# Place Vision Mount Penang Parklands



Hunter & Central Coast Development Corporation



# Acknowledgement of Country

The Hunter and Central Coast Development Corporation acknowledges the Traditional Custodians of the Mount Penang Parklands and we pay our respect to their Elders past, present and emerging. We honour Australian Aboriginal and Torres Strait Islander peoples' unique cultural and spiritual relationships to place, and their rich contribution to society. To that end, our work seeks to uphold the idea that if we care for Country, it will care for us.

For this project we would like to acknowledge Indigenous groups of the Central Coast for contributing their knowledge and participating in developing this Place Vision. We recognise their history, ongoing legacy, and pay respect to their culture and connection to their lands.

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# **Executive summary**

Hunter and Central Coast Development Corporation (HCCDC), is committed to creating quality places across our projects in the Central Coast and Hunter regions.

HCCDC works collaboratively with government agencies, local councils and key stakeholders to create social and economic outcomes with broad-ranging community benefits.

# **About the Parklands**

We have owned and managed Mount Penang Parklands (the Parklands) since 2018. The Parklands is a 130-hectare site, comprising 23 hectares of gardens and event space, a 27-hectare heritage business park, significant bushlands, as well as potential development land.

The Parklands is best known for the Mt Penang Gardens. Our research, along with stakeholder insights, has demonstrated that there is a significant opportunity to enhance the Parklands and elevate it as a recognised destination for recreation and education.

# About this document

This Place Vision has been developed to guide the management and development of the Parklands. It has been prepared following key principles of placemaking; to understand the place and the needs of the people who live, work and play in the spaces.

In this document we define the vision for the future of the Parklands - one that draws from its rich history, current challenges and opportunities.

We have identified five objectives that frame clear actions to help us achieve the vision for the Parklands.

These actions will:

- deliver essential infrastructure
- improve current open spaces
- establish frameworks for the future of the Parklands

Partnerships are a key component to achieve the vision, working with neighbouring land owners, current tenants and the community to ensure that the Parklands make a positive contribution to the region.



# **Place Vision**

Mount Penang Parklands is an active and sustainable place for recreation, education and work within a natural and heritage setting.



# **Place Vision for Mount Penang Parklands**



# Implementation

Delivering the actions to achieve the vision and objectives (subject to available funding)

# **Priority actions**

# PRIORITY ACTION 1

# Starting with Country

Embed the Government Architect's draft Connecting with Country framework for all development and measures to enhance the Parklands.

# PRIORITY ACTION 2 Essential infrastructure

Deliver essential infrastructure to unlock the Parklands. This will include improving vehicular and pedestrian movement across the site, with new roads and pathways, lighting and wayfinding.

# PRIORITY ACTION 3

# Arrival experience

Improve signage, lighting and placemaking along the entry points into the Parklands to create a distinctive arrival experience.

# PRIORITY ACTION 4

# Nature-based activities

Explore the opportunity for low-impact, nature-based activities such as bushwalking, mountain biking, cultural trails and orienteering. This could include partnerships with tenants or business operators.

### PRIORITY ACTION 5

# **Partnerships**

Establishing strong partnerships with neighbouring landowners and site users to provide an integrated approach to development and management of the site.

# **PRIORITY ACTION 6**

# Optimising leases

Review and rationalise leases where appropriate to streamline occupancy, encourage intensification of uses in key areas and increase revenue that can be re-invested into the Parklands.

# PRIORITY ACTION 7

# Visitor numbers

Undertake a count of visitors to the Parklands and Gardens to understand the daily patronage. This will help inform the potential return on investment of infrastructure and activation.

### PRIORITY ACTION 8

# Traffic and parking management

Develop a Parklands traffic management plan. This would address parking, movements, signage, coordination for schools and, potentially, signal timing.

Actions subject to available funding.

# Introduction

# The site

We own and manage the Mount Penang Parklands. This significant 130-hectare site is strategically located within a thriving growth corridor and is close to major commercial centres and employment hubs. It includes a heritage business park, a large area of natural bushland as well as the picturesque Mt Penang Gardens.

# Purpose

The purpose of this Place Vision is to set clear objectives for the future of the Parklands.

Our approach is underpinned by our commitment to create quality places and spaces for the community, as well as our business objectives to:

- deliver strategic outcomes to grow economic capacity and enhance communities
- drive industry diversification to grow more jobs to attract and retain talent to the regions
- create engaging, sustainable and attractive public spaces, connected to better transport options
- unlock opportunities and realise the full potential of government land and assets
- respect existing character, culture and heritage
- work in collaboration and partnership with community and stakeholders.



Mount Penang Parklands site area



# Our placemaking approach

The Place Vision has been developed with a placemaking approach to planning, design and management. It has been informed by an understanding of the evolution of the Parklands, including Aboriginal involvement with the site and its more recent built heritage.

Stakeholder engagement and the expectations of the current tenants and users have also provided key considerations for the Place Vision, underlying the placemaking approach.

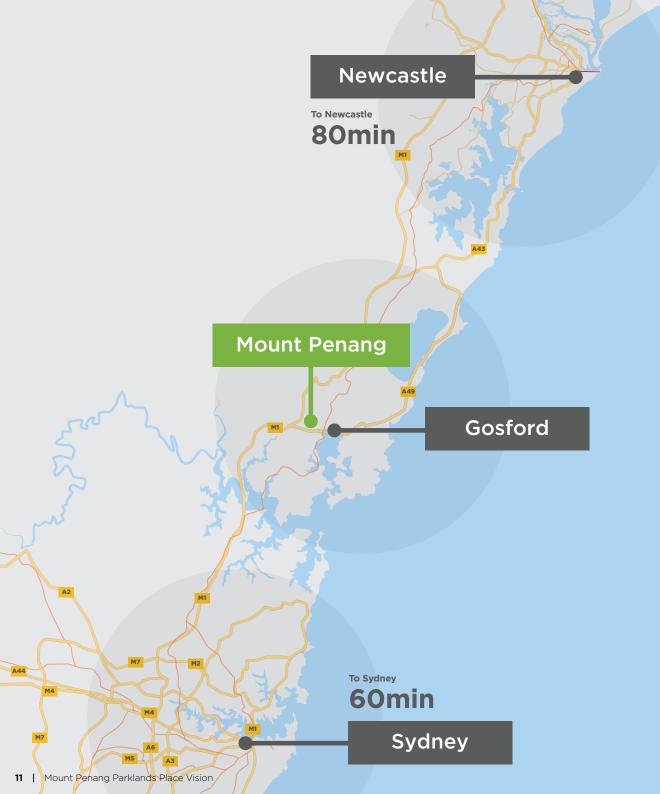
The Place Vision will set the direction for our management of the Parklands, including improving the site for users and visitors, supporting leasing and development decisions and considering long-term outcomes. It was developed to align with the four key principles of Placemaking, Partnerships, Nature and Culture. These principles form the basis of the Place Vision and are reflected in the objectives and actions for the site.

It is supported by clear objectives which will be implemented through identified key actions, all achieved by working with tenants, neighbouring landowners, the community and broader government.



# Context

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# **Regional context**

Mount Penang Parklands is located within the Central Coast Local Government Area, approximately 6km west of the Gosford CBD. It is located at the Gosford junction of the M1 Motorway, providing access to Sydney CBD in approximately 60 minutes and 80 minutes to Newcastle CBD.

The Central Coast is a growing region, with the population forecast to increase by 95,250 people between 2016 and 2041, from 336,600 to 431,850.

It has a high proportion of workers leaving daily to work in Sydney or Newcastle. Providing local employment opportunities is important to retain jobs and reduce the social and physical impact of this exodus.

The Greater Sydney Commission has been charged with developing the *Central Coast Strategy* to identify priorities that capitalise on the region's significant potential. We will continue to work with the GSC to ensure that the Place Vision for Mount Penang Parklands supports this strategy.

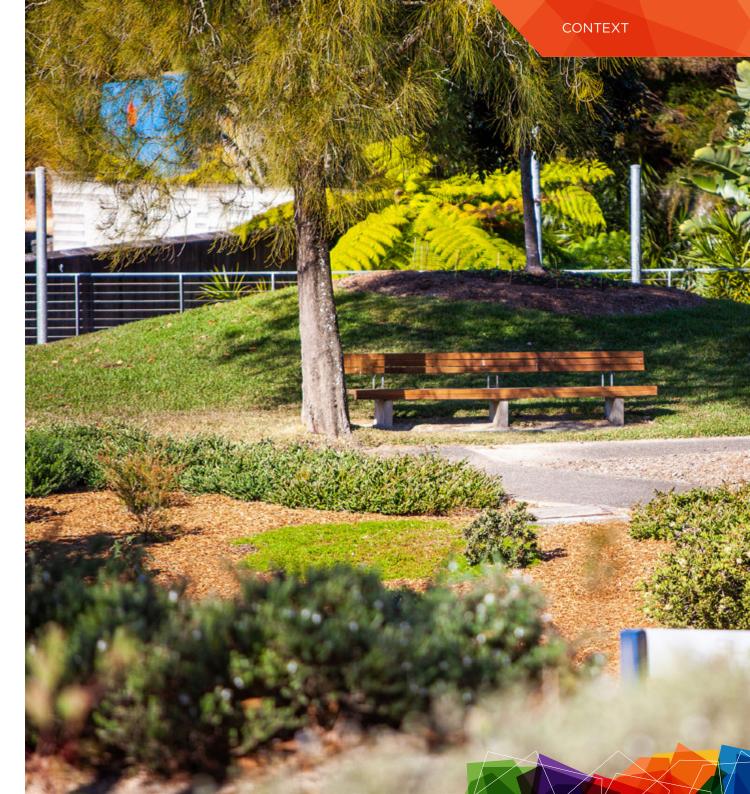


The Mount Penang Parklands is located in Kariong which, along with Somersby, forms the western extent of the growth corridor which runs across the south of the region through Gosford to Erina. It forms a buffer between residential uses to the south and industrial uses to the west.

In addition to the Parklands, Kariong is well-provided with public open space and recreation areas, including four parks, two sports courts and two sports fields. To the south and west of the site, the Brisbane Waters National Park includes the Bulgandry Aboriginal Art site and Kariong Brook Falls and informal opportunities to experience nature.

The proximity of Gosford CBD, with its focus on healthrelated uses leveraging off the government's significant investment in hospital, tertiary education and commercial development, means uses at Mount Penang should complement and not detract from this centre. Retail development is focused to the west of the site at West Gosford and Erina, with local shopping opportunities in Kariong.

Regional tourism is seen as a growth sector for the Central Coast but is poorly serviced by accommodation within the Gosford area. The Australian Reptile Park, a regional attractor, is located to the west of the site and the Mt Penang Gardens are classed as a tourism attraction. Uses that support tourism, including food and beverage uses, accommodation, and additional attractions, provide an opportunity for the area.



CONTEXT

# **Strategic planning**





# CONTEXT

**Culture and heritage** 

# **Aboriginal heritage**

The Parklands forms part of a culturally significant ridge line that extends from the Woy Woy Bay in the east through the Somersby Plateau and the upper north-west reaches of the Central Coast and beyond.

Significant cultural sites with stone engravings are located within this area and are considered vital to the kinship and connection of Aboriginal people. These are associated with the engraved stories across the Somersby Plateau and within the Girakool Park and the Somersby Falls areas.

Currently, the Parklands is home to NAISDA Dance College, Australia's leading performing arts training organisation specifically for Aboriginal and Torres Strait Islander young people. The richness of cultural learning and knowledge is at the forefront of its nationally accredited qualifications, equipping First Nations students with training, skills and career pathways that keep Songlines strong for all Australians.



# <complex-block>

# State heritage significance

The site is recognised as a heritage site of State significance, associated with the former use of the site as the Gosford Farm Home for Boys from 1912. The school was established through the combination of education and physical labour, with many of the initial buildings being built by the boys between 1912 and 1922.

The site continued to operate as a training and rehabilitation site for youth, up until the opening of the Frank Baxter Youth Justice Centre in 1999.

The heritage significance of the Parklands is described in the *Conservation Management Plan*, which guides the current and future development and management of the heritage fabric of the site.

# **Character areas**

The Parklands is defined by five distinctive character areas. Together, these create a campus-style environment with strong connections to heritage, education and community.

# Baxter

A large open space currently used for animal grazing/ agistment, providing a key opportunity for development on the site.

# Heritage and sports

Predominantly an educational and recreational area, with several playing fields under lease to Central Coast Sports College (CCSC). Some weekend sports clubs also use the playing fields.

Characterised by a variety of heritage buildings occupied by a mix of primarily education and community uses, including the NAISDA Dance College and CCSC.

# Gardens

Characterised by the Mt Penang Gardens, Waterfall Café, dam and dog park. This area is also used for hosting smaller events.

# **Bushland**

The largest of the character areas, the Bushlands consists almost entirely of natural vegetation that has biodiversity value.

# **Phillip House**

The Phillip House site currently accommodates community services. It shares a close relationship with the Bushland area.

# Highway

A partially cleared, underutilised area used for services and access, with opportunity for development.



Mount Penang Parkland character areas



# Infrastructure

# Site amenity

The site includes public toilets, picnic tables and BBQ facilities and seating. A small fenced play area is also provided to the west of the Gardens, along with a fenced off-leash dog area to the north. Formal parking is provided for tenants and visitors.

# Internal roads and footpaths

Within the site, road access to the Kariong Mountains High School is provided by The Avenue and Festival Drive which have recently been upgraded for dedication to Central Coast Council (Council).

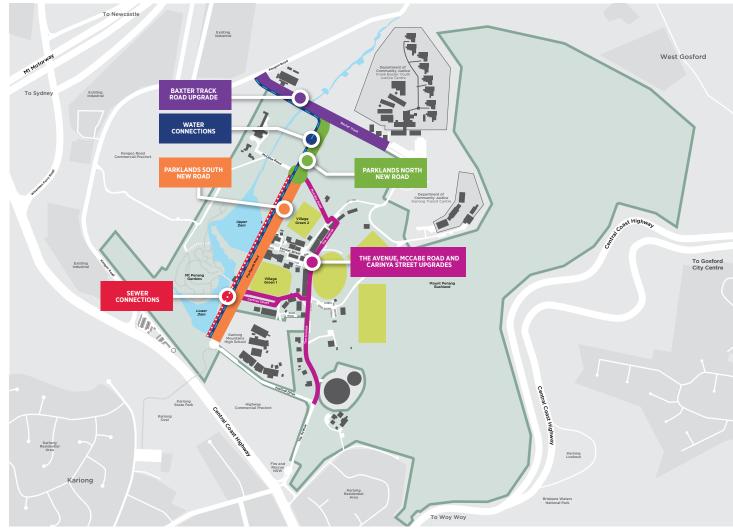
The remainder of the site is accessed through a network of private roads that loop between the heritage buildings and other sites. Access to the Department of Community and Justice facilities is provided along these narrow roads. Limited footpaths are provided along the roads, with no dedicated cycle paths. The main route to the primary public spaces is insufficient for two-way traffic, with regular conflicts produced by the interaction of pedestrian users and vehicles including school buses.

# Water and sewer servicing

New water and sewer connections were installed by HCCDC to enable the subdivision of the Highway and Kangoo Road Commercial sites for divestment. The remainder of the site would benefit from enhanced connection to this mains network in accordance with an approved servicing strategy.

# **Future essential infrastructure**

Upgrades to the infrastructure of the site have been identified, including road upgrades, water and sewer connections. These proposed infrastructure works are being designed with regard to the characteristics of the site.



Mount Penang Parkland proposed infrastructure works



# Site management

# **Tenants**

The Parklands has a total lettable area of approximately 86,000 sqm, with very little vacancy. Current tenants include Waterfall Cafe, NAISDA, CCSC, Sunnyfield Disability Education and Accommodation, a childcare centre and a preschool.

# Management

We have staff on site and regularly hold precinct coordination group meetings to understand individual and common issues. Income from the Parklands supports the operational costs but does not generally provide enough revenue for significant improvements to the site.

# Neighbours

Neighbouring uses include:

- Highway Commercial Site and Kangoo Road sites, which were divested for private development but are yet to be redeveloped
- Kariong Mountains High School (KMHS) which is owned by NSW Department of Education and accessed by The Avenue and Festival Drive.
- Kariong Correctional Centre and Frank Baxter Youth Justice Centre, owned by the Department of Communities and Justice located to the north of the Parklands. These sites are both currently accessed through the Parklands.

# **Events**

We make the open space in and around the Gardens available for events. Changes to the site boundaries since 2019 have impacted the event space and further work is required to assess the type and scale of events that can be accommodated in the future.



# **Future uses**

HCCDC has identified three main areas of future use that incorporate and build on the current uses of the site.

# **Recreation**

The Gardens and off-leash dog areas provide a key attractor; however, these do not provide a unique resource in the area, which is rich in open space, National Park space and playgrounds. These uses are supplemented by the café, which provides a source of revenue by way of rental return and could be enhanced further to support an expanded offering.

Playgrounds in the area generally provide for local play, with no nature/alternative playgrounds provided or proposed (Central Coast Council Playspace Strategy 2020). The regional playground developed by HCCDC in Gosford could be supplemented at Mount Penang by non-traditional play equipment to provide a more holistic experience across age ranges.

# Events

The site can continue to accommodate smaller-scale events, although the revenue achieved would not offset any significant investment in infrastructure to facilitate events or management. Future focus on events should leverage off established events and site users and provide a community benefit rather than a revenue source.

# **Development potential**

The northern area of the site is generally under-utilised and holds the most potential for additional development. Market engagement and analysis identified opportunities for this site, including expanding existing uses and complementary development. Further development must be sensitive to the heritage significance of the site and the natural parkland setting. It will also consider the neighbouring developments, including the Department of Community and Justice facilities, and the Kangoo Road and Highway Commercial precincts. It must support and not detract from these developments.

The Bushland area also has potential to formally preserve the pristine environment, through biodiversity conservation. This could see the area used for biodiversity offset, generating revenue from the site and facilitating active management. Further investigation is required to determine the potential for additional complementary uses which would enhance the accessibility and appreciation of area.



Nature playgrounds featuring non-traditional play equipment



Continue with established events that provide a community benefit



Additional heritage sensitive development in northern site



Preserve bushland through biodiversity conservation



# **Engagement** outcomes

# **Visitor insights**

# To create a great place, we first need to understand how people interact and engage with it, and what aspirations they hold for the future.

The Parklands has a diverse population of users who work, visit or study on site. These groups are comprised of people of different ages, backgrounds and abilities. Understanding their habits, needs and level of satisfaction with the Parklands is vital to progressing a vision for the future.

# **Community consultation**

We held a community survey in June 2021, with **436 responses collected**. The questionnaire asked locals (visitors and non-visitors) for their insights on the Parklands, including why and when they visit and their sentiment towards the Parklands.

Feedback was collected on site through intercept surveys as well as through an online portal that could be accessed via QR codes distributed around the Parklands. The questionnaire was also promoted through social media and the HCCDC website.

# Local business, tenant and key stakeholder engagement

Running parallel to the community consultation, we conducted a local business, tenant and key stakeholder engagement to better understand the experience, needs and aspirations of employers within the site.

A total of **18 questionnaire responses** were received and a total of **10 key stakeholder interviews** were conducted

# **Consultation with local Aboriginal groups**

In addition to the community survey, we met with local Aboriginal groups to understand how cultural knowledge and opportunities can be embedded in the ongoing management and use of the site.





# **Community consultation**

# Main activities of visitors

Participants were mostly regular visitors to the Parklands, coming either daily or weekly (62%). Overall, respondents rated the Parklands highly, with 79% saying they were either somewhat satisfied or very satisfied with the Parklands.

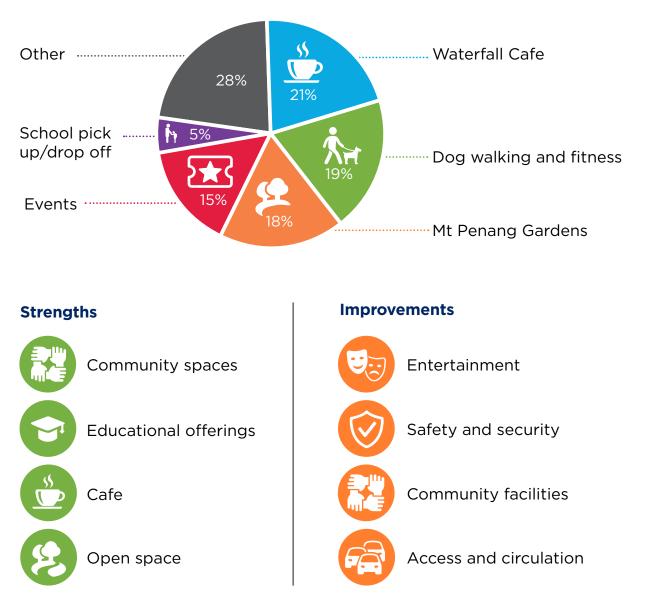
The data indicated that most visitors would spend, on average, 30 minutes to 1 hour on site. Many of the shorter trips were for school pick-ups or drop-offs, while longer stays tended to involve visiting one of the site's attractions.



Waterfall Cafe



# **Current uses**

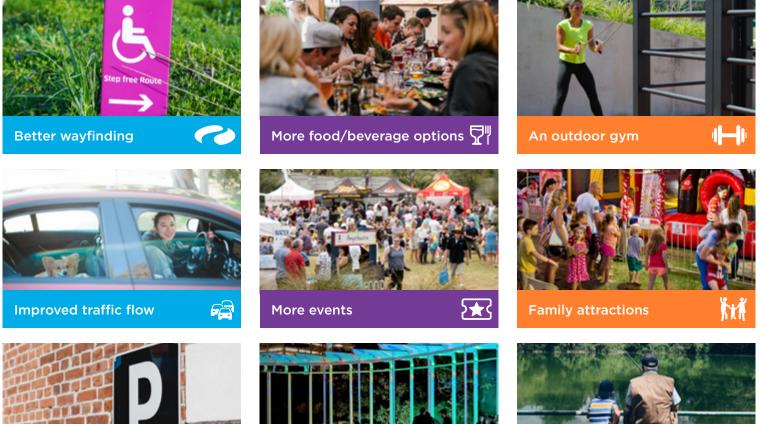


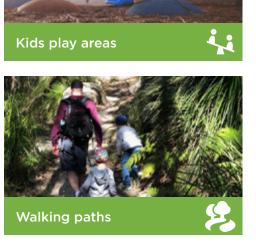
# **Community consultation**

# How might we improve the current visitor experience?

The community questionnaire asked visitors how HCCDC could improve the Parklands, with responses requesting more things to do and see on site. This included recreation options, events and experiences, and kids play. People told us they wanted better ways of accessing the Parklands, including better roads and pathways, improved wayfinding and tourism offerings.

While people overall liked the existing café, they felt that different food and beverage options would be valued. Other recommendations included sport and recreation options such as outdoor gym equipment, fishing and exercise. Respondents also wanted more things to see and do as a family including events, attractions and play.











**Fishing spaces** 



Better dog parks

# Local business, tenant and key stakeholder engagement

# **Business and** stakeholder insights

Engagement revealed that most tenants have been in the Parklands for a long period of time, with some up to 20 years. Most business activity took place within standard business hours (8am-6pm) and there was very little night-time or weekend business activity.

Businesses and major stakeholders valued the open space and accessibility of the Parklands, stating that it was very rare to be able to work in such a beautiful place. The proximity to the highway and broader region made it an excellent hub for businesses, as well as for employees.

Some respondents wanted room to grow, including new premises and better infrastructure (e.g. roads, parking and accessibility) so that they could better accommodate more staff and visitors. They were also in favour of improved placemaking that would support worker wellbeing.

Participants wanted the Parklands to become a more popular and known destination, and saw value in creating events and tourism that brings more people to the location.

# **Strengths**



Accessibility Business / tenants love the proximity to the highway.

Improve traffic



Open space Business / tenants love the natural environment and open space

# Improvements











Improve wayfinding



# Additional premises

Additional suitable premises for businesses

Upgrading and improvement of infrastructure,

including roads, intersections and parking

Improvement of wavfinding throughout the

Parklands including signage, roads and paths



Health and wellbeing Places to exercise and to improve wellbeing



# Celebrate open space





Improve traffic flow





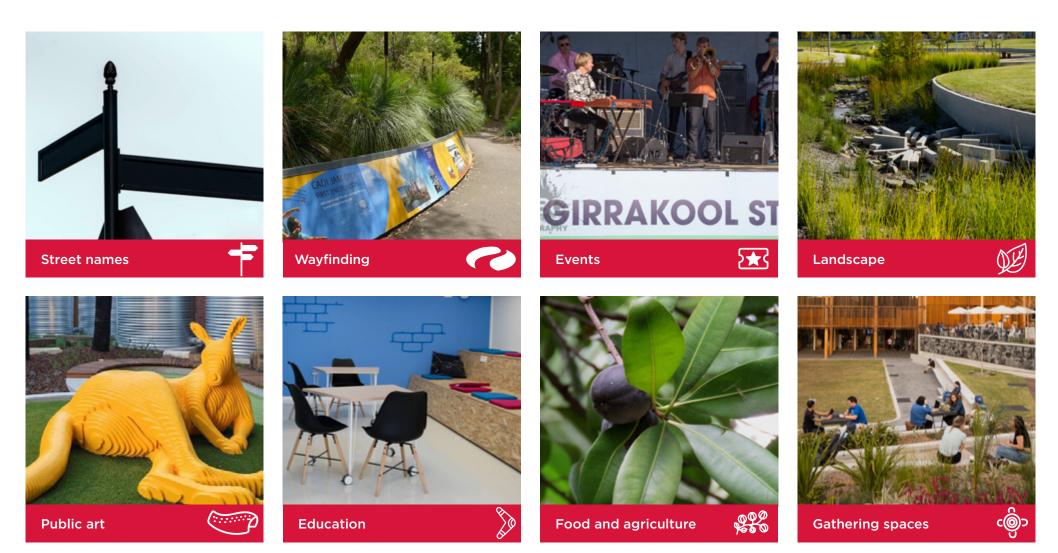
Improve wayfinding



# **Consultation with local Aboriginal groups**

# **Indigenous placemaking opportunities**

Several initiatives were identified, along with a desire to have lasting partnerships through planning and delivery of infrastructure and activities onsite.



# Advantages

Open space and connection to nature

Heritage and cultural values

Education opportunities

The Gardens

Gateway to Gosford and Central Coast

Limited tenant vacancies

Sporting fields

Dog park

Opportunity to enhance visitor offering

Potential to leverage off neighbouring development

# Challenges

Public transport and accessibility

Branding/Parklands awareness

Designation of area/precincts

Only one entrance/exit

Poor visibility from highway and sense of arrival

Poor wayfinding around the Parklands

No compelling reason to visit the Parklands

Limited lighting

Development uncertainty

Existing permissible limits redevelopment opportunities

# Limitations

Traffic and transport access off Central Coast Highway

Perception that heritage restricts improvements and development onsite

Employment leakage to alternative areas

Cost of infrastructure undermines further intensification of site



# Vision, objectives and actions

VISION, OBJECTIVES AND ACTIONS

# **Parklands Place Vision**

Mount Penang Parklands is an active and sustainable place for recreation, education and work within a natural and heritage setting.





# **ACTIONS**

### **Essential infrastructure**

• Deliver essential infrastructure to unlock the Parklands. This will include improving vehicular and pedestrian movement across the site with new roads and pathways, lighting and wayfinding.

### **Starting with country**

 Embed the Government Architect's draft Connecting with Country framework for all development and measures to enhance the Parklands.

### **Sustainability**

 Adopt and implement a sustainability framework for the Parklands to ensure that management and development of the site is undertaken in a socially, environmentally and economically sustainable way and in line with the sustainable development goals.

### **Arrival experience**

• Improve signage, lighting and placemaking along Parklands entry points to create a distinctive arrival experience.

### **Recreation infrastructure**

• Explore the addition of recreation infrastructure to enhance the amenity of the site, including shared paths, bushwalks, cycle routes, benches, fitness equipment, and water stations.

### **Traffic and parking management**

• Develop a Parklands traffic management plan. This plan would address precinct parking, movements, signage, coordination for schools and potentially signal timing.

### Improve permeability and connections

• Develop pedestrian and vehicle infrastructure to enable visitors to safely walk / drive around the precinct and access key areas. The road connections would increase accessibility, capacity and provide opportunities to increase public transport. This would include promoting cycling safety.

### Safety and security

 Improve the overall safety and security of the Parklands. This could be a mix of lighting to increase active and passive surveillance. Soft and hard barriers will be incorporated to improve safety and designate areas.

### Site specific design guidelines

• Ensure that development and improvements to the Parklands is supported by clear guidelines which respect the heritage significance of the site and buildings.

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**OBJECTIVE 1** 

Place

Create a safe, inclusive and

enhanced infrastructure and

activation and visitation.

working with users to enhance

sustainable place for all, through



# Nature

Generate more opportunities to access nature with enhanced landscape and public domain, and new ways to experience and learn from nature in partnership with others.

# **ACTIONS**

### **Enhance the gardens**

• Improve the Gardens by creating more versatile and accessible open spaces that can support different kinds of activities and diverse users. This may include opportunities to enhance native plant knowledge and use.

# **Nature-based activities**

• Explore the opportunity for low-impact, nature-based activities such as bushwalking, mountain biking, cultural trails and orienteering. This could include partnerships with tenants or business operators.

### **Living laboratory**

• Explore opportunities with education providers to enhance nature-based learning and support outdoor education experiences.

### **Promote the open spaces**

• Promote the open spaces and connection to nature aspects of the Parklands to enhance activation and appreciation.

### Landscaping and planting

 Develop a site-wide landscaping plan to support placemaking through landscape cohesion. Provide additional landscaping and plants beyond the Mt Penang Gardens to promote connection to nature.



# Destination

Promote and improve the Parklands as a destination with a range of social and recreational experiences that attract regular visitation in partnership with others.

# **ACTIONS**

# **Visitor numbers**

• Undertake a count of visitors to the Parklands and Gardens to understand the daily patronage. This will help inform the potential return on investment of infrastructure and activation.

# **Parkland events**

• Enhance the site's event offerings by streamlining the application process to encourage more events, and further investigating event opportunities and the required investment into appropriate infrastructure.

### Heritage appreciation

• Enhance the storytelling experience of the site for both Aboriginal and built history, through improved interpretative signage and other means of information sharing including multimedia experiences and education programs.

### **Destination walk**

• Enhance the existing heritage walk to include Aboriginal stories and education on the natural environment.

# Playground

• Establish an attractive and exciting playground that celebrates nature. This would be located in an area that is highly visible and accessible, with the intent to activate the Parklands.

### Food and beverage options

• Explore the appetite for enhanced food and beverage opportunities, including temporary or permanent offerings.

# **Dog Park**

• Improve the experience for users of the off-leash dog park through appropriate infrastructure and amenity upgrades.



# Community

Foster an integrated and resilient community with strong partnerships and governance that promotes cooperation and participation within the site, with our neighbours and with the Central Coast community.

# **ACTIONS**

### **Partnerships**

• Establishing strong partnerships with neighbouring landowners and site users to provide an integrated approach to development and management of the site.

### **Connecting with country**

• Implement a 'connecting with country' approach when exploring new projects and opportunities through engagement with local Aboriginal groups.

### **Precinct coordination groups**

 Establish an effective precinct coordination group to include existing users, key stakeholders and community members. The purpose is to ensure governance over the site, to collect ideas and inputs for planning, and to enhance safety outcomes.

### **Resource sharing**

• Promote the sharing of resources and facilities across various users both within and outside of the site.

### **Volunteer programs**

• Grow and expand volunteer programs and partnerships with existing local community groups. This will create a sense of community through opportunities to learn new skills, meet new people and establish networks.

### **Foster community**

• Foster a sense of community on the site through facilitating development outcomes that complement existing site users without detracting from future use potential.

### **Collaboration and sharing**

• Promote collaboration between businesses, users and tenants, encouraging them to have a more active role in championing the Parklands.



# Productivity

Support the existing key uses and create opportunities to work with neighbours and other users to realise the full potential of the site.

# **ACTIONS**

# **Optimising leases**

• Review and rationalise leases, where appropriate, to streamline occupancy, encourage intensification of uses in key areas and to increase revenue that can be reinvested into the Parklands.

# Education

• Investigate opportunities to enhance nature, culture and heritage appreciation to attract visitors and education users to the site, including the potential to integrate it with the education curriculum.

# **Community recreation**

• Work with current users and tenants to identify opportunities for further community involvement in sport and recreation on the site, particularly outside of core hours.

# **Planning and development**

Example of built form at Joynton Ave Creative Centre Green Square

• Develop and share planning considerations around appropriate infill development to guide the potential expansion of existing uses and future uses.

VISION, OBJECTIVES AND ACTIONS

 Investigate how development of some portions of the Parklands could generate business and employment outcomes while providing enhanced public recreation opportunities, new infrastructure, and management of the ongoing cultural and environmental needs of the retained portions of the site.

# **Neighbouring developments**

 Seek opportunities to work with neighbouring developers to ensure that uses and users support and don't detract from one another to maximise the productivity of the broader Parklands area.

# **Priority** actions

Achieving this vision at Mount Penang will come from the delivery of the actions outlined above. These actions are prioritised in line with potential impact and availability of funding. Considering this, the following items have been identified as the priority actions. These will provide the basis for further enhancements to the site once appropriate research and funding opportunities have been identified.

### **PRIORITY ACTION 1**

# Starting with Country

Embed the Government Architect's draft Connecting with Country framework for all development and measures to enhance the Parklands.

# PRIORITY ACTION 2

# Essential infrastructure

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### PRIORITY ACTION 8

# Traffic and parking management

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Actions subject to available funding.

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Hunter & Central Coast Development Corporation

# For more information and updates, visit hccdc.nsw.gov.au/mt-penang

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