

### 7.2 Building design & visual impact

The scale, siting and design of the proposed building footprints in the concept plans are the outcome of site analysis undertaken for the Landcom Masterplan. The proposed built form has been designed to minimise the visual impact on Newcastle Beach whilst creating an attractive interface between the beach and the CBD. The proposed floor space area, heights and setbacks are consistent with the Landcom Masterplan and are compatible with surrounding development.

The detailed design of the buildings will be subject to a future application.

### 7.3 Public domain

The public domain strategy for the site has been formulated to achieve the following:

- create vibrant and safe public spaces that promote a sense of place;
- provide seamless linkages from the city to the beach;
- provide a link to the existing open space network;
- ensure the public domain promotes equal access for all;
- provide a range of spaces with a variety of spatial and design qualities;
- provide active frontages to streets and new public spaces;
- provide shelter from the wind through building placement and massing, awnings and landscaping;
- maximise solar access to new public spaces particularly during the mid day period;
- minimise water consumption through selection of water efficient plant species;
- maximise water conservation through the use of non-potable water for irrigation;
- use the public domain to celebrate the site's history and location;
- celebrate the site's Aboriginal cultural value, history and location through interpretative strategies; and
- minimise maintenance and cleaning requirements of public areas.

The design of the public domain will be the subject of future applications for detailed design.

A key desired outcome for the concept plans is to improve the overshadowing of the Newcastle Beach created by the existing hospital buildings. This principle will be achieved by redistributing the height, bulk and form of the existing hospital buildings away from the beach to improve solar impacts and by providing tall slender buildings towards the centre of the site which result in narrow shadows over shorter periods of time.

### 7.4 Access, traffic and parking

The development scenarios envisaged by the proposal have been modelled (using the Roads and Traffic Authority's Guidelines for Traffic Generating Developments), to estimate the impacts of traffic generation on the performance of the existing road network. Details of the modelling are available upon request. For the purpose of the modelling exercise, the following development scenario has been tested (based on Landcom Masterplan):

- approximately 450 residential apartments;
- approximately 3,200m<sup>2</sup> of street front cafes and restaurants, including boutique retail uses;
- leisure/ community facilities; and
- 695 on-site car parking spaces.

Base traffic data was collected mid year in 2004 for traffic modelling of the Masterplan. The results of the modelling are summarised below:

- the access points for the site will be capable of providing a very good access level of service and will not adversely affect the capacity and intersection operations on Watt Street;
- the expected traffic flows on Shortland Esplanade will be within the traffic flow thresholds for priority intersection operation;
- within the site and surrounding precinct, the speed limit could be reduced (i.e. 40kph), similar to existing local speed zones employed by Council, or even to 10kph in areas appropriate as shared zones. This would reinforce a positive environment for pedestrian movements as well as overall road safety;
- typical mid block road capacities in the vicinity of the site will remain well within their technical capacity levels, and will continue to operate at satisfactory service levels for an urban environment;
- the operation of the road intersections of Watt and King Streets and the nearby junction of Church Street will continue to operate at satisfactory service levels under mid year conditions and would operate without any significant change in perceived main road conditions or capacity;
- there will be some increase in delay for right turning vehicles at the Watt / King Street and Watt / Church Street intersections. However with mid year data, overall performance remains satisfactory;
- with a 50% loading on the base and development flows (to simulate a higher level of traffic volumes than those surveyed such as in summer months), operation would require upgrading of the key intersections of Watt Street with Church and King Streets;

- under the higher simulated traffic flows the key Watt / Church Street and Watt / King Street intersections particularly for right turning traffic would require upgrading; and
- upgrading the intersections with traffic signal control would improve pedestrian access across Watt Street for people moving to and from the beachfront, and to the CBD and surrounds.

It is noted that the effects of seasonal flow characteristics are significant in the locality. The simulated flows applied here could be re-evaluated against fresh data collected during the upcoming summer period. No reduction has been included in the traffic modelling for the existing traffic generation associated with the hospital activities on the site. In this regard, it could mean effectively a neutral traffic generation profile for the Masterplan.

The conclusion from the investigations is that traffic and access arrangements for the redevelopment of the site can be implemented to a satisfactory standard and that there would be no traffic impediments to the proposed redevelopment. The new improved pedestrian facilities through and around the site have the potential to improve the overall access and traffic circulation in the area.

## 7.5 Solar analysis and overshadowing

The height and location of the existing buildings on the site (in particular the McCaffery and Nickson Wings) have a significant overshadowing impact on Newcastle Beach as illustrated in **Figure 9**.

As a result, the overshadowing affects the amenity and the enjoyment of the Beach. After lunchtime at the equinox (mid autumn and mid spring), the overshadowing extends significantly onto the sand and by early afternoon the overshadowing covers the sand. By mid afternoon the beach is almost completely in shadow.

## 7.6 Heritage

In summary, the importance of the Royal Newcastle Hospital site lies in its social and cultural connections to the local community. Heritage and archaeological investigations have been undertaken as part of the master planning process in 2004.

An Aboriginal Heritage Assessment of the site has been undertaken. A copy of this report is available upon request. The assessment, undertaken in consultation with the Awabakal Local Aboriginal Land Council (LALC), concludes that the Aboriginal archaeological potential and significance of the site is considered to be very low. However, the land has significant Aboriginal community value which will be taken forward into future development phases.

A Heritage Assessment for the site has been undertaken. A copy of the assessment is available upon request. The assessment found that the hospital site has heritage significance due to:

- elements of the hospital being important in the course and patterning of NSW's cultural history;
- the hospital site having a strong association with the local community for social and cultural reasons;
- the hospital site's ability to demonstrate the principal characteristics of a class of NSW's cultural place; and
- the history of the site providing an information source that will continue to provide an understanding of NSW's cultural history.

The role of the Hospital in the lives of Hunter residents/people will be interpreted, commemorated and integrated into the future activities on the site as part of an interpretive strategy which will identify opportunities for celebrating the past importance of the Hospital through the design of gathering places, artworks and performance activities. .

The United Services Club (55 Watt Street) is listed as a local Heritage Item under Schedule 6 of Newcastle LEP 2003. A Heritage Assessment of the Club has been undertaken and will be available upon request. In summary, the heritage significance of the United Services Club is attributed to its association with:

- the early European settlement of Newcastle [Commissariat Store, Depot and Military Offices and Residence c1815–c1851];
- the development of communication networks within the Colony of NSW during the 19th century [Newcastle's second Post Office c1851–c1873];
- the development of local council in Newcastle and the Greater Newcastle movement [1876–1929]; and

- the commemoration of war through the formation of clubs for, and by, Australian servicemen involved in conflicts from WW1 onwards [c1931–present time].

The assessment also found that the car parking area to the rear of the Club has high archaeological potential, as it appears to be the location of a c1816–1818 building on the site [demolished in c1923]. This building is clearly shown on plans prepared by the NSW Department of Lands in 1896 as a large square building set back from the street, with verandahs on all sides that were probably enclosed at some time during the 19<sup>th</sup> century. Prior to development, test trenching of this area will be undertaken to determine the presence of the archeological remains of this structure.

## 7.7 Ecologically sustainable design and water management

The redevelopment of the site presents an opportunity to showcase best practice techniques in ecologically sustainable design (ESD) and water management. The principles and strategies below have been developed for the site to guide the implementation of ESD and water management:

- The orientation and planning of the buildings will be optimised to improve the passive performance and comfort of the buildings as well as the public outdoor spaces.
- Optimising the passive performance of the buildings to reduce the reliance on fossil fuel consuming technologies for heating and cooling whilst improving comfort and the indoor air quality.
- Minimum energy performance requirements will be used to provide a benchmark for the energy consumption of buildings.
- A water sensitive urban design (WSUD) strategy will be developed which will outline the practical implementation of these principles and will be consistent with best practice water management including Council's requirements, BASIX and Landcom's WSUD policy.

## 7.8 Wind

An assessment of the existing wind conditions affecting the site, in particular with respect to the future pedestrian and public open space areas, has been undertaken. The prevailing winds are from the west-north-west and south, and to a lesser extent from the north-east. Winds from the west-north-west occur all year however they are more dominant in winter mornings when they would be expected to be cooler. Strong winds from the west-north-west tend to be winter winds and can last for several days. The site however, is slightly shielded from these winds by the existing Newcastle cityscape.

The site is exposed to the southerly winds that occur all year. However in the hot summer months they, along with winds from the north-east, tend to be sea breezes and may bring welcome relief. Strong southerly winds are generally associated with frontal systems and are reasonably short lived and can bring cold weather.

Further wind analysis will be undertaken at detailed design stage to assess the need for local screening and awnings along pedestrian thoroughfares and around public open spaces. A full copy of the Wind Assessment is available upon request.

## 7.9 Site contamination and remediation

Whilst the site is not located within a designated mine subsidence district, the presence of abandoned mine workings under the site will need to be managed during construction. In this regard, the Mine Subsidence Board will be consulted during the development and construction phases of the project.

Given the site's ongoing use as a working hospital, investigations revealed that soil and groundwater contamination is present on the site at levels that exceed the relevant guidelines for residential use. The buildings on the site also contain asbestos. To render the site suitable for residential and others uses, a Remediation Action Plan (RAP) will be prepared as part of the development phase. The RAP will detail how the site is to be cleaned up including the excavation and disposal offsite of any contaminated fill. In addition, further groundwater sampling will be undertaken to evaluate likely sources of contamination.

## 7.10 Site infrastructure and services

Given the existing hospital development on the site, it is anticipated the proposed development can be adequately serviced by existing utilities.

## 7.11 Social and economic impact

Whilst the existing hospital is recognised as having cultural significance, the redevelopment of the site will bring with it a number of social and economic benefits for the local community. As part of the master planning process, a Social Plan has been developed for the site. A full copy of the Social Plan is available upon request.

## 8.0 Summary & Conclusion

Landcom proposes to develop a mixed use development on the Royal Newcastle Hospital site. The proposed development scenarios have been formulated based on the Landcom Masterplan.

In order to allow site preparation works to be undertaken whilst the design of development is being considered by the Minister, it is intended that separate planning approvals are sought (with the guidance of separate DG EARs):

- **Project Approval** for the demolition of existing buildings and structures and land subdivision.
- **Concept Approval** for key design parameters for the site, namely land use, building height, floor space area, indicative building footprints, setbacks, site layout and configuration, vehicle and pedestrian access arrangement, and on-site public domain improvements.

The key issues that have, or will be, addressed in the planning and design of the proposed development are as follows:

- Building design and visual impact;
- Public domain;
- Access, traffic and parking;
- Heritage;
- Ecologically sustainable design and water management;
- Wind assessment;
- Site contamination and remediation;
- Site infrastructure and services; and
- Social and economic impact.

We trust the information provided in this report is sufficient for the Department to establish the level and scope of environmental assessment required for a Part 3A Application. We look forward to receiving the environmental assessment requirements from the Director-General.

We also request that the Minister authorise the proponent to submit a Concept Plan for the proposed development.

If you have any queries or would like to discuss this matter further, please contact Nigel Macdonald, Director of National Project Consultants on Ph.9906 8611 or Email [Nigel.macdonald@npc.com.au](mailto:Nigel.macdonald@npc.com.au).

## Letter from Department of Planning dated 21 November 2005



0293919522



NSW GOVERNMENT  
Department of Planning

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Mr David Gates  
Director, Asset and Contract Services  
NSW Department of Health  
Locked Mail Bag 961  
NORTH SYDNEY NSW 2059

21 November 2005

Dear Mr Gates,

**Subject: Royal Newcastle Hospital Redevelopment**

I refer to your letter dated 19 October 2005 in which you request confirmation from the Department of Planning that your project proposal is a major project under Part 3A of the *Environmental Planning and Assessment Act, 1979* (the Act).

To date, the Minister has formed the opinion that the project proposal is a major project to which Part 3A of the Act applies. However, the Minister has not required a concept plan. It would be acceptable to deal with the subject proposal under Section 75E of the Act, that is, as a project application. Pursuant to Section 75F, you are now requested to submit a project application and apply for the Director-General Environmental Assessment Requirements (DG EARs).

The appropriate project application form is attached. The structure and content of the project application should consider those matters described in the Department's draft guidelines titled *Steps in the Assessment and Approval of Major Projects under Part 3A* and as amended on 14 September 2005 (refer to the attached extract of the guidelines).

A total of 14 copies of the project application and associated plans are to be provided in hard copy format. Such plans are to include site context and surrounds, and basic details (ie. site layout, typical floor layout and elevation plan), at A3 size and to a recognised scale. One electronic (rtf or pdf format on CD) copy of the application and plans should also be included. You should also set up a website that these documents can be uploaded to that will link to the Department's website upon commencement of the referral period to relevant agencies.

Based on the capital investment value (CIV) of \$170,000,000.00 as advised by you, the total development application fee for the project application is \$206,275.00. On lodgement of the project application you are required to pay 5% of this amount, being \$10,313.75. The remainder of the fee and an advertising fee will be required at a later stage. Please note any discrepancy changes to the CIV will involve changes to the fee applicable for your project.

On receipt of the project application and structure and content of the project proposal, the Department will consult with relevant public agencies. On completion of the consultation, you will be notified of the DG EARs. You will be advised should it be necessary to hold a Planning Focus Meeting prior to finalisation of the DG EARs.

If you have any questions regarding the above, please do not hesitate to contact Verity Humble-Crofts on (02) 9228 6523 or via email to [verity.humble-crofts@dipnr.nsw.gov.au](mailto:verity.humble-crofts@dipnr.nsw.gov.au).

Yours sincerely,

Gordon Kirkby  
A/Director, Urban Assessments

For discussion pls. or other  
action as agreed.

To Jan Hayes

23-33 Bridge St Sydney NSW 2000 GPO Box 39 Sydney NSW 2001  
Phone: (02) 9228 6111 Fax: (02) 9228 6191 Website: [planning.nsw.gov.au](http://planning.nsw.gov.au)

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# Compliance with key planning objectives

*JBA Urban Planning Consultants*



**Relationship between proposal and key planning objectives**

<b>Planning Instrument</b>	<b>Key Planning Objectives</b>	<b>Development Principles</b>	<b>Proposals</b>
<b>Newcastle Urban Strategy</b>	Provide for development that enhances the existing heritage character	<ul style="list-style-type: none"> <li>Respect our neighbours and create good streets</li> </ul>	<ul style="list-style-type: none"> <li>Development has been designed to respect the adjoining United Services Club and Wirraway Flats.</li> </ul>
	Protect the rich heritage of Newcastle East, its diverse land uses, building ages and architectural styles	<ul style="list-style-type: none"> <li>Create a sense of place</li> </ul>	<ul style="list-style-type: none"> <li>A Site Interpretative Strategy will form a key element of the urban and landscape design and will identify opportunities to celebrate the history of the hospital as well as Aboriginal history associated with the site.</li> <li>The proposal responds to past uses and activities.</li> </ul>
<b>Newcastle LEP 2003</b>	(a) To promote the Newcastle City Centre as the pre-eminent regional centre of the Hunter providing for activities of a higher functional order and development intensity than is provided for in District Centre and Local Centre zones under this plan	<ul style="list-style-type: none"> <li>Create a sense of place</li> </ul>	<ul style="list-style-type: none"> <li>The development proposes a predominantly residential development with small scale retail uses, cafes, restaurants and offices at the ground floor in close proximity to existing facilities and services. Due to the site's prominent location overlooking Newcastle Beach and it's close proximity to the CBD, the development provides residential dwellings with high levels of amenity, provides a highly desirable connection between the beach and the CBD and a diverse range of uses.</li> </ul>
	(b) To accommodate a diverse and compatible range of uses and activities within the City Centre, within its street blocks and within individual buildings and sites, including high density residential development and a wide range of employment generating activities	<ul style="list-style-type: none"> <li>Create a vibrant and sheltered public plaza</li> </ul>	<ul style="list-style-type: none"> <li>The development proposes retail, cafes, restaurants and offices at the ground floor with residential above. The proposed range of uses will provide for a wide range of employment generating activities.</li> </ul>
	(c) To accommodate compatible mixed use development above or adjacent to core retail and commercial street frontages that contributes to a safe, attractive and efficient pedestrian environment	<ul style="list-style-type: none"> <li>Create a vibrant and sheltered public plaza</li> </ul>	<ul style="list-style-type: none"> <li>The proposal encourages "active frontages" along King and Watt Streets as well as the public plaza, which will contribute to a safe and attractive pedestrian environment. The plaza will provide opportunities for a vibrant public precinct in close proximity to the beach and provides a range of residential dwelling types in an inner urban setting.</li> </ul>
	(d) To conserve and enhance the rich cultural and built heritage of the City Centre to reinforce its unique character and improve its vitality and viability	<ul style="list-style-type: none"> <li>Respect our neighbours and create good streets</li> <li>Create a sense of place</li> </ul>	<ul style="list-style-type: none"> <li>New development adjacent to the United Services Club will provide an appropriate transition to the Club building.</li> <li>A Site Interpretative Strategy will be input into the urban and landscape design.</li> </ul>

Planning Instrument	Key Planning Objectives	Development Principles	Proposals
	(f) To provide for the creation and maintenance of easily located public access and view corridors	<ul style="list-style-type: none"> <li>Connect the city and the beach and the public spaces</li> <li>Reconnect with the horizon</li> <li>Create a vibrant and sheltered public plaza</li> </ul>	<ul style="list-style-type: none"> <li>The proposal provides for new public connections along King and Pacific Streets as well as a large public plaza.</li> <li>The proposal provides a visual connection with the horizon through the extension of Pacific and King Streets. View corridors to and from the site will be preserved through building siting and separation.</li> </ul>
	(g) To provide for development that is consistent in scale and character with: <ul style="list-style-type: none"> <li>other development in the locality and the City Centre generally, and</li> <li>the landscape and streetscape context of the City Centre including, but not limited to, the city skyline, the foreshore, the coast and the Port of Newcastle</li> </ul>	<ul style="list-style-type: none"> <li>Provide an appropriate built form</li> <li>Respect our neighbours and create good streets</li> <li>Create a gateway to the City</li> </ul>	<ul style="list-style-type: none"> <li>The scale of buildings along the streets will be sensitive to adjacent buildings with taller buildings setback from the street. These appropriately scaled buildings will define the street and suitable landscaping will further enhance the amenity of the streetscape.</li> <li>The proposal provides a physical connection between the CBD and Newcastle Beach with the extension of both King and Pacific Streets.</li> </ul>
<b>DCP 2005 and DCP 62 (Royal Newcastle Hospital)</b>	Strengthen the dynamic cultural environment of City East characterised by its heritage buildings; human scaled streetscapes; topography and setting; prominence of landscape features; and proximity to the City Centre to beaches and harbour	<ul style="list-style-type: none"> <li>Connect the city and the beach and the public spaces</li> <li>Create a vibrant and sheltered public plaza</li> <li>Respect our neighbours and create good streets</li> <li>Provide an appropriate built form</li> </ul>	<ul style="list-style-type: none"> <li>The proposal is for a predominantly residential development with cafes, restaurants and retail uses at the ground floor fronting King and Watt Streets and the public plaza. These "active frontages" will provide opportunities for a vibrant public precinct in close proximity to the beach.</li> <li>The proposal provides an extension of King and Pacific Streets, which will create a much needed connection between the CBD and the beach as well as Pacific and Fletcher Parks.</li> <li>Appropriately scaled buildings will define the street and suitable landscaping will further enhance the amenity of the streetscape.</li> <li>Existing views will be protected through appropriate building siting and separation.</li> </ul>
	Provide opportunities for mixed uses and activities	<ul style="list-style-type: none"> <li>Create a vibrant and sheltered public plaza</li> </ul>	<ul style="list-style-type: none"> <li>The proposal is for a predominantly residential development with "active frontages" along King and Watt Streets and the public plaza in the form of cafes, restaurants and retail uses. The plaza will provide opportunities for a vibrant public precinct in close proximity to the beach.</li> </ul>
	Protect and maintain established and important views through building design	<ul style="list-style-type: none"> <li>Provide an appropriate built form</li> <li>Reconnect with the horizon</li> </ul>	<ul style="list-style-type: none"> <li>Existing views (i.e. St Phillips Church to the ocean) will be protected through appropriate building siting and separation.</li> <li>The proposal provides visual and physical connections to the beach through the extension of Pacific and King Streets and maintains existing view corridors through appropriate building siting and separation.</li> </ul>

Planning Instrument	Key Planning Objectives	Development Principles	Proposals
	Retain and enhance existing heritage and contributory buildings and ensure they retain their visual prominence	<ul style="list-style-type: none"> <li>▪ Respect our neighbours and create good streets</li> </ul>	<ul style="list-style-type: none"> <li>▪ A Site Interpretative Strategy will form a key element of the urban and landscape design.</li> </ul>
	Encourage an attractive, functional and integrated open space network	<ul style="list-style-type: none"> <li>▪ Connect the city and the beach and the public spaces</li> <li>▪ Reconnect with the horizon</li> <li>▪ Create a vibrant and sheltered public plaza</li> </ul>	<ul style="list-style-type: none"> <li>▪ The proposed development provides a connection between Fletcher Park in the south and Pacific Park in the north with the extension of Pacific Street.</li> <li>▪ The proposal provides for new public open space links by extending King and Pacific Streets as well as providing a large public plaza in close proximity to the beach. In addition to this access, a new east-west pedestrian connection through the centre of the site will link Watt Street with Shortland Esplanade.</li> </ul>
	Encourage public transport use and a pedestrian friendly environment	<ul style="list-style-type: none"> <li>▪ Improve the pedestrian amenity of Shortland Esplanade</li> </ul>	<ul style="list-style-type: none"> <li>▪ Existing bus facilities at the corner of King and Watt Streets and the pedestrian route to Newcastle Station will be improved as part of the proposal in order to encourage use of public transport.</li> <li>▪ The footpath along Shortland Esplanade is proposed to be widened together with the introduction of traffic calming devices to encourage a pedestrian friendly environment. Street trees and appropriate landscaping will be provided along the streets to provide an attractive environment.</li> <li>▪ The extension of King Street will be "pedestrian only" link which will facilitate a safe path of travel for pedestrians.</li> </ul>