

London Borough of Hackney

**PLANNING BRIEF  
SUPPLEMENTARY PLANNING GUIDANCE  
EAST LONDON LINE PROJECT AND  
DALSTON LANE SOUTH SITES**

July 2005

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Please note that these comments provide Supplementary Planning Guidance to reflect the statutory planning framework established in Hackney's Unitary Development Plan (June 1995) and the Greater London Authority's spatial development strategy: The London Plan (February 2004) and takes into account relevant Government advice and circulars. The brief has been subject to a 6-week period of statutory public consultation and will be submitted to Cabinet in July seeking approval for adoption. A summary of consultation report has been prepared. The brief does not take into account any covenants or similar restrictions which may affect the site. The brief will be reviewed in time.

## **Part 1 Introduction**

- 1.1 The brief has been prepared to inform developers of the Council's planning policies and to provide planning guidance for any further development of the East London Line Project (ELLP) site (Dalston) and the adjoining Dalston Lane South site.
- 1.2 Hackney is preparing an Area Action Plan that will guide and assist the development and regeneration of the Dalston town centre. The proposed development of the ELLP site and the adjoining Dalston Lane South site are pivotal in achieving the objectives of the Area Action Plan. The two sites should be considered as complementary for the purposes of developing proposals for the sites. It is recognised that works on site may need to be phased in order to capitalise on the opportunity to undertake development of the East London Line site in conjunction with the construction of the station.
- 1.3 The brief outlines the key issues and development objectives for the sites within the context of the emerging Dalston Area Action Plan. The attached map presents the boundary of the complementary development sites.

## **Consultation**

- 1.4 The draft planning brief was approved for consultation on 29<sup>th</sup> March 2005. The Council undertook public consultation between 26 April and 10 June 2005 in accordance with Planning Policy Statement 12: Local Development Frameworks (September 2004, paragraph 2.42). The planning brief has been reviewed in light of submissions received during this period. A summary of submissions report is available from the Council's website. Past consultation on the Dalston Area Action Plan has also been considered in the drafting of the planning brief.
- 1.5 This document will be a material consideration in the determination of any planning application for the development of the sites. Statutory consultation will also be undertaken in connection with any individual planning applications in accordance with the Council's Statement of Community Involvement and statutory processes.

## **Part 2 Site Description**

- 2.1 The two development sites are a total of approximately 15,500 sq.m in size. This is split between the site of the former Dalston Junction station, due to be the new ELLP site (approximately 8,000 sq.m), and the Dalston Lane South site (9,093 sq.m).
- 2.2 The ELLP site is bounded by Dalston Lane to the north, to the west by retail outlets on the eastern side of Kingsland Road, Forest Road to the south and Roseberry Place to the east. Transport for London is currently preparing proposals for a transport interchange on the site funded by Transport for London and supporting mixed use development, to be completed by June 2010. A planning application for the development is expected to be lodged by December 2005/January 2006. Hackney Council considers that this site is in an appropriate position for the proposed transport interchange. The ELLP is the responsibility of Transport for London.
- 2.3 The Dalston Lane South site is bounded by Beechwood Road to the west, Dalston Lane to the north and Roseberry Place to the south and consists of various buildings including the Hephzibah Christian Centre (which includes an independent Christian school, East London Christian Choir School, a bookshop; an auditorium, the Hackney Youth Parliament, and a number of Christian ministries) in addition to a number of derelict/boarded up buildings including a former cinema. The Secretary of State recently granted permission on appeal for the redevelopment of the site involving the demolition of existing buildings and erection of a mixed use development. The site is owned by the Council. The Council is under no obligation to develop the proposal granted on appeal

and would prefer to maximise the regeneration potential of the site as a complementary development to the ELLP site. The mix and massing of development is therefore yet to be determined. The site also includes land to the east bounded by Woodland Street, Dalston Lane to the north, Beechwood Road and Crosby Walk to the south consisting of seven two/three storey buildings of community and retail uses. A number of these buildings are locally listed.

- 2.4 In developing the ELLP site, the need to impose a Compulsory Purchase Order for the cottages adjoining the development site, to the west of Roseberry Place, has been considered. There are no current proposals for a Compulsory Purchase Order.
- 2.5 Dalston is a '*major centre*' in the Borough focused on commercial and retail activities. The area runs along Kingsland Road and Kingsland High Street and is centred on Dalston Kingsland Station, Ridley Road Market and Kingsland Shopping Centre. The area has good accessibility to both rail and bus services. Considerable development pressure already exists in this area.

### **Part 3 Context**

- 3.1 It is essential that individual developments occur in a manner consistent with the statutory planning framework established in Hackney's Unitary Development Plan (June 1995) and the Greater London Authority's spatial development strategy: The London Plan (February 2004) and relevant Government policy and advice. Appendix 4 provides a list of relevant policies.

#### **National**

- 3.2 Planning Policy Statement 1: Delivering Sustainable Development (2005) requires that "planning policies promote high quality inclusive design in the layout of new developments and industrial buildings in terms of function and impact, not just in the short term but over the lifetime of the development". Planning Policy Statement 1 also states that "design which fail to take the opportunities available from improving the character and quality of an area should not be accepted." (paragraph 13 (iv))
- 3.3 The Planning and Compulsory Purchase Act 2004 and associated Planning Policy Statement 12: Local Development Frameworks (September 2004) requires:
  - "planning authorities to take an approach based on integrating the four aims of sustainable development - economic development, social inclusion, environmental protection, and prudent use of resources;
  - positive planning to achieve sustainable development objectives and proactive management of development, rather than simple regulation and control;
  - plans to set clear visions for communities and help to integrate the wide range of activities relating to development and regeneration; and
  - the planning system to be transparent, accessible and accountable, and to actively promote participation and involvement."
- 3.4 Planning Policy Statement 6: Planning for Town Centres (2005) requests that local authorities "should formulate planning policies which encourage well-designed, and where appropriate, higher-density, multi-storey development within and around existing centres, including the promotion of mixed-use development and mixed-use areas." (paragraph 2.20). In particular, the guidance advises that "It is essential that town centres provide a high-quality and safe environment if they are to remain attractive and competitive. Well-designed public spaces and buildings, which are fit for purpose, comfortable, safe, attractive, accessible and durable, are key elements which can improve the health, vitality and economic potential of a town centre. Policies for the

design of development for main town centre uses, regardless of location, and for development in town centres, should promote high quality and inclusive design, in order to improve the character and quality of the area in which such development is located and the way it functions.” (paragraph 2.19).

### Regional

- 3.5 The London Plan (February 2004) designates Dalston town centre as a ‘major’ centre within the London Town Centre Network. The Plan also identifies the area as an ‘Area for Regeneration’ where significant deprivation and social exclusion exists, where the Mayor of London is committed to working with strategic partners to achieve sustained renewal, and prioritising them for action and investment. Dalston town centre location and significant potential for development supported by transport improvements also means that there are characteristics of an *Area of Intensification* where London Plan policies can be delivered. The London Plan includes key policies for retail, mixed use, and housing.
- 3.6 The Mayor of London’s Draft Sub Regional Development Framework for East London (May 2005) is an important stage in the implementation of the London Plan. The framework emphasises the need to coordinate the provision of new housing, transport infrastructure, schools, local shops, and green spaces in East London.
- 3.7 The Mayor’s Transport Strategy 2001 seeks to measures improve transport, enhance the environment and foster London’s economic development. It addresses the need to increase transport capacity across all modes, protecting land secured for transport functions.

### Local

- 3.8 The Hackney UDP, June 1995, identifies the Dalston town centre as an area of major opportunity and promotes, amongst other uses, retail, office, community, arts and entertainment facilities.
- 3.9 As part of the development of the Local Development Framework, Dalston town centre has been identified as an early priority for the preparation of an Area Action Plan to guide development and promote opportunities for change. The Area Action Plan will establish a comprehensive plan for the long-term economic and social sustainability based on a complementary mix of uses and a distinct identity as a destination.
- 3.10 Appropriate integration between the Dalston Area Action Plan and individual developments is essential. The Dalston Area Action Plan will effectively become the planning mechanism that will achieve the sustainable regeneration of the area. An integrated, managed approach to the complementary development of the sites will act as a catalyst turning the Area Action Plan vision into reality.
- 3.11 The timeline for producing the draft Dalston Area Action Plan and the timeline for the Transport for London interchange development are outlined below and presented in Appendix 1 attached.
- 3.12 The Hackney Planning Service initiated the preparation of an Area Action Plan for Dalston in March 2004. The overall vision of the Area Action Plan, consistent with Planning Policy Statement 6 is to encourage well-designed, and, where appropriate, higher-density, multi-storey development within and around existing centres, including the promotion of mixed use development and mixed use areas (note this will be further refined during public consultation). The Area Action Plan is being prepared in a staged manner as specified in Planning Policy Statement 12 regulated by The Town and Country Planning (Local Development) (England) Regulations 2004:

- Stage 1: baseline information gathering involving consultation with Ward and Lead Members (completed Mid March to June 2005);
- Stage 2: identification of opportunities and obstacles for the future regeneration of Dalston based on findings of Stage 1. This Issues and Options stage involves stakeholder engagement (Statutory Undertakers (specific and general consultation bodies)) as required by Planning and Compulsory Purchase Act 2004 and the Council's Statement of Community Involvement; two workshops with residents, businesses, amenity groups and voluntary organisations (June to August). A Sustainability Appraisal Scoping Report including Strategic Environmental Assessment will be produced;
- Stage 3: revision of Stage 2 identifying a Preferred Option and approval as the draft Area Action Plan and an Initial Sustainability Appraisal including Strategic Environmental Assessment will be prepared (by end August 2005) ready for consultation (September 2005);
- Stage 4: six weeks statutory consultation period (October - November 2005); and
- Stage 5: development of the final Area Action Plan and the Sustainability Appraisal Report including Strategic Environmental Assessment (by end December 2005) for submission to Cabinet (January 2006) seeking approval to submit the Area Action Plan for the final six week period of statutory consultation followed by independent Examination In Public.

3.13 Currently the Transport and Works Act 1992 allows for the delivery of a station for the East London Line Project. Transport for London expects to submit detailed applications for planning permission in December 2005/January 2006 seeking to develop the site as a transport interchange with an air rights development scheme. It is expected that the planning applications will be determined before the middle of 2006. To realise the regeneration opportunity on site it is essential the application is considered prior to the East London Line Project contractor being mobilised by June 2006. If this is achieved air rights foundations will be available by June 2008. The East London Line service is expected to commence in 2010. In addition a detailed application for the development of the Dalston Lane South site will be submitted in early 2006.

#### **Part 4 Key Issues**

4.1 A number of capacity studies have been commissioned by the Hackney Planning Service to contribute towards the development of the Council's Local Development Framework. The studies are currently nearing final completion and findings to date give an initial indication of the issues relevant to the Dalston town centre and in particular the development sites referred to in this planning brief.

#### **Landuse**

4.2 Within the Dalston town centre, the overwhelming characteristic of land use is retail activity focussed along Kingsland High St, north of the junction with Dalston Lane. The Dalston town centre has the widest visitor draw of all Hackney's centres with 65% of visitors being resident in the Borough. It is the main centre in the Borough for comparison and convenience shopping. This occurs both within traditional shopping frontages at street level, the Ridley Road Market and the more recent Kingsland Shopping Centre. Dalston is considered better than the other Hackney centres at meeting general shopping needs.

4.3 The average dwell time of visitors is relatively low (approximately 1 hour 40 minutes). This short dwell time is likely to be due to the limited range and quality of the retail offered. Dalston has the lowest proportion of visitors in the Borough who use non-shopping facilities. Dalston is also less regularly frequented by people from the middle age groups (18-24 and 35-55) which commonly have higher disposable incomes. Visitor dissatisfaction focuses on street cleanliness, quality of the shopping environment and range of shops.

- 4.4 The Dalston town centre has been identified by the Tall Building evidence study as having high potential to absorb tall buildings. The area provides the opportunity to integrate and consolidate clusters of taller development, providing a stronger skyline, improved services, and relieving pressure on other, more visually sensitive parts of the Borough to accommodate tall buildings. Taller buildings would strengthen the commercial and retail functions of the area. As the area is a major centre within Hackney the potential exists to intensify development by providing additional commercial, retail and residential space for the area through tall buildings consistent with national guidance.
- 4.5 The Council is committed to the provision of new homes in the Borough. The development sites are particularly suitable for significant new housing given the transport accessible location. The Hackney Planning Service will negotiate affordable housing provision in all suitable planning applications in line with its policies, the London Plan and the results of the 2003 Housing Needs Survey. An independent financial viability assessment will be sought by the Council for certain schemes where compliance with the affordable housing provision is considered potentially unviable. Under these circumstances the Council will use the Affordable Housing Toolkit to inform its decision on the viability of schemes.
- 4.6 There are a number of Grade II listed buildings and buildings of merit along Kingsland Road that need to be protected. In addition, the Dalston Lane South site includes locally listed buildings and buildings of merit. The development sites abut the Kingsland Conservation Area and are adjacent to the De Beauvoir and Dalston Lane (West) Conservation Areas.

### **Transport**

- 4.7 The majority of visitors to Dalston travel to the centre by bus or on foot. Dalston has the highest proportion of visitors who use private cars to visit the centre and is the only centre where a significant number of visitors cycle.
- 4.8 The ELLP transport interchange potential, including new train station, bus station, and improved vehicular circulation, provides an excellent opportunity to act as a catalyst for improvements. This includes improvements in the public realm, in pedestrian movement between transport nodes and throughout the area, and in creating a safer environment, reducing crime and the fear of crime.

### **Crossrail Line 2**

- 4.9 The site is affected by safeguarding Directions issued in November 1991 for Crossrail Line 2 (previously known as the Chelsea Hackney Line). Current safeguarding Directions require the Local Planning Authority (LPA) to refer all planning applications for redevelopment within the safeguarded area to Cross London Rail Links Limited (CLRLL), the successor body to London Regional Transport/London Underground Limited for this purpose. An application which the LPA is minded to approve against CLRLL's advice must be referred to the Department for Transport, which can issue a Direction "restricting" (up to and including refusing) the granting of planning permission. (Refer to the 'Safeguarding Directions' and the 'Guidance and Explanatory Note for Local Planning Authorities', Department of Transport, 12<sup>th</sup> November 1991 for full details.)
- 4.10 The site is also affected by an 'Area of Surface Interest' identified within the safeguarded corridor for Crossrail Line 2. This indicates the area required to be cleared to enable construction of the station and for other purposes such as the provision of ventilation or secondary means of escape facilities.

## Public realm

- 4.11 The Dalston town centre is the most severely affected Ward within the Borough in regard to open space deficiency. Dalston is almost entirely deficient in access to public parks and approximately three quarters of Dalston is deficient in access to natural greenspaces of at least two hectares. The area has no small local parks and only very small areas are covered by the catchment areas of Small Local Parks.
- 4.12 Dalston does not contain many additional types of open space that could be used to address the above deficiencies. However, almost all of these spaces within Dalston have the potential to be improved in other ways. Dalston is also deficient in providing access to children's play provision with approximately twenty percent outside the catchment areas.
- 4.13 The redevelopment of ELLP and the Dalston Lane South site, although both sites are relatively constrained, offers the opportunity to improve the public realm and pedestrian permeability for the area.

## Part 5 Development Objectives

- 5.1 The complementary development of the two sites provides the opportunity to achieve a range of objectives which seek to address the above issues that are consistent with the Council's emerging Local Development Framework in order to create a sustainable town centre. The Council is seeking development that realises the full potential of the site and ensures the successful delivery of the planned ELLP transport interchange. Any planning applications will be considered in relation to the circumstances affecting Dalston town centre and competing town centres.
- 5.2 Developers should note that as part of previous consultation, local residents have expressed the desire to retain Dalston's character, diversity, cultural and architectural heritage, in addition to expressing the need for encouragement of small-scale businesses & the local and night time economy, and for any development to have regard to the need for facilities for children, families and people with disabilities.

## Landuse

**Objective: Development will provide a complementary mix of uses that will meet both local and London wide needs, contributing towards a sustainable town centre.**

- 5.3 The Council considers the development sites to be well suited to a high density mix of uses to ensure that the development contributes to the regeneration of the wider town centre. The Council will seek a range of transport, commercial, retail, residential, leisure, public/open spaces, entertainment uses, and community and arts facilities.
- 5.4 The gross potential floorspace for the ELLP site development is anticipated to total 32,000sq.m (with a total site footprint area of 11,000sq.m). The development proposal at this stage may include retail (3,000sq.m) and residential (390 units) including affordable housing. Additional breakdowns are currently not available. The existing approval for the Dalston Lane South site includes mixed use development comprising residential (15000sq.m), leisure (2200sq.m), retail (11000sq.m) and commercial/training (900sq.m), including 177 parking spaces and new highway access.
- 5.5 A particular priority will be given to residential development, which may be appropriate at first floor level and above. Residential development should contribute towards the Borough-wide and London-wide target for 50% affordable housing. The following targets will be applied for the tenure mix: 70% social rented housing and 30% intermediate housing. Where the Council considers it would be more appropriate to provide a different tenure mix, advice will be given early in the planning application process. The



particular site characteristics of this town centre site may mean for example that residential accommodation is more suited to smaller key worker and intermediate dwellings than larger family accommodation. This means that the Borough-wide target for affordable housing to comprise 70% social rented and 30% intermediate housing may not be appropriate and instead more intermediate housing could be provided at this site. It is considered that 50% social rented and 50% intermediate housing would be an acceptable mix. New housing will be expected to comply with all relevant planning policies, including dwelling mix and mobility and where applicable wheelchair access requirements. Affordable housing units should also comply with the Housing Corporation's Scheme Development Standards.

- 5.6 Development will support existing communities and contribute to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community. Development will also contribute towards social cohesion creating socially inclusive communities. The Council will consider and take into account the impact of development on the social fabric of the community when considering any planning application. Any development will respond to the local context and create or reinforce local distinctiveness and civic pride.
- 5.7 Development is expected to create a further 'magnet' of activity which complements the existing magnet of commercial activity around the Dalston Kingsland Station. The resulting increase in pedestrian flows will complement market forces resulting in the regeneration of the retail parade between the two magnet areas. Pedestrian flows moving between the development and the emerging urban park development of Gillette Square should be considered by developers.
- 5.8 The Council is currently preparing a Library Development Strategy and is actively seeking an appropriate location for a new Library in the Dalston town centre. It is anticipated that the Archives Department will also re-locate to a new purpose built library/archive building (requiring approximately 2,000 sqm). A cultural hub incorporating the library would be appropriately located centrally within the town centre in close proximity to ELLP and Dalston Lane South development.

## Transport

**Objective: Development will improve public transport infrastructure to provide a range of choices to users, facilitate patterns of movement to give priority to pedestrians, cyclists and public transport, and increasing permeability and public safety.**

- 5.9 The development sites present the opportunity to improve the range of transport choices available to users (through the development of an integrated rail and bus station) and improve the pattern of pedestrian movement throughout the area. Strong pedestrian connections between the town centre, rail and bus stations, on-street stops, and the wider area are essential. Options for achieving this should be investigated including the creation of a northern entrance to the station via a connecting pedestrian underpass, complemented by an access to the rear of it through one of the even-numbered units at the south end of Kingsland High Street. However, it is recognised that an entrance on the northern side of Dalston Lane will not be possible in a scenario with an air rights development due to the structure requirements below ground level. Improvements to the north-south pedestrian movements can be included as part of any more comprehensive air rights development, which presents opportunities for more public space and a more centrally located ticket hall at grade level.

## Access

- 5.10 Development will provide the opportunity to secure a more accessible environment for everyone including wheelchair users, other people with disabilities, elderly people and

those with young children. Pedestrian access should be designed to ensure safe, active footpaths connecting all parts of the site and providing integrated pedestrian through routes, in particular a new east-west pedestrian and cyclist access way should be considered connecting Kingsland Road and Roseberry Place. In addition, north-south routes linking the transport interchange with the Dalston Kingsland Station should be improved.

- 5.11 Pedestrian movement around the Kingsland Road/Dalston Lane junction needs to be improved. One solution to widening the footpath on the south side of Dalston Lane may be the arcading of the lower level of the current Noodle Bar building. Although this will significantly improve pedestrian circulation, the Council accepts that vehicular traffic circulation in the area will not be improved as a result. Pedestrian and cyclist routes should be increased and be positive, safe, direct, accessible and free from barriers.
- 5.12 Improved vehicular access and circulation and bus stop traffic circulation should also be created. Residential development should preferably be car free given the high transport circulating in the area and the close proximity to the primary school. Transport for London supports the provision of 'car free' development. In the event of proposals including an element of car parking Transport for London would provide information on a scheme specific basis. Standards for the provision of disabled access will be adhered to.

### **Servicing**

- 5.13 New commercial development is expected to provide for off-street servicing of premises and must not hinder the servicing of adjacent buildings, the pedestrian movement, or adversely affect public transport services. Time controlled access and sustainable freight delivery arrangements could be considered to protect residential activities at busy times. In addition, development will have regard to managing waste generation and disposal associated with the occupancy of the site.

### **Additional Considerations**

- 5.14 Any development proposal must give consideration to the impact upon the highway network in particular the impact on safety, efficiency and capacity of the network. The role in which buses could play in intensifying landuses and transport in the area will be given consideration. Developments will be required to consult with Transport for London's Street Management Unit.
- 5.15 **Development on the site must occur in a manner which ensures that the Eastern Curve is safeguarded for twin track alignment railway use.** The Dalston Inset Area map and the Schedule of Proposals (of the Hackney Unitary Development Plan 1995) currently identifies proposal number 277: the Eastern Curve as protected for future possible railway use. As such, development must occur in a manner consistent with this level of protection. Appendix 2 presents the revised Eastern Curve geometry which will be considered and open to public consultation during the Council's formulation of the Local Development Framework Core Strategy.
- 5.16 Uncertainty surrounding the Crossrail Line 2 protection area is such that any application must not be for a development which invites a Direction from the Department for Transport. CLRLL advises that such applications should be refused as prejudicial to the construction of Crossrail Line 2. While the Council wishes to encourage, and CLRLL does not wish to obstruct, an appropriate redevelopment of the site as soon as practicable, neither body can accept one which would unduly compromise the railway project which is no less a strategic objective. Developers must demonstrate how proposals avoid unduly compromising the future railway projects. In particular, the safeguarded land for Crossrail Line 2 on Dalston Road between Beechwood Road and

Roseberry Place may be required for works relating to the development of the Crossrail Line 2 station.

## Urban Design

**Objective:** Development will be designed to the highest architectural, urban and environmental design standards in a manner that is in keeping with the current town centre setting and in a way that ensures development will be well integrated with links to the surrounding area. The principle character of Dalston as a shopping treet will be protected such that new buildings will recreate and reinforce the street pattern and provide active street frontages.

**Objective:** Development will demonstrate a clear understanding of the existing urban fabric in terms of its visual framework; public realm network; building mass, scale, relationships and orientation; movement patterns and their inter-relationship; and the historic value and adaptability of the existing fabric.

### Scale and massing

- 5.17 The Council considers that it may be appropriate to remove the current, largely derelict buildings on the sites (excluding the retail area adjacent to Kingsland Road on the ELLP site). Buildings of 12-15 storeys are considered to be the maximum height which may be appropriate for the sites. Building height and density should be determined within the overall urban design of the sites giving consideration to the achievement of high quality, innovative design, and integration with other uses. A mix of unit sizes will be sought.
- 5.18 The appropriate location for tall buildings will be limited and directed by the Crossrail Line 2 safeguarding area in the northern area of the sites. Tall buildings on both sites should be developed in a clustered approach as suggested by the London Plan and should be positioned to protect the visual setting of the site with a particular emphasis on the perspective from the north-west. Proposals for tall buildings should be considered in relation to the wider context of the development including proposed landuses and local market and economic circumstances. Developers are referred to English Heritage and the Commission for Architecture and the Built Environment guidance on tall buildings.
- 5.19 Consideration should be given to stepping down development where necessary to complement the scale of remaining buildings, buildings of merit and townscape. Architecture should be contemporary in style. Building and landscape material, in addition to building scale, form, orientation and designs used should be of a high standard in terms of visual appearance and quality in order to enhance the setting of the site in the context of the neighbouring listed buildings and buildings of merit within the neighbouring Conservation Areas.
- 5.20 The form of development, the windows, levels, building heights, location of access points and building line will require careful consideration in order to ensure building relationships between the development and the Trinity Primary School do not restrict the level of daylight/sunlight.

### Integration with surroundings

- 5.21 Development will take into account the visual impact upon the Kingsland Conservation Area, De Beauvoir Conservation Area and Dalston Lane (West) Conservation Area. Development will also take into account the hierarchical relationship of buildings along the Kingsland Road and Dalston Lane axes. The Greater London Archaeological Advisory Service should be contacted for advice on the archaeological potential in the area.

- 5.22 The development will create outward looking buildings, active frontages and improved public spaces and linkages to adjoining areas. The Commission for Architecture and the Built Environment in partnership with the Office of the Deputy Prime Minister (ODPM) has set out principles for integrating major projects with their surroundings. The development sites should also be designed to take into account principles of design out crime reflected in the ODPM document 'Safer Places, the Planning System and Crime Prevention' and associated Secured by Design principles designing out opportunities for crime and reducing the perception of an unsafe environment.
- 5.23 In considering any development the Council will work closely with the Metropolitan Police to ensure a safe environment is created to reduce crime and the fear of crime consistent with Planning Policy Statement 1.
- 5.24 In addition, strong linkages between the transport interchange and Dalston Kingsland Station would facilitate north-south pedestrian movements leading to a more people friendly environment. Strong integration of pedestrian flows between transport modes (bus and rail for example) in particular linkages with the Dalston Kingsland Station and 'magnets' of activity is also essential.

#### **Landscaping and the public realm**

- 5.25 It is considered appropriate that development be centred on a central public space landscaped to a standard of excellence. Soft and hard landscaping techniques should be considered. Arrangements for managing and maintaining all areas of public space created or enhanced by the developments will need to be discussed with the Council and agreed by way of a Section 106 agreement.
- 5.26 The new public space holds the potential to integrate the two development sites through creating strong pedestrian and cyclist east-west linkages improving permeability between Kingsland Road and Roseberry Place, overcoming barriers to movement created by the existing block development.
- 5.27 Landscaping should be an integral part of any development. Any development proposal should involve a thorough consideration of landscape elements such as public art (including 'percentage of art initiatives'), lighting, railings, and footways. Opportunities should also be identified for the retention of existing trees and shrubs and for new plantings where appropriate. A planting scheme and an associated landscape maintenance regime should accompany any planning application.
- 5.28 Any development should give consideration to a sustainable drainage approach to surface water management (SUDS) to ensure surface water run-off is controlled as near to its source as possible.

#### **Part 6 Implementation**

**Objective: Development will be undertaken comprehensively under a phased, partnership development approach resulting in the successful delivery of the planned ELLP transport interchange.**

**Objective: A partnership approach will set to identify and make available funding in addition to enabling development and s106 obligations for the two sites.**

#### **Planning Obligations**

- 6.1 The Council may use its powers under Section 106 of the Town and Country Planning Act 1990 to require the following matters to be covered by planning obligations for any development:

- a) Highway and local transport infrastructure improvements;
- b) Affordable housing;
- c) Public realm improvements, public art, open space and play space;
- d) Local skills and employment initiatives;
- e) Education and community facilities; and
- f) Heritage grants scheme.

6.2 The long term strategy to help secure the restoration of derelict buildings in the Dalston Lane (West) Conservation Area is to secure an area grant scheme such as Townscape Heritage Initiative (which includes the public realm) funded by the Heritage Lottery Fund. The Council will consider providing match funding.

6.3 It should be noted that the Council may seek to use conditions on any approved planning permission or may use its powers under Section 106 for other matters not raised in the list above. These issues would be highlighted through the development application process.

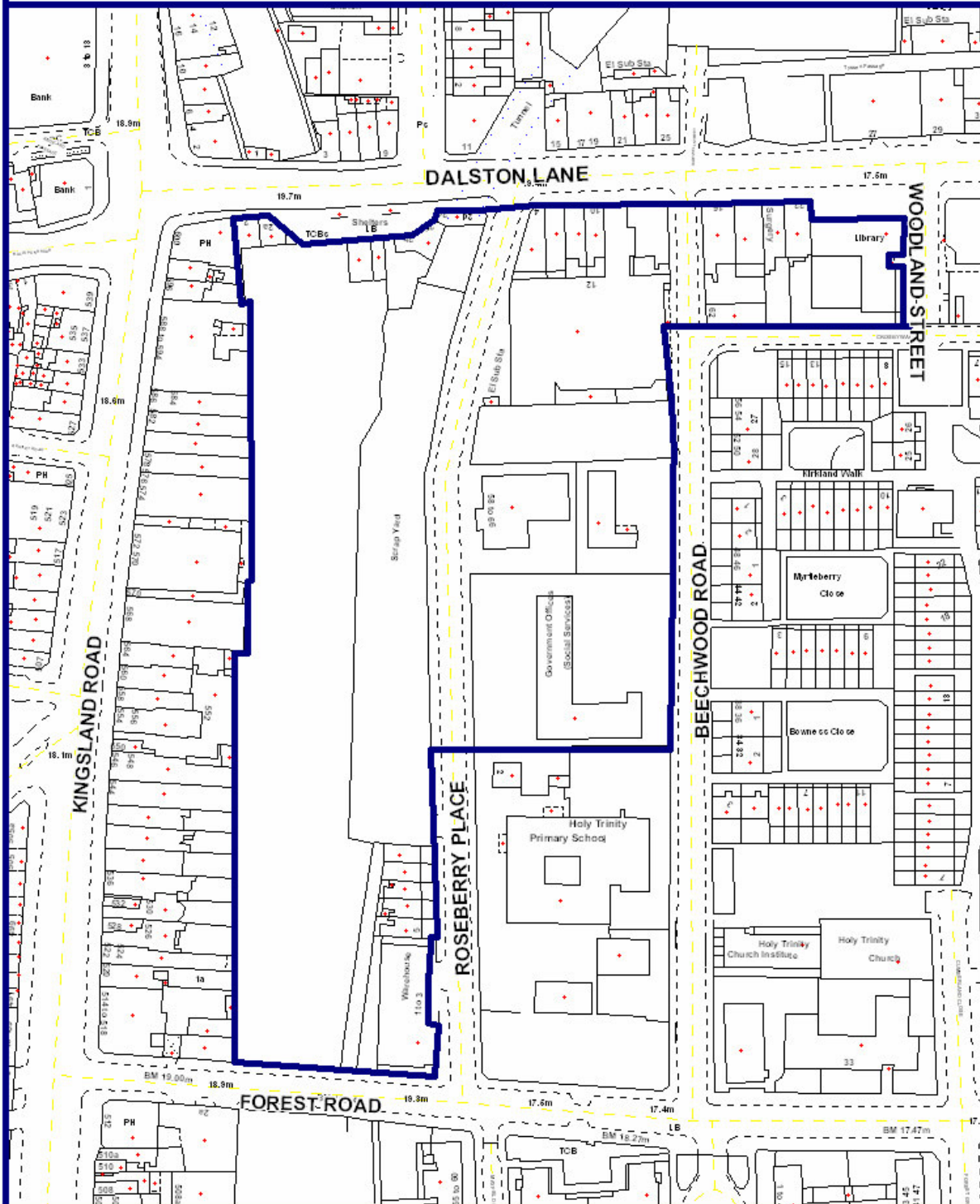
#### **Checklist of Requirements for Planning Applications**

- 6.4 Any application to develop the sites should provide sufficient details to satisfy the Council that the development will be acceptable. The Council expects the following documents to accompany each planning application:
1. Conservation and design rationale: illustrated approach and methodology to design out crime and approach to landscape maintenance.
  2. Statement of methodology outlining the delivery of the Crossrail Line 2 safeguarding requirements.
  3. Travel management plan(s); Transport Assessment(s) and Environmental Statement(s).

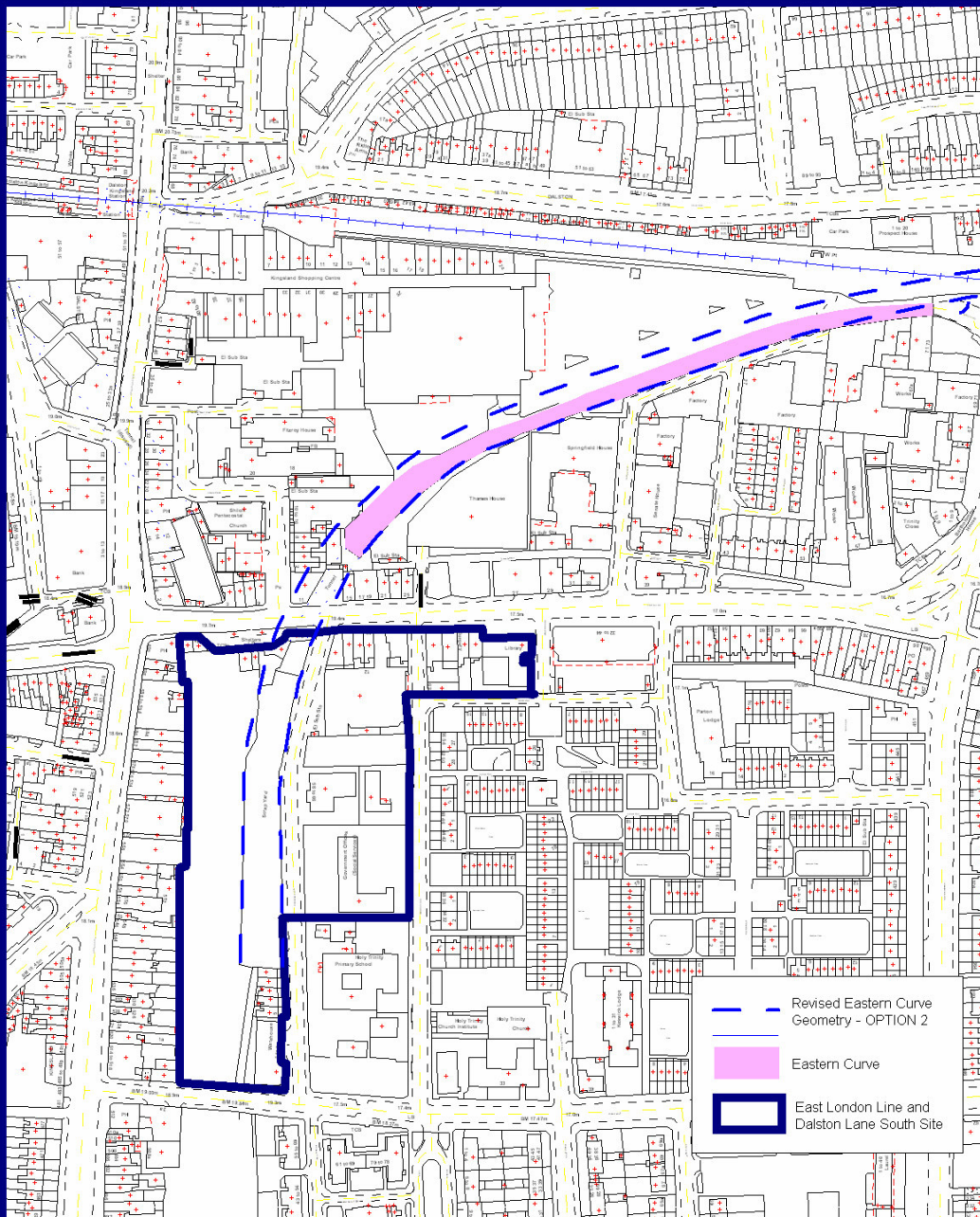
#### **Management of Construction**

6.5 In addition to the above, the Council will require that detailed arrangements be made for managing the construction process particularly with regard to the management of construction traffic, dust and noise; ensuring community safety; efficient waste management; providing training and employment opportunities for local people and businesses, including sub-contractors; and the use of locally based material where appropriate. These measures would be secured through the signing of a Considerate Contractors Agreement - works being delivered under the ELLP contract will be covered by a Major Works Contract and works which will be delivered by the developer will be covered by a Considerate Contractors Agreement.

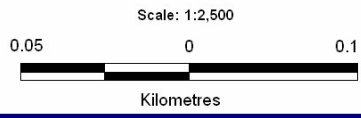
## APPENDIX 1: EAST LONDON LINE AND DALSTON LANE SOUTH SITE



**APPENDIX 2: EAST LONDON LINE PROJECT AND REVISED EASTERN CURVE GEOMETRY**



Produced By The Corporate GIS Team  
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**Appendix 3: Timeline**

		Mar 05	Apr 05	May 05	Jun 05	Jul 05	Aug 05	Sep 05	Oct 05	Nov 05	Dec 05	Jan 06	Feb 06						
<b>Planning Brief</b>	For cabinet approval to consult																		
<b>Planning Brief</b>	For cabinet adoption																		
<b>AAP Stage 1</b>	Information gathering stage. Involves initial meeting with Ward and Lead Members																		
<b>AAP Stage 2</b>	Involves key stakeholder engagement regarding issues and options for the development of Dalston (see Note 1)																		
<b>AAP Stage 3</b>	Preparation of preferred option and political process																		
<b>AAP stage 4</b>	Statutory consultation (6 weeks) followed by development of final AAP and Cabinet approval for submission. (see Note 2)																		
<b>AAP stage 5</b>	Further statutory consultation (6 weeks) ending with Examination in Public.	DATE TO BE DETERMINED BY GoL																	
<b>TFL</b>	Detailed planning application for station interchange submitted																		
<b>Dalston Lane South Site</b>	Detailed planning application for the Dalston Lane South site																		
<b>Council / TFL -</b>	Development partner identified and engaged																		
<b>TFL -</b>	Mobilise ELLP contractor																		
<b>TFL</b>	Air rights foundations available																		
<b>TFL</b>	ELL service starts at 12 tph																		

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Note -  
 1. Involves Statutory consultation as required for *engagement* at this stage; letters to Statutory Undertakers (Specific and General Consultat Local Development Plan Regs 2004 and SCI. Also involves 2 workshops with residents, businesses, amenity groups and voluntary organ  
 2. Involves letters to Statutory Undertakers (Specific and General Consultation Bodies) as required by Town and Country Planning Local De workshops with residents, businesses, amenity groups and voluntary organisations from LDF data base. Amend Final AAP and political p



#### Appendix 4: Relevant Policies

Development must have regard to national policies, regional policies in particular those policies set out in the Mayor of London's spatial development strategy: The London Plan, February 2004, and the Councils adopted Unitary Development Plan (UDP), June 1995, policies.

##### Relevant strategic policies of the UDP:

- **ST1** – New development will be welcomed where it is not detrimental to the local environment.
- **ST2** – All development will be in keeping with, or enhance, the local character of established areas of townscape.
- **ST3** – The Council will seek planning obligations to secure planning benefit where appropriate.
- **ST4** – The Council will seek high quality design.
- **ST5** – The Council will seek sustainable development.
- **ST6** – The Council will seek accessible development.
- **ST7** – The Council will resist excessively tall buildings.
- **ST8** - The Council will preserve and enhance the character and appearance of Conservation Areas.
- **ST11** –The Council will control advertisements to protect and enhance the visual amenity of the borough.
- **ST14** – The Council will protect trees for their amenity value and will encourage new planting.
- **ST15** – The Council will seek to ensure that the benefits of new telecommunications equipment are achieved in a manner which minimises potentially adverse environmental impacts.
- **ST16** – The Council will seek to ensure that developments do not result in problems of pollution, or are a risk to the health and safety of the public.
- **ST17** – The Council will promote the recycling and reuse of domestic and commercial waste by means of recycling and waste storage/collection facilities.
- **ST18** – The Council will seek to ensure conservation and efficient use of energy.
- **ST19** – The Council will seek to ensure that the special needs of people with disabilities, women, children, black and ethnic minorities, cultural and religious and other groups, communities and neighbourhoods who suffer from discrimination or disadvantage are taken into account.
- **ST20** – The Council will seek to meet local and strategic housing needs and targets.
- **ST21** – The Council will seek to satisfy a wide range of housing needs through a range of dwelling types and sizes.
  
- **ST22** – The Council will normally resist the loss of housing through changes of use and redevelopment.
- **ST23** – The Council will seek to increase the stock of affordable housing.
- **ST24** – The Council will encourage employment generating developments in suitable locations with appropriate road and public transport access.
- **ST28** – The Council will seek to ensure all development is appropriately related to transport infrastructure which will serve its needs.
- **ST29** – The Council will seek to enhance the Boroughs mixed use character.
- **ST30** – The Council will support and encourage the improvement of public transport including new transport links, bus priority schemes, improved interchanges and access for people with disabilities.
- **ST31** – The provision of non-residential off-street parking will be controlled.
- **ST33** – The Council will seek to provide safe and convenient conditions for pedestrians and cyclists.
- **ST34** – The Council will seek to retain and extend local services, shops and employment uses, in order to reduce dependence on transport.

- **ST35** – The Council will maintain a hierarchy of shopping centres in which it will encourage the provision of a wide range of shopping facilities, services and leisure and entertainment facilities to meet the needs of all sections of the community in strategic and main shopping centres.
- **ST36** – The council will seek to maintain and, where possible, enhance the existing level of local shopping facilities so as to ensure continued accessibility.
- **ST37** – The Council will seek to preserve and enhance the accessibility, attractiveness, vitality and convenience of shopping centres.
- **ST38** – The Council will ensure that major retail developments including food superstores are reasonably accessible by public transport and will not undermine the vitality and viability of nearby town centres as a whole.
- **ST39** – The Council will retain, create and protect and enhance the character of a hierarchy of publicly accessible open spaces, district parks, local parks, small local parks, and open spaces, linear open spaces and green chains.
- **ST43** – The Council will seek to make provision for social and community services.
- **ST44** – The Council will seek to retain existing arts, culture and entertainment facilities and will encourage the provision of new facilities to meet local and wider needs.

**More detailed planning policies and justifications are contained in the following chapters:**

#### **Chapter 2 – Environmental Quality**

In particular policies under **EQ1-EQ10** (p.53-61) - *Development and Design*; **EQ11-14** (p.61-64) - *Conservation Area Guidance*; **EQ31** (p.77)- *Trees*; **EQ31-EQ37** (p.78)- *Shop Fronts and Signs*; **EQ38-39** (p.81-83) - *Satellite Antennae/Street Furniture*; **EQ 40-42** (p.83-84)– *Pollution Control*; **EQ45-46** (p.85-86) – *Waste Management and Recycling*; **EQ48** (p.48)- *Designing Out Crime*.

#### **Chapter 3 – Housing**

In particular policies under **HO1-HO3** (p.112-114) – *New Housing Development*; **HO6** (p.115) – *Residential use of Upper Floors above Shop Units*; **HO9-HO11** (p.117-122) – *New Build Housing Schemes*; **HO19** (p.131) – *Accessibility*; **HO20** (p.132) *Planning Standards*.

#### **Chapter 4 – Employment**

In particular policies under **E12 –E18** (p.148-151).

#### **Chapter 6 – Transport**

In particular policies under **TR1-TR3** (p.178) – *Walking and Cycling*; **TR4** (p.179) – *Safeguarding of Land*; **TR5** (p.180) – *Improvements as Part of Development Proposals*; **TR6-TR8** (p.181-183) – *Development and Traffic*; **TR16** (p.187)- *Safety and Design*. **TR19** (p.188) *Planning Standards*.

#### **Chapter 7 – Retailing and Town Centres**

In particular policies under **R1** (p.198) – *Town Centres*; **R2** (p.199) – *New Shopping Development*; **R13** (p.209) – *Shopfronts and Shop Signs*. **R18** (p.211) – *Planning Standards*.

#### **Chapter 9 – Community Services**

In particular policies under **CS2** (p.241) – *General Provision of Community Service Facilities*; **CS10** (p.245) – *Planning Standards*.

#### **Supplementary Planning Guidance**

- Supplementary Planning Document, Affordable Housing, 2005
- SPG Note 1: New Residential Development, February 1998
- SPG: Sound insulation (to be read in conjunction with SPG 2), No Date

- SPG Note 4: Advertisements, May 1987
- SPG Note 5: Children's Play, May 1987
- SPG Note 10: Food and drink premises, Feb 1988
- SPG Note 11: Access for people with disabilities, Feb 1988
- SPG Note 12: Conservation, Feb 1988
- SPG Note 14: Shop fronts and shop signs, May 1987
- SPG Note 16: Trees, Feb 1988
- Un-numbered SPG: Satellite dishes and telecommunications, July 1999
- Un-numbered SPG: Planning Obligations (under review), Nov 2000

#### **Relevant London Plan Policies**

- **Policy 2A.4** (p.44) - *Areas for Regeneration.*
- **Policy 3A.1** (p.54) – *Increasing London's Supply of Housing.*
- **Policy 3A.2** (p.55) – *Borough Housing Targets.*
- **Policy 3A.4** (p.58) – *Housing Choice.*
- **Policy 3A.6** (p.60) – *Definition of Affordable Housing.*
- **Policy 3A.7** (p.64) – *Affordable Housing Targets.*
- **Policy 3A.8** (p.65) – *Negotiating Affordable Housing in Individual Private Residential and Mixed-use Schemes.*
- **Policy 3A.15** (p.75) – *Protection and Enhancement of Social Infrastructure Community Facilities.*
- **Policy 3A.16** (p.75) – *The Voluntary and community Sector.*
- **Policy 3A.20** (p.75) – *Health Impacts of Development.*
- **Policy 3A.24** (p.81) – *Meeting Floor Targets.*
- **Policy 3A.25** (p.81) – *Social and Economic Impact Assessments Definition of Affordable Housing.*
- **Policy 3B.2** (p.90) – *Office Demand and Supply.*
- **Policy 3B.12** (p.99) – *Improving the Skills and Employment opportunities for London's.*
- **Policy 3B.7** (p.94) – *Improving London's ICT Infrastructure.*
- **Policy 3C.1** (p.103) – *Integrating Transport and Development.*
- **Policy 3C.2** (p.104) – *Matching Development to Transport Capacity.*
- **Policy 3C.3** (p.104) – *Sustainable Transport in London.*
- **Policy 3C.4** (p.105) – *Land for Transport Functions.*
- **Policy 3C.5** (p.109) – *London's International, National and Regional Transport Links.*
- **Policy 3C.9** (p.112) – *Increasing the Capacity, Quality and Integration of Public Transport to meet London's needs.*
- **Policy 3C.10** (p.112) – *Phasing of Transport Infrastructure.*
- **Policy 3C.11** (p.115) – *New Cross-London Links Within an Enhanced London National Rail Network.*
- **Policy 3C.13** (p.117) – *Enhanced Bus Priority, Tram and Bus Transit Schemes.*
- **Policy 3C.20** (p.123) – *Improving conditions for Walking.*
- **Policy 3C.21** – *Improving Conditions for Cycling.*
- **Policy 3C.22** (p.125) – *Parking Strategy.*
- **Policy 3D.1** (p.132) – *Supporting Town Centres.*
- **Policy 3D.2** (p.134) – *Town Centre Development.*
- **Policy 3D.3** (p.136) – *Maintaining and improving Retail Facilities.*
- **Policy 3D.4** (p.136) – *Development and Promotion of Arts and Culture.*
- **Policy 3D.12** (p.148) – *Biodiversity and Nature Conservation.*
- **Policy 4A.2** (p.157) – *Spatial Policies for Waste Management.*
- **Policy 4A.6** (p.162) – *Improving Air Quality.*

- **Policy 4.A7** (p.164) – *Energy Efficiency and Renewable Energy.*
- **Policy 4A.8** (p.165) – *Energy Assessment.*
- **Policy 4A.9** (p.166) – *Providing for Renewable Energy.*
- **Policy 4A.11** (p.166) – *Water Supplies.*
- **Policy 4A.12** (p.168) – *Water Quality.*
- **Policy 4A.13** (p.168) – *Water and Sewerage Infrastructure.*
- **Policy 4A.14** (p.169) – *Reducing Noise.*
- **Policy 4B.1** (p.173) – *Design Principles for a Compact City.*
- **Policy 4B.2** (p.174) – *Promoting World-Class Architecture and Design.*
- **Policy 4B.3** (p.176) – *Maximising the Potential of Sites.*
- **Policy 4B.4** (p.178) – *Enhancing the Quality of the Public Realm..*
- **Policy 4B.5** (p.178) – *Creating an Inclusive Environment.*
- **Policy 4B.6** (p.179) – *Sustainable Design and Construction.*
- **Policy 4B.7** (p.181) – *Respect Local Context and Communities.*
- **Policy 4B.8** (p.181) – *Tall Buildings – Location.*
- **Policy 4B.9** (p.182) – *Large-Scale Buildings – Design and Impact.*
- **Policy 4B.11** (p.183) – *Heritage Conservation.*
- **Policy 5C.1** (p.240) – *The Strategic Priorities for East London.*
- **Policy 6A.5** (p.287) – *Planning Obligations.*
- **Policy 6A.8** (p.290) – *Phasing of Development and Transport Provision.*

#### **Planning Policy Guidance**

- Planning Policy Statement 1: Delivering Sustainable Development
- Planning Policy Statement 6: Planning for Town Centres
- Planning Policy Statement 12: Local Development Frameworks
- Planning Policy Statement 22: Renewable energy
- Planning Policy Statement 23: Planning and Pollution Control
- Planning Policy Guidance 3: Housing
- Planning Policy Guidance 4: Industrial, commercial development and small firms
- Planning Policy Guidance 8: Telecommunications
- Planning Policy Guidance 9: Nature conservation
- Planning Policy Guidance 10: Planning and waste management
- Planning Policy Guidance 13: Transport
- Planning Policy Guidance 15: Planning and the historic environment
- Planning Policy Guidance 17: Planning for open space, sport and recreation
- Planning Policy Guidance 19: Outdoor advertisement control
- Planning Policy Guidance 24: Planning and noise
- Planning Policy Guidance 25: Development and Flood Risk

## **Appendix 5: Documents Used and Further Information**

Building Regulations 2000, (Approved Document Part H).

CIRIA C522, Sustainable Urban Drainage Systems-Design Manual for England and Wales.

Commission for Architecture and the Built Environment, By Design: better places to live, September 2001.

English Heritage/CABE, Guidance on Tall Buildings, March 2003.

English Heritage, Regeneration and the Historic Environment.

English Heritage, Transport and the Historic Environment and Streets for All.

London Borough of Hackney, Unitary Development Plan, June 1995.

London Borough of Hackney, Planning Service, capacity studies:

- Housing Capacity, Entec UK Ltd, to be finalised.
- Employment Growth Options Study, Draft Final Report, Atkins, December 2004;
- Open Space and Sports Assessment, Draft Final Report, Atkins, December 2004;
- Retail and Leisure Capacity Study, Draft Final Report, Roger Tym and Partners, October 2004;
- Tall Buildings, Gillespies, Donaldsons, ARUP, December 2004;
- Night Time Economy, Urban Practitioners, December 2004; and
- Live/Work, London Residential Research, April 2005.

London Borough of Hackney, Transport Strategy: Consultation Draft, May 2005.

London Cycle Network Steering Group, The London Cycle Network Design Manual (LCDM), prepared for the Countryside Agency, 1998.

Mayor of London, The London Plan, Spatial Development Strategy for Greater London, February 2004.

Mayor of London, Draft Sub Regional Development Framework for East London, May 2005.

Mayor of London, Transport Strategy, July 2001.

National SUDS Working Group, Interim Code of Practice for Sustainable Drainage Systems (currently under consultation).

Office of the Deputy Prime Minister, Planning Policy Statement 6: Planning for Town Centres, 2005.

Office of the Deputy Prime Minister, Planning Policy Statement 1: Delivering Sustainable Development, 2005.

Office of the Deputy Prime Minister, Planning Policy Statement 12: Local Development Frameworks, September 2004.



Office of the Deputy Prime Minister, Safer Places, the Planning System and Crime Prevention, February 2004 (and associated Secured by Design, June 2004).

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Maitland City Council

AFFORDABLE AND  
ADAPTABLE HOUSING –  
ACTION PLAN

PREPARED BY  
**Elton Consulting**

20 March 2013

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**Disclaimer**

Elton Consulting has developed the Action Plan with information provided by Maitland City Council, as well as best possible information from Census 2011 data and input from stakeholder and community groups.

# 1 INTRODUCTION

## 1.1 Overview

The Draft Affordable and Adaptable Housing – Action Plan (AAHAP or Action Plan) is an outcome of the Maitland City Council Community Strategic Plan (CSP) 2011-2021. Reflecting the community's aspirations and goals for the next 10 years, the Community Strategic Plan (CSP) recognises that delivery of diverse and affordable housing options available throughout all life stages is an important focus for the residents of Maitland (refer to Figure 1).

The changing population and economic role of Maitland in the Lower Hunter region, characterised by an ageing population, increase in family households and changes in migration patterns, means that Maitland City Council is renewing its focus on the provision of affordable and adaptable housing that is integrated with the provision of employment, services and facilities across the local area.

Maitland City Council recognises it has an important role to play in facilitating affordable and adaptable housing provision and creating opportunities to influence housing outcomes. Council's traditional responsibilities in the area of affordable and adaptable housing were related to strategic land use planning and policy setting, development control, building approval and infrastructure provision. However, with housing costs on the rise, Council is seeking new ways to influence the delivery of quality housing supply, services and programs into the future.

This Action Plan is an important framework to guide Council's future decision-making in relation to many of its functions – strategic planning, development assessment, assets management, resource allocation and community planning. This Action Plan aims to provide a balanced approach that ensures housing outcomes are achieved for a variety of target groups, in a manner that has social, economic and environmental benefits for Council and the wider community.

Maitland City Council also recognises that all stakeholders have an important role to play in housing outcomes. Collaboration with the community, private sector, not-for-profit groups and all levels of government is critical to achieving Council's affordable and adaptable housing objectives. It is intended that this Action Plan will be implemented by Council, but many actions will rely on partnerships with these stakeholders as well as the NSW Government.

Council's leadership through this Action Plan is an important first step to ensuring the outcome of delivering diverse and affordable housing options can be achieved.

## 1.2 Structure

This AAHAP is structured as follows:

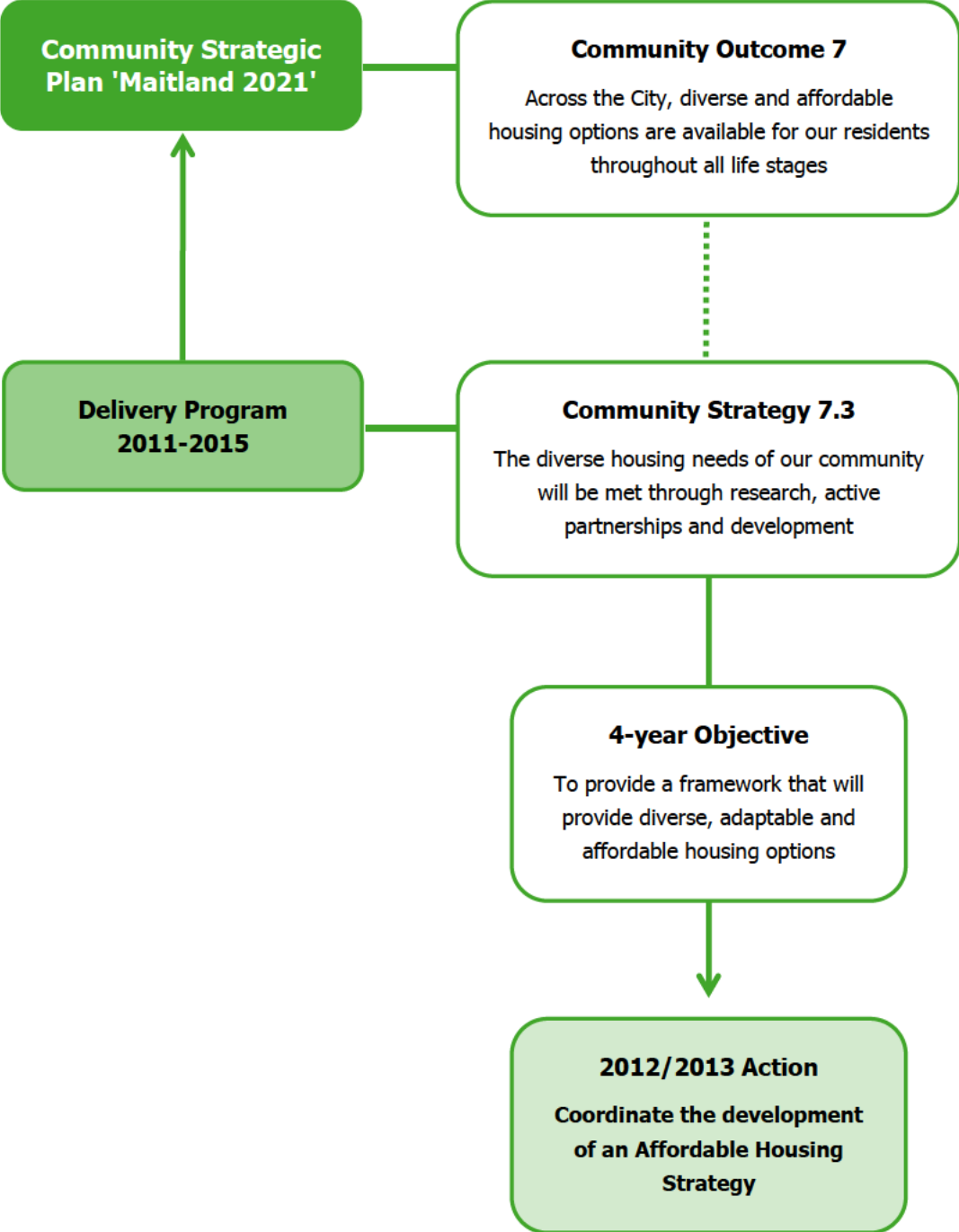
- **Section 1** provides an introduction and relevant background information
- **Section 2** defines affordable and adaptable housing and its importance
- **Section 3** provides an analysis of key population and demographic data to build understanding of the affordability and housing issues facing Maitland
- **Section 4** outlines the future population and housing growth forecast for Maitland, which is need to understand the future population that the Action Plan will target
- **Section 5** summarises the national, state and local planning frameworks that will influence the Action Plan and its implementation
- **Section 6** provides a review of the most appropriate mechanisms and options available to Council to influence affordable and adaptable housing
- **Section 7** forms the affordable and adaptable housing action plan.

This Action Plan was informed by, and should be read in conjunction with, the *Background Report to the Affordable and Adaptable Housing Action Plan* (Elton Consulting, 2013).

It has been informed by research undertaken by the Australian Housing and Urban Research Institute (AHURI), Hunter Valley Research Institute (HVRI), and information published by the NSW Centre for Affordable Housing such as the *Affordable Housing National Leading Practice Guide and Tool Kit* (Gurran, 2008).

It has also been informed by workshops held with key housing stakeholders in Maitland held in November 2012.

**Figure 1.** Affordable Housing priorities in Maitland 2021, Community Strategic Plan



## 2 AFFORDABLE AND ADAPTABLE HOUSING

### 2.1 What is affordable housing?

Housing affordability has gained widespread attention in recent years as more and more families – both renters and buyers – struggle to find an affordable home. The definition of affordable housing has therefore moved beyond the traditional concept of public housing and community housing (often termed ‘social housing’) to encompass a broader range of housing and household types.

Affordable housing means housing that is “*appropriate for the needs of a range of low and moderate-income households, priced so that households are able to meet other essential basic living costs*” (Gurran, 2008).

In turn, appropriate housing is housing that “*(i) is appropriate for a household in terms of size, quality, accessibility and location; (ii) is integrated within a reasonably diverse local community; (iii) does not incur unreasonable costs relating to maintenance, utilities and transport; and (iv) provides security of tenure and cost for a reasonable period*” (Gurran, 2008).

Low and moderate income-households are those which have incomes below 120% of the gross median income of all households in an area. These are households that are likely to require affordable housing and can be grouped into three categories:

- Very low-income households with multiple disadvantages: the need for housing assistance is likely to be significant and ongoing for these households
- Low-income households: these are households who face a housing affordability problem because they have low incomes. They may, or may not, be employed
- Moderate-income households: these are households with somewhat higher incomes (up to 120% of the median) but whose circumstances place them below the margin where they can afford market housing, especially in higher cost locations (Milligan, 2005).

Whilst this definition is useful to define certain target groups in a population, it is not a complete measure of housing affordability in an area. This is because, although a population may have a comparatively high average income, there may not be sufficient supply of the right type of housing available at an ‘affordable’ price point for all income groups. This means there may still be many households who struggle to make ends meet.

Experts often use ‘housing stress’ as an indicator of housing affordability levels. Households are considered to be in ‘housing stress’ when 30% or more of their combined household income is spent on direct housing costs – mortgage or rent payments.

Therefore, situations in which local residents may face affordability problems include, but are not limited to, the following:

- The inability of retirees to down-size to a smaller and more affordable home in the same community because smaller housing is unavailable
- The inability for a household to pay rent on a family home where a person has lost a spouse/partner, or where a spouse/partner becomes unemployed
- Where a lower paid worker gains employment in a local area but cannot afford to live there
- The inability for potential home owners (especially first home owners) to access the housing markets because house prices, down payments or mortgage repayments are too high

- Where adult children seeking independent living are unable to find housing in the appropriate location and size
- The inability to find adequate social housing as a result of inadequate supply, discrimination, or lack of services in a local area.

## 2.2 What is adaptable housing?

Adaptable housing is defined as housing that is designed and built to meet the changing needs of occupants across their lifetime. Adaptable housing units are designed so they can be, or can be easily modified in the future to become, accessible to both occupants and visitors with disabilities or progressive disabilities. Adaptable housing design includes easy living features that aim to make homes easier and safer to use for all occupants including: people with a disability, the elderly, people with temporary injuries and families with young children.

The current benchmark for adaptable housing is the Australian Standard (AS 4299) for Adaptable Housing, published in 1995.

Research and international practice in regard to adaptable housing shows that the concept of adaptable housing is being broadened to include a number of related concepts such as 'flexible housing', 'universal housing' and 'connected neighbourhoods'. This means that planning for new neighbourhoods, as well as the construction of individual dwellings, is done so that people in all stages of life can live in, and access, the house and neighbourhood facilities.

Many industry guidelines that are recognised as best practice adopt this broader concept of adaptable housing. Examples include Landcom's Housing Diversity Guide (June 2011), Landcom's Universal Housing Design Guide (date), the Master Builders Association's Housing for Life guidelines, and Livable Housing Australia's Livable Housing Design guidelines.

In recognition of this important concept, many local Councils have, or are planning to, incorporate the principles of adaptable housing based on the requirements of AS4299 and other industry guidelines in the next revision of their comprehensive LEPs or DCPs.

## 2.3 Why is affordable and adaptable housing important?

Maitland City Council has an active interest in the housing outcomes for the community in its local government area (LGA). Having a place to live – which is affordable, safe and appropriate – is a basic and fundamental human right that is central to a person's sense of belonging and integrity, and as an important member of the community.

Healthy communities are characterised by a diversity of people and places. Providing a range of housing types for people at all life stages and on different incomes contributes to creating communities that are vibrant and diverse. It also means that key workers – people who earn lower incomes but provide essential services to the community (such as nurses, teachers and community care workers) – have affordable places to live and can continue to provide services to the whole community.

The design quality of suburbs and neighbourhoods can also impact on a person's quality of life. Affordable housing does not mean inferior housing; this is where adaptable housing is an important and related goal. Adaptable housing is about creating high quality dwellings that are accessible, pleasant and welcoming places to live. Adaptable housing allows people with reduced mobility and the elderly to comfortably enter and live in a greater number of dwellings. It also means housing stock is safer for all occupants, more energy and water efficient and produces less waste.

Adaptable housing is becoming an increasingly important issue as Australia's population continues to age. With the aging population comes increased pressure on the provision of social and

economic infrastructure, the urban environment, transport and housing. Planning for well-connected neighbourhoods and flexible building design means people's homes and neighbourhoods will continue to be accessible as they age. Making more homes adaptable can allow people to move within their neighbourhood when down-sizing, rather than looking elsewhere for appropriately priced 'accessible' homes. Enabling people to 'age in place' has a number of benefits including:

- Reduced public spending on aged care
- Social connectedness
- Financial support to older people.

Generally a limited availability of affordable and adaptable housing has economic, social, spatial and environmental consequences. Some of these consequences include:

- Spatial polarisation between the rich and poor, with visible differences between areas
- Less disposable income and over-crowding, affecting individual and family quality of life and leading to stress, poor health and family breakdown
- Movement of young people and the working-age population out of the community, threatening the age mix and the employment base of the wider population
- The inability to attract labour to the area, threatening labour market efficiency
- More personal borrowing, which means the economy becomes more sensitive to interest rate rises
- Exclusion from community events and services, and poor access to education, employment and recreational activities, if affordable housing is not well-located
- Diminished social interaction with segments of the market dominated by high income, but temporary ('fly in-fly out') workers related to the mining sector
- Lack of people in essential services as 'key workers' are priced out of an area
- Exclusion from financial benefits created through property ownership.

The impact of affordability problems can be more acute in regional settings, such as Maitland because the housing market is impacted by two factors simultaneously:

1. Population and economic factors also experienced in city and metropolitan areas also impact regional settings, such as population growth, an ageing population, imbalance of supply and demand and the impact of housing finance availability and government policies
2. Unique factors peculiar to the region can cause additional strain on the housing market, such as local geographic factors that limit housing development (e.g. flooding) or specific economic pressures (e.g. resource boom).

Affordable and adaptable housing is particularly important to Maitland City Council, who was successful in being a recipient of \$11.3 Million in Federal Government funding under the Building Better Regional Cities (BBRC) program in 2011. The BBRC program aims to improve housing delivery. Therefore, the funding to reconstruct Athel D'Ombra Drive must be linked to affordable housing outcomes. It is thus important that Council use this opportunity to stimulate housing development, including affordable housing, in Central Maitland in a coordinated and planned way.



### 3 DEMOGRAPHIC AND HOUSING SNAPSHOT

A preliminary analysis of Maitland's local housing market has been undertaken to inform the AAHAP. Generally, a local housing market is influenced by:

- The size, age, gender and ethnic structure of the population (demographics) and type of households and household structures, as indicators of housing need and demand
- House prices, rents, housing stress and vacancy rates as indicators of affordability levels and the state of the local housing market.

Data for this demographic and housing analysis has been drawn from the Australian Bureau of Statistics (ABS) 2011 Census, NSW government population projections, Housing NSW's Housing Market Database, Rental Bond Board data and Council's Community Profile.

#### 3.1 People

The population of Maitland LGA was 67,478 on 30 June 2011 based on Census 2011 data. However, the official ABS estimated resident population, which is more accurate and updated annually, was 69,646 people in Maitland in 2011.

In 2006 there were 64,670 people living in Maitland; this represents a growth of 4,976 people over the 5 years between 2006 and 2011 or 1.43% per year. In comparison NSW grew by only 0.9% per year over the same period.

The average household size in Maitland has remained at 2.7 people per household between 2006 and 2011. The number of dwellings in Maitland has grown by 2,555 from 23,937 dwellings in 2006 to 26,492 in 2011.

Growing population, currently at **69,646** people

**2.7** people per household

#### 3.2 Age structure

Maitland has a *lower* median age (36) than the average across the Lower Hunter (37) or NSW (38).

When compared to the NSW average, Maitland in 2011 had a *higher* proportion of people in the younger age groups (under 15) and a *lower* proportion of people in the older age groups (60+). Compared to the NSW average, Maitland had a *higher* percentage of 'Primary schoolers' (10.1% compared to 8.8%), 'Secondary schoolers' (8.8% compared to 7.7%) and 'Babies and pre-schoolers' (7.5% compared to 6.6%).

Median age is **36**

**60-69** is the fastest growing age group

The older generations (60+) represent a *smaller* proportion of the Maitland population (18.1%) when compared to NSW (20.3%). However, the older generation is growing *faster* than any other age group in Maitland. The three *largest* changes in age structure in the years 2006-2011 were in the following older age groups:

- Empty nesters and retirees (60 to 69) (+1,519 persons)
- Parents and homebuilders (35 to 49) (+891 persons)
- Older workers and pre-retirees (50 to 59) (+772 persons).

### 3.3 Dwellings

In 2011 there were 26,445 private dwellings and 47 non-private dwellings in Maitland.

Of the private dwellings in Maitland, 23,056 (87.2%) were separate houses, 3,172 (12%) were medium density dwellings, and 214 were other types of homes including caravans, cabins, houseboats or not stated. In comparison, only 70% of dwellings in NSW were separate houses, while 17.4% were medium density and 13.3% were high density dwellings.

Separate houses with **3 bedrooms** are most common type of home in Maitland

Dwellings with 3 bedrooms are the most common in Maitland LGA. The number of bedrooms in a dwelling is an indicator of the size of dwellings, and together with the dwelling type provides insight into the role Maitland plays in the housing market. For example, an area of high density dwellings that have mainly 1-2 bedrooms is likely to attract students, single workers and young couples, whereas a high density area with dwellings that are predominantly 2-3 bedroom may attract more empty nesters and families.

Analysis of the number of bedrooms in Maitland's dwellings in 2011 shows that there was a *lower* proportion of dwellings with 1-2 bedrooms, and a *higher* proportion of dwellings with 3 or more bedrooms, when compared with NSW.

Overall, 3,736 (15%) dwellings had 1-2 bedrooms, 10,726 (43.2%) had 3 bedrooms and 9,416 (38%) had 4 or more bedrooms, compared with 28%, 38% and 28% for NSW respectively.

### 3.4 Tenure

Analysis of the housing tenure in Maitland in 2011 shows that there was a *smaller* proportion of households who owned their homes outright, a *smaller* proportion who were renters, and a *larger* proportion purchasing their dwelling when compared to NSW.

Most households have a **mortgage** and pay between \$2,000 – \$2,199 per month

Overall, 38.7% of households had a mortgage and 30% owned their homes outright, compared to 31.9% and 31.9% respectively in NSW.

26.3% of the households rented, compared to 29.1% in NSW.

With the most dominant group in Maitland being households with a mortgage, a brief analysis of the average mortgage repayments was undertaken. Maitland had a *smaller* proportion of households paying low mortgage repayments (less than \$1,000 per month) and a *similar* proportion of households with high mortgage repayments (more than \$2,600 per month), when compared with NSW.

In comparison to NSW, Maitland had a *larger* proportion of households with mortgage repayments in the higher price brackets of:

- \$1600-\$1799 (10.7% compared to 7.4% in NSW)
- \$1800-\$1999 (8.2% compared to 5.8% in NSW)
- \$1400-\$1599 (8.5% compared to 6.2% in NSW)
- \$2000-\$2199 (12% compared to 9.9% in NSW).

Of the 6,528 households who rented in Maitland, 76% (4,953) rented from a real estate or privately, 23% (1,486) rented a form of social housing and 1% (89) did not state.

### 3.5 Household formation

Analysis of the household / family types in Maitland in 2011 shows that there was a *higher* proportion of couple families with children (35%) as well as a *higher* proportion of one-parent families (12.4%) and couples without children (26.0%), when compared with 31.7%, 11% and 24.5% respectively for NSW.

**Couples with children** make up most households – most of these have **young children**

However, there was a *lower* proportion of lone person households (20.9%) when compared to NSW (23.1%).

Between 2006-2011, with an additional 2,322 new households, in Maitland the *largest* increases were in the following groups: couples without children (+744 households) followed by lone person households (+676 households).

#### Households without children

The majority of households without children were middle-aged couples (2,650), older couples (2,242) or older lone persons (2,056).

About half of all households have no children – most of these are middle aged/older **couples**

Analysis of the 12,221 households without children in Maitland in 2011 shows a *smaller* proportion of young (aged 15-44) lone person households, a *smaller* proportion of middle-aged (aged 45-64) lone person households, and a *smaller* proportion of older (aged 65+) lone person households, when compared to NSW.

The analysis also shows that there was a *larger* proportion of middle-aged couples without children (10.7%), when compared to NSW (8.6%), and this is the fastest growing group in Maitland over the five years since 2006.

#### Households with children

Of the 11,654 households with children in Maitland in 2011, couples with young children (children aged under 15 only) made up the largest group (18.8%). This group represents a *higher* proportion of all households with children (18.8%) when compared to NSW (16.8%).

**Young** lone person households are under-represented in Maitland

Maitland also had a *higher* proportion of single parent households with young children (5.3%) than the NSW average (4.2%). Single-parents households made up about one quarter of households with children in Maitland in 2011.

Between 2006 and 2011, households with older children (children aged 15 and over only), in both couple and single-parent households, were the *fastest* growing types of households in Maitland.

### 3.6 Employment and income

The size of Maitland's labour force in 2011 was 32,830 persons of which 31,188 (95%) were employed and 1,642 (5%) were unemployed. 10,832 (35%) were employed part-time and 19,743 (63%) were full time workers.

Between 2006 and 2011, the number of people employed in Maitland grew by 3,924 persons while the number unemployed persons showed a decrease of 267 persons.

#### Industry sectors

The three *largest* industry sectors in Maitland in 2011 were:

- Manufacturing (3,643 people or 11.7%, compared to 8.4% in NSW)
- Health care and social assistance (3,617 people or 11.6%, a similar proportion to NSW)
- Retail trade (3,574 people or 11.5%, compared to 10.3% in NSW).



**Manufacturing** is the largest industry sector in Maitland


Between 2006 and 2011, the *largest* job increases were in the following sectors:

- Mining (+820 persons)
- Health care and social assistance (+735 persons)
- Construction (+463 persons).

In comparison to NSW, Maitland had a *larger* percentage of persons employed in mining (6.4% compared to 1% in NSW), and a *larger* percentage in manufacturing (11.7% compared to 8.4% in NSW).

#### Occupations

Reflecting the abovementioned industry sectors, the three most popular occupations in Maitland in 2011 were technicians and trades workers (5,639 people or 18.1%), followed by professionals (16.6%), clerical and administrative workers (14.1%), labourers (10.4%), and machinery operators and drivers (10.4%).



Technicians and trade workers, machine operators, labourers are the most popular occupations

A significantly *smaller* percentage of workers were employed in professional services, scientific and technical services; information media and telecommunications; and financial services.

In comparison to NSW, Maitland had:

- A *larger* percentage employed as technicians and trades workers (18.1% compared to 13.2%)
- A *larger* percentage employed as machinery operators and drivers (10.4% compared to 6.4%)
- A *larger* percentage employed as labourers (10.4% compared to 8.7%)
- A *smaller* percentage employed as professionals (16.6% compared to 22.7%).

#### Income

In 2011 the median weekly household income in Maitland was \$1,292, which is *higher* than that in Newcastle LGA (\$1,165), the Lower Hunter (\$1,182) and across NSW (\$1,237).

The table below shows that Maitland in 2011 had relatively *high* median income levels when compared with Newcastle, the Lower Hunter and NSW. Whereas in 2001 Maitland was below the NSW median income level, by 2011 Maitland overtook NSW with an addition \$55 per week.

Median weekly income	2001	2006	2011
Maitland LGA	\$700-\$799	\$1,025	\$1,292
Newcastle LGA	\$600-\$699	\$885	\$1,165
NSW	\$800-\$999	\$1,036	\$1,237

Analysis of household income levels shows that Maitland had a *large* proportion of households in the medium to high-income bracket. In 2011 there was *lower* proportion of low-income households (those earning less than \$600 per week) but also *lower* proportion of high-income households (those earning \$2,500 per week or more), when compared to NSW.

Overall 18.4% of the households in Maitland earned a high income and 20.4% were low income households, compared to 18.9% and 21.7% respectively for NSW.

The major differences between household incomes in Maitland and NSW were:

- A *larger* percentage of Maitland households earned \$1500-\$1999 (12.2% compared to 10.8% in NSW)
- A *larger* percentage of Maitland households earned \$2000-\$2499 (8.8% compared to 7.7% in NSW).

**\$1,292 median income;** higher than NSW, the Lower Hunter and Newcastle LGA

### 3.7 Building approvals

Building approval data is used as a leading indicator of the general level of residential development, economic activity, employment and investment in an area.

Residential building activity depends on many factors that vary with the state of the economy including interest rates, availability of mortgage funds, government spending, and business investment. Large financial changes or shocks, such as the Global Financial Crisis of 2008/09 can be observed in the data. However, the number of building approvals can fluctuate substantially from year to year simply as a result of the short-term nature of many construction projects, and the cyclical nature of the industry.

There were 706 residential buildings approved in Maitland in the 2011-12 financial year. This is significantly *higher* than building approvals in Newcastle (421) and Cessnock (336) over the same period.

Maitland has experienced *high* levels of building approvals since 2009-10, with annual approval numbers ranging between 677-750 during this period. In comparison, Newcastle has had less than 500 building approvals in the last two years.

### 3.8 Housing costs

#### Rental

The current median weekly rent in Maitland is \$259 according to the Housing NSW Rent and Sales Report (June 2012). As shown in the table below, weekly rents for both separate houses and flats/units are *lower* in Maitland when compared to Newcastle LGA and Greater Sydney.

Median Weekly Rent	Separate houses		Flat/unit	
	<i>2 bed</i>	<i>3 bed</i>	<i>1 bed</i>	<i>2 bed</i>
Maitland LGA	\$300	\$340	\$170	\$270
Newcastle LGA	\$350	\$390	\$240	\$340
Sydney SD	\$375	\$420	\$430	\$450
NSW	\$300	\$350	\$390	\$400

## Purchase

The current median purchase price for single houses and other non-strata dwellings is \$365,000 and for strata dwellings is \$268,000 in Maitland according to the Housing NSW Rent and Sales Report (June 2012). As shown in the table below, dwellings in Maitland are *less* expensive than in Newcastle, the Greater Sydney Area and on average in NSW.

Median Purchase Price	Strata	Non-strata
Maitland LGA	\$268,000	\$365,000
Newcastle LGA	\$340,000	\$396,000
Sydney SD	\$477,000	\$580,000
NSW	\$435,000	\$433,000

Consultation with local real estate agents, however, suggests that the actual rental and purchase prices are significantly higher than suggested in the Housing NSW Rent and Sales Report. Based on the 50 most recent properties purchased or rented in Maitland from a Central Maitland Real Estate agency:

- \$349 is the current average weekly rent (for all rental properties)
- \$210 was the median weekly rent for a 1 bedroom unit
- \$202,000 – \$210,000 was the selling price for older style 2 bedroom homes
- \$250,000 – \$267,000 was the selling price was a 2 bedroom unit
- \$300,000 was the selling price for an average 3 bedroom home.

### 3.9 Housing stress

Housing stress occurs when a households weekly or monthly spending on housing costs (rent or mortgage payment) is more than 30% of its total household income.

About the same proportion of renters as purchasers were in housing stress in Maitland in 2011. In 2011, there were higher proportions of **purchasers** in housing stress in Maitland when compared to Newcastle or the Lower Hunter. In 2011, 8.6% of households in Maitland had mortgage repayments of over 30% of their total household income and therefore considered to be in housing stress. This compares to 7.4% in Newcastle and 8.3% in the Lower Hunter, but is lower than the NSW average which is 10.5%.

In 2011, housing stress levels for **renters** in Maitland were *lower* than for those in Newcastle, Greater Sydney and across NSW. In 2011, 8.7% of households in Maitland spent 30% or more of their household income on rent, and thus were considered to be in housing stress. This compares to 12% in Newcastle and 11.6% on average in NSW.

Area	% households where mortgage repayments are 30% or more of household income	% households where rent payments are 30% or more of household income
Maitland LGA	8.6 %	8.7 %
Newcastle LGA	7.4 %	11.9 %
Lower Hunter	8.3 %	7.9 %
Greater Sydney	12.0 %	12.6 %
NSW	10.5 %	11.6 %

Housing NSW publishes information on rental and purchase housing markets in each LGA across the state. Information based on the 2011 Census is not available. However, using Centrelink data, Housing NSW calculates what proportion of people on low incomes in the private rental market and in receipt of Commonwealth Rent Assistance (CRA) were paying more than 30% of their income as an indicator of housing stress.

According to Housing NSW, in 2006 Maitland had over 3,000 private renters in receipt of CRA and 29% of these were in housing stress. Single person households made up the biggest proportion (60%) of those in housing stress, followed by single parents (28%).

Therefore, although residents of Maitland have experienced comparatively lower levels of housing stress when compared to NSW and nearby areas, this data indicates that the private rental market in Maitland is not catering adequately for the needs of lower income households and particularly small (single person) households. This impacts on older renters as well, with 15% in receipt of the Aged Pension (and a further 18% in receipt of the Disability Support Pension) in 2006, at a time when it is important for them to remain close to social and support networks, as well as a range of services.

Overall, based on the 2011 Census data approximately 17% of households in Maitland were in housing stress. This represents a significant portion of the population in Maitland who need assistance to live in a sustainable way.

### 3.10 Availability of 'affordable' housing

Despite the relatively low price of housing in Maitland for both renters and buyers, and the relatively low levels of housing stress, the level of 'affordability' is also influenced by the availability of homes for rent and purchase.

The main trend over the last two years has been a significant and rapid reduction in the proportion of dwellings in Maitland that would be 'affordable' to rent or purchase by households on very low, low and moderate incomes. The tables below show the proportion of current housing in Maitland that would be considered 'affordable' to rent and purchase by households in the very low, low and moderate income brackets between the years 2010-2012. The analysis shows:

#### For **renters**:

- The proportion of total current housing stock that would be 'affordable' has *reduced* since 2010, and this reduction has been much more acute in the rental market in comparison to the homeownership market
- For moderate-income households, a *higher* proportion of the rental housing stock in Maitland would be 'affordable' (80-90%), in comparison to Newcastle (71-79%) and Greater Sydney (51-57%), and this has been consistent since 2010
- For low-income households, the proportion of rental stock that would be 'affordable' *reduced* from **55%** in June 2010 to **37%** in March 2012. This 18% reduction over a two year period is significant when considering that Newcastle and Greater Sydney experienced reductions of only 5% over the same period.
- Very low income households in Maitland also experienced strong *reductions* in the proportion of 'affordable' rental housing stock available to them, dropping from 19% in June 2010 to 13% in March 2012.

This means there are far less 'affordable' rental properties available than two years ago. More lower-income earners are therefore vying for a smaller proportion of lower-priced housing and many may be forced into the higher end of the market, meaning they may incur housing costs that are unsustainable.

#### For **buyers**:

- For moderate-income households, Maitland has a *high* proportion of 'affordable' properties for purchase (39-59%) compared to in Newcastle (26-39%) and Greater Sydney (11-17%)
- Only 4% of houses are 'affordable' to purchase for low-income households in Maitland
- 0% of houses are 'affordable' to purchase for very low-income households.

### % of rental housing stock that is 'affordable' for households on:

	Very low incomes					Low incomes					Moderate incomes				
	Jun 10	Dec 10	Jun 11	Dec 11	Mar 12	Jun 10	Dec 10	Jun 11	Dec 11	Mar 12	Jun 10	Dec 10	Jun 11	Dec 11	Mar 12
Maitland LGA	19	15	14	12	13	55	43	43	36	37	90	88	85	80	86
Newcastle LGA	19	18	19	18	22	45	39	38	37	40	79	79	71	77	76
Sydney SD	5	5	4	4	3	19	16	16	14	14	57	54	54	53	51

### % of purchase housing stock that is 'affordable' for households on:

	Very low incomes					Low incomes					Moderate incomes				
	Jun 10	Dec 10	Jun 11	Dec 11	Mar 12	Jun 10	Dec 10	Jun 11	Dec 11	Mar 12	Jun 10	Dec 10	Jun 11	Dec 11	Mar 12
Maitland LGA	0	0	0	0	0	7	4	3	7	4	50	39	40	59	53
Newcastle LGA	0	0	0	0	0	2	1	3	2	1	37	26	29	39	38
Sydney SD	0	0	0	0	0	2	1	1	2	1	16	11	12	17	17

A key area of need is therefore those people who cannot afford to access the home ownership market, and who are therefore forced to enter an already stretched rental housing market. As more people are forced to rent, the overall availability of rental properties reduces which leads to rental price rises and a reduction in the overall proportion of 'affordably' priced rental properties. Low and very low-income earners are therefore the hardest hit group.

### 3.11 Affordable price points

The NSW Centre for Affordable Housing has mapped the percentage of rental housing and housing for purchase that is affordable to households with incomes in the lowest 40% of all households in Maitland. It shows that Maitland is in the 'Moderate High' category of housing need.

An indication as to the rent and house prices that would be 'affordable' for lower income households has been calculated for the Maitland area based on the 2011 Census data (income levels) and is provided in the tables below. For example, a household on a low income could afford to spend up to \$310 per week on rent. Very low income households are only able to afford to spend \$194 on weekly rent, while moderate income households can spend up to \$465 on rent. Any higher and the household would be spending more than 30% of its income directly on housing costs and therefore would fall into 'housing stress'.

Similarly, a moderate-income household could afford to buy a \$337,800 home before falling into housing stress. Low income households could only afford a home for \$224,000 and very low income households only \$141,100.

As the current median price for a detached single dwelling in Maitland is \$365,000, it is clear that households on very low, low and even moderate-incomes could not afford to buy an **average** home in Maitland without falling into housing stress. These households may be forced to buy a poorer quality home, a smaller home or one that is not as well-located. Similarly, the median weekly rent for a detached single dwelling in Maitland is between \$300 and \$340 depending on the number of bedrooms. Households on very low incomes, who could only spend \$194 or less on rent to remain out of housing stress, would find it difficult to find a suitably priced house in Maitland given this relatively high rental price. The majority of low income earners could fall into housing stress as an 'affordable' rental home would need to be priced between \$194 to \$310 per week.

Target group	Definition of target group	Affordable weekly rent*	Max loan amount	Max purchase price**
Very low	<50% MHI	<\$194	\$127,000	\$141,100
Low	50-80% MHI	\$194 - \$310	\$202,000	\$224,400
Moderate	>80% and <120% MHI	\$310 - \$465	\$304,000	\$337,800

Notes: MHI = Median household income ; \* 30% of weekly income ; \*\* Based on 10% deposit over 30 years



### 3.12 Summary of affordability in Maitland

Levels of affordability are determined by a range of factors such as income levels, housing costs, the availability of homes for rent and purchase.

Relatively high incomes and comparatively low housing costs (especially for those on higher incomes) have, historically, lead to what appears to be low levels of housing stress for both renters and purchasers in Maitland.

However, there is a growing mismatch between the type and size of existing housing and new housing being produced (supply) and the population (demand), which impacts on affordability levels.

A summary of the current affordability issues facing Maitland is provided below:

- Rents are rising strongly, demand is increasing and the proportion of affordable dwellings is reducing. Despite some indicators suggesting there are theoretically low levels of housing stress and plenty of people who can afford their housing costs, there is a growing proportion of low and moderate income earners in housing stress and a reduction in the amount of proportion of homes that they can comfortably afford.
- Despite the relatively high residential land supply and rates of building approvals, the availability of affordable housing is falling rapidly. This suggests new homes being delivered into the market are either not at the right price point or not appropriate in terms of size, location and type, to meet current (and future) demand.
- This lack of housing diversity has led to, and is strongly linked to, declining affordability in Maitland, with the vast majority of dwellings being single detached houses with three bedrooms. Simply put, currently there are not enough smaller homes at the lower priced end of the market.
- The fact that the vast majority of CRA recipients in housing stress in Maitland are single person households suggests the need for more smaller, one bedroom stock. New boarding house style accommodation could assist in meeting some local need. Boarding houses can also help to meet the need of a transient working population such as that experienced in the mining sector.
- The fact that a significant proportion of CRA recipients in housing stress in Maitland are also on the Aged Pension and the Disability Support Pension suggests there are insufficient affordable housing opportunities for older lower income earners. This is a serious problem given that that this is the fastest growing age group in Maitland.
- Declining levels of affordable housing as a proportion of all housing stock, coupled with a rapidly growing population, means many vulnerable households will increasingly be forced into more expensive housing and thus may fall deeper into housing stress.
- The current price points for an 'affordable' house for purchase range from \$141,100 to \$337,800.
- The current price points for an 'affordable' rental property range from \$194 to \$465 per week.

Research into affordability trends, coupled with an analysis of population and housing data and consultation with key stakeholders in Maitland, assisted in identifying target groups which are considered vulnerable, or in need of assistance, in relation to housing.

These groups and their identified affordable or adaptable housing issues are summarised below:

## Target Groups in Maitland:

### Low-income households

Low-income households, including single parent families, require dwellings with good transport options, close to employment, and service provision such as health, community, retail, and education. The income of these households may prohibit access to the social system, but is too low to access the private rental system, and a position of housing stress occurs as a result. Single parent families also form a part of this target group.

There is a need for more one bedroom, studio and boarding house style accommodation to assist in meeting the needs of the community through different stages of the housing life cycle and particularly for young people and elderly people on lower incomes.

### Young single persons

Young single persons require small dwellings, with access to education, training and employment opportunities. Young people under 18 years of age are not able to hold a lease, and as such the private rental can be difficult without a parent or guardian. Secondary dwellings may be a good alternative for single persons looking to be more independent.

### Temporary / mining workers

The availability of rental properties in the area is impacted by fluctuations in the mining sector and in particular the influx of mining workers at times of high employment levels. There are also acute impacts when job losses occur in the mining industry, which can be sudden and reduce the incomes of a large portion of the population. Uptake of rental properties by mining workers can significantly reduce the number of homes available for singles or families, in particular those who are unable to access the homeownership market and thus rely on rental. More secondary dwellings or boarding housing is required to meet the housing needs of mining workers Maitland.

### Key workers

Key workers often represent the lower paid, but essential, people in the community such as nurses, teachers and community and care workers. With the pressure of rapid population growth, increases in the number of high paid workers in certain sectors (e.g. mining sector) and major fluctuations caused by employment cycles at the mines, key workers can fall into housing stress due to a lack of lower-priced housing options. More diverse types of housing including 1-2 bedroom dwellings, as well as smaller housing types (e.g. medium density dwellings such as townhouses, and small-lot housing) particularly targeted to lower income earners is required to meet the housing needs of the working Maitland population. Ensuring a mix of housing types within new development will also encourage the working population to stay in the area rather than relocate away to more affordable locations.

### Aged and disabled housing

During workshops stakeholders highlighted a trend whereby retirees (couples and single) want to down size but are unable to move out of their existing larger house because there are either no alternative housing options available in Maitland or the sale price for their existing home is not sufficiently competitive to purchase a smaller house. Due to the dominance of larger detached dwellings, the demand for smaller homes is high which, in turn, drives up prices.

Housing for older people and people with a disability needs to be well located in relation to services, facilities and transport as well as accessible for those with mobility problems. More purpose built aged housing combined with greater housing diversity, including accessory dwellings or granny flats, particularly targeted to lower income earners, is required to meet the housing needs of older lower income Maitland residents. Ensuring a proportion of all new housing is adaptable will assist in enabling residents to age in place.

## 4 FUTURE GROWTH

The AAHAP needs to consider not only the current population characteristics but also the likely future population. Understanding the future population helps create a clearer direction for the likely target groups for the AAHAP.

### 4.1 Future population and dwelling forecast

#### Strategic framework

The Lower Hunter Regional Strategy 2006-2031 (LHRS), released by the NSW Department of Planning and Infrastructure in 2006, identifies Maitland as a major regional centre, with town centres at East Maitland, Lochinvar (emerging), Rutherford and Thornton.

The LHRS is based on a forecast population of an additional 160,000 residents across the Lower Hunter by the year 2031, requiring 115,000 additional dwellings and 66,000 jobs within the region.

An additional 26,500 dwellings in Maitland is the target between 2006 and 2031. Centres, urban infill development and identified urban release (greenfield) areas have been nominated as key focus areas to accommodate the additional dwellings necessary to support the forecast population. 1,300 of these new dwellings are expected to be located in Central Maitland, with the majority located in urban extension sites and greenfield release areas.

The table below identifies the urban land supply targets according to the LHRS:

New urban release areas	21,500
Urban infill development	3,000
Urban consolidation (centres development)	2,000
<b>TOTAL</b>	<b>26,500 dwellings</b>

#### Projected population growth

Population projections for every LGA in NSW are provided by the state government. The projections are regularly updated based on new data. The most recent forecasts (August 2012) predict Maitland's population in 2031 will reach 111,222. This figure is based on an estimated 2006 population of 64,670 and 75,093 in 2011.

However, Maitland has not grown at the rates previously predicted. Maitland reached an estimated resident population of 69,646 people in 2011 as opposed to the predicted 75,093 people (ABS, 2011). According to ABS data the population grew by approximately 5,000 people between 2006 and 2011 at a growth rate of 1.43% per year.

With a current population base of 69,646 and assuming a 2% per annum increase, the projected population for Maitland in the year 2031 could more realistically be forecast to reach 98,302. To achieve higher population growth as predicted in the LHRS and in the population projections provided by the state government, a higher growth rate of 4% per annum would be required (MMC, 2013).

## 4.2 Future residential land and dwelling supply

Maitland City Council, in partnership with other levels of government and the community, is responsible to plan for and accommodate the city's future growth.

The Maitland Urban Settlement Strategy 2001-2020 (MUSS) was developed to provide the overarching framework for urban growth in the city, with the aim of achieving an appropriate balance between economic, social and environmental outcomes. The primary focus of the MUSS is investigation, sequencing and management of land release for residential and employment land uses.

Maitland City Council is currently undertaking a review of the MUSS (2010 Edition) and considering longer term growth options beyond 2031. The revised MUSS will take into account the revised LHRS, 2011 Census data and the updated local policies of Council. Initial outcomes of the review suggest Maitland has the capacity to accommodate higher dwelling supply than the LHRS dwelling target.

### Greenfield and urban release areas

Land supply for **23,645 dwellings** has been identified in the MUSS which would provide for up to 22 years of residential land supply. The following is a summary of Council's current plan to accommodate the next 20 years of growth (as included in the draft growth options paper) across greenfield and urban release areas:

- There is capacity for 15,420 dwellings within existing but undeveloped residential zoned lands in the Maitland comprising:
  - 14,966 lots on the 1,575ha currently zoned R1 General Residential
  - 454 lots on the 156ha currently zoned R5 Large Lot Residential
- Recent development in the new release areas of Chisholm, Gillieston Heights and Aberglasslyn suggests residential densities in the order of 9.5 lots/ha on R1 zoned land and 2.2 lots/ha on R5 zoned land should be used as the benchmark for this new dwelling growth
- To maintain the current rate of building activity (approximately 700 dwellings per year), approximately 663 dwellings per year on R1 zoned land and 41 dwellings per year on R5 zoned land need to be delivered
- If the current rate of building activity is maintained, Maitland has an estimated 22 year supply of residential land within existing undeveloped residential zoned lands
- There is also capacity for an addition 8,225 dwellings on land identified for future urban release but which is not yet zoned residential (known as Category 1 or 2).

The timeframe and location for future residential development and ongoing residential land supply is as follows:

Timeframe	Area	Lots	Approximate Number of Lots
<b>Short-Term</b> (0-5 years)	Anambah	32	4,554
	Aberglasslyn	550	
	Ashtonfield	31	
	Bolwarra/Bolwarra Heights	350	
	Chisholm/Thornton North	595	
	Farley	-	
	Gillieston heights	729	
	Mt Harris	134	
	Largs	314	
	Lochinvar	1000	

Timeframe	Area	Lots	Approximate Number of Lots
	Louth Park	100	
	Morpeth/Raworth	250	
	Maitland Vale	-	
	Rutherford	400	
	Windella	69	
<b>Medium-Term</b> (5-10 years)	Anambah	533	5,707
	Aberglasslyn	550	
	Ashtonfield	-	
	Bolwarra/Bolwarra Heights	369	
	Chisholm/Thornton North	1000	
	Farley	500	
	Gillieston heights	728	
	Mt Harris	-	
	Largs	-	
	Lochinvar	1000	
	Louth Park	377	
	Morpeth/Raworth	250	
	Maitland Vale	-	
	Rutherford	400	
	Windella	-	
<b>Long-Term</b> (10+ years)	Anambah	1000	8,580
	Aberglasslyn	498	
	Ashtonfield	-	
	Bolwarra/Bolwarra Heights	-	
	Chisholm/Thornton North	3574	
	Farley	1100	
	Gillieston heights	308	
	Mt Harris	-	
	Largs	-	
	Lochinvar	2000	
	Louth Park	-	
	Morpeth/Raworth	67	
	Maitland Vale	-	
	Rutherford	33	
	Windella	-	
<b>Total (0-20 years)</b>			<b>18,841</b>

Notes:

Lots per year	942.05
Population increase	50,870.7
Population increase per year	2,543.535
Average % increase	3.65%

## **Infill development**

In addition to growth in the greenfield/urban release areas, the MUSS plans for approximately 15% of all new dwellings in Maitland to be infill development.

The 15% of dwellings are to be delivered as infill and centres-based development, of which 1,300 can be accommodated in Central Maitland through the Central Maitland Structure Plan.

Specifically, infill development in Central Maitland is encouraged as it can be linked to associated improvements such as the CBD mall redevelopment, the High Street Master Plan, BBRC funding for Athel D’Ombrain Drive, upgrading of the transport hub at Maitland station and improvements to the inner-city street network.

Recently approved and now under construction mixed use development in High Street in Maitland’s CBD has recently been put to the market with strong interest, according to the developer Grand Designs Property (Maitland Mercury, Maitland NSW, 5 March 2013). This is the first of a number of projects which are in progress in the CBD, including a 36 apartment development at the corner of Steam and Elgin Streets in Central Maitland. These types of developments will start to fill the gap in the supply of more medium-high density development, and smaller house sizes in the CBD, which are suitable for retirees and young couples.

## 5 PLANNING FRAMEWORKS

The AAHAP is guided by existing government policies that set the overarching frameworks and objectives for housing delivery. This section summarises the main strategic and statutory policies that will need to be considered in implementing the Action Plan.

### 5.1 Strategic planning policy

#### **Our Cities, Our Future — National Urban Policy**

Our Cities, Our Future sets the Australian Government's objectives and directions for Australia's cities. One of the four goals of the National Urban Policy is to enhance the 'liveability' of our cities by promoting better urban design, planning and affordable access to recreational, cultural and community facilities.

The objectives and priorities relating to affordability and adaptability include facilitating the supply of appropriate mixed income housing by encouraging a range of housing and supporting the development of aged persons accommodation. Affordable living choices should be supported by locating housing close to facilities and services, including jobs and public transport, and diverse education opportunities.

#### **NSW 2021**

NSW 2021 is a 10 year plan prepared by the NSW Government which encourages an urban form consistent with the principles of new urbanism. Goal 5 of the plan is to 'place downward pressure on the cost of living' by providing support to people in need and dealing with the underlying causes of rising household costs. This goal aims to increase the supply of land for housing and provide incentives to help make housing in NSW more affordable and housing stock more appropriate for people's needs.

#### **NSW Long Term Transport Master Plan**

Released by Transport for NSW 2012, this Plan sets the NSW Government's direction for transport planning for the next 20 years, providing a framework for transport policy and investment decisions that respond to key challenges. One of the key initiatives of the Master Plan that will impact Maitland is the delivery of the Hunter Expressway. The Hunter Expressway will provide a new east-west connection between Newcastle and the growing Lower Hunter to provide greater reliability, access and connectivity for the growing population, for both freight and passenger travel.

#### **Lower Hunter Regional Strategy**

Released by the NSW Department of Planning and Infrastructure in 2006, this is the strategic land use planning framework to guide the sustainable growth of the Lower Hunter over the next 25 years. The Strategy aims to provide 115,000 new dwellings by 2031 to accommodate both the changing housing demands of smaller households and reduced occupancy rates of the existing population, as well as meeting the housing demands for an additional 160,000 people.

Maitland is identified as a major regional centres. The main policy aim for housing is to facilitate and enable the release of 69,000 new greenfield lots in a coordinated way across the Lower Hunter, with improved neighbourhood design and more efficient use of infrastructure. Greater housing choice and ensuring infrastructure is well-planned with housing development are key aims.

## 5.2 Statutory planning legislation

### **Environmental Planning and Assessment Act 1979**

The Environmental Planning and Assessment Act 1979 (EP&A Act) provides the legislative framework for planning in NSW. The provision and maintenance of affordable housing is one of the main objectives of the EP&A Act. The NSW Government supports and provides guidance on planning policies that encourage the development of affordable housing whilst taking into account the impacts on local needs and character.

The EP&A Act defines affordable housing as “housing for very low income households, low income households or moderate income households, being such households as are prescribed by the regulations or as are provided for in an environmental planning instrument”. The Local Government Act in Section 5 and Section 8 requires local authorities to address affordable housing in the planning of their communities.

### **State Environmental Planning Policy (Exempt and Complying Development Codes) 2008**

The NSW Housing Code is contained in the SEPP (Exempt and Complying Development Codes) 2008. The Code allow a landowner, amongst other things, to gain fast-tracked approval for standard one or two storey residential development on lots down to 200sqm (or major renovations) subject to meeting complying development criteria. The Housing Code also allows some forms of complying housing development on low hazard flood prone land.

### **State Environmental Planning Policy (Seniors Living) 2004**

This policy aims to ensure a sufficient supply of accommodation for older people and people with a disability by relaxing local residential development controls, subject to strict locational and design criteria, to ensure that such housing is of a high quality, well located, and consistent with the character and feel of local neighbourhoods.

### **State Environmental Planning Policy (Affordable Rental Housing) 2009**

This policy provides a range of incentives that make it easier, quicker and cheaper to build affordable housing in NSW. When affordable housing development is proposed and complies with strict design and planning criteria within the SEPP, a consent authority cannot refuse the development application.

The incentives and criteria contained within the SEPP to increase the supply of affordable housing include FSR bonuses and relaxation of development requirements such as parking, landscaping, solar access and the like. Housing types covered by the SEPP include boarding houses, secondary dwellings, group homes and general residential flat buildings that have a component of affordable housing within, as well as of affordable housing developed by social housing providers, public authorities, joint ventures and Housing NSW.

The policy also includes provisions to restrict the reduction of affordable housing, by allowing the charge of mandatory contributions for any development that proposes to reduce the overall supply of affordable housing.

Other SEPPs relevant to affordable and adaptable housing are summarised in the Background Paper, including SEPP 9: Group Homes, SEPP 21: Caravan Parks, SEPP 36: Manufactured Home Estates, SEPP 65: Design Quality of Residential Flat Development and SEPP 70: Affordable Housing (Revised Schemes).



### 5.3 Local plans and policies

#### **Maitland Urban Settlement Strategy (MUSS) 2001-2020** (2010 Edition)

As stated earlier, the MUSS provides the framework for the long term urban growth in the Maitland LGA. The primary focus of the MUSS is investigation, sequencing and management of land release for residential and employment land uses. The current adopted policy position to 'maintain a 10 to 15 year supply of zoned land' for both residential and employment lands. Refer to Section 4.2 of this report for further details of the residential land supply scenario.

General MUSS aims for land supply include:

- Maintain a 10 to 15 year supply of zoned residential land
- Provide a range of housing styles and lot sizes, guided by liveable urban design and efficient infrastructure provision
- Respond to household and population changes, including ageing population and smaller households, in identifying and planning for new urban development
- New development must be supported by necessary infrastructure, including utilities, transport, water cycle management, recreation, social and community services
- Avoiding areas subject to environmental constraints such as flooding.

MUSS aims for infill development include:

- Infill development should comprise 15% of all new dwellings in Maitland
- Consolidation and redevelopment of centres to be consistent with the identified investigation areas and the stated hierarchy of centres
- Development must respond to appropriate planning controls and specific design criteria which will be further investigated
- New development must be of a scale which ensures the character of centres and other infill areas is enhanced.

#### **Maitland Local Environmental Plan (MLEP) 2011**

MLEP is the main planning instrument containing the overarching planning objectives and land use categorisation for all land across Maitland. One of these objectives of MLEP which is relevant to affordable and adaptable housing is: To provide a diversity of affordable housing with a range of housing choices throughout Maitland.

MLEP is a key factor influencing housing outcomes as it:

- Identifies land for residential development, its minimum allowable lot size (density), permitted uses
- The MLEP allows for lot sizes down to 450m<sup>2</sup> in the R1 zone with lots as small as 300m<sup>2</sup> permitted as integrated housing
- Residential development is also permitted in the B4 Mixed Use zone as part of a mixed use development
- Identified other matters than may constrain development potential such as heritage, biodiversity and flooding
- Identifies urban release areas where future urban release shall occur, together with the state and local infrastructure requirements for the land and the requirement to prepare development control plans before the areas are released.

## **Maitland Development Control Plan (MDCP) 2011**

MDCP contains detailed guidelines and planning controls for all development types within Maitland.

**Part B** – Environmental Guidelines – provides objectives and requirements for all development types in environmental sensitive locations. Floodplain management controls are of particular importance to development in Central Maitland and other flood affected areas. The DCP outlines the responsibilities of applicants proposing new development in flood affected areas, including the importance of attending pre-DA meetings, mapping requirements, and building design criteria.

**Part C** – Design Guidelines – control most development in the LGA. Setback and site coverage controls work in tandem to define building footprints, envelopes and the resultant floor space of buildings. Generally for residential dwellings the site coverage controls are 60% maximum site coverage / 40% minimum un-built area for single residential dwellings or dual occupancies (or 70/30 for residential flat buildings or multi-dwellings). Building heights are generally limited to 8m or for residential flat buildings 11m in residential zones and up to 14m in business zones.

Floor space incentives exist for development of heritage buildings. Council may exclude the floor space of a heritage item from any calculation of floor space ratio or car parking requirements relating to a development application that retains and conserves a heritage item. This encourages innovative design.

Also in Part C, the Accessibility and Adaptable Housing section provides objectives, design requirements and development controls for accessibility and adaptable housing. It applies to all new buildings and alteration of existing buildings. Most relevant to this Action Plan is the Adaptable Housing section. It encourages adaptable dwellings to be provided in locations that are close to public transport, community facilities and public services. Adaptable dwellings are to be located along the accessible path of travel, preferably close to the main entrance of a building. For development of 10 or more dwellings, at least one dwelling is required to be adaptable. All adaptable dwellings are required to meet the essential design criterion as listed in AS 4299.

**Part E** – Special Precincts – contains special controls for development in Central Maitland and the Central Maitland conservation area, as well as other key areas. Of particular interest to this Action Plan are the Flood Proofing Guidelines and Shop-Top Housing Controls for Central Maitland.

**Part F** – Urban Release Areas – contains objectives and design criteria for the development of Urban Release Areas identified within the MUSS. It provides details for subdivision design, building form, open space and the like. Part F also provides detailed design criteria for six Urban Release Areas identified within MLEP, including Aberglasslyn, Anambah, Gillieston Heights, Largs, Thornton North and Anambah Road. These specific objectives and criteria respond to the site specific opportunities and constraints of the site's and the level of potential housing supply.

## **Maitland Citywide Contributions Plan 2006 (2010)**

All new residential development intensifies the use of the existing resources and infrastructure. The Contributions Plan identifies the likely public services and amenities required to be provided as a result of the forecast increase in development and population across the LGA. This demand forms the basis for levying contributions on new development. This Plan includes contributions for recreation and open space, community and cultural services, road and traffic facilities and cycleways / shared paths.

The contributions identified within the Plan may be a result of public services and amenities being fully developer funded, where they are directly required as a result of development, or part developer and part Council funded where the existing population may also require the provision of certain additional public services and amenities.

Contributions are required for all types of residential development. However, the Plan provides for reduced rates for seniors living developments or housing for people with a disability approved

under the provisions of SEPP (Housing for Seniors or People with a Disability) 2004. Development of high level residential care facilities such as nursing homes will not be levied development contributions under this Plan, but will still be levied contributions under the Maitland City Council S94A Levy Contributions Plan.

### Central Maitland Structure Plan

The Central Maitland Structure Plan was developed in November 2009 and sets out an ambitious vision, supported by key strategies, to guide growth and development in the Central Maitland area over the next 20 years.

The structure plan outlines the City's existing strengths and drivers that will influence future growth across the area. These key drivers include:

- Significant **heritage** elements, comprising individual heritage structures and conservation areas (which contain contributory buildings or streetscapes).
- Almost the whole of Central Maitland and Horseshoe Bend is a **flood** prone area and likely to be inundated during a 1 in 100 year event. New flood mitigation measures, flood warning systems, innovative building design and construction technology and evacuation processes can be utilised to enable development, renewal and activation in these flood prone areas.
- A **fine-grained** and informal street structure which emerged organically rather than in a planned, grid like pattern like comparable regional centres.
- Smaller houses and lot sizes reflecting the historic nature
- Primacy of **High Street** – with its consistent frontage with a fine grained development pattern – and the emerging role of **Athel D'Ombra Drive** to the south.
- Low to medium **building heights** (predominantly 1 storey, some 2 – 3 storeys, and a number of recent approvals for 4 storey buildings). A number of spires and towers associated with heritage churches and civic buildings appear on the Maitland City profile, and often act as markers on the landscape.
- Land uses:
  - City core is predominantly 'private commercial' land uses including shops, offices and businesses, focused along High Street and Church Street.
  - Concentrations of 'public uses' such as schools, government offices and agencies, cultural and civic uses, at the intersection of High and Hunter Streets, at the southern end of Church Street, and where the street meets the Belmore Bridge and the Long Bridge.
  - Residential land uses in the fringe areas of the City, Horseshoe Bend and the area south east of Ken Tubman Drive and south east of Rose Street are almost exclusively residential.
- High proportion of **undeveloped land** and vacant lots in the study area, particularly to the west of Elgin Street, south of High Street and in Horseshoe Bend.
- Over 34% of the land in central Maitland has **infill potential**. This includes the 14% of land in Central Maitland which is vacant flood prone land in the R1 residential zone. Other areas of potential infill are surface car parks which make up 6% of the land in Central Maitland.

## 6 REVIEW OF MECHANISMS AND OPTIONS

International, national and local research has shown three key options or ‘mechanisms’ available to Council to influence and facilitate the provision of affordable and adaptable housing. These mechanisms can integrate with, where necessary, and recognise the hierarchy of existing planning frameworks and policies within which they can be implemented as part of the Action Plan. The three key mechanisms are:

- Land use planning system
- Partnerships
- Government funding opportunities.

Best practice tells us that there is no ‘one size fits all’ solution, nor is there any one mechanism or any one party solely responsible for the provision of affordable and adaptable housing. Stakeholders that will play a role in each mechanism are therefore identified in the Action Plan.

This section of the AAHAP provides a brief overview of the three mechanisms and associated strategies available to Council to influence and facilitate the provision of affordable and adaptable housing.

### 6.1 Mechanism 1: Land use planning system

Council's ability to influence housing affordability and housing outcomes more broadly, is largely through its traditional responsibilities of strategic land use planning and policy setting, development control, building approval and infrastructure provision.

Whilst the planning system alone cannot directly deliver affordable housing, it does play a major role in facilitating the delivery of new housing – thus helping to address mismatches between supply and demand – and can be used to help to stimulate the delivery of more affordable housing product. Planning interventions can also help to improve general market efficiencies.

Possible mechanisms available to Maitland City Council are summarised in the table below.

Mechanism		Description
<b>LAND SUPPLY AND DEVELOPMENT POLICIES</b>		
1	Residential land Strategy and monitoring	Council should continue to monitor, assess and update the residential capacity of land across the LGA through the MUSS, to ensure that at least 15 years supply is available. This including monitoring of potential infill on vacant sites, redevelopment opportunities, council assets and greenfield supply. Ongoing monitoring of the MUSS should incorporate updated information on environmental matters (flooding, biodiversity, etc), population data of households, and infrastructure capacity as the information becomes available through detailed studies.
2	Betterment capture	This is a form of development contribution used most effectively in large scale rezoning projects where there is opportunity to gain significant value uplift, created when the scope or intensity of permissible development is increased. The contribution value is often linked back to works for a public purpose that flow back to, and benefit, the community. Affordable housing could form one type of benefit for a ‘public purpose’. This approach is currently not used in NSW and would require significant reform. Negotiated agreements (i.e. VPA) are sometimes used to achieve the same outcome.

Mechanism		Description
<b>PLANNING INCENTIVES, BONUSES OR POLICIES</b>		
3	Planning process incentives	Opportunities to fast-track the development assessment process by increasing the range of 'deemed to comply' development or a commitment to 'fast-track' approvals for certain types of projects (e.g. projects involving affordable housing component).
4	Planning bonuses, incentives or concessions	<p>Planning bonuses support lower-cost housing for private rental or home ownership by sharing in the profit created by a specified planning bonus (e.g. increased FSR) by providing a contribution towards local affordable housing. The contribution can be in the form of direct provision of affordable housing within the development, or monetary contribution towards an affordable housing program of Council (if one were to be implemented).</p> <p>For example, Waverley Council's LEP (Clause 4.4B) provides incentives for providing affordable rental housing by permitting greater FSRs where affordable housing is a component of development.</p> <p>Planning incentives can include 'graduated standards' which use performance-based planning standards to increase site yield and facilitate the provision of affordable housing in designated area. Examples include open space standards (i.e. % of landscaped area) that increase proportionally to the size of the dwelling / number of bedrooms or; car parking standards that reflect the location or the needs of future residents of building (i.e. less car parking for development within walking distance of the centre). Graduated standards can be offered if affordable housing is a component of the new development.</p>
5	Planning controls – enabling, encouraging or requiring a mix of housing types	To achieve opportunities for diverse housing types at different price points within new development areas, introduce policies that require a certain mix (%) of dwelling types and sizes in a development. The mix should be based on a detailed analysis of the local market and demand and supply issues. Landcom's <i>Universal Housing Design Guidelines</i> could be used and adopted as a basis to explore the wide range of housing types available to facilitate adaptable housing.
6	Adaptable housing guidelines	Council could review and expand its existing development policies to include a broader range of adaptable, universal and flexible housing design options. Some Councils are adopting elements of guidelines prepared by industry and developers to improve the provision of affordable and adaptable housing, particularly inclusion of additional objectives and criteria into DCP's. Organisations which have produced such best practice guidelines include Landcom, the Master Builders Association and Livable Housing Australia.
<b>NEGOTIATED AGREEMENTS</b>		
7	Negotiated agreement for affordable housing	It is possible to generate contributions, whether financial, on-site or off-site through negotiated planning or developer agreements. Developers may enter into a negotiated agreement with Council for the provision of affordable housing in conjunction with a development through a Voluntary Planning Agreement (VPA).
<b>MANDATORY REQUIREMENTS</b>		
8	Inclusionary zoning policy (mandatory or non-mandatory)	<p>Inclusionary zoning means incorporating a certain use or facility in approved developments. Inclusionary zoning can be applied to the provision of affordable housing in new developments by requiring a proportion of dwellings in the development to be 'affordable' (e.g. a certain per cent of floor space, or a certain number of dwellings).</p> <p>This can be secured either by Council retaining dwellings or selling dwellings to a community housing provider at an affordable price point to be held for a period of time or in perpetuity.</p> <p>Inclusionary zoning offers a way to achieve access to land for</p>

Mechanism		Description
		affordable housing and tenure mix especially for larger, master planned sites. Mandatory inclusionary zoning policies are used in South Australia, ACT and the Northern Territory. Various local NSW Councils have similar policies applying to their own LGA.
<b>BARRIER REDUCTION STRATEGIES</b>		
9	Building controls – removing unnecessary requirements	To ensure that planning controls in new release areas do not add unnecessarily to the costs of housing production, Council could encourage innovative approaches to residential development which provide more affordable but acceptable standards to certain building requirements, where it can be justified (as specified in a DCP). This is useful to remove onerous controls that add to the cost of development unnecessarily. For example, car parking concessions already offered for some development types.
10	Covenants – eliminating exclusionary requirements on title	Restrictive covenants on title, such as provisions to limit the use of a property or prohibiting certain uses (such as boarding houses), or covenants that mandate high-cost finishes that add to the cost of development, can impact the construction cost and therefore housing prices, or can limit opportunities for development of affordable housing. Preventing such covenants should be adopted as a minimum policy.
<b>PROTECTIVE MECHANISMS</b>		
11	Impact mitigation conditions	In areas where low-cost housing such as caravan parks and manufactured home estates are subject to redevelopment pressure, or where affordable housing is being removed, Council could attach conditions to the development consent to compensate for the loss. This compensation could be through the developer providing an equivalent supply of affordable housing within the site or off-site, or a cash contribution/ relocation costs to displaced residents.
12	Social impact assessment requirement	Council could make it a requirement for applicants to undertake a social impact assessment to assess the housing impacts of all major developments, such as tourism developments. A review of the current DCP would be required.
13	Controls to protect low-cost housing supply	Council should ensure that existing State controls under SEPP (Affordable Rental Housing) 2009 are used effectively, including the application of mandatory contributions for development that proposes to reduce the overall supply of affordable housing
14	Covenants – to protect affordable housing	Covenants on title can also be used as protection mechanisms to ensure affordable housing is retained as such in the long term. This approach is used to protect housing developed under the SEPP (Housing for Seniors and People with a Disability) wherein a covenant on title prohibits use of the land for anything but seniors housing.
<b>COSTS AND CHARGES</b>		
15	Infrastructure charges and prices	Financial incentives could be considered as a way to facilitate more affordable housing. Offering 'carrot' incentives to the private sector to encourage the provision of affordable housing could be by way of reducing developer contributions for developers willing to provide affordable housing. Spreading charges (DA fees, subdivision fees, S. 94 fees) or recurrent or delayed payments are ways of reducing up-front costs of development where the development involves an affordable housing component.
16	Rates	Council could use its rate base to develop and construct affordable housing. This approach is especially useful in partnership with a community housing provider as landlord. This could be through a special rate levy (i.e. 1% of Council's rate base could be dedicated to affordable housing projects) or, through a rate rebate to rental properties with low income tenants. Alternatively, Council could offer rate rebates or discounts on properties where there is a genuine affordable housing development undertaken. This option could also assist in the retention of affordable housing in the long term.

Mechanism		Description
17	Use of Council assets	Council could use surplus land for affordable housing development through donation (therefore reducing the end price of residential units), partnerships or could defer payments, thereby reducing the upfront development costs. Council could also partner with adjoining landowners to consolidate lots and generate more development, with a proportion dedicated as affordable housing product and sold or put into the ownership of a community housing provider.

## 6.2 Mechanism 2: Strategic Partnerships

Partnerships between Council and other housing stakeholders can be used to deliver more affordable and adaptable housing product. Three types of partnership approaches are considered:

1. Long term provision of affordable housing through a community housing provider
2. Initiate affordable housing for intervention with the private sector and Council
3. A combination of 1 and 2.

As many local Councils seek new ways to influence the delivery of affordable housing, one of the emerging solutions has been stronger support for, and developing partnerships, with the growing non-profit community housing sector.

Community housing is one of the three ways social housing is provided in NSW (the others being Social Housing and Aboriginal Housing). Community housing offers secure, affordable, long-term housing – usually rental housing – for people on low to moderate incomes with a housing need. The main types of community housing providers include housing associations, housing co-operatives, faith-based providers (e.g. Catholic groups) and crisis accommodation providers.

Not-for-profit community housing organisations have a charter to manage housing for low-to-moderate income and special needs households. Many now have staff with specific skills and experience in tenancy and property management. Affordable housing delivered by, or in partnership with, a community housing provider under the Affordable Rental Housing SEPP is retained for a minimum of 10 years as a requirement of the SEPP.

One of the major benefits of community housing providers is the ability to provide new homes directly to the people that need them. Many community housing providers use eligibility criteria to ensure new housing is targeted to low income earners and other target groups identified as in need of housing in the local area. The housing is also held in the long-term (usually through 10+ year agreements) by the community housing provider, but could be sold after 10 years.

There are many opportunities for the Council, private sector, government, or a combination, to partner with community housing providers to deliver affordable housing. The role of partnerships between the public, private and not-for-profit sectors in housing and urban policy has been stimulated by policy initiatives such as the National Affordable Housing Agreement (NAHA) and various Government funding programs (refer to Mechanism 3 below) to encourage diversity and growth among community housing providers.

The NAHA and other funding schemes (i.e. HAF) have also brought about partnerships between Government and the private sector to provide affordable housing for purchase, with savings passed on to the end purchaser who qualifies through eligibility criteria.

Recent NSW Government investments have provided a significant boost to community housing providers to develop new affordable housing and increase their housing stock. A number of community housing providers currently operating in Maitland and have properties that can be developed as affordable (and adaptable) housing.

### 6.3 Mechanism 3: Government funding

Until recently, the Government's approach to influence housing outcomes was to provide new social and affordable rental housing through State Housing Authorities that built, owned and managed public housing. However, since the 1980s, new market-driven approaches have been adopted. These involve mixing private and public funding, making providers compete for funds and cross-subsidising between market and social housing (Lawson et al., 2010).

Another trend which emerged concurrently with new market-driven approaches was a focus on providing a greater mix of housing and tenure types in new communities. The objective is not to isolate areas of public housing but to integrate various forms of affordable housing – public, private and mixed-density housing – in new housing developments. These objectives also expand to include the provision of mixed housing which is integrated with public transport, employment and social and community facilities.

Governments have therefore sought ways in which to encourage and facilitate the inclusion of affordable housing in new developments through alternative funding options. One of the most recent trends in housing funding is for funding to be explicitly allocated for affordable housing on a competitive basis. Housing providers compete by tender/application to receive funding in order to build new affordable housing, or for infrastructure provision that is linked back to affordable housing provision as a result of the value uplift or time and cost savings. Some of the competitive funding programs that have been used since 2007 to help fund affordable housing include:

- Building Better Regional Cities (BBRC) funding initiative
- National Rental Affordability Scheme (NRAS)
- Housing Affordability Fund (HAF)
- Nation Building Economic Stimulus Plan.

More recently, the NSW Government has also sought to enter into joint venture and development partnerships to leverage off its funding programs and funding additional affordable housing. Examples include Minto in Campbelltown LGA and Redfern-Waterloo.

Maitland City Council was recently successful in gaining \$11.3 Million in the BBRC funding initiative. The BBRC initiative is focused on affordable housing provision and sustainable communities. This presents a significant and timely opportunity for Council to leverage off the funding and involve other stakeholders in boosting affordable housing provision. This can occur both by using Council's own assets in the city centre and partnering with community housing providers and the private sector.



## 7 AFFORDABLE AND ADAPTABLE HOUSING ACTION PLAN

Maitland City Council together with the community has established a vision for affordable and adaptable housing provision in the Maitland area. Based on this vision and supported by guiding principles adopted from the Housing NSW Centre of Affordable Housing, a range of objectives have been established to achieve increased affordable and adaptable housing in Maitland.

These objectives can be achieved through the implementation of various actions undertaken by, and on behalf of, Council. These actions form the basis of the AAHAP.

This section outlines the vision and supporting guiding principles, objectives and associated actions for affordable and adaptable housing in Maitland.

## 7.1 Vision

The vision of this AAHAP is to provide:

**“Diverse and affordable housing options in Maitland available throughout all life stages”.**

This vision is one of the goals of the Maitland Community Strategic Plan 2011-2021, which was developed in collaboration with the community. This vision has therefore been adopted as the driving vision of this AAHAP.

## 7.2 Guiding principles

Guiding principles that propose to underpin this vision and the AAHAP are:

- **Increased provision of affordable and adaptable housing** – providing a framework to retain affordable housing in the short and medium term
- **Appropriate housing provision** — commitment to providing access to housing that is appropriate and affordable for all sectors of the community
- **Openness and transparency** — engage with all interest groups in open debate about how housing problems are to be defined, what issues are to be addressed and prioritised, what solutions are to be considered, what recommendations are to be made and what solutions are to be implemented. This principle also assists in understanding household needs and trends data
- **Partnerships** — commitment to a collaborative approach to facilitate and deliver affordable and adaptable housing between Council, the community, private sector and all levels of Government
- **Fairness and equity** — any costs and benefits of policy outcomes are to be fairly distributed among all residents or all interest groups, with an emphasis on ensuring that the least well-off receive appropriate priority
- **Efficiency and effectiveness** — public resources are applied in such a way as to maximise beneficial outputs and outcomes per dollar expenditure
- **Simplicity** — recommendations should be simple to implement and administer and the costs of administration held in check
- **Sustainability** — provide housing in a way that contributes to creating a socially economically or environmentally sustainable community.

### 7.3 Objectives

Nine objectives of the AAHAP have been developed based on the vision and the affordability and housing issues facing Maitland's current and future population:

**Objective 1** – To achieve and provide greater **housing diversity** consistent with community needs in the longer term and **viable** for the development industry.

**Objective 2** – To provide greater **housing choice** by encouraging housing of different types, size and tenure in suitable locations, at a range of prices within the reach of households of varying financial capacity.

**Objective 3** – To provide housing in a way that contributes to the **sustainability** of communities and is compatible with the goal of environmental sustainability, and is **well-designed**.

**Objective 4** – To facilitate **adaptable** and accessible housing that can respond to the changing needs of residents.

**Objective 5** – To ensure that the location of housing is **integrated** with infrastructure, services, employment and facilities, and to social and support networks.

**Objective 6** – To engage with the all stakeholders to ensure the needs of individuals and families are understood, and information about the development process is conveyed to the community to build understanding.

**Objective 7** – To ensure affordable housing is retained and managed for **long-term supply**.

**Objective 8** – To encourage Council to **facilitate, be a partner and a catalyst** for the provision of affordable and adaptable housing.

**Objective 9** – To utilise Council assets appropriately and investigate opportunities for affordable housing provision using **Council land and assets**.

## 7.4 Action plan

The Maitland City Council Affordable and Adaptable Housing Action Plan (AAHAP) is a practical guide of actions for Council to take responsibility on and lead. It proposes Council work together with other housing stakeholders, including the private sector, community and other levels of Government, to ensure that affordable and adaptable housing is delivered in Maitland. For this reason, the Action Plan has been developed in collaboration with the community and private sector, as well as Maitland City Council staff.

The AAHAP includes a list of actions to achieve each of the objectives of the Action Plan.

For each action, the AAHAP sets out a target or outcome to be achieved, details on who in Council is responsible lead the action (as well as potential external roles), and a timeframe with priorities to undertake the action. The timeframe is colour coded as follows:

Period	Timeframe	Colour code
Immediate term	Next financial year (2013/14)	Yellow
Short term	1 to 2 years	Light Green
Medium term	2 to 5 years	Light Blue
Long term	5 to 10 years	Pink

No.	Action	Targets / outcome	Responsibility	Timeframe
<b>Objective 1 – To achieve and provide greater housing diversity consistent with community needs and viable for the development industry</b>				
<b>1.1</b>	<p>Manage land supply to ensure adequate land is available to meet demand for residential housing in different markets (rental and purchase) and at different price points across Maitland.</p> <p>Monitoring should collate lot size, house type, number of lots, timing and target market data. This could be similar to a local 'Maitland' version of the MDP program used by the Department of Planning &amp; Infrastructure. Monitoring of the land and housing supply delivery and pipeline progress means the Council can become better equipped to respond to changes in demand.</p>	<p>Monitor progress of land development against MUSS targets on a monthly basis, including tracking, monitoring and reporting on developers' and builders' pipeline</p>	Council	Immediate & ongoing
<b>1.2</b>	<p>Ensure all Council policies recognise the need for housing supply and affordable and adaptable housing, in their underlying objectives.</p>	<p>Incorporate objectives from this Action Plan in all related Council policies</p>	Council	Immediate & ongoing
<b>1.3</b>	<p>Supplement land release targets in the MUSS by developing incentives to encourage community housing investment in rental accommodation.</p>	<p>Undertake actions related to community housing providers (see Objective 7)</p>	Council	Short
<b>1.4</b>	<p>Investigate the viability of planning incentives, levies or concessions for affordable and/or adaptable aged care/seniors housing provision in Council's existing planning framework, in consultation with the private sector.</p> <p>For example, incentives to be investigated could include:</p> <ul style="list-style-type: none"> <li>▪ FSR bonuses for affordable housing</li> <li>▪ Car parking concessions*</li> <li>▪ Alternative building design standards (e.g. smaller apartment/dwelling size, reduced setbacks) where</li> </ul>	<p>Amend MLEP/MDCP and other planning policies to introduce affordable housing incentives and/or concessions</p> <p>Facilitate workshops with private sector to investigate appropriate concessions and bonuses that would be make development viable</p>	Council	Short

No.	Action	Targets / outcome	Responsibility	Timeframe
	<p>good urban design outcomes are still achieved.</p> <p>This will require development of a financial model to ascertain the financial 'break even' point for affordable housing developed by the private sector, based on land value and cost of construction and sales/rental prices. .</p> <p>* Concessions for road transport items in the Section 94 Plan are proposed for affordable housing units approved in Central Maitland as part of the BBRC/Athel D'Ombra Drive project.</p>			
<b>1.5</b>	Planning approvals should ensure that the land released each year provides a range of block sizes for purchase in diverse locations across Maitland.	Monitor subdivision applications/ approvals to ensure housing mix targets (refer Objective 2) are met	Council Private sector	Short
<b>1.6</b>	Review Council DA assessment and rezoning processes and timeframes, and develop a policy which includes process-related improvements to support affordable housing. For example, targets for faster approval times; streamlined planning approvals process for affordable housing DAs.	Implement internal Council process benchmarks and KPIs to support efficient housing delivery	Council	Short
<b>1.7</b>	Work with, and advocate to, the NSW Government for a strengthened state-wide approach to addressing housing affordability.	Work with and implement the new (urban release) affordable housing policy	Council NSW Government	Short
<b>1.8</b>	Investigate legal mechanisms available (following release of Planning White Paper) to collect developer contributions for affordable housing, or develop a new (non-statutory) Council Policy to require affordable housing provision as part of new development.	Amend Section 94 Plan or develop Council Policy for affordable housing provision	Council	Medium

No.	Action	Targets / outcome	Responsibility	Timeframe
<b>Objective 2 – To provide greater housing choice by encouraging housing of different types, size and tenure (rental and home ownership) in suitable locations, at a range of prices within the reach of households of varying financial capacity</b>				
2.1	Undertake a comprehensive housing analysis of Maitland’s changing demographic trends combined with property economics, to develop a Housing Policy aimed at improving the provision of a range of housing options at different price points tailored to Maitland.	Commission a Housing Study to support housing outcomes across the LGA and include outcomes into a new Local Housing Policy	Council	Short
2.2	Increase diversity in the housing market by incorporating new affordable housing and ‘house and land’ products into new housing development by: <ul style="list-style-type: none"> <li>Encouraging smaller lot sizes (LEP allows down to 300m<sup>2</sup>) in more areas (greenfield and infill) across Maitland by amending DCP controls for minimum site coverage and setbacks to reflect smaller lot sizes;</li> <li>Reduced minimum lot sizes by enabling lots down to 250sqm to reflect the NSW Government’s Housing Code.</li> </ul>	Amend MLEP/MDCP to encourage the provision of affordable and diverse housing by identifying graduated planning standards for site coverage and setbacks to reflect smaller lot size/dwelling typologies, with a target of at least 20% smaller lot sizes within the first 5 years	Council	Short
2.3	Investigate alternative housing design options/guidelines to enable appropriate development in flood affected areas, focusing in particular on Central Maitland. For example, enable habitable rooms above non-habitable ground floor development.	Undertake investigation into best practice in flood design Finalise Adaptive Reuse DCP for Central Maitland Expand/adapt the Adaptive Reuse DCP controls for Central Maitland to other areas	Council	Short
2.4	Investigate new building and planning controls to facilitate conversion of existing large dwellings into dual occupancy dwellings to enable people to age-in-place.	Amend MLEP/MDCP controls and other planning policies to enable more dual occupancy development	Council	Short

No.	Action	Targets / outcome	Responsibility	Timeframe
<b>2.5</b>	Increase the housing mix in new release areas by encouraging or mandating a minimum proportion (%) of small lots dispersed throughout a development, but located close to public transport and amenity. A mandatory clause could be included into the LEP or DCP depending on the level of flexibility Council want to retain.	Amend MLEP/MDCP and other planning policies to encourage the provision of affordable and diverse housing	Council	Medium
<b>2.6</b>	Undertake an analysis of boarding houses in Maitland and the region, and develop criteria for boarding house location and design, for inclusion in a DCP or related policy as a means of supporting housing diversity.	Undertake analysis of boarding houses and thereafter amend MLEP/MDCP and other planning policies to encourage boarding house development in Maitland	Council	Medium
<b>2.7</b>	Encourage secondary dwellings on lots greater than 400m <sup>2</sup> to support the objectives and provisions of the Affordable Rental Housing SEPP.	Amend MLEP/MDCP and other planning policies to support secondary dwellings	Council	Medium



No.	Action	Targets / outcome	Responsibility	Timeframe
<b>Objective 3 – To provide housing in a way that contributes to the sustainability of communities and is compatible with the goal of environmental sustainability, and is well designed</b>				
<b>3.1</b>	Facilitate 'lead by example' and demonstration projects that incorporate examples of highly sustainable, accessible and adaptable housing to showcase good design outcomes in new affordable housing developments on a range of lot sizes, focusing on smaller blocks.	Showcase elements of good design, accessibility and sustainability for projects involving Council assets or where Council is a partner	Council & private sector	Medium
<b>3.2</b>	Enter into an EOI and work with the development industry to establish demonstration villages showcasing affordable land and housing packages.	Regularly meet with developers and builders (refer to Objective 6)	Council & private sector	Medium

No.	Action	Targets / outcome	Responsibility	Timeframe
<b>Objective 4 – To facilitate adaptable and accessible housing that can respond to the changing needs of residents</b>				
4.1	Identify development sites in Central Maitland for housing redevelopment opportunities and in particular the provision of aged housing/seniors accommodation Ensure the supply of sufficient land to meet the increasing demand for aged/.	Target at least 10% increase in aged care/seniors housing development within 5 years	Council	Short
4.2	Review the MDCP to strengthen controls for adaptable housing in accordance with best practice 'flexible' and 'universal' housing and neighbourhood design. This includes identifying gaps and potential additions to the current adaptable housing guidelines.	Undertake review and identify amendments to MDCP	Council	Short
4.3	Develop a programme and alliance with community groups to support the transition of the elderly to more suitable accommodation (i.e. smaller houses, aged care facility, etc.) through a program, agency or dedicated council officer position, that will assist seniors to move from one type of housing to another.	Establish Terms of Reference and scope for new program/agency or council officer position	Council	Short
4.4	Work with developers at the rezoning stage to identify opportunity sites for aged housing, and potentially offer planning incentives such as FSR bonuses for adaptable aged care/seniors housing (in accordance with provisions established in . Council's role would be to facilitate partnerships between the development industry and aged care providers to enhance the provision of aged housing at the rezoning stage.	Facilitate partnerships between the development industry and aged care providers	Council and private sector	Medium

No.	Action	Targets / outcome	Responsibility	Timeframe
<b>Objective 5 – To ensure that the location of housing is integrated with infrastructure, services, employment and facilities, and to social and support networks</b>				
5.1	Undertake an audit of existing infrastructure across the LGA to identify areas of underutilised infrastructure/additional capacity, in order to then identify areas that would be suitable for upzoning or redevelopment. The initial areas should be close to town centres, railway line or public transport.	Council seek funding under the Planning Reform Fund to conduct infrastructure audit	Council	Immediate
5.2	Investigate the viability of revised engineering standards (e.g. roads, stormwater) based on new innovation and technologies to reduce upfront costs on development but also assist ongoing maintenance costs for Council, noting that quality of infrastructure should not be compromised.	Undertake review of engineering standards	Council	Short
5.3	Investigate the viability of amendments to the Section 94 Contributions Plan such as deferred contributions payments to later stages of development (i.e. subdivision registration), bonding arrangements or a new levy/dedication scheme for affordable housing.	Undertake developer contributions review preview to assess viability of amendments to Maitland’s Contributions Plan	Council	Medium
5.4	Undertake a review, and update, the current standards for social facilities and infrastructure provision across the LGA to facilitate sharing of spaces and places, reduce unnecessary land-take and achieve better integration of housing and infrastructure.  The review should consider potential alternative requirements for social facilities and infrastructure provision for affordable housing development, particularly in new release areas, with an aim to reduce costs but not quality of infrastructure provision.	Undertake review of standards for social facilities and infrastructure provision (as part of recreation and community facilities review)	Council	Medium

No.	Action	Targets / outcome	Responsibility	Timeframe
5.5	Investigate potential amendments to Councils existing planning policies to support integration of housing with social community, transport and other forms of infrastructure (e.g. controls for small lots housing in new release areas which specific that small lot housing must be 'salt and peppered' across an estate but located in areas of high amenity such as along main roads, and/or close to public transport, shops and open space).	Amend MLEP/MDCP and other Council policies	Council	Medium

No.	Action	Targets / outcome	Responsibility	Timeframe
<b>Objective 6 – To engage with the all stakeholders to ensure the needs of individuals and families are understood, and information about the development process is conveyed to the community to build understanding</b>				
6.1	Educate Council staff and councillors about the broad scope of 'affordable housing' and 'adaptable housing' related to this Action Plan and its impacts and implications on various functions of Council	Run a series of sessions with Council staff	Council	Immediate
6.2	Gain a better understanding of the need for social housing in Maitland to establish (and maintain) an accurate and up to date list of social housing need, uptake and supply in Maitland.  This could be undertaken as part of the detailed Housing Analysis (Action item 2.1)	Work with NSW Centre for Affordable Housing after the release of updated rental data based on 2011 Census	Council	Short
6.3	Work with aged care providers and seniors' organisations in the establishment of a program, agency or council officer position to assist seniors to move from one type of housing to another.	Meet with aged care and senior organisations	Council & related organisations	Short
6.4	Investigate cost, role and KPI and, if appropriate, appoint an affordable housing officer who monitors, develops and runs education programs relating to affordable and adaptable housing delivery and progress.	Investigate and appoint affordable housing officer	Council	Short
6.5	Create cultural change in the broader community to change perceptions about small lot housing, social housing, affordable and adaptable housing, by educating stakeholders about different housing types, designs and lot sizes, as a means of increasing support from the community for affordable housing initiatives and overcoming the stigma associated with 'social housing'	Develop communications and engagement strategy (including actions such as developing brochures, holding information sessions, etc.)	Council	Medium

No.	Action	Targets / outcome	Responsibility	Timeframe
6.6	Greater community education about the general costs and process of infrastructure provision and housing development	Implement communication, engagement and education strategy	Council	Medium

No.	Action	Targets / outcome	Responsibility	Timeframe
<b>Objective 7 – To ensure affordable housing is retained and managed for long term supply</b>				
<b>7.1</b>	Understand the role and potential management/ownership options for community housing providers, and process to follow, if Council decides to enter into partnerships with these providers as part of BBRC program.	Meet with community housing providers and provide information back to Council/the community as part of the engagement strategy	Council	Immediate
<b>7.2</b>	Monitor affordable housing supply and demand based on key performance indicators, including population, housing or demographic characteristics showing signs of change.	Work with Housing for NSW and real estate agents and undertake regular Housing Study reviews	Housing NSW	Short
<b>7.3</b>	Actively seek, facilitate and/or enter into partnerships with community housing providers to deliver long term affordable housing supply.	Facilitate at least one partnership between a community housing provide and the private sector as a case study	Council & private sector & community housing provider	Medium
<b>7.4</b>	Enter into a partnership with a community housing provider if a concession is introduced, in order to manage affordable housing produced as a result of the concession in the long term.	Enter into partnership/agreement with a community housing provider to produce and manage affordable housing	Council	Long

No.	Action	Targets / outcome	Responsibility	Timeframe
<b>Objective 8 – To encourage Council to facilitate, be a partner and a catalyst for the provision of affordable and adaptable housing</b>				
8.1	Work with the State Government to become a pilot project for a new Housing Study.	Meet with Department of Planning and Infrastructure	Council	Immediate
8.2	Implement BBRC project to create uplift in strategic areas as a way to support affordable housing provision, in particular by identifying opportunity sites up front (whether Council owned, community housing/not-for-profit or private) and pursuing affordable housing development.	Work with BBRC project team to identify sites and develop options Consult with affected landowners to develop options Establish governance arrangement /formal agreements for housing development	Council Landowners and BBRC project consultants	Immediate
8.3	Actively seek funding and grants related to housing, affordable housing or related strategic planning project to boost financial resources for specific housing development projects (undertaken in partnership with community housing providers, the private sector, or both) or for programs of Council related to housing delivery.  (e.g. apply for funding in round 8 of the NSW Planning Reform Fund – a share in \$1.2 million for projects such as those which implement local or regional strategies and identify areas for future housing – submitted Friday 22 February 2013)	Gain additional funding for a range of housing-related projects  (e.g. more funding to undertake master planning or options development under the BBRC program; or; funding to implement one of the actions of this Action Plan)	Council	Immediate and ongoing
8.4	Develop an Affordable Housing Committee made up of internal Council staff, government stakeholders (i.e. regional office staff of Housing NSW), community housing representatives and development industry representatives.	Regular or at least quarterly meetings held and partnerships developed	Council	Short



No.	Action	Targets / outcome	Responsibility	Timeframe
<b>8.5</b>	Encourage, facilitate and actively enter into PPP's to develop affordable housing where an opportunity has been identified in the council assets audit or through another means.	Meet with targeted landowners after audit of Council assets	Council	Short
<b>8.6</b>	Advocate for new and broader forms of financial/funding models for smaller dwelling types and affordable housing more broadly (e.g. superannuation fund models; e.g. banks loan for smaller dwellings)	Council to advocate and work with State Government	Private sector / Department of Infrastructure and Planning	Medium
<b>8.7</b>	Develop a Council Policy for MOU's and service agreements related to Public Private Partnerships (PPP's) and other partnership models, to ensure transparency and fairness in all Council dealings involving land development.	Develop policy and related documents	Council	Medium
<b>8.8</b>	Implement planning incentives and bonus schemes to create incentives for PPP's (through an EOI basis) to occur by identifying opportunity sites (through audits) and approach adjoining landowners and, in particular, community housing providers/church groups, to enter into partnerships.	Meet with targeted landowners and engage in partnerships	Council	Medium

No.	Action	Targets / outcome	Responsibility	Timeframe
<b>Objective 9 – To utilise Council assets appropriately and investigate opportunities for affordable and adaptable housing provision using Council land and assets</b>				
9.1	Undertake a review/stocktake of existing Council assets in Central Maitland and across the LGA to prioritise land development opportunities and use existing Council assets to assist and facilitate affordable housing delivery, or, to enter into partnerships/joint ventures.	Undertake council assets audit	Council	Short
9.2	Undertake an audit of Council assets in Central Maitland and across the LGA to identify areas or sites that are suitable (due to their location, proximity to services, etc.) for seniors housing development.  Utilise opportunities through Athel D'Ombra Drive project and vacant/car parking lots in Central Maitland as part of Central Maitland Structure Plan	Undertake council assets audit Meet with seniors housing organisation to understand interest in expanding their facilities and land requirements Meet with developers to consider Joint Ventures using Council assets	Council	Medium

## 8 CONCLUSION

The provision of affordable and adaptable housing is one of the biggest challenges facing Maitland and many local areas across Australia.

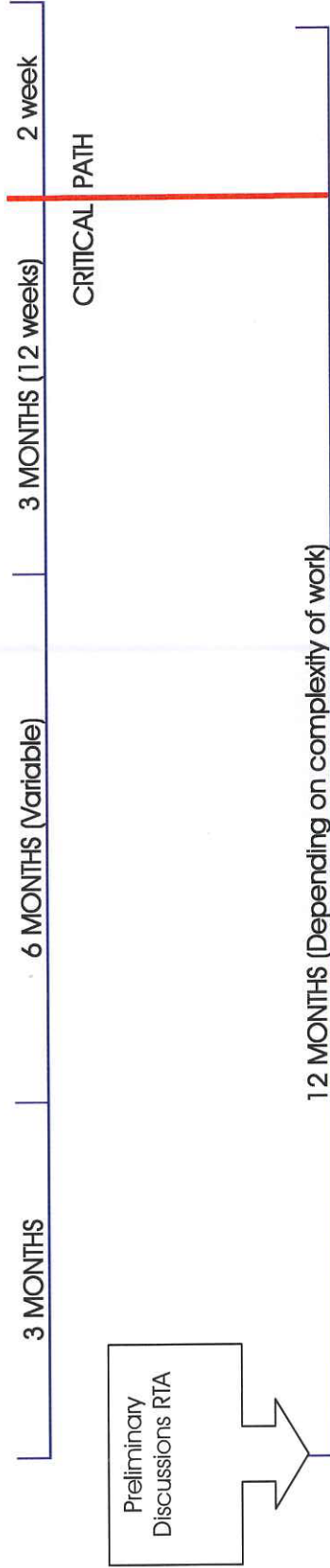
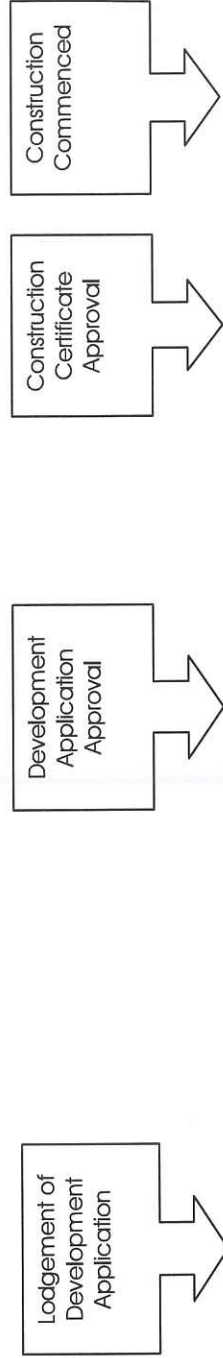
The process of securing the right type of affordable housing that meets local needs, in a manner that is compatible with local character, is complex and strongly influenced by the local housing market, and population, economic and development conditions. There is no 'one size fits all' solution nor is any one party solely responsible for its delivery.

This Action Plan sets out objectives, followed by a range of strategies and actions Council and other stakeholders can implement for each objective, to achieve the vision of providing diverse and affordable housing options in Maitland available throughout all life stages. The Action Plan is based on a review of the demographic and housing issues, statutory and strategic planning framework and international research and best practice relating to affordable and adaptable housing provision.

As planned changes to the framework occur in the future, such as the onset of a new Planning Act for NSW, the action will need to be updated to ensure the outcomes are consistent with the planning system within which housing is planned and developed.



# INDICATIVE CONSULTATION TIMEFRAME





## **IMPROVING CONSTRUCTION QUALITY PERFORMANCE ON RTA CONSTRUCTION PROJECTS**

Dear Sir

The Roads and Traffic Authority of NSW (RTA) is investing \$1.4 billion this year on upgrading roads and highways in New South Wales on behalf of both the State and Australian Governments. The Roads and Traffic Authority delivers most of these works by using private contractors.

I will soon be writing to you about the need to improve the environmental performance on RTA projects. But just as important is the need to also improve our performance in terms of delivering a high quality and durable project to our road users.

While RTA recognises that many private contractors are making major efforts in delivering a high quality product which meets our specifications requirements, there have been a number of recent instances (e.g. riding quality of the final finished road surface) where the quality did not conform to the specified standards.

The RTA has, over many years, relied upon quality assurance as an integral part of the delivery of its contracts. The RTA's quality requirements are fundamental and essential to obtaining infrastructure construction, maintenance and services that at least meet the agreed specifications, are durable and meet our long term asset management requirements.

I have recently created a position Manager, Construction Quality within the organisation to provide a renewed focus on quality of our construction projects. This renewed focus will be about:

- further developing and reviewing our documentation to ensure we are achieving our long term asset management requirements;
- refocussing our contract management and site surveillance towards the important quality issues



The RTA considers that it is timely that private contractors review their practices and activities with an aim of delivering improved quality performance on RTA construction projects. For example private contractors:

- should carefully consider the documented requirements when responding to an RTA invitation to tender for works;
- understand that RTA staff are required to ensure that the product meets the specified quality;
- understand that circumstances will arise where replacement of non-conforming product or repetition of services is required, in order that we receive a product or service as specified in the contract.

I seek both your acceptance of this renewed quality focus and your cooperation in ensuring that the RTA's specified quality standards are met.

AS/NZS ISO 9001:2006 requires top management leadership and ongoing participation in both systems management and in delivery of product quality to meet and even exceed the customer's (RTA's) requirements.

I would ask that you distribute this letter to your personnel and sub contractor personnel working on RTA construction sites. This will assist all of us (RTA and contractors) towards improving quality performance on RTA projects.

If your company wishes to discuss the matter further, I would ask that your company's Quality Manager contact the RTA's Manager, Construction Quality on

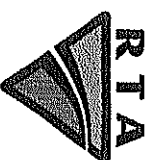
Yours sincerely

Les Wielinga  
Chief Executive

05-12-07

RECEIVED

2 NOV 2009



Chairman – Hunter Chapter  
Urban Development Institute of Australia (NSW)  
C/ Montearth and Powys Surveyors  
PO Box 726  
NEWCASTLE NSW 2300

**Attention: Mr Stephen Barr**

**UDIA – Response to Development Assessment Issues**

Dear Stephen

I refer to our meeting held in July this year and the issues that were raised at that meeting relating to the development assessment process, particularly in relation to the RTA's design and construction review processes.

As discussed at the meeting, a further meeting / workshop is required to assist in developing a system that is more efficient and effective. I suggest that a meeting be organised in late November / early December to progress the matter. The RTA has reviewed the documentation, particularly the indicative timeline, provided by UDIA, noted the issues raised and offers the following for consideration prior to the meeting:

General

- Any advice provided by the RTA prior to consent being granted for a development application is preliminary only, and subject to change if the proposal changes in any manner or is approved with conditions that affect the preliminary advice.
- The proponent of any development seeking preliminary RTA advice prior to consent being granted must be aware that they bear the full risk of undertaking such preliminary work.
- Any preliminary advice will be subject to a fee structure, similar to that charged for the formal WAD process.
- Any preliminary advice given would be subject to a time limit. If the DA process slows or a DA is not determined in a reasonable timeframe and the road network is affected by other factors, the preliminary advice may no longer apply.

Roads and Traffic Authority



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### Pre DA Lodgement

- The RTA currently offers preliminary, pre-lodgement advice on DA's. This advice can only be as good as the information presented to us on the proposal. Unless detailed information is received, it is likely that general advice would only be provided.
- It is also helpful to gain an understanding of the local conditions at this stage, especially with issues such as traffic conditions, pavement condition, utility locations / affectation, street lighting, estimate of cost for the project, etc. Proving as much detail will enable the RTA to provide better advice.

### Post DA Lodgement

- Consistent with the above, the better the detail the more informed the RTA's advice can be.
- Checks would need to occur at this stage to ensure the lodged DA is consistent with any pre-lodgement details assessed. Any changes would cause a recommencement of the process.

### DA Approval

- This would be a critical point in the process where confirmation / validation would need to be made against the approved development and the associated conditions of consent. Any variations from the preliminary proposals would void any preliminary advice.
- The WAD would still need to be entered into, but subject to preliminary advice being consistent with the approved development, there would be great time savings, and possible cost savings.
- Timely design approval from the RTA for road works is dependant on the design being consistent with the consent conditions and RTA design standards. Satisfactory meeting of those standards is essential to timely progressing of any such project.

The above are some issues to be considered prior to our meeting, but also this could be considered as one option to "fast-tracking" the design review process. Even if the preliminary / pre-DA approval process commences during the DA assessment stage, there could be time savings and greater certainty for the proponent.

The other issues raised relating to WAD management could also be discussed at our meeting as the RTA is finalising an improved information package for developers for that part of the process.



Will you please contact me on  
considered in greater detail.

to organise the meeting so that the process can be

Yours sincerely ↗

Colin Nunn  
Infrastructure Development Manager  
Hunter Operations and Engineering Services

30 October 2009