

# Briefing Note

M-in-S

"NOT FOR LOAN"



NSW Parliamentary Library  
Macquarie Street Sydney  
NSW 2000 Australia

Telephone (02) 230 2382  
(Int Prefix 61-2)  
Facsimile (02) 231 1932  
(Int Prefix 61-2)

1/93 'b'  
LS

A large, stylized graphic consisting of two large, curved, overlapping shapes that form a central diamond-like area. The top and bottom points of this shape are rounded. Inside the top portion of this graphic, the title of the briefing note is centered.

*Sydney's Future and  
The Integrated Transport Strategy  
A Summary*

No 001/93

# SYDNEY'S FUTURE & THE INTEGRATED TRANSPORT STRATEGY

## A SUMMARY

### BACKGROUND

On 21 October, 1993, the Premier and Minister for Planning released two discussion papers, Sydney's Future, prepared by the Department of Planning and the Integrated Transport Strategy, prepared by the Department of Transport. These two papers constitute draft strategies which have been prepared to complement each other and therefore provide an integrated approach to the future planning of the metropolitan area.

The discussion papers form part of a community consultation program which seeks to ensure public comment on the direction of the draft strategies. **After community input is received by late February, 1994, final strategies will be prepared.**

This paper is in two parts: a chapter by chapter summary of "Sydney's Future" and material from the "Integrated Transport Strategy" contained in "Sydney's Future"; a representative sample of reaction to "Sydney's Future".

### PART ONE: SUMMARY OF SYDNEY'S FUTURE

#### **CHAPTER 1. INTRODUCTION**

The current metropolitan planning strategy "Sydney into its Third Century" was released in 1988. However, as a result of the new economic and environmental pressures and challenges facing Australia, questions arise about the optimum size of Sydney and its relationship with the rest of New South Wales. **It has been estimated that, on current trends, the Sydney region's population is likely to reach 4.5 million by the year 2011.**

The development of the strategy has taken place in the context of a two stage community consultation process. Stage 1 consisted of the circulation of a brochure inviting comment including short questionnaire, submissions from State Government Departments, local councils and other interested organisations and a series of workshops with participants from organisations interested in metropolitan planning. The second stage of the consultation process seeks responses to this discussion paper.

An Inter-Agency Taskforce comprising a number of Government departments was established. This reports to a Committee of Cabinet and is co-ordinated by the Department of Planning. In addition, an Independent Advisory Committee (IAC) was also established to provide community input to the preparation of the revised strategy. Local Government, industry and community and environmental groups are all represented on the Committee.

#### **CHAPTER 2. THE CHALLENGE**

This chapter explores current environmental and economic opportunities, their constraints and their implications for strategic planning. Three specific areas are identified:-

### The Environmental Challenge

The environment has emerged as one of earth's greatest challenges. Local and global impacts can be felt as a result of ozone depletion, climatic change and the erosion of biodiversity. As a result, international action has resulted in the negotiation of the Climate Change Convention. Local and regional responses have included the promotion of policies for energy efficiency and the protection of native species.

The size and structure of Sydney and its continued expansion contribute to a number of environmental problems:-

- Most areas identified for future urban use fall within the Hawkesbury-Nepean river catchment;
- The Environmental Protection Authority's projections and the RTA's "Future Directions" report foresee dangerous levels of air pollution and debilitating traffic congestion if present trends in transport usage and land use patterns continue.

### The Economic Challenge

In recent years, economic conditions in Sydney, and the rest of Australia, have been dominated by cyclical downturn and our current economic situation is very different to that which applied when the 1988 Metropolitan Strategy was finalised.

The Australian economy is also going through an unprecedented period of structural economic change. Economic conditions are relevant to metropolitan strategic planning. On-going structural change, with some industry sectors growing and others in relative decline, results in differing demands for land, labour, location and infrastructure and strategic planning must understand and accommodate these changing circumstances.

The infrastructure and services a community can afford for urban growth and change are also an important issue in metropolitan strategic planning as is the distribution of jobs, residential location and transport facilities within the Sydney region.

Jobs are not evenly spread within Sydney. **Eastern Sydney has approximately one third of the region's labour force but more than half the jobs.** While there has been substantial growth in Sydney's outer areas, it continues to lag behind population growth. In addition, urban expansion on Sydney's fringes increases the distance between where people work and where they live. It also takes people away from public transport systems, increasing their reliance on cars. **A strategic solution for the future is to increase housing opportunities in locations close to jobs and accessible to transport systems.**

Newcastle and Wollongong now have a much closer functional interrelationship with Sydney than before and there is greater overlapping of labour markets especially with Wollongong. **It is no longer appropriate to plan for Sydney as the only focus of the region.**

### The Transport and Services Challenge

Decisions about the way land is used affect the demand for transport facilities and the cost and availability of transport services affect the location choices of people and businesses. As a result, two issues emerge:-

- The need to deal with overall travel demand which means reducing the distance between where people live and their workplace;
- To increase the proportion of people using public transport

The work of the RTA's "Future Directions" and the Department of Transport's "Integrated Transport Strategy" reflect the great importance of integrating transport and land use planning. These documents also focus upon a "greater metropolitan" view, bringing Newcastle and Wollongong into their vision for the future.

Other service delivery issues in relation to an integrated urban management system relate to the provision of human services and the effect of pricing upon metropolitan development.

There has been a major focus on the costs of continually providing human services and physical infrastructure to Sydney's fringe. **A new dwelling on Sydney's fringe costs the State Government between \$10,000 to \$31,000 more for physical infrastructure than a dwelling constructed in established areas.**

The prices charged for providing and using public infrastructure have implications for metropolitan development. Prices can help achieve efficiencies and environmental protection. For example, a move towards recovering more of the cost of providing infrastructure could greatly influence locational choice and land use patterns through price signals. However, such policies have equity effects in that they can raise living costs for many people and businesses, as well as having a potential role in environmental protection policies. The Government has established a Pricing Tribunal to provide advice on these questions.

### **CHAPTER 3. FUTURE POPULATION**

**The most recent forecasts of Sydney's future population estimate a 2011 population of 4.5 million.** On the basis of this, there appears to be a need to prepare for the anticipated growth. It is also necessary for population forecasts to take into account the expected growth of Newcastle and Wollongong as integral parts of the Greater Metropolitan Region.

The following points are made in relation to population:

- Sydney's population is expected to grow by an average of about 40,000 each year;
- Approximately 25,000 of this figure is due to natural increase which does not respond to policy changes while the remaining 15,000 of the forecast growth results from net migration (this is the sum of those people coming to live in

Sydney less those moving elsewhere);

- The only way, therefore, of stopping Sydney's growth would be to substantially change migration patterns to at least offset the population's natural increase (there are considerable practical difficulties in the State Government changing national migration policy and influencing the location preferences of new migrants to Australia.);
- Maps of internal migration movement in NSW clearly show that many people leave Sydney to live on the coast particularly in the Richmond-Tweed and Mid-North Coast regions;
- The possibility of influencing population movement between the Sydney, Newcastle and Wollongong regions in the next 20 years should now be considered;
- In 1991, the population of Sydney was 3.7 million, the Newcastle region 430,000 and the Wollongong region 240,000. Current data suggest that in 2011 Sydney will have a population of 4.5 million, the Newcastle region 480,000 and the Wollongong region will have 270,000. **The total population of the Greater Metropolitan Region will be 5.2 million which would be an increase of about 800,000.**

## **A NEW STRATEGY**

### **CHAPTER 4. VISION AND GOALS**

The proposed vision for the Greater Metropolitan Region is:

**"a dynamic, sustainable and diverse community built on the region's prominent position in the New South Wales, Australian and Asia-Pacific economies and which enhances its special natural and cultural environments"**

To fulfil this vision, there are four goals which establish a framework of values for the strategy. These are **Equity, Efficiency, Environmental Quality and Livability**.

### **CHAPTER 5. KEY DIRECTIONS**

The Strategy adopts four key directions to achieve its vision and goals for the region which are:

**A more compact city**, taking up less new urban land, getting more out of new and existing land and infrastructure, with improved transport links, and bringing jobs, housing and facilities closer together;

**A better environment**, through integration of environmental protection and pollution control in planning and development, more public transport usage, and reduced new development in the Hawkesbury/Nepean basin;

A more equitable and efficient city, with improved services provision and accessibility, better location of jobs relative to housing, modern cost effective infrastructure and a sound economic base;

Effective implementation of the strategy to achieve its vision and goals through improved management, teamwork of government agencies and community participation.

Specific proposals for policies and actions are identified to achieve the key directions.

### **Integrated Urban Management**

High environmental quality for the region is one of the strategy's primary goals. Specific proposals for achieving this include a reduced uptake of land on Sydney's fringe; increased public transport use; stringent environmental assessments of new urban areas; and, using environmentally sensitive design and construction.

These proposals will be complemented by and combined with a range of policies concerned with the management of the environment. The principles guiding the formulation of these policies are; the integration of environmental protection and pollution control decisions; the use of preventative policies which discourage pollution, minimise waste and protect habitats; the assessment of cumulative environmental and health impacts; and, the development of environmental and health risks assessment skills.

### **Housing**

The Strategy's housing initiatives are based on more efficient use of land and infrastructure; better location, planning and development of housing; and accommodation of part of Sydney's new housing demand in other parts of the region. These initiatives are embodied in the strategy's proposals to:

- Increase the proportion of all new housing constructed annually in Sydney in multi-unit form from 42% to 65% by 2011;
- Increase the average density from 11 dwellings per hectare to 15 dwellings per hectare in the short/medium term in new housing areas on Sydney's fringe;
- Substantially reduce the rate of residential development of new land in Sydney's outer areas;
- Boost the rate of residential development in the Newcastle region by about 300,000 dwellings over the next 20 years which would otherwise go to Sydney; and,
- Ensure better planning and development of new housing, including improved public transport accessibility and reduced environmental impact.

### **Transport**

The region's transport system can greatly influence housing and employment location patterns. These in turn can determine transport needs and the viability of particular

transport facilities. **So one of the main thrusts of this strategy is the integration of land use and transport planning.**

The housing proposals of the strategy specifically support the development and use of public transport. Reducing the rate of fringe residential expansion reduces overall transport needs, especially for new roads and consolidating new residential development in established areas with high transport accessibility supports the existing public transport network.

The links between transport and employment location are also recognised and the strategy includes proposals for focusing new centres of employment at key transport nodes.

Providing new transport facilities and networks, including public transport links, also supports landuse patterns that deliver efficiency, equity and environmental benefits to the region. Travel demand in urban areas can no longer be met by only building new roads. Providing transport choices and assisting public transport are now integral to meeting transport demand.

### **Employment Location**

An important objective of the strategy is to improve employment accessibility. The main thrusts of the strategy - the containment and consolidation of the Sydney region and the closer integration of transport and land use - will generally close the distance between housing and jobs.

Specific policy measures are also directed at employment location. There are two important categories - jobs contained in major centres and other or 'dispersed' employment.

**Major centres have in recent time provided less than 30 per cent of jobs.** The balance is dispersed throughout the region, and includes the industrial sector and special uses such as major hospitals and airports. About 40% of all employment is made up of people working in small and diverse locations such as local schools, neighbourhood and district centres and homes.

The strategy recognises the importance of dispersed employment and the opportunity it provides to redress the employment-population imbalance between Sydney's east and west and it proposes a range of measures to effectively provide for dispersed employment and harness it for the benefit of the region.

### **Economic Development**

Ongoing economic development is essential to the achievement of the vision for the Greater Metropolitan Region. The strategy through its integrated urban management and implementation proposals, is fundamental to the future economic development of the region.

The strategy's proposals for infrastructure which supports economic development include roads serving freight transport needs, transport demand management mechanisms and employment-focused public transport links.

Efficiencies resulting from the strategy in the provision of other infrastructure - such as education and health facilities - also assist with the region's cost-competitiveness while the promotion of environmental quality and livability generally aids the attractiveness of the region for new economic development.

The strategy also provides a framework for State, regional and local economic development planning, as well as assisting major projects able to boost employment in parts of the region.

### **Infrastructure**

The effective and efficient provision of urban infrastructure and human services is an essential aspect of metropolitan planning. The provision of basic infrastructure - water supply, sewers, drains and roads - is a major cost for new urban development. The strategy's achievement of a more compact city will reduce new demand and make better use of existing, often under utilised facilities. The strategy also supports reforms in infrastructure provision already underway, such as the Government Pricing Tribunal's recent decisions on water sector pricing.

### **Livability**

Livability is the goal of the strategy which reflects people's desire for a high quality of life. The strategy's key directions will serve to maintain and improve the quality of life of the residents of the region in a number of ways, including; adequate housing supply, improved accessibility, a better environment, improved efficiency and better infrastructure, improved access to and availability of human services and improved economic competitiveness, vitality and employment.

Urban design is another area in which the strategy can contribute to a more livable city and it is especially important for the successful achievement of a more compact city.

## **CHAPTER 6. STRATEGY DETAILS**

This chapter provides more detail on the main proposals of the strategy and discusses how some of these will be achieved and their implications for the future of the Greater Metropolitan Region.

### **Environmental Quality**

Ten priority areas for environmental, health and related policies to help achieve the strategy's environmental goal have been identified, namely:-

- air quality
- water quality and quantity
- solid waste
- road safety
- land capability - contaminated sites
- conservation of natural heritage
- noise



- conservation of cultural heritage
- provision of open space and recreation areas
- preservation of agricultural land

The point is made in the document that the subsections relating to the above priority areas reinforce existing policies and the substantial achievements already made. For example:-

**The Metropolitan Air Quality Study (MAQS)** is currently in progress - a three year \$10 million program which will provide detailed information on air quality and related health issues;

**The New South Wales Government Clean Waterways Program** aims to clean up the beaches, harbours and waterways of Sydney, Illawarra and the Blue Mountains;

**A Water quality model of the Hawkesbury-Nepean** and other catchments has been developed by the Water Board, and the Environment Protection authority has collected additional chemical and biological data on the Hawkesbury-Nepean system. The Hawkesbury-Nepean Catchment Management Trust is being established to improve the coordination of the management of these river basins;

The Government is developing a **waste management strategy** and a waste management discussion paper has been published and a parliamentary select committee on waste established; (The Committee's report was tabled in September)

The Department of Planning and the Environmental Protection Authority are developing **mechanisms to ensure that contaminated sites are identified and managed properly** and an interdepartmental task force to develop control strategies for lead in soil has been established. (A Parliamentary Library Background Paper on Lead was released in early November, 1993)

However, the strategy also recognises that other measures remain to be taken:

An integrated strategy for the conservation and management of the natural heritage needs to be developed for the Greater Metropolitan Region;

Guidelines for the conservation of cultural heritage in areas identified for redevelopment for higher density housing need to be prepared.

## **Housing**

The following points are made in relation to housing:

To meet the strategy's aims it will be necessary to intensify the use of both new and existing urban land, by increasing the construction of multi-unit housing as a proportion of

all new dwellings;

To progressively increase the proportion of all new housing constructed annually in multi-unit form - currently 42 per cent of new housing built each year - to 65 per cent by 2011;

By 2011, about 65% of Sydney's total dwelling stock will still be in detached form by the end of this period - the present level being about 70%;

Average densities in new greenfields sites will be progressively increased to 15 dwellings per hectare in the short to medium term;

Together with environmental assessment, additional new greenfield sites will be subject to detailed economic evaluation to ensure that development is cost-effective and affordable;

New communities in fringe locations and additional housing in established areas will be integrated into the fabric of the city through the early availability of good public transport and the proximity of accessibility of supporting services and facilities;

The focus for new housing development in established parts of the Sydney region will be in selected areas of high public transport accessibility - for example, City West and the Rhodes Peninsula; new precincts around major transport and employment centres such as Parramatta or along major transport corridors such as the proposed Airport-City Rail Link.

### **Housing - Regionalisation**

The adjacent areas of Newcastle and Wollongong now have stronger links to Sydney and some of these areas have the potential to absorb growth that would otherwise go to Sydney;

The Wollongong region, especially its northern suburbs, is closest to Sydney and will continue to absorb some growth which may otherwise have gone to Sydney - however it lacks sufficient suitable land to make a major long-term contribution;

Newcastle presents the best prospects as it is the State's second city with significant spare residential capacity, as well as an established and under utilised infrastructure;

**Over the next 20 years about 50,000 additional dwellings will need to be constructed in the Newcastle region to meet current projected demand. Recent studies have concluded that there is sufficient land with urban potential to meet these current expectations as well as a further 30,000 dwellings;**

### **Housing - Choice and Affordability**

Managing the supply of new urban land through the Urban Development Program, urban

consolidation policies such as dual occupancy, development of surplus government sites and medium density development in residential areas have all sought to improve housing choice and affordability;

The construction of more multi-unit dwellings will serve to further improve housing choice. In established areas, new housing around key transport and employment centres will improve choices in housing and lifestyle;

Development and building approval processes are being increasingly integrated to save time and costs while planning innovations allow more development opportunities;

If measures to increase the supply of new housing in established areas are supported by restrictions on the availability of new housing land in fringe locations, then housing affordability could be adversely effected. However, cost reflective pricing for infrastructure provision for new housing may run counter to housing affordability objectives, as could more stringent environmental requirements for new development areas.

### **Housing Targets**

Should current trends continue, the great majority of new houses will be constructed as detached dwellings in new areas on Sydney's fringe. Together with multi-unit housing, this will amount to about 170,000 dwellings over the next 20 years or so and will use up all land already in the Urban Development Program and zoned for such use. In addition, further land to accommodate 80,000 dwellings would also be required;

However, the proposed strategy would contain the expansion of Sydney's outer areas, achieve higher levels of consolidation in Sydney's established areas and boost development in the Newcastle region and a target is set down to achieve an increase in the level of annual dwelling construction to 65% multi-unit housing by 2011. **The reduced uptake of new land over the strategy's 20 year time frame amounts to a saving of some 87 square kilometres.**

### **Transport Networks**

There are five main categories of transport proposals forming part of the strategy. It should be noted, however, that **most of these are proposals only at this stage, and those involving specific projects still require economic and environmental appraisal and consideration through normal capital works and budgetary processes before decisions are made.**

### **Public Transport for New Residential Communities**

It is essential to the strategy that new residential communities are served with public transport in the early stages of development, particularly in greenfields locations, although

some new transport links would also be necessary to facilitate new development in established areas. Specific proposals are as follows:-

- The Inner West Corridor, linking Central Pyrmont to Glebe and the Inner West;
- The Airport Central Sydney Corridor, linking Central Sydney to Arncliffe/Bardwell Park via the Central Industrial Area and Sydney Airport;
- The Badgery's Creek Access Corridor, to connect Penrith/St Mary's through Badgery's Creek to Liverpool/Glenfield in the south-east;
- The Hoxton Park, Parramatta and Baulkham Hills Corridor, to provide direct access to Parramatta from the south-west;
- The Warringah Corridor, between Central Sydney or the Lower North Shore and the Warringah Peninsula.

#### Parramatta as Sydney's Second Centre

A key direction of the strategy is to promote Parramatta as the region's second centre with a special role in Sydney's west. The following projects and proposals support this objective:-

- The Harris Park-Merrylands 'Y'-Link, joins Sydney's south-western rail system directly to Parramatta;
- The Macquarie-Parramatta Corridor, extending from St Leonards/Chatswood, Macquarie/North Ryde, Epping/Eastwood, Carlingford, to Parramatta;
- The Parramatta to Baulkham Hills Corridor and the corridor to Hoxton Park as mentioned above;
- The Parramatta-Hornsby Corridor, to greatly improve access to Parramatta and the south-west from Hornsby, Gosford/Wyong and the north coast.

#### Commercial Freight Movements

Essential to the economic vitality of the region is an efficient and effective freight transport system. The strategy includes the following specific proposals:-

- The Hornsby-Liverpool Corridor, to provide an important bypass through Sydney's west for interstate and inter/intra-regional freight traffic;
- The Airport/Port Botany and South Western Sydney Corridor, to improve freight movement efficiencies and environmental impact.

## Regional Links

Necessary to improve inter-city links between Sydney and Newcastle, Sydney and Wollongong, and Sydney and Canberra, to increase economic integration and assist development in each centre.

## Demand Management

**It is vital that appropriate transport demand management strategies be developed to ensure that the allocation of road transport resources supports the goals of equity, environmental quality and economic efficiency and this will include the following major components:-**

- Integration of land use and transport planning;
- Transport pricing which incorporates externality costs such as environmental impact and the costs of traffic congestion;
- Facilitation and promotion of public transport and high occupancy vehicles;
- Encouragement of cycling and walking for short distance travel;
- Traffic calming;
- Community education about the impacts of transport on society and the environment.

## **ECONOMIC DEVELOPMENT**

### **Economic Development Planning**

The Greater Western Sydney Economic Development Statement provides a framework for using local initiatives to generate economic and employment growth in Sydney's west. and there are several major projects under way or proposed that can act as catalysts to employment growth to meet the region's needs:-

- Work on Badgery's Creek Airport as a general aviation facility has commenced;
- Continued expansion of the University of Western Sydney;
- Proposed development of the Australian Defence Industries site at St Mary's;

### **The Newcastle Region**

The proposed additional housing growth in the Newcastle region will require local employment expansion. **It would be unacceptable to use Newcastle as a dormitory for Sydney employment.** Providing the proposed additional residents with employment within the Newcastle region would add 40,000 jobs to those already required for projected population growth.

Local economic development initiatives will also be needed to achieve this additional economic development and employment growth. The Hunter Economic Development Strategy which proposes building on the region's existing comparative advantages and infrastructure base, will therefore be important.

## **Mineral Resources**

The Greater Metropolitan Region contains a significant quantity and range of economically valuable mineral resources including the hardcoking coal and methane gas resources of the southern coalfield under the Picton-Appin-Camden areas, the coal resources of the Wyong area and the construction industry resources distributed throughout the region.

**Consideration of these issues in planning the location and timing of new urban development will be required to recognise the contribution the resources can make to the State's economy and employment opportunities.**

Access to raw materials for the construction industry such as sand, clay and aggregate close to the point of demand is a significant element in the cost of constructing housing, civil works, and industrial, office and hotel projects. **With transport a significant component of the cost of supply, resources close to the urban areas will need to be recognised in decisions on development which could limit or prevent their extraction.**

## **EMPLOYMENT LOCATION**

### **Major Centres**

Major centres of employment growth in the strategy will be focused in Central Sydney and Parramatta. These locations will give the greatest benefits through increased public transport use. The Newcastle and Wollongong business districts will also have increasing significance as major centres in the Greater Metropolitan Region and in servicing their regions.

#### Central Sydney

Central Sydney is very important to the whole region. It is the largest employment location with the broadest base of functions and also has an important national and international role. It is accessible from all parts of the region and has the highest use of public transport. Many jobs located there are based on the city's State, national and international roles and are not readily relocatable elsewhere. Market forces, especially during this decade, will improve its attraction for businesses. **In these circumstances it is anticipated that central Sydney's workforce will grow to about 220,000 by 2011.**

### Parramatta

Parramatta is already the Sydney region's second major centre and has the largest workforce outside Central Sydney, and is pre-eminent in providing retailing, business and other services for Sydney's west. It will continue to develop as the regional centre for Sydney's west, and take on more metropolitan functions in employment, services and cultural/recreational facilities. **It is anticipated that Parramatta centre will grow more strongly than forecast in the 1988 strategy, to an employment level of about 80,000 by 2011.**

### Newcastle and Wollongong

The Newcastle and Wollongong business districts will continue to develop as major centres servicing their regions. There is also steadily improving transport and growing links in employment, services and goods markets between these regions and Sydney. Thus, these two areas will therefore assume more importance as centres in the Greater Metropolitan Region. Stronger regional economies and better transport links should also lead to the location of major company headquarters in these centres. **The Newcastle centre has special importance in the context of the proposed redirection of some of Sydney's growth to that region.**

### Other Centres in the Sydney Region

**Within the Sydney region, other suburban centres will also continue to develop as important employment locations.** Growth prospects for these centres will be determined primarily by local population trends and market forces. Improved transport links based on the transport corridors concept will also have a substantial influence, favouring locations with good transport accessibility. **Examples are Liverpool, Penrith, Bankstown, Blacktown, Hornsby, Macquarie/North Ryde and Campbelltown.**

### Dispersed Employment

While centres are important to employment location planning, **major centres have in recent times provided less than 30% of jobs - 26% in 1981. The balance is dispersed throughout the region.** This 'dispersed' category includes the very important industrial sector and special uses such as major hospitals, universities and airports. Together these compromise another 30% or so of total employment. The largest proportion of about 40%, is made up of people working in small and diverse locations such as schools, neighbourhood and district centres or homes.

The nature of dispersed employment provides an opportunity to redress the employment-population imbalance between Sydney's east and west. The need for local markets or special requirements such as large land areas, make it suitable for relocation to Sydney's fringe areas where population is also growing fastest.

Dispersed employment is facilitated through adequate supplies of suitable land. The Employment Lands Development Program has been established to monitor availability and shows a substantial surplus in the availability of vacant, zoned industrial land in the region.

Planning regulatory systems should also assist dispersed employment growth through more

flexible performance based local plans and improvements to approval processes - these measures also being important for the economic efficiency and competitiveness of the region.

## **INFRASTRUCTURE AND SERVICES**

**As with the strategy's transport proposals, infrastructure investments and the provision of human services for the region's urban development are decisions that will be made in the context of community affordability and subject to normal budgetary processes.**

### **Infrastructure - Water, Sewerage, Roads**

The Sydney Region Urban Development Program successfully manages and coordinates infrastructure provision for new urban development areas on Sydney's fringe.

**The pricing and financing of infrastructure will be crucial elements in realising the strategy's key directions, particularly reducing the rate of fringe urban growth.**

Impacts on urban form and environmental quality and the need for greater efficiency will be important considerations in the reviews of infrastructure pricing currently being undertaken by the Government Pricing Tribunal. Government agencies will need to become involved in the Tribunal's deliberations in support of this strategy and, generally the following principles should apply:

- Prices should reflect the costs borne by service providers and should be sufficiently high to allow rate of return targets to be met;
- Price reform should be accompanied by improved productivity to reduce price increases to customers;
- Unacceptable distributional effects need to be compensated.

### **Health, Education and Other Services**

**Human services differ from physical services in that their ongoing operational costs are far greater than their initial capital costs.**

Current management and coordination mechanisms have often failed to ensure that human services (apart from schools) are readily accessible to residents of new urban areas, resulting in a backlog in meeting needs for services. **Future urban management policies will ensure greater equity in human service provision.**

The strategy's key directions of a more compact city with reduced fringe growth and more housing development in established urban areas will have significant impacts on the pattern of requirements for human services:

- There will be a reduced net demand for new services in fringe developments such as new schools, health and child care services;



- In established parts of Sydney where additional housing development is to occur, new demand in excess of current capacity will have to be assessed and met;
- New patterns of demand for human services will also arise from changing life cycle needs and careful assessment of changing trends in local and regional areas will be required to ensure the best use of resources;
- Assuming that people from non-English speaking backgrounds continue to make up a significant proportion of new residents, demand for specialist services for these groups will increase in established areas and important centres.

In order to effectively provide services for new development and relieve existing backlogs, a process to better integrate human services planning into the urban planning system is required and responsible agencies at all levels of government will be encouraged through this system to coordinate planning decisions.

The relevant agencies will also need to be involved in identifying innovative cross agency service models which provide more flexible ways of meeting the differing needs of regions. Such a process will involve:

- Adoption of a needs-based planning approach;
- Integration of human service providers into the urban development process so that they inform and shape the urban development process rather than merely respond to it;
- Inclusion of the marginal recurrent cost of human services in assessments of the costs and benefits of urban development options.

## **URBAN DESIGN**

A high standard of urban design throughout the region is vital to the realisation of the vision for the Greater Metropolitan Region. Urban design is concerned with the physical form of urban environments and how these interact and connect with other activities in the city.

Urban design at the local level is the product of local decisions by planners, architects, developers, the community and individuals. However, these local decisions also impact on the quality of life at a metropolitan scale. **Thus, it is necessary to establish core design principles to be used as guidelines for new development or redevelopment throughout the Greater Metropolitan Region.**

## **CHAPTER 7. THE SYSTEM**

The discussion paper has presented a vision of the living and working environment in the

Greater Metropolitan Region over the next 20 years or so. Should responses to the report confirm the proposed directions in urban management, the challenge will then be to implement the strategy.

The character of the region's urban environment in the future will be the outcome of the cumulative effect of the decisions of individuals, businesses and governments. **The strategic decisions are likely to have the greatest impact. These are typically those relating to government expenditure.** The 1992-93 State budget provided \$4.3 billion to be spent on infrastructure in NSW, 63% of that money being allocated to projects in the Greater Metropolitan Region.

Local Government is also a major provider of public infrastructure and in monetary terms it is a major provider of public infrastructure. In monetary terms it contributes roughly a quarter of the combined State and local government annual expenditure on new assets. In this context it is appropriate to focus on the role of government in integrated urban management. To achieve shared commitment and a metropolitan area basis for decisions, other stakeholders must also be acknowledged and included.

The key elements of **integrated urban management** can be described as the following:

#### The Integrated Metropolitan Landuse/Transport Plan

This is provided by the Metropolitan Strategy and Integrated Transport Strategy which present the shared vision for Sydney and its hinterland, and the objectives, principles and major strategies that support it.

#### An accountable Action Plan

Specific short and long term programs, policy initiatives and actions are necessary to identify the tasks and responsibilities to be carried out. The action plan provides a basis for reviewing and reporting on performance to establish and maintain accountability. A range of actions to support the strategy is already in motion such as the Coordinated Government Action Plan on Air Quality released at the 1992 Summit. **A comprehensive action plan will be developed to support the final strategy.**

#### A Corporate Approach by State Government

The Government has adopted a "corporate approach" in which agencies cooperatively develop and pursue a shared strategic objective to address these problems. This particularly involves creating explicit links between the integrated landuse/transport plan and the processes for determining the State budget, strengthened Ministerial and inter-agency coordination, and comprehensive appraisal of the range of environmental, economic and social costs and benefits of policies and projects.

#### Inclusion of the Community, Business and Other Levels of Government

The plan's success will depend upon the way it is understood and supported and the management framework must provide for participation by all key stakeholder groups. Community aspirations and priorities need to be identified and considered and, at the same time, community groups can be champions for the strategy and help in disseminating and building support for it.

Local government both represents the community and is responsible for much of the detailed implementation of the strategy through its own provision of infrastructure and services and its planning, development and building regulation roles. Business is the major provider of housing and employment and is increasing its participation in major infrastructure provision.

The Commonwealth Government has the capacity to make a range of policy and expenditure decisions which impact on the Metropolitan Strategy. The management system must include all these groups.

### **Links to the Budget**

Budgets are typically one-year allocations, sometimes within a three-year framework. **This is a totally different timeframe to that of the 20 year metropolitan plan. In budget setting, as much as other areas of decision-making, the long term framework is crucial. Without it, there is a possibility that short focus decisions will merely reinforce or entrench the status quo.**

Improved links between the Metropolitan Strategy and the processes for setting the State budget would therefore assist in the strategy's success and improve the efficiency of the State's financial management. The objective would be to ensure the priorities for expenditure that will support the strategic direction of the Metropolitan Strategy are identified and considered. **In essence this would require a conduit from Cabinet's urban policy forum to those where the allocations for capital works and recurrent expenditure are set.**

### **Accountability and Responsibility**

the budget process and its monitoring clearly allocate responsibility and accountability for many of the actions needed to achieve the strategy. Responsibility for non-monetary programs and actions would be identified in the government action plan.

Local government would have a role to play by ensuring local planning is consistent with the Metropolitan Strategy and regional environmental plans are prepared for specific aspects of the strategy including the development of local housing strategies.

The Government Pricing Tribunal is an independent body that sets charges for monopoly government infrastructure services and has a program to consider pricing for water, electricity and public transport. It will be an important element in the implementation mechanisms for the strategy

### **A Dynamic Process**

Metropolitan planning has progressively shifted from a physical, blue-print approach to one which addresses a wide range of inter-related factors. The strategy envisages a major shift in approach to a dynamic context for the long term framework and action plan, which will be important when considering metropolitan expenditure and investment priorities made within annual capital works and budget timeframe. **The strategy**

**acknowledges that the level and timing of expenditure to support implementation of the strategy must reflect overall Budget constraints and priorities from year to year.**

Other influences on the strategy such as new environmental data, technological developments, decisions by other levels of government and economic conditions are all capable of significant changes over a short period of time.

The management mechanisms for the strategy need to maintain a constant investigating and monitoring process. Flowing from that, the process of review of the strategy would be an ongoing one rather than irregular, ad hoc or simply linked to a fixed time cycle such as every five years.

### **Participation**

The Department of Planning for many years has operated a number of liaison committees with significant stakeholder groups such as local government and the urban development industry. While these groups have been consulted on metropolitan and other strategic policy issues, it has not been as members of a forum with a charter specifically related to metropolitan issues.

This has been recognised in the preparation of this review of the Metropolitan Strategy. An independent advisory committee was set up with a small but diverse membership from local government, industry, and community and environmental groups. **This committee has advised on the preparation of both "Sydney's Future" and the "Integrated Transport Strategy".**

There is a clear commitment to establishing and maintaining effective mechanisms for participation in the processes of urban management. Further consideration is required as to the most valuable way to incorporate that input.

Whatever is adopted, it will be important to recognise the importance of local government to urban management and explicitly explore opportunities to include the influence of and contribution of the Commonwealth Government.

Further attention will be given to these issues as part of the ongoing process of refining the mechanisms for integrated urban management, including the next phase of reviewing the evaluations of the Urban Development Committee and Urban Development Program. (The Urban Development Program (UDP) is a five year program used to coordinate the planning, development and servicing of new fringe residential land to ensure that adequate stocks of serviced homesites are available. The Urban Development Committee (UDC) is an interagency committee which has operated for more than ten years and which responds to a committee of Cabinet Ministers who are responsible for assessing the financial and environmental implications of the program in meeting land supply needs.

## **PART TWO: RESPONSES TO THE STRATEGY**

### The Premier of NSW

On releasing "Sydney's Future" and the "Integrated Transport Strategy" on 21 October, 1993, Mr Fahey made the following points:-

- The two strategies aim for a city which is cleaner, greener and easier to get around, with a greater emphasis on the links between where people live and work;
- The two strategies propose a more compact city, taking up less urban land, getting more out of new and existing land and infrastructure... a city with improved transport links which bring jobs, housing facilities closer together;
- The joint preparation for the two strategies is a major step towards better management of the region's development and the framework set out by the strategies will underpin future decisions about land use allocation, infrastructure and service provision.

### The Minister for Planning and Housing

On the release of the two documents, Mr Webster made the following points:

- Sydney's Future sets out a vision for Sydney as a dynamic, sustainable and diverse community using new approaches to planning;
- The Government is facing up to the fact of the expanding population in the Greater Metropolitan Region of Sydney, Newcastle and Wollongong and that the region's population was forecast to rise by 800,000 to 5.2 million by 2011, with 4.5 million in Sydney;
- The draft strategies embody a new approach to planning - one which encompasses a broader range of issues than "traditional" planning and responds to community concerns about air and water quality, the difficulties of finding work and the problems associated with continued urban growth.

### The Minister for Transport

On the release of the strategies, Mr Bruce Baird made the following points:

- The Integrated Transport Strategy will guide the development of transport networks and services to ensure they complement strategic land use directions for the region;
- It aims to ensure that appropriate transport infrastructure, planning and management practices support the land use directions of the metropolitan strategy.

### Local Government Association

In the Sydney Morning Herald on 22 October, 1993, Mr Peter Woods, President of the Local Government Association is quoted as making the following points:

- Sydney does not have the infrastructure to cope with the projected increase in medium and multi-unit or higher density homes "so far we have already over-taxed the infrastructure without any substantial input of funds over the years";

- "It is a planning disaster to decide to cope with the growing population of those domiciled in Sydney by planning to build houses in people's backyards";
- The State Government should be looking to regional development as the answer to Sydney's sprawl not to "destroying the Australian dream" of a single dwelling with backyard.

#### Housing Industry Association

Ms Pat Gilchrist, Manager of Policy and Research is also quoted in the article mentioned above:

- The association agrees with increasing medium density housing but doubts that the target can be met without strategies to force some councils to approve applications (for dual occupancy) and encourage residents to accept them. "We don't see anything very new in this strategy about how it's going to be achieved. The consumer preferences are still for single homes on a quarter-acre block. It will take a long time to change consumer preference and there is nothing in the plan to explain the real benefits of closer living."

#### Total Environment Centre

Mr Jeff Angel, Co-Director of the Total Environment Centre is attributed in an article in the Sydney Morning Herald, dated 22 October, 1993 as having described the draft strategy as "a complete failure". He is also quoted thus:

- "NSW needs a settlement strategy to direct people away from Sydney and a clear view of the environmental limits to growth. the strategy provides neither."

#### Greenpeace

Ms Karla Bell, Spokeswoman for Greenpeace is attributed in the Sydney Morning Herald on 22 October, 1993 as saying that the final draft of the strategy had to ensure that the proposed large scale residential developments such as Rouse Hill do not go ahead and that, while the Government's adoption of Greenpeace's "compact city policy" was a victory, too much of the new strategy was "too vague."

#### Coalition of Hawkesbury and Nepean Groups for the Environment

Dr David Hughes is attributed in the Sydney Morning Herald of 22 October, 1993 as saying that the "Government had shattered hopes for equitable development for regional and country NSW. To accommodate growth, the Government would have to build a dam on the Shoalhaven River, leading to further large-scale development of south and western Sydney."

#### City of Newcastle

Deputy Lord Mayor of Newcastle, Councillor Frank Rigby, is attributed in a Sydney Morning Herald Article of 22 October, 1993 as having welcomed the move to include

Newcastle in the plan for the first time, and is quoted thus:

- "It is music to our ears that our policies are being considered and that everything does not end the other side of Hornsby".

In the same article, the Lord Mayor of Newcastle is attributed as having said that the plan would allow for the creation of badly needed jobs in the tertiary sector, which generates most employment opportunities and that he hoped that Government agencies, particularly Pacific Power, would set up offices in Newcastle:-

- "We have all the down side of electricity generation, so it would be fair to have the administration offices in the city. It (the discussion paper) uses all the right words. I just hope to see all the right action. Ultimately, I would like to see far less growth in Sydney and far more in country NSW."

### Wollongong

In the same article, the Mayor of Wollongong, Councillor David Campbell, is attributed as welcoming the sentiment of the plan but says that he is sceptical about the State Government's commitment to create jobs and promote the development of housing in Wollongong.

© 1993

Except to the extent of the uses permitted under the Copyright Act 1968, no part of this document may be reproduced or transmitted in any form or by any means including information storage and retrieval systems, without the prior written consent of the Librarian, NSW Parliamentary Library, other than by Members of the NSW Parliament in the course of their official duties. Inquiries should be addressed to: The Librarian, NSW Parliamentary Library, Parliament House, Macquarie Street, Sydney.

This *Briefing Note* was prepared by Sharon Rose, Researcher in the NSW Parliamentary library. The views expressed are those of the author. Should Members or their staff require further information about this *Briefing Note*, please contact Sharon Rose, Parliamentary Research Service, NSW Parliamentary Library (phone ext 2768).

November 1993

