

Northern Sydney Regional Organisation of Councils



NORTHERN SYDNEY SUB – REGIONAL PLANNING STRATEGY 2006 - 2031

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I. INTRODUCTION

- I.1 The councils of **Hornsby, Ryde, Ku-ring-gai, Hunters Hill, Lane Cove, North Sydney and Willoughby** have jointly contributed to the preparation of a Sub-Regional Planning Strategy covering the NSROC group of Councils.

The NSROC Strategy is to form the basis of the NSROC Sub-Regional component of the Metropolitan Strategy and corresponding sub-regional plans. It is expected that the NSROC Strategy will be endorsed and adopted by the State Government.

The Strategy was adopted by the NSROC Board meeting on 10 May 2007.

- I.2 The main **Strategic Plan** elements are:

- 1) Strategic Planning Policies underpinning the Strategic Plan for the management of land uses and infrastructure improvements;
- 2) A Sub-Regional Structure Plan to 2031 indicating the planned changes in population, dwellings and employment as well as major infrastructure improvements that are necessary to respond to the planned changes.
- 3) A series of plans showing the projected key changes for the years, 2014, 2024 and 2031 along with the progressive infrastructure phasing that will be required to match the new planned changes.
- 4) A summary of the main Sub-Regional Planning Issues that are identified in the Strategy and which require:
 - Effective planning and cooperation between the Councils contributing to the Strategy;
 - Partnerships with the State Government and its agencies to deliver, or assist in the delivery of, the required infrastructure changes;
 - Close cooperation with Councils adjoining the Strategy Area to integrate their Strategic Plans with the NSROC Strategy, particularly where interdependencies and common issues occur.

- I.3 The Strategic Plan is not a legal document. It is intended to be consistent with State Planning Policies, inform Local Environmental Plans and guide Corporate Management Plans.

- I.4 The **purpose of this Sub-Regional Strategic Plan** is to:

- a) Guide the preparation of each Councils' individual planning instruments, particularly in terms of each Councils comprehensive LEP and DCP adopting consistent planning objectives and controls to achieve the Strategy outcomes across the Sub-Region;

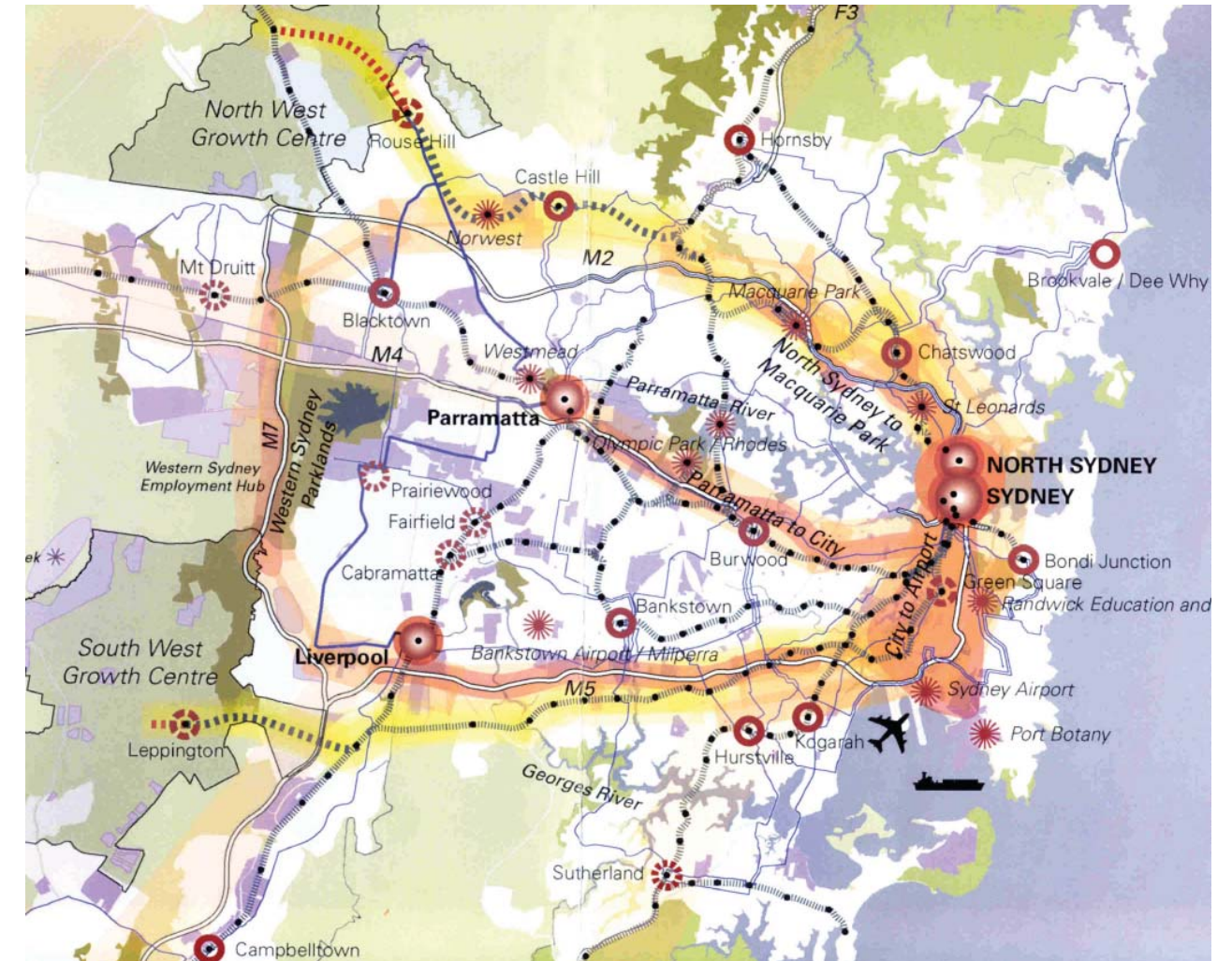


Figure 1: Metropolitan Strategy Map

- b) Establish a framework for the review of land use zoning and other special controls to enable the planned outcomes to be realised.
- c) Inform each Councils Corporate Management Plan in terms of setting 5 year work programs and budgets for infrastructure and services delivery over the term of the Plan either as single Council projects or as joint projects across multiple Council areas.
- d) Provide input to the finalisation of the Northern Sydney component of the Metropolitan Strategy and corresponding sub-regional plans.
- e) Provide a basis for negotiation with State agencies and the private sector for investment or infrastructure planning.



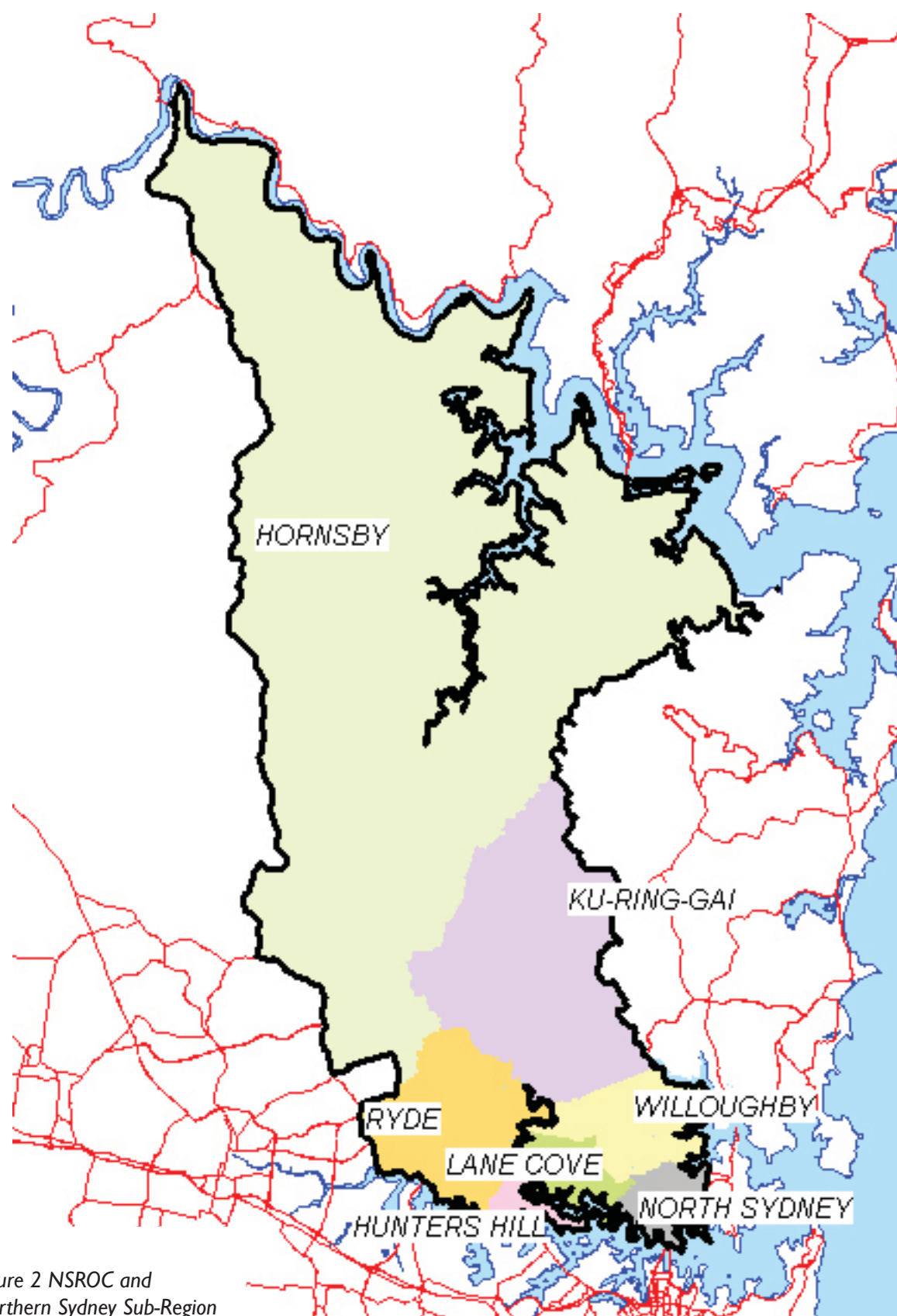


Figure 2 NSROC and Northern Sydney Sub-Region

- 1.5 It is expected that the preparation of each Councils' comprehensive LEP and subsequent Corporate Management Plans will provide for extensive community consultation to communicate, challenge and refine the Strategy.
- 1.6 The planned outcomes and projections in the Strategic Plan are not set in stone and they may be influenced by changes in Federal, State or Local Government policy, private sector initiatives, economic cycles and changing community values.

The Strategy will be monitored and reviewed every 10 years to address changing circumstances and community aspirations.

1.7 Methodology and Background

This Strategy has been developed from the results of several forums with representation by Senior Planning and other technical specialist officers from the NSROC Councils.

The strategy has also drawn from research and technical studies commissioned by NSROC (refer Section 2.0 below) as well as work undertaken in the preparation of the NSROC Submission on the Metropolitan Strategy.

The Metropolitan Strategy is made up of 7 subject areas (Economy and Employment, Centres and Corridors, Housing, Transport, Environment and Resources, Parks and Public Places, Implementation and Governance).

The NSW Department of Planning (DoP) has undertaken work to develop "Sub-Regional Plans" based on the Metropolitan Strategy. Those Plans are to apply to different sub-regions to that covered by the NSROC area. The DoP Plans will apply to two sub regions described as "Inner North" and "North". The Inner North area differs from the NSROC grouping of Ryde, Willoughby, Lane Cove, Hunters Hill and North Sydney by the inclusion of Mosman. The "North" Sub-Region consists of Hornsby and Ku-ring-gai Council areas.

Whilst the DoP has developed its Strategies, NSROC believes it should continue to develop its own Sub-Regional Planning Strategy as a framework for its land use planning.

Each Council has also brought to the NSROC Strategy current plans and local strategies, research and reports on their areas including:

- S.94 Contributions Plans;
- State of Environment Reports; (NSROC and local reports)
- Residential Strategies;
- Commercial and Industrial Lands Studies;
- Infrastructure and Asset Management Plans; and
- Social Plans and Cultural Policies.



This Strategy is limited in its focus to the three key change factors underpinning the Metropolitan Strategy being:

POPULATION, DWELLINGS AND EMPLOYMENT

Subsequent revisions of the Strategy will allow for other key regional issues to be covered so that the Strategy will be comprehensive and holistic.

In particular, natural environment, biodiversity, catchment management, sustainability and transport issues need to be included.

The data assembled for this Strategy, particularly the projections to 2031, is the result of review of available statistics, demographic and housing trends and development patterns as well as detailed local knowledge about each of the Council Areas.

The assumptions underlying the projections have had regard to:

- 1. Current and likely future rates of dwelling occupancy (expected to decline to an sub regional average of 2.3 persons per dwelling) on the basis of current trends and greater percentage of new dwellings being multi-unit housing types.
- 2. Analysis of potential development yields under Residential Strategies and current land use zoning.
- 3. Extrapolation of growth trends, particularly for the later stages of the Strategy term considering property cycles, the different potential for redevelopment/new development in each LGA, demographic projections in population ageing and “juvenescence” (NSROC Social Report, GML Social Research 2005), changes in housing tenure as types and employment trends by industry category and rates of employee occupancy per square metre.
- 4. S.94 Contributions Plans including projections and infrastructure planning.

The projections and Strategy maps do not indicate the detail of sites for future development. The location of development to realise the dwelling and employment projections will be determined in each Councils’ local plans and residential strategies.

2.0 THE PRESENT AND FUTURE ROLE OF THE NORTHERN SYDNEY REGION WITHIN THE METROPOLITAN REGION

2.1 General

The Northern Sydney Regional Organisation of Councils (NSROC) encompasses the seven Local Government Areas (LGAs) of Hornsby, Hunters Hill, Ku-ring-gai, Lane Cove, North Sydney, Ryde and Willoughby. NSROC is a voluntary organisation of local government established to provide strong local government leadership; to work co-operatively for the benefit of the Northern Sydney region; and to effectively advocate on agreed regional positions and priorities.

The NSROC councils are committed to the sustainable management of an area which covers nearly 700 square kilometres, and they serve a population of over half-a-million people. The region is home to a diverse collection of landscapes and communities, ranging from scenic waterways, bush land parks and areas of historical significance through to residential high-rise living and thriving commercial and retail centres.

2.2 Population

The population of the NSROC region has grown by an average of 1 per cent per annum over the last five years. This is similar to the five year average population growth experienced in Sydney and the state of 1.1 per cent and 1.2 per cent respectively. The NSROC region has a relatively high population density, with 778 people per sq km compared to 322 people per sq km on average in Sydney. (Source: Economic Contribution of the NSROC Region. Centre for International Economic, 2004, Sydney)

2.3 Economy

The NSROC region is a highly productive region, producing a significant proportion of the output from Sydney and gross state product (GSP) for New South Wales. The NSROC region is estimated to contribute approximately 16 per cent of Sydney’s gross regional product (of \$208 billion), 11 per cent of New South Wales’ estimated GSP (of \$283 billion) and 4 per cent of national output or gross domestic product (of \$787 billion). (Source: Economic Contribution of the NSROC Region. Centre for International Economic, 2004, Sydney)

The NSROC region produces a sizeable 11 per cent of the state’s GSP, despite only accounting for 8 per cent of its population and less than 1 per cent of its total area (ABS census data, ABS 2002 and NSROC Organisation 2002).

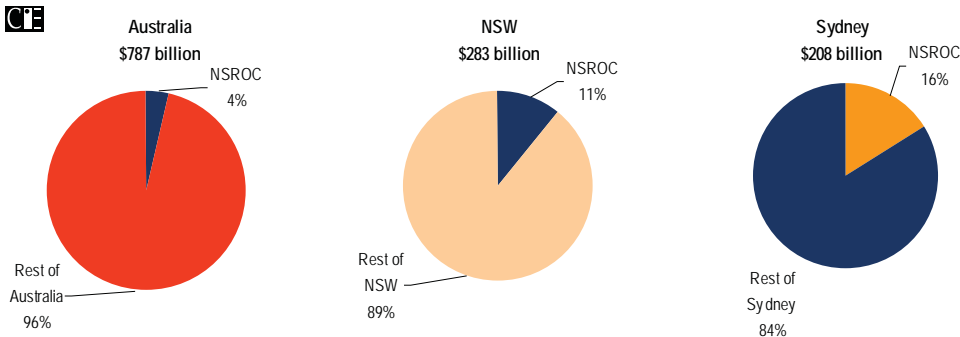


Figure 3
Productivity of
NSROC Region



2.4 History of Development

The history of non-indigenous settlement in the region starts immediately after Sydney was first colonised in the late 18th century, however substantial settlement did not occur until almost a century later. In this period development followed the railway lines and the main arterial roads linking Sydney city with the small settlements on its outskirts. Substantial tracts of the lower NSROC region were initially devoted to farming and timber harvesting until a more profound period of suburbanisation occurred in the late 19th century and through to the 1950s in a succession of development booms.

While more intensive development occurred in the lower NSROC region, particularly with the construction of large numbers of unit blocks and apartments in the North Sydney region, the adjoining suburbs to the north were characterised by large leafy gardens surrounding substantial free standing dwellings popularly identified as the 'garden suburbs'. Further north towards the Hawkesbury, the pace of development was much slower and large tracts of bushland remained undeveloped and subsequently became national or regional parks.

In more recent times, the NSROC region, like the rest of Sydney, has been under substantial and continual pressure to accommodate a quickly growing population. Residents in the region have been active in ensuring that the natural heritage values of the region are protected and sustainably managed

in the on-going push for further urban consolidation. The high property values in the NSROC region are in part a reflection of the region's success in retaining its outstanding environmental attributes and ensuring that there is a proper balance maintained between conserving our natural and cultural heritage and enabling growth and change to occur.



Employment in the Metropolitan region is increasingly affected by the globalisation of business and industry as well as access to good transport linkages by road and rail.

The strongest rates of job growth, particularly in professional jobs, is expected to occur in the arc stretching from Botany Bay to Macquarie Park (Sydney's 'Global Arc') which includes substantial areas of the Northern Region.

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attributes and ensuring that there is a proper balance maintained between conserving our natural and cultural heritage and enabling growth and change to occur.

2.5 Research

As part of the process of planning for the Northern Sydney Region's future, NSROC commissioned a series of reports examining current trends and circumstances as well as the impacts of anticipated change in the region that will occur over the next 30 years.

To date the following 3 reports have been completed:



*Economic Contribution
Of the NSROC Region
(Centre for
International Economics
2004)*



*NSROC Regional
Special Report
(GML Social
Research 2005)*



*Potential
Environmental
Impacts of
Population Growth
In the Northern
Sydney Region
(The MiddleWay Pty
Ltd 2005)*

NSROC has also made a Submission on the Metropolitan Strategy with recommendations as to how the Strategy should address the changes and challenges for the Northern Sydney Region.

A copy of the 3 reports and the NSROC Submission on the Metropolitan Strategy are available on the website www.nsroc.org.

This Sub-Regional Planning Strategy has been prepared taking into consideration the 3 NSROC reports and the Submission. Those documents should be read as companion reports and supporting data to this Strategy.

3.0 NORTHERN SYDNEY SUB-REGIONAL STRATEGIC PLANNING POLICY STATEMENTS

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The following Policies underpin the Strategic Plan and all future decisions involving implementation of the planned outcomes.

ENVIRONMENTAL SUSTAINABILITY

- Policy 1

Development and economic growth is to occur in an environmentally sustainable manner particularly to:
 - a) be within natural resource limits and minimise the ecological footprint of our activity;
 - b) protect and enhance biodiversity, air, and water quality and native habitat;
 - c) provide quality living places;
 - d) provide housing choice for now and in the future;
 - e) provide employment opportunities;
 - f) provide universal accessibility;
 - g) provide for cultural needs and the equitable provision of community services;
 - h) ensure that fair and transparent decision making occurs;
 - i) protect the heritage of the region, and
 - j) retain agricultural land.
- Policy 2

Conserve the natural and built environment that is identified as having high ecological and community value particularly environmentally sensitive places, remnant bushland and threatened species that need to be protected.
- Policy 3

All infrastructure projects, public domain works and private developments are to be planned and undertaken in a way which will always improve the landscape and urban design quality of places throughout the sub-region. The northern sub-region will be promoted and developed as a highly desirable and attractive place to work and live.
- Policy 4

Development must minimise pollution impacts and lead to a net improvement in the health and quality of air, water, habitat and noise conditions.
- Policy 5

Rural land will be safeguarded from redevelopment for other land uses and from environmental harm for its agricultural, ecological, social and scenic value. Rural settlement, only in so far as it is consistent with this policy, can occur in appropriate and planned locations.

ECONOMY AND EMPLOYMENT

- Policy 6

Contribute to the economic performance and success of the sub-region as well as the Metropolitan Area though its role in the “global arc” and promoting businesses that meet the needs of our communities.

Particular priority will be given to:
 - a) promoting knowledge based businesses that diversify the economic base and support the emergence of new commerce in the region;

- b) protecting the viability of the rural economy and agricultural industry within the sub-region.

- Policy 7

Support a Commercial Centres hierarchy comprising neighbourhood centres, villages, town centres and major centres with clearly defined roles, appropriate land uses and established relationships between centres in the sub-region as well as within the metropolitan region.
- Policy 8

Development is not to occur unless the proponent contributes to the cost or physical provision of community facilities, public services, transport, infrastructure, environmental works and any other requirements that are made necessary by the proposed development.
- Policy 9

Appropriately located and serviced employment lands for industry, retail and commercial office use will be protected from changes of use to other land uses in order to meet the future job growth needs of the sub-region and in the context of the sub-regions role in the metropolitan region. Furthermore, rezoning of additional land for employment generating purposes is only to occur if the viability of existing local and regional employment areas are protected, and no other existing zoned land is available.

HOUSING

- Policy 10

Enable the development of additional housing that meets the current and future needs of residents as well as the planned additional population through:
 - a) adaptable housing;
 - b) increased housing choice in appropriate locations;
 - c) affordable housing;
 - d) special needs housing;
 - e) good access to employment, transport and services;
 - f) efficient and sustainable use of urban land that minimises urban sprawl and sets aside land for future growth; and
 - g) growing communities not just building houses;
- Policy 11

Ensure that there is a balance between housing and job growth in appropriate locations and protection of established single dwelling house neighbourhoods where change should be limited.

TRANSPORT

- Policy 12

Promote quality, sustainable transport that offers a convenient and viable alternative to private vehicle use through public and other active transport modes, supports integrated transport services, facilitates equitable access for everybody and co-locates higher intensity business and housing with good public transport services.



4.0 SUB-REGIONAL STRATEGIC PLANNING ISSUES

INFRASTRUCTURE

- Policy 13** Population, housing and employment growth in the sub-region is to proceed concurrently with delivery of infrastructure so that it will:
- a) meet the needs of that growth when it occurs; and
 - b) minimise any impacts on existing communities.
- Policy 14** Utilities such as water supply, stormwater management, energy and telecommunications will be planned and delivered in a sustainable and cost effective way to meet the needs of the current and projected population and businesses in the sub-region.
- Policy 15** Waste Management will apply the principle of Reduce, Reuse and Recycle to make the sub region self-sufficient for management of its own waste and support alternative waste technology to reduce waste to landfill and reclaim waste as a resource.

SOCIAL CAPITAL

- Policy 16** Existing sport grounds and playing fields that are meeting the recreational and public open space needs of residents in the sub-region will be protected and additional facilities to meet the future populations needs will be planned for and provided.
- Policy 17** The cultural diversity and heritage of our sub-region, including our special aboriginal culture, will be celebrated and protected.
- Policy 18** NSROC will actively lobby for the improvement and delivery of education, health and other public services that are provided by other agencies to meet the current and future needs of the sub-region.

GOVERNANCE

- Policy 19** Adopt and apply Council Planning Instruments and controls so as to pursue the sub-regional strategies in a consistent and effective way.
- Policy 20** Decisions about the future of the sub-region, and implementing the changes required to achieve this Strategic Plan, will occur in consultation with local communities and organisations that may be affected by the proposed changes.
- Policy 21** NSROC will establish and build strong partnerships with State and Federal Government agencies as well as private sector infrastructure providers that are essential to achieve the Strategic Plan.
- Policy 22** The Strategic Plan will be monitored and reviewed every 10 years to assess the success of the Plan and to revise the Plan if necessary to reflect any major changed circumstances or changed community aspirations. Strategic Plan Performance Indicators will be adopted to

The preparation of this Strategic Plan and review of the NSW Government's Metropolitan Strategy have identified a series of key issues that will need to be addressed over the implementation time-frame of this Strategic Plan.

These issues reflect the interdependency of the Northern Sydney Region with other regions and the significant role that the Northern Sydney Region plays as part of the metropolitan region.

The following list of items does not purport to represent all of the issues that currently face, or will face, the Northern Sydney Region.

They are presented here as possible key strategic planning issues that need cross-regional community debate, further information and a commitment of resources to be resolved.

KEY STRATEGIC ISSUES

1. The importance of Macquarie Park as a major employment and business destination and how its role can complement other centres in "global arc". Issues include:
 - Importance of transforming Macquarie Park from a car dependent location to an urban centre with other public transport use;
 - Ensuring the completion of the Parramatta-Chatswood Rail link
2. The future of industrial areas in the sub-region and loss of the employment base in those areas from pressure to redevelop for residential or office uses.
3. Establishing a hierarchy of Centres that takes account of their competitive position against other centres, their distinctive functions and long term prosperity.
4. The future of Hornsby Town Centre and Ryde Town Centres as Major Centres for retail, office and cultural services at the crossroads of major transport corridors.
5. Improving east-west and north-south inter and intra-regional access using better public transport services. In particular, the future of Dee Why or Brookvale in the SHOROC area needs to be determined as a Major Centre for employment to reduce peak hour trips using the primary north south road network.
6. The future of Victoria Road as an enterprise corridor links to the west and to the Sydney CBD.



5.0 MAJOR INFRASTRUCTURE AND LAND USE PROPOSALS

7. Promoting more sustainable energy consumption and where appropriate upgrading utilities to meet the significant increased demand that is projected to occur.
8. Promoting water conservation as a comprehensive and integrated sub-regional program.
9. Addressing the medium to long term demand for aged persons accommodation and care facilities.
10. Setting levels-of-service standards for air, noise, water quality, open space, recreation, community facilities and employment that set targets for the improvement to the quality of life for everyone in the region and for the environment.
11. Ensuring that the biodiversity of the sub-region's natural environment is protected and improved.
12. Improving the quality of all public transport modes to offer a viable alternative to escalating private vehicle use so that a better transport 'choice' is available.
13. Determining a long term plan for the continuous improvement of the significant medical and education facilities within the sub-region that contribute to the prestige of the area and our quality of life.
14. Acknowledging and planing for the significant cultural diversity of the regions people, including the traditional Aboriginal inhabitants.
15. Providing a clear vision for rural lands that identifies their important economic, environmental and social values rather than a perception of "land awaiting future residential development".

The Sub-Regional Structure Plan to 2031 is based on the premise that the achievement of the planned population, housing and jobs growth is dependent upon the delivery of several major infrastructure and development projects over the life of the strategy. The projects have not been costed nor have detailed design plans been prepared. Some projects are already underway. The following schedule lists the key infrastructure and development projects (in no order of priority) as well as major studies that need to be carried out to advance this Strategic Plan.

LIST OF INFRASTRUCTURE PROJECTS

- A. Parramatta to Chatswood Rail Link.
- B. Lane Cove Tunnel.
- C. Rail Station/Interchange Upgrades at Hornsby, Epping, Gordon, Turramurra, Artarmon, Chatswood and Cheltenham.
- D. New Rail Stations at Macquarie Park, Delhi Road, Macquarie Uni, Crows Nest, North Sydney.
- E. North West Rail Link.
- F. F3 - M2 Link.
- G. Light Rail or Bus Only Transit Way from Chatswood to Warringah.
- H. Upgrade of the Royal North Shore Hospital, Ryde Rehabilitation Hospital and Hornsby Hospital.
- I. Development of a comprehensive and integrated regional cycle network and light rail network.
- J. A transport tunnel under Pacific Highway to bypass Chatswood CBD from Boundary Street to Mowbray Road.
- K. Revitalisation of Victoria Road.
- L. New Railway Harbour Crossing.
- M. Sydney Metropolitan Strategy Bus Corridors.
- N. Priority Sewerage Programs: Mount Kuringai Industrial Scheme and Brooklyn and Danger Island Scheme.
- O. Revitalisation and Expansion of Northern Region Public Schools.
- P. Upgrade of the Pacific Highway from Chatswood to Wahroonga.
- Q. Double capacity of the North Shore Railway Line and Fast Link to Newcastle.



6.0 NORTHERN REGION STRATEGY MAPS

STUDIES

NSROC and all member Councils have undertaken studies to guide and plan for change in the sub-region. Sections 1.0 and 2.0 above have listed some of the studies that have been done. Other work such as a regional State of the Environment Report, regional waste plans and regional transport plans are being developed.

The following 6 studies require urgent funding assistance through the Planning Reform funds program to prepare study briefs and commence research so that the planning and implementation stages for the Strategy can be resolved.

1. Delivery Plan for all infrastructure projects tied to growth thresholds, particularly for transport services.
2. Residential Zoning and Density Study to identify locations for higher density development and ensure that a consistent approach is applied across the Sub Region.
3. Study of Industrial/Employment Lands and growth to identify areas, trends, conflicts and long term plans for support services, transport, marketing and management particularly:
 - Revitalisation of the Victoria Road Enterprise Corridor;
 - Regional importance of Macquarie Park Corridor;
 - Impediments to development of Hornsby as a Major Centre;
 - Measures to protect existing industrial lands from office or residential development;
 - Securing the long term viability of North Sydney and Chatswood as major commercial office centres.
4. NSROC Planning Study to review actions required to achieve the cross-Council consistency and new Corporate Management Plan programs to achieve the Strategic Plan objectives, including:
 - car parking controls;
 - sustainability;
 - water conservation;
 - affordable housing;
 - provision of regional recreation facilities; and
 - aged housing.
5. Major Centres to assess transport, access, employment, lifestyle and ‘global arc centres implications of development of the major centres through each development phase,
6. Undertake a study to determine the long term implications of Housing Densification in terms of:
 - Social capital demands;
 - Accessibility;
 - Local services delivery; and
 - Urban design.

The following series of Maps provide data on projections for population, dwellings and jobs, they show locations of major centres and industrial areas, identify major infrastructure improvements and provide a Sub-Regional Structure Plan for 2031.

1. Centres and Industrial Areas

This map shows the location of Major Centres and Town Centres as well as the main industrial business park areas within the sub-region.

2. Population

These maps show population data for 2001 and projections to 2031 for each of the Local Government Areas. The projection Year 2031 Map also provides summary figures on the population totals and percentage change 2001 – 2031.

3. Dwellings

These maps show numbers of dwellings for 2001 and projections to 2031 for each of the Local Government Areas.

The projection Year 2031 Map also shows summary figures on the Dwelling totals for the sub region and percentage change 2001 – 2031.

4. Employment

The Employment Projection Map shows the number of jobs for 2001 and projected jobs in 2031 with summary total figures and percentage change.

5. Major Infrastructure and Land Uses

These Maps show the major infrastructure projects and land use changes that are proposed to occur, or are needed to occur, to match the timing of the increases in population and activity over the time periods:

- 2014
- 2024, and
- 2031

If the projects do not occur then there are likely to be unacceptable social, environmental or economic impacts that may require review of the projections and the Strategy outcomes.

6. Sub-Regional Structure Plan 2031

This map is a composite plan of the proposed population and dwelling changes, major infrastructure projects and land uses planned to occur by 2031. It summarises the key ‘structural’ changes within the sub-region and where these are linked to adjoining sub-regions that need to be planned and implemented by the Councils or other delivery agencies.



7.0 PLAIN ENGLISH GLOSSARY OF TERMS

Adaptable Housing means dwellings that are easily capable of modification for seniors or disabled people.

Affordable Housing means dwellings that are available for people with special needs or on lower incomes.

LEP means a Local Environmental Plan. A Plan prepared by Councils for their entire area or parts of their area.

DCP means a Development Control Plan that contains more detailed planning controls to give effect to a LEP.

Strategic Plan means a broad brush plan charting the future expected or proposed outcomes for an area. It usually includes Objectives, Planned or Desired changes and Key Actions.

Metropolitan Strategy means a strategic plan prepared by the State Government for the greater Metropolitan Region.

‘Global Arc’ means the areas of metropolitan Sydney extending from the Airport through Sydney CBD, North Sydney, Chatswood and Macquarie Park where the major economic activity and employment occurs.

NSROC means the Northern Sydney Regional Organisation of Councils comprising Hornsby, Ryde, Ku-ring-gai, Willoughby, Hunters Hill, North Sydney and Lane Cove.

S.94 Contributions Plan means a plan prepared by Council setting out what monetary contributions are to be paid by developers to address the increased demand for public works and services generated by development as well as how the money will be spent.

