A submission in response to the

2011 Review of the
NSW Planning System

by the NSW Premier’s Council for Active Living (PCAL)

November 2011
Executive Summary

This brief submission has been prepared by the NSW Premier’s Council for Active Living (PCAL) in response to the 2011 review of the NSW Planning System. PCAL supports the comprehensive review of the NSW Planning System. To assist preparation of suggestions and recommendations of how the 2011 review could respond to the compelling body of evidence linking the built environment to health and wellbeing PCAL, in collaboration with UNSW’s Healthy Built Environment’s Program (HBEP) convened a forum of relevant stakeholders to identify the key issues that need to be addressed. A selection of government, non-government and industry representatives attended the forum.

This Submission summarises the recommendations that emerged from the forum. More specifically, it describes PCAL’s Terms of Reference, membership and activities, and outlines the growing body of evidence supporting the role of supportive physical and social environments in promoting active living. It then specifically addresses the key areas identified by the Review Panel, under the following sub-headings:

- Principles and objectives.
- Plan making provisions under a new Planning Act.
- Development assessment.

The body of the Submission provides background information and the rationale for the following nine key points / recommendations:

1. The wealth of evidence relating to the potential of Planning to facilitate supportive environments for active living should be acknowledged and provide the underpinning rationale for the inclusion of active living as an objective of the NSW Planning system.

2. Failure to act on the planning system’s impact upon health matters would have dramatic longer term effects on the ability of our settlements to support active living, with consequent impacts on community well-being, and an exponentially increasing financial burden over time.

3. The protection and promotion of the health and well-being of NSW communities must be a principle underpinning the NSW Planning system.

4. The creation of supportive environments for active living should be a key objective of a new-look Planning system.

5. In the spirit of integration, the 1990s initiative of coordinating Planning and other legislation should be expanded. In particular, plan making at the local level should be linked to Council responses to the Integrated Planning and Reporting Framework and Roads Act/s approvals should be integrated with the local development assessment process.

6. Instruments and guidelines prepared under new legislation should elaborate on the principles and qualities that support active living.

7. A renewed emphasis should be placed on Planning’s role in place making, removing the regulatory divide between private and public domains at the plan making and development assessment stages.

8. Statutory matters for consideration at the development assessment stage should continue to cover social impacts and, in recognition of the compelling body of evidence, be expanded to include impacts on community health and well-being.

9. Lodgement requirements for DAs should cover impacts on community health and well-being, including formal Health Impact Assessment, depending on the nature and scale of projects.
1. Purpose of this Submission

This brief submission has been prepared by the NSW Premier’s Council for Active Living (PCAL) in response to the 2011 review of the NSW planning system.

2. NSW Premier’s Council for Active Living (PCAL)

PCAL aims to encourage more people in NSW to be more active every day. The Council works with government, business and community partners to:

- promote greater involvement in active living across all population groups in NSW;
- build and strengthen the physical and social environments that facilitate and support active lifestyles that are built around individual, incidental everyday activity as well as more formal activities such as fitness and sports programs;
- ensure that government policies and strategies provide every opportunity for the citizens of NSW to embrace active living through all stages of their life.

The changes needed to increase active living inevitably require the involvement of multiple agencies, more than one level of government and often the private sector as lead change agents. As a result, PCAL comprises senior representatives from NSW Government agencies, and members from the business and community sectors. The Council provides an important forum for interagency and intersectoral collaboration through the promotion and implementation of active living principles. PCAL’s priorities include active travel, healthy urban planning and the liveability of NSW cities and towns.

PCAL has developed a number of resources to facilitate implementation of Active Living / Active Transport by state government, local councils and the development industry. Designing Places for Active Living (www.pcal.nsw.gov.au/planning_and_design_guidelines) is a web-based product which provides key design considerations for walking and cycling routes, public transport, streets, open spaces, shopping centres and workplaces as well as links to key references and other resources for more detailed guidelines and specifications.

Development and Active Living: A Development Assessment Resource provides relevant matters (by NSW Planning Development Type) for consideration in the preparation of Local Environment Plans, Development Control Plans and in the assessment of major development applications. Development and Active Living: Developer’s Checklist is a companion document to the Development and Active Living Resource providing a voluntary tool for developers to self assess their development and respond to policy directions outlined in the NSW Department of Planning Position Statement: Planning for Active Living.

The Active Living Integrated Planning and Reporting (IPR) Resource, prepared for PCAL and the NSW Division of Local Government (DLG), Department of Premier and Cabinet, provides guidance to NSW councils on how to address active living principles and practices, as councils prepare and implement the new IPR Framework.

For more information on the above resources go to: www.pcal.nsw.gov.au/local_government.
3. Why Active Living Statement

There is a rapidly growing body of evidence which shows that being active in everyday life not only has substantial positive impacts on our individual health, but also offers environmental, social and economic benefits. However only just over half the adult NSW population meets the recommended level of at least 30 minutes of physical activity on most days of the week required to obtain health benefits.¹

PCAL has summarised in its ‘Why Active Living Statement’² the key evidence demonstrating the benefits of active living and the individual and social costs of a sedentary lifestyle. Key points highlighted within the statement include:

- Inadequate physical activity is a serious health problem that results in poor health outcomes including a greater risk of obesity, heart disease, stroke, type II diabetes, colon and breast cancer, depression and more.
- These chronic conditions impose enormous direct and indirect health costs³ – heart disease, stroke and type II diabetes cost well over $4 billion nationally in direct costs; obesity costs as much as $2 billion.⁴ Of these direct costs over $1.5 billion is attributable to physical inactivity.
- Physical inactivity is a major contributing factor to obesity – approximately 25 per cent of school students are either overweight or obese – this figure has doubled in the past 20 years.⁵ Encouragingly, recent data indicates that the child overweight and obesity rate has plateaued in NSW.⁶
- In Sydney, 55% of all car journeys are less than five kilometres and 33% are less than three kilometres.⁷
- Since 1981, the proportion of children driven to school has doubled to more than 50%, while the share of children walking and cycling has almost halved to about 20%.⁸ These car trips to school tend to be short and contribute significantly to the demand by families for a second car.⁹
- The transport sector is NSW’s second-largest source of greenhouse gas emissions.¹⁰ Car emissions are a major source of air pollutants which coupled with an inactive lifestyle, may lead to respiratory and cardiovascular diseases and early mortality.¹¹

The solution to these challenges is to create more supportive social and physical environments and policies so that people find it easier to incorporate physical activity into the routines of daily life.

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⁶ Schools Physical Activity and Nutrition Survey (SPANS) 2010. Executive Summary. NSW.
4. The link between health, active living and the built environment

Infrastructure Australia in its State of Australian Cities Report\(^\text{12}\) highlights that ‘the design of urban environments can contribute to the health and well being of communities by supporting active living, physical activity through walking, cycling and using public transport and opportunities for social interaction’.

Characteristics of urban environments that have demonstrated links to increased physical activity include;

- Mixed land use and higher density
- Footpaths and cycleways and facilities for physical activity linking key destinations
- Street connectivity and design
- Transport infrastructure systems, linking residential, commercial and business areas
- Neighbourhood aesthetics, including access to public open space.\(^\text{13}\)

Australian research\(^\text{14}\) has also demonstrated a negative relationship between urban sprawl and physical activity. For example, people living in outer Sydney suburbs tend to be 30-50% more at risk of being overweight and 40-60% less likely to be adequately active than inner-city counterparts. Furthermore, a higher proportion of people in the lowest socio-economic groups live in areas characterised by poor urban design, and inadequate infrastructure.\(^\text{15}\)

There is widespread agreement that there are benefits in modifying the built environment to encourage healthy, active and more liveable communities.\(^\text{16,17,18}\) COAG’s National Criteria for capital city strategic planning systems includes addressing health, liveability and community wellbeing.\(^\text{19}\) Infrastructure Australia in its State of Australian Cities Report recommends active living related indicators such as ‘the proportion of people not engaged in sufficient physical activity to confer health benefit’ and ‘access to quality open space’ as active living related indicators of liveability.\(^\text{20}\)

The NSW Government has acknowledged and responded to the growing evidence linking the built environment, health and active living. The Department of Planning and Infrastructure issued an Active Living Position Paper\(^\text{21}\) that articulated active living principles as a priority of the NSW Planning System and acknowledging the role of supportive physical and social environments in promoting active living. The NSW Government has recently released its plan for the State ‘NSW 2021’\(^\text{22}\) which includes several targets such as reducing population


\(^{13}\) National Heart Foundation of Australia, 2009. The built environment and walking, Position Statement prepared on behalf of the National Physical Activity Program Committee (Chief authors: Gebel, K., Bauman, A., Owen, N., Foster, S., Giles-Corti, B.)


\(^{15}\) Giles-Corti B. and Donovan, R. (2002). Socio-economic status differences in recreational Physical activity levels and real and perceived access to a supportive physical environment. Prev Med; 35(b): 601-11

\(^{16}\) National Heart Foundation of Australia, 2009. The built environment and walking, Position Statement prepared on behalf of the National Physical Activity Program Committee (Chief authors: Gebel, K., Bauman, A., Owen, N., Foster, S., Giles-Corti, B.)

\(^{17}\) Kent J; Thompson SM and Jalaludin B (2011) Healthy Built Environments: A review of the literature, Sydney: Healthy Built Environments Program, City Futures Research Centre, UNSW.

\(^{18}\) City of New York, 2010, Active Design Guidelines Promoting Physical Activity and Health in Design.

\(^{19}\) Council of Australian Governments Communiqué from meeting 7 December 2009


\(^{21}\) NSW Department of Planning Position Statement – Planning for Active Living, 2010.

\(^{22}\) Department of Premier and Cabinet, 2011, NSW 2021 A Plan to Make NSW Number One.
obesity levels and increased active travel, which will be enhanced by more supportive environments for active living.

The NSW Division of Local Government’s Long-term Integrated Strategic Planning Reform Manual\textsuperscript{23} also includes evidence based active living indicators (pg 52-54). The intention of the indicators is to provide local councils with a selection of evidence-based measures that will help demonstrate progress towards the development of more supportive environments for active living.

The planning qualities that support active living include:

- clean air
- density and mixed uses (convenience shopping) in centres
- community connectedness
- a network of readily accessible, safe and attractive open spaces (for all ages, ethnicities, ability levels and socio-economic groups)
- managed parking supply (appropriate to nature of centres and public transport links)
- active travel options (such as walking, cycling and public transport) that are readily available, between home, centres and other key destinations
- localities that are walkable
- streets and paths that are attractive and safe
- town centres and other key destinations that are safe, vibrant and attractive, day and night (and provide an appropriate level of end-of-trip facilities)
- private developments that address the street, contribute to the public domain and are well connected to movement systems, particularly to active travel options.

The PCAL Development and Active Living resource distils this list as the WALQS principles:

- Walkability and connectivity
- Active travel alternatives
- Legibility
- Quality public domain, and
- Social interaction and inclusion

**Key point**

1. The wealth of evidence relating to the potential of Planning to facilitate supportive environments for active living should be acknowledged and provide the underpinning rationale for the inclusion of active living as an objective of the NSW Planning system.

5. Prioritisation of Walking and Cycling

There is a growing body of evidence demonstrating the positive economic advantages of investment in active transport infrastructure. For example, at the request of the previous NSW Premier PCAL oversaw the development of an updated NSW BikePlan. Background studies were commissioned to inform development of the BikePlan including a cost/benefit analysis of financial investment in select cycling programs and projects in NSW. Results demonstrated significant positive returns from proposed shared-pathway infrastructure development due to health, environmental and congestion reduction co-benefits.

PCAL was also requested by the previous NSW Premier to lead the development of a Draft NSW Walking Strategy. Background studies were once again commissioned to inform development of the draft strategy including a data analysis of walking for travel and recreation in NSW. Key findings from the data study included:

- Rates of walking to work in NSW are on par with other states at approximately 4%
- Population rates for walking in metropolitan Sydney have steadily increased over the last decade (from 20.8% of all trips in 1999 to 22.4% in 2008)
- Walking for short journeys is more common in denser, urban areas
- Walking is the most popular recreation activity – but people are less likely to walk regularly (i.e. three times or more per week)
- School children are continuing to walk less and be driven more to school
- There is a significant opportunity to shift existing walkable short car trips (less than two kms) to walking. For example there are more than half a million vehicle driver trips of less than one km (less than a 15 minute walk) every weekday in the Sydney metropolitan area (see Figure 1).

The opportunity to increase active travel mode share for short trips within the Sydney metropolitan area is also strengthened given that almost half of Sydney’s population lives within two km of a train station and almost half of all jobs are within one km of a train station.

PCAL also commissioned PWC to estimate the benefits of achieving a 5% and 10% switch of vehicle trips of less than one kilometre in length within the Sydney Metropolitan area to walking. PWC estimated benefits of $134 million and $214 million over five and ten years respectively as a result of a switch to walking.

Key point

2. Failure to act on the planning system’s impact upon health matters would have dramatic longer term effects on the ability of our settlements to support active living, with consequent impacts on community well-being, and an exponentially increasing financial burden over time.

24. PricewaterhouseCoopers (2009). Evaluation of the costs and benefits to the community of financial investment in cycling programs and projects in NSW.
Figure 1: Opportunity to shift existing short car trips (less than two kms) to walking

6. Specific comments on the 2011 NSW Planning System Review

PCAL supports the comprehensive review of the NSW Planning System. To assist the preparation of suggestions and recommendations of how the 2011 NSW Planning System review could respond to the compelling body of evidence linking the built environment to health and wellbeing, the PCAL in collaboration with the UNSW’s Healthy Built Environment’s Program (HBEP) convened a forum of relevant stakeholders to identify the key issues that need to be addressed. A selection of government, non-government and industry representatives attended the forum and a list of agencies represented is attached (see Attachment A).

Of note, the recommendations included within this PCAL submission focus on the NSW Planning System’s influence on matters related to PCAL’s Terms of Reference (the promotion of active living). It was expected other health and wellbeing matters influenced by the built environment such as community connectedness, protection of prime agricultural land and enabling production and distribution of fresh food that were discussed at the forum would be thoroughly addressed by other agencies.

The following key recommendations emerged from the forum which address the Review Panel’s identified areas of;

- Principles and objectives
- Plan making provisions under a new Planning Act
- Development assessment.
6.1 Principles and objectives

6.1.1 A new agenda
A new cultural and built environment agenda has emerged for the modern 21st century Planning System to address. There is now an abundance of evidence on the impacts of ageing of the population, climate change, childhood obesity, chronic disease, environmental sustainability and rising Government costs (such as health care) on people’s quality of life and lifespan. This context has changed since the 1970s and 1980s, when the current legislation was formulated and enacted. PCAL support the State Government starting again, redefining the scope of Planning and adopting an appropriate and innovative approach (not restrained by the system that has grown overly complex, like a layer cake, over the last decade).

When the Environmental Planning and Assessment Act first emerged it was a revolution in environmental impact assessment and community participation (reflecting concerns of the late 1970s and 1980s). The new agenda for the planning system should be people focussed. The Planning system must establish and promote a vision of the future centred on health and well-being that would cascade down its legal framework into subordinate planning instruments, guidelines and other Government actions and processes. A central starting point of any new Planning System must be the protection and promotion of the well-being of NSW communities.

The health of communities must be promoted in the planning system in terms of their diversity (of life-cycle stage, socio-economic status, culture and gender), and embodying other first principles such as equity, security, community participation and flexibility. Similar words are currently objectives of the Planning and Development legislation in other States (ie. Victoria, Queensland, South Australia and Tasmania). For example, an objective of the Victorian Planning and Environment Act 1987 is ‘to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria’.

### Key point

3. The protection and promotion of the health and well-being of NSW communities must be a principle underpinning the NSW Planning system

6.1.2 Planning’s Key Role in creating healthy and active communities in the 21st Century

The Planning system had its genesis a concern for public health, at the height of industrialisation, prompting key elements of the current system, such as separation of incompatible land uses and siting of buildings to require adequate health safeguards (such as sunlight, ventilation, action on contaminated lands). While such concerns have continued to underpin many planning policies, a range of other issues have been prioritised, displacing public health as a principal planning concern, e.g. provision of housing and employment opportunities, environmental protection, heritage preservation.

In the 21st century, communicable diseases are posing the greatest threat to our population’s health. Planning can once again play a crucial role in combating the most rapidly growing public health epidemics of our time: obesity and its impact on related chronic diseases such as diabetes, heart disease, and some cancers. As summarised earlier in section four, a compelling
body of research indicates that evidence based planning strategies can increase regular physical activity, healthy eating and as a result improve the health of our communities.

A planning system which incorporates active living as a key objective would provide opportunities to design active living back into everyday life. Planning examples of how such an objective would translate in practice include jobs closer to home, more dwellings within walking distance to services/shops and accessibility improvements including paths and quality open space. The new planning system should also include objectives that are forceful requiring action, rather than the use of verbs such as ‘encourage’ or ‘promote.’

### Key point

4. The creation of supportive environments for active living should be a key objective of a new-look Planning system

#### 6.1.3 Integration of Legislation

The review of the Planning System (as well as the Planning Act) also provides an opportunity to continue the late 1990s initiative of integrating Planning with other legislation. For example, at the plan making stage, the Planning Act should acknowledge the following elements of the Local Government Act (LG Act):

- the Integrated Planning and Reporting Framework, as a whole-of council system (Community Strategic Plans and Resourcing Strategy)
- Plans of Management for open spaces.

At the development assessment stage, approvals under a number of the Roads Acts should be integrated with the assessment of development applications on private land. In addition, as well as regulatory action, Government can directly act (eg. in the provision of infrastructure) and can use persuasion (eg. incentives, funding) and education to help achieve such targets.

### Key point

5. In the spirit of integration, the 1990s initiative of coordinating Planning and other legislation should be expanded. In particular, plan making at the local level should be linked to Council responses to the Integrated Planning and Reporting Framework and Roads Act/s approvals should be integrated with the local development assessment process.

#### 6.2 Plan making provisions under a new Planning Act

The inclusion of specific active living /health and wellness related objectives in the Act would provide the foundation for subsequent government action: in traditional Planning terms, the preparation of instruments (State and local) and guidelines, and the assessment of specific development projects.

There will be a need for delegated legislation, in the form of Planning 'instruments' at both the State and local government levels, and for an enabling provision to define the scope of matters that can be addressed. Such a provision should elaborate on the 'health and well-being of the community' (and, specifically active living) objectives, enabling State and local instruments to address Planning strategies and actions (such as those listed above).
6. Instruments and guidelines prepared under new legislation should elaborate on the principles and qualities that support active living.

6.2.1 State, regional and local environmental planning instruments

There is a strong argument for a State-level instrument on health and well-being, requiring subsequent plan making and development assessment by State and local governments to address such matters. There are precedents to this, under the current system:

- SEPP BASIX, requiring action at the DA level on environmental sustainability
- SEPP 65, Design Quality of Residential Flat Development, with its principles, legal requirements, Design Review Panels and Guidelines
- Draft SEPP 66, previously requiring consideration of active transport at the plan making and Development Assessment (DA) stage.

Alternatively, if the State Government retains the Standard Instrument at the local level, objectives of the plan should cover 'health and well-being' and be amended as follows:

- To require achievement of active living principles as an objective of the LEP
- To extend the active transport objective in the business zones to other relevant standard zones in order, among other things, to authorise detailed guidelines/DCPs and public domain/civic improvement plans
- To include a list of active living criteria (similar to those in draft SEPP 66) as a special provision (for consideration with specified DAs).

Instruments at the regional level should include future-oriented structure plans - identifying regional open space and transport (including public transport, pedestrian and cycling) networks, and higher density activity centres; all up, acknowledging the significance of broad scale hard and soft infrastructure for promoting active living, community connectedness and the production and distribution of fresh food.

At the local government level, structure plans should underpin local plan provisions. Whether plans are via a Standard Instrument or separate and council-area specific local instruments, objectives of the plan and zones (if they remain) should cover supportive environments for active living. Such objectives would translate into enhanced land-use and transport integration, informed land release and redevelopment location decisions, and would require consideration of detail at the DA stage.

Any External Panels (‘other planning bodies’) established to review changes to legal instruments should include representation from the health and/or active transport/urban design sectors. Within this legal framework, a third (and perhaps a fourth) level of guidance should be provided in the form of precinct-level structure plans and place-based masterplans/DCPs. Such guidelines would address both the private and public domains, identifying fine-grained pedestrian and transport connections, quality urban design and connections to open space networks.
6.2.2 Place Making

Rather than treating private and public domains as separate matters renewed emphasis should be given to Planning’s role in place-making. Most physical activity takes place in the public domain – in parks and reserves, along streets, cycle-ways and footpaths. Planning practice has suffered as a result of a split in responsibilities for public and private space. The separation between land use planning and transport planning (at all levels of Government) and between public domain planning and regulation of private land use (with a lack of coordination between two separate Acts of Parliament – LG Act and EP&A Act, respectively) provide two prominent examples.

To attract people to quality locations that encourage active living and greater community liveability, increased focus is required upon place making and clear connections between private and public spaces. The Planning System review should promote a more coordinated approach to public domain planning and works by:

- encouraging councils, in renewal and new release planning, to continue the City Centre Plan (prepared for six NSW regional cities) approach of including civic improvement/public domain plans in the suite of Planning control documents
- providing advice on the coordination of place-based DCPs and public domain plans (e.g. centres)
- promoting integration of public land planning (under the LG Act and the Roads Acts) with DCPs/public domain and active transport plans (under the EP&A Act)
- providing advice on the role of the DA process in implementing public domain plans
- including active living principles as matters for consideration in assessment of appropriate infrastructure proposals, and activities under a new Act.

An emphasis on place-making would help to overcome currently blurred responsibilities that are a constraint on comprehensive re/development. Planning should clearly address streets (existing and required) and the public domain generally. Local plans should also include a phasing plan to sequence development and redevelopment so as to promote transport connections and other public works.

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<td>7. A renewed emphasis should be placed on Planning’s role in place making, removing the regulatory divide between private and public domains at the plan making and development assessment stages.</td>
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6.3 Development Assessment

The new look State, regional and local government framework would reduce processing burdens because more integrated land use/transport plans would provide clearer and more consistent guidance for specific project planning and assessment. However there would still be a need for more detailed assessment of relevant DAs addressing specific active living related matters such as;

- the public-private domain interface; active streets
- pedestrian and bicycle access
- on-site end-of-trip facilities
As a result, the new Act should continue to list statutory matters for consideration and that the list should continue to include social impacts in the locality. This should be accompanied by guidance on scope, clearly authorising matters such as those listed above. In addition, specific matters for consideration should cover:

- integration of land use and transport
- contribution of private development to the public domain.

### Key point

8. Statutory matters for consideration at the development assessment stage should continue to cover social impacts and, in recognition of the compelling body of evidence, be expanded to include impacts on community health and well-being.

There are a range of guideline documents prepared by the health and planning sector that could feed such guidance, including:

- Planning Guidelines for Walking and Cycling (NSW Government)
- Healthy by Design (Heart Foundation)
- The Healthy Urban Design Checklist (NSW Health)
- Development and Active Living (PCAL)
- Healthy Spaces, Healthy Places (PIA/Heart Foundation/ALGA).

Attention should also be paid to lodgement requirement for DAs, tailored to the location, nature and scale of particular project proposals. For all DAs, the required content of any 'Statement of Environmental Effects' should include the health-related matters listed above - with the onus on the applicant to address such guidelines. Pre DA meetings should be encouraged (with an appropriate level of involvement from the health/active transport/urban design sectors). If other planning bodies remain it would be appropriate for a member to have experience and qualifications in matters of public health.

In principle, provision should also be made for the preparation and lodgement of a formal Health Impact Assessment, as a stand-alone document or part of a broader Social Impact Assessment. The circumstances where this would be required and content would be covered in detailed regulations.

### Key point

9. Lodgement requirements for DAs should cover impacts on community health and well-being, including formal Health Impact Assessment, depending on the nature and scale of projects.
Attachment A: Agency participation list at the Supportive Environments and the EP&A Act review forum

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<th>Agency Name</th>
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<td>Australian Institute of Architects</td>
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<td>Australian Institute of Landscape Architects</td>
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<td>Centre for Health Equity Training Research and Evaluation, University of New South Wales</td>
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<td>Communities NSW</td>
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<td>Council on the Ageing</td>
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<td>Danny Wiggins Planning, Facilitation and Education Services</td>
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<td>Department of Planning and Infrastructure</td>
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<td>Department of Transport</td>
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<td>Healthy Built Environments Program</td>
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