

## **LAND RELEASE AND HOUSING SUPPLY IN NEW SOUTH WALES**

**Organisation:** Maitland City Council  
**Name:** Mr David Evans  
**Position:** General Manager  
**Date Received:** 22 August 2017



**maitland**  
city council

Our Ref: 2017/55545

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11/08/2017

Mr Jai Rowell MP

Chair

Committee on Environment & Planning

Parliament House, Macquarie Street

SYDNEY NSW 2000

Dear Mr Rowell

**Re: Inquiry into land release and housing supply in NSW**

I refer to the current inquiry by the Legislative Assembly Committee on Environment and Planning into land release and housing supply in NSW. Attached for the information of the Committee is a copy of a recent submission that Council provided to the Department of Planning and Environment on the Hunter Regional Plan 2036 Discussion Paper - Special Infrastructure Contribution Plan.

The submission addresses issues that are relevant to the terms of reference of the inquiry.

The Maitland LGA is one of the fastest growing regional centres in Australia and by 2036 the population is anticipated to be in excess of 100,000 people. In response to this growth there is currently over 20 years' supply of undeveloped land zoned for both residential and employment in the City. This is reflected in the recently adopted Hunter Regional Plan 2036 (HRP). The HRP also acknowledges the shortfall in infrastructure provision in the City due to strong population growth and ongoing pressure for residential and employment land.

The submission attached also highlights that there are a number of significant infrastructure gaps and funding shortfalls in the City due to the rapid rate of urban development occurring in Maitland. The submission notes and lists these shortfalls which Council considers should be addressed through a new comprehensive Infrastructure Plan currently being prepared by the Department of Planning and Environment. In particular there are existing funding gaps in the provision of infrastructure in the major urban release areas including Thornton North, Gillieston Heights and Lochinvar.

Council has questioned in its previous submission whether the Department's timeframe in developing and implementing a new special infrastructure contributions framework will be adequate to address timely infrastructure provision for a number of urban release areas (URAs) that are already developing. These areas include Thornton North, Lochinvar, Farley and Gillieston Heights.

Any revised state or regional infrastructure framework should also consider how it might apply to an area that is substantially developed such as Thornton North (noting that some developers have entered into works in kind (WIK) agreements with Council and voluntary planning agreements (VPAs) with the State Government) to ensure fairness and equity across all stakeholders.

The submission also notes that the shortfall in infrastructure provision and delivery has been a key reason for development being delayed in a number of urban release areas in Maitland. It is also noted that Council, in February 2016, made an application to the New South Wales government's Local Infrastructure Growth Scheme (LIGS) for funding under this scheme to address the shortfall in income under the Thornton North Section 94 Plan resulting from the imposition in 2010 of the NSW government's cap on per lot infrastructure contributions. To date, this funding application has not been determined.

The Government has recently announced that the cap on Section 94 funding may be removed (subject to review by IPART) and therefore that LIGS funding may not be required. IPART is currently reviewing the Thornton North Section 94 Contributions Plan in the context of Council's LIGS submission and will soon be asked to review the Plan in the context of removing the cap in infrastructure contributions. If IPART agrees to remove the cap per lot, this will reduce the gap between the maximum contribution that councils can charge developers and what it actually costs councils to deliver essential public infrastructure such as roads, stormwater facilities and public open space. However it will not necessarily allow Council to recoup the shortfall in contributions which has accumulated across the 1,300 allotments that have already been released in the URA under the contributions cap. Neither is it clear whether IPART will agree to allow Council to levy for all necessary public infrastructure, such as community facilities embellishment.

It is also noted that the Thornton North Section 94 Plan also includes a number of items that Council considers should be more appropriately included in the State Infrastructure Contribution Plan, such as projects associated with the upgrade of Raymond Terrace Road (State road). Other projects such as the upgrades of Thornton Road and Glenwood Drive are not funded under the Section 94 Plan and would be more appropriately funded under the proposed Hunter Regional Special Infrastructure Plan. Council has included these items in the recent submission on the Hunter Regional Plan Special Infrastructure Contributions Plan.

Other longer term transport projects have also been flagged in the submission, such as projects that address flood risk, as well as the southern bypass proposal and additional railway stations to cater for the needs of a growing city.

An additional category that Council considers should be included in the Plan is that of cultural and recreational facilities. There are several infrastructure items and proposals in the City which are either of State or regional significance and provide benefits to a growing region well beyond the Maitland LGA. These include the provision of a major augmented No. 1 sportsground in Central Maitland incorporating a synthetic athletic track and associated facilities, as well as upgrades to Maitland Gaol and Walka Water Works. Both the Gaol and Walka Water Works are established regional attractions with significant heritage values and growing cultural tourism and recreation benefits for the State.

Details of these and other proposed projects where there is an existing or future funding shortfall have been included in Council's attached submission. Some of these projects could also

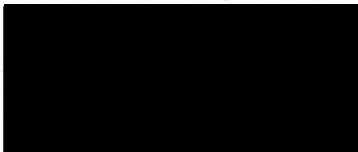


be funded through both State and Federal funds with supplementary State developer contributions.

Council considers that there is a pressing need for a comprehensive plan for infrastructure provision in the Hunter region. The release of the Discussion Paper for comment on the proposed Hunter Region Special Infrastructure Contribution plan is also an important opportunity for Council to ensure that adequate consideration and funding is given to the infrastructure requirements of a growing city.

Council welcomes the opportunity to provide a submission to the Inquiry into land release and housing supply in NSW. The shortfalls in the provision of adequate infrastructure for a growing City such as Maitland highlights the complexities of the current system and the strong need for a more comprehensive, transparent and equitable approach to the financing of infrastructure for new urban development in NSW.

Yours sincerely

A black rectangular redaction box covering the signature of David Evans.

David Evans

General Manager



Our Ref: 103/159 (1252602)

Phone Enquiries: 4934 9700  


2 December 2016

Ms Monica Gibson  
 Director Regions, Hunter and Central Coast  
 Department of Planning and Environment  
 PO Box 1226  
 NEWCASTLE NSW 2300

Dear Ms Gibson

**Re: SUBMISSION ON THE HUNTER REGIONAL PLAN 2036 DISCUSSION PAPER – SPECIAL INFRASTRUCTURE CONTRIBUTION PLAN**

I am writing to provide comments on behalf of Council in relation to the Discussion paper prepared on the Special Infrastructure Contribution Plan that has been released with the Hunter Regional Plan 2036.

It is understood that the Discussion Paper contains a range of preliminary infrastructure requirements and related projects that may be included in a Hunter Region Special Infrastructure Contribution Plan across four key categories – Education, Health, Transport and Emergency Facilities. The list contains the following future projects located in the Maitland LGA:

- 1 ambulance station
- 1,000 place primary school
- 1 Major high school expansion
- 2 Major primary school expansions
- New Maitland hospital at Metford
- A cycleway between Alexandra Avenue and Weblands Street, Rutherford
- New England Highway duplication – between Racecourse Road and Anambah Road, Rutherford

Council requests clarification and further details on the location and extent of the proposed cycleway between Alexandra Avenue and Weblands Street, Rutherford. The Discussion Paper also notes that there is contingency for transport projects currently in the planning phase, however further details are not provided.

The Discussion Paper notes that this list is not exhaustive and the State Government, local government, infrastructure agencies and private sector infrastructure providers will continue to provide infrastructure through other processes. The Paper does not provide more specific details of projects but only the general location of these infrastructure items. Indicative costings are provided for some of these projects. The Discussion Paper raises a number of issues relating to sharing the cost of infrastructure including:

- Inequities between land in and outside urban release areas paying their fair share for infrastructure
- Identifying the types of development suitable for contributions
- Potential exemptions and priority infrastructure
- Simplifying the application arrangements (eg per residential lot basis)

The Paper also notes that transitional arrangements in relation to the implementation of a new infrastructure contributions framework will need to be considered through the consultation phase. It is not clear what timeframe is proposed for the provision of projects under the Infrastructure Plan.

It is noted that the Hunter Regional Plan 2036 is committed to align land use and infrastructure planning to maximise the use and capacity of existing infrastructure and the efficiency of new infrastructure (Action 26.1).

The Regional Plan also recognises that the Maitland LGA is already currently contributing significantly to 'greenfield' housing supply for the region and that this will continue well into the future. The Plan notes that in Maitland, due to the high supply and demand for residential land, there is a shortfall in infrastructure provision. As acknowledged in the Regional Plan, there are currently significant challenges to servicing a number of development fronts in the LGA.

Council notes there are a number of significant infrastructure gaps and funding shortfalls currently existing in the City due to the continuing rapid rate of development and that a number of these gaps should be identified and addressed through the new Infrastructure Plan. There are particular existing funding gaps in the provision of infrastructure in the major urban release areas including Thornton North, Gillieston Heights, Lochinvar and potentially Farley.

Council's earlier submission to the Department in March 2016 identified a number of issues which impact on infrastructure delivery in the Maitland LGA.

Council questioned whether the Department's timeframe in developing and implementing a new special infrastructure contributions framework will be adequate to address timely infrastructure provision for a number of URAs that are already developing, eg. Thornton North, Lochinvar, Farley and Gillieston Heights.

Any revised state or regional infrastructure framework should also consider how it might apply to a URA that is substantially developed such as Thornton North (noting that some developers have entered into WIK agreements with Council and VPAs with the State Government) to ensure fairness and equity across all stakeholders.

The submission also notes that the shortfall in infrastructure provision and delivery has been a key reason for development being delayed in a number of urban release areas in Maitland. The previous submission also noted that Council has made an application to the New South Wales Government's Local Infrastructure Growth Scheme (LIGS) for funding under this scheme to address the shortfall in income under the Thornton North Section 94 Plan resulting from the imposition in 2010 of the NSW governments cap on per lot infrastructure contributions. LIGS funding addresses the gap between the maximum contribution that councils can charge developers and what it actually costs councils to deliver essential public infrastructure such as roads, stormwater facilities and public open space.

For example, it is noted that the Thornton North Section 94 Plan also includes a number of items that Council considers should be more appropriately included in the State Infrastructure Contribution Plan, such as projects associated with the upgrade of Raymond Terrace Road. There are also additional infrastructure requirements as a result of the development in the Thornton North URA which are not included in the Section 94 Plan and would be more appropriately included in a State Infrastructure Plan. These include works associated with the upgrade of Thornton Road, Haussman Drive, Weakleys Drive and Glenwood Drive. Details of these proposed projects have also been included in Council's submission.

In other urban release areas there are other infrastructure items that require upgrade as a direct consequence of urban growth. This includes further road widenings and cycleway works and intersection upgrades of the New England Highway and Cessnock Road that are associated with development within the Lochinvar, Farley and Gillieston Heights urban release areas. The construction of the New England



Highway and Wyndella Road intersection, which is being funded under the Housing Acceleration Fund (HAF) is also a key project which will facilitate access for several large residential subdivision applications lodged with Council.

Other future works that need to be considered as part of State Infrastructure Plan include projects that address flood risk, such as the upgrade of Cessnock Road at Testers Hollow and the upgrade of the New England Highway and the provision of a higher flood evacuation route for Central Maitland and Lorn. These projects could be funded through a combination of State and Federal funding with supplementary developer contributions through a State Infrastructure Plan. Consideration of future funding for projects that address flood risk is considered important, given the extent of growth that is occurring in the Maitland corridor, along with the strategic importance of the New England Highway and the continuing growth of Central Maitland as a regional city centre.

There are also other major potential longer-term projects identified as part of Council's strategic planning which have no funding source at this stage. These include the proposed fourth Hunter River crossing and the southern bypass proposal.

Council considers that the growing population in Maitland requires the building of a number of new railway stations and associated park and ride facilities, including at Rutherford, Oakhampton/Aberglasslyn and at Farley. There is also a need for an additional station to be constructed at Metford to ensure good public transport access for the proposed Maitland Hospital. In addition there is potential to construct a railway station at Gillieston Heights utilising the South Maitland private railway line.

An additional category that Council considers should be included in the Plan is that of cultural and recreational facilities. There are several infrastructure items and proposals in the City which are either of State or regional significance and provide benefits to a growing region well beyond the Maitland LGA. These include the provision of a major augmented No. 1 sportsground and athletics facility in Central Maitland, as well as upgrades to Maitland Gaol and Walka Water Works. Both the Gaol and Walka Water Works are established regional attractions with significant heritage values and growing cultural tourism and recreation benefits for the State. Further details of these projects are included in the attached list.

In summary Council considers that the infrastructure list provided in the Discussion Paper for Maitland LGA is not adequate for the needs of a growing City. Details of these items that Council considers should be included in the Hunter Region Special Infrastructure Contribution Plan are included in Council's attached list.

Thank you for the opportunity to provide comment on the Special Infrastructure Contribution Plan Discussion Paper. Council looks forward to further discussion and opportunity to provide input on the Hunter Special Infrastructure Contribution Plan due for finalisation in 2017. Please contact Principal Planner Mr Stephen Punch on [REDACTED] if you wish to discuss further details of Council's submission.

Yours sincerely

**David Evans**  
General Manager

Ref	Infrastructure Category	Infrastructure Item	Location	Locality	Comment
<b>Potential Infrastructure Items Identified in HREP 2036 Discussion Paper – Special Infrastructure Contribution Plan.</b>					
Amb_01	Ambulance	Ambulance Station	Not specific (Amb_01)	Maitland	-
ED_03	Education	1 x 1000 place primary school	Not specific (Ed_03)	Maitland	-
Ed_05	Education	1 major high school expansion	Not specific (Ed_05)	Maitland	-
ED_06 ED_11	Education	2 major primary school expansions	Not specific (Ed_06) (Ed_11)	Maitland	-
H_05	Health	New hospital	Metford (H_05)	Metford	-
TR_016	Transport	Cycleway / shared path	Between Alexandra Avenue and Weblands Street (TR_016)	Rutherford	<i>NB: clarification on location from P&amp;E required</i>
TR_020	Transport	New England Highway duplication	Between Racecourse Road and Anambah Road (TR_020)	Rutherford	-
<b>Additional Potential Infrastructure Items Proposed by Maitland City Council</b>					
MCC_01	Transport	Signals	Glenwood Drive / Weakleys Drive intersection	Thornton	Addresses intersection capacity problem at existing roundabout.
MCC_02	Transport	Upgrade to 4 + lanes	Glenwood Drive between Thornton Road and Weakleys Drive	Thornton	Addresses road capacity constraint resulting from increased volumes moving between M1 and Thornton.
MCC_03	Transport	Signals	Glenwood Drive / Thornton Road intersection	Thornton	Addresses intersection capacity problem at existing roundabout.
MCC_04	Transport	Signals	Raymond Terrace Road / Government Road intersection	Thornton	Inadequately funded under Thornton North Section 94 Plan due to impact of Ministerial cap on developer contributions. Thornton North Section 94 Plan currently under discussion with PE and IPART concerning funding under LIGS and whether certain roadworks elements of the Plan should be funded by State.



Ref	Infrastructure Category	Infrastructure Item	Location	Locality	Comment
<b>Additional Potential Infrastructure Items Proposed by Maitland City Council (cont).</b>					
MCC_05	Transport	Upgrade to 4 + lanes	Thornton Road (& Railway Street) between Glenwood Drive and Glenroy Street	Thornton	Addresses road capacity constraint resulting from increased volumes moving between M1 and Thornton.
MCC_06	Transport	Signals	Raymond Terrace Road – Haussman Drive intersection	Thornton	Inadequately funded under Thornton North Section 94 Plan due to impact of Ministerial cap on developer contributions. Thornton North Section 94 Plan currently under discussion with PE and IPART concerning funding under LIGS and whether certain roadworks elements of the Plan should be funded by State.
MCC_07	Transport	Road upgrade	Haussman Drive	Thornton	Inadequately funded under Thornton North Section 94 Plan due to impact of Ministerial cap on developer contributions. Thornton North Section 94 Plan currently under discussion with PE and IPART concerning funding under LIGS and whether certain roadworks elements of the Plan should be funded by State.
MCC_08	Transport	Upgrade to 4 + lanes	Raymond Terrace Road from Harvest Boulevard to McFarlanes Road	Thornton	Inadequately funded under Thornton North Section 94 Plan due to impact of Ministerial cap on developer contributions. Thornton North Section 94 Plan currently under discussion with PE and IPART concerning funding under LIGS and whether certain roadworks elements of the Plan should be funded by State.
MCC_09	Transport	Signals	Huntingdale Drive – Thornton Road intersection	Thornton	Addresses intersection capacity constraint resulting from increased volumes moving between M1 and Thornton.
MCC_10	Transport	Second Bridge over Main Northern Railway	Thornton Road	Thornton	Addresses road capacity constraint resulting from increased volumes moving between M1 and Thornton.
MCC_12	Transport	Intersection Upgrade	Mount Vincent Road / Louth Park Road intersection	Louth Park	Road reclassification to Regional status given that Mt Vincent Road forms direct link to Hunter Expressway.

Ref	Infrastructure Category	Infrastructure Item	Location	Locality	Comment
<b>Additional Potential Infrastructure Items Proposed by Maitland City Council (cont).</b>					
MCC_13	Transport	Road Upgrade	Mount Vincent Road from south of Louth Park Road to New England Highway via Victoria, Brisbane and High Streets	Louth Park / East Maitland	Road reclassification to Regional status given that Mt Vincent Road forms direct link to Hunter Expressway.
MCC_14	Transport	Intersection upgrade	Brisbane Street / High Street	East Maitland	Road reclassification to Regional status given that Mt Vincent Road forms direct link to Hunter Expressway
MCC_15	Transport	Intersection upgrade	Brisbane Street / Victoria Street / Richardson Street	East Maitland	Road reclassification to Regional status given that Mt Vincent Road forms direct link to Hunter Expressway
MCC_16	Transport	Flood evacuation route	Long Bridge upgrade or suitable alternative	Maitland	Urban renewal of Central Maitland and increased residential density an identified strategy in the Hunter Regional Plan 2036.
MCC_17	Transport	Road widening	Cessnock Road south of Gillieston Heights (Testers Hollow to Russell Street) and north of Gillieston Heights (Gillieston Road to New England Highway at Maitland)	Gillieston Heights / Maitland	Cessnock Road now provides direct link to Central Maitland from Hunter Expressway and further URA development is occurring in this corridor.
MCC_18	Transport	New bridge / elevation of road	Cessnock Road at Testers Hollow	Testers Hollow	Rectification of frequent flood inundation of road at Testers Hollow a high priority given that Cessnock Road forms direct link to Hunter expressway and further URA development is occurring in this corridor.
MCC_19	Transport	Intersection(s) upgrade	New England Highway / Aberglasslyn Road / South Street	Rutherford	Intersection capacity concerns principally due to inadequate length of right-turn storage lanes.
MCC_20	Transport	Road upgrade to 4 lanes	New England Highway from Anambah Road to Kyle Street	Rutherford	Extends comparable design formation beyond TR_020 to improve highway capacity.
MCC_21	Transport	Road upgrade	Allandale Road between Hunter Expressway and new England Highway	Allandale	Road reclassification to Regional status given that Allandale Road forms direct link to Hunter Expressway



Ref	Infrastructure Category	Infrastructure Item	Location	Locality	Comment
<b>Additional Potential Infrastructure Items Proposed by Maitland City Council (cont).</b>					
MCC_22	Recreation / Cultural	Augmentation of Maitland No.1 Sportsground & Athletics Precinct	James and High Streets, Maitland	Central Maitland	No.1 Sportsground: Additional playing field, upgrade lighting to 'television' standard, increase seating capacity, ancillary works. <i>Athletics Facility:</i> Storage facilities, ancillary parking, bus set-down and landscaping, signage and lighting.
MCC_23	Recreation / Cultural	Walka Water Works	Waterworks Road, Oakhampton	Oakhampton	Adaptive re-use of Pump House; upgrading/redevelopment of grounds
MCC_24	Recreation / Cultural	Maitland Gaol	John Street, East Maitland	East Maitland	Adaptive redevelopment / upgrading works