Attachment A - Urban Design Analysis

By Hassell Architects, dated 7 July 2016
Contents

01 Project Overview
Page 05

02 Introduction
Page 06

03 A History of Resilience and Transformation
Page 08

04 The Existing Renewal Strategy
Page 10

05 Engaging with the Community
Page 12

06 Program Vision and Objectives
Page 14

07 Key Spatial Strategies
Page 22

08 Illustrative Master Plan
Page 26

09 New Housing and Employment in the City Centre
Page 38
PROJECT OVERVIEW

The Newcastle Urban Transformation and Transport Program (NUTTP) has been established to deliver the NSW Government’s more than $500 million commitment to revitalise the city. The Program, being led by UrbanGrowth NSW in collaboration with Newcastle City Council (NCC), Transport for NSW (TfNSW) and the Hunter Development Corporation (HDC), aims to bring people back to the city centre by strengthening connections between the city and the waterfront, creating employment opportunities, providing more public space and amenity, preserving and enhancing heritage, and delivering better transport.

The NSW Government has made a number of announcements relating to the transformation of Newcastle, including:

- A new multi-modal transport interchange at Wickham
- Light rail between the Wickham interchange and Pacific Park
- The activation of Hunter and Scott Streets linked to the delivery of light rail
- The revitalisation of land in the heavy rail corridor, the delivery of housing, and the delivery of improved public domain, including parks, entertainment precincts and public spaces

This proposal is based on extensive community and stakeholder engagement. Two key events, ‘Design Newcastle’ 2014 and ‘Revitalising Newcastle’ 2015 were held to gather people’s vision, aspirations, ideas and feedback on potential opportunities for a thriving city centre, the outcomes of which are reflected in this report.
INTRODUCTION

Newcastle is the second largest city in NSW and is the economic and social heart of the Hunter Region. Regionally significant infrastructure including transport, government, health and education services are located in Newcastle.

Newcastle has a compact city centre located on a scenic peninsula between the Pacific Ocean and the Hunter River. There is a rich collection of historic and significant civic buildings which give the city a distinct character. The topography of the city centre and the grided street network permit views from the city centre to the harbour, as well as views from the harbour back to the city where the cathedral at the crown of the hill is a recognisable landmark.

The compact nature of the city centre, where beach and the city centre are within easy walking distance, makes Newcastle a very attractive place to live and work. The city offers the employment, educational and commercial opportunities of a big regional city with the commuting convenience and proximity of a small city.
Figure 1.3. Newcastle City - wider study area and re-zoning area

The total area of the rezoning sites is approximately 42,218m² or 4.2 hectares

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A HISTORY OF RESILIENCE AND TRANSFORMATION

A series of events over the past decades have impacted on the physical, economic and social fabric of the city.

NEWCASTLE’S EVOLUTION

1920s
Traditionally known as the Coal City, Newcastle has been the gateway to the Hunter Region and a centre of industrial activity.

1989
The 1989 earthquake shook the physical and economic structure of the city. Key employment sectors, including retail, health and education, continued to move out of the city centre and into suburban areas.

1999
The closure of BHP led to large spikes in unemployment (up to 20%) that has only recently been contained.

1990s
The renewal of Honeysuckle, alongside the city’s harbour, created new waterfront public spaces and streets, heritage restoration, residential and commercial activity.

2008–present
The region weathered the Global Financial Crisis due to the strength of the mining sector. However, the number of jobs in the city centre declined by 5% with a key challenge being the attraction of major employers and investment.

looking forward
The NSW government has now committed to $460 million investment in light rail and urban revitalisation, complementing earlier funding for key educational and civic projects, such as NeW Space and the Justice Precinct.
A CITY CENTRE WITH STRONG POTENTIAL

Unique locational advantages and “once in a generation” government intervention supports growth and change.

$460 million investment in light rail and urban revitalisation
An attractive waterfront setting
40% of jobs in professional, financial, administration sectors
Globally recognised university growing its city centre presence

The historic heart of the Hunter Smart City initiatives underway
Renew Newcastle success

HOW HAVE OTHER CITIES BEEN TRANSFORMED?

Around the world, cities like Newcastle are undergoing significant change - transforming from industrial centres to vibrant, creative, globally-focused places.

Oslo, Norway
Oslo’s strong industrial history has been based around its harbour connections, all of which lie in close proximity to the central urban area of the city. As part of the urban renewal project “Fjord City” which was envisioned in the early 1990’s, Oslo has set out to improve the linkage between the city centres and the Fjords by opening up the waterfront areas for recreational, cultural, residential and commercial use. To achieve this, the renewal project placed significant importance upon its public access, public, private transport and sustainable development. Much of the focus has centred around the transformation of roads into public thoroughfares and rezoning of areas for mixed used and recreational activities. Through such modifications, Oslo is now considered to be one of the most ‘liveable’ cities in the world.

Bilbao, Spain
After the collapse of its industrial industries in the 1970’s, Bilbao set out an urban renewal scheme that would re-engage public interest into the city and allow it to compete more effectively as a city of global interest. Proposed in 1981, the framework of the renewal scheme focused upon the development of successful public transport and infrastructure as well as creating unique cultural focal points that would allow the city to become a global icon. In 1989, the Bilbao Metro was implemented and closely followed with the Guggenheim museum in 1997, which has become a significant international attractor. In 2000, the airport terminal was completed and in 2012 the port relocated and a major waterfront landscape project was rolled out. Today, Bilbao’s cultural industry is thriving and is a prime example of successful urban renewal in regards to a post-industrial city.

Rotterdam, The Netherlands
Based around the river Maas, the urban development of Rotterdam was strongly linked to its success as a working port. As part of the urban renewal policies implemented in the 1980’s, port activity shifted closer towards the sea, and the riverfront areas were designated for mixed use, commercial, public and recreational spaces. The framework for the scheme was primarily focused on turning the city into a leader in new and emerging architectural and design ideas. Now in 2015, the city, in particular the waterfront, is renowned globally for its architectural and urban design qualities and can be seen to have contributed to the reinvigoration of its art and cultural sectors.

Hull, UK
After suffering from economic downturn in the once prosperous industrial city, Hull focused an urban renewal scheme based around its strong cultural and industrial background. This has led to renewed interest into the city, with the city’s cultural program being of primary interest, whereby a crowd funding program allowed for the city to host the year-long festival of Hull. In 2013, it was announced that Hull will become the UK’s City of Culture and Gateway to Europe from 2017 onwards. This has sparked a further interest into emphasis on the city’s strong cultural and industrial roots and has led to increased funding towards its arts and culture programs.

Newcastle upon Tyne, UK
With the continued reputation as a ‘strong’ industrial city, Newcastle (UK) has sought to reinvigorate its arts and cultural sectors. The implementation of a rigorous arts and culture program including commissioning the Angel of the North Sculpture, the Gateshead Music Centre and the Baltic Centre for Contemporary Art have placed Newcastle Upon Tyne on the map as a major cultural destination generating significant economic benefits for the city. In addition to this, the transformation of the former shipping premises along the river Tyne into public, recreational and mixed use areas has transformed the once forlorn area into a thriving and bustling precinct.

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THE EXISTING RENEWAL STRATEGY

NEWCASTLE URBAN RENEWAL STRATEGY - NURS

Developed by the NSW Department of Planning & Infrastructure in consultation with the City of Newcastle, key NSW Government agencies and the community, NURS is a strategy to support the revitalisation of Newcastle over the next 25 years.

A clear framework including a range of place-based, economic and transport-related initiatives have been developed in the strategy to improve the city’s economy, access, connections, liveability, and the quality and attractiveness of the public domain. These initiatives are recognised as being important catalysts for encouraging renewal and investment in the Newcastle city centre into the future.

The 2014 update to the strategy recognises light rail services to replace the existing heavy rail line (instead of previously proposed bus services) and the identification of three character precincts (West End, Civic and East End), within which significant opportunities for built form and public domain changes and improvements exist.

The vision, guiding principles, city wide strategies, and urban renewal and transport initiatives developed within the strategy have strongly influenced the public domain and opportunity site responses developed in this study. Through NUT TP a number of initiatives identified in NURS can be delivered, including implementing the light rail, connecting the city with its waterfront, revitalising Hunter Street as the “Main Street” and strengthening the role and character of the city precincts.

10,000 additional jobs and 6,000 additional dwellings by 2036

Above: Economic targets outlined in NURS 2012

NINE GUIDING PRINCIPLES FROM NURS have been used to guide the strategies and renewal opportunities for Newcastle City

01 OPPORTUNITIES TO GROW & EXPAND
02 ECONOMIC VIABILITY & COMPETITION
03 HOUSING MIX & AFFORDABILITY
04 BUSY & VIBRANT CENTRE
05 INVESTMENT EMPLOYMENT & GROWTH
06 PROVIDE FOR FUTURE EMPLOYMENT GROWTH
07 TRANSPORT ACCESS & CONNECTIVITY
08 RETAIL VARIETY & CHOICE
09 INTEGRITY & VIABILITY
Key Urban Transformation and Transport Initiatives from NURS Update 2014

**PROMOTE THE CITY CENTRE AS AN EDUCATIONAL HUB**
- Facilitate new University of Newcastle city campus
- Support new research facilities

**STRENGTHEN THE CIVIC PRECINCT**
- Encourage civic uses such as the new university campus and law courts
- Improve Wheeler Place with additional shade and seating
- Reinforce the ‘Cultural Axis’ from the Civic Park to the waterfront with improved public domain and signage

**RECOGNISE NEWCASTLE’S HERITAGE**
- Retain and re-purpose heritage buildings that contribute to the character and history of the city

**REVITALISE HUNTER STREET MALL**
- De-clutter the Hunter Street Mall and upgrade the public domain and street furniture to provide a pleasant pedestrian experience
- Encourage mixed-use development with more residents to support local businesses
- Support the redevelopment of key sites, laneways and spaces that connect to the mall and the foreshore

**LONG TERM GROWTH IN THE WEST END**
- Redevelop large consolidated lots and support interim uses, such as showrooms and large-format retail
- Increase public space including a new connection along cottage creek
- Plan for long term city expansion in the West End

**CREATE A CONNECTED WALKING AND CYCLING NETWORK**
- Implement the City of Newcastle’s Cycling Strategy and Cycling Plan
- Promote end-of-trip facilities for cyclists such as bike racks and showering facilities

**IMPLEMENT THE LIGHT RAIL**
- Deliver a new light rail system that connects key activity areas with frequent services between Wickham and the beach at least every 10 minutes.
- Construct fully accessible interchange at Wickham for rail, light rail and buses, with all services on one level for easy transfer

**CONNECT THE CITY WITH ITS WATERFRONT**
- Create new road and/or pedestrian crossings re-connecting the city centre to the waterfront
- Improve signage
- Improve the public domain with new landscaping and footpath paving

**RE-ESTABLISH HUNTER STREET AS NEWCASTLE’S MAIN STREET**
- Concentrate activity in nodes
- Enhance Hunter Street for pedestrians, cyclists and public transport users
- Improve the quality of the public domain by widening footpaths and adding more landscaping

**MANAGE DEMAND FOR CAR PARKING**
- Undertake an annual review of parking and consider expanding parking controls to inner city areas
- Consider setting limits on the amount of car parking available in the city centre

**IMPROVE THE EFFICIENCY OF THE ROAD NETWORK FOR ALL USERS**
- Upgrade the road networks and key intersections where there is congestion or safety issues
- Reinforce Hunter Street as a key route for all users

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Figure 1.4. Newcastle Urban Renewal Strategy - source: NURS update 2014

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In June 2014, UrbanGrowth NSW initiated a two-month community engagement program, which included consultations in relation to the CBD revitalisation, future uses of the vacant rail corridor land, heritage station buildings, light rail stops and open space. These consultations built on previous engagement undertaken since 2013 to assess potential light rail routes.

As part of a Design Newcastle community consultation process, community groups and 100 randomly selected residents were invited to participate in a two-day summit. The aim of the summit was “to generate community ideas and insight that could be used to inform plans for the revitalisation of Newcastle”. A large number of ideas were generated to encourage employment, create improvements in the public domain, activate public spaces, promote sustainability and meet social infrastructure needs.

Key issues identified by UrbanGrowth NSW through this process were:
- Support for urban renewal in the Newcastle city centre
- Support for the concept of three specialised city precincts: city east, city west and civic
- Support for “big ideas” to revitalise the city centre
- Support for a mix of housing types in the city centre
- Strong support for the introduction of new educational facilities in the city centre
- Support for the reuse of public buildings such as Newcastle Railway Station
- Support for development within the rail corridor, where that development brings people into the city centre and aids in the creation of jobs
- Support for temporary or permanent structures in the rail corridor to activate the space and create connectivity between the city and the waterfront
- Interest in ongoing consultation regarding urban renewal and development within the city centre and corridor
- Support for the introduction of light rail and the truncation of heavy rail.

These ideas and responses have been taken into consideration in preparation of the Urban Renewal Concept Plan.
REVITALISING NEWCASTLE 2015

In August 2015, UrbanGrowth NSW initiated another community engagement program in partnership with Newcastle City Council (NCC) over a six week period. The engagement program was part of the NSW Government’s wider Newcastle Urban Transformation and Transport Program which also includes Transport for NSW (TfNSW), the Hunter Development Corporation (HDC) and NCC.

The community engagement process attracted high levels of participation from across Newcastle and the Lower Hunter region, including:
- More than 1,400 participants from more than 40 Hunter postcodes participated in 13 face-to-face community events, including community forums, pop-up engagement stalls and door knocking city centre businesses
- More than 2,500 people participated in phone and online surveys
- More than 17,500 people engaging with online forums including the Revitalising Newcastle website, Facebook and Twitter channels
- Receipt of 285 submissions through the website, email and post.

Process

Outcomes and findings

The engagement process resulted in clear findings and direction in relation to the overall project objectives and opportunities.

There was broad support for the Program objectives, including:
- Strong support for bringing people back to the city, growing new jobs and connecting the city to its waterfront
- A range of suggestions for place making, public domain and community assets
- The desire for the heritage and character of the city centre to be respected in the revitalisation

There was broad support for maintaining and enhancing the character of the city centre’s three precincts:
- West End: the commercial hub for the Hunter region, with relatively higher density commercial and residential development.
- Civic: the city’s art, education and cultural heart, supported by some commercial and residential development.
- East End: a thriving urban community with tourism, entertainment, and some, sensitive residential development that respects the heritage nature of the precinct

Four “opportunities” for the future use of the rail corridor were presented and discussed within workshop groups. People favoured the ‘Harbour Play City’ and ‘Harbour Entertainment City’ opportunities, both of which combine mixed use development with open space and new community assets. People also suggested ways these opportunities could be enhanced and integrated with broader renewal of the city centre.

Further details of the Program objectives, opportunities and outcomes are included in this report, as well as within the Engagement Outcomes Report released by UrbanGrowth NSW in December 2015.
PROGRAM VISION AND OBJECTIVES

The vision and objectives for the revitalisation of Newcastle city centre builds on the vision and principles developed in the Newcastle Urban Renewal Strategy (NURS) and has been informed by feedback from the community, Newcastle City Council, government agencies and city renewal experts.

Our vision is an activated city centre and waterfront that attracts people, new enterprises and tourism. Over time, we see great opportunities exist to build on the strengths of the city centre to encourage innovative and enterprising industries to thrive. In the longer term, we see an opportunity to strengthen Newcastle’s position on the regional, national and international stage, with a view to stronger ties with the Asia Pacific.

THE VISION FOR THE CITY CENTRE

OBJECTIVES OF FUTURE TRANSFORMATION

The outcomes from the Community Engagement period confirmed the importance of the program objectives and recognised the importance of adding Objective 4, ‘Preserve and enhance heritage and culture’ to the set of objectives.

1. Connect the city centre to its waterfront
   Unite the city centre and the harbour to improve the experience of being in and moving around the city.

2. Create great places linked to new transport
   Integrate urban transformation with new, efficient transport to activate Hunter and Scott Streets and return them to thriving main streets.

3. Create economically sustainable public domain and community assets
   Leave a positive legacy for the people of Newcastle, with new and enhanced public domain and community facilities that can be maintained to a high standard into the future.
Preserve and enhance heritage and culture
Respect, maintain and enhance the unique heritage and character of Newcastle city centre through the revitalisation activities.

Help grow jobs in the city centre
Invest in initiatives that create jobs, with a focus on innovative industries, higher education and initiatives to encourage a range of businesses to the city centre.

Bring people back to the city centre
Re-Imagine the city centre as an enhanced destination, supported by new employment, educational and housing opportunities and public domain that will attract people.
01_Connect the city centre to its waterfront

Unite the city centre and the harbour to improve the experience of being in and moving around the city. Strategically located connections will reinforce activation of the public domain.

What we observed

The city centre is severed from the working harbour and is unable to realise community value, access and investment advantage from this unique asset. Evidence of this challenge

Rail line severs Hunter Street from the harbour with limited on-grade crossing points. North-south permeability, particularly for the mobility impaired, is significantly reduced. It is difficult for all pedestrians and cyclists to move around the city centre easily.

Contamination and mine subsidence impact on the viability of renewal.

Significant areas and sites such as Hunter and King Streets and the Christ Church Cathedral are poorly connected to the harbour.

A regular city grid known as ‘Dangar’s grid’ exists in the east. Following truncation of the existing heavy rail line, the opportunity exists to extend this historic grid through to the waters edge, maximising views and connections between the city and the harbour.

What the community told us

There is a shared view that Newcastle’s harbour and beaches are a unique asset to the city. Creating better connections between these and the city centre was consistently supported by the community.

The community want to be able to move around the city easily, whether by public transport, private car, bicycle or on foot.

The community recognise that improving public access between the city centre and its waterfront would benefit not only local residents, workers and visitors, but will also help to attract tourists. Crossing points between the city centre and the harbour need to be more accessible, especially for the disabled and elderly.

An improved network of walking and cycling paths needs to be delivered as part of the light rail extension of green open space between the city and the harbour made possible by the truncation of the heavy rail line, including: extension of existing street alignments as pedestrian connections: at Argyle, Wolfe, Perkins, and Market Streets creating new pedestrian connections from: east of Argyle Street within the Newcastle Station site Newcomen Street

How the master plan can respond

The master plan defines a number of new connections between the city centre and the harbour made possible by the truncation of the heavy rail line, including:

- extension of existing street alignments as pedestrian connections: at Argyle, Wolfe, Perkins, and Market Streets
- creating new pedestrian connections from:
  - east of Argyle Street
  - within the Newcastle Station site
  - Newcomen Street

These connections create visual linkages to the harbour from many vantage points in the city centre, especially along north-south streets and from the hilltop of the city. New buildings are not to be built within these important view corridors.

Existing: A street system with potential to grow

Potential: Multiple connections created between the city centre and harbour
02_ Create great places linked to new transport

Integrate urban transformation with new, efficient transport to activate Hunter and Scott Streets and return them to thriving main streets.

What we observed

Investment in the re-purposing of surplus government lands is critical to releasing value from transport investments - integration of land use and transport planning is required.

Evidence of this challenge

Increased density around new light rail stops will improve patronage. Further investment required to enhance temporary crossings as permanent connections. The removal of the existing rail corridor and replacement with light rail is a more accessible and pedestrian friendly model, and will provide the opportunity to reinforce Hunter Street as the main street and revitalise it as a vibrant urban boulevard, while maximising north-south connections and spaces between the CBD and the harbour.

What the community told us

Feedback from the community about this objective was mixed. Some people believe that returning heavy rail to the city centre would achieve this objective without the need to introduce light rail. Some people are satisfied with the amount of public domain and places in the city centre, however, noted that much of the green space seems to be under-utilised. They would prefer existing places are enhanced and preserved. Others felt that Newcastle needs new destinations and improved public domain for community use with a defined program of activities to really make them 'great places.' Suggestions included arts, food and performance festivals, an outdoor cinema, community meeting spaces, temporary and permanent sculptures and public art.

How the master plan can respond

The introduction of light rail will provide a means for which Hunter Street is enlivened and activated once again as Newcastle’s main street. The opportunity for urban transformation, including improved shopfronts, restored heritage frontages, and new commercial and retail premises with residential units above will integrate with the new light rail and contribute to the re-creation of a great urban boulevard.

At each of the new light rail stops, the opportunity exists to integrate with existing bus and ferry services to create a number of new transport connection hubs at key destinations within Newcastle city. The improved north-south connections will allow multiple pedestrian and cyclist crossing points to be achieved, providing better integration between all modes of movement.

The master plan offers opportunities for existing open space to be enhanced and expanded adjacent to the new light rail. A series of connected civic squares defined by existing heritage and new built form will be made possible in the Civic Precinct, connecting the civic heart of the city centre with the Harbour.

Similarly, the opportunity exists for open space to be expanded and enhanced in the east, providing a new entertainment precinct that extends from Scott Street to the Harbour, and connected back to the city via a direct pedestrian link and light rail stop at Market Street. Further community consultation and investigation will determine the defined activities for the entertainment precinct. A fresh food market and regional playspace have previously been investigated, although community support for this was limited during the recent consultation period.
03_ Create economically sustainable public domain and community assets

Leave a positive legacy for the people of Newcastle, with new and enhanced public domain and community facilities that can be maintained to a high standard into the future.

What we observed

Major new social and recreational amenities are needed to support an increase in student, resident and worker populations in order to attract higher skilled knowledge workers.

Evidence of this challenge

While there are a number of open space types throughout Newcastle city, including a strong garden presence at the east end, large open formal spaces through the civic core, and a popular harbour promenade along Hunter River, public spaces need to accommodate a greater diversity of users and uses.

What the community told us

Response by the community to this objective was mixed. However, there were a range of suggestions for creating economically sustainable public domain and community assets including creating flexible spaces and places that work for a range of audiences, at different times of the day and night and for a breadth of activities.

Feedback pointed to the need to program activities on a changing schedule so that they generate continued interest and participation. A broad range of activities that attract all people in the community, across ages, interests and abilities should be held.

Some feedback supported pop-up and temporary structures to enable flexibility in the use of new public domain.

How the master plan can respond

UrbanGrowth NSW is committed to embedding environmental, social and economic sustainability into the public domain to maintain a high level of quality and useability into the future.

The two major new public spaces proposed, Civic Square, and the expanded foreshore park in the East End adjacent to Newcastle Station, will provide valuable open space and community facilities to residents and visitors alike. Each has the potential to develop its own program and social / recreation activities, with a defined use, character and collection of users.

For example, open space in the East End could become part of a new regional destination, providing generous space for recreation activities directly adjacent to the waterfront. Civic square could be more formal in nature, defined by existing and proposed buildings with active ground floor uses and temporary pop-up uses, and can provide the missing connection in the link of civic spaces and buildings to the water.

A number of minor public spaces are also proposed to enhance the quality of the new north-south connections including the Argyle / Darby Connection.

Consideration is to be given to operation and maintenance costs including the exploration of water sensitive urban design strategies within the public domain. Community and sensitive revenue-generating activities are to be provided to help supply the necessary funds for public assets to be maintained over time.
04. Preserve and enhance heritage and culture

Respect, maintain and enhance the unique heritage and character of Newcastle city centre through the revitalisation activities.

What we observed

Newcastle has a unique history and its collection of heritage buildings make a significant contribution to the character and charm of the place. However, many have been neglected and are under-utilised.

Evidence of this challenge
- Heritage sites are common within the Newcastle city centre, particularly along Hunter Street (the historic main street of Newcastle) and in the Civic and East Precincts.
- Many heritage buildings are not being used, and many are run-down and in need of repair – these require investment to ensure ongoing quality and usability.
- Opportunities exist for the adaptive re-use of a number of these heritage buildings throughout the city centre.
- Some heritage buildings are ideally located with the potential to become significant community assets.

What the community told us

- This objective was added following ‘Revitalising Newcastle’ as there was a consistently held view among the community that the city’s heritage and character should be respected as part of the revitalisation of Newcastle.
- Other common comments around heritage included:
  - People want to enhance and preserve the city centre’s unique history, heritage and way of life.
  - Business owners and operators pointed to the unique heritage character of the city as an attractor for boutique-style businesses.
  - There is a desire for building heights and densities to respect the heritage nature and character of the city.
  - The community want the important architectural and cultural heritage of Newcastle Station to be celebrated and conserved.

How the master plan can respond

- A number of opportunities existing in the master plan for the enhancement and preservation of heritage in the Newcastle city centre, while contributing to the activation of the civic and entertainment precincts.
- For example, the revitalisation and re-activation of Hunter Street will look at opportunities to restore and celebrate existing heritage facades, encouraging a mix of small businesses and creative industries to move in.
- Sitting within the proposed new entertainment precinct, significant opportunities exist for Newcastle Station and the railway signal box to be adaptively re-used into new iconic community destinations.
- Creation of the new Civic Square offers the chance to better reveal and celebrate the heritage values of Newcastle Museum from the main street.
05_ Help grow jobs in the city centre

Invest in initiatives that create jobs, with a focus on innovative industries, higher education and initiatives to encourage a range of businesses to the city centre

What we observed

Structural changes in the regional economy mean that finding opportunities to create new and more diverse jobs is more important than ever.

Evidence of this challenge

- Mining sector expected to contract.
- City centre jobs expected to fall by 5%.
- Suburban shopping centres have impacted city centre. A number of shopfronts, particularly along Newcastle’s main street are vacant. However, Hunter Street Mall is proposed to be revitalised.
- New infrastructure is needed to support growth and attract investment.
- Despite recent decline, Newcastle city centre remains the most attractive commercial location. New and interesting businesses are moving in, and the shift of the NeW SPACE University Campus to the city centre will support urban transformation.
- A number of recent initiatives, such as ‘Renew Newcastle’ and ‘Hit the Bricks’ have been successful in beginning to transform Newcastle into a city filled with increased levels of activity, art and culture, leveraging off its industrial character to create unique, eclectic, creative city spaces.

What the community told us

... There is a shared view that the creation of new jobs in Newcastle is an important guiding objective for the Program.
- Revitalisation activities should proactively support the growth of jobs across a range of industries and job types, while building on the existing strengths of the city and region in education, health, agriculture, arts and culture.
- Young people, in particular, expressed a strong desire to be able to build a career in Newcastle.
- People with a disability and people from culturally and linguistically diverse (CALD) backgrounds, highlighted the need for a range of job opportunities and support programs to assist them to enter and progress in the job market.
- Jobs growth is to be supported by efficient and effective transport between the Hunter region and the city centre.
- Suggestions ranged from supporting existing and new businesses by upgrading streetscapes and public domain; revitalising Hunter Street, including the mall, encouraging larger businesses to relocate to the city centre; and locating more state and federal government jobs in the city centre.

How the master plan can respond

... Proposed mixed use infill development at appropriate locations along the corridor will introduce new ground floor retail and commercial uses to build upon established areas of activity, and introduce new life into those areas requiring greater activation. Residential uses above will also increase the level of safety and activity in these areas, by increasing the number of people that live in the city centre.

A revitalised main street, restored local heritage, an efficient, reliable mode of public transport, and a greater number of people, will help attract small business back to under-utilised areas of the city centre.

New ground floor uses and passive residential uses above will create lively frontages to Hunter Street and help to better define existing and proposed public open space.

The opportunity exists to strengthen the civic precinct as the cultural and educational heart of the city, linking the NeW Space campus, new law courts, Newcastle Museum and Civic Theatre. New uses should build upon this character. Student housing has been investigated as an option to support the NeW Space in the Civic Precinct.

... It is proposed that new uses in the Entertainment Precinct be focused on community or tourist uses. An adaptive re-use of Newcastle Station linked to generous open space on the harbour front provides a real opportunity for a significant, new destination with job-generating uses.
06. Bring people back to the city centre

Re-imagine the city centre as an enhanced destination, supported by new employment, educational and housing opportunities and public domain that will attract people.

What we observed

The city centre has insufficient critical mass of people and activity to thrive as a regional capital. NURS envisages significant population and employment growth to address this issue.

Evidence of this challenge

- 2.5 kilometre long city centre
- 8000 residents compared with 18000 jobs
- Competition from suburban centres - no major retail anchors such as a supermarket. A number of shopfronts are under-utilised or vacant. Hunter Street Mall re-development will begin to attract shoppers back to Newcastle city centre.
- The lack of people contributes to low levels of activity both during the day and particularly at night, impacting on the sense of safety, and viability of commercial premises.
- Limited housing options exist in the city centre.
- Tourism primarily caters for business, family and friends. A unique event or destination is needed to attract a wider range of visitors.
- New mixed use developments, such as at Honeysuckle, are beginning to encourage a larger number of people living and working in the city centre.

What the community told us

- There was a consistently held view that the city was once a thriving and attractive place and that it would benefit from attracting more people to live, work, study and undertake leisure activities.
- Some feedback suggested that people struggled to find places to take visiting friends and family beyond the beach and existing cultural institutions.
- A consistent theme was that new housing should provide a mix of housing options to contribute to a diverse range of people living and working in the city.
- They also wanted the city centre to be a safe, attractive and active place to visit both day and night.
- A consistent preference was for higher density buildings to be located in the West End and to a lesser degree, Civic. The East End was seen as being more suited to lower density buildings, open space, public domain and entertainment activities.
- To cater for an increased student, worker and resident population, improvements to public transport, parking, walking, cycle paths, open space, signage and wayfinding is needed.

How the master plan can respond

- New residential development is required to increase the city resident population.
- Mixed use development will encourage increased levels of activity throughout the day allowing people to live and work in the city centre.
- The master plan can support new mixed use development including ground floor retail and commercial uses with residential above.
- While higher resident densities should be focused around the city centre and transportation hubs, proposed built form including building height is to remain sympathetic in form and scale to adjacent planning controls.
- Important view corridors between buildings are also to be maintained to reduce visual impact and increase north-south permeability from the city centre to the water.
- Potential affordable housing and student housing in the Civic Precinct is being investigated to increase the mix of people living in the city.
- Public domain improvements will enhance the attractiveness and sense of place associated with these new developments, while increasing pedestrian and cycle connectivity between.

Effective public transport providing an efficient east-west connection through city centre from Wickham Transport Interchange to the beach will increase the number of people visiting from the Hunter Region and beyond.

A new public destination in the East End involving an enhancement and adaptive re-use of Newcastle Station could also act to attract not just local residents but a wider range of tourists and visitors to Newcastle city.

New building to be consistent with scale of surrounding built fabric
KEY SPATIAL STRATEGIES

Based on the analysis undertaken and ideas from the community and previous studies, a number of strategies have been developed. These provide the spatial framework for the master plan.

The master plan seeks to reinforce three distinct precincts within Newcastle CBD, City West, Civic and City East, linked together by three major east-west connectors, Hunter Street, King Street and the Harbour Promenade. These precincts and connectors each have their own character and function.

NUTTP builds on the opportunities identified in NURS to re-introduce and strengthen their roles while improving connections to the harbourfront in multiple locations.

While future aspirations have been explored for the West Precinct, the focus of the NUTTP and the subsequent re-zoning application is within the Civic and East Precincts, east of Worth Place.

Enhanced quality of east-west connections

Strategies to enhance the quality and character of the existing east-west connections

New north-south connections

Investigating the potential for new north-south connections between the city and the harbour
EAST  key aspirations

Connections and views to the harbour strengthened along existing grid

BRINGING PEOPLE BACK TO THE CITY: A THRIVING URBAN COMMUNITY

Leisure activities for all ages and abilities under the pine trees along the harbourfront

Fun, active lifestyles

Uses that support a residential population

New spaces for activity and play

CIVIC  key aspirations

Growth of tertiary education

SPECIALISED PRODUCTIVE ECONOMY: THE ESTABLISHED CIVIC, CULTURAL AND EDUCATIONAL HEART OF THE CITY

Preservation of existing civic and cultural monuments. Formal civic character of the squares, parks, streets and connections associated with these monuments will be enhanced

Urban forest providing shade and areas for social gathering

A civic spine with a central civic garden that connects the civic core to the harbourfront with a series of formal public squares

Laneway activation and diversification of city culture

Connections to the water terminated by iconic harbour destinations or markers

WEST  key aspirations

An iconic cultural destination on the harbourfront

CONNECTING ASIA PACIFIC: A NEW COMMERCIAL HUB FOR THE HUNTER REGION

Gateway to the city with a new transport interchange at Wickham Station

Pedestrian connections and street edge activation at lower levels of commercial podia

Clear vistas orientating city to the harbour

A rejuvenated harbour landscape that makes reference to the historic, industrial nature of the site

Generous street blocks for commercial floor plate re-development with podiums and higher commercial and residential towers above
KEY SPATIAL STRATEGIES

The master plan identifies the key structuring ideas across Newcastle city. Key catalyst sites for urban renewal and public domain upgrades have been identified, some of which may be delivered under NUTTP.
 Gebäude auf Schlüsselprogrammpunkte

01_CONNECT THE CITY CENTRE TO ITS WATERFRONT
- Remove existing heavy rail line and increase on-grade connectivity between the city and the harbour.
- Establish a civic link with gardens that celebrates and reveals existing public buildings and monuments and provides a connection between the civic heart of the city and waterfront.
- Allow for future safe cycle friendly routes providing linkages between the city centre and the harbour promenade.
- New built form to preserve existing view corridors to the waterfront.

02_CREATE GREAT PLACES LINKED TO NEW TRANSPORT
- Reinstate Hunter Street as the thriving “Main Street” with new, efficient transport and reinvigorated shopfronts while maintaining the historic street wall height and alignment.
- New hubs at Civic and East End to be serviced by new public transport stops.

03_CREATE ECONOMICALLY SUSTAINABLE PUBLIC DOMAIN AND COMMUNITY ASSETS
- Environmental, social and economic sustainability to be considered in the creation and management of the public domain and associated community assets.
- Generous areas of public open space to offer a range of recreation activities for all ages and abilities.

04_PRESERVE AND ENHANCE HERITAGE AND CULTURE
- Heritage buildings and surrounds to be celebrated and enhanced to make positive contributions to the public domain and create active new community uses.
- Explore removal of the existing Civic Station building to reveal heritage facades and create attractive edges to new public space.
- Encourage adaptive re-use of appropriate heritage buildings including re-use of Newcastle Station and the railway signal box into a new cultural destination accessible to all.
- Encourage restoration of heritage facades along Hunter Street and re-purpose with active small business, dining, art or retail uses.

05_HELPP GROW JOBS IN THE CITY CENTRE
- Provide a range of retail and commercial options along Newcastle’s main street, key connections and Hunter Street Mall to cater to a diverse range of consumers, including local residents and visitors.
- Increase the number of mixed use developments in the city centre to support jobs and services and enhance day and night activity.

06_BRING PEOPLE BACK TO THE CITY CENTRE
- Strengthen the role of precincts to establish active retail, commercial, recreation, entertainment, civic and education cores that have a strong sense of community and place.
- Provide new mixed use development to accommodate future housing and job demand in the city centre.
- Establish an active educational hub in Civic Precinct combined with potential student housing.
- Revitalise Hunter Street Mall as the main retail precinct supported by a range of social and entertainment activities.
- Create a dedicated entertainment hub in the East End centred around Newcastle Station and the foreshore including temporary pop-up and permanent community uses, and open spaces to play, relax and reconnect with the Harbour.
ILLUSTRATIVE MASTER PLAN

The illustrative master plan identifies key projects within Newcastle City Centre that have the potential to generate new or reinvigorated public spaces, which may be delivered under the NUTTP.
01_CIVIC LINK
- Create a civic space that is framed and encourages a mix of public uses as well as having the capacity to generate public movement from Wheeler Place, through Honeysuckle to the harbour’s edge.
- Create new open space and walking and cycle connections that link Newcastle’s civic buildings to the waterfront.
- Open up views to the harbour from the civic area.
- Create an enhanced civic, cultural and educational hub, linked to the new light rail, NeW Space Campus, Newcastle Museum, Law Courts and Civic Theatre.
- Adjacent mixed use development to provide active ground floor uses and passive surveillance from floors above to generate activity and safety.

02_DARBY PLAZA
- Create an urban plaza integrated with a new north-south connection at the intersection of Darby and Argyle Streets.
- Improve the connection and views from the Darby Street eat-street right through to the harbour.
- Adjacent mixed use development to provide active ground floor uses and passive surveillance from floors above to generate activity and safety at all hours of the day.

03_HUNTER STREET REVITALISATION
- Reinstate Hunter Street as Newcastle’s ‘main street’ with light rail, shop front improvements and upgrades.
- Maintain and celebrate heritage buildings along Hunter Street.
- Create linkages from Hunter Street to the harbour.
- Attract new investment and create jobs with a lively main street.
- Accentuate north-south corridors and fill in ‘missing teeth’

04_ENTERTAINMENT PRECINCT
- Create spaces to play, relax and reconnect with the Harbour, with recreation activities for all ages and abilities.
- Extend the original Dangar Grid in the form of new pedestrian connections to improve connections between Hunter Street Mall and the harbour.
- Expand green open space between Scott Street and the foreshore to offer great opportunities for uninterrupted views and increased areas of public space along the waterfront.
- Celebrate Newcastle Station’s heritage through adaptive restoration such that it restores it to its former glory.
- Adaptively re-use the existing railway station signal box to create additional railway station activities for the public to enjoy.

05_NEWCASTLE STATION
- Adaptively reuse Newcastle Station as the entertainment precinct’s centrepiece, to ensure its heritage values are maintained and accommodate enterprises and activities to attract visitors and stimulate the economy.
- Further community engagement is required to investigate new Station use.
- Create an enhanced offering within the public domain to complement Newcastle Station’s re-purposed use.
- Include a mix of community and commercial (revenue generating) uses.
Newcastle will gain a civic heart from which regeneration will grow.

The creation of a central Civic Garden between existing civic spaces will create a connected network of open space complete with walking and cycle connections that extends Newcastle’s civic buildings to the waterfront. Viewed in the context of a larger chain of public domain interventions including Wheeler Place and a pedestrian friendly crossing across Hunter Street, Newcastle will gain a civic heart from which regeneration will grow.

The Civic Gardens will be a moment of calm and elegance in the city centre. Areas of lawn are criss-crossed by formal paths following key desire lines. Dense stands of tree planting offer opportunities for gathering and eating lunch. Mixed use infill development and existing heritage facades will define edges, and help to activate and provide passive surveillance of the space both day and night.

To enable the above outcomes to be met, it is proposed that the land within the corridor at the location of the proposed Civic Gardens be re-zoned from SP2 Infrastructure to RE1 - Public Recreation, and the land either side of the Civic Gardens within the corridor be re-zoned.

Feedback from the community during the consultation process largely supported the Civic Link. Reasons for support centred on the vibrancy that would be added to the city through this opportunity. Ongoing engagement with the community will be undertaken to determine whether Civic Station is demolished or re-purposed.
01_ Direct link to the harbour
02_ Temporary food and entertainment pop-up activities
03_ Active transit corridor
Improving the Darby Street /Argyle Street connection to the harbour centred at a new urban park

The plaza will facilitate pedestrian and cycle movements between Hunter Street and the harbour.

The creation of a new urban plaza where Darby Street meets Hunter Street will encourage the cultural heart of the city centre to be extended northward, towards the harbour.

The plaza has the potential to be a largely hard-paved urban space and possibly programmed for various events and activities and pop-up retail.

New mixed use development proposed to the west of the plaza along Hunter Street is to provide active ground floor uses and passive surveillance from floors above to generate activity and safety, as well as creating an attractive edge to the plaza.

To enable the above outcomes to be met, it is proposed that the land within the corridor at the location of the new plaza be rezoned from SP2 Infrastructure to B4 Mixed Use.
01. An improved Darby St / Argyle Street connection between the city and harbour

02. Active urban plaza

Figure 1.16: Artist’s Impression - A new urban plaza at the junction of Darby and Argyle Streets
Enhancing and enlivening the city’s historic main street

Hunter Street features some of Newcastle’s best heritage buildings and offers a mix of shops, cafes, restaurants and other local businesses. Once Newcastle’s main street, Hunter Street has experienced a decline in recent years.

The existing rail line runs directly adjacent to the northern edge of Hunter/Scott Streets between Crown and Newcomen Streets creating a poor and inactive interface.

Potential mixed use development along the rail corridor between Crown and Wolfe Streets will help to improve the pedestrian interface and reinstate Hunter Street/Scott Street as Newcastle’s ‘main street’.

New built form along the Hunter Street edge is to consist of a mix of ground floor active retail frontages and residential above which will introduce new activity, vibrancy, surveillance, and investment into a revitalised main street.

To the east of Brown Street proposed heights are to be slightly higher but consistent with adjacent planned heights. Appropriate built form separations and setbacks are to be adopted to maintain view corridors between buildings and minimise visual impact. Existing visual connections to the foreshore from Hunter Street are likely to be strengthened by the proposed built form.

The widening of the corridor at this location allows new development to address both north and south, with retail uses providing ground level activation, and residential providing habitable levels above. A greater percentage of dwellings will be accommodated on the northern edge to limit the number of south facing apartments. At locations where only single loaded apartments can be accommodated, larger dwellings are to occupy the ends to create habitable corners.

There was strong support by the community on the revitalisation of Hunter Street to return it to a thriving main street.

To enable the above outcomes to be met, it is proposed that the land within the corridor between Crown and Wolfe Streets be re-zoned from SP2 - Infrastructure to B4 - Mixed Use.
01. Built form defines street edges
02. Passive surveillance from balconies
03. Activity spills onto footpaths
04. Active transit corridor
05. Celebration of existing heritage
06. Activation of ground floor frontages
The harbour lawns within the Entertainment Precinct sees the adaptation and widening of the existing parkland space to the harbour to provide a more engaging and useable parkland along the harbour. The open space offers the chance for small programmable events, perfect for outdoor cinema, arts and music events.

Parts of the space could be heavily planted with additional palms to create a continuous dappled canopy of shade and shelter to the space and subtle mounding of the ground plane can provide a series of rooms within the park for other events and community gatherings.

Improved circulation to and through the park will be created by the extension of the original Dangar Grid into the park in the form of new north-south pedestrian connections. However, the expansive open space created provides the opportunity for uninterrupted views and connections in multiple directions.

An at-grade crossing at Market Street will replace the elevated crossing, providing a more accessible pedestrian and cycle connection between the Entertainment Precinct and Hunter Street Mall.

Adaptive re-use of the existing railway signal box will provide additional activation activities for the public to enjoy within an open space context.

New mixed use development proposed adjacent to the park is to provide active ground floor uses and passive surveillance from floors above to generate activity and safety.

To enable the above outcomes to be met, it is proposed that the land within the corridor to the west of Wolfe Street be re-zoned from SP2 Infrastructure to B4 - Mixed Use land and the land to the east of Wolfe Street be re-zoned from SP2 Infrastructure to RE2 - Recreation.
Adaptive re-use of Railway Signal Box

Flexible event space

Figure 1.20. Artist’s Impression - A new green space for large community gatherings and events

Figure 1.21. Artist’s Impression - A new green space with passive recreation

Figure 1.22. Artist’s Impression - A new green space for large community gatherings and events

BEFORE

AFTER

POTENTIAL FUTURE

(SUBJECT TO STATUTORY APPROVAL)
A re-imagined Newcastle Station as the focus of a new entertainment destination

The heritage-listed Newcastle Station is a valued part of the city centre and is ideally located near the waterfront and Foreshore Park. The building and its surrounds could be adaptively re-used for community or commercial use and together with an enhanced offering could become a significant destination for visitors and locals alike.

A significant community destination in this location will benefit from its proximity to the proposed renewal of Hunter Street Mall and has the potential to become the centrepiece to a lively and active city precinct.

To enable the above outcomes to be met, it is proposed that the land within the corridor shown in the adjacent plan be re-zoned from SP2 Infrastructure to SP3 - Tourist.

Feedback from the engagement process informed us that there was little support for a regional playspace and fresh produce hub in this location. Further community engagement will be undertaken prior to determining the final use of the station.
Adaptive re-use of existing Station building

Entry to new active community hub

Figure 1.23. Artist’s Impression - Newcastle Station re-imagined as the focus of a new entertainment destination (SUBJECT TO STATUTORY APPROVAL)
NEW HOUSING AND EMPLOYMENT IN THE CITY CENTRE

Indicative Density

Current planning controls around the Civic precinct allow for a higher density of development, up to an FSR of 5.0:1 - supporting the delivery of a mix of uses and activities in a significant part of the city centre.

As the sites adjacent to the corridor have an FSR of 3.0:1, it is proposed that this density is extended across the corridor land also, providing consistency and facilitating potential amalgamation of sites.

Further east, between Merewether and Brown Streets, there is a greater range of density controls, from 1.5:1 to 4.0:1, reflecting a transition in scale from the city centre to the harbour edge.

Within this zone, it is proposed that a mid-range density (2.5:1) be applied to the majority of land within the corridor, linking areas with an FSR of 2.5:1 to the north and south (with the exception of the prominent site opposite Darby Street. A density of 4.0:1 is proposed at this site). This facilitates potential amalgamation of sites and ensures that sites along Hunter Street, at an FSR of 4.0:1, reinforce the importance of this major street connector.

While there is an increase in FSR controls east of Brown Street, it is proposed that a mid-range density (2.5:1) be applied to the majority of land within the corridor between Brown Street and Wolfe Street to facilitate a reduced density closer to the foreshore. The proposed density of 2.5:1 is also consistent with the 2.5:1 proposed within the corridor to the west of Brown Street.

The Newcastle Station site is situated north of the city centre (with an FSR of 3.0:1) and west of Customs House (with an FSR of 1.5:1). Considering the heritage character, scale and potential usage of the station, an FSR of 1.5:1 is proposed for this site.

New buildings will provide increased housing and employment in the city centre, as well as enhancing and activating streets and spaces. The form of these buildings should relate to the established densities of the city centre, reflecting existing precincts and areas of activity.

Rezoning Concept Plan

Amendments to the NLEP are required to deliver part of the concept plan. The proposed amendments are on surplus rail corridor land only.

Necessary amendments to the NLEP 2012 include:

- Amend the Land Use Zoning Map to introduce new B4 Mixed Use, SP3 Tourism and RE1 Public Recreation zones
- Amend the Height of Building and Floor Space Ratio maps to facilitate development on select parcels of land
- Reclassification of part of the rail surplus rail corridor to Community by amending Part 3 of Schedule 4 of the NLEP to rezone land for public open space
- Amendment to the Land Reservation Acquisition Map to enable the proposed RE1 public open space land to be acquired by Newcastle Council
- Amend the key maps (as referred to in Clause 7.5 of the NLEP) to include Newcastle Railway Station Heritage building.

In general, the proposed rezoning will provide a mix of uses with between 500-600 dwellings which will comprise a variety of styles and types, and around 5,000m2 of commercial, restaurant and other entertainment uses.

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- Amend the key maps (as referred to in Clause 7.5 of the NLEP) to include Newcastle Railway Station Heritage building.

In general, the proposed rezoning will provide a mix of uses with between 500-600 dwellings which will comprise a variety of styles and types, and around 5,000m2 of commercial, restaurant and other entertainment uses.
West of Civic Station, existing controls allow for taller building forms along Hunter Street and in the Honeysuckle area, generally 24-30 metres in height. An extension of the 30 metre height limit across the corridor is proposed. It is expected that this will not result in significant amenity or view impact, as new buildings will be located between buildings of a similar scale.

On the corridor site west of Merewether Street, a height limit of 24 metres is proposed, to match the height of buildings along Hunter Street (24 metres).

Between Merewether and Argyle streets, surrounding sites have a height limit of 24-30 metres. The extension of the 30 metre height limit across the corridor is proposed (with the exception of the site opposite Darby Street which will extend to 24m). It is expected that this will not result in significant amenity or view impact, as new buildings will be located between buildings of a similar scale.

Between Argyle and Brown streets, a range of height limits currently exist and this is reflected in a diversity of building forms. For the corridor sites in this area, a height limit of 14 metres is proposed which adopts the lowest of adjacent height limits. This is an appropriate height due to the narrow width of the lot and also reduces potential impact while allowing for new built form along Hunter Street.

East of Brown Street, sites to the north and south have a height limit of 20-24 metres. It is proposed that within the corridor, two height limits are applied:

- 17 metres west of Perkins Street, where this height of building will not significantly impact on access and views
- 14 metres east of Perkins Street, to create a transition to the parkland to the east.

The majority of the Newcastle Station site is proposed to have a height limit of 10m, consistent with the adjoining Customs House. The site of the existing station building is proposed to be 20m in order to accommodate the height of the existing building, which is 16.5m.

The heights of new buildings should respond to established or future built form, viewlines between the city and harbour, and lower scale heritage buildings.