

Ray Rauscher  
41 Swan St  
Kanwal 2259  
6<sup>th</sup> May 2005  
Tel. 02 4392 3372

Committee Manager  
Standing Committee on Public Works  
Parliament House  
Macquarie Street  
Sydney 2000

**Re: Inquiry into Infrastructure Provision in Coastal Growth Areas**

Dear Sir/Madam,

Find herein my submission for the above Inquiry, including two attachments.

Thank you, the Inquiry staff, Legislative Assembly, MPs and the NSW Government for the work that has gone into setting up this most important Inquiry.

I am a post grad researcher at the University of Newcastle, School of Applied Sciences, Central Coast Campus. I recently looked at the question of infrastructure on the Central Coast in putting together two submissions to the NSW Government's Metropolitan Strategy. These submissions were in response to two State government documents, the *Ministerial Directions Paper* (DIPNR 2004) (Metropolitan Strategy) and the *Metropolitan Strategy Discussion Paper* (DIPNR 2004). The infrastructure questions addressed in these submissions include all of the five areas the Inquiry is examining (reference the Inquiry's *Call for Submissions*). I thus submit these two submissions to the Inquiry for its consideration of issues raised therein.

I would like to be notified of any time available to make a formal presentation to the Inquiry; however I'm only in Sydney on Tuesdays and Fridays.

Sincerely yours,



Ray Rauscher  
Researcher

Encl. 2

# Submission on the NSW Government's Metropolitan Strategy 2004

A case for a Greater Metropolitan Strategy Based on ESD Urban  
Planning Principles

Submission on the Metropolitan Strategy under the Department of  
Infrastructure, Planning and Natural Resources (DIPNR)

and

Submitted subsequently to the Inquiry into Infrastructure Provision in  
Coastal Growth Areas under the NSW Legislative Assembly Standing  
Committee on Public Works

Completed by Ray Rauscher  
School of Applied Science  
Univ. of Newcastle  
Central Coast Campus

Date: 30th November 2004 for DIPNR Submission  
Date: 6th May 2005 for Inquiry into Infrastructure Provision Coastal Growth Areas

Tel. Ray Rauscher – University Home 02 4392 3372  
Email: ray.r@idl.net.au

## **Metropolitan Strategy**

Submission on the NSW Government's Metropolitan Strategy 2004

And Submission to Legislative Assembly Inquiry into Infrastructure Provision in Coastal Growth Areas 2005

Submitted by Ray Rauscher, University of Newcastle, Ourimbah Campus, School of Applied Sciences

### **Background**

The Department of Planning, Infrastructure and Natural Resources (DIPNR) needs to be congratulated on taking steps to produce a Metropolitan Strategy (MS). The Department's work in producing documents, holding community forums, appointing sustainability commissioners, maintaining a MS web site and making available staff to brief public meetings are commendable. The subject of metropolitan strategies is complicated and subject to: considerable public scrutiny, development pressures, and changing statutory controls. The exercise is highly political as it is government itself that sets directions and funds urban development. This end product can also be measured in outcomes years later, although usually too late to affect the built product. To hold public interest means the government needs to use language that the public understands, yet is held to scientific and financial testing. Finally the expertise required to produce a MS is multi-disciplined and subject to political will.

I submit these comments on the MS planning process and refer to the two MS released publications, the *Ministerial Directions Paper* (DIPNR 2004a) and the *Metropolitan Strategy Discussion Paper* (MSDP) (DIPNR 2004b). It is appreciated that the MS process itself will be ongoing. Recommendations as presented in this submission are to be considered as part of the current MS document work. It is recommended however that a draft MS be put on public exhibition for comment given the importance of the exercise. An exhibition will also create further public ownership and provide valuable feedback potential to the Government.

The tight timeframe of the MS documentation is commented on in the paper, with a suggested 1-2 additional years work recommended. This time is considered minimum for such a strategic exercise (especially to accommodate citizen, local government (LG) and Federal government engagement). Comments made follow the sequence of the pages within the documents referred to (with references and page numbers noted where appropriate). For the purposes of comments within this submission 'Sydney Metro' refers to the Sydney metropolitan region, as distinct from the other three GMR regions – Illawarra, Central Coast and Lower Hunter. A summary list of all recommendations is in **Appendix A**.

## **1. Metropolitan Strategy – Ministerial Directions Paper, May 2004**

### **1.1 Planning for the Greater Metropolitan Region**

The Ministerial Directions Paper (MDP) canvasses the issues and framework for the MS. Unfortunately the MDP doesn't refer back to key Greater Metropolitan Region (GMR) planning strategies such as the *Cities into the 21<sup>st</sup> Century* (1995), the *Shaping Our Cities* (DIPNR 1999), *Shaping of Western Sydney* (DIPNR 1999), *Shaping of the Central Coast* (DIPNR 1999) and transport strategies such as *Transport 2010* (DOT 1995). Other documents also needing MS reference include *Integrated Transport and Land Use* (State Environment Planning Policy) (SEPP 66) and the *Native Vegetation Reform Implementation Group (NVRIG)* (DIPNR 2002) natural resource legislation. This latter legislation includes the establishment of the catchment management authorities (CMAs). The DIPNR was established to coordinate infrastructure, planning and natural resources; hence a fuller explanation of the Department's role is required within the MS. This reference back to key documents is important to provide the historic sequence of infrastructure, planning (including transport) and natural resource planning currently affecting the GMR.

Recommendation 1. That the MS be completed and exhibited as a GMR wide strategy.

## 1.2 Regional Planning Sciences

The MS, while stating it is a GMR strategy, is more a Sydney Metro region strategy. The MSDP states that further regional strategies "*will be completed*". The MS focuses almost exclusively on Sydney Metro thus weakening regional science practices. This MS focus also leaves the remaining 3 GMR regions without substantial planning analyses to enable the public to comment on (i.e. making comparisons of development scenarios across the GMR).

Recommendation 2– that the MS needs to be ESD based and to include regional science and applied science parameters.

Recommendation 3 – that the MS be required to meet all relevant ecologically sustainable development (ESD) principles as prescribed in international (i.e. Agenda 21), national (i.e. greenhouse) and State ESD (i.e. biodiversity) protocols.

## 1.3 Timing to Complete MS

Strategies for cities take time and it appears that the process of judicious planning is being swept aside by government imposed pressures of a one year framework. No less than 1-2 additional years is required (and three times the staff as allocated to date) for the MS to be a ~~twentieth~~<sup>21<sup>st</sup></sup> century urban strategy plan encompassing thirty years (including ongoing reviews). The reason why metropolitan strategies have taken the time<sup>1</sup> they do in other Australian and overseas metropolitan centres is the level of engagement with the community and the comprehensiveness of the final strategies that those States and local governments (LGs) set out to achieve. The South Australian Government spent 2-3 years to achieve the *South Australia Strategic Plan* (SA2004a). The South Australian Government's '*Premier's Round Table on Sustainability Report*' (SA2004b) recommended in late November 2004 that the SA government "*deliver a clear and sustainable State Strategy Plan*"

Recommendation 4 – that a further 1-2 years as required be applied to the MS to ensure a sound and expanded strategy embracing the GMR

## 1.4 NSW Planning Reform

The MS needs to be linked to the NSW *Planning Reform* (PR) (DIPNR 2004) program currently under draft. The comprehensiveness of the PR dictates that a clear understanding of the statutory links between the PR and the MS be established.

Recommendation 5 – that the MS spell out the links, implications and implementation procedures between the Planning Reform (PR) and the MS.

## 1.5 Growth Centres and Population Impact

Under 'Growth Directions' (five main aspects) it appears the MS emphasis is on the Sydney Metro and not the GMR.

Recommendation 6 - that the MS needs to incorporate a wider analysis, including population carrying capacities, footprint analyses and urban economic cost benefits of population growth in Sydney Metro (weighed against the other three GMR regions of Illawarra, Central Coast and Lower Hunter as well as Regional NSW).

## 1.6 Definition of Sydney Metro and GMR

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<sup>1</sup> Adelaide taking three years, Melbourne three years, Perth four years and Chicago eight years to complete metropolitan strategies

The front cover of the MDP states 'Metropolitan Strategy', but the first sentence of the document states 'Sydney Metropolitan Strategy', thus leading to confusion. The map on p4 is also confusing as it shows the Central Coast a part of Sydney Metro (in same colour).

Recommendation 7 – that the MS include detail on the definition of Sydney Metro and the GMR.

### **1.7 GMR and NSW Regional**

There is confusion as to what detail of planning will be engaged in within the outer three (3) GMR Regions (Illawarra/Central Coast/Lower Hunter). Issues common to all four GMR regions can not be separated out from analysis as is followed within the MS (i.e. transport, infrastructure, employment, housing provisions, utility servicing, health systems, etc.).

Recommendation 8 – that the MS be inclusive in planning for the GMR and it spell out the additional studies required and their timeframes following adoption of the MS.

### **1.8 Maps and Boundaries Clarification**

This section (Snapshot of Sydney) provides data on 'Sydney' without making it clear that this is 'Sydney Metro' and not the GMR. The MS content here appears to place Sydney Metro and the Central Coast together.

There is also confusion with the comment "*Sydney experiencing rapid growth, with further 1 to 1 1/4m new residents anticipated over the 25-30 years*". What boundaries of 'Sydney' does this refer to?

Recommendation 9 – that maps containing projected populations by the four GMR regions be included in the MS.

### **1.9 Sustainable Transport ((ref. Building on Achievements (3.1 Management Travel))**

While transport comments appear to relate to the GMR (i.e. '*new system of high frequency buses in strategic corridors within the GMR*'), the recommendations are Sydney centric.

Recommendation 10 - that a comprehensive GMR sustainable transport strategy accompanies the MS.

### **1.10 Economic Needs and GMR ((ref. Competitive Economy (p8))**

The competitive economy examples given within the MS are all within Sydney Metro except for one. That one reads "*appropriate planning settings* (presumably this means employment and lands) *in centres across the GMR are also necessary*".

Recommendation 11 - that the economic parameters of the whole GMR be included within the MS.

### **1.11 Environment and Natural Resources (ref. Management of Our Environment and Natural Resources)**

This section is entirely Sydney Metro centric and doesn't mention the GMR and its environment and natural resources. In practice it is the three GMR regions outside Sydney Metro that bear considerable weight in environment and natural resource impact in serving the Sydney footprint.

Recommendation 12 - that environment and natural resource restraints of the whole GMR be included within the MS.

### **1.12 Infrastructure**

The comments here appear to relate to the full State budget, the question raised is whether this is solely Sydney expenditure. Comparative budget figures are required for the whole State, Sydney Metro, GMR and Regional NSW

Recommendation 13 – that the infrastructure expenditure be broken down into the four regions of the GMR and also Regional NSW and demand comparisons be made.

#### **1.13 Sustainability (Ref. Competitiveness)**

There is confusion in the statement “*Sydney and the GMR’s capacity to compete in globalised markets*” when matched against the next sentence “*growing knowledge based jobs across the Sydney Region*”. It is confusing which region is being referred to.

Recommendation 14 - the aspects of globalisation and competitiveness are assessed within the MS across the whole GMR.

#### **1.14 Corridors (Ref. Challenge - Managing Urban Growth)**

The MDP introduces the subject of corridors, such as the Sydney to Canberra Corridor. There is however a need to connect the planning basis of these corridors to the GMR planning. An important corridor not mentioned in the MSDP is the Western Region Corridor (Lithgow/Bathurst/Dubbo). It would appear all corridors (including the Lower North Coast) should be identified early in the MS aims. Perhaps these corridors could be named as ‘NSW regional urban corridors’ to reinforce regional identity, corridor planning parameters and community involvement in the MS process.

#### **1.15 Sustainability (Ref. Linking Regions)**

There are several comments made about “the long term”. There is however no indication how the MS will address these long term questions over MS’s life of 30 years.

Recommendation 16 – that long term questions raised in the MSDP be addressed within current MS work.

#### **1.16 Greenfield (ref. Managing Urban Growth, Section 5)**

The statements are made “*no further Greenfield development in Sydney is identified*” and “*limited greenfield supply in Illawarra and Central Coast*”. There is no further analysis within the MSDP however of the greenfield growth areas.

Recommendation 17 – that a thorough critique of greenfield sites including supply, location, timing of release and settlement, full infrastructure provision, ESD guidelines and LG greenfield financing be spelled out in the MS.

#### **1.1.7 Regional Structure Planning.**

It is unclear if this section refers to the GMR or Sydney Metro.

Recommendation 18 – that the Regional Structure Planning should be for the whole GMR.

#### **1.18 Directions**

The statement is made on determining release areas - “*Only release greenfield land where developers help provide the needed infrastructure to meet sustainable criteria* “. There is no further information on what are the ‘needed infrastructure and sustainable criteria’ (beyond the current S94 contributions).

Recommendation 19 – that the MS spell out how developers and LG can help provide infrastructure and meet sustainable criteria.

#### **1.19 Housing**

The housing parameters and investigations noted for Sydney Metro are also needed in the three other GMR regions.

Recommendation 20 – that a housing needs analysis be done within the MS for the GMR

#### **1.20 Economic Growth (refer to 1.10 above)**

There is a comparison of economic growth within the GMR; however the analysis appears Sydney centric. This is also the first time the ‘Hunter’ as against the ‘Lower Hunter’ is mentioned.

Recommendation 21 – that the MS include an assessment of GMR boundaries within the GMR, including the status of the Upper Hunter and Lithgow sub-regions.

#### **1.21 Natural Resources (NR) (refer to 1.11 above)**

Several NR needs (i.e. water) are noted in terms of the GMR, yet there is no suggested analysis of the full range of NR needs (i.e. gas, coal, sand, etc.). These NR needs and protection strategies are often compromised by urban settlement (i.e. gas drilling in the Wyong Valleys and ground water extraction on the Mangrove Mountain Plateau of recent note).

Recommendation 22 – that the issue of natural resources and their conservation be assessed for the whole GMR

#### **1.22 Directions (refer to 1.18)**

There are a number of urban development directions noted; however it is unclear if these directions apply to Sydney Metro or the GMR.

Recommendation 23 – that urban directions should be approached on a whole of GMR basis

#### **1.23 Green Landscape**

The securing of urban green space within the MS appears Sydney favoured based (only exception being Mount Penang at Gosford and identification of Thornton-Killingworth area in Lake Macquarie).

Recommendation 24 – that the green landscape analysis be conducted over the GMR and funding allocations be based on the analysis results

#### **1.24 Transport**

The statement is made “*Sydney's North West, South West and the Central Coast (where existing) transport infrastructure needs to be improved*”. There is however no follow-up analysis on how this transport infrastructure will be assessed as a whole system, prioritised and financed accordingly. The ‘immediate priorities’ noted are all Sydney Metro based.

Recommendation 25 – that priority of transport be based on a sustainable transport strategy (noted in ‘9’ above) and priorities be across the GMR.

Recommendation 26 - that sustainable transport strategy needs to include rail, bus, and cycle planning within the GMR and Regional NSW.

#### **1.25 Airports, Ports and Freight**

There is no mention of airports, ports and freight within the three GMR regions outside Sydney Metro (i.e. Williamstown Airport). There is no mention for example of Newcastle’s role in ports planning. The rail versus road conflicts within the GMR needs examination under sustainability criteria application.

Recommendation 27 – that airports, ports and freight planning be considered for the whole of the GMR

#### **1.26. Providing Infrastructure**

The statements is made -"*Sydney's transport, water and building assets are coming under strain*", correctly suggesting a major planning concern

Recommendation 28 –that the extent and the cost of upgrading Sydney's infrastructure should be subject to a cost benefit analysis in the GMR regions and Regional NSW.

#### **1.27. Financing**

The statement is made - "*State Government's \$30b.4 year program (\$6b. is income earning debt).*" suggesting there will be major expenditure needs under the MS.

Recommendation 29 – that the financing of infrastructure for Sydney Metro and the whole GMR and Regional NSW be subject to ESD based urban economic theory (including equity and social capital theory).

#### **1.28. Cost and Equity (Directions)**

The statement is made that "*State Government budget processes to match infrastructure priorities*". The State Government embarked on regional based infrastructure plans and budgets for regions (including public input and final plans released) about 1997, however this process seems to have ceased.

Recommendation 30 – that there needs to be infrastructure plans for all GMR regions on a cost and equity basis and to include comparative needs references to Regional NSW.

#### **1.29. North and South Coasts**

The statement is made that "*the Lower Hunter and Illawarra will be included in strategies for the North and South Coasts*". This statement, as it comes late in the report, needs expansion and explanation.

Recommendation 31 – that the North and South Coasts be examined within the MS (and including linkage considerations to the GMR).

#### **1.30. Central Coast**

Comments are made about the Central Coast as "*car dependent communities*" and "*areas of new urban development are limited by environment constraints*". These comments illustrate the priority for planning for the whole GMR to gain a relativity of urban impacts and costs of addressing.

Recommendation 32 – that the relative needs and financing of all four GMR regions be done under the MS.

#### **1.31. Release Areas**

It is stated that the North West area is being investigated as a "*possible new release area based on a new rail and town centre*".

Recommendation 33 – that more analysis of timing and budget commitments are required within the GMR (i.e. release areas, new rail developments, major roads and new town centres).



## **2. Metropolitan Strategy Discussion Paper (MSDP) (undated but released in August 2004)**

### **Introduction**

Most of the core planning issues was raised in the MDP as commented on in Section 1 above. Brief comments are now offered on the MSDP. In general as the MSDP was released about half way through the MS planning process it is noted that there was no feedback or reporting of the MS process to that date (i.e. the forums that were held and reports submitted). There is in general no 'process and path directions' for the MS (i.e. statutory basis and how it links to budgets, transport and infrastructure planning across the GMR). Little mention is made of new strategies needed to realise the finances required to fulfil the MS recommendations.

### **2.1 Submissions Considered**

The discussion paper gives minor attention to the community submission process.

Recommendation 34 – that a more comprehensive MS be circulated for comment after all submissions are considered and leading up to a final exhibition.

### **2.2 Catchment Management Authorities**

The role of Catchment Management Authorities (CMAs) needs addressing, in particular the costs of projected environmental rehabilitation and protection measures. The CMA Blueprints for the GMR spell out costs projected over 10 years (stated in hundreds of millions of dollars).

Recommendation 35 – the MS needs to address and incorporate the role of CMAs (i.e. planning carried out by the CMAs)

### **2.3 Seven Centres Under Centres Policy (p3)**

There is a question of what the Centres Policy is and how the seven centres was nominated.

Recommendation 36 – that the Centres Policy be explained, in particular how all urban centres that are eligible can participate

### **2.4 Financing (p3)**

There are a number of budget items noted here but no cost benefit analysis or economic rationale for the selection of the projects be presented. Normally budget items are located in the concluding portions of a strategy plan, emanating from a planning analysis.

Recommendation 37 – that a full budget costing be incorporated within the MS document

### **2.5 Transport (p7)**

There is insufficient analysis of the transport needs of the GMR within the MS.

Recommendation 38 – that the transport information on page 7 be incorporated into a sustainable transport study.

### **2.6 Towards a Sustainable City (p10).**

This topic of sustainable cities needs much more information and analysis. This should include: ESD criteria applied to Sydney Metro's footprint and the costing of further expansion within the Sydney Metro and the other three GMR regions and meeting UN Agenda 21 (UN 1992) criteria, (i.e. greenhouse and climate change). The inclusion of the latest environmental science findings need addressing (refer to the Premier's comments on climate change broadcast on *ABC Lateline* on the 15 November 2004). There are many examples of cities that have now engaged in ESD

based urban planning (i.e. Portland, Oregon and Toronto, Canada) and these should be canvassed and best practice results adopted within the MS.

Recommendation 39 – that a full ESD based urban planning approach be central to the MS.

## **2.7 Photos and Maps**

Within the MSDP the photos need referencing and the maps need titles.

## **2.8 Sustainability Commissioner**

The appointment by the government of two sustainability commissioners during the MS work is commendable.

Recommendation 40 – that the government extends the sustainability commissioners positions and review the best practice outcomes of these positions, particularly across all State Departments and LG.

## **Conclusions**

The task before the government in adopting a MS is challenging. This task includes balancing the ESD requirements of social, economic and environmental principles. There is a growing awareness among people of the need for a more ‘conservative society’ (Trainer 1998) and the means to achieve a state of equilibrium (Saul 2002). The paper has indicated some of the dimensions the government may wish to consider. The time, staff and political process that will be required will need government commitment. The Sydney Metro, Illawarra, Central Coast and the Lower Hunter regions will all benefit from an ESD based MS covering the whole GMR. The patience displayed and rigor applied by all concerned will pay dividends to current and future generations.

## **References**

ABC Lateline, *Carr and Climate Change*, 15 Nov 2004

DIPNR, *Cities into the 21<sup>st</sup> Century*, Sydney 1995

ibid, *Integrated Transport and Land Use* (State Environment Planning Policy) (SEPP 66), Sydney 2002

ibid, *Metropolitan Strategy Discussion Paper* (MSDP), Sydney 2004b

ibid, *Ministerial Directions Paper*, Sydney 2004a

ibid, *Native Vegetation Reform Implementation Group (NVRIG)*, Sydney 2002

ibid, *NSW Planning Reform* (PR), Sydney 2004

ibid, *Shaping of the Central Coast*, Sydney 1999

ibid, *Shaping of Western Sydney*, Sydney 1999

ibid, *Shaping Our Cities*, Sydney 1999

DOT, *Transport 2010*, Sydney 1995

Saul, JR, *On Equilibrium*, NY 2002

South Australian Government, *Premier's Round Table on Sustainability Report*, Adelaide 2004b

Ibid, *South Australia Strategic Plan*, Adelaide 2004a

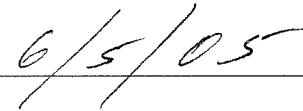
Trainer, T, *The Simpler Way*, Conserver Society, Sydney 1998

Ray Rauscher



A handwritten signature in cursive script that reads "Ray Rauscher". The signature is written over a horizontal line.

Dated



A handwritten date "6/5/05" in cursive script, written over a horizontal line.

## **Appendix A.**

### **Summary of Recommendations**

Recommendation 1 - that the MS be completed and exhibited as a GMR wide strategy.

Recommendation 2 – that the MS needs to be ESD based and to include regional science and applied science parameters.

Recommendation 3 - that the MS be required to meet all relevant ecologically sustainable development (ESD) principles as prescribed in international (i.e. Agenda 21), national (i.e. greenhouse) and State ESD (i.e. biodiversity) protocols.

Recommendation 4 – that a further 1-2 years as required be applied to the MS to ensure a sound and expanded strategy embracing the GMR

Recommendation 5 – that the MS spell out the links, implications and implementation procedures between Planning Reform (PR) and the MS.

Recommendation 6 - that the MS needs to incorporate a wider analysis, including population carrying capacities, footprint analyses and urban economic cost benefits of population growth in Sydney Metro (weighed against the other three GMR regions of Illawarra, Central Coast and Lower Hunter as well as Regional NSW).

Recommendation 7 – that the MS include detail on the definition of Sydney Metro and the GMR.

Recommendation 8 – that the MS be inclusive in planning for the GMR and it spell out the additional studies required and their timeframes as part of the adoption of the MS.

Recommendation 9 – that maps containing projected populations by the four GMR regions be included in the MS.

Recommendation 10 - that a comprehensive GMR sustainable transport strategy accompanies the MS.

Recommendation 11 - that the economic parameters of the whole GMR be included within the MS.

Recommendation 12 - that environment and natural resource restraints of the whole GMR be included within the MS.

Recommendation 13 – that the infrastructure expenditure be broken down into the four regions of the GMR and also Regional NSW and demand comparisons be made.

Recommendation 14 - that the aspects of globalisation and competitiveness are assessed within the MS across the whole GMR.

Recommendation 15 – that the nominated urban corridors and the Western Region Corridor be assessed within the MS in conjunction with GMR planning.

Recommendation 16 – that long term questions raised in the MSDP be addressed within current MS work.

Recommendation 17 – that a thorough critique of greenfield sites including supply, location, timing of release and settlement, full infrastructure provision, ESD guidelines and LG greenfield financing be spelled out in the MS.

Recommendation 18 – that the Regional Structure Planning should be for the whole GMR.

Recommendation 19 – that the MS spell out how developers and LG can help provide infrastructure and meet sustainable criteria.

Recommendation 20 – that a housing needs analysis be done within the MS for the GMR

Recommendation 21 – that the MS include an assessment of GMR boundaries within the GMR, including the status of the Upper Hunter and Lithgow sub-regions.

Recommendation 22 – that the issue of natural resources and their conservation be assessed for the whole GMR

Recommendation 23 – that urban directions should be approached on a whole of GMR basis

Recommendation 24 – that the green landscape analysis be conducted over the GMR and funding allocations be based on the analysis results

Recommendation 25 – that priority of transport be based on a sustainable transport strategy (noted in ‘9’ above) and priorities be across the GMR.

Recommendation 26 - that sustainable transport strategy needs to include rail, bus, and cycle planning within the GMR and Regional NSW.

Recommendation 27 – that airports, ports and freight planning be considered for the whole of the GMR

Recommendation 28 – that the extent and the cost of upgrading Sydney’s infrastructure should be subject to a cost benefit analysis in the GMR regions and Regional NSW.

Recommendation 29 – that the financing of infrastructure for Sydney Metro, the whole GMR and Regional NSW be subject to ESD based urban economic theory (including equity and social capital theory).

Recommendation 30 – that there needs to be infrastructure plans for all GMR regions on a cost and equity basis and to include comparative needs references to Regional NSW.

Recommendation 31 – that the North and South Coasts be examined within the MS (and including linkage considerations to the GMR).

Recommendation 32 – that the relative needs and financing of all four GMR regions be done under the MS.

Recommendation 33 – that more analysis of timing and budget commitments are required within the GMR (i.e. release areas, new rail developments, major roads and new town centres).

Recommendation 34 – that a more comprehensive MS be circulated for comment after all submissions are considered and leading up to a final exhibition.

Recommendation 35 – that the MS needs to address and incorporate the role of CMAs (i.e. planning carried out by the CMAs)

Recommendation 36 – that the Centres Policy be explained, in particular how all urban centres that are eligible can participate

Recommendation 37 – that a full budget costing be incorporated within the MS document

Recommendation 38 – that the transport information on page 7 be incorporated into a sustainable transport study.

Recommendation 39 – that a full ESD based urban planning approach be central to the MS.

Recommendation 40 – that the government extends the sustainability commissioners positions and review the best practice outcomes of these positions, particularly across all State Departments and LG.

# Sustainable Transport and ESD Based Urban Planning on the Central Coast

A Case for a Central Coast Sustainable Transport Plan (CCSTP)  
Including a Framework for Cost Benefit Analyses of Expanded Private-  
Public (State Transit Authority) Bus Services on the Central Coast

Submission on the Metropolitan Strategy under the Department of  
Infrastructure, Planning and Natural Resources (DIPNR)

and

Submitted subsequently to the Inquiry into Infrastructure Provision in  
Coastal Growth Areas under the NSW Legislative Assembly Standing  
Committee on Public Works

Completed by:  
Ray Rauscher  
School of Applied Science  
Univ. of Newcastle  
Central Coast Campus

Dated: 9th December 2004 to DIPNR (Metropolitan Strategy)  
Dated: 6<sup>th</sup> May 2005 to Inquiry into Infrastructure Provision in Coastal Growth Areas  
Tel. Ray Rauscher – University 4349 4489 or Home 4392 3372  
Email: ray.r@idl.net.au

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# Sustainable Transport and ESD Based Urban Planning on the Central Coast

Ray Rauscher<sup>a</sup>

<sup>a</sup> School of Applied Sciences, Faculty of Science and Information Technology, The University of Newcastle, PO Box 127, Ourimbah, NSW 2258, Australia [ray.r@id1.net.au](mailto:ray.r@id1.net.au)

## 1. Introduction

The adoption of a Central Coast Sustainable Transport<sup>1</sup> Plan (CCSTP) as part of the Metropolitan Strategy (MS) program is essential to plan and deliver transport services on the Central Coast to year 2030. A sustainable transport plan encompasses ecologically sustainable development (ESD)<sup>2</sup> principles (i.e. social, economic and environmental components). The need for sustainable transport plans for regions is a central plank in ESD based urban planning and is acknowledged generally by most Australian and world state level planning authorities. There has however been no steps taken by the NSW Government (herein referred to as ‘the State’) to produce a CCSTP. Such a study would be done in partnership with the Department of Infrastructure, Planning, and Natural Resources (DIPNR), local government, transport union, drivers and non-government organisation (NGO) representatives and the public.

This paper gives a backdrop of the transport problems facing the CC. The paper refers to recent inquiries conducted and reports issued by the Commonwealth, State and Local Government (LG). The paper outlines the submissions made in response to these inquiries and reports by the CC Community Environment Network (CCCEN)<sup>3</sup> (a peak environmental community group covering the Gosford, Wyong and Lake Macquarie LG areas) and in other instances by the author of this paper. One conclusion reached is that the State should undertake a study on the cost benefits of introducing a private/public ((State Transit Authority (STA)) bus system to the Central Coast.

In responding to the MS program and documents released under the MS program, that is the *Ministerial Directions Paper* (DIPNR 2004a) and the *Metropolitan Strategy Discussion Paper* (DIPNR 2004b), this paper examines:

- Key Transport Inquiries, Reports and Submissions
- Other Major Transport Reports and References
- Directions for Central Coast Transport Planning

## 2. Transport Inquiries, Reports and Submissions

The first CC transport planning study was contained in the *CC Structure Plan* (CCSP) (DIPNR 1977). Since the adoption of this plan neither the State nor Wyong or Gosford Councils have yet to adopt a sustainable transport plan. The CCSP proposed radial public transport right of ways for buses and light rail is contained in the map illustration titled ‘Radial Corridor Structure Plan’. The transport problems facing the CC have been outlined in the CCCEN submissions to the State, Federal and LG in 2001-2004 (as referred to above). The noted submissions<sup>4</sup> all point to the need for an ESD based CCSTP. Submissions and updates have been made on the following documents: (chronological order with submission dates and name of submitter if different from CCCEN in brackets at end):

- *Integrated Transport and Land Use* (State Environment Planning Policy)(SEPP 66) ((Dept. of Infrastructure, Planning, and Natural Resources (DIPNR) 2001)) (Rauscher 14/12/01)
- *Shaping the Central Coast* (DIPNR 2001) (2001)
- *Shaping the Central Coast Action Plan* (DIPNR 2003) (2003)

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<sup>1</sup> A Sustainable Transport Plan is a plan for transport that applies ESD based social, economic and environmental principles in planning for transport services

<sup>2</sup> ESD definition under Agenda 21 (UN 1992) – “the balance of social, economic, and environmental factors in development so as not to impact on the next generation”

<sup>3</sup> CCCEN with offices at the University of Newcastle, Ourimbah Campus, established a sustainable Transport Committee in 2001.

<sup>4</sup> Submissions made by writers in cooperation with CCCEN are noted by the author’s name first

- *Central Coast Transport Action Plan* (2002) (Department of Transport) (DOT 2002) (23/11/03)
- *Auslink Green Paper* ((Dept. of Transport and Regional Development) (DTARD 2003)) (4/2/03)
- *Ministerial Inquiry into Public Passenger Transport* (Parry Report) (NSW 2003) (2003)
- *Ministerial Review of Bus Services in NSW* (Unsworth Review) (NSW 2003) (2003)
- *Wyong Council State of the Environment Report* (Wyong 2002/03) (2002)
- *Wyong Shire Council Management Plan 2004/05* (Wyong June 2004) (Rauscher 2004)
- *Sustainable Transport for the Lower Hunter* (Lower Hunter Councils' Public Transport Liaison Group 2003) (2003)
- *F3 to Sydney Orbital Link Study* (2/10/03)
- *Study of Pacific H'way Upgrading*, RTA, Central Coast (ref. Tuggerah Straight and Ourimbah) (18/12/03)

## 2.1 Integrated Transport and Land Use (2001)

The submission welcomed the policy content and pointed out that the single most important issue of urban policy within the CC was transport. It is understood that SEPP 66 is not being implemented at both State and LG levels in accordance with the specifications contained within SEPP 66. The question thus asked is whether the State government is applying the guidelines of SEPP 66 (as prescribed within the document) to meet sustainable transport needs.

**Recommendation 1** – that the State reviews the level that SEPP 66 is being applied and the procedures used to implement development approval conditions under SEPP66.

## 2.2 Shaping the Central Coast (2001)

The *Shaping the Central Coast* (SCC) provides an overview of development projected for the Central Coast over the next twenty years. The SCC appears to have been considered as an interim plan given the suggestions made by the State in November 2004 that further regional plans will be required outside the Sydney Metropolitan Area under the *Metropolitan Strategy* (DIPNR 2004).

**Recommendation 2** - that the MS program should incorporate the *Shaping the Central Coast* in producing a new Central Coast structure plan as part of a GMR based MS.

## 2.3 Shaping the Central Coast Action Plan (2003)

The *Shaping the Central Coast Action Plan* (SCCAP) contains a number of actions under the State Government Departments and Wyong and Gosford Councils. The CCCEN submission outlined: transport areas that the State government would need to invest in, the government actions required and the desired outcomes the government should aim for. The SCCAP has not to date been adopted by either the State or Gosford or Wyong Councils.

**Recommendation 3** – that the State and Gosford and Wyong Councils adopt, promote and implement the SCCAP as an integral part of the MS program

## 2.4 Central Coast Transport Action Plan (2003)

The Central Coast Transport Action Plan (CCTAP) listed various road, rail, bus and cycleway projects, but to date the CCTAP has failed to set out requirements of a sustainable transport strategy. A CC Transport Task Force was established to guide and monitor the implementation of the CCTAP. The CCCEN submission to the DOT outlined principles required to work towards a sustainable transport system accommodating needs to 2050. There appears to be an absence of reporting to the community from the CCTAP Task Force on the implementation of the CCTAP. A number of major roadwork projects (i.e. Pacific Highway) commenced and several community transport projects were funded, however several other nominated projects within the CCTAP have not proceeded. DOT planning for the Central Coast needs to be integral to the MS program and within a GMR perspective.

**Recommendation 4** – that the CCTAP Task Force provide an annual report and summary document for public consumption.

## 2.5 Auslink Green Paper (2003)

The CCCEN submission outlined twenty recommendations, including illustrating how to gain more coherent transport solutions for metropolitan areas as well as regional Australia. The release of the Federal Government's Auslink's Australia wide funding package in late 2003 saw nearly all of the funding go to non-metropolitan areas and little reference to the Commonwealth House of Representatives Environment Committee's *Report on Sustainable Cities 2025* (Commonwealth 2004). There was thus negligible funding to metropolitan and outer metropolitan urban growth areas. It is believed that the Federal Government indicated that planning and funding metropolitan areas were State government transport responsibilities, not the Federal government.

**Recommendation 5** – that the MS needs to include the Federal Government in planning for sustainable transport over the GMR and request the Federal Government to review the Auslink funding recommendations of 2004.

## 2.6 Ministerial Inquiry into NSW Public Transport (Parry Report) (2002)

The CCCEN submission indicated support for the inquiry and outlined funding and management approaches to improve public transport at the regional level. In respect to the Parry Report recommendations to the State government few recommendations have been translated into programs for the Central Coast. There is an outstanding need for a cost benefit study on the introduction of a private/public ((including State Transit Authority (STA)) bus system on the Central Coast. Such a study should include detail on steps for Government negotiating with of private bus companies a private/public system and to include responsibilities down to the level of provision of trip costing, bus shelters and transport signage.

**Recommendation 6** – that a cost benefit analysis be completed on a private/public ((State Transit Authority (STA)) bus system on the Central Coast (and other GMR regions outside Sydney Metro).

## 2.7 Ministerial Review of Bus Services in NSW (Unsworth Review) (2003)

The CCCEN submission to the NSW Bus Review (Unsworth Review) outlined the need for a comprehensive plan for a CC bus system, including infrastructure (i.e. bus shelters, signage and timetables). The *Service Planning Guidelines: Sydney Contract Regions* (DOT 2004) was a prime document adopted as a result of the Unsworth Review. The Sydney bus contract was awarded in late 2003, however there has been no contract awarded to date for bus proprietors bidding to operate services on the CC. The CC awaits the new bus contracts and any improvements to the bus system and its infrastructure. It appears the delay in the awarding of the contracts is the need to install the travelsmart card for joint ticketing bus/rail travel. Private buses would need to have their fare collection machines changed for the ticketing system to be implemented. A private/public bus system for the Central Coast as noted in 1.6 above would result in a single ticketing and cost structure arrangement across the GMR, avoiding different machinery and different procedures within regions of the GMR. There would thus be a common T-card for all school children and a common combined ticket green box (Sydney Metro type) for all passengers except T-card holders across the GMR.

**Recommendation 7** – that the State in the event of a private/public bus system being introduced on the Central Coast (and other GMR regions outside Sydney Metro) introduce a single ticketing and cost structure arrangement across the GMR.

## 2.8 Wyong Council State of the Environment Report (SOER) 2002/03

The CCCEN submission emphasized the importance of responding to the need to introduce more public transport opportunities to offset the increasing impact of the car. The SOER stated that *13% of Wyong Shire's population does not have a car and as such were particularly disadvantaged in a dispersed urban area with poor public transport* (p17). The SOER also notes that vehicular movements on the F3 (at Alison Rd. Overpass) nearly doubled in the 1992 -2001 period. The SOER stated that 'at seven (out of nine) monitored sites between 1988 and 2001 traffic growth exceeded population growth. The SOER also stated:

*Motor vehicles contribute 89% of carbon monoxide, almost half of the volatile organic compounds and one sixth of the nitrous oxide pollution in the Shire.*

*Vehicles also produce carbon dioxide, fine particle dust for tyres, asbestos dust from brake linings and clutch plates, chlorofluorocarbons from air conditioning systems, lead from leaded petrol and air toxics such as the carcinogenic substance benzene (SOER Australia 2001).*

Under the *NSW Planning Reform* (DIPNR 2004c) there is a requirement that LG tie its SOER into the council's annual Management Plan and strategic plans. This action will ensure that LG acts (with other levels of government) on needs such as transport.

**Recommendation 8** – that LG SOERs need to tie into a GMR SOER and these LG SOERs should be reviewed annually under the MS reporting program.

### **2.9 Wyong Shire Council Management Plan 2004/05 (June 2004)**

The author's submissions on the WSC Management Plan in 2003/4 and 2004/5 outlined the need for local government to be more involved in planning for and promoting public transport, walking and cycle ways. There have been no new policy initiatives in sustainable transport planning by WSC since these submissions. Council's response to the CCCEN submissions emphasised that transport is not a Wyong Council but a State responsibility.

**Recommendation 9** – that MS programming needs to address the role of LG in transport planning and the ties to LG management plans, in particular the role of LG in sustainable transport planning.

### **2.10 Sustainable Transport for the Lower Hunter (STLH) (2 volumes)**

CCCEN in December 2003 forwarded (with a covering letter) copies of the above study to State DIPNR Senior Transport Planner, CC DIPNR Regional Manager and Mayor of Wyong Council. The letter requested the authorities to consider a joint Lower Hunter and Central Coast sustainable transport study. CCCEN became aware of the value of this report when it was adopted by the five local government councils of the Lower Hunter in 2003/04. As of November 2004 there was no response (in spite of reminder requests during 2004) from all three sources that received the December 2003 letter and report. In the interim Central Coast residents travelling to Newcastle for instance have little input into the proposed closure of the Broadmeadow to Newcastle railway line. This lack of response to non-government organisation (NGO) proposals within for example the Central Coast and Lower Hunter needs addressing by the State.

**Recommendation 10** – that new statutory required sustainable transport planning be addressed by the State within the MS planning framework and new legislation introduced to ensure LG and public involvement within State and Federal Governments' transport planning.

### **2.11 F3 to Sydney Orbital Link Study (2003)**

The CCCEN submission objected to all three options being proposed by this study. The submission expressed concern about the lack of long term sustainable options being proposed by this Federal Government funded study. The Federal and State Governments appear to be proceeding with F3-Sydney proposal to build the F3-Sydney. There appears little State interest to produce a transport plan where the merits of the orbital link could be examined and critiqued within the context of a sustainable transport plan for the Central Coast.

**Recommendation 11** – that the MS planning needs to address all major transport infrastructure as a unit within the GMR and Regional NSW, including public transport alternatives to the inter-regional transport proposals such as the F3 to Sydney Orbital Link.

### **2.12 RTA Study Pacific H'way, Central Coast (ref. Tuggerah Straight) (18/12/03)**

The CCCEN made a submission on the RTA proposed Pacific Highway Corridor Study (in particular Tuggerah Straight, Wyong, and Ourimbah sections of the Highway). The submission drew attention to a conflict resulting from road plans proceeding in the absence of an overall sustainable transport

planning for the Central Coast. CCCEN is awaiting the results of the exhibition period for the Wyong, Tuggerah Straight and Ourimbah studies.

**Recommendation 12** – that the MS incorporate a cost benefit and sustainability analysis of road vs. public transport investments for major transport infrastructure proposals within the GMR.

### 3. Other Major Transport Reports and References

There have been additional transport reports and references on transport of relevance to the Central Coast and the GMR in addition to those above. These reports and references point to the need for the MS program to examine whether the State is heeding these documents when introducing changes to the transport systems. The documents also emphasize the importance of the State working on regional solutions and ongoing public involvement. These reports and references include (alphabetical order):

- Commonwealth Government, *Transport Administration Amendment (NSW and Commonwealth Rail Agreement) Bill 2004*, Canberra 2004
- Department of Infrastructure, Planning and Natural Resources (DIPNR), *Integrated Transport Strategy for Greater Sydney*, Sydney 1993
- *ibid*, *The Entrance District Transport Access Guide*, Wyong 2004
- Department of Transport (DOT) *Action for Transport 2010*, Sydney 1998
- Department of Transport (DOT), *Lower Hunter Integrated Transport Study*, Sydney 1995
- Nature Conservation Council of NSW, *Sustainable Transport Policy*, Sydney 2002
- NRMA Motoring and Services, *Sustainable Transport Meeting Community Needs*, Sydney 2003
- Rail, Tram and Bus Union (RTBU), *Transport Alliance Discussion Paper*, Sydney 2004
- RTA, *F3 to Sydney Orbital Link Study (2/10/03)*, Sydney 2003
- Sutherland Shire Environment Centre, *A People's Vision for Transport and Access*, Sutherland 2003
- Unions NSW, *NSW Transport Alliance Discussion Paper*, Sydney 2004

Additional documents also relevant to planning for sustainable transport and the *Metropolitan Strategy* include:

- ACT Office of Sustainability, *Sustainable Transport Plan*, Canberra 2003
- Illawarra's Transport Taskforce, *Moving Together 2004, Transport Strategy for Kiama, Shellharbour and Wollongong*, Wollongong 2004
- Ministry of Transport, *Service Planning Guidelines Sydney Contract Regions* (extract), July 2004
- *Ibid*, *Position Description of Regional Co-ordinators* (extract), *Community Transport*, 2004
- *Ibid*, *What is the T Card?*, Sydney 2004
- DIPNR, The Entrance District Transport Access Group, *The Entrance District Access Map*, 2004 Warren Centre, *Sustainable Transport in Sustainable Cities*, Sydney 2002
- Minister for Transport Services, Minister for the Hunter, *Better Public Transport, Revitalised CBD: Implementation Stage Media Release*

### 4. Direction for Central Coast Transport Planning

In spite of many inquiries and reports over the last 25 years the CC does not have an effective transport strategy. The State government thus needs to develop a CC Sustainable Transport Plan. A CCSTP should be completed in conjunction with GMR and Regional NSW urban growth centre planning under the DIPNR in partnership with Wyong and Gosford Councils.

#### 4. Summary of Recommendations

**Recommendation 1** – that the State review the level that SEPP 66 is being applied and the procedures used to implement development approval conditions under SEPP66.

**Recommendation 2** - that the MS program should incorporate the *Shaping the Central Coast* in producing a new Central Coast structure plan as part of a GMR based MS.

**Recommendation 3** – that the State and Gosford and Wyong Councils adopt, promote and implement the SCCAP as an integral part of the MS program.

**Recommendation 4** – that the CCTAP Task Force provide an annual report and summary document for public consumption.

**Recommendation 5** – that the MS needs to include the Federal Government in planning for sustainable transport over the GMR and request the Federal Government to review the Auslink funding recommendations of 2004.

**Recommendation 6** – that a cost benefit analysis be completed on a private/public ((State Transit Authority (STA)) bus system on the Central Coast (and other GMR regions outside Sydney Metro).

**Recommendation 7** – that the State in the event of a private/public bus system being introduced on the Central Coast (and other GMR regions outside Sydney Metro) introduce a single ticketing and cost structure arrangement across the GMR.

**Recommendation 8** – that LG SOERs need to tie into a GMR SOER and these LG SOERs should be reviewed annually under the MS reporting program.

**Recommendation 9** – that MS programming needs to address the role of LG in transport planning and the ties to LG management plans, in particular the role of LG in sustainable transport planning.

**Recommendation 10** – that new statutory required sustainable transport planning be addressed by the State within the MS planning framework and new legislation introduced to ensure LG and public involvement occurs within State and Federal Governments' transport planning.

**Recommendation 11** – that the MS planning needs to address all major transport infrastructure as a unit within the GMR and Regional NSW, including public transport alternatives to the inter-regional transport proposals such as the F3 to Sydney Orbital Link.

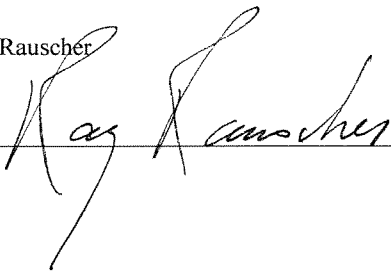
**Recommendation 12** – that the MS incorporate a cost benefit and sustainability analysis of road vs. public transport investments for major transport infrastructure proposals within the GMR.

#### **References noted in submission (alphabetical)**

- ACT Office of Sustainability, *Sustainable Transport Plan*, Canberra 2003
- Commonwealth Government, *Report on Sustainable Cities 2025*, Canberra 2004
- Ibid, *State of Environment of Australia*, Environment Australia, Canberra 2001
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- DIPNR, *CC Structure Plan (CCSP)*, Sydney 1977
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- ibid, *Integrated Transport Strategy for Greater Sydney*, Sydney 1993
- ibid, *Metropolitan Strategy Discussion Paper*, Sydney 2004b
- ibid, *Ministerial Directions Paper*, Sydney 2004a
- ibid, *NSW Planning Reform Papers*, Sydney 2004c
- ibid, *Shaping the Central Coast*, Sydney 2001
- ibid, *Shaping the Central Coast Action Plan*, Sydney 2003
- ibid, *The Entrance District Transport Access Guide*, Wyong 2004d
- DOT, *Action for Transport 2010*, Sydney 1998
- ibid, *Central Coast Transport Action Plan*, Sydney 2002
- ibid, *Lower Hunter Integrated Transport Study*, Sydney 1995
- ibid, *Ministerial Inquiry into Public Passenger Transport (Parry Report)*, Sydney 2003
- ibid, *Ministerial Review of Bus Services in NSW (Unsworth Review)*, Sydney 2003
- DTARD, *Auslink Green Paper*, Canberra 2003

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- Nature Conservation Council of NSW, *Sustainable Transport Policy*, Sydney 2002
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- Unions NSW, *NSW Transport Alliance Discussion Paper*, Sydney 2004
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- Warren Centre, *Sustainable Transport in Sustainable Cities*, Sydney 2002
- Wyong Council, *Wyong Council State of the Environment Report*, Wyong 2002
- Wyong Council, *Wyong Shire Council Management Plan 2004/05*, Wyong 2004

Ray Rauscher



Dated

