SAVE
BLACKBUTT

THE CASE AGAINST STATE HIGHWAY 23
VIOLATING BLACKBUTT RESERVE
ANY PLAN FOR FUTURE DEVELOPMENT OF A CITY CAN ONLY SUCCEED IN HUMAN TERMS. IF IT IS BASED ON A SYMPATHETIC KNOWLEDGE OF WHAT EXISTS NOW. SO FAR, THE PLANNING TOOLS HAVE BEEN TOO CRUDE, AND THE RESULTS OF THIS ARE AROUND US EVERYWHERE; ENVIRONMENT FRAGMENTED OR DESTROYED BY THE DEMANDS OF TRAFFIC MOVEMENT AND COMMERCIAL ADVANTAGE. IT IS CLEAR THAT NO BALANCE CAN BE STRUCK UNLESS EACH DEMAND IS FIRST WEIGHED AGAINST WHAT WILL BE LOST IN TERMS OF AMENITY. CITIES ARE FIRST OF ALL FOR PEOPLE, NOT FOR TRAFFIC."

Extract from the Leicester Traffic Plan; a report on Traffic and Urban Policy by W. K. Smigielaski Ing. Arch; Leicester City Planning Officer.
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Foreword.

This is a case against the proposal to take an expressway, namely State Highway No.23, through Newcastle and through a portion of Blackbutt Reserve. It is also a case to show that the proper location for the expressway is west of Lake Macquarie and Newcastle.

In July, 1966, at a meeting of Newcastle City Council, the Department of Main Roads announced its intention to take State Highway No.23 through a portion of Blackbutt Reserve. Since that date the Blackbutt Action Committee, a group of citizens dedicated to the preservation of the Reserve, has fought this proposal. The Committee has received great support from the whole community in this fight and has had record public meetings at Newcastle City Hall in its support.

No controversial question can be judged without the complete facts, but, while the complete facts are still not available, we have attempted to present the facts as known to this Committee and to support our case with informed and qualified opinion.

Although this Committee acted originally to preserve Blackbutt Reserve its investigations have convinced it that the presence of this expressway in Newcastle will be injurious to Newcastle. The more the Committee and its advisers have looked at the problem the more apparent it has become that the only route for the expressway is west of Lake Macquarie and Newcastle.
Finally we express our appreciation to our supporters, who are numbered in thousands, and Mr. James Colman, Sydney Architect and Town Planning Consultant, and lecturer in Town Planning at Sydney University. Mr. Colman has assisted the preparation of the case very considerably.

R. S. Woodgate,
Hon. Secretary.
For and on behalf of
Blackbutt Action Committee.

Short description and history of Blackbutt Reserve.

The Reserve at present consists of 140 acres of Crown land, and, to the north, another area of land which Newcastle City Council agreed, after extreme public pressure in 1959, to dedicate and add to the existing Crown Land in order to enlarge the Reserve. When this is done (the process has been very slow to date) the total area of the Reserve will be over 350 acres.

The Reserve consists of open forest land intersected by four valleys running from west to east. The Expressway will cross the heads of three of the valleys. Of the affected valleys, the two northern ones have fine stands of forest timber, and the southern one has the remains of what was once a very fine brush before being damaged seriously by bushfire and lantana. However, the southern valley has a good potential for reforestation and there still remains some vegetation which is unique in being so close to a city. One of the Reserve’s greatest virtues — apart from vegetation, animals and uncommon birds — is that due to its steep valleys and size it is quite secluded from the City around it. In many parts of the Reserve it is possible to stand in complete silence unaware of the City nearby.

Some development of the Reserve has taken place in recent years, and because of the construction of paths, the public is using the Reserve in growing numbers. The Reserve is easily accessible from all parts of the City, in that the maximum distance between any densely populated area and the Reserve itself would be no more than three miles. It is a regional amenity, well related to the inner city, beaches, industrial areas and Lake Macquarie Shire.

The importance of the Reserve has always been recognised by the people of the Newcastle region. The Reserve came into
existence in 1937-39, due to the initiative and vision of various
former Municipal Councils of Newcastle. These Councils
joined with the Department of Lands to purchase the part which
is now dedicated. The Councils and their contributions towards
the cost were as set out hereunder:

<table>
<thead>
<tr>
<th>Council</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Newcastle City Council</td>
<td>$500.00</td>
</tr>
<tr>
<td>New Lambton Council</td>
<td>$500.00</td>
</tr>
<tr>
<td>Hamilton Council</td>
<td>$200.00</td>
</tr>
<tr>
<td>Adamstown Council</td>
<td>$100.00</td>
</tr>
<tr>
<td>Wickham Council</td>
<td>$100.00</td>
</tr>
<tr>
<td>Merewether Council</td>
<td>$100.00</td>
</tr>
<tr>
<td>Waratah Council</td>
<td>$200.00</td>
</tr>
<tr>
<td>Wallsend Council</td>
<td>$100.00</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$1800.00</strong></td>
</tr>
</tbody>
</table>

* New Lambton Council undertook that all the above
  Councils would find all money in excess of $5000.00
  which was being found by the Department of Lands. The
  final cost was a little over $6301.89, which, because of
  the above Councils being amalgamated to form Greater
  Newcastle Council, was paid as follows:

<table>
<thead>
<tr>
<th>Department</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Department of Lands</td>
<td>$5000.00</td>
</tr>
<tr>
<td>Greater Newcastle Council</td>
<td>$1301.89</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$6301.89</strong></td>
</tr>
</tbody>
</table>

The land was vested in the Department of Lands. By letter
dated the 4th May 1939, addressed to Greater Newcastle
Council, the Department of Lands stated that the purpose of the
acquisition was to establish a national park for Newcastle and
District. Newcastle City Council was subsequently appointed
trustee of the 140 acres.

In 1958 Newcastle City Council purchased over 300 acres of
land lying to the north of the dedicated portion of the Reserve
and announced its intention to subdivide it. After great
and prolonged civic pressure lead by the Northern Parks and
Playgrounds Movement and supported by 79 organisations
shown in Appendix No.1, the Council agreed to dedicate the
majority of this land. It further agreed to add it to the Reserve
and to subdivide only sufficient to pay for the cost of acquisition,
and to provide money to develop the remainder of the Reserve.
It should be pointed out that in 1959, as now, the Council had no
stated policy for the acquisition of parks and open spaces. No
survey has ever been made to ascertain what is required now
or for the future, or what is already in existence. The only
comprehensive analysis in the region of what is in existence
and of what will be required is contained in the Open Space

In 1963 the Department of Education announced that it was
going to acquire that part of the Reserve which is south of the
proposed Carnley Avenue extension for the building of a high
school. Once again there was vigorous and prolonged public
agitation, lead by the Northern Parks and Playgrounds
Movement; and on this occasion Newcastle City Council was
on the side of those opposed to the loss of part of the Reserve.
The then Minister for Education ultimately announced that no
part of the Reserve would be used for the high school, stating
that his Department would not use parkland for such a purpose.
This, we submit, is a precedent which clearly establishes
official recognition of Blackbutt as a major public amenity area.

The Reserve is being very extensively used. In the weekends
and holidays, autumn, winter and spring, hundreds of people
visit it. Also, it is used by Scouts, Guides, Youth Clubs and
for training High School and teachers' college students in
biology. One can prophesy without the slightest fear of
contradiction that in coming years its use will be heavy indeed.
Proposal of the Department of Main Roads.

The purpose of the Expressway as stated by the Department is to provide a link from the Sydney—Newcastle Expressway near Windale to the Pacific Highway at Sandgate, west of Newcastle. The route is shown on Plate 1.

The Expressway would be 115 feet wide plus batters and shoulders. It would include a median strip of approximately 21 feet in width and two carriageways each 36 feet wide. The Department of Main Roads, despite the existence of a plan for an alternative route not bisecting the Reserve, is in favour of an expressway passing through Blackbutt Reserve and through land to be added to the Reserve in the future. For that purpose, it will have to acquire at least 15 acres of land for the expressway itself and more for cuttings and batters. About 40 acres of land will be severed from the remainder of the Reserve. The length of the expressway in the Reserve will be three-quarters of a mile.

For convenience the dedicated part of the Reserve and Council-owned land to the north will be referred to hereafter as "the Reserve".
Method of introduction of
Expressway proposal.

The method of introducing the expressway proposal was not in
accordance with Clause 11 of the Northumberland County
District Planning Scheme Ordinance.

The proposal was introduced to Newcastle City Council at an
Ordinary Meeting on the 2nd August 1966, by way of Lord
Mayoral Minutes, instead of being placed on the business
paper which is circulated to Aldermen a day of two before the
Meeting. The first warning that the Aldermen had — except
for two or three — was when it was put before a special
meeting of the Works Committee prior to the full Council
Meeting. (See copy of Report of Works Committee in Appendix
No. 2.)

The Council was told, on the introduction of the proposal, that
a decision had to be made then, so that the Department of Main
Roads could draw up its plans and provide finance. A certain
amount of misleading information was disseminated. The
impression was given that if the proposal were not adopted, 50
to 60 houses would be affected. (See press statements also
referred to in Appendix No.1.) The Aldermen took this
statement to be true and, despite the misgivings of some of
them, agreed to the plan.

The Blackbutt Action Committee was already in existence at
this time and speedy investigation of the position found that the
statement concerning houses or properties to be affected if the
expressway had followed the county road route, was misleading.
For example, much of the land required had been acquired
some years previously. It was also discovered that 8 houses
to the north and another 7 to the south of Tickhole Tunnel would
be resumed. Nothing was said of this at the time of the
Council meeting, and it was left to the Blackbutt Action
Committee to obtain this information and make it public.

It also appears certain that other properties and small parks
between the Tickhole Tunnel and Myall Road would be
affected, but no publicity has been given to this.

Opposition continued to mount. A Public Meeting on the 24th
September 1966 drew a record crowd of over 500 Newcastle
citizens. The outcome was an agreement by Newcastle City
Council on the 7th March 1967, to appoint a Sub-committee to
review the proposals. The resolution was as follows:
"A Sub-committee be appointed comprising the Lord Mayor,
Town Clerk, City Engineer, Chairman of the Works Committee,
Deputy Lord Mayor, Aldermen C.H. May, O.R. Davies and
R.M. Clarke, together with two representatives from both the
Blackbutt Action Committee and the Northern Parks and
Playgrounds Movement to discuss this and alternative
proposals with officers of the Department of Main Roads and
submit a report to the Council in one month’s time on what
progress has been made."

The Lord Mayor made it clear quite early that he would not
permit any discussion on the Expressway, except on that
small section between Tickhole Tunnel and Croudace Street,
which is the section affecting Blackbutt Reserve. At the first
meeting of the Sub-committee, Mr. Johnson, a senior officer
of the Department of Main Roads, stated "...the Department
is absolutely determined to build an Expressway through
Newcastle." In order to have rational consideration of the
problem, the Blackbutt Action Committee submitted a list of
45 questions on various aspects of the Expressway (See
Appendix No.3). The Lord Mayor stated in a letter dated the
8th May 1967 that the questions had been submitted to the
Department of Main Roads, but that only those relating to the
section of the Expressway from Tickhole Tunnel to Croudace
Street would be answered.
Method of introduction of Expressway proposal.

Despite further requests at subsequent Committee meetings, not one question has been answered to date. We submit that in the main, this is because the answers are not known.

The Council's and Department's representatives on the Subcommittee appeared to lack any will to find alternatives, despite statements made in the press. Notwithstanding misgivings, the Blackbutt Action Committee representatives introduced an alternative plan whereby the Expressway would pass along the western edge of the Reserve. This alternative, although pronounced feasible by the Department of Main Roads, was later rejected. One of the principal reasons for rejection of the Blackbutt Action Committee's alternative plan was that a small amount of Water Board water storage land would be required. There was no proper investigation of whether other land could be added in order to compensate for the area required. Indeed, there was no official approach to the Water Board.

The Department then amended the Blackbutt Action Committee's proposal so that the route passed further east, in order to avoid the Water Board land. The Council Sub-committee and the Department itself rejected this route. We, too, do not regard this route as satisfactory, as it would pass through the cliff face in the southern valley; but we consider it better than the route shown on Plate No.1.

Effect of Expressway on Reserve.

The Expressway, as mentioned previously, will intersect three of the main valleys and will run through the Reserve for about three-quarters of a mile. A cutting will be made in the western wall of the southern valley to permit the Expressway to enter it. The cutting will be at least 115 feet wide at the foot, and 195 feet at the top of its batters. Thus it will open up the valley to cold southerly air which will seriously change its environment and its potential for being restored as a fine brush forest. (For opinion, see Report of Mr. K. Mair, Director and Chief Botanist of National Herbarium, to Newcastle City Council dated the 23rd June 1967, in which he said:

"The proposal... will in itself introduce the very feature likely to disturb the rain forest, environment still further by allowing a ready entry for cold southerly winds into the first valley where they will certainly be diverted by the high conglomerate wall to the west on to the heat loving rainforest species. The establishment, under cultivation, of further specimens of rainforest species will then become all the more difficult in consequence."

Having entered the floor of the southern valley, the Expressway will proceed by viaduct to the next ridge at the "Lookout". The floor of the valley underneath the viaduct and for some distance around will be despoiled by the access roads, bulldozers, heavy cranes and foundation works for pylons required for construction of the Expressway. From the "Lookout", the Expressway will proceed by heavy cut and fill to the point where it leaves the Reserve. As the country is steep on the western side of the Reserve, cuttings on the scale previously described and also amounts of filling will be required so that considerably more than the normal width of 115 feet will be needed. This part of the Reserve forms the western skyline of Newcastle, and the cuttings will be plainly visible from.
Effect of Expressway on Reserve.

most areas of Newcastle, as illustrated in Plate 2, producing a very ugly scar in place of a pleasant forest landscape.

The remainder of what was once a unique vegetation will be affected (as well as the animals and birds) by the construction (For details of flora and fauna see Appendix 4). The area of 40 acres which will be cut off from the Reserve by the Expressway will be of reduced value, as it will be effectively isolated from the remainder of the Reserve. The Expressway will completely alter the nature of the Reserve. It will be seen and heard in all the valleys.

These hills, seen from most areas of Newcastle will be scarred by the expressway.
Defects of Expressway.

It has been claimed by a spokesman for the Department of Main Roads, by the Lord Mayor of Newcastle (at the Public Meeting held on the 21st September 1966) and by other Council representatives, that one of the purposes of the Expressway is to provide for local traffic and to provide for the growth of local traffic for many years ahead. This indicates confusion of purpose, in that the road is apparently being designed to serve both as an Expressway and as a local circumferential route. In a properly developed and planned road system, the purpose of each part of the system should be clear. There should be no mixture of purposes. Each part of the system should fulfil its own separate function and no other; slow local traffic should be kept off the Expressway and should be given its own separate route or routes (See Buchanan Report to the British Government on Traffic in Towns).

This Committee has examined the proposed interchanges in the section from Myall Road to Newcastle Road. We note that the Expressway will block and thus destroy the local connection from Charlestown to New Lambton and beyond. The model shown to Newcastle Council provided for one ingress and one egress ramp at each of the Myall Road and Grinsell Street crossings. It is our submission that these are inadequate if the Expressway is for local traffic. We further note that no publicity has been given to the form of the other interchanges. All this, we submit, indicates inadequate planning, and a failure to inform the public of something which will have a vital influence on Newcastle.

Before one can truly consider the defects in the Expressway, one should consider Plate No.3, showing the 1963 traffic figures on Charlestown Road and Lookout Road and other sections. These are the last published figures available to us. We invite you to consider the following figures:
Defects of Expressway.

(a) at a point south of Catherine Hill Bay the volume was 5,000 vehicles per day;
(b) at Charlestown the volume was approximately 25,000 vehicles per day;
(c) on Charlestown Road between Grinsell Street and Cardiff Road junction the volume was approximately 5,300 vehicles per day;
(d) less than 10% of the labour force in the major industries live south of the City of Newcastle and east of Cardiff.
(This figure has been obtained from confidential sources).

At this point it should be noted that 60% of the work force of heavy industry lives in Newcastle within easy distance of their workplace, while another 30% lives mostly west of Newcastle. This information has apparently never been considered by the City Council and the Department of Main Roads, and is another indication of the general lack of information and proper planning of the Council.

There is congestion on the Pacific Highway passing through Charlestown and this is due to the fact that it is the only major artery leading into Newcastle. Of the 25,000 vehicles per day at Charlestown, one can find only a little over 5,000 of them on the critical portion of the proposed expressway route, i.e. the section between Grinsell Street and Cardiff Road. The other 20,000 remain on Pacific Highway, travelling to or from Newcastle.

Even these figures do not reflect the true situation. The true pattern of traffic flow cannot be obtained from the wheel counts carried out by the Department of Main Roads. They merely indicate that a certain number of vehicles passed a certain point, but they do not indicate points of origin and destination.

Defects of the Expressway.

It is our submission that a true and complete picture of the existing traffic pattern in the area can be ascertained only after carrying out a comprehensive process of survey and analysis. The following are typically the main elements in a modern traffic survey of this kind:
(a) home interview traffic survey;
(b) commercial vehicle survey;
(c) external cordon survey;
(d) public transport survey;
(e) present land record characteristics survey;
(f) existing highway pattern survey.

If the Department of Main Roads and City Council are unable to do this essential preliminary work, it should be passed to a firm of transportation engineers on a consultancy basis.

When confronted with the above traffic figures, the Lord Mayor and some Aldermen have claimed that the Expressway would 'generate' traffic and that much of the traffic passing through Charlestown would be attracted to the Expressway even though it might have to travel a much greater distance in order to arrive at various destinations. We suggest that this opinion is intuitive; and that it has no professional or technical basis. Nothing less than a thorough traffic survey would be necessary to establish the position.

This brings us to another problem in planning. Alderman Dalton of Newcastle City Council has stated that we must look 50 years ahead in providing this Expressway. It is equally as realistic to point out that we must look 50 years ahead in planning open space. Much as we regret it, we must point out that a 50 year period of planning is unrealistic. If one is to plan 50 years ahead, then all other uses and interests must be considered. No one can even guess at trends up to 50 years in
the future. The problems of trying to plan too far ahead are recognised by most authorities and thus they do not attempt it. Various authorities have different planning periods and these are usually short.

The people who claim to look 50 years ahead do not appear to have taken into consideration the fact that most of the future development of Newcastle will not take place south or immediately north of Newcastle, but to the west or north west. The reason for this is that the land which is most readily available and suitable for development lies mainly to the west. Industrial expansion will more and more press to the north west as the Island Reclamation Scheme is fully developed. If the Expressway route is developed, much of the traffic going to the west and the north west of Newcastle will be channelled, in effect, through what will become the geographical centre of the most intensively developed part of Newcastle. What is needed is a good road for local use with grade separation and overpasses and underpasses. A complete hierarchy of roads of various standards is the only solution worth seeking.

The proposed Expressway would cut Newcastle like a river. It would be fenced with man-proof fences and it would be possible to cross it only where pedestrian or road crossings have been built either over or under the Expressway. The Expressway will isolate parts of the city from each other. It would cut communities from their Churches, Schools, and would fragment many valuable existing land-use relationships.

The proposal seems to take no account of modern traffic planning theory. It ignores the findings of the Buchanan Report ("Traffic in Towns") and of many other exemplary traffic studies carried out by comparable cities in other parts of the world. We claim that Newcastle, with its inadequate land use plan and its primitive road system, is in no position to ignore the valuable experience gained in similar situations elsewhere. On the contrary, our City should be taking the lead by utilizing every modern planning technique available to us.

Unfortunately, Newcastle's main road system was designed in 1945 by the Department of Main Roads for a forecast regional population of 300,000. The regional forecast is now for 1,000,000 people (see Report by Mr. Wilmott to Northumberland County Council dated the 29th May 1964). The Blackbutt Expressway plan is an upgrading of one road in an attempt to take care of future expansion. Obviously the whole system should be re-designed. (See Report of County Planner, the 29th May 1964, to Northumberland County Council.) In addition, we invite you to consider Appendix No.5 which is a copy of a report by Mr. D. Caldwell, the Planner of Lake Macquarie Shire Council to his Council.

The new forecast population of 1,000,000 makes more vivid the future pressure of use on parks and the greater urgency to resist encroachment on them. Even on present population figures, the amount of parks in Newcastle is deficient (Refer to Open Space Report—Lake Macquarie Shire Council, December 1966). The minimum amount of parks and open space should be at least 10 acres per 1000 of population. In the City of Newcastle, the deficiency would be much worse if it were not for the proposed additions to the Reserve. In view of the population forecast, speedy action is essential if the minimum amount of parks and open space is to be reserved for the future.
The Department of Main Roads has admitted that ultimately it would be obliged to build an Expressway west of Lake Macquarie. (See letter from the Minister for Local Government and Highways to Lake Macquarie Shire Council dated the 17th March 1967.) When one studies the littoral strip from Wyong to Newcastle, particularly from the air, it is apparent that this is a narrow fairly thickly populated strip of coast and will become much more densely populated in the future. Heavy handed road building will destroy this area. A well designed road, related to local land use and local ecological conditions, is required. The long term aim should be in accordance with the Minister’s letter. Local roads should be planned as parkways. To the west of Lake Macquarie there are miles of open forest country which is sparsely inhabited and suitable for the construction of roads. A road on this route — see Plate 4 — would pass quite close to the western side of Wallsend, and then join the Pacific Highway in the vicinity of Hexham or Sandgate. The distance from the western part of Newcastle by this road to Sydney would be little longer than by travelling along the coast to Sydney; and the coastal route would still remain available. This road would also be of much greater service to the large populations which will in the future lie both to the east and west of it, i.e. Cessnock, Kurri, Maitland. Port Stephens, Raymond Terrace and future satellite towns north of Newcastle. If suitable reservations are made now, it can be built with very little harm or disruption to anyone. It should be designed to be the western limit of expansion of Newcastle, so that any more expansion should be by satellite towns. Most important, it will provide an opportunity for the south-bound traffic from the industrial islands and the satellite towns to by-pass Newcastle altogether. We challenge anyone to assert that this would not be a good thing.

So far as local traffic is concerned in Newcastle, it has been
claimed by the proponents of the Expressway that it is necessary to provide for local traffic for many years ahead. We agree with this, but at the same time say that all modes of transport must be analysed and adequate provision made. (See Appendix No.6.) This is a function of proper planning, not of one organisation such as the Department of Main Roads. Some moves have already been made in this direction by the appointment by the Minister of Transport early in 1967 of a Committee to consider the transport of the Newcastle region. To date, no report has been announced. Expressways, being built of concrete, are huge, costly and virtually indestructible. They must be built with the utmost care, after exhaustive study, whereas the older type of road, if not used for a time, gradually disappears and becomes absorbed into the landscape. Expressways alter the landscape permanently, and are practically indestructible.

In our opinion, an adequate road should be built for local traffic after assessing the precise needs of local traffic and reviewing the local road system of the region. It should be a road, not of expressway proportions, but adequate for the surveyed needs of the region, leaving the way clear for an Expressway west of Lake Macquarie. It should not damage or scar the landscape; nor should it alter the landscape so that it is unrecognisable. It should provide for local traffic for many years to come. The design criteria for a local road are quite different from those of an Expressway. We submit that a road adequate for local conditions may be built on the country road route after proper planning surveys.

The Pacific Highway north of Doyalson can be improved relatively cheaply to cope with much heavier traffic by rebuilding in some hilly sections and widening to four lanes. Much of the country through which it passes is good quality gravel, and on several sections widening has already taken place.

If and when traffic volume to northern New South Wales becomes a problem, the route west of Lake Macquarie will be obviously the logical and natural solution.

We feel that this aspect of the question is most important and deserves deep study which has not to date been given by Newcastle City Council or the Department of Main Roads.

Unfortunately, it is not possible for Newcastle City Council to give deep study to any question of planning or traffic, because the short fact is that Newcastle City Council has no adequate Planning Department. Responsibility for planning in Newcastle is in the hands of the City Engineer. However, it is quite apparent that he has not staff, time or research facilities available for adequate Town Planning, especially the complex urban affairs of today. This is borne out by the fact that the Council and the Department of Main Roads have been unable to answer any of the questions put by this Committee on Town Planning aspects. (See Appendix No.2.) This is simply because they have not the information available.

The Department of Main Roads is not a Town Planning body either!

The Council's technical staff, apart from surveyors and engineers etc., consists of one Assistant Planning Officer, whose time is taken fully with administration. This is an inadequate staff in a modern and growing city. There is no one on the staff with a degree or diploma in planning. We believe that such a qualification is essential today for any City Planning Officer. We further believe that Newcastle urgently needs the
services of such a person, backed up by an adequate team of experts in all aspects of urban planning.

Conclusion.

Cities should be designed for people to live in and the emphasis must be given to the varied and many interests of the citizens. Transport is important but the emphasis and type of transport changes from time to time. Parks have always been very important and at no time has there been any change or reduction in the need for parks. The trend is, in fact, in the other direction, and, as cities become more and more congested the need for parks becomes more and more pressing, particularly as leisure time grows more extensive. Accordingly, it should be a principle that nothing should be allowed to interfere with any park.

We have shown you what a long and intense struggle it has been to acquire Blackbutt Reserve and to keep it. We have explained what the proposal means and how it was introduced to Newcastle City Council in an unusual manner. We have shown the defects of the Expressway and the absence of the town planning information and planning required for such an expressway. We have shown something of the information which is required. We have shown, and in this respect we have weighty support from town planners, that the proper route for the Expressway is west of Lake Macquarie and Newcastle. We trust that what has been said in this case will result in much deeper consideration being given to the proposed Expressway and to all other expressways which may be constructed in the future in New South Wales.
LIST OF 79 ORGANISATIONS WHICH HAVE SUPPORTED IN WRITING THE PROPOSAL FOR A LARGE CITY PARK IN NEWCASTLE ON THE 274 ACRES OF PEOPLE-OWNED LAND WHICH IS ADJACENT TO BLACKBUTT RESERVE — 1959.

Newcastle Secondary Teachers' Association.
Heaton-Birmingham Gardens Progress Association.
Adamstown R. S. L.
Merebether Golf Club.
Newcastle Business Men's Club.
Fibrous Plaster Association.
New Lambton - Cardiff Local Assn. for Girl Guides & Brownies.
The Apex Club of Newcastle.
Newcastle District Council of Parents & Citizens' Associations.
Alder Park Bowling Club.
Operative Painters & Decorators' Union of Australia.
Rotary Club of Newcastle.
Newcastle Trades Hall Council.
Cardiff Bowling Club.
Adamstown P. & C. Association.
Newcastle Division Girl Guides Association.
Federated Brick, Tile & Pottery Industrial Union of Australia.
Industrial Union of Australia.
Newcastle Chamber of Commerce.
Fern Bay progress Association.
Blacksmiths Society of Australasia.
Chamber of Manufactures.
Mount Hutton Progress Association.
Cardiff P. & C. Association.
Lambton North Progress Association.
Lake-Road Progress Association, Wallsend.
Rotary Club of Hamilton.

East Lambton Progress Association.
Hamilton North P. & C. Association.
New Lambton Garden Group.
Georgetown Girl Guides Local Association.
Whitegates Progress Association.
Mayfield West P. & C. Association.
Newcastle Teachers' Federation.
Carrington P. & C. Association.
Quota Club of Newcastle.
Adamstown Heights Infants School.
New England New State Movement.
Bar Beach Progress Association.
Newcastle Leagues Club.
Merebether East Progress Association.
Lambton Infants' School Mothers' Club.
Y. W. C. A., Y. M. C. A.
Central Northern Medical Association.
Stockton Progress Association.
New Lambton Heights Infants School.
North Lambton — Jesmond Progress Association.
1st Mayfield L. A. Guides & Brownies.
Newcastle District Council R. S. S. & A. I. L. A.
Newcastle East Civic Association.
Newcastle District Cricket Association.
Newcastle Girls High School P. & C. Association.
Hamilton Girl Guides Local Association.
Cardiff North P. & C. Association.
Lambton — New Lambton District Cricket Club.
Charlestown P. & C. Association.
Rotary Club of Mayfield.
New Lambton Communist Party.
Hamilton Branch, Liberal Party.
New Lambton/Kotara Labour Party.
Newcastle Boys High School P. & C. Association.
St. Phillips Church, Waratah. Fellowship.
New Lambton P. & C. Association.
Newcastle & District Health Movement.
Barrington Club.
Newcastle District Boy Scouts Association.
Newcastle Horticultural Society.
Kindergarten Union of Australia.
National Parks Association of N.S.W.
Adamstown Rotary Club.
Garden Club of Australia.
Newcastle Teachers College.
Newcastle Olympic Pool Com.
Western Suburbs R. L. F. Club.
Motor Traders' Association.
Charlestown P. & C. Association.
Mayfield Rotary Club.

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Appendix No.2.

PRECIS MATERIAL CONSIDERED AT MEETING OF
NEWCASTLE CITY COUNCIL 2nd AUGUST 1966.

STATE HIGHWAY No.23—ULTIMATE ROUTE IN NEW
LAMBERTON HEIGHTS AREA. INSPECTION OF MODEL
CONSTRUCTED BY THE DEPARTMENT OF MAIN ROADS.

Note:— Mr. T. Hope (Divisional Engineer, Department of Main
Roads) was in attendance at the meeting to explain the model
to the members of the Committee.

Mr. Hope stated that the purpose of the model is to point out to
the Council the absolute necessity to have a high standard
facility through this particular section of Newcastle from the
Tickhole Tunnel to Ridgeway Road which would be in keeping
with the facilities provided both to the south and the north of
Newcastle.

The Sydney to Newcastle Expressway is being developed and
the Minister has stated that work will commence on the section
south of Newcastle within the next five (5) years. Mr. Hope
said he could not say at the moment where the route of this
expressway would be but it probably would be on a line some-
where between Swansea and Adamstown Heights; this would
provide motorway conditions and would be designed for fast
speeds of approximately 60 m.p.h. The facility for the through
movement of traffic will provide for on and off traffic by
different inter-changes. To the west to Sandgate it is proposed
to provide motorway conditions. The expressway to the south
of Newcastle will be positioned south-east of Windale and will
connect with this proposed motorway. It will cross the highway
south of Gateshead and come out near Sandgate.
Planning has been going on for many years and numerous blocks of land and properties have been acquired and for the whole of the length of the proposed motorway with the exception of the Tickhole Tunnel to Ridgeway Road section, motorway conditions with a high standard of design can be obtained. These conditions cannot be obtained if the Northumberland County Route which utilised Lookout Road is adopted. With the object of obtaining motorway conditions the Department has investigated many routes and alternatives both to the east and the west. The further you go in either direction the more you interfere with existing housing development. You could be knocking over many homes in order to get the length of the desired standard. This particular proposal will mean that some residences must go but will reduce them to a minimum of between 6 and 10. With the existing State Highway No. 23 you could not get better than a 40 m.p.h. standard. Certain properties would require access to it as well as some side streets. It would also mean problems of access to properties. It would interfere with some 40 or 50 properties along Lookout Road and in some cases would necessitate taking strips of land off some of the existing frontages. By putting the road through this section you could not obtain untrammelled conditions for through traffic.

The Department has prepared this model which shows what is proposed for the route from Tickhole Tunnel to Ridgeway Road, and which is the only point you can get access without untold expense. Route 12 will cross over State Highway 23 and an off-loading ramp will be provided to get traffic off the motorway back onto Lookout Road as well as an on-loading ramp. The total length of the portion of the motorway through Blackbutt Reserve is something short of three-quarters (¾) of a mile. The area required in the Reserve for the motorway could be in the vicinity of 20 acres, depending on the road width finally adopted. The whole of the motorway will be landscaped through the Reserve. The Department is very conscious of the pride the Council has in the Reserve and the Department wants to do all it can to preserve this. Portion of the motorway through the Reserve would be constructed by a viaduct. The embankment slopes would be landscaped to the Council’s wishes as well as the cuttings through the Reserve. Any scars resulting from the construction would be removed. The level of the proposed motorway is much lower than the existing level of Lookout Road along the ridge. It will not be visible from Lookout Road or the abutting development. The noise level from traffic on the motorway will be quite slight. The main grades would be at both ends of the proposed motorway. The Department would be prepared to provide pedestrian subways from the embankments where tracks are now available. It would be necessary to fence the motorway but this would be quite pleasing to the eye. From the Tickhole Tunnel to Ridgeway Road is the vital section of the proposed motorway. The cost of the proposed motorway from this section is roughly estimated at $3,000,000.

Mr. Hope stated that there was an approved widening scheme to provide for six (6) lanes on Lookout Road. It is certain that with the development of Route 12 from Cardiff to the Gully Line the volume of traffic on Lookout Road would just about be halved. This would mean that the Department would not desire to proceed with the widening of Lookout Road. The Department would possibly find that four (4) lanes would suffice and this could be obtained from the existing road reservation.

The grading of the proposed bridge over the motorway into the Blackbutt Reserve would be slight and in keeping with desired safety precautions. There are two curves on the proposed motorway, one being a 10,000 radius curve and the other a
3,500 radius curve.

Report of Special Works Committee Meeting 2/8/66.

Following his explanation of the model, he asked that the council accept the proposal submitted so that the Department could proceed with its planning and reconsider the proposals for Lookout Road.

Through the Blackbut Reserve it would be necessary to clear timber for the proposed motorway but this would be not further back than was absolutely necessary for the construction of the motorway. The formation width of the motorway is to be 115 feet with a 15 feet median strip, two (2) carriageways each 36 feet in width with two (2) shoulders of 14 feet each. With the batters, etc. required, the width could be in the vicinity of 4 chains. The motorway could be altered to narrow in and widen out as is necessary. The Department, after investigation, feels that there is no other alternative for this proposed motorway. The proposed route gives the minimum interference, destruction and best engineering design. It is probably the most economical. However, the Department is prepared to do more work on this proposed motorway than would normally be the case.

MISLEADING STATEMENTS ON HOUSES AFFECTED.

On several occasions it was stated or inferred that if the route reserved on the County plan were used 50-60 houses would be 'affected'. For reports of two such statements see Newcastle Morning Herald, 3/8/66 page 1 and 15/8/66 page 2. The true position is that all land required for the County route was acquired some years ago.

APPENDIX NO.3.

INFORMATION TO BE ASCERTAINED FROM DEPARTMENT OF MAIN ROADS AND NEWCASTLE CITY COUNCIL FOR THE PURPOSE OF SUBMISSION ON EXPRESSWAY.

First clarification required is as follows:-

a) Is the Expressway for the purpose of enabling traffic going to Northern New South Wales to proceed from the Sydney-Newcastle Expressway to Pacific Highway near Sandgate, or
b) Is the proposed Expressway for local traffic, or
c) Is the proposed Expressway for a combination of through traffic and local traffic?

ADDITIONAL INFORMATION REQUIRED.

1. What is the definition of the road, i.e. is it a motorway, expressway or what?
2. (a) What is a motorway?
   (b) What is an expressway?
3. What will the grades be in the Blackbutt section?
4. What speed standards are set down for the Blackbutt Expressway or motorway as the case may be?
5. What kind of curves will be required for the speed standard?
6. Where will the interchanges be built at Sandgate, Windale and at various places in between?
7. What will be the precise nature of each interchange?
8. What are the traffic figures for (a) Pacific Highway at Catherine Hill Bay (b) Pacific Highway at Windale (c) Pacific Highway at Charlestown lights (d) Charlestown Road, between Charlestown and Hillsborough Road (e) Lookout Road?
9. Has any traffic survey been carried out to discover the
destination of traffic referred to in sub-paragraphs of question 8?
10. What are the traffic figures for each major road feeding into the Expressway at the various interchanges?
11. (a) Are there any traffic figures compiled by any other authority apart from the Department of Main Roads?
   (b) If so, who has compiled them and what are the figures?
12. What will be the traffic handling capacity of the Expressway?
13. What part of the Expressway is it proposed to build first?
14. In what order is it proposed to build other stages?
15. What is the average estimated cost per mile of the Expressway?
16. What properties will it be necessary to resume in the vicinity of the Tickhole Tunnel both north and south of the tunnel?
17. Will it be necessary to acquire further properties for widening of any of the route already set aside for the former County Road along which the proposed Expressway will pass?
18. If the answer to No.17 is "yes" what properties will have to be acquired for such widening and how many houses will be affected?
19. At what points will provision be made for pedestrian access across the Expressway between Sandgate and Windale?
20. What will be the nature of the proposed pedestrian crossings, tunnel or bridge, or neither?
21. Enquiries should be made of the following to ascertain whether they will be adversely affected:
   a) B.H.P. Research Laboratories.
   b) Newcastle University.
   c) Jesmond High School.
   d) Rankin Park Hospital.
   e) Garden Suburbs School.
22. What streets will be blocked by the Expressway between Windale and Sandgate?
36. Has any consultation been held by Newcastle City Council with other Councils in the area who may be affected by the Expressway?

37. Is it the intention of the Newcastle City Council to seek the opinion of other Councils?

38. Has any examination been made by the Council of the latest traffic flows from a) the industrial section of Newcastle b) the business section of Newcastle.

39. Has any examination been made by the Council of the town planning principles involved?

40. Has investigation been made of the potential of damage by drainage from the Expressway into various parts of Blackbutt Reserve, i.e. 1 inch of rain on the proposed Expressway would produce 1 hundred tons of water?

41. What would be the cost of implementation of the county road system for Newcastle as compared with the building of the Expressway between Windale and Sandgate?

42. What improvements could be carried out to other roads to relieve traffic on the proposed by-pass section of State Highway No. 23?

43. Will it be necessary for Charlestown Road to be kept in existence between the Tickhole Tunnel and Grinsell Street, for the purpose of access to residences which have frontages to Charlestown Road and also to the new subdivision off Charlestown Road and north of the railway line?

44. If the answer to question No. 43 is "yes" will it be necessary for a viaduct to be built over the railway line to carry both Charlestown Road and the proposed Expressway?

45. If the answer to question No. 39 is "yes" will the Council make available to this Committee a copy of the Report relating to Town Planning principles involved?
Appendix No. 5.

THE COUNTY ROAD SYSTEM — Report by Lake Macquarie Shire Planner, Mr. D. Caldwell.

A PRELIMINARY REPORT SEEKING AN EXAMINATION OF THE COUNTY ROAD SYSTEM IN THE PRESCRIBED SCHEME BY THE NORTHUMBERLAND REGIONAL PLANNING COMMITTEE TO BE SET UP BY THE STATE PLANNING COMMITTEE.

1. This report sets the basis for an appeal to the Regional Planning Committee to be set up by the State Planning Committee for the re-examination of the County Road System provided in the prescribed Northumberland County District Planning Scheme.

2. The County road system in the prescribed scheme was based on a proposed road plan prepared by the Department of Main Roads in 1945.

No additional surveys or analyses were indicated in the scheme report and it would appear that insufficient consideration was given to the relationship of future land use to the proposed road system.

There is some objective incompatibility between the ideal demands of traffic planning and land use planning.

The land use planner tries to locate the roadway as a barrier between areas of different land use avoiding the division of any homogeneous areas of activity — be they residential neighbourhoods, parks, industrial areas or business districts.
The traffic engineer tries to connect the origins and destinations of all present and future trips into traffic corridors, and assigns the estimated traffic volumes to the existing and the proposed traffic facilities in the area.

In the preparation of the prescribed County Scheme the road system appears to be a solution to the then existing traffic problem rather than a comprehensive one providing for the land use planning of the future.

Since 1945 there have been significant changes in land use which have resulted from the rapid residential, commercial and industrial growth in the region. The anticipated population of 300,000 for Newcastle and part of Lake Macquarie has nearly been reached already. The focii of activity have altered and re-assessment of the road pattern should be made at an early date.

In recent years improved land use planning and road engineering techniques have been developed.

The visual design of traffic routes was rarely given much thought in the past. The roadway as a cultural asset is long overdue for consideration in the planning of the county.

The system of radial and circumferential roads adopted for Newcastle and its environs is now open to question in the light of experience gained in other modern cities which have adopted the radial ring arrangement. The linking of activity focii give rise to intense traffic concentration at intersections conflicting with the development of the activity giving rise to the traffic volume.

The time is now opportune to re-examine the planned system.

3. (1) The planned Sydney to Newcastle Expressway to be located between the ocean and the eastern shores of Lake Macquarie will adversely affect the amenity of the existing and future residential and tourist area between Newcastle and Swansea.

(2) It would appear that further consideration should be given to the situation and planning of the Expressway in relation to public convenience present and prospective. Inter-communication between neighbouring localities within or without the immediate area surrounding Expressway will be adversely affected.

(3) The local and tourist traffic along the Swansea to Newcastle strip is well provided for by the Pacific Highway. Widening and relocation of sections of this highway will adequately provide for future traffic. The Expressway will parallel the highway and not serve any useful function of the area through which it passes.

(4) The purpose of the Expressway is surely to connect the major population centres along the Eastern State Coastal strip. Initially the Expressway is to link Sydney and Newcastle but in time the need will arise to extend this road northwards even only to the future shipping facilities which must eventually be provided at Port Stephens.

(5) The Expressway conducts traffic to the heart of the City of Newcastle which is unlikely to be the final destination of the major proportion of the traffic using the route. Admittedly by-pass circumferential routes but as most traffic will likely desire to by-pass the City centre. It appears that the Expressway should be
planned to by-pass the City.

(6) A parkway could be planned to connect the City core to the Expressway.

(7) The road system could be replanned and many of the traffic tangles inherent in the planned system could be avoided.

4. An obvious alternative route for the Expressway is along the western side of Lake Macquarie between the lake shore and the Mt. Sugarloaf Range.

From Wyong the alternative route could proceed via Durran Durra and Mandelong to Cooranbong. Alternatively the route could proceed along the Hue Hue Road.

From Cooranbong the alternative route could continue on through the localities of Freeman's Waterholes, Wakefield, Killingworth, West Wallsend, Minmi to Hexham.

At Wyong the traffic desiring to pass through Swansea could divert along the Pacific Highway.

At Freeman's Waterholes traffic from Cessnock-Maitland could either join or leave the Expressway.

At Hexham a terminal could be established for the present. North bound traffic could be discharged onto the Pacific Highway or the New England Highway. Newcastle city bound traffic, commercial and industrial, could proceed eastwards along the Pacific Highway.

5. Fortunately time is on the side of the planners. It is anticipated that the Expressway construction will not reach Wyong until about 1971. Extensive land resumptions for the Expressway through the Lake Macquarie Shire have not been made. There would be little disadvantage to landholders if the planned route was to be abandoned.

The basic function of the State Planning Authority relates to planning of the future use of land including land of the Crown. The Authority advises the Minister on planning and where so directed by the Minister can prepare a statutory planning scheme.

The Authority may raise loan money and apply it to the acquisition of land.

The Authority is currently setting up a Regional Planning Committee with representatives of local government, private commerce and industry and state government departments.

The Minister could be requested to instruct the State Planning Authority to examine the planned Northumberland County System in co-operation with the Department of Main Roads and with the advice of the Northumberland Regional Planning Committee,
and in particular instructing the Authority to examine the advisability of adopting an alternative route for the Sydney-Newcastle Expressway along the western side of Lake Macquarie rather than along the eastern side as now planned.

The support of the Councils in the Northumberland Planning Area and the Wyong Shire Council could be sought in the representation to the Minister concerning the alternative route as local planning schemes would be affected.

6. It is recommended that :

(a) The Minister be requested to instruct the State Planning Authority to examine the planned Northumberland County Road System in co-operation with the Department of Main Roads and with the advice of the Northumberland Regional Planning Committee, and in particular instructing the Authority to examine the advisability of relocating the Sydney-Newcastle Expressway by the western side of Lake Macquarie.

(b) The Councils of the City of Newcastle, the City of Cessnock, the City of Maitland, the Shire of Lake Macquarie, the Shire of Port Stephens and the Shire of Wyong be advised of the representation made to the Minister concerning this re-examination of the County Road System, the bases of the representations and be asked to lend their support.

Appendix No.6.

EXTRACTS FROM THE LEICESTER TRAFFIC PLAN

N. B. Leicester: - 1963 population 270,000
- industrial city in Midlands
- one of the first cities to appoint a City Planning Officer on an equal footing to the City Engineer

New approach to traffic planning

1) "A new technique of a more scientific and comprehensive analysis of existing traffic conditions is being developed. According to this new technique, we are less concerned with cars, and more with people. Instead of counting cars, we go to people's homes and ask them about their travel habits.

2) Traffic surveys must be related to the use of land, the density of buildings and the density of population."

ENVIRONMENT COMES FIRST, TRAFFIC AFTERWARDS:

3) "A more sophisticated analysis of environment must be done before any traffic planning begins."

4) "The traffic problem of cities cannot be considered in isolation from the other problems such as land use, population, and architecture. In other words, this is a town planning problem."

5) The transportation planning programme for the city "involved a comprehensive analysis of the movement of
people and goods within a single large urban area."

6) "It would be fundamentally wrong to plan cities for traffic only: they have to be planned for living."

7) Any plan for future development of a city can only succeed in human terms if it is based on a sympathetic knowledge of what exists now. So far, the planning tools have been too crude, and the results of this are around us everywhere; environment fragmented or destroyed by the demands of traffic movement and commercial advantage. It is clear that no just balance can be struck unless each demand is first weighed against what will be lost in terms of amenity. Cities are first of all for people, not for traffic.

Expressways and reserves are not compatible.
A VICTORY PICNIC WAS HELD TO CELEBRATE THE SAVINGS OR THE RESERVE FROM THE HIGHWAY.

Mrs. Lenz
M. Tecum

Orch. Woodgate

Bob Fowler

Don Staglin

Elizabeth Woodgate

Rowen, Brinkworth

Peter Marnie MHR

Jack Skull

Tom Farrell