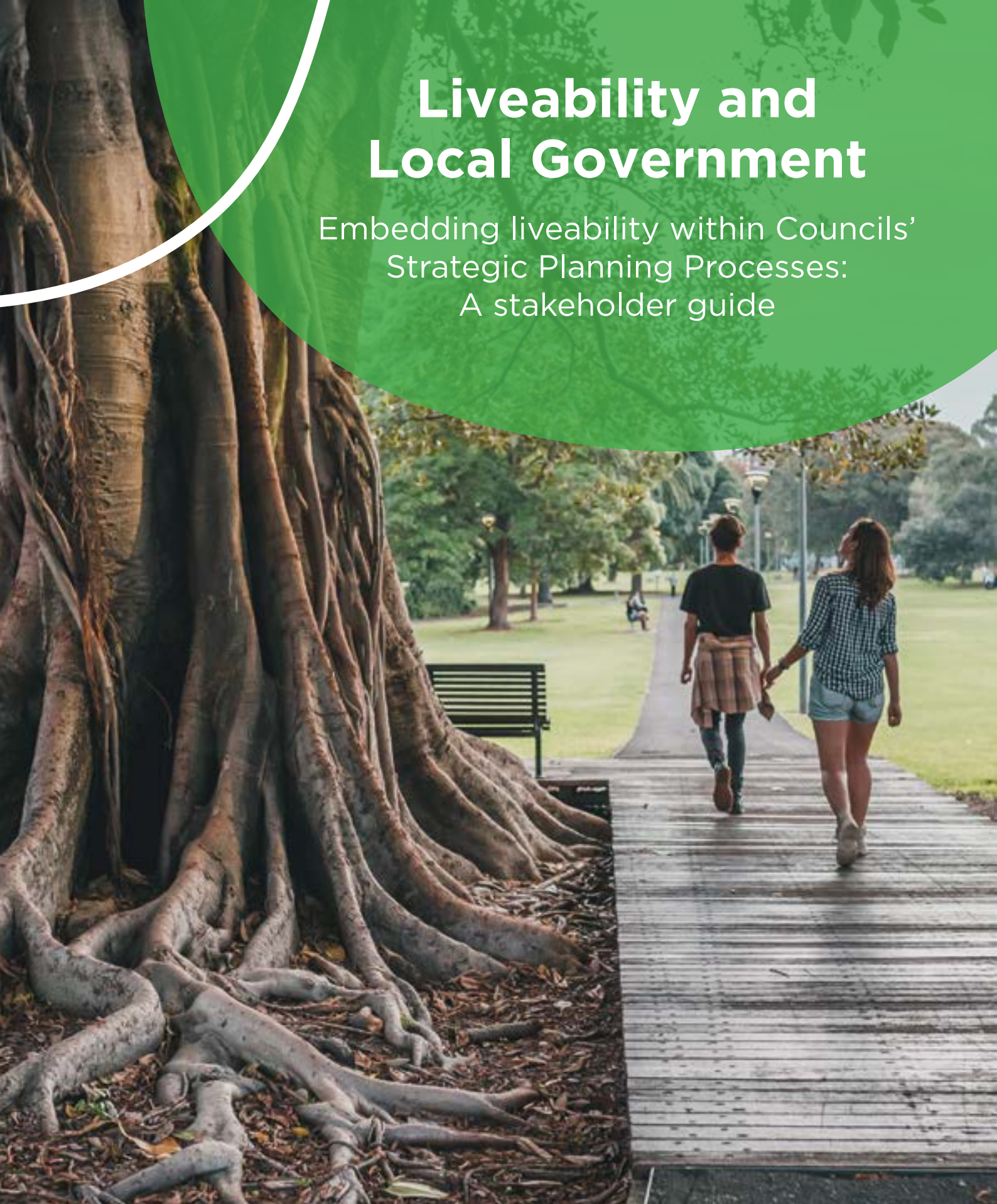


# Liveability and Local Government

Embedding liveability within Councils' Strategic Planning Processes:  
A stakeholder guide



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We acknowledge the Traditional Owners and custodians of Country throughout Australia and their continuing connection to land, waters and community. We pay our respect to them and their cultures, and Elders past, present and future.

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September 2020



## INTRODUCTION: ABOUT THE GUIDE

**This guide aims to help councils and other stakeholders promote liveability through local government strategic planning processes and plans.**

### Liveability as a preferred term

The term ‘liveability’ is used in this guide to encompass the key elements of active living and healthy eating which can be influenced by built environment characteristics. The term covers ‘community wellbeing’, including environments that promote physical activity (such as walking, cycling and sport) and access to healthy food. In this context, *liveability* is a preferred term to *health* which is often associated with specific hospital and health precinct planning, and generally not seen as core council business.

For the purposes of this guide, council strategic planning processes are:

- the whole-of-council Integrated Planning and Reporting Framework (IPRF), with a focus on the Community Strategic Plan (CSP) and other ‘subsidiary’ strategies relevant to liveability (such as a health plan, open space and recreation plan and retail strategy)
- strategic land use planning activities – the Local Strategic Planning Statements (LSPS), Local Environmental Plans (LEP) and Development Control Plans (DCP).

This focus aligns with the State Government’s effort to reorient the planning system towards strategic planning. As a result of recent reforms to the *Environmental Planning and Assessment Act 1979* (NSW), the planning system now prioritises strategic planning to inform future development and land use, as demonstrated in Figure 1.

## ACKNOWLEDGEMENTS

Active Living NSW  
Heart Foundation  
NSW Ministry of Health

Prepared by Dr Danny Wiggins, Danny Wiggins Planning, Facilitation and Education Services

## LIST OF ABBREVIATIONS

CSP	Community Strategic Plan
DCP	Development Control Plan
DPIE	NSW Department of Planning, Industry and Environment
IPRF	Integrated Planning and Reporting Framework
LEP	Local Environmental Plan
LHD	Local Health District
LSPS	Local Strategic Planning Statement

## Purpose and scope

The objectives of the guide are to:

- identify the relevant local government strategic planning processes, timeframes and entry points
- identify the range of actions available to councils
- explain how the various parts of the NSW strategic planning system fit together and explain how to navigate through the processes, including understanding roles and responsibilities
- provide guidance for action, with specific advice for councils, and other stakeholders
- provide guidance on a systematic approach to engaging with councils
- provide examples and case studies of previous successes.

## Target audience

The primary audiences are councils and other stakeholders interested in the inclusion of liveability within strategic planning, including local health district population health staff. Within councils, this could include the following portfolios:

- strategic planning
- transport planning
- community services and development
- corporate strategic planning
- open space and recreation
- economic development and tourism.



**Figure 1:** Reorienting the NSW Land use Planning System  
Source: NSW Department of Planning, Industry and Environment, 2019

**Structure of the Guide**

The guide is presented in four parts. Part One outlines the State Government approach to liveability and details the key elements of liveability which underpin the guide. Part Two introduces and explains local council's strategic planning processes.

Parts Three and Four provide specific advice for councils (Part 3) and stakeholders (Part 4) on how to embed liveability within each of the strategic planning processes.

Throughout the guide, coloured boxes indicate:

- key opportunities
- key resources
- where to access more information
- examples.

All icons in this guide are sourced from Healthy Active by Design. Healthy Active by Design contains information and evidence supporting the integration of eight similar design features into the built environment to support healthy and active places.



[www.healthyactivebydesign.com.au](http://www.healthyactivebydesign.com.au)

**1.1 The State Government and local liveability**

The State Government has a comprehensive approach to promoting active living and healthy eating across NSW. As part of this approach, it is acknowledged that the built environment can support people to be physically active and have access to healthy food in their local area. This can be broadly defined as a 'healthy built environment' and requires participation by both state and local governments.

Nine clusters now deliver the work of the State Government in NSW:

- Premier and Cabinet
- Treasury
- Customer Service
- Planning, Industry and Environment
- Transport
- Health
- Education
- Regional NSW
- Stronger Communities.

Creating liveable places is a focus of the NSW Government, as emphasised in the regional plans across NSW and district plans/planned precincts across Greater Sydney. Liveable places are also supported by Premier's priorities, introduced in July 2019. Among other aims, these priorities strive to increase the:

- proportion of homes in urban areas within 10-minute walk of quality green, open and public space by 10 per cent by 2023; and
- tree canopy and green cover across Greater Sydney by planting one million trees by 2022.

Councils have a key role in the provision and regulation of environments that support active living and healthy eating. How this can be achieved through the strategic planning processes is the focus of the guide.

**What is a Healthy Built Environment?**

'Principally, a healthy built environment is one that has a positive impact on health. It is a place where the streets, neighbourhoods, workplaces, transport and food distribution systems enable people to lead physically and mentally healthy lives, fulfil their potential and be resilient to adversity. Healthy built environments are also equitable and diverse environments, where all members of society have fair access to the health-promoting benefits of place.'<sup>1</sup> (Kent and Thompson 2019, *Planning Australia's Healthy Built Environments*, Routledge, New York.)

**1.2 The built environment can promote physical activity and access to healthy food**

Regular physical activity has many health benefits. It reduces the risk of all-cause mortality, symptoms of stress and depression, the risk of preventable injury, Type 2 diabetes and certain cancers.<sup>2</sup>

In healthy communities, physical activity is a normal part of everyday life. Active travel, such as walking, cycling or scootering, is a convenient, accessible and highly effective way to integrate incidental physical activity to and from key destinations.<sup>2</sup>

Liveable spaces support healthy lifestyles, promote safety, comfort and wellbeing for all. For example, children and young people who live in pedestrian friendly, highly walkable neighbourhoods with well-connected streets are more likely to walk to school.<sup>3</sup> Quality parks and active open spaces that are inclusive, close to where people live and are accessible by walking or cycling encourage active recreation.<sup>4</sup>



**Figure 2:** Healthy Active by Design infographics. (Top: Movement Networks. Bottom: Destinations). [healthyactivebydesign.com.au](http://healthyactivebydesign.com.au)

A healthy diet can lower the risk of a range of health problems including chronic disease and obesity.<sup>5</sup> Access to water and nutritious, affordable food is a basic requirement for health and wellbeing.

The built environment can promote secure, easy and equitable access to healthy and safe food for all. Environmental sustainability is important, including minimising food waste, promoting local products and reducing our global footprint.

**Healthy Active by Design**

Healthy Active by Design provides the best-available evidence, practical advice, checklists and case studies to help with the development of healthy neighbourhoods and communities that promote walking, cycling and an active public life. [www.healthyactivebydesign.com.au](http://www.healthyactivebydesign.com.au)

Councils in NSW play a key role in food production, distribution and safety through their planning and regulatory activities, with considerable variety depending upon location. In rural areas, food production and distribution may be essential to the local economy. Metropolitan centres may focus on distribution, retail and waste management aspects.

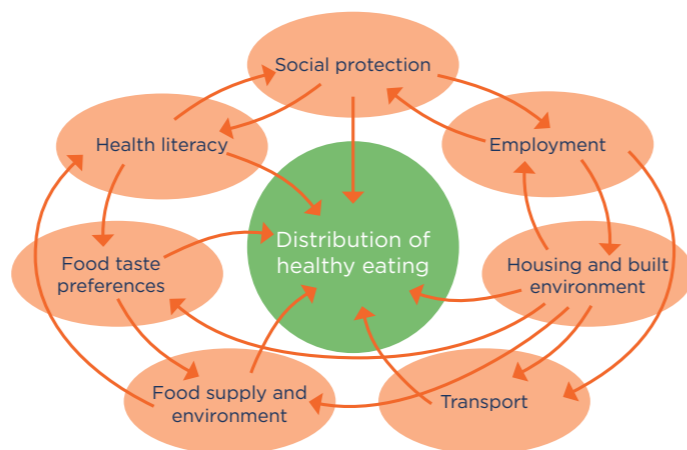
**1.3 Key elements of liveability**

**Key elements of liveability**

- Localities that are walkable, with streets that are attractive, legible and well-connected; safe and secure public domain, accessible for all
- Active transport options (such as walking, cycling and public transport) that are readily available, between home, centres and other local and regional destinations; connected with public transport hubs; with managed parking supply (appropriate to the nature of centres and public transport)
- Co-located and integrated community facilities (such as schools and recreation facilities) that maximise accessibility and social interaction
- Residential developments (especially of medium and high-density) that address the street, are well-connected to movement systems and promote social connectivity and cohesion (including space for social interaction in communal setting)
- Compact, mixed-use town centres and other key destinations that are safe, vibrant and attractive (day and night), with end-of-trip facilities (such as secure bicycle racks and change rooms), and good connections to neighbourhoods
- Well-maintained, quality open space, playgrounds, sporting and recreation facilities that facilitate a range of physical activities, social engagement, are responsive to context and accessible for all
- Diversity of housing choice to meet the needs of the community throughout life cycle stages
- Local and regional food production and exchange that maximises community participation
- Land appropriate for local and regional food production that is protected, well-utilised and robust for future innovation
- Secure, easy and equitable access to (and choice of) healthy food for all
- Distances for food distribution and storage time for produce that are minimised

**Figure 4:** The key elements of liveability

Figure 3 demonstrates the complex ways in which food distribution is impacted by elements of council activities.



**Figure 3:** Elements of food distribution  
Source: The Australian Prevention Partnership Centre 2018

The built environment can promote health and wellbeing by providing the key elements of liveability, as listed in Figure 4. These key elements are distilled from a variety of key resources, including *Healthy Active by Design*<sup>6</sup> and *Planning Australia's Healthy Built Environments*<sup>1</sup>. As noted in the Introduction, the key elements of liveability are the themes that underpin the advice in this guide.

**2.1 How councils work**

There are 128 councils in NSW, ranging from large metropolitan councils to micro-rural councils, each with commonalities but variable contexts and priorities.

Council activities are governed by the *Local Government Act 1993 (NSW)* which details the roles and responsibilities of elected councillors and staff and legal requirements for council's activities. The Act provides guiding principles for councils, including the need to plan strategically (through the Integrated Planning and Reporting Framework and its planning, monitoring and reporting requirements) and work cooperatively with neighbouring councils. Joint Organisations of Councils (and Statements of Strategic Regional Priorities) are one such vehicle for regional cooperation and leadership.

Councils are also subject to the detailed requirements of other legislation, in particular the *Environmental Planning and Assessment Act 1979 (NSW)* and the *Roads Act 1993 (NSW)*.

**Council responsibilities**

Councils have traditionally been responsible for local transport infrastructure (roads and footpaths), recreation and community facilities, waste management, water and sewerage (outside of Sydney and the Hunter) land use planning and regulation of private development. Many councils also offer a broad range of other community-based services.

Council's diverse activities can be broadly summarised as follows:

- direct action, including the provision of infrastructure and services (perhaps in partnership), e.g. road construction, operation of recreation facilities, waste collection services, water supply (in some cases), community services and programs
- regulation of private activities, e.g. land use planning, community land activities, food inspections, enforcement powers
- influence - partnerships, incentives, education and promotion.

Strategic planning for future built environment works is one long standing activity and includes the following:

- land use planning, including the location, siting and design of private development (housing, commercial, industrial and special uses)
- parks, reserves and other recreation/ sporting and community facilities
- the public domain and infrastructure (public works, streets, tree planting)
- urban design (including streetscape enhancement and maintenance)
- transport and traffic planning, including pedestrian and bicycle plans
- natural resource management.

**2.2 Council Strategic Planning Processes**

Council strategic planning processes are:

- i. The Integrated Planning and Reporting Framework (IPRF)
- ii. Strategic land use planning instruments and policies:
  - Local Strategic Planning Statements (LSPS),
  - Local Environmental Plan (LEP)
  - Development Control Plans (DCP).

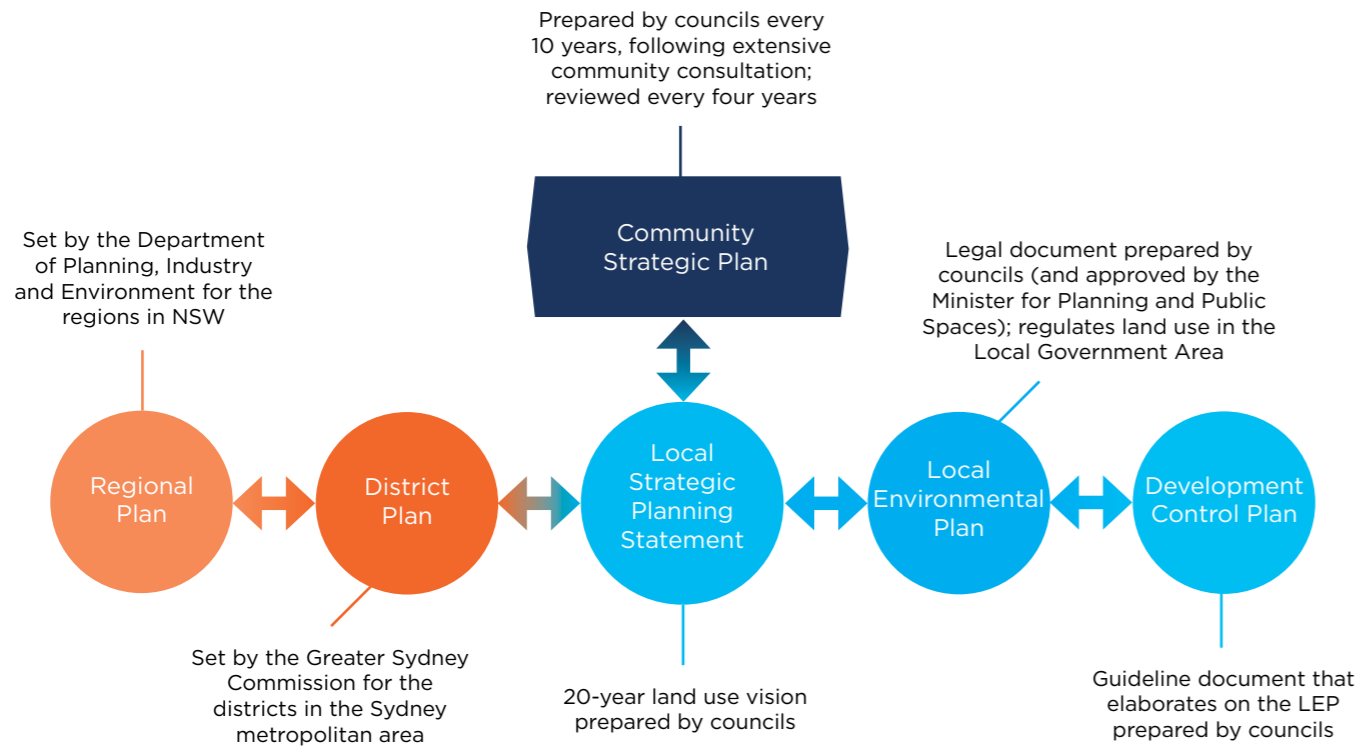
The relationship between strategic land use policies is demonstrated in Figure 5.

**2.3 Integrated Planning and Reporting Framework**

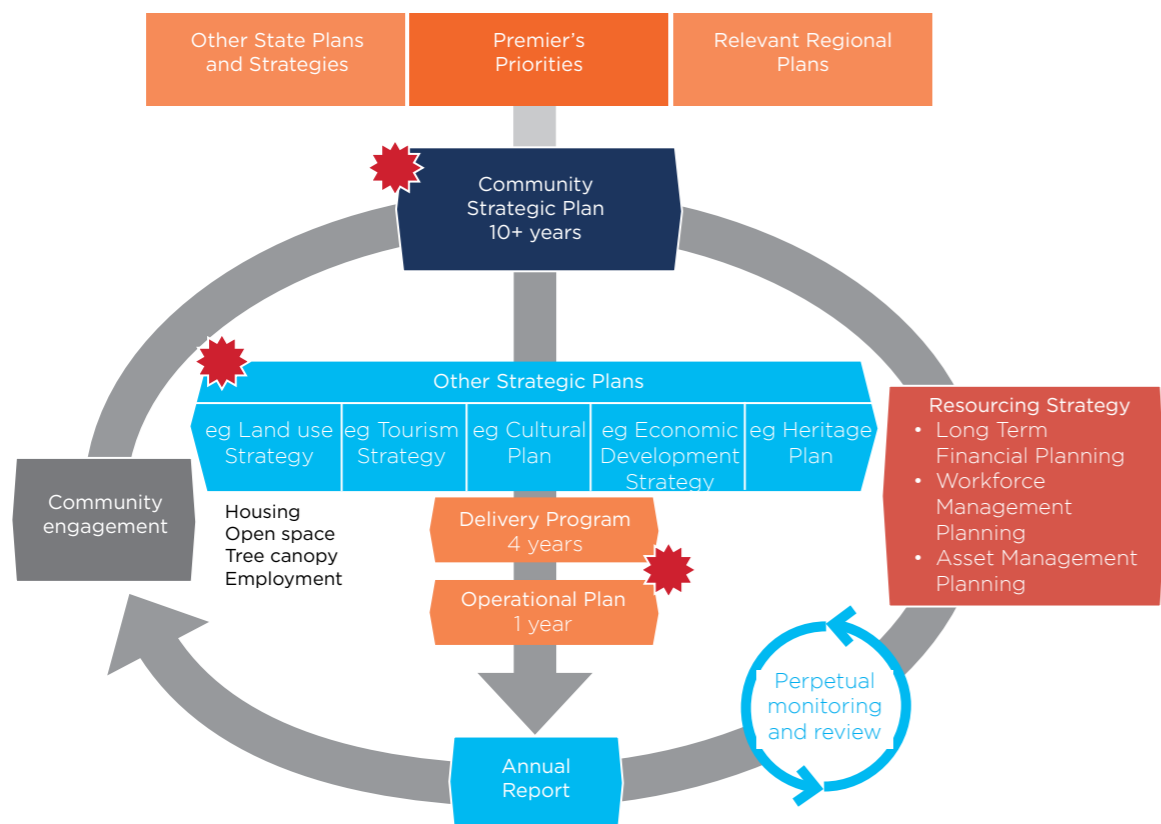
These Integrated Planning and Reporting Framework (IPRF) was introduced by amendments to the *Local Government Act 1993 (NSW)* (with accompanying Regulation and Guidelines) in 2009. It requires councils to undertake 'whole-of-council' long, medium and short-term strategic planning, and comprises the following key elements<sup>7</sup>:

- Community Engagement Strategy
- Community Strategic Plan
- Long term Resourcing Strategy
- Four-year Delivery Program
- Annual Operational Plan
- Monitoring and Evaluation.

These key elements fit together in a logical sequence, as shown in Figure 6.



**Figure 5:** The Local Strategic Planning Statement in the context of other levels of strategic plans  
Source: Based on Department of Planning, Industry and Environment, 2019



**Figure 6:** The Integrated Planning and Reporting Framework  
Source: Based on NSW Office of Local Government IP&R Manual (2013)

The starred items in Figure 6 will be discussed in detail throughout this guide.

Community strategic plans (CSP) are councils' highest-level strategic plan and have a 10-year vision. They identify the main priorities and aspirations of the community and provide a clear set of strategies to achieve these. The plan must take into account relevant state and regional plans and strategies, allowing for integrated planning. The plan identifies state agencies responsible for each aspect of its implementation, as not all activities are the responsibility of the council.

The four-year delivery program reflects the actions and performance measures specific to a council. These are accounted for in a council's four-year resourcing strategy and annual operational plans.

Subsidiary strategic plans (shown as 'Other Strategic Plans' in Figure 6) elaborate on specific elements of the CSP and inform the detailed delivery program and operational plan, with ongoing monitoring and evaluation.

The IPRF promotes vertical integration, with the community-based objectives informed by state-level plans, which flow through to local implementation, monitoring and reporting. The overall review of the framework coincides with the council election cycle and other review requirements.

### Integrated Planning and Reporting

The Office of Local Government's IPRF Manual (2016) is a key resource for councils, detailing the role of each of the key elements and the operation of the framework.

More information at: [www.olg.nsw.gov.au/councils/integrated-planning-and-reporting](http://www.olg.nsw.gov.au/councils/integrated-planning-and-reporting)

### The role of subsidiary plans

As shown in Figure 6, councils can have a range of subsidiary plans or strategies, which supplement and elaborate on the broad strategies listed in the CSP.

Subsidiary plans provide further detail on the aspirational CSP and link to the operational elements. In some larger councils, there are over 50 subsidiary strategic plans. For example:

- health plan/liveability strategy
- housing strategy
- community development and infrastructure plans
- multicultural/ diversity plans
- plans of management for community land
- open space and recreation strategy
- pedestrian access and mobility plan/ bicycle access and management plan
- disability action plans and access policy
- CBD strategy/ masterplan.

These plans are not legislated and as a result, each council will have different subsidiary strategies, some of which may cover matters relating to liveability. Liveability related strategies can be consolidated into a single plan, such as a 'Liveability Plan' or can be coordinated as sub-sets of other functional or place-based strategies. This is an example of the role of the IPRF in promoting horizontal integration across traditional council areas.

### Other Integrated Planning and Reporting Framework elements

As also shown in Figure 6, there are a number of other significant elements of the IPRF, in particular:

- community engagement
- resourcing strategy - long-term financial plan, workforce and asset management plans
- implementation through the delivery plan and the operational plan.

Community engagement and resourcing are central to the development and review of strategic plans and will be addressed in Parts Two and Three of this guide.

### 2.4 Local Strategic Planning Statements

All councils in NSW are required to prepare a local strategic planning statement (LSPS).

The LSPS sets out the long-term, 20-year vision for land use planning in the local area, identifies the special character and values that are to be preserved, and explains how the council will manage land use change into the future.<sup>9</sup>

The LSPS has a maximum timeframe of seven years. In their development and review of their LSPS, councils are required to consult with state government agencies. Once adopted by the council and supported by the Department of Planning, Industry and Environment or the Greater Sydney Commission, the draft must be publicly exhibited. The LSPS:

- must consider council's CSP in determining the content (vision, themes, 'planning priorities' and actions)
- gives effect to local actions contained in the regional and district plans
- is part of a logical hierarchy of land use and transport plans, with a clear line-of-sight between them. In practice, local plans (LSPS/structure plans, LEP and DCP) should fit within the framework and the provisions established by Regional/ District Plans.

The place of the LSPS in the NSW planning hierarchy is shown in Figure 5.

### Sydney's planned precincts

In the Sydney metropolitan area, district plans are being facilitated by 51 detailed 'precinct plans'. Precinct planning identifies the development intent and development capacity across the entire precinct, through the allocation of land uses and densities and includes land uses, housing choices, built form, infrastructure, and environmental and open space desires. Subsequent LEP amendments will generally be implemented by council, although in certain cases they could become state led. These plans elaborate on the liveability-related provisions of the district plans.

[www.planning.nsw.gov.au/Plans-for-your-area/A-new-approach-to-precincts](http://www.planning.nsw.gov.au/Plans-for-your-area/A-new-approach-to-precincts)

- More specifically, the legislation requires the LSPS to:
  - outline council's strategic context based on a review of economic, social and environmental drivers of change, from global to local
  - describe how council will undertake strategic planning in the Local Government Area
  - express a desired future vision of land use for the local government area by broad themes and finer grain treatment of areas such as town centres and other precincts
  - list local themes and planning priorities, informed by the CSP
  - provide an action plan for achieving priorities and the mechanism for monitoring and reporting, including a clear link to the established operational elements of the IPRF.

### Community engagement on the Local Strategic Planning Statement

The *Environmental Planning and Assessment Act 1979* (NSW) requires councils to have a Community Participation Plan to address how they will engage with the community on land use planning matters. This should address strategic planning and development assessment matters.

The Department of Planning, Industry and Environment has advice on the Community Participation Plan requirements.

[www.planningportal.nsw.gov.au/publications/community-participation-plans](http://www.planningportal.nsw.gov.au/publications/community-participation-plans)

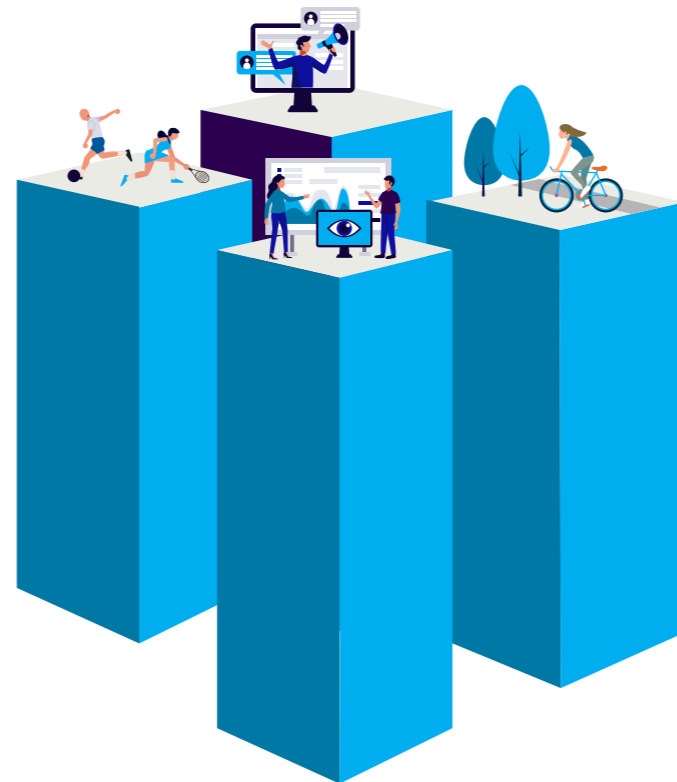
### An emphasis on place: the use of structure plans and masterplans

The NSW State Government is promoting a planning system that focuses on places, place-making and urban design.<sup>9</sup> A central role is played by the Government Architect NSW and their extensive research and publications.

As part of this focus on place, councils are encouraged, in their LSPS, to map strategic land use policy elements. The LSPS can include a spatial expression of council's priorities through area-wide structure plans and precinct-level masterplans (for centres, renewal and release areas).

Of particular relevance would be any structure plan. Such structure plans, while not having the legal status of any subsequent LEP, would be well placed within the LSPS to guide longer-term land use and transport requirements. They can address future land use and transport elements to promote the key elements of liveability (see Figure 7).

As future needs arise, such indicative land uses can be formalised in the statutory LEP and detailed in local masterplans/DCP. See Part 2.5 for more information.



### Key opportunity: Structure plans

Councils' LSPS could contain an indicative structure plan(s), identifying key liveability elements such as:

- the location of housing, with differing densities,
- location and type of open space and recreational facilities and
- transport connections, including public transport nodes, bicycle and pedestrian networks

See Figure 7.

Local masterplans provide more place-specific detail, such as subdivision layout for land releases (including open space and bicycle/ pedestrian connections). They can also apply to redevelopment areas and town centre revitalisation projects, providing similar detail on active transport and public domain improvements.

Such masterplans/structure plans would form the basis of provisions in the statutory LEP, as well as public works programs and development contributions plans. See Part 3.1c of this Guide for an explanation of contributions plans and Figure 8 for the relationship between these elements.

Figure 7 provides an example of a structure plan, including key elements of liveability such as:

- the majority of new housing close to the town centre (1) and alignment of infrastructure with growth (6)
- concentration of diverse uses in the town centre and its revitalisation (4)
- protection of rural industries (10)
- new recreational facilities (12) and open space remediation (13)

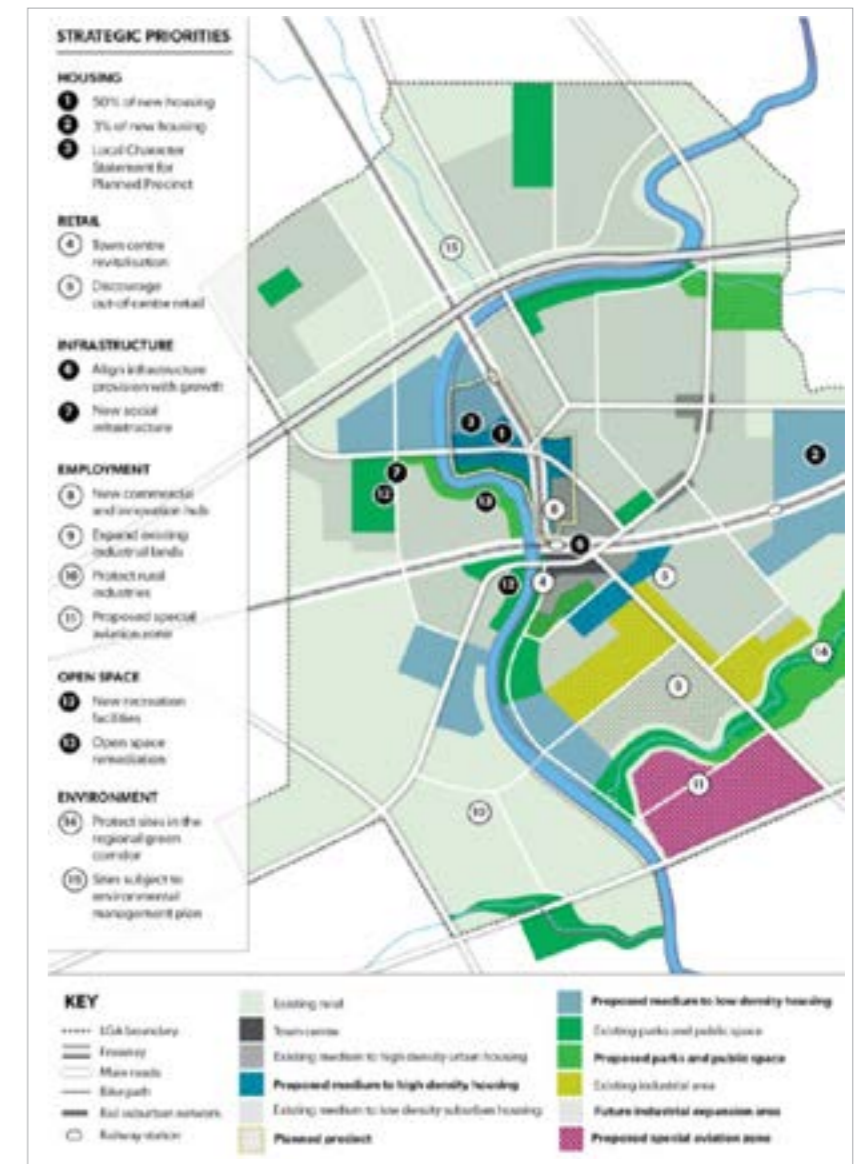
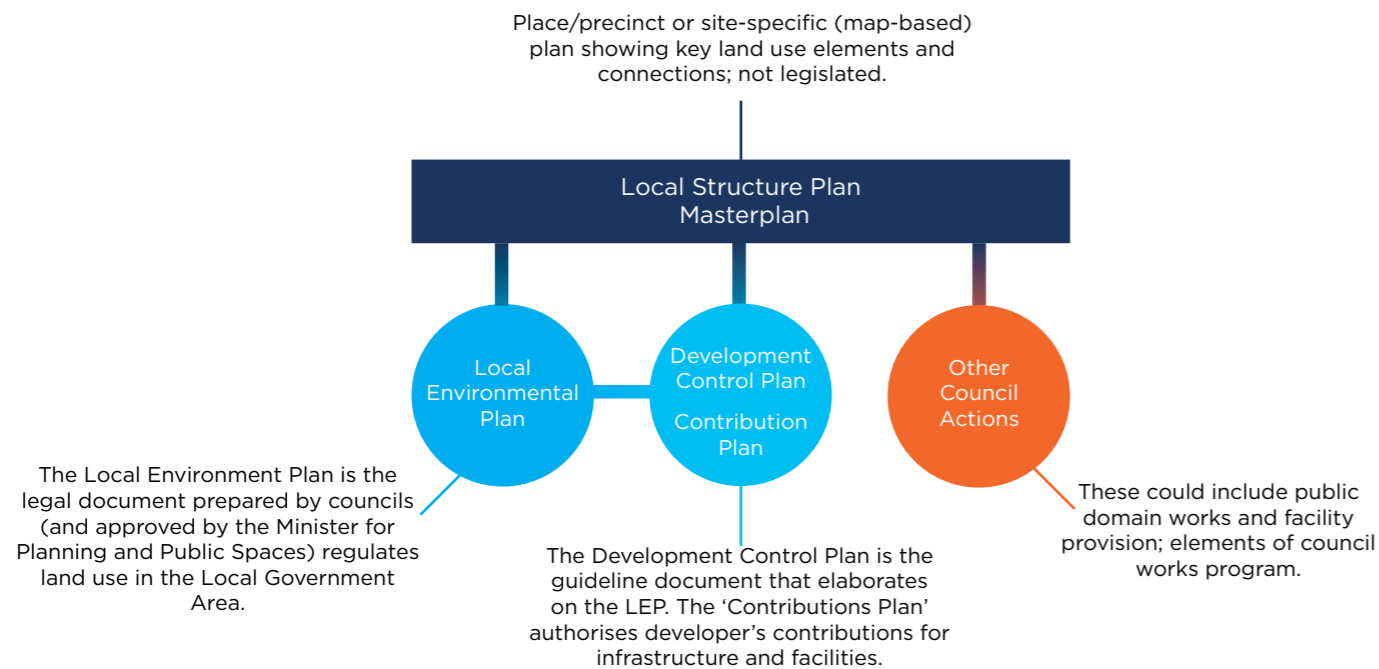


Figure 7: Example of a structure plan

Source: Department of Planning, Industry and Environment Example Local Strategic Planning Statement (Waratah), 2019<sup>10</sup>



**Figure 8:** Masterplans, Local Environment Plans, Development Control Plans and Contribution Plans

As noted in Figure 5, DCPs elaborate on the ‘parent’ LEP and should be an outcome of such precinct level master planning. This level is most significant for local strategic planning as they provide fine-grained detail and when adopted as DCPs, following community engagement, are a legal consideration in the assessment of applications for development consent.

A key element of such fine-grained detail (and a recommended feature of the LSPS) is local character assessment – including identifying ‘special character areas’ which could be key destinations for local and regional visitors and prioritise access and facilities for pedestrians and cyclists. Special character areas could also affect redevelopment potential for mixed housing or recreation or open space provision.

**Government Architect NSW publications**

The Government Architect NSW has produced a range of guidance. For example:

- Better Placed
- Greener Places
- Urban Design Guides (metropolitan and non-metropolitan)
- Aligning Movement and Place.

[www.governmentarchitect.nsw.gov.au/guidance](http://www.governmentarchitect.nsw.gov.au/guidance)

## 2.5 Local Environmental Plans and Development Control Plans

### Local Environmental Plans

LEPs are the principal mechanism for land use regulation in NSW, with their combination of zoning, acquisition powers, development standards and specific matters for consideration. LEPs are a significant element of the planning system, as they are statutory ‘environmental planning instruments’. They must be in the standard form (the *Standard Instrument Local Environmental Plan*), with standard definitions of development types, model provisions, state-imposed requirements and the opportunity for local provisions.

LEPs must be reviewed every five years however can be amended in the interim through the submission of a ‘planning proposal’ to the State Government, initiated by the council (or another ‘Planning Proposal Authority’). They can be requested by a private-sector applicant, such as the rezoning of land.<sup>11</sup>

### Using detailed Development Control Plans at the local level

In the NSW Planning system, statutory LEPs are accompanied by detailed DCPs. They can be written by land use type (e.g. residential, car parking) and by place (e.g. master planning of new estates, detailed design of town centres). With the legal authorisation of its ‘parent’ LEP, such DCPs can introduce issue-based or place-based requirements and standards covering matters relevant to liveability. For instance:

- subdivision design standards; street design and facilities, such as seating and drinking fountains
- car parking requirements (related to residential density)
- apartment guidelines, such as on-site communal gardens, and through-site connections (to promote walking)
- crime prevention through environmental design
- pedestrian and bicycle access and mobility plans
- on-site bicycle parking (and end-of-trip facilities) in commercial and industrial development.

**Planning proposals**

Section 3.8 of the *Environmental Planning and Assessment Act 1979* (NSW) marks the preparation of planning proposals as the point at which councils (and other planning proposal authorities) are to give effect to the provisions of the relevant regional or district plan.<sup>12</sup>

There is an opportunity to scrutinise planning proposals through a liveability lens, with a focus on the liveability related directions and actions in the LSPS and the relevant regional or district plan.

**Key opportunity: Development Control Plans and Liveability**

DCPs elaborate on LEP provisions and can provide more detailed coverage of the key elements of liveability. When adopted they must be considered in the assessment of development applications. This applies to both large-scale proposals and routine development applications. For routine proposals, the cumulative effect can improve local amenity and increase liveability.

**Key opportunity: preparation of planning proposals**

For the Sydney metropolitan area, Councils must review their LEPs as soon as practicable to give effect to the relevant district plan. There is an opportunity to scrutinise planning proposals at all councils through a liveability lens, with a focus on the liveability-related directions and actions in the relevant regional or district plan (and the detailed provisions of the council’s LSPS).

Administratively, DCPs are council initiated and approved, in accordance with the Part 3 of the *Environmental Planning and Assessment Act 1979* (NSW).

The NSW Government plans to introduce a standard online format for development control plans with a standard set of definitions and model provisions. This will improve consistency across local councils and make it quicker and easier to find and navigate the relevant provisions.<sup>13</sup>

<p><b>Planning for Green Square (Sydney)</b></p>	<p><b>Renwick land release</b></p>
<p>Green Square in Sydney is a major inner-suburban redevelopment that is transforming the area. With its structure planning and masterplans, Local Environmental Plan process and infrastructure planning mechanisms, the redevelopment is a good example of planning for land with liveability as a key element.</p> <p><a href="http://www.cityofsydney.nsw.gov.au/vision/green-square">www.cityofsydney.nsw.gov.au/vision/green-square</a></p>	<p>Renwick land release, a subdivision layout that addresses many healthy planning principles, is a case study on the Healthy Active by Design website. It features:</p> <ul style="list-style-type: none"> <li>• connected walking and cycling infrastructure</li> <li>• quality public open space</li> <li>• a diversity of housing types.</li> </ul> <p><a href="http://www.healthyactivebydesign.com.au/case-studies/renwick">www.healthyactivebydesign.com.au/case-studies/renwick</a></p>



**Five key tips**

1. Use the key role of council's strategic planning processes' to prioritise liveability
2. Coordinate the Integrated Planning and Reporting Framework and elements of council's land use strategies to include liveability principles and provisions
3. Develop a stand-alone liveability strategy, and consider the need for specialty staff
4. Appoint an in-house champion for liveability
5. Collaborate with appropriate officers within relevant agencies including local health districts to promote liveability. This may include regular meetings; advance notice of draft strategies or single points of contact

**3.1 Opportunities through the Integrated Planning and Reporting Framework**

This part of the guide provides more detail on opportunities for councils at the strategic planning level in relation to:

- community engagement and the CSP (vision and objectives)
- subsidiary strategic plans
- resourcing and workforce planning.

**(a) Community engagement and the Community Strategic Plan**

It is important for councils to:

- ensure background information used in community engagement for the review of the CSP includes content supporting the need for liveability, such as relevant health statistics. Councils can access health-related data through Healthstats NSW.<sup>14</sup> Local health districts also have access to some local population health data.
- collaborate with local health districts to reinforce liveability objectives locally.
- note the role of state-level strategies informing the CSP e.g. Premier's Priorities, Regional and District Plans.

**Key opportunity: Liveability strategy**

A strategic plan which specifically addresses liveability in the Local Government Area could be developed following a review of existing subsidiary strategic plans and consolidation of liveability related policies. A liveability plan could detail roles and responsibilities of different areas of council to increase liveability.

**(b) The role of subsidiary strategic plans**

Councils have the opportunity to:

- identify and review all current subsidiary strategic plans (e.g. community development and infrastructure strategy, public domain plans, carparking).
- include some of the liveability related actions covered in these plans in a stand-alone liveability strategy.
- consider having place-based strategies for activity centres, new land release and redevelopment areas. For example, a masterplan/local structure plan could underpin a place specific DCP and inform councils' public domain works program and local infrastructure requirements.

**Penrith Council's consolidated strategies**

Penrith City Council has identified and reviewed all of their subsidiary plans. The 'City Strategy' is a consolidated listing and overview. As an ongoing endeavour, this provides a ready means of monitoring and updating existing and future strategies. Council also addresses common terminology and format. The City Strategy is a 'non-corporate' strategy, as distinct from a 'corporate strategy' such as their Resourcing Strategy. In combination with the Resourcing Strategy (required under the *Local Government Act 1993 (NSW)*), the City Strategy links to the delivery program and operational plan. [www.penrithcity.nsw.gov.au/resources-documents/documents/strategic-planning](http://www.penrithcity.nsw.gov.au/resources-documents/documents/strategic-planning)

**(c) Resourcing and workforce planning**

The IPRF's mandatory resourcing strategy addresses the financial, workforce and asset management implications of council's strategic plans. Operational budgets will reflect priorities, some of which will be reflected in the LSPS. Clear evidence derived from the subsidiary strategies (including the LSPS) will support liveability matters.

Funding of infrastructure and facility assets for active living is a critical step for councils when embedding liveability through their strategic planning processes. As part of the LSPS process, councils need to determine infrastructure needs and how they will be funded. For example:

- transport infrastructure
- public domain works – streets and footpaths
- open space and recreation facilities
- soft infrastructure – the 'green grid', an interlinked open space network.

There are a range of options for funding, detailed in councils' long term financial plan. These include development contributions and the use of voluntary planning agreements. Development contributions require developers to provide monetary (or in-kind) contributions to cover the cost of infrastructure (such as recreation facilities and bicycle paths). Voluntary planning agreements can also be used for such purposes. The Department of Planning Industry and Environment has advice on each of these mechanisms.<sup>15</sup>

Council's Workforce Management Plans can respond to liveability priorities by ensuring adequate and appropriate staffing is provided. Councils could consider the following:

- in growth areas and for major redevelopments, external funding could be sourced to employ a specialist staff member
- support for the rotation and/or internal secondment of staff, between functional areas of council as part of council's workforce management plan to encourage collaboration
- forming a place-based team for new land release, redevelopment areas or town centre revitalisation
- forming a cross-departmental liveability working group, to coordinate the various health-related activities. The group could have a role in a range of council activities, including the engagement and review of the CSP and strategic land use policies. The liveability working group could be chaired by community development staff and include representatives from:
  - strategic land use planning
  - development assessment
  - recreation and open space
  - public domain engineers
  - landscape architects (and urban designers)

- tourism and economic development
- local health district and relevant state agencies, by invitation.

**(d) Barriers to implementation and possible solutions**

There are some key challenges to embedding liveability through the Integrated Planning and Reporting Framework.

To address a lack of understanding of the IPRF's potential to address liveability in council's strategic plans, councils can consider developing specific subsidiary strategic plans that can flow on to the operational level. The liveability actions included in relevant regional and district plans is a key opportunity. Councils are legally required to give effect to these plans through their local strategic planning processes.

Resource constraints can also be a challenge. Pursuing additional liveability-specific funding opportunities can help to alleviate some financial constraints.

**Key opportunity: Local Infrastructure Planning and development contribution**

In relation to land use planning, a principal source of funding is through development contributions and voluntary planning agreements. Development contributions plans can be reviewed to ensure they address liveability-related infrastructure and facilities. In addition, consideration can be given to the use of voluntary planning agreements as a less-constrained opportunity for the provision of infrastructure and facilities that support liveability.

### 3.2 Opportunities through councils' strategic land use planning processes

Part Two of this Guide discusses councils' relevant strategic land use planning processes:

- Local Strategic Planning Statements (LSPS)
- Local Environmental Plans (LEP)
- Development Control Plans (DCP).

This sub-section provides advice on the opportunities for councils to address liveability through these processes.

As indicated in Part Two, future iterations of a council's LSPS is an opportunity to embed the key elements of liveability into the land use planning framework.

#### (a) Local Strategic Planning Statements

The *Environmental Planning and Assessment Act 1979* (NSW) (Section 3.9) requires monitoring and reporting on the implementation of the actions contained in an LSPS. The LSPS must be reviewed at least every seven years.

#### The significance of the Regional Plan/District Plan Directions and Actions

As discussed in Part Two, a principal role of the LSPS is to give effect to the relevant regional or district plan through amendments to LEPs. Liveability directions and actions are a feature of all regional plans and district plans (and in the matters addressed in Sydney's precinct plans).<sup>9</sup> As a result, they should be addressed in the LSPS. For Sydney councils, it featured in the Greater Sydney Commission's Local Strategic Planning Statement Assurance requirements.<sup>16</sup>



#### Key opportunity: Leadership and champions

Liveability champion(s) can promote interest and activity. These champions could be councillors and/or senior staff members.

For example, Kiama Council's long-standing Health Plan was promoted by the Mayor.

The plan has acted as a coordinating policy for a range of council activities including land use planning and operational matters for decades.

[www.kiama.nsw.gov.au/your-community/healthy-communities/kiama-health-plan](http://www.kiama.nsw.gov.au/your-community/healthy-communities/kiama-health-plan)

#### Jointly funded positions - Local Health District and Council

In 2019, a health-in-planning jointly funded position was created between Wollondilly Shire Council and South West Sydney Local Health District to understand the opportunities for land use planning and placemaking that could deliver health and wellbeing outcomes.

The position is based primarily in the planning team at Wollondilly Shire Council and one day per week in South West Sydney Local Health District (Population Health).

#### Regional/District Plans provide authorising action on liveability

Each of the regional and district plans, through their directions and actions cover liveability in detail. As a result, liveability should be addressed in councils' LSPS, and in turn flow on to LEP/ DCP/ Development Contribution Plan provisions, and public domain works.

#### Councils' Planning Priorities and actions

#### Key Opportunity: Liveability as a planning priority

Councils have the opportunity to nominate 'liveability' as one of their planning priorities in their LSPS as it is a direction or goal in all regional and district plans and also in most councils' CSPs<sup>17</sup>.

For example, Planning Priority 6 in Wollondilly Shire Council's LSPS is 'Embedding health and wellbeing considerations into land use planning for healthy places'.

#### Healthy Eating and the Central West and Orana Regional Plan

The planning priorities could also cover food-related directions and actions.

A number of the 29 directions in the Central West and Orana Regional Plan relate to production and distribution of agricultural produce. The administrative challenge for the 16 councils in the region (and in other non-metropolitan regions) is to ensure that regional directions relating to liveability are addressed in their Local Strategic Planning Statement, and potentially their Local Environmental Plans and Development Control Plans.

[www.planning.nsw.gov.au/Plans-for-your-area/Regional-Plans/Central-West-and-Orana](http://www.planning.nsw.gov.au/Plans-for-your-area/Regional-Plans/Central-West-and-Orana)





#### A checklist for LSPS reviews: content of structure plans






Map-based structure plans can feature in councils' LSPS. The following table outlines key liveability matters that could be addressed by councils in their broad structure planning. The table also provides some example content from 2019 draft LSPS' during the exhibition period.



This Guide's key elements of liveability can be used as a prompt when reviewing council's LSPS and other planning documents.



## Examples of liveability actions in Local Strategic Planning Statements

WHAT ARE WE TRYING TO PROVIDE?	CONTENT OF STRUCTURE PLANS OR LSPS	EXAMPLES OF LIVEABILITY ACTIONS IN COUNCIL LSPS
 <p>Localities that are walkable, with streets that are attractive, legible and well-connected; safe and secure public domain, accessible for all</p>	<ul style="list-style-type: none"> <li>Local destinations and pedestrian routes</li> <li>Links to area-wide green grid</li> <li>'Special Character Areas' identified</li> </ul> <p>See also: <a href="#">GANSW design guides</a>, <a href="#">DPIE Local Character and Place guideline</a></p>	<ul style="list-style-type: none"> <li>'Develop an active transport strategy to link towns and villages with walking paths, trails and bicycle routes'.<sup>18</sup></li> <li>'Investigate opportunities for connecting infrastructure such as shared paths'.<sup>18</sup></li> <li>'Increase access to walking trails, rivers, lakes and dams'.<sup>18</sup></li> </ul>
 <p>Compact, mixed-use town centres and other key destinations that are safe, vibrant and attractive (day and night), with end-of-trip facilities (such as secure bicycle racks and change rooms), and good connections to neighbourhoods</p>	<ul style="list-style-type: none"> <li>Preferred location for retail and commercial uses; retail hierarchy identified</li> <li>Connections to neighbourhoods</li> <li>'Special Character Areas' identified</li> </ul> <p>See also: <a href="#">GANSW design guides</a>; <a href="#">DPIE Retail Discussion paper</a></p>	<ul style="list-style-type: none"> <li>'Adopt a place-based approach to planning for local towns and villages'.<sup>18</sup></li> <li>'Improve and extend pedestrian and cyclist networks through and around the centre, including the surrounding residential area, to the waterfront and recreational facilities'.<sup>19</sup></li> </ul>
 <p>Active transport options (such as walking, cycling and public transport) that are readily available, between home, centres and other local and regional destinations; connected with public transport hubs; with managed parking supply (appropriate to the nature of centres and public transport)</p>	<ul style="list-style-type: none"> <li>Area-wide Pedestrian Access and Mobility Plan (PAMP) and Bicycle Access and Mobility Plan (BAMP), including key destinations, transport nodes and active transport routes</li> <li>Link to relevant council 'subsidiary strategies' under the IPRF e.g. Transport Plan</li> </ul> <p>See also: <a href="#">GANSW design guides</a></p>	<ul style="list-style-type: none"> <li>'Pedestrian and shared pathway networks will be extensive and connect people to centres and public transport'.<sup>19</sup></li> <li>'Prioritise walking, cycling and public transport over other transport modes in and around economic centres'.<sup>19</sup></li> <li>'Provide for and encourage the provision of an efficient and convenient public transport network'.<sup>19</sup></li> </ul>
 <p>Well-maintained, quality open space, playgrounds, sporting and recreation facilities that facilitate a range of physical activities, social engagement, are responsive to context and accessible for all.</p>	<ul style="list-style-type: none"> <li>Area-wide open space and sports facilities relative to their local (and regional) catchments and major transport routes</li> <li>Open space as a key element of the green grid.</li> </ul> <p>See also: <a href="#">GANSW design guides</a></p>	<ul style="list-style-type: none"> <li>'Review design of future public spaces and streets and retro fitting of exiting areas to improve amenity and facilitate use for local recreation by residents'.<sup>20</sup></li> <li>'Provide public and publicly accessible spaces that are accessible, good quality, inclusive and activated for diverse people and communities and contribute to the social life of the city'.<sup>21</sup></li> </ul>

WHAT ARE WE TRYING TO PROVIDE?	CONTENT OF STRUCTURE PLANS OR LSPS	EXAMPLES OF LIVEABILITY ACTIONS IN COUNCIL LSPS
 <p>Co-located and integrated community facilities (such as schools and recreation facilities) that maximise accessibility and social interaction</p>	<ul style="list-style-type: none"> <li>Relative location of facilities identified, with consideration of co-location and accessibility</li> <li>Liaison with Department of Education</li> </ul> <p>See also: <a href="#">Schools Infrastructure</a>, <a href="#">Share our Space</a></p>	<ul style="list-style-type: none"> <li>'Prioritise co-location of services, facilities, housing and jobs to reduce trip distances, travel times and reliance on private motor vehicles'.<sup>19</sup></li> </ul>
 <p>Residential developments (especially of medium and high-density) that address the street, are well-connected to movement systems and promote social connectivity and cohesion (including space for social interaction in communal setting)</p>	<ul style="list-style-type: none"> <li>Preferred location of new release and redevelopment areas</li> <li>Connections to existing development</li> <li>Connections to movement systems</li> <li>'Special Character Areas' identified</li> </ul> <p>See also: <a href="#">GANSW design guides</a>, <a href="#">DPIE Local Character and Place guideline</a></p>	<ul style="list-style-type: none"> <li>'Enhance the amount and quality of spaces available to support social connectedness and sustain quality of life in an increasingly dense urban environment through provision of dedicated public open spaces and shared or communal indoor and outdoor spaces in new developments'.<sup>21</sup></li> </ul>
 <p>Diversity of housing choice to meet the needs of a diverse community throughout life cycle stages</p>	<ul style="list-style-type: none"> <li>Potential mixed-housing areas identified</li> </ul>	<ul style="list-style-type: none"> <li>'Provide for a diversity of housing types and sizes to meet community needs into the future'.<sup>22</sup></li> <li>'Incentivise affordable rental housing delivery and provide for permanent affordable housing'.<sup>22</sup></li> </ul>
 <p>Land appropriate for local and regional food production that is protected, well-utilised and robust for future innovation</p>	<ul style="list-style-type: none"> <li>Prime agricultural lands identified</li> </ul>	<ul style="list-style-type: none"> <li>'Review the LEP and DCP to determine if there is sufficient protection, including buffers, for agricultural activities and key industries'.<sup>18</sup></li> <li>'Complete a rural lands strategy to identify and protect land for intensive agriculture'.<sup>18</sup></li> </ul>
 <p>Secure, easy and equitable access to (and choice of) healthy food for all</p>	<ul style="list-style-type: none"> <li>Preferred location for retail uses; retail hierarchy identified</li> <li>Siting guidance on food outlets</li> </ul> <p>See also: <a href="#">DPIE Retail Discussion paper</a></p>	<ul style="list-style-type: none"> <li>'Promote healthy food destinations that support place making, encourage healthy lifestyles and promote cultural identity'.<sup>20</sup></li> </ul>

WHAT ARE WE TRYING TO PROVIDE?	CONTENT OF STRUCTURE PLANS OR LSPS	EXAMPLES OF LIVEABILITY ACTIONS IN COUNCIL LSPS
 <p>Distances for food distribution and storage time for produce that are minimised</p>	<ul style="list-style-type: none"> <li>Location of production areas and existing/ possible distribution points, relative to transport hubs and connections</li> </ul>	<ul style="list-style-type: none"> <li>'Minimise distance for food distribution and storage time, including ensuring that transport planning incorporates location and access to food distribution centres'.<sup>23</sup></li> <li>'Maintain and extend participation in local and regional food production and exchange, including developing Council policies on local food production'.<sup>23</sup></li> </ul>
 <p>Local and regional food production and exchange that maximises community participation</p>	<ul style="list-style-type: none"> <li>Potential locations for community gardens and farmers' markets</li> </ul>	<ul style="list-style-type: none"> <li>'Support the development of innovative place-based initiatives and local food systems such as food hubs, 'pop-up' farmers' markets and community or rooftop gardens particularly for low income areas'.<sup>23</sup></li> </ul>

### Key opportunity: Inclusion of liveability provisions in councils' Local Environmental Plans

There are a range of options for following the LSPS through to LEPs. LEP provisions can address liveability in a number of ways:

- as a general objective of the LEP
- by including key definitions (such as 'neighbourhood supermarket')
- by identifying land reserved for public acquisition (state or local) - regional and public roads, public open space and community facilities
- by including specific zone objectives. For example, to protect prime agricultural land or to promote active transport. The latter is included in some business zones and could be extended to other relevant standard zones in order to authorise detailed DCPs/ public domain plans.
- as a matter for consideration for specified development application types or locations. This could address provisions such as those previously included to serve this purpose in draft State Environmental Planning Policy (Integrating Land use and Transport). Such provisions could be extended to cover liveability matters beyond 'active transport', as local planning provisions in LEPs.

Similar provisions could also be incorporated in planning for the Growth Centres covered by the State Environmental Planning Policy (Growth Centres).



### The Northern Rivers Food Project

The Northern Rivers Food Project was a federally funded project which explored the role of councils in providing for and promoting access to healthy food. The project produced a full kit of advice for councils, ranging from model clauses and policy documents, through to standard development application forms and lodgement advice.

[www.rdanorthernrivers.org.au/food-futures-council-resources/](http://www.rdanorthernrivers.org.au/food-futures-council-resources/)

### (b) Local Environmental Plans (and Development Control Plans)

LEPs and DCPs are the principal means of regulating land development in NSW. LEPs are one of the main ways to locally implement actions in the relevant regional/ district plan and the LSPS.

The inclusion of liveability provisions in LEPs can include objectives and zoning requirement relating to liveability, acquisition of land for public purposes and specific local provisions. LEPs are legislated environmental planning instruments. In addition, LEPs are the legal authority for the preparation of DCPs that can address liveability - as place-based masterplans or general liveability-based guidelines.

### Wilton Draft Development Control Plan and liveability

The Draft Wilton Growth Area Development Control Plan 2019 features liveability as a purpose of the plan. One of the purposes of the plan is to:

'Support the health and wellbeing of local residents and workers by promoting physical activity, transport choice and accessibility, access to employment and education opportunities, social infrastructure, housing diversity and affordability, access to healthy food, a desirable and safe public domain, opportunities for recreation and entertainment, access to the natural environment, and a sense of place and community identity'.<sup>26</sup>

### (c) Integration of public domain planning and land use planning: use of Masterplans and Development Control Plans

Planning can prioritise placemaking and make clear connections between private and public spaces to attract people into the public domain. Most physical activity takes place in the public domain - in parks and reserves, along streets, cycleways and footpaths.

Planning for public spaces is regulated by different Acts in NSW. *The Local Government Act 1993 (NSW)* governs public domain planning and Plans of Management for 'community land', while the *Environmental Planning and Assessment Act 1979 (NSW)* focuses on private use and regulation of land. *The Roads Act 1993 (NSW)* is also relevant as it regulates works on roadways.<sup>24</sup>




Ideally, public domain planning should be coordinated by place, as a place-based masterplan.

The NSW Government recognises the importance of good design in making cities and towns liveable and successful places for their current and future communities. *Better Placed* provides clarity on what constitutes good design and outlines processes for achieving this.<sup>25</sup>

It is important to note that detailed provisions in DCPs need to be 'authorised' by provisions in their 'parent' LEP. This could be LEP's overall objectives, zone objectives and special local provisions (see Part 2.5).




The following table lists some key liveability matters that can be addressed by councils in their detailed masterplans and place-based DCPs. The table also provides some example content from council DCPs. This guide's key elements of liveability can be used as a prompt when reviewing place-based DCPs.

## Examples of liveability actions in Development Control Plans

WHAT ARE WE TRYING TO PROVIDE?	CONTENT OF LOCAL DEVELOPMENT CONTROL PLANS/ MASTERPLANS	EXAMPLES OF LIVEABILITY ACTIONS IN COUNCIL DCPS
 <p>Localities that are walkable, with streets that are attractive, legible and well-connected; safe and secure public domain, accessible for all</p>	<p>Subdivision design code – preferred layout, including open space and transport connections</p> <p>Crime prevention guidelines</p> <p>Local map-overlays highlighting:</p> <ul style="list-style-type: none"> <li>• Nodes (destinations) and active transport routes</li> <li>• Green grid</li> </ul> <p>Street design guidelines, including shade measures, tree planting and facilities (such as rest-spot seating and water bubblers)</p> <p>See also: <a href="#">GANSW design guides</a>, <a href="#">Healthy Active by Design checklists</a></p>	<p>‘To maximise walkability and connectivity for future residents’.<sup>18</sup></p> <p>‘To encourage the use of landscaping to provide visual screening and shade’.<sup>18</sup></p> <p>‘To provide opportunities for street tree planting and front setback planting where appropriate’.<sup>27</sup></p>
 <p>Compact, mixed-use town centres and other key destinations that are safe, vibrant and attractive (day and night), with end-of-trip facilities (such as secure bicycle racks and change rooms), and good connections to neighbourhoods</p>	<p>Town centre spatial plan, including</p> <ul style="list-style-type: none"> <li>• internal movement systems; links to active transport</li> <li>• connections to neighbourhoods, with walkable catchments</li> </ul> <p>Crime prevention guidelines</p> <p>Provision elaborating on council’s LEP in relation to mixed use developments</p> <p>Car parking guidelines, especially maximum requirements</p> <p>Development application requirements for retail and commercial proposals for on-site facilities such as:</p> <ul style="list-style-type: none"> <li>• secure bicycle racks</li> <li>• change rooms</li> </ul> <p>See also: <a href="#">GANSW design guides</a>, <a href="#">Healthy Active by Design checklists</a></p>	<p>‘To provide a highly- interconnected street network that clearly distinguishes between arterial routes and local streets, establishes good internal and external access for residents, maximises safety, encourages walking and cycling, supports public transport and minimises the impact of through traffic’.<sup>28</sup></p> <p>‘To encourage walking and cycling for local trips to help reduce vehicle reliance’.<sup>18</sup></p>
 <p>Active transport options (such as walking, cycling and public transport) that are readily available, between home, centres and other local and regional destinations; connected with public transport hubs; with managed parking supply (appropriate to the nature of centres and public transport)</p>	<p>Pedestrian access and mobility plan (PAMP) and bicycle access and mobility plan (BAMP), as sub-sets of the structure plan in council’s LSPS, including:</p> <ul style="list-style-type: none"> <li>• key local destinations, transport nodes and active transport routes</li> </ul> <p>Link to relevant council subsidiary strategies under the Integrated Planning and Reporting Framework e.g. Transport Plan</p>	<p>‘To encourage the integration of land use and transport provision and provide for environments that are highly accessible and conducive to walking, cycling and the use of public transport’.<sup>18</sup></p> <p>‘To provide infrastructure to support the provision of public transport’.<sup>18</sup></p>

WHAT ARE WE TRYING TO PROVIDE?	CONTENT OF LOCAL DEVELOPMENT CONTROL PLANS/ MASTERPLANS	EXAMPLES OF LIVEABILITY ACTIONS IN COUNCIL DCPS
 <p>Well-maintained, quality open space, playgrounds, sporting and recreation facilities that facilitate a range of physical activities, social engagement, are responsive to context and accessible for all</p>	<p>Local map-overlays highlighting:</p> <ul style="list-style-type: none"> <li>• linkages from open space and sport facilities to their local (and regional) catchments</li> <li>• Link to green grid</li> <li>• Link to council Plans of Management (required under the <i>Local Government Act 1993</i> (NSW)), which should include:</li> <li>• playground facilities, shade provision</li> </ul> <p>See also: <a href="#">Everyone Can Play</a></p>	<p>‘To increase the amount of open space in the centre and to provide more areas for the community to meet, gather and relax’.<sup>29</sup></p> <p>‘To ensure new areas of open space are of a sufficient size to accommodate a wide variety of activities’.<sup>29</sup></p> <p>‘To ensure adequate provision and distribution of public open space in convenient locations and of a quality to meet the recreation needs of the community’.<sup>28</sup></p>
 <p>Co-located and integrated community facilities (such as schools and recreation facilities) that maximise accessibility and social interaction</p>	<ul style="list-style-type: none"> <li>• Fine-grained identification of siting and access between facilities (elaborating on the LEP)</li> <li>• Use-specific guidelines (by facility type) relating to communal areas and facilities.</li> </ul>	<p>‘To encourage opportunities to link open space networks, community facilities and public services of dwellings’.<sup>28</sup></p> <p>‘Encouraging the development of communities through allowing for (and designing) community spaces, both indoor and outdoor, providing opportunities for meeting and gathering and community interaction’.<sup>28</sup></p> <p>‘To provide walking routes along predictable pathways of travel, including approaches to schools, parks and shopping precincts’.<sup>28</sup></p>
 <p>Residential developments (especially of medium and high-density) that address the street, are well-connected to movement systems and promote social connectivity and cohesion (including space for social interaction in communal setting)</p>	<ul style="list-style-type: none"> <li>• In conjunction with state-level guidance (e.g. Apartment Design Guidelines)</li> <li>• Detailed requirements for provision and siting of on-site facilities, such as on-site vegetable plots and composting areas</li> <li>• Street design and facilities guidelines</li> <li>• Place-specific identification of preferred pedestrian and vehicular access points</li> </ul> <p>See also: <a href="#">State Environmental Planning Policy 65 Design Quality of Residential Apartment Development</a></p>	<p>‘To design and detail new developments to promote and support personal mobility to daily activities’.<sup>28</sup></p> <p>‘To design street networks to optimise personal mobility access to centres, schools, public transport stops and stations, and other destinations’.<sup>28</sup></p>

## PART 4 OPPORTUNITIES FOR LOCAL HEALTH DISTRICTS AND OTHER STAKEHOLDERS

WHAT ARE WE TRYING TO PROVIDE?	CONTENT OF LOCAL DEVELOPMENT CONTROL PLANS/ MASTERPLANS	EXAMPLES OF LIVEABILITY OBJECTIVES IN COUNCIL DCPS
 <p>Diversity of housing choice to meet the needs of the community throughout life cycle stages</p>	<ul style="list-style-type: none"> <li>Use-specific advice on housing types and site-potential/ requirements – detailing the requirements of their ‘parent’ LEP</li> </ul>	<p>‘Providing design guidelines for a variety of housing forms to accommodate people in all stages of life and with all levels of mobility’.<sup>28</sup></p>
 <p>Land appropriate for local and regional food production that is protected, well-utilised and robust for future innovation</p>	<ul style="list-style-type: none"> <li>Use/area advice on locational criteria, avoiding land use conflicts and provision of buffers</li> </ul>	<p>‘To promote agriculture and other rural land uses that are sustainable in the longer term, through the use of appropriate resource and environmental management policies, plans, guidelines and practices’.<sup>28</sup></p> <p>‘To consider the potential for conflicts between various land uses, including rural living allotments, small holding subdivision, tourism, extensive and intensive agriculture and mining’.<sup>28</sup></p>
 <p>Secure easy and equitable access to (and choice of) healthy food for all</p>	<ul style="list-style-type: none"> <li>Elaborating on the local retail hierarchy</li> <li>Siting guidance on food outlets</li> </ul> <p>See also: <a href="#">DPIE Retail Discussion paper</a></p>	<p>‘Require health impact assessments for all major new developments to ensure they are designed to best enhance and facilitate the health of existing and future residents, including access to food’.<sup>23</sup></p>
 <p>Distances for food distribution and storage time for produce that are minimised</p>	<ul style="list-style-type: none"> <li>Use specific advice on location and siting on distribution centres</li> </ul>	<p>‘To minimise distance for food distribution and storage time, including ensuring that transport planning incorporates location and access to food distribution centres’.<sup>23</sup></p>
 <p>Local and regional food production and exchange that maximises community participation</p>	<ul style="list-style-type: none"> <li>Use-specific advice on road-side stalls, community gardens and other ancillary uses to primary production</li> <li>Edible streets such as edible fruit trees along urban streets.</li> </ul> <p>See also: <a href="#">DPIE Retail Discussion paper</a>, <a href="#">Northern Rivers Food Futures</a></p>	<p>‘To protect, utilise and provide access to land that is appropriate for agriculture, local and regional food production (including use of community land to grow produce); ensuring local healthy food outlets are available, evenly distributed and accessible, with easy transport links’.<sup>23</sup></p>

### Five key tips when collaborating with councils

1. Proactively collaborate with councils during the engagement stages of their key strategies including CSP and LSPS
2. Provide relevant local data, such as population health statistics where possible
3. Familiarise yourself with the relevant regional or district plan (especially their liveability provisions)
4. Focus on structure planning and placemaking which can underpin the LEP and masterplan/DCP provisions
5. Involve councils in your strategic planning activities

### 4.1 Collaborating with councils

A working knowledge of the strategic planning actions relating to liveability by councils, covered in Parts Two and Three, can help stakeholders identify opportunities to add support and strategically align agency objectives.

#### Key opportunity: Single point of contact and early engagement

Stakeholders could establish a single point of contact and correspond on a regular basis, use existing networks (such as committees and interagency forums) and consider formal processes such as memoranda of understanding.

#### Key players and drivers

Liveability matters will be included in many portfolios. Relevant staff and departments within councils include the following (titles will vary between councils):

- corporate services (for IPRF, CSP, finance and human resources)
- community services (for active living/healthy eating strategies, and connections to relevant community-based organisations)
- strategic land use planners (for the LSPS, managing growth, draft LEPs and DCPS)
- parks and reserves (usually within engineering/technical services) for open space strategies – via Plans of Management under the *Local Government Act 1993* (NSW)
- asset management (for policy on existing and future assets e.g. roads, parks and community facilities)
- council transport planners, engineers, road safety officers and local traffic committees (for integrated transport planning and traffic management plans and actions)
- development assessment planners (for implementing Local Environment Plans/ Development Control Plans provisions and development contributions).

#### Key opportunity: Local Traffic Committees

Council’s Traffic Committees have a key role in strategic decisions on transport policies. Stakeholders could familiarise themselves with the operation of these committees and engage with council engineers on the liveability implications of strategic initiatives, in advance of their formal meetings.

[www.rms.nsw.gov.au/about/what-we-do/committees/traffic-committees.html](http://www.rms.nsw.gov.au/about/what-we-do/committees/traffic-committees.html)

Organisation, coordination and management of staff, ideally through the IPRF Workforce Management Plan, is usually a corporate services responsibility, including:

- Multi-disciplinary teams to deal with particular key issues or places
- Regular coordination meetings

Some councils have ‘place managers’, for coordinating strategic planning activities or day-to-day activities in centres – educating, briefing, negotiation with key stakeholders (e.g. food outlets) and/or activating the public domain. Given the specific place focus, an officer in this role would be a good point of contact for stakeholders to have.

## Place Managers

Parramatta has a long-standing system of place managers, which take a multidisciplinary approach to the planning, design and management of public spaces.

[www.cityofparramatta.nsw.gov.au/council/place-management](http://www.cityofparramatta.nsw.gov.au/council/place-management)

Stakeholders could investigate the operation of council structures and build relationships.

Senior council staff negotiate on annual priorities as part of the Integrated Planning and Reporting Framework.

Stakeholders should note the timing of such council actions. Ongoing collaboration with relevant staff can assist in promoting the inclusion of liveability actions in one-year operational plans and four-year delivery programs.

## Mid North Coast Healthy Communities

Healthy Communities Mid North Coast is a collective and cooperative regional action group that formed in February 2017. This was in an effort to work with communities through a regional leadership model to build capacity for preventive health in the region. Membership includes the Mid North Coast Local Health District, councils and the group has state government representation.

[www.healthycommunitiesmnc.com.au/](http://www.healthycommunitiesmnc.com.au/)

## 4.2 Community engagement

The process for the preparation of both the LSPS and the CSP have a mandatory engagement stage. For the review and update of the CSP, councils are required to consult with the community between six and 12 months prior to council elections. As a requirement

of the *Environmental Planning and Assessment Act 1979* (NSW), the LSPS is to be reviewed at least every seven years. Community consultation will form key part of this. For future iterations of the LSPS, community engagement could be coordinated with that required for the CSP, as elements of councils' mandatory Community Participation Plan.

Stakeholders can:

- be pro-active in engaging with councils prior to and during the formal engagement phase, providing useful input, health data and other information. The timeline of key dates in the IPRF (Appendix 2) will assist in knowing when to initiate contact
- be involved with community engagement by

educating community members on liveability objectives

- consider a forum for all relevant agencies after a draft CSP/LSPS has been prepared and request early notice of key dates to coordinate submissions in a format that will assist councils
- utilise regional managers/coordinators network as a mechanism to encourage participation
- utilise Joint Organisation of Councils' meetings to raise and coordinate cross-boundary matters
- become involved in community engagement, as individuals and organisations.

## 4.3 Other key elements of the Integrated Planning and Reporting Framework

### The subsidiary strategic plans

Subsidiary strategic plans are non-mandatory strategies in the Integrated Planning and Reporting Framework that elaborate on the goals and objectives of councils' Community Strategic Plan. Many of these strategies will be relevant to liveability.

As shown in Part Three, the main the options for how councils address liveability are:

- a free-standing strategy e.g. Health Plan, Liveability Strategy
- provisions across a range of strategies. Ideally coordinated by relevant staff
- place-specific strategies.

### Key opportunity: Become familiar with councils' liveability strategies

There are a number of ways that council's subsidiary strategies can address liveability – free standing or across functional areas. Stakeholders can familiarise themselves with how relevant councils present their liveability strategies, the relevant documents and the responsible council departments.

### Resourcing and incentives

Adequate resourcing is a major barrier to implementation. Financial incentives can include:

- grants for elements of council strategic planning activities. These can be a significant source of funding for infrastructure and programs. Strategic alignment of council strategies (such as the LSPS) and other agency strategies can strengthen applications for funding
- funding staff positions as part of a councils' Workforce Plan. There are examples of local health districts co- funding council staff positions to coordinate liveability actions (see Part Three).

## Monitoring and indicators

While not a focus of this guide, performance monitoring and reporting is an important element of planning. Relevant agencies can:

- provide baseline data and evidence to assist with council monitoring and reporting
- work with councils on setting meaningful performance indicators
- support the role of evidence in attracting grants.

## 4.4 Local Strategic Planning Statements, Local Environmental Plans and Development Control Plans

As outlined in Part Two, the LSPS is part of a logical hierarchy of land use, transport and infrastructure plans – from regional to district and local – with a clear line-of-sight between them. In practice, local plans, including LSPS, structure plans, LEPs and DCPs, should fit within the framework and provisions established by regional and district plans.

### Local Strategic Planning Statement intervention points for local health districts and other stakeholders

There are several intervention points when LSPS are being prepared or reviewed for stakeholder involvement including:

- input in the formal studies that will underpin the LSPS e.g. local, district and regional health data, and detail on the health-related provisions of the relevant Regional and District Plan. Input into Housing Strategies
- early input on content of the draft LSPS with a focus on promoting liveability as a planning priority
- involvement in the formal community engagement stage and during the public exhibition phase
- input in the ongoing review of draft LSPS (every seven years); lining-up with CSP in the future.

## Local Environmental Plans and Development Control Plans

As explained in Part Two, LEPs are the main legal instruments in the NSW local planning system, regulating the private use of land. They are a principal mechanism for giving legal effect to regional/ district plans, through 'planning proposals', the mechanism for reviewing and amending LEPs – land acquisition, zoning, key standards and local provisions.

## Involvement with planning proposals to amend council's Local Environmental Plans

LEPs are the legal instrument regulating land development in NSW, in particular in translating the liveability provisions of the Regional and District Plans into statutory controls. Involvement could include making formal submissions on any planning proposal. Ideally, early collaboration (as suggested above) is recommended

[Department of Planning, Industry and Environment - Guide to preparing planning proposals](#)

## Health Built Environment Checklist

The Healthy Built Environment Checklist, developed by the NSW Ministry of Health, offers a standardised way to evaluate built environment factors that affect health and suggests ways to improve health outcomes.

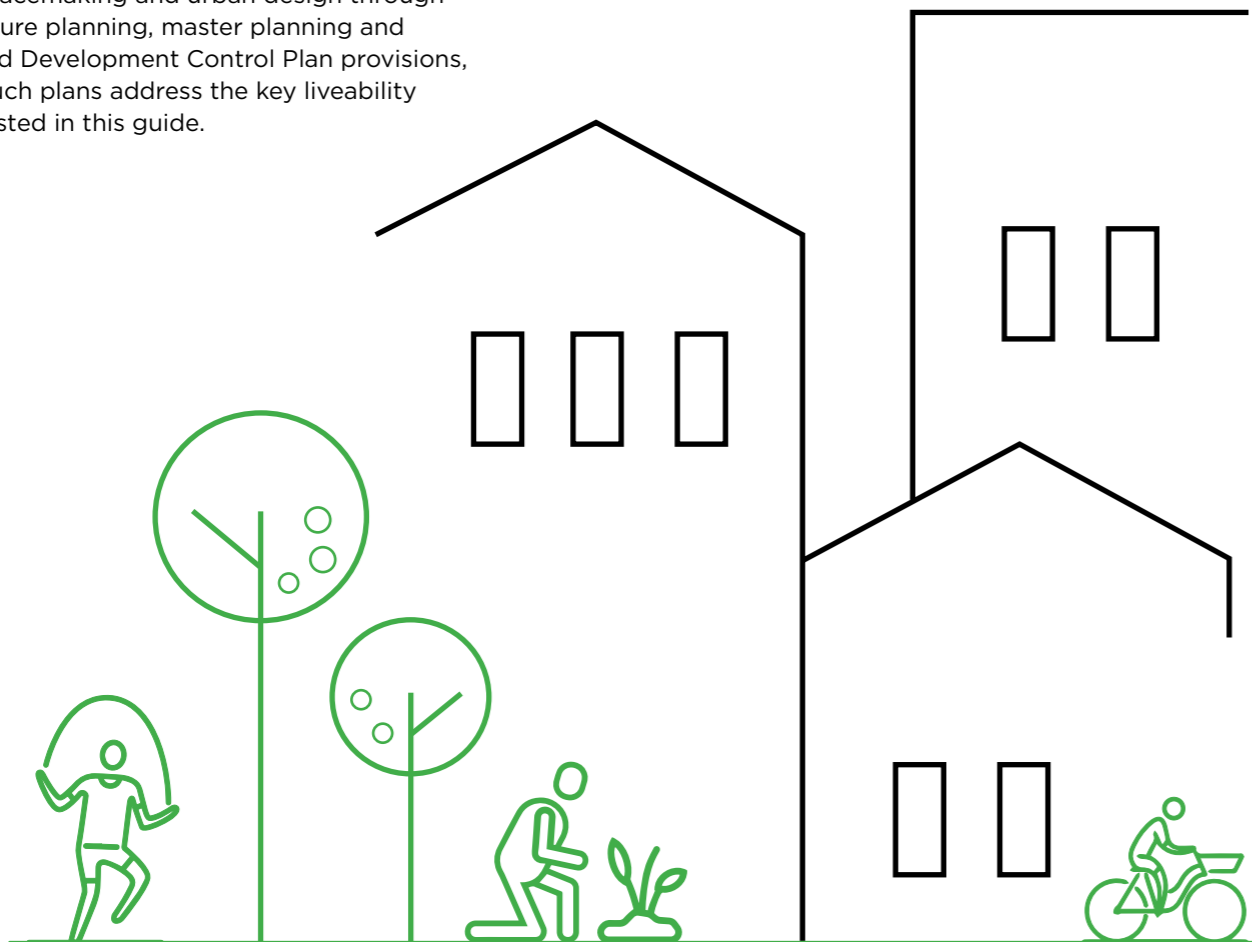
[www.health.nsw.gov.au/urbanhealth/Pages/healthy-built-enviro-check.aspx](http://www.health.nsw.gov.au/urbanhealth/Pages/healthy-built-enviro-check.aspx)

## CONCLUDING COMMENTS

This guide aims to promote the key elements of liveability – active living, social interaction and access to healthy food – by embedding these within councils' strategic planning processes.

Councils and stakeholders can:

- work together to promote liveability
- note and reiterate existing liveability goals in councils' Community Strategic Plans. Such provisions will cascade through to the other strategic plans (including the Local Strategic Planning Statement)
- promote a stand-alone Liveability Strategy as a free-standing subsidiary strategic plan under councils' Integrated Planning and Reporting Framework
- promote the inclusion of liveability as a planning priority in councils' Local Strategic Planning Statement
- note and reiterate the liveability directions and actions in the Regional and District Plans, and the requirement to give effect to them in any planning proposals (to amend their Local Environmental Plans). This could be as an objective of the plan, an objective of particular zones or specific local provisions
- focus on placemaking and urban design through local structure planning, master planning and place-based Development Control Plan provisions, ensuring such plans address the key liveability elements listed in this guide.



## APPENDICES

### APPENDIX 1: KEY DOCUMENTS

#### General Guidance

Healthy Active by Design (Heart Foundation)  
[www.healthyactivebydesign.com](http://www.healthyactivebydesign.com)

Healthy Built Environment Checklist, NSW Ministry of Health  
<http://www.health.nsw.gov.au/urbanhealth/Pages/healthy-built-enviro-check.aspx>

#### State Guidance

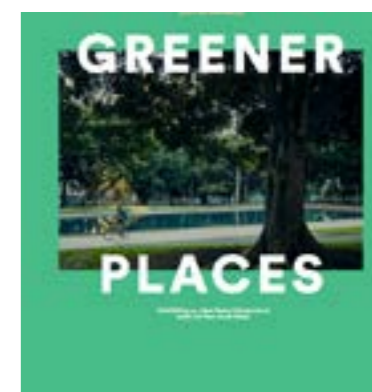
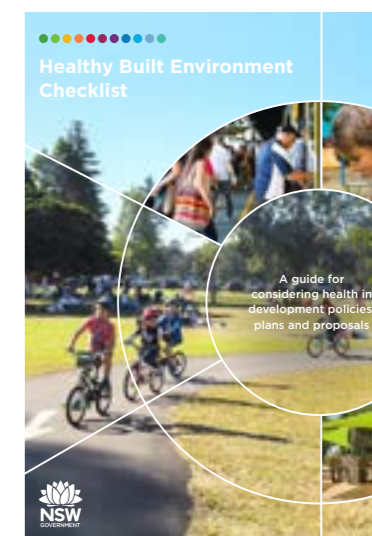
NSW Premier's Priorities  
[www.nsw.gov.au/improving-nsw/premiers-priorities/](http://www.nsw.gov.au/improving-nsw/premiers-priorities/)

Government Architect NSW resources, including:

- Greener Places
- Better Placed
- Urban Design for Regional NSW

[www.governmentarchitect.nsw.gov.au/guidance](http://www.governmentarchitect.nsw.gov.au/guidance)

Department of Planning, Industry and Environment  
Local character and place guideline  
[www.planning.nsw.gov.au/Policy-and-Legislation/Local-Character/Local-character-and-place-guideline](http://www.planning.nsw.gov.au/Policy-and-Legislation/Local-Character/Local-character-and-place-guideline)





## APPENDIX 2: SUGGESTED TIMEFRAME FOR INTEGRATED PLANNING AND REPORTING FRAMEWORK

This timeframe is from the Office of Local Government NSW. The advice relates to elements of the Integrated Planning and Reporting Framework as discussed in this guide and can be found online at <https://www.olg.nsw.gov.au/councils/integrated-planning-and-reporting/the-process/timeframes/>

<b>6 – 12 months before local government election.</b>	Outgoing council oversees a review of progress in implementing the Community Strategic Plan. The report is presented to the final meeting of the outgoing council, and is published in the Annual Report. Preliminary consultation with target groups or community satisfaction surveys may be conducted to improve the information base for the Plan.
<b>First 3 months of new council: October to December.</b>	New councillors undertake an induction program and become familiar with their responsibilities in the planning process and review the progress report on the Community Strategic Plan from the previous council. Background information to support a revision of the Community Strategic Plan is presented to councillors via reports/discussion papers/workshops etc. The General Manager oversees a revision of the Community Engagement Strategy, in consultation with councillors.
<b>3 – 6 months after election: January to March.</b>	A community engagement program is undertaken which includes councillor leadership and involvement, and a draft Community Strategic Plan is prepared. The Resourcing Strategy is reviewed in light of the draft Community Strategic Plan. Work commences on the Delivery Program.
<b>6 – 9 months after election: April to June.</b>	The Community Strategic Plan, Delivery Program and Operational Plan are finalised and adopted. The Resourcing Strategy is updated to enable the achievement of the Delivery Program and Operational Plan, and is adopted.
<b>1 July following election</b>	Council commences implementation of the plans

## GLOSSARY

<b>Access to food</b>	'Access to food' is the ability of people to find, get to and utilise the food available nearby. This includes the availability of food that is culturally appropriate, safe, affordable, nutritious and sustainable. It is linked to walkability to local outlets and reliable public transport
<b>Active travel</b>	Walking, cycling and/ or public transport
<b>Activity centre</b>	A place, such as a town centre or a local attraction, characterised by active land uses and people traffic
<b>Addressing the street</b>	Where, in the design and siting of specific developments, attention is paid to the impact on the street: a positive visual contribution (perhaps with street trees), clear entranceways, easy access and passive surveillance; sometimes referred to as 'interface' or 'edge treatment'
<b>CPTED</b>	Crime Prevention Through Environmental Design. Guidelines for the design and siting of development to improve safety
<b>Community land</b>	The classification, in the Local Government Act 1993 for non-operational land (e.g. parks, reserves, community centres). Cannot be sold unless re-classified
<b>Development contributions</b>	Monies (or land) paid by developers, in accordance with a Development Contributions Plan, as a share of costs required for infrastructure and services related to the development
<b>Healthy eating</b>	Healthy eating refers to the types and amounts of food, food groups and dietary patterns that promote health and wellbeing and reduce the risk of diet-related conditions and diseases, including obesity, high blood pressure, high cholesterol, heart diseases, diabetes, osteoporosis and certain types of cancer. Healthy eating according to the Australian Dietary Guidelines is characterised by the consumption of: <ul style="list-style-type: none"> <li>- plenty of vegetables,</li> <li>- fruit, wholegrains,</li> <li>- lean meats and alternatives,</li> <li>- mostly reduced fat dairy foods, and</li> <li>- limiting the intake of foods high in saturated fat, salt and added sugars. (<a href="http://www.eatforhealth.gov.au/guidelines/australian-guide-healthy-eating">www.eatforhealth.gov.au/guidelines/australian-guide-healthy-eating</a>).</li> </ul> For the purpose of this Guide, a healthy local food supply is one that: <ul style="list-style-type: none"> <li>- Promotes access to fresh, nutritious and affordable food,</li> <li>- Preserves agricultural lands, and</li> <li>- Provides support for local food production (and culture)</li> </ul>
<b>Horizontal integration</b>	In management terms, the integration of activities across functional boundaries (sometimes called 'silos'). This relates to the coordination of documents and personnel
<b>Local Environmental Plan</b>	The principal legal instrument regulating land use at the council level – a combination of zoning, standards and local controls
<b>Masterplan</b>	Comprehensive, concept level plan for activity centres, land release or renewal areas, outlining future land uses and connections; prompting Local Environmental Plans and Development Control Plan Provisions
<b>PAMP</b>	Pedestrian Access and Mobility Plan. A comprehensive strategic and action plan to develop policies and build pedestrian facilities
<b>Place making</b>	An urban design motto, referring to a coordinated approach to the planning and management of places; especially relevant in town centres, new suburbs and major redevelopment proposals
<b>Place Managers</b>	Local government employees with responsibility for coordinating activities within specified places (especially Town Centres) on a day-to-day basis.
<b>Planning Proposal</b>	Formal application to amend council's Local Environmental Plans.
<b>Plans of Management</b>	All land categorised under the Local Government Act as 'community land' must be subject to a Plan of Management detailing use and management controls. This can be a 'generic' plan (e.g. covering all minor reserves) and/or a site-specific Plan of Management.

## REFERENCES

<b>Public Domain Plan</b>	Detailed construction-level plans, usually applying to town centres, land release and redevelopment areas, identifying and programming elements of the public domain (such as facilities, accessways, services and materials). Linked to (or included in) councils' Development Control Plan(s), and development contribution plans.
<b>Regional Plans</b>	State level plans that focus on immediate actions the NSW Government will take to improve outcomes in each region
<b>Streetscape</b>	The view from the footpath/ street/ public domain of built form
<b>Structure Plan</b>	A map-based plan of a Council area (or a locality) showing existing and potential future infrastructure such as streets, cycleways and pedestrian routes, and significant public land uses (such as open space)
<b>Vertical integration</b>	In management terms, the integration of activities up and down the hierarchy (of documents and personnel)
<b>Voluntary Planning Agreement</b>	A voluntary agreement between a developer and Council/ the Minister (and possibly State Agencies), in relation to a development proposal, addressing matters such as infrastructure provision and development rights

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