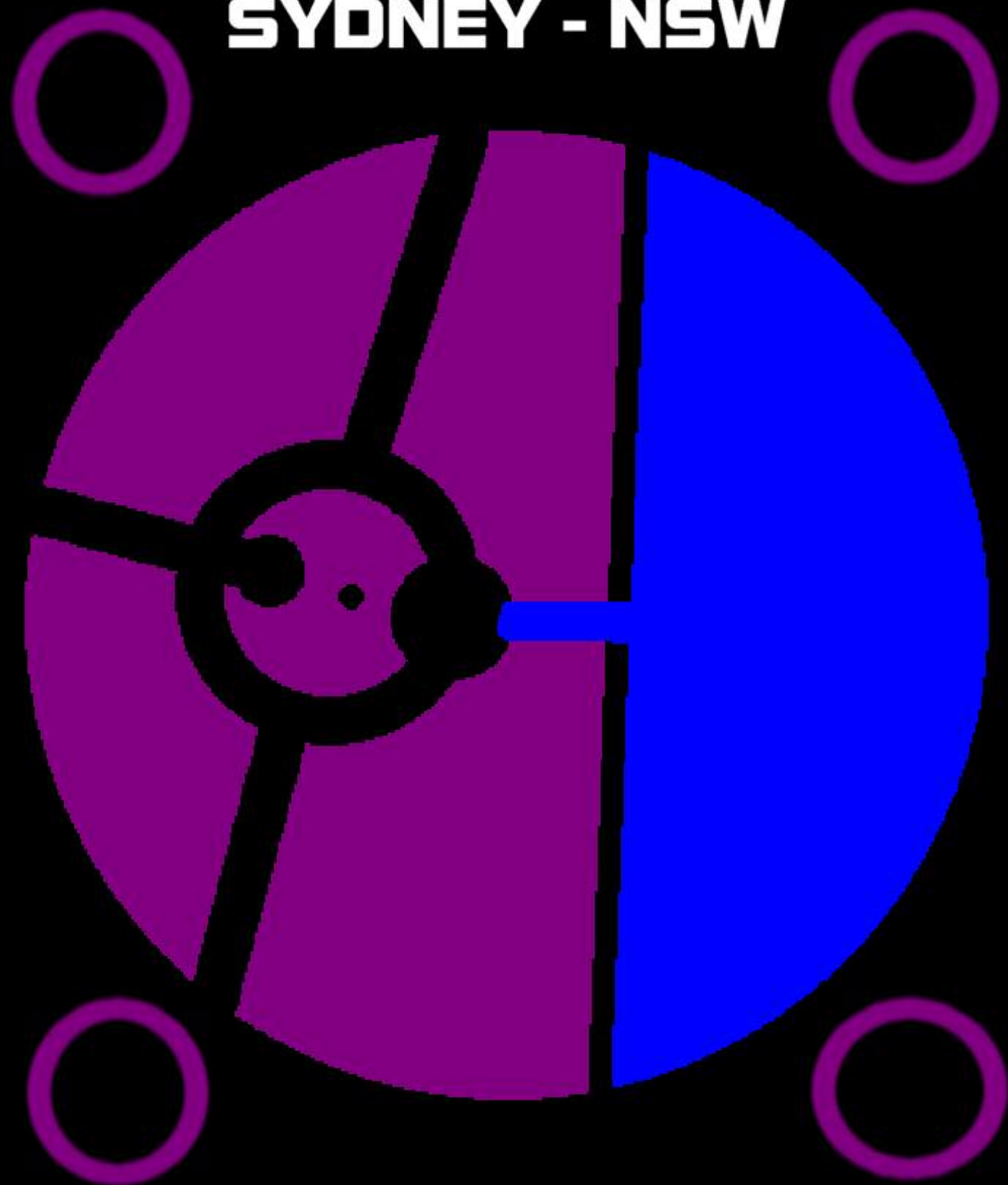


# STRATEGIC PLAN

**SYDNEY - NSW**



**SYDNEY METROPOLITAN INSTITUTE**

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**STRATEGIC PLAN FOR SYDNEY  
AND  
NEW SOUTH WALES**

**PREPARED  
BY**

**THE SYDNEY METROPOLITAN INSTITUTE**

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**with input from the**

**Sydney Change Advisory Forum**

**AUGUST**

**2005**

**EXECUTIVE SUMMARY**

- **ESTABLISH A SINGLE STRATEGIC PLAN FOR SYDNEY AND NEW SOUTH WALES**
- **ESTABLISH A PLANNING AND DEVELOPMENT AUTHORITY ABLE TO DEVELOP AND ADMINISTER THE NEW STRATEGIC PLAN**
- **REASSESS THE APPROPRIATE EXTENT AND LOCATION OF NEW HOUSING IN THE METROPOLITAN REGION GIVEN INHERENT CONSTRAINTS TO GROWTH.**
- **ESTABLISH THE APPROPRIATE METHOD OF ACCESS AND TRANSPORTATION TO ALL PARTS OF THE METRO REGION ASSOCIATED WITH NEW AND EXISTING HOUSING AND JOBS.**
- **EMBRACE THE IMPLICATION OF PUBLIC ATTITUDES TO DEVELOPMENT AND THE REALITIES OF MARKET AND ECONOMIC FORCES IN CREATING THE STRATEGIC PLAN.**
- **INVESTIGATE AND PLAN FOR THE EXPANSION OF SYDNEY INTO THE RURAL REGIONS ON A BASIS OF SELECTIVE DECENTRALISATION.**

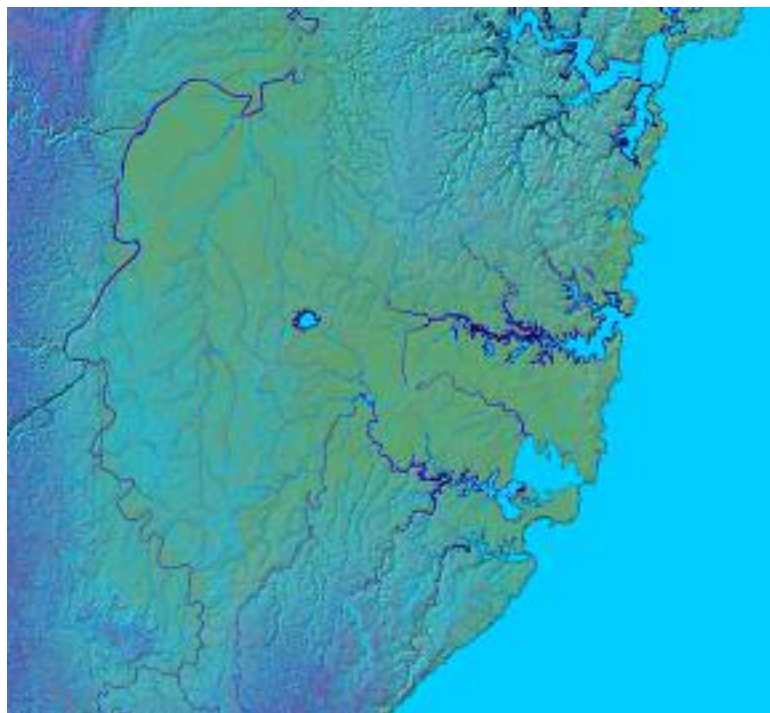
## 1 INTRODUCTION

In 2005 the Sydney Metropolitan Region is subject to a number of complex and inter-related problems which will need to be solved if a tolerable environment is to be created over the next 30 years. Of the various problems that can be specified, two of the most crucial issues relate to where people are to live and how they are to move around the city between their homes and where they may be working.

These two issues have to be seen in the context of a city region which is inherently limited by specific physical constraints consisting of the eastern seaboard and the surrounding rim of the Blue Mountains together with the Hawkesbury Nepean river system.

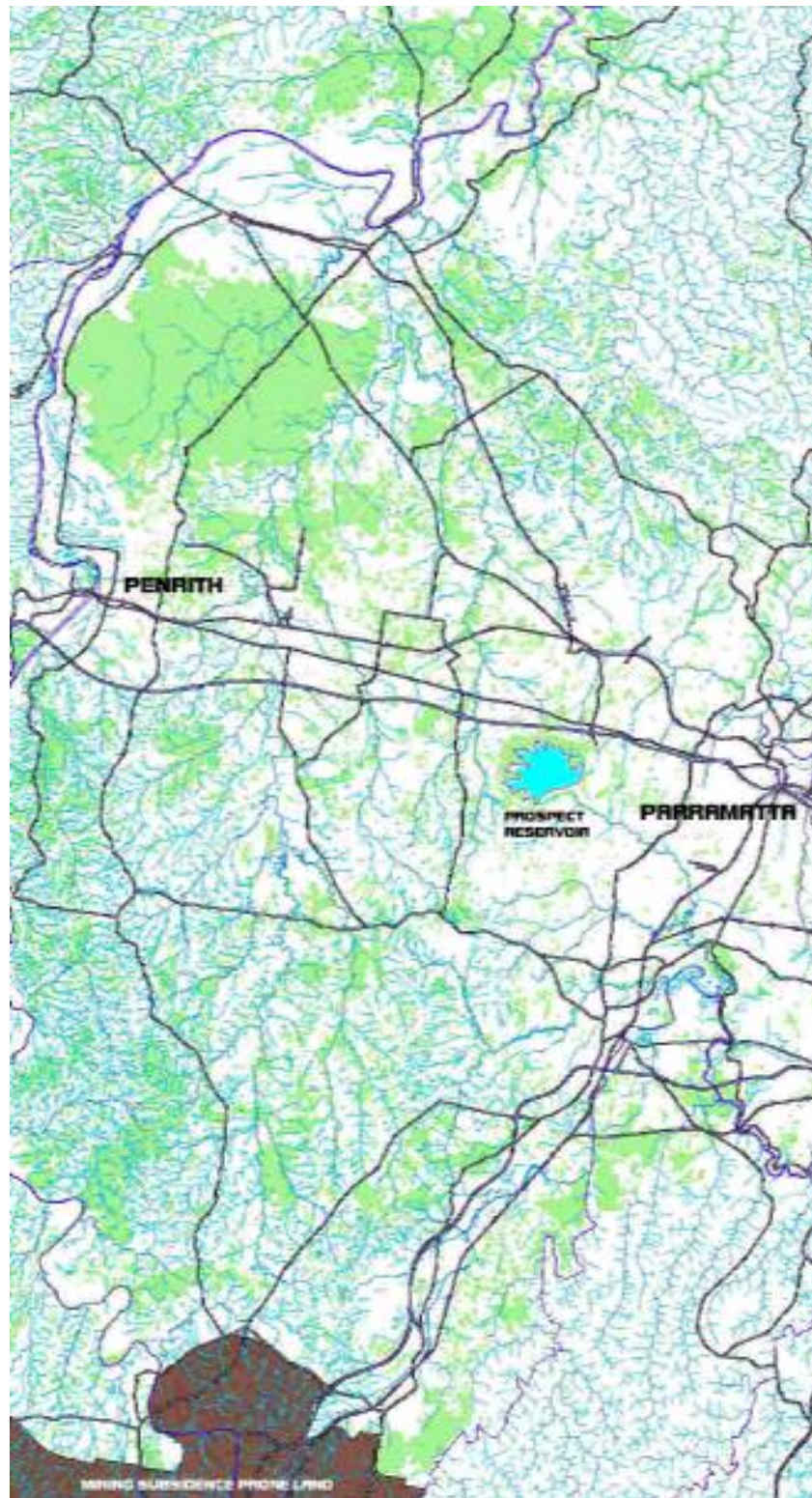
## 2 PHYSICAL CONSTRAINTS

In 1991 an analysis of available land was carried out by Daly on behalf of the State Government and, based on contemporary levels of residential density applying to similar areas around the edge of the city, this audit concluded that the limit capacity of the Cumberland Plain was in the vicinity of 6.1 million persons. The limits of the area that is in principle able to accommodate population growth can be seen in the attached diagram showing the topographical relief and drainage system of the Cumberland Plain. See **Figure 1**.



**Figure 1 Topography and Drainage – Cumberland Plain**

Since that time, a number of considerations relating to threatened flora and fauna in the western region of the city, suggest this figure will require significant reduction and this has led to a search for other ways to accommodate population growth. The extent of Cumberland Woodland is indicated in **Figure 2** below.

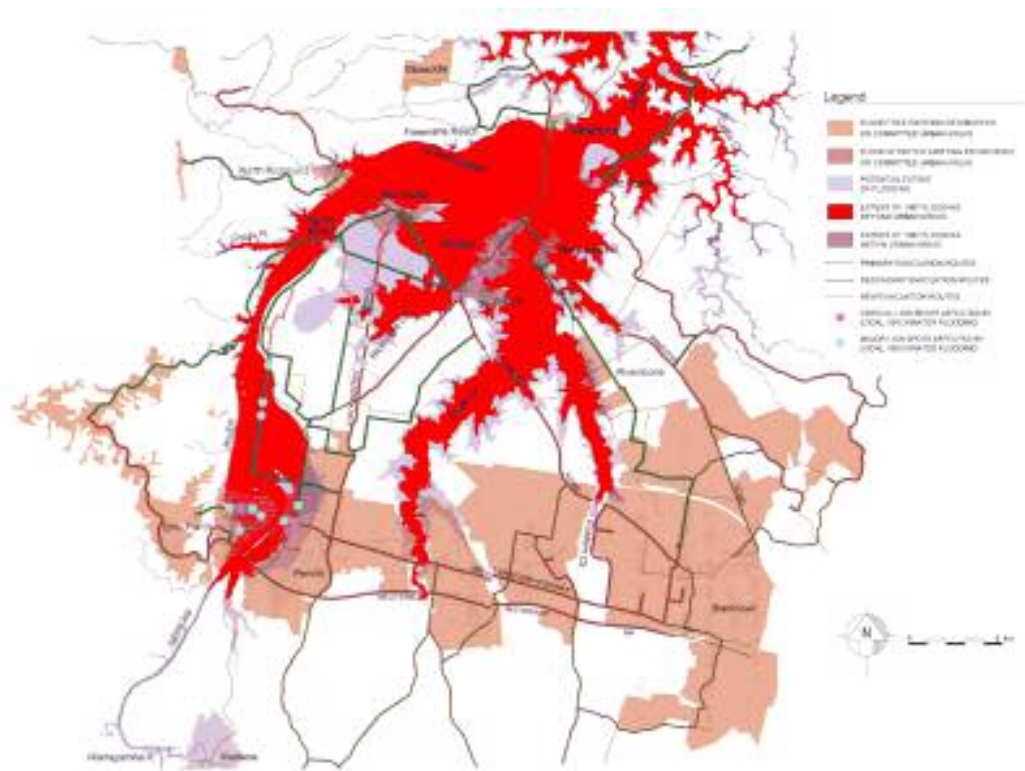


**Figure 2 Distribution of Cumberland Woodland in Western Sydney**

This map suggests that the extent of land available for conventional low rise, low-density residential housing may be significantly less than previously assessed in the land audit of Daly. In this same context, recent agitation by a local landowners



suggests that the extent of flood prone land may also require urgent reconsideration if this part of the Western Metropolitan Region is to accommodate housing expansion. In this context, an extract from a flood study carried out in November 1997, suggest that significant areas to the north of the Great Western Highway would be severely impacted upon by an extreme event, the Probable Maximum Flood (PMF). The estimated extent of the impact is indicated in the accompanying map, **Figure 3**.



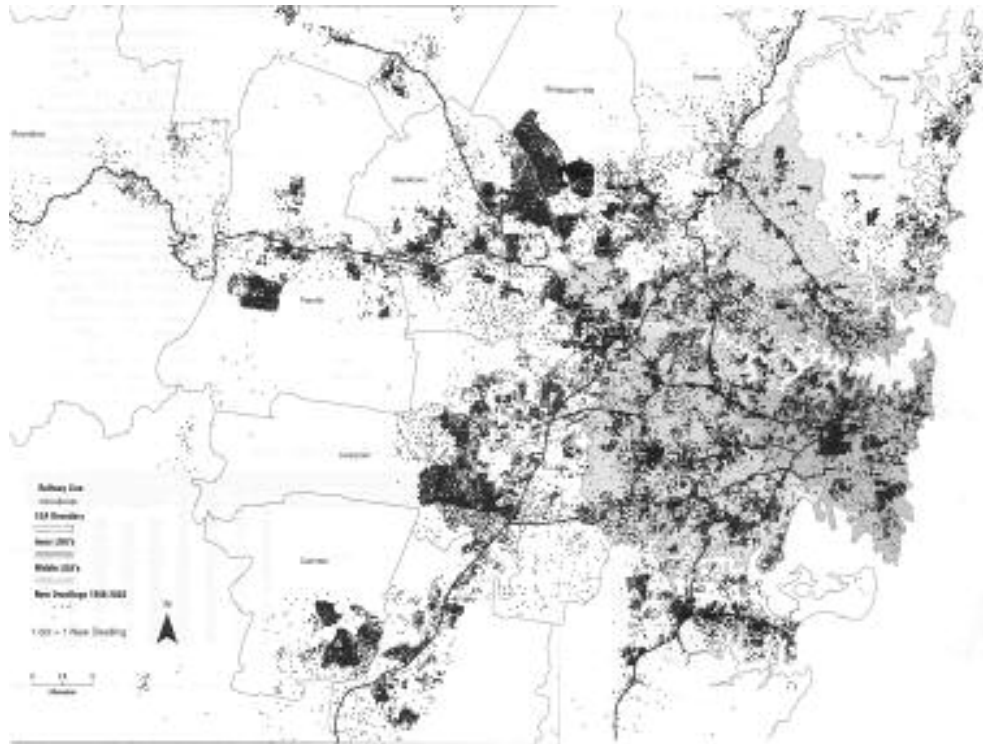
**Figure 3** Extent of flooding in the Probable Maximum Flood Event

Quite apart from these considerations, there remains a fundamental argument as to the suitability of the western edges of the Sydney Region for residential accommodation due to its topographic characteristics and the extent to which atmospheric pollution is likely to accumulate there. In addition, ground water run-off and pollution as it impinges on the Hawkesbury, Nepean river system, has also been suggested as rendering this part of Sydney unsuitable for major residential expansion.

### 3 HOUSING DEMANDS

The Sydney Region constitutes the most important magnet for people coming both from the regional areas of the State and from overseas and for the foreseeable future, continued demand for expanded residential accommodation appears to be established. The fundamental problem is where should such demand be met, given the limited area available on the Cumberland Plain.

Since the Sydney Regional Outline Plan of 1969, it has been assumed that both Newcastle and Wollongong would operate in conjunction with the Sydney Region to accommodate housing demand. However, the major pressure continues to arise on the Cumberland Plain and in recent times, has been manifest in increasing road traffic movements and problems with diminishing water supply. The current footprint of the Metropolitan Region can be seen defined in the figure below which indicates the extent of housing approvals from 1999 to 2002. See **Figure 4**.



**Figure 4 Housing Approvals in the Sydney Region 1999 to 2002**

At the present, the population of Sydney is a little over 4 million people and the extent of population growth over the next 25 years is the subject of considerable speculation and dispute. The most probable figure appears to lie between 6 and 10 million people, the precise figure being to a considerable extent dependent upon migration policy at a federal government level, coupled with the extent of overseas arrivals.

Evidently the lower of these two figures is in the vicinity of the figure nominated by Daly in 1991 prior to the impact of reduced area due to Cumberland Woodland as an issue of environmental protection and other physical capacity problems. The implication of this is that population growth may well exceed the capacity of the western part of the Metropolitan Region if conventional residential densities are to continue much as they are present.

## **4 HOUSING SUPPLY**

It has become conventional over the last 20 years to assume that residential redevelopment in the existing metropolitan area will be able to meet a substantial component of the residential demand that is likely to occur. Recently the State



Government has speculated that 70 per cent of demand is likely to be catered for by redevelopment processes of one sort or another and the remaining 30 per cent would be accommodated in lower density housing around the periphery of the city and particularly at its western edge.

It is understood that contemporary State Government Planning is based on the assumption that approximately 17000 apartment units will be able to be constructed in the existing urban area on an annual basis. At an occupancy rate of 2.3 persons per unit, this number of units would accommodate approximately 1.3 million persons in just over 500,000 dwellings. In addition to this, recent estimates provided by the now disestablished Department of Infrastructure, Planning and Natural Resources relating to fringe urban corridor release areas, included approximately 80,000 dwellings and an associated population of 224,000 persons.

More recent planning endeavours in the north west and south west sectors of Western Sydney were directed at providing approximately 160,000 housing lots and an associated population of 448,000 persons. Evidently, these combined populations constitute a total of potential accommodation relating to a population of nearly 2 million people. However, this total appears to the Institute to hinge around the capacity of the existing urban area to embrace new housing development and this is likely to be highly problematic and subject to resident hostility and diminished availability of suitable land. Rather than the 1.3 million persons anticipated to be accommodated in existing residential areas, the Institute considers a figure in the vicinity of 240,000 to be rather more realistic, assuming the continuation of the current planning situation. Evidently this would reduce the projected growth in housing accommodation to a figure equating with a population of 912000 people.

The Sydney Metropolitan Institute does not have the resources to investigate the assumptions relating to existing urban development in any depth. However previous activities and experience involving the redevelopment of the metropolitan region suggest that it is likely to be a process fraught with difficulty unless it involves large sites that are made available by the redundancy of industrial activity. Direct advice from the development industry suggests that this type of relatively easily developed land is now effectively non-existent. Not only that, considerations of employment suggest that further conversion of industrial and commercial land to residential purposes requires careful investigation having regard to location and access in particular.

In this regard, it is concluded that future demands for housing are only likely to be met by a combination of reasonable development within the existing metropolitan region achieved via rezoning and edge development, together with development based on selective decentralisation to nominated rural towns.

## **5 A STRATEGIC PLAN FOR SYDNEY AND NSW**

Based on the foregoing discussion, it is now possible to present as a preliminary outline, the possible form of a Strategic Plan for Sydney and the Coastal areas of New South Wales. Evidently, with the very limited resources available to the Sydney Metropolitan Institute, this can only be seen as an initial investigation. Moreover, wherever possible, existing published figures have been relied upon, except where they are seen to be intrinsically unsustainable or subject to economic and socio-political forces that are yet to develop.

## **5.01 The Sydney Growth Problem**

For anyone who has lived in Sydney for the last decade or more, it is painfully obvious that the metropolitan region has become ever more crowded with people and congested with motor vehicles. Lately, lack of water is also starting to constitute a major concern for the future of the city. Because of this, the metropolitan region has become a much more uncomfortable place in which to live. What has caused this change is the ever expanding resident population.

Over the last twenty years, the population growth of Sydney, has been responded to by successive State Governments in various ways. In particular the pressure to provide space for housing has seen the promotion of urban redevelopment at higher density as a substitute for urban expansion around the periphery of the metropolitan region, usually referred to as “sprawl”. This process of redevelopment, “urban consolidation”, has until recently achieved a slowing of the extent of sprawl occurring in the metropolitan region.

Now the extent of remaining “Brownfields” obsolete industrial land has become extremely limited if not non-existent, the change of emphasis to fringe development was to be expected as the inevitable State Government response. The State Government is now promoting development of urban fringe area land that in former times was seen as unsuitable for housing. However, as compared with other major cities elsewhere and particularly Melbourne, the land available for perimeter development of metropolitan Sydney is quite limited.

As discussed in a recent policy speech, the then New South Wales Minister for Infrastructure, Planning and Natural Resources, Knowles, noted the State Government’s assumption that approximately 250,000 new homes would be required over the next ten years. Reconciling this demand for new houses and units with the twin problems presented by continued urban redevelopment, “urban consolidation”, and fringe expansion of conventional housing, “urban sprawl”, may prove impossible in the longer term. This is because of the inherent limitations to the extent of land that is available on the County of Cumberland Plain. Beyond this, the climate of antipathy to urban redevelopment that has occurred in recent years, characterised as the NIMBY, “not in my back yard”, syndrome, represents an intractable political problem that will not be easily solved. Beyond this, current projections for population growth in the Sydney Region, suggest that potentially 6 million people are likely to demand accommodation by the year 2036 where the available space is unlikely to allow such a figure to be achieved at current levels of residential density.

## **5.02 Population Growth and Expansionary Pressure**

Only 35 years ago in 1970, the population of Sydney was 2.7 million persons while now, in 2005, it has swelled to a figure in excess of 4 million persons. At that earlier time, urban pressures that are now quite obvious in the Sydney were already apparent. At that time Mt Druitt and Blacktown located far to the west of the city centre on the Harbour were exhibiting problems of isolation and inadequate physical and social infrastructure. This problem is now able to be detected in much of the perimeter development occurring in Sydney in 2005.

30 years ago, while problems of access and commuting from far-flung communities to the CBD existed much as today, in 2005, the scale of population growth and the demand for housing, which has seen a huge expansion at the periphery of the metro-

region, generates a massive daily tidal flow of privately owned motor vehicles and a high level of congestion and driver frustration: Road Rage is now a fact of life!

The physical constraints imposed by the geography of the Cumberland Plain, imply an inevitable limit to the extent of housing sites that can be made available (released) at current conventional residential densities. This capacity limitation relates directly to the topographical characteristics of the Cumberland Plain which in turn is a direct reflection of the geology of this part of New South Wales. The encircling edge of the Blue Mountains constitute a substantial sandstone barrier that will inhibit unlimited expansion to the west, unless major tunnelling were to breach this encircling wall.

Beyond that, the assumption that redevelopment of redundant residential sites can continue to provide land for higher density housing is also under challenge as available sites have been absorbed by demand. In this context, concentration on urban redevelopment in existing areas as a counterpoint to perimeter growth, appears to have reached close to the limit of capacity available. This in turn implies an inevitable movement to urban renewal in the future as opposed to infill development and the probability that this will generate significant local disaffection and political agitation.

### **5.03 A Strategic Approach to Sydney's Growth**

Given this apparently unacceptable situation in regard to housing of an increasing population, what can be looked at that may provide as solution? There may be no simple answer and a variety of solutions may have to be employed and at the most elementary level, the answer will probably require five different responses discussed in the following sections. In particular, the existing effort to convert a proportion of suitable industrial land to housing should continue but progressively it would be redirected to full scale urban redevelopment involving obsolete low density housing areas and revitalisation of existing major transportation nodes on the railway system. Obsolescent housing tends to characterise a number of parts of the existing metropolitan area and is particularly evident as large areas of degraded urban development along some of the major road arteries of the metropolitan area. To some extent the implications of such an approach can be seen in the progressive conversion of parts of Ku-ring-gai Council area based on State Government pressure and the rezoning of land for higher density residential uses.

### **5.04 Redevelopment at Transportation Nodes**

In the Sydney Region, the metropolitan rail network has provided the most obvious means of transit to the central business district and historically this has developed on a radial pattern. However over time and with the development of the city and the distribution of housing and employment, the daily movement of passengers into and out of the CBD has become relatively less in relation to that total movements in the Metropolitan Region.

Despite this, the location of a number of business centres on the railway network, when seen in the context of the developing road system, can be suggested as ideal locations for comprehensive redevelopment to accommodate both commercial and residential requirements. This process is quite consistent with the early development of the rail network in Sydney and the creation of neighbourhood shopping centres along the radial railway linkages. Accordingly this is an approach that is strongly supported by the Sydney Metropolitan Institute as representing an appropriate

planning principle for the region which should apply in spite of the diminished significance of the railway system as a means for Sydney residents to get to work and to travel for other purposes.

Given the extent of undeveloped airspace associated with particular railway stations, this constitutes an attractive way of achieving significant levels of housing not dependent on access by motor vehicles. The general configuration of redeveloped transportation nodes are indicated diagrammatically in **Figure 5**.

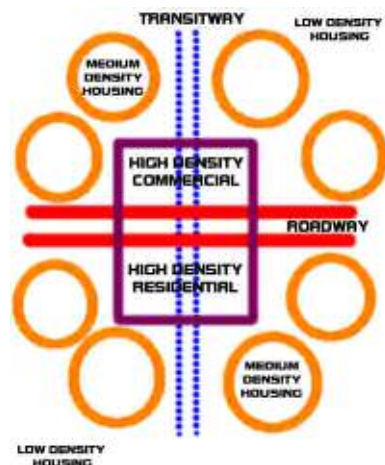


Figure 5 Nodal Redevelopment

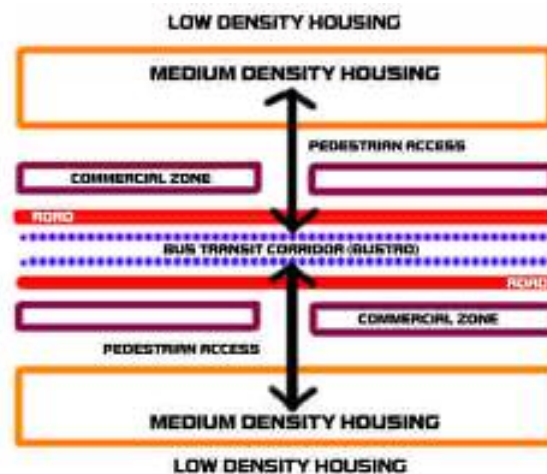


Figure 6 Corridor Redevelopment Zone

### 5.05 Redevelopment Zones in Residential Areas

In the existing metropolitan housing areas of the city, there are a number of locations that suggest themselves as suitable for comprehensive redevelopment to be achieved by rezoning and if necessary through ministerial intervention. One example of this approach to achieving increased housing supply has now been undertaken in Kuringgai, although the citizens reaction to these changes has been understandably hostile.

In relation to the anticipated form of redevelopment zones in existing residential areas, as already suggested for Parramatta Road, the most desirable functional configuration would be as suggested in above **Figure 6**. This shows the desirable detachment of new medium density housing areas from the transit and road corridor with a buffer area of commercial uses. It also shows the relationship of new higher density housing to the existing hinterland of low density housing which also requires careful attention to spatial separation. Zoning boundaries could be expected to lie at roads that run parallel to the main transportation corridor.

In relation to residential redevelopment, it can be anticipated that resident and consumer reaction is likely to significantly diminish the potential yield that might otherwise be expected. In assessing the potential accommodation generated by such redevelopments zones, the incidence of the NIMBY (not in my backyard) syndrome has been considered in suggesting potential numbers of persons able to be accommodated.

## **5.06 Residential Area Change and Intensification**

In the longer term, it is anticipated that gradually, existing low-density housing areas are likely to increase their density associated with demands for increased accommodation. Estimating the extent to which the Metropolitan Region is likely to increase its housing capacity by this mechanism is intrinsically speculative. However, given the impact of the dual occupancy legislation over the past 20 years, some idea of the potential gain in population by this form of density increase and other development processes can be made and this is the basis of the figures suggested in the tabular analysis of housing contained in **Annexure 1**.

## **5.07 Peripheral Housing Development**

The current State Government recently moved to create significant residential development areas in the north-west and south-west of the Metropolitan Region and these are proposed to accommodate in the vicinity of 440,000 persons in the two areas combined. These goals are considered to be generally optimistic when the extent of the land proposed for these new residential areas is considered in the light of constraints which are likely to be met on in fact. As previously discussed, major constraints now involve the occurrence of Cumberland Woodland and possibly the extent of flood prone land as compared with the analysis undertaken in 1991. However, for the purposes of this exercise, the population targets previously enunciated for the western perimeter of the metropolitan area have been adopted based on the assumption that the area required for such a population may have to be considerably expanded as compared with the current proposal. This would involve an increase in the urban areas proposed and to be located considerably closer to the western edge of the region.

The continued expansion of housing into these far flung western areas is certainly feasible but there is an inherent danger in establishing such distant communities. Such an approach was applied in the past at such places as Blacktown and Mount Druitt and the problems of isolation and inadequate transportation and other fundamental services have taken many years to overcome and are still not fully satisfactory. Locations to the west, including such places as Leppington / Bringelly and Rouse Hill / Scheyville appear likely to suffer the same fate in the short to medium term unless major efforts to create appropriate infrastructure are mirrored by State Government funding. In this regard, the “user pays” principle seems unlikely to produce the necessary funding in the short term and borrowing seems an inevitable counterpoint to such urban expansionary processes.

Another approach, which for many years has been seen as likely to fail based on unfortunate earlier experience, is selective urban decentralisation. Shortly, two circumstances now conspire to make such a policy approach worthy of further consideration. The first of these are the immense changes of technology that have occurred in the last 30 years which have seen a major change in the complexion of work and in reducing need for all workers to congregate in conventional Central Business Districts. Secondly, there is now a clearly defined expression of preference for rural areas away from Sydney. This can be seen in the by now well established movement of “SeaChangers” to the coastal regions supported by an increasing tide of younger people looking for a better environment and cheaper accommodation than Sydney can now provide.



**5.08 Locations for Residential Development**

Having regard to the earlier analysis of opportunities for providing housing and land over the next thirty years, the following distribution of the components of growth are presented and represent the skeleton of a strategic approach to population growth. As can be seen from the map, **Figure7**, the distribution of the components of growth are shown and relate directly to the chart contained in **Annexure 1** which has been used as the vehicle for proposing a form of strategic development that would allow Sydney to absorb at least a substantial proportion of the population growth. However, what the analysis also shows it the extent of the potential undersupply of housing likely to arise by 2036 with inevitable consequences for affordability of accommodation in the Sydney region.

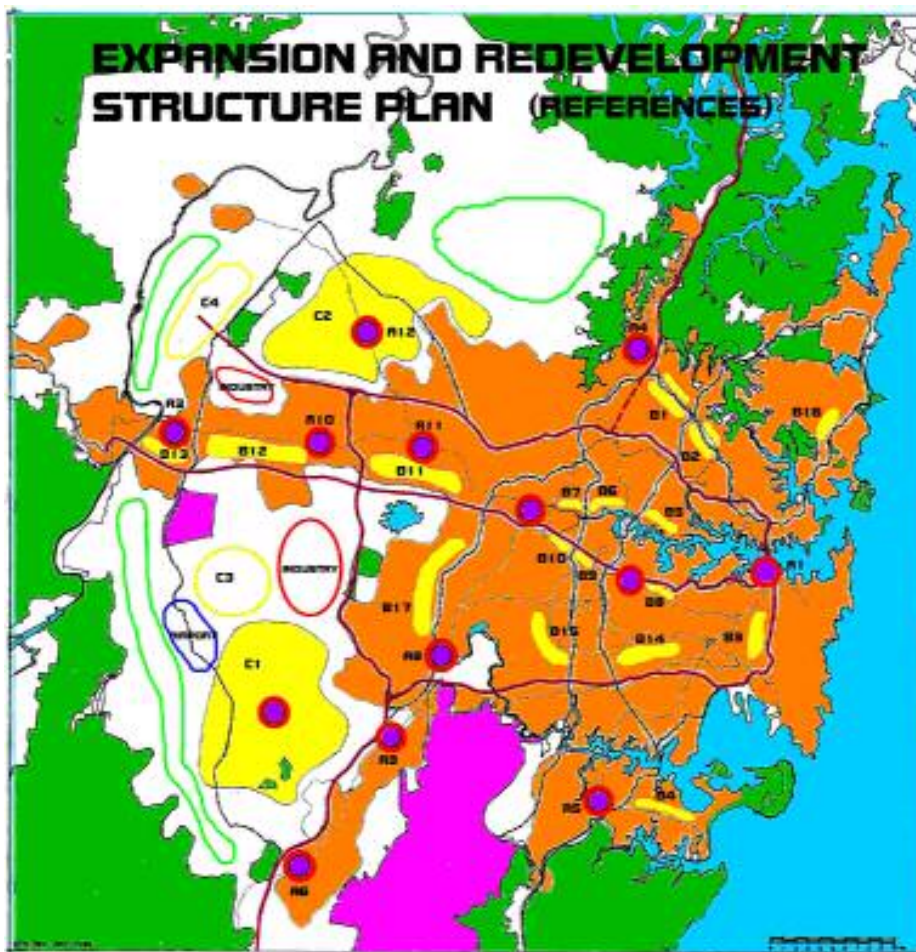


Figure 7 SMI Proposed Development and Redevelopment Location Plan

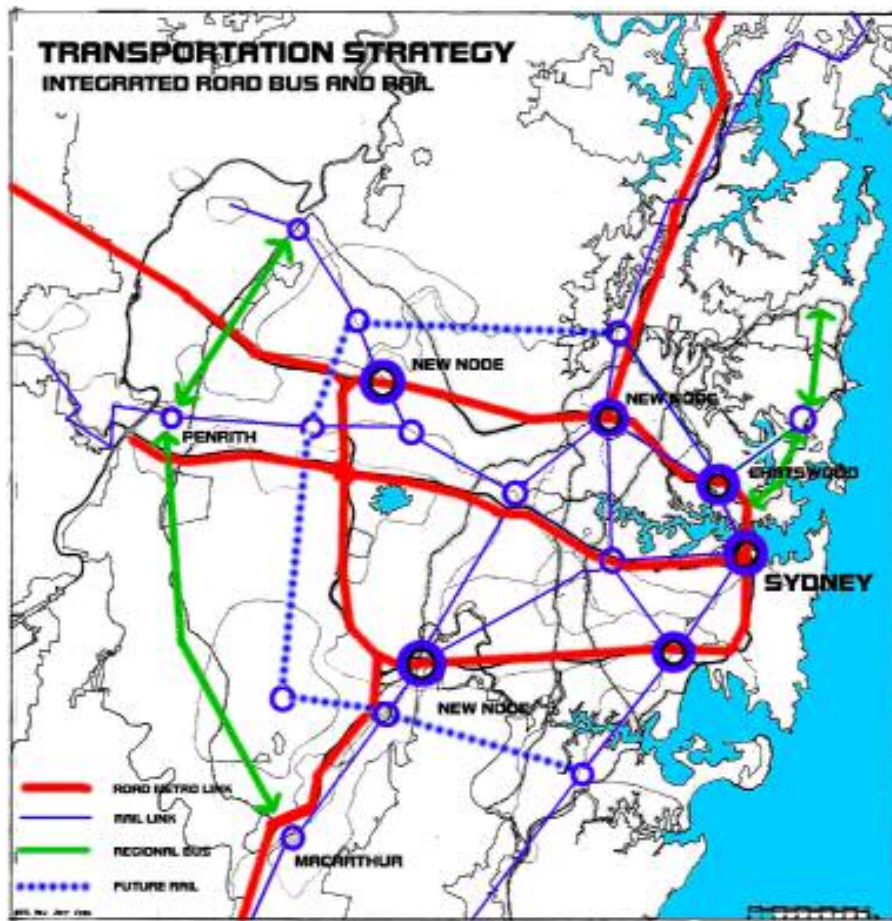
**5.09 Combined Housing Supply Estimates**

On the basis of its own slender resources, the Sydney Metropolitan Institute has made an estimation of the extent of housing that might arise from the five different components discussed earlier and has arrived at a figure of just over 5.3 million persons able to be accommodated. Again this can be compared with the projected population growth at 2036 involving over 6 million people thereby suggesting a

deficiency in accommodation of in excess of 600,000 persons at that date. Assuming such projections have validity, it is readily apparent that expecting the Cumberland Plain to accommodate the projected influx of population is likely to be impossible, and accordingly, finding an alternative becomes imperative.

**5.10 Transportation and Access**

The essential counterpoint to the distribution of land used for housing and other fundamental components of the metropolitan region which require space such as commercial, industrial and recreational activities, is the transportation network. This consists of the road, rail and bus systems and use of these systems also requires interconnection and integration, particularly now that Sydney covers such a large extent of land on the Cumberland Plain.



**Figure 8 SMI Proposed Integrated Transportation Structure Plan**

In presenting an integrated structure plan for transportation, consideration has been given to the need to travel in directions which are not conventionally focussed on the CBD and for this reason, interconnection between road and rail has been given considerable emphasis. By now the Sydney Orbital road system is a committed element of the future road infrastructure and in the course of construction. This is anticipated to create considerable pressure for development in the western parts of



the city and produce a significant counter-flow of traffic movements and commuting compared with the older parts of the city.

The distribution of traffic movements and commuter movements is also intimately related to the location of land uses associated with jobs and in this respect, the industrial areas that exist to the west are seen as requiring special attention relating to goods transfer to Port Botany. For this reason, rail connections have been proposed for the western region in the longer term. Elements of a possible transportation structure plan are shown above in **Figure 8**.

### 5.1 1 Strategic Plan of Sydney

On the basis of the foregoing analysis and proposals, it is now possible to put forward a drawing that combines the elements of housing, business and commercial centres, new industry and the transportation network into a single strategic plan. This is shown in the following illustration, **Figure 9**.

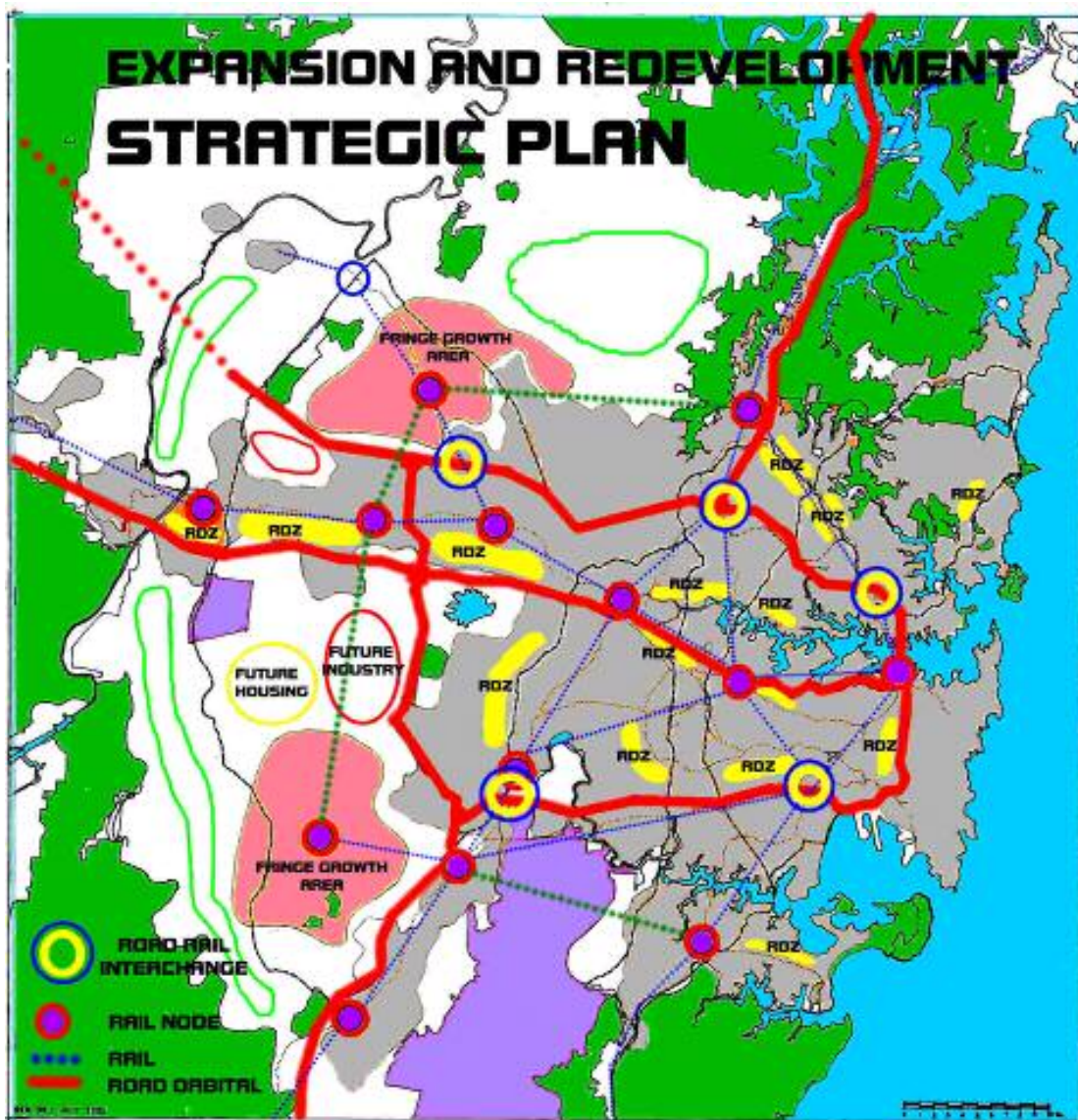


Figure 9 SMI Proposed Sydney Metropolitan Region Strategic Plan (2005 to 2036)

This drawing shows the principal elements of housing as they would relate to the major components of the transportation system. This would be intended to maximize access across the whole of the expanded city area and achieve interlinking between different modes of transport. Major points of intersection would also become the focus of major redevelopment proposals, designed to significantly increase the residential density of such locations.

## 5.12 Strategic Dispersal (Decentralisation)

Assuming that the Cumberland Plain will inevitably constitute a fundamental capacity restraint to population growth in the region, then providing for the population overspill becomes a matter for urgent concern and suggests that consideration of other locations represents the obvious and valid response. In this context, providing for excess population can only rationally be approached by the encouragement of population to relocate to other places, involving a process of strategic dispersal.



Figure 10 Sydney and Networked Cities for 2030

In earlier times, this process was usually referred to as Decentralisation and involved a deliberate administrative process intended to assist urbanisation to occur in the regional areas, most beneficially associated with existing rural towns with significant existing facilities.

In addition, based on long standing preferences among Sydneysiders, escaping from the “Big City”, locations along the eastern coast of New South Wales are anticipated to provide a possible target for selective decentralisation and the creation of new urban areas away from the metropolitan region.

Based on recent research, locations proposed as appropriate for decentralisation would be located in environmentally attractive areas, with access to tertiary educational facilities and proximity to high grade broadband Internet facilities allowing intimate contact with the Sydney CBD. Generally satisfactory locations are suggested in the preceding map, **Figure 10**.

## **6 IMPLEMENTING THE STRATEGIC PLAN**

Converting the Strategic Plan that has been presented in outline to its final form would require the resources and planning staff of the State Government and clearly this is a responsibility that should be responded to by the recently reconstituted Department of Planning. However, in anticipation of the application of such resources, the Sydney Metropolitan Institute has created a list of issues and has suggested appropriate responses that could serve as an underpinning of such a State Government activity.

Perhaps most important of these is the notion that an organisation able to deal comprehensively with planning and implementation in the Sydney Region should be made responsible for creating a comprehensive “blue print” for the future of Sydney and New South Wales. In this it is apparent that many precedents exist both in Australia and overseas. The County of Cumberland Scheme as later expanded in the Sydney Region Outline Plan, provides a very clear statement of the appropriate form of a regional and metropolitan physical, socio-economic and transportation plan that is now required and one that the Sydney Metropolitan Institute strongly supports.

### **6.1 Vision Statement**

- 1.1 Create a vibrant, compact multi-centred city with greatly improved public transport, designed to achieve social, economic and environmental outcomes that are sustainable and environmentally satisfactory.
- 1.2 Complementary regional development and decentralisation to be instituted as a way to expand the reach of Sydney via modern technology and transportation, so as to achieve long term sustainable social, economic and environmental outcomes.
- 1.3 Planning to be both informed by and inform all business sectors and to positively facilitate socio-economic development and employment generating initiatives.



- 1.4 Planning to be both informed by and inform people as individuals, families and groups.
- 1.5 Apply contemporary planning and administrative methods to achieving an appropriate metropolitan strategy including methods of governance, relevant legislation, policies, budgets and plans to be subject to Social Impact Assessment.
- 1.6 Governmental organizations to be reorganized so as to achieve relevant enabling legislation, produce appropriate funding mechanisms and related Governance arrangements (including PPPs and other forms of joint ventures and partnerships) so as to accomplish the defined Metropolitan planning vision, Sydney spatial plan and policies and co-ordinated outcomes.
- 1.7 All organisations, legislation, regulations and projects to be subject to published KPIs, to be monitored and regularly reviewed by the Auditor General assisted by a public Commission of Inquiry every five years.

### **6.2 Governance**

- 2.1 The establishment of a single, special purpose planning and development authority for the Greater Sydney Region (GSR).
- 2.2 The proposed Sydney Metropolitan Planning and Development Authority to be designated as the budget co-ordinating agency (in a consultative partnership with NSW Treasury) in relation to the funding and prioritising of all regional urban infrastructure in the GSR. This includes the strategic oversight, evaluation and negotiation of all PPPs.
- 2.3 PPPs to be negotiated to ensure that private sector partners take on an appropriate proportion of the projects commercial risk and that the NSW public (and future generations) do not underwrite the full commercial risk of projects. PPP contracts to be subject to an overriding public interest caveat.
- 2.4 Government to consider establishing a cost effective "Infrastructure Financial Coordination Institution" to fund the provision of regional urban infrastructure and the creation of the office of "Coordinator General" reporting directly to the Premier of New South Wales.
- 2.5 Develop a single Sydney Metropolitan Plan for the GSR that is strategic, comprehensive and integrated with other major elements including transportation and services infrastructure.
- 2.6 The Sydney Metropolitan Plan's strategic directions to be given statutory force via the creation of a single SEPP or SREP.
- 2.7 The Sydney Metropolitan Plan to be publicly reviewed every 5 years.

- 2.8 Local Councils, either individually or as a group or via their Regional Organisation of Councils, to prepare strategic local or strategic sub-regional plans (and implementation LEPs and DCPs) and other supporting local or sub-regional initiatives to achieve the goals, objectives and provisions of the strategic Sydney Metropolitan Plan and associated Sydney Region Environmental Planning Policy (SREP).
- 2.9 The Local Government Act to be amended so as to require that strategic planning be carried out by Councils in accordance with the goals, objectives and provisions of the Sydney Metropolitan Plan (as amended) including consideration of integrated infrastructure strategy and regional development programs.
- 2.10 Simplified development assessment and appeal processes to be introduced to achieve greater development certainty based on non-legalistic "merit" based assessment.
- 2.11 Financial contributions from the development industry to political parties to be specifically prohibited by legislation.

### **6.3 Scope of Plan**

- 3.1 An integrated and sustainable Sydney Metropolitan Plan would include a spatial Structure Plan (similar to the London Plan 2005) and infrastructure strategy and financial plan.
- 3.2 Growth planning for established urban areas, would involve the nomination of key transportation nodes for commercial and housing intensification.
- 3.3 Undertake environmental studies and prepare action plans for the revitalisation of all commercial centres ( Regional, Sub-regional, District and Neighbourhood).
- 3.4 In addition, growth planning would nominate key localities and transportation corridors for potential intensification.
- 3.5 This would be the basis of regeneration of main road and rail corridors.
- 3.6 Undertake planning for regeneration and intensification of housing in existing suburbs including the introduction of "secondary dwellings" to be permitted in existing dwellings and as a component of new houses.
- 3.7 Protection of existing employment centres and areas to be ensured.
- 3.8 Development of new employment areas to ensure that at least 60% of such development is within or linked to strategic public transport and main road corridors.

- 3.9 Undertake a process of integration of urban plans with large, medium and small business development programs and local social development initiatives.

### **6.4 Sustainable Urban Planning, Land Use and Development Decisions**

- 4.1 Designate a metro-wide network of strategic transport and main road corridors (both existing and proposed).
- 4.2 Promote the clustering of urban activities that generate trips in nodes located within or linked to strategic transport and main road corridors to reduce trip generation.
- 4.3 Give development priority to the intensification of regional, subregional, district, local and neighbourhood centres that are within or linked to designated strategic transport and main road corridors.
- 4.4 Give development priority to the revitalisation of all regional, subregional, district, local and neighbourhood centres.
- 4.5 Place 60% of new employment generating activities within or linked to the strategic transport and main road corridors.
- 4.6 Prioritise inner urban and suburban corridors for new intensified development and urban revitalization.
- 4.7 Give High Priority to revitalise, intensify and expand key inner and middle distance centres that are within both rail and main road corridors.

### **6.5 Regional Development and Decentralisation Policy**

- 5.1 Investigate urban centres in rural New South Wales, suitable for significant expansion based on land area and accessibility.
- 5.2 Locations considered should have tertiary level educational institutions and access to high grade Internet connections via the State telecommunications “backbone”.
- 5.2 Examine land suitability for allowing major expansion of selected rural towns.
- 5.3 Provide allocation in the budget for key land area acquisition.
- 5.4 Prepare draft Structure Plan for urban expansion areas at selected urban centres.
- 5.5 Statutory Planning processes will be associated with local area exposure and public feedback.

- 5.6 Establish Land Development Corporations able to enter into land subdivision arrangements with corporations in the private sector and with Landcom.
- 5.7 Commission consultants to prepare designs for core urban expansion area facilities including remote business centre.

### **6.6 Transport**

- 6.1 Establish a single agency to be responsible for all Public Transport in the GSR.
- 6.2 Integrate fares and services across all transport modes.
- 6.3 Provide frequent and faster services with standardized and consistent stopping patterns relating to passenger demand.
- 6.4 Designate a major access network across the GMR establishing both bus ways and priority bus lanes.
- 6.5 Give priority to expanding the rail clearway project .
- 6.6 Create new freight rail lines to service the Western Sydney Metropolitan Region industrial areas and Port Botany and the Sydney Kingsford Smith Airport.

### **6.7 Water Quality and Supply**

- 7.1 Adopt the Sydney Water Plan and supporting studies as an element in the Strategic Plan and make appropriate budgetary allocations to fund this work.
- 7.2 BASIX methodology to be applied to all forms of major development.
- 7.3 Water Pricing to be related to consumption.
- 7.4 Water Recycling to be reassessed as a means of meeting water consumption demand.
- 7.5 Effluent Recycling to be reassessed as a means of meeting water consumption demand.
- 7.6 Storm Water Retention, Storage and Recycling to be instituted.
- 7.7 Investigate the creation of new water catchments and the provision of supplementary water storage dams based on cost benefit and risk analysis and where their utility is demonstrated, undertake their construction as a matter of urgency.
- 7.8 Investigate the provision of a Desalination Plant as a possible response to Sydney's water demands, based on appropriate cost benefit and environmental risk analysis.

## **6.8 Air Quality**

- 8.1 Air Quality Modelling be undertaken of the western part of the Sydney Region.
- 8.2 Air Quality Monitoring be commenced in all new housing areas.
- 8.3 Atmospheric Characteristics of the Sydney Basin to be investigated as a basis for advanced engineering modeling.
- 8.4 Public Health Impacts of Air Pollution to be assessed in the context of micro-climatic studies of new housing areas.
- 8.5 Carry out an Air Quality Evaluation of the probable impact of the Metropolitan Strategy particularly having regard to Western Sydney.
- 8.6 Integrated Air Quality measures to be investigated as a basis for the application of relevant new legislation and performance targets.

## **6.9 Socio-Economic development**

- 9.1 Employment generating activities, development and land use to acknowledged and supported by planning initiatives.
- 9.2 Socio-economic interactions, networks and flows to be acknowledged and supported by planning initiatives.
- 9.3 Conservation of key existing employment areas and centres to be investigated and acknowledged in the new plan for Sydney.
- 9.4 Mixed development in existing industrial, commercial or business areas to be subject to residential amenity standards.
- 9.5 Business and industrial areas containing activities that cause significant adverse residential amenity impacts or industrial risks are to be protected from the incursion of new residential development that may restrict those enterprises and employment generating activities.
- 9.6 The availability or inclusion of buffer areas and the creation of a land use compatibility index for mixed development should become the basis for assessing future development proposals.
- 9.7 New single dwellings and multi-unit housing proposed, to be prohibited from locations within the current or future airport noise foot-print area.

## **6.10 Metropolitan Infrastructure Projects**

- 10.1 Sydney Orbital and Sydney Airport Tunnel.



- 10.2 Road project design to embrace the aim of responding to existing and reasonable future demand rather than stimulating it.
- 10.3 All major suburban corridors to have "fixed" public transport.
- 10.4 Four new rail lines - Hills District, Leppington, Cross Harbour, Randwick to be implemented.
- 10.5 Three metros from Dee Why to Miranda, Victoria Rd to Maroubra and Parramatta Rd to North Sydney be evaluated in the context of the Strategic Plan for Sydney.
- 10.6 Four light rail corridors to be evaluated in the context of the Sydney Strategic Plan - Lilyfield to Burwood, Parramatta to Epping, City to Bondi Beach and City to Mascot.
- 10.7 Build dedicated freight rail links to three depots.
- 10.8 Progressively refurbish or rebuild all city underground stations and simplify suburban stops.

## **7 GENERAL CONCLUSIONS**

This document seeks to take a general overview of a highly complex series of issues relating to the future growth of the Sydney Metropolitan Region and present suggestions as to how it should be planned for future growth and change. Some of the key issues have been addressed and some of the processes by which desirable environmental and social change should be accomplished have been set down for consideration and expansion by the State Government.

In this general context, it is suggested that a limited number of crucial issues need to be addressed in responding to the growth of Sydney in the longer term. These are:

- **The extent and location of housing in the metropolitan region given inherent constraints to growth.**
- **The method of access and transportation associated with new and existing housing and jobs.**
- **The implications of public attitudes to development and the realities of market and economic forces.**
- **The expansion of Sydney into the rural regions on a basis of selective decentralisation.**

These issues suggest that, in lieu of a disparate array of management based approaches, Sydney urgently requires a new comprehensive Strategic Plan, together with a corresponding plan for urban dispersal to the rural areas of the State.

The Sydney Metropolitan Institute believes that an unambiguous strategic plan for the metropolis constitutes a fundamental component in establishing Sydney as the leading Global City in the region and confirming its economic status. However, equally, it is considered that such a plan would need to be informed by the business

community as a whole, including the development and property industry and the general public. In addition, as for its predecessor of nearly 50 years ago, the County of Cumberland Plan, a new Strategic Plan for Sydney should receive general parliamentary and local government support.

The preliminary Strategy Plan that has been developed by the Sydney Metropolitan Institute, in essence consists of specific proposals for the distribution of land for housing both in existing and new fringe areas, coupled with an integrated plan for transportation across the whole of the Sydney Region designed to maximise access for residents and commuters by bus, rail and private motor vehicle. In particular, the implications of the new Sydney Orbital route have been expressed in this plan and the potential impact on growth of housing and industry in Western Sydney.

In this context, while the linking of the transportation plan to the land use disposition plan is critical, it is the existence of the travelling public that will determine what is required in detail. The Institute anticipates that engineering skill in transportation planning, will be able to specify an adequate public and private transportation system, where the distribution of patronage and usage is directly determined by the location of the disparate land uses, including housing, industry, commercial centres and recreation space. Evidently this latter exercise is well beyond the scope of this discussion paper although the key elements of such a transportation system have been defined.

**ANNEXURE 1 HOUSING AND POPULATION ESTIMATES  
FOR DRAFT STRATEGIC PLAN OF SYDNEY  
AND NEW SOUTH WALES**

The assumption made in arriving at figures for housing supply and associated population capacity are most easily presented in tabular form and this follows in **Figure 10**. In undertaking this analysis, it has to be emphasised that the Sydney Metropolitan Institute has undertaken this exercise entirely with its own resources which are inherently limited and therefore, the land use assessment must be subject to further detailed investigation. This is seen as directly the responsibility of the State Government where both the resources of manpower and funds are to be found and to a lesser extent, Local Government which constitutes the implementation and consenting authority for future development.

**POPULATION GROWTH ASSUMPTION AND  
STRATEGY - SYDNEY 2005 TO 2036**

	<b>(A) CENTRE REDEVELOPMENT (SMI Estimate)</b>		<b>(B) LOCAL AREA REDEVELOPMENT (SMI Estimate)</b>	
	<b>NEW POPN</b>	<b>NEW DWELLS</b>	<b>NEW POPN</b>	<b>NEW DWELLS</b>
1 CBD	5000	2174	1 Pacific Highway North	2000 870
2 Parramatta	15000	6522	2 Pacific Highway South	2000 870
3 Penrith	3000	1304	3 Waterloo	1500 652
4 Hornsby	2000	870	4 Kingsway	3000 1304
5 Sutherland (W)	3000	1304	5 Victoria Road East	2000 870
6 Macarthur	4000	1739	6 Victoria Road Centre	2000 870
7 Strathfield	2000	870	7 Victoria Road West	2000 870
8 Liverpool	5000	2174	8 Parramatta Road East	3000 1304
9 Macquarie Fields	1000	435	9 Parramatta Road Centre	4000 1739
10 Mount Druitt	2000	870	10 Parramatta Road West	5000 2174
11 Blacktown	3000	1304	Great Western Highway (E)	3000 1304
12 Rouse Hill	3000	1304	Great Western Highway (W)	4000 1739
			13 Penrith	1000 435
			14 Hurstville	2000 870
			15 Bankstown	3000 1304
			16 Brookvale	1000 435
			17 Liverpool	3000 1304
<b>TOTAL</b>	<b>48000</b>	<b>20870</b>	<b>TOTAL</b>	<b>43500 18913</b>

# STRATEGIC PLAN FOR SYDNEY AND NEW SOUTH WALES

<b>(C) PERIMETER EXPANSION AREAS</b>			<b>(D) METRO AREA INTENSIFICATION</b>		
<b>(DIPNR Figures)</b>			<b>(SMI Estimate)</b>		
1 South West Expansion area	274500	98036	<b>Assume 5% increase in population over 30 years in existing areas by site by site redevelopment and duplication of dwellings</b>		
2 North West Expansion area	162800	58143			
<b>(SMI Estimate)</b>					
3 <i>Centre Expansion area</i>	50000	34783			
4 <i>Far West Expansion area</i>	20000	13043	<b>4300000</b>		
			<b>persons at 2005</b>	215000	93478
<b>TOTAL</b>	<b>507300</b>	<b>181179</b>		<b>215000</b>	<b>93478</b>
<b>(E) CORRIDOR GROWTH AREAS</b>					
<b>(DIPNR Figures)</b>					
1 North West	70644	25230			
2 West	24318	8685			
3 South West	99050	35375			
4 North East	18592	6640			
5 South East	840	300			
6 Central Coast	15092	5390			
<b>TOTAL</b>	<b>228536</b>	<b>81620</b>			
<b>METRO-SYDNEY POPULATION GROWTH TO 2036</b>					
<b>A + B + C + D + E</b>	<b>1042336</b>	<b>396059</b>			
Existing population at 2005	<b>4300000</b>	<b>1869565</b>	Predicted Metro-Sydney Population at 2036	<b>6000000</b>	
Total Population Capacity at 2036	<b>5342336</b>	<b>2322755</b>	Expanded population	<b>5342336</b>	
			Deficit population capacity/dwellings	<b>657664</b>	<b>285941</b>
<b>POTENTIAL METRO DISPERSAL AREAS</b>					
1 Lower Hunter urban expansion	100000	40000			
2 Wyong expansion	50000	20000			
3 Dapto expansion	20000	8000			
4 Lismore-Ballina expansion	150000	60000			
5 Grafton expansion	150000	60000			
6 Moruya expansion	100000	40000			
7 Armidale expansion	75000	30000			
8 Queanbeyan - Canberra expansion	50000	20000			
<b>TOTAL</b>	<b>695000</b>	<b>27800</b>			

**ANNEXURE 2 HOUSING AND POPULATION DATA OBTAINED FROM DEPARTMENT OF INFRASTRUCTURE, PLANNING AND NATURAL RESOURCES**

**SYDNEY SD HOUSING GROWTH 1998 TO 2007**

**HISTORICAL AND PROJECTED HOUSING FROM DIPNR DATA**

REF. NO.	AREA	98/99	99/00	00/01	01/02	02/03	03/04	04/05	05/06	06/07	9 YEAR TOTAL	AVERAGE %PER ANN TOTAL	%FLATS
1	INNER RING	8080	7541	7375	6001	7475	7370	7100	5365	5150	61457		98
2	MIDDLE RING	6263	7926	7236	7409	7180	8495	8730	7670	7350	68259		90
3	OUTER RING	7393	8187	8170	7313	6110	7025	7045	6375	6375	63963		71
	<b>TOTAL</b>	<b>21706</b>	<b>23654</b>	<b>22781</b>	<b>20723</b>	<b>20765</b>	<b>22890</b>	<b>22875</b>	<b>19410</b>	<b>18875</b>	<b>193679</b>	<b>21519.89</b>	
	<b>TOTAL DWELLINGS AT 2001</b>										<b>1546691</b>		<b>1.39</b>

Over the last 9 years, 193679 dwelling have been created. This represents approximately 21,500 dwellings per annum. Given the decline in available land, this rate is unlikely to continue.

Based on DIPNR current assumption of 17000 dwellings per annum for 30 years leads to 510,000 dwellings and population of 1173000 persons. Together with Fringe Area population, this would lead to a metro-population of **1838863**

If figure of 20% of 1173000 achieved then 234600 persons. This is more realistic given political and market problems that would have to be overcome. Based on the SMI figure for existing urban development, the population to be accommodated would be **900463**

**Table of Dwellings and Population for the Existing Sydney Urban Area**



**Growth Corridors Dwellings and Population**  
 (Source: DIPNR - Metropolitan Development Programme 2002)

REF. NO.	LOCALITY	DWELLINGS	POPULATION	OCCUPANCY RATE
1	North West	25230	70644	2.8 per lot
2	West	8685	24318	
3	South West	35375	98050	
4	North East	6640	18592	
5	South East	300	840	
6	Central Coast	5390	15092	
	Gosford &Wyong			
	<b>Total</b>	<b>81620</b>	<b>228536</b>	
	<b>Total Dwellings in the Corridors</b>	<b>81620</b>		
	<b>Total Population in the Corridors</b>		<b>228563</b>	
	<b>Total Fringe Area Population</b>		<b>665863</b>	

**Table of Dwellings and Population for the Growth Corridors**

**ANALYSIS OF HOUSING AND POPULATION IN NW AND SW PROPOSED URBAN EXPANSION AREAS**

North West Urban Expansion Area (Source: DIPNR)				South West Urban Expansion Area (Source: DIPNR)					
REF. NO.	LOCALITY	DWELLINGS	POPULATION OCCUPANCY RATE	REF. NO.	LOCALITY	DWELLINGS	POPULATION OCCUPANCY RATE		
1	Riverstone	8500	24000	2.8	1	Edmonson Park	8500	23800	2.8
2	Riverstone West	500	1400	2.8	2	Oran Park	8000	22000	2.8
3	Vineyard	1500	4200	2.8	3	Marylands	9000	25000	2.8
4	Riverstone East	3500	10000	2.9	4	Austral	8000	22000	2.8
5	Area 20	1500	4200	2.8	5	Leppington N	12000	33000	2.8
6	Schofields	4000	11200	2.8	6	Leppington S	12000	33000	2.8
7	Alex Avenue	7000	20000	2.9	7	Leppington E	2000	6000	3.0
8	Nirimba	2000	5000	2.5	8	Catherine Fields N	8000	22000	2.8
9	Marsden Park et al	15000	42000	2.8	9	Catherine Fields	8000	22000	2.8
10	Box Hill	11000	31000	2.8	10	Turner Road	700	1700	2.4
11	North Kellyville	3500	9800	2.8	11	North Rossmore	6500	18000	2.8
					12	Rossmore	6500	18000	2.8
					13	Bringelly	5000	14000	2.8
					14	Bringelly N	5000	14000	2.8
	<b>Total</b>	<b>58000</b>	<b>162800</b>	<b>2.8</b>		<b>99200</b>	<b>274500</b>	<b>2.8</b>	
	<b>Total Dwellings in NW and SW Urban Expansion Areas</b>						<b>157200</b>		
	<b>Total Population NW and SW Urban Expansion Areas</b>						<b>437300</b>		

**Table of Dwellings and Population for the Edge Growth Areas**