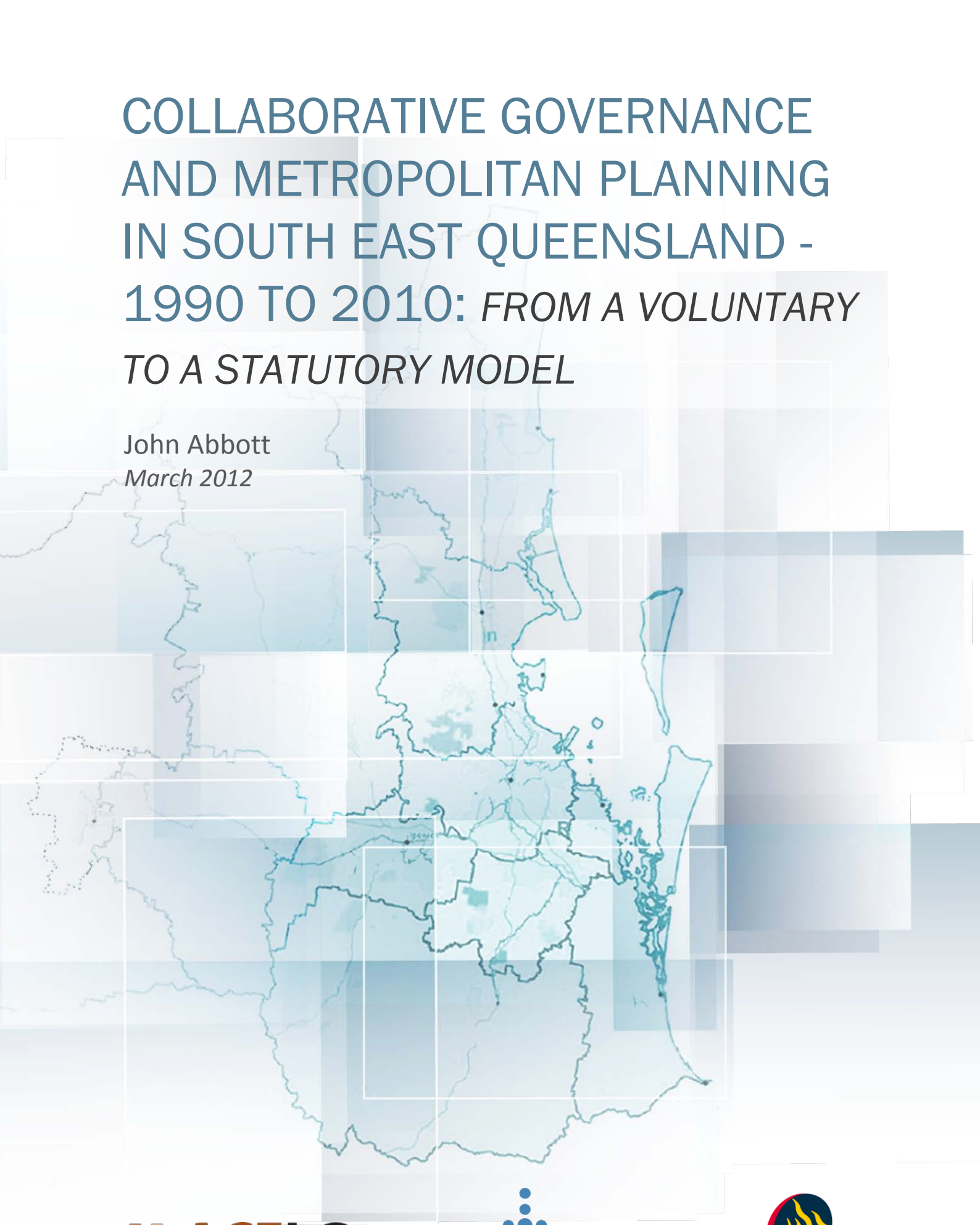
COLLABORATIVE GOVERNANCE AND METROPOLITAN PLANNING IN SOUTH EAST QUEENSLAND - 1990 TO 2010: *FROM A VOLUNTARY TO A STATUTORY MODEL*

John Abbott

March 2012



ACELG
Australian Centre of Excellence for Local Government

Council of Mayors
South East Queensland

Queensland Government

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Report for the Australian Centre of Excellence for Local Government (ACELG) in collaboration with the Council of Mayors SEQ and the Queensland Department of Local Government and Planning (Growth Management Queensland).

About the Author

This report was prepared by John Abbott from John Abbott Planning.

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In 2010, he completed a PhD at the University of Queensland on the topic of 'Understanding and managing uncertainty in metropolitan planning'. His ongoing research interests include exploring planning as managing uncertainty and metropolitan planning and governance. He teaches planning theory and metropolitan planning at the University of Queensland.

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Disclaimer

The views expressed in this report are those of the author. They do not necessarily represent the views of the Council of Mayors SEQ, the Queensland Department of Local Government and Planning, ACELG or of the 20 people interviewed, unless otherwise referenced.

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Contents

Executive Summary

South East Queensland (SEQ) is a fast growing, mega-city region in Australia and innovative metropolitan regional planning and collaborative governance arrangements have been evolving in the region since the early 1990s. This report presents the results of recent research on the evolution of collaborative governance in SEQ.

The report outlines a broad concept of collaborative governance involving governments, the community and the private sector. However, the focus of the research is on the collaboration of state and local governments in metropolitan planning in SEQ between 1990 and 2010. The report outlines the process by which governance and planning in SEQ evolved, by agreement of all the parties, from a voluntary model to a statutory model of metropolitan planning. It explores the collaborative dynamics of the partnership and identifies some implications for ongoing governance and planning in SEQ and in other states and multi-level metropolitan regions.

Metropolitan areas are the largest urban areas or the capital cities of countries and states and are growing and expanding rapidly. The United Nations Human Settlements Programme, UN-HABITAT, has noted that metropolitan areas are spreading 'over different administrative boundaries' and creating challenges for 'governing in a city of cities' (UN-HABITAT 2008, pp. 226–227). Government is the formal system of administration and laws by which a country or local community is managed. From the 1990s onwards a wider concept of 'governance', as distinct from 'government', has developed which incorporates informal, as well as formal, arrangements for administering, managing and planning communities and metropolitan areas (Phares 2004). Important roles are still played by formal governments but significant roles are also played by private sector organisations (business and the market) and by the community sector (community organisations and individuals).

After reviewing a broad range of research and practice, Emerson, Nabatchi and Balogh have developed 'an integrative framework for collaborative governance'. They define collaborative governance as follows (2012, pp. 1–2):

> *The processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished.*

This definition does not limit collaborative governance to processes involving government and non-government stakeholders and can include partnerships among governments. The framework consists of linked components, including the overall system context, drivers, the collaborative dynamics and actions and outputs. It is dynamic and allows for interactions and feedback as the governance arrangements and the system context change through time. It has been used in reviewing the development of collaborative governance and metropolitan planning in SEQ between 1990 and 2010. The specific objectives of the research were to answer the following research questions:

- What were the governance arrangements and outputs of metropolitan planning in SEQ from 1996 to 2010? (Changed to 1990 during the research)

- What was the political, economic and social context in which metropolitan planning was occurring and changing and who were the main stakeholders?
- What were the main factors, internal and external to the planning process, that contributed to the move from a voluntary to a statutory planning model and do these factors still exist?
- What are the lessons for other states and multi-level planning regions from the development and operation of the SEQ statutory planning model?

The research has involved a historical review of planning and governance arrangements in SEQ and has included the following methods:

- A literature and context review;
- A review of the main regional plans and planning reports;
- A review of the committee minutes of the SEQ Regional Coordination Committee (RCC), the SEQ Regional Organisation of Councils (SEQROC), and the Planning Institute Australia (Qld);
- Interviews with 20 key politicians, government officers and community and business sector representatives who were active in the process.

The evolution of metropolitan planning and collaborative governance in SEQ has been considered in terms of five periods, as follows:

1990-1995: Initiating voluntary growth management;

1996-2000: Consolidating and implementing voluntary growth management;

2001-2003: A comprehensive review and agreeing to a statutory regional plan;

2004-2005: Preparing the SEQ Regional Plan; and

2006-2010: Implementing and reviewing the SEQ Regional Plan.

In the period 1990 to 2003, regional planning in SEQ was based on a voluntary, partnership model between the two spheres of government with a non-statutory metropolitan plan called the Regional Framework for Growth Management, prepared initially in 1995. By early 2004, general agreement had been reached between the state and local governments and other community and professional stakeholders, to move to a statutory, partnership model of planning. The Office of Urban Management (OUM) was established in May 2004 to prepare the plan. In June 2005, the South East Queensland Regional Plan 2005–2026 (OUM 2005a) was released and came into effect as the first statutory regional plan for SEQ. Since 2004, the state government has become the dominant partner in metropolitan planning in SEQ but the collaborative partnership has continued.

Conclusions about SEQ governance and metropolitan planning

Based on this research, the following conclusions can be made about collaborative governance in SEQ between 1990 and 2010:

- Collaborative governance arrangements between state and local governments for metropolitan planning in SEQ have been a response to the drivers of managing rapid urban growth, a recognition of their interdependent roles and leadership.

- Collaborative governance arrangements have successfully evolved based on leadership by both state and local governments and shared experience, knowledge and commitment in the development and effective implementation of SEQ regional plans.

- At a critical point in 2003, leadership by community and professional groups also played a key part in moving local and state governments and metropolitan planning on to a new statutory basis and level of maturity.

- Experience, knowledge and commitment built up during the period of voluntary, non-statutory regional planning from 1990 to 2003, allowed for the statutory South East Queensland Regional Plan 2005 (SEQRP 2005) to be prepared quickly and for a high level of commitment to its policies to be achieved by state and local governments.

- Meetings of the SEQ RCC and SEQROC (now the RPC and COMSEQ respectively) and their associated committees have made possible the development of shared experience, knowledge and commitment to metropolitan planning policies by SEQ politicians, officers and community group members. Open discussion around difficult growth management issues, and the use of consensus decision making in these forums was central to achieving this shared commitment.

  The RCC was central to collaboration between state and local governments. SEQROC was critical to collaboration between local governments and provided a unified local government view to the RCC meetings and to the state government. These forums also allowed for state and local politicians to develop and show leadership on regional issues.

- The positive outputs and outcomes of collaborative governance and metropolitan planning in SEQ have been extensive and broad and extend well beyond statutory regional land use planning.

  They have included: three endorsed (by state and local governments) non-statutory regional plans (RFGMs) and two endorsed statutory SEQ regional plans; linked annual SEQ Infrastructure Plans (SEQIPP) that form part of the state budget; the SEQRP 2005 and associated SEQIPP 2005 won the Planning Ministers' Award at the 2006 Planning Institute of Australia (PIA) National Awards for Planning Excellence (PIA 2006); a large number of linked SEQ sectoral plans for transport, natural resource management, water supply, rural futures, etc.; changes to legislation and institutional arrangements to set up the framework for metropolitan planning; and projects on the ground, such as the SEQ busways.

- Collaborative governance arrangements between the state and local governments in metropolitan planning in SEQ and leadership by both state and local governments at different times since 1990 have created a more resilient governance framework in SEQ that has been able to respond to changing circumstances and opportunities.

Overall, the move from a voluntary to a statutory model of metropolitan planning in SEQ has increased the power of the state government in relation to local governments. In this sense, it has

brought SEQ back more into line with other metropolitan areas in Australia. However the move was done collaboratively and the challenge remains for state and local governments to continue to act collaboratively. A new, more secure legislative framework for metropolitan planning has been created and state and local governments have to learn to act collaboratively within this framework.

More capable local governments have been created in SEQ and these can contribute to a more capable COMSEQ acting as a partner, rather than an adversary, of the state government. A lot will depend on the state using its powers in a restrained, collaborative way, recognising its interdependence with local governments. State and local governments will not agree on everything and conflicts will occur. As issues change in SEQ, the arenas of collaboration will change. Continuing and strengthening the SEQRPC and other forums for collaboration will remain central to maintaining trust and commitment to metropolitan planning in SEQ.

Ongoing implications for metropolitan governance and planning

The SEQ experience over the past 20 years shows that state and local governments are in a long-term, interdependent relationship in metropolitan planning for growth management. The governance and new regionalism literature, referred to in section 3, indicates that this is the case in many other multi-level metropolitan areas and certainly in other metropolitan areas in Australia.

Governance in SEQ has occurred through negotiation between independent actors in a collaborative process with generally high levels of trust and commitment. This has delivered significant positive outputs and outcomes. Trust is necessary between independent but interdependent actors in order to achieve constructive negotiations and outcomes (Emerson et. al. 2012; Koppenjan and Klijn 2004). Unilateral and hierarchical actions lead to resistance, conflict and mistrust. Arenas and forums for collaboration between governments are important to allow negotiation and collaboration and for trust to develop.

Implications for South East Queensland

This review strongly supports the continuation of the collaborative governance arrangements between state and local governments in SEQ within the statutory framework for metropolitan planning.

The collaborative dynamics in SEQ need to be strengthened and revitalised by improving the capacity for joint action by GMQ and COMSEQ and by leadership by state and local governments. Resources for an expanded SEQ policy focus around the RPC secretariat in GMQ would improve the capacity for joint action. The next review of the SEQRP is expected to commence in 2012 and this will provide opportunities for both state and local governments to show leadership, develop new joint projects and actions, and improve trust and commitment to collaborative governance in SEQ.

Implications for other states and metropolitan areas

In Australia, approaches to the governance and planning of metropolitan regions vary considerably between states and there is a need for 'improved governance arrangements' (MCU 2011, p. 203). However, each metropolitan area is different and proposals for improvement need to take account of different histories, aspirations and successes and they need to build on these.

Given the strategic importance of metropolitan regions and the interdependent nature of the roles of governments in metropolitan governance and planning, this review supports improved collaborative governance arrangements between state and local governments in Australia and in other multi-level metropolitan regions. This has a number of implications:

Keeping the channels of communication open

The channels of communication between spheres of government need to be kept open and interactive. Open flows of information, issues and proposals is the life blood of collaborative planning and governance and without it understanding, trust and commitment deteriorate.

Organising connectivity

The open flow of information cannot be left to chance and opportunities for connectivity need to be organised and supported at all levels.

In particular, high level 'metropolitan forums for collaboration' should be investigated and established where senior politicians from the different spheres of government can meet, discuss issues and agree on joint approaches and projects in open and consensus based processes. These metropolitan forums need to be properly resourced with senior secretariat and professional staff and funds for projects.

State governments in Australia should recognise their interdependent roles with local governments in metropolitan governance and planning and take the leadership and initiative to establish and properly resource these forums for collaboration.

Forums for local government collaboration also need to be organised and resourced through regional organisations of councils or similar structures and linked to the metropolitan forums. Local governments need to take the leadership and initiative to organise and resource regional or sub-regional organisations so that they can speak and act with fewer and more united voices at the metropolitan level.

Responsibility of a senior politician

Metropolitan governance and planning is about strategic guidance of metropolitan areas and is about managing a wide range of linked issues to deliver desired long-term futures. It not just about statutory land use planning. Linking metropolitan governance to a junior politician with a narrow land use focus is a recipe for failure, as the SEQ experience in 2003 demonstrates.

In Australia, metropolitan governance and planning should be the responsibility of a senior state government minister, who could be the land use planning minister or who could equally be the Treasurer or transport minister. This senior minister would chair the metropolitan forum.

In other multi-level metropolitan areas, an appropriate senior political leader would need to emerge and be endorsed as chair as part of the process of establishing the metropolitan forum.

Facilitating joint action

A metropolitan forum for collaboration can contribute to the preparation and implementation of metropolitan strategies and associated sectoral strategies. As outlined above, this forum creates a 'capacity for joint action' (Emerson et.al. 2012, p. 14). The nature of this joint action will depend on the stage of metropolitan planning and the history of collaboration in that region. Proposals and joint projects need to be identified and resources provided. By working together on real and achievable metropolitan planning projects, state and local governments and their officers can build understanding, trust and joint commitment.

Avoiding unilateral decisions

In a collaborative governance process for metropolitan planning, matters that are centrally related to the preparation and implementation of the metropolitan strategy and key related strategies should be discussed and agreed jointly. If a decision contrary to the strategy is to be made by one of the parties, discussions should be held and reasons explained. Unilateral decisions about important issues undermine a sense of collaboration and joint commitment. This is a particular danger in Australia where state governments have overriding powers in relation to metropolitan planning.

Facilitating wider community input

The focus of this research is on building links and arrangements for collaboration between state and local governments. However, all models of collaborative governance and planning (Phares 2004; Emerson et. al. 2012) also emphasise the importance of informing and involving the community sector and relevant community and professional groups. The catalytic role these groups can play was shown in SEQ in 2003. This raises resource challenges at the metropolitan level. In relation to the matters being discussed here, the activities of the metropolitan forum and associated projects and committees provide opportunities for informing and engaging with the wider community and for direct representation.

Conclusion

The experience in SEQ provides evidence of positive outputs and outcomes from collaborative governance. It also provides guidance for improving arrangements between state and local governments in metropolitan planning in Australia and elsewhere. Collaboration requires a greater recognition by state governments of interdependence between themselves and local governments and the potential benefits and legitimate role that local governments play. It also requires local governments to organise themselves in forums to deliver unified positions on important issues to the metropolitan forum and to the state government. Overall, collaborative governance arrangements require time and resources for joint policy positions to be developed by discussion and agreement. The benefits of this investment will be a high level of commitment to the implementation of metropolitan policies by governments, involved organisations and individuals that will endure.

1. Introduction

South East Queensland (SEQ) is a fast growing, mega-city region in Australia and innovative metropolitan regional planning and governance arrangements have been evolving in the region since the early 1990s (Abbott 2010b). This report outlines a broad concept of collaborative governance involving governments, the community and the private sector. However, the focus of the report is on the collaboration of state and local governments in metropolitan planning in SEQ between 1990 and 2010.

For the period 1990 to 2003, regional planning in SEQ was based on a voluntary, partnership model between the two spheres of government with a non-statutory metropolitan plan called the Regional Framework for Growth Management (RFGM), prepared initially in 1995. By early 2004, general agreement had been reached between the state and local governments and other community and professional stakeholders to move to a statutory, partnership model of planning. The Office of Urban Management (OUM) was established in May 2004 to prepare the plan. In June 2005, the South East Queensland Regional Plan 2005-2026 (the SEQRP 2005) was released and came into effect as the first statutory regional plan for SEQ (OUM 2005a). Since 2004, the state government has become the dominant partner in metropolitan planning and governance in SEQ but the collaborative partnership has continued.

The development of governance arrangements and metropolitan planning in SEQ since 1990 has followed a different and more collaborative path to other metropolitan areas in Australia (Abbott 2010b). These arrangements delivered the SEQRP 2005 and associated strategies, which received wide support in diverse sections of the community, in state and local governments and in the planning profession (Gleeson and Steele 2010). The SEQRP 2005 and associated infrastructure plan won the Planning Ministers' Award at the 2006 Planning Institute of Australia (PIA) National Awards for Planning Excellence (PIA 2006). ACELG considered that the SEQ experience is worth documenting in itself and for the lessons about governance and strategic planning that it provides for ongoing metropolitan governance in Australia and elsewhere.

The purpose of this report is to outline and review the process by which governance and planning in SEQ evolved, by agreement of all the parties, from a voluntary model to a statutory model of metropolitan planning. The report explores the collaborative dynamics of the partnership from 1990 to 2010 and identifies some implications for ongoing collaborative arrangements between governments in SEQ and other parts of Australia. The full Project Brief is included at Appendix 3.

The report is intended to complement other ACELG work on the role of local governments in the governance and planning of metropolitan regions. ACELG's work in this field is being done in conjunction with the Forum of Federations (see Sansom 2009, 2010).

2. The South East Queensland region

South East Queensland is the metropolitan region of Queensland. It is different to other metropolitan regions in Australia in that it consists of four major urban areas and can be considered to be a mega-city region (Abbott 2010b). SEQ includes Greater Brisbane, the capital city of Queensland, the closely linked coastal cities of the Gold Coast and the Sunshine Coast and extends west to the city of Toowoomba.

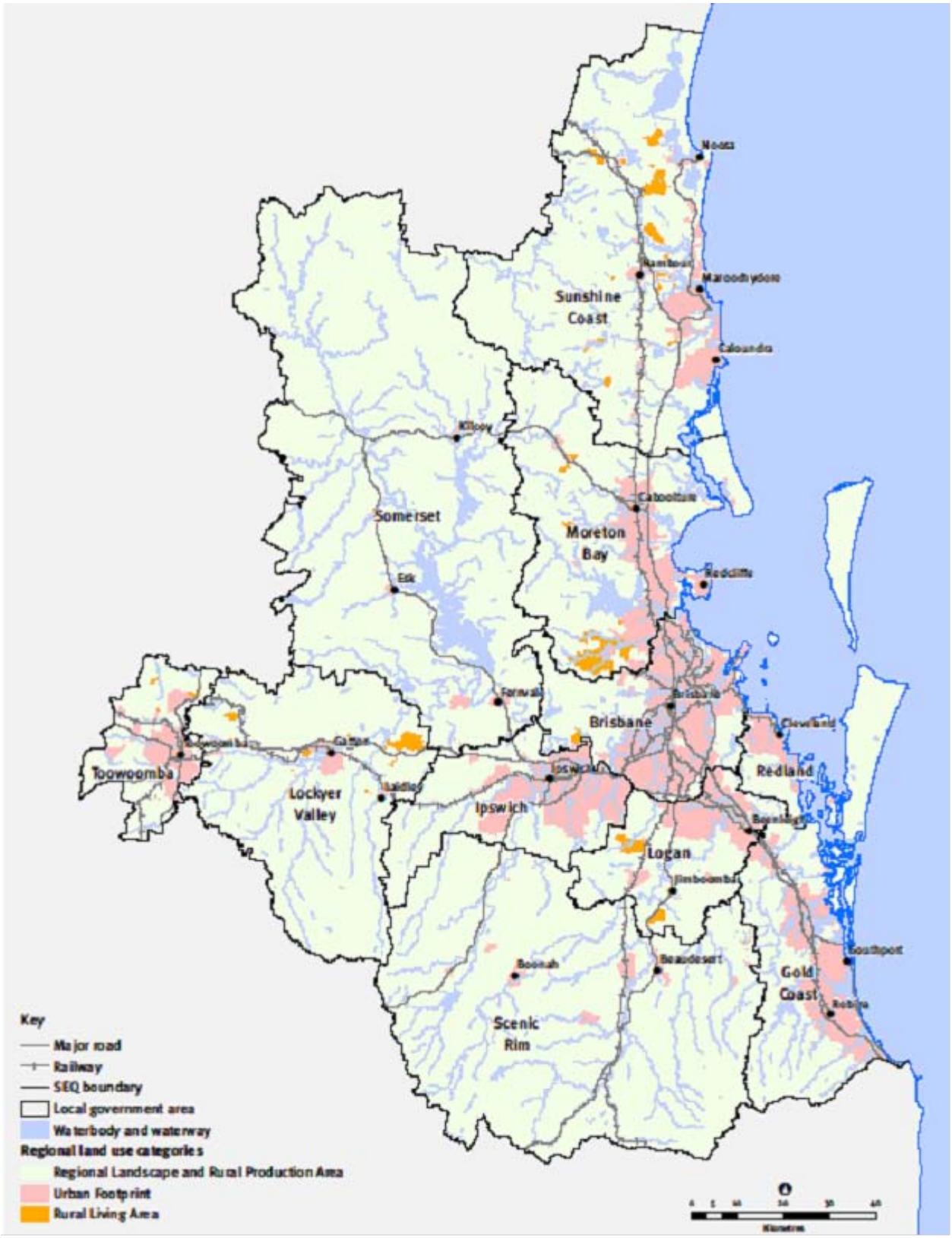
Map 1 shows the SEQ region in 2010 and the 11 local governments that make up the area covered by the South East Queensland Regional Plan 2009–2031 (the SEQRP 2009)(DIP 2009a). For Toowoomba Regional Council, only the urban area around Toowoomba City is included in the SEQ region. Prior to the widespread amalgamations of local governments in Queensland in 2008, there were 18 local governments in the region. SEQ now includes the four largest local governments in Australia by population (at June 2010), namely: Brisbane City Council (1,067,279); Gold Coast City Council (527,828); Moreton Bay Regional Council (382,280); and Sunshine Coast Regional Council (330,934) (OESR 2011).

Since the 1970s, SEQ has been the fastest growing metropolitan region in Australia. This growth has recently slowed because of the impacts of the Global Financial Crisis. In June 2010, the population of the SEQ region was estimated to be 3.1 million and it is projected to grow to 4.6 million by 2031 (OESR 2011). Managing rapid population and urban growth, while maintaining quality of life, has always been the major focus of metropolitan planning in SEQ and this seems likely to continue.

A recent set of edited papers on planning and growth in SEQ identifies a number of other challenges facing the region including: housing affordability; climate change; traffic congestion; car dependency; infrastructure deficits; greenspace provision; transit oriented development; sub-tropical design; and governance for planning (Gleeson and Steele (eds.) 2010). The editors, Brendan Gleeson and Wendy Steele, note the widespread support for the statutory SEQ Regional Plan from the community, from the development industry and in particular, from municipalities. Gleeson and Steele say that planning in SEQ has gone from 'laggard to leader' (2010, p. 16). They note that:

> *this regional corner of Queensland is seen as an increasingly important crucible of change that captures and reflects many of the growth management dilemmas and opportunities facing the Australian settlement system, especially at the metropolitan level' (2010, p. 14).*

Map 1: South East Queensland Region with local government areas and the 2009 Urban Footprint



3. Governance and planning of metropolitan areas

3.1 Government and governance of metropolitan areas

Government of metropolitan areas

Urban areas around the world are growing rapidly. The UN-HABITAT agency has estimated that in 2008 'half of the world's population … lived in urban areas' and this will rise to '70 per cent by 2050' (UN-HABITAT 2008, p. 11). Metropolitan areas are the largest urban areas or the capital cities in countries and states and they are also growing and expanding rapidly, spreading 'over different administrative boundaries,' and creating challenges for 'governing in a city of cities' (UN-HABITAT 2008, pp. 226-227).

Heinelt and Kübler have identified 'four elements … [that] characterize contemporary metropolitan areas across the world':

- 'Urban sprawl' and suburban growth that has fragmented the historic spatial and government boundaries of the city;
- 'Functional specialisation of space';
- 'Spatial mobility of persons and goods'; and
- 'Cosmopolitan localism', that is seeking global economic competitiveness which is 'rooted in local culture' (2005, p. 1).

Government is the formal system of administration and laws by which a country or local community is managed. The rapid spatial growth of metropolitan areas has resulted in great variation and combinations of approaches to metropolitan government. Steytler (2009, p. 403) has identified four broad approaches to governing metropolitan areas:

- A unified metropolitan local government established by amalgamation of a number of smaller local governments. This approach is uncommon;
- A second tier metropolitan local government established over a number of smaller local governments with powers shared between the levels;
- A number of local governments with a special purpose agency or agencies established to administer particular metropolitan services, such as water supply or public transport. This could result from state or national governments devolving powers down or local governments passing powers up; and
- Direct government by state (in a federal system) or national governments with local governments playing some role.

Australia is an example of the last approach and Sansom says, 'governance of Australia's metropolitan regions is dominated by the states with local government playing essentially a supporting role' (2009, p. 17).

In public administration, scholars and practitioners have traditionally argued about the relative merits of two different approaches to improved metropolitan government:

- The 'metropolitan reform tradition' which stressed consolidation and amalgamations of local governments into a larger government entity whose boundaries matched those of the growing urban area; and
- The 'public choice perspective' that argued for continuation of numerous small local governments on the basis that competition between these gave people the benefits of choice (Heinelt and Kübler 2005, pp. 9–10).

From the 1990s onward, a new approach developed, mainly in the USA, called 'new regionalism'. It focuses on the city and its surrounding region and on reducing inequalities within a city region and improving economic competitiveness with other city regions. To achieve these aims, Savitch and Vogel say that negotiated arrangements between local, state and central governments and private actors need to be put into place (2009, p. 119).

More recently and more generally, the term 'governance' has come to represent these networked and negotiated arrangements between governments and private actors (Benz and Papadopoulos 2006).

Governance of metropolitan areas

Benz and Papadopoulos have noted that governance entails the 'inclusion of non-governmental actors … in policy networks and collaborative relations with them' (2006, p. 2). They outline the following structures, actors and modes of operation as major aspects of governance:

- A 'plurality of decision centres' and 'no clear hierarchy' between them;
- Networks of decision centres and boundaries 'defined not so much in territorial but in functional terms';
- Collective actors, as well as individual actors, playing an important role in defining issues;
- Unilateral decisions still occur but usually 'processes of negotiation' prevail; and
- 'Less formal modes of decision-making' occur in structures that are hardly visible and which are then ratified by more formal bodies (2006, pp. 2–3).

In metropolitan areas, this wider concept of 'governance', as distinct from 'government', incorporates informal, as well as formal, arrangements for administering, managing and planning communities and areas (Phares 2004). Important roles are still played by formal governments but significant roles are also played by private sector organisations (business and the market) and by the community sector (community organisations and individuals) (OECD 2001). The relative importance of these different sectors in delivering good governance is a matter of debate and contention.

Phares says there is 'no simple answer … [and] no single answer' to the question of good metropolitan governance. Metropolitan areas will 'seek out formal and informal arrangements that best suit their problems in the context of the institutional and legal structures they must work within' (2004, p. 1). The UN-HABITAT organisation, in the report Planning Sustainable Cities, defines urban and metropolitan governance as:

the sum of the many ways individuals and institutions, public and private, plan and manage the common affairs of the city … it includes formal institutions as well as informal arrangements and the social capital of citizens' (2009, p. 73).

The report defines 'good governance' as 'an efficient and effective response to urban problems by accountable local governments working in partnership with civil society' (2009, p. 74).

This definition raises further questions, firstly about the factors that promote or hinder the establishment of working partnerships between governments, the private sector and the community, and secondly about what factors in the partnership promote or hinder good outcomes. Kjaer notes that discussions about governance often fail to address issues of 'power, conflict and interests' and provide little guidance on the 'institutional underpinnings that promote cases of good governance' (2009, p. 137). This report will consider these factors and issues.

3.2 Governance and metropolitan planning

Metropolitan planning is about exploring and agreeing on desired futures for metropolitan areas and it is about implementing ways to achieve these futures. Plans for metropolitan regions may be prepared by metropolitan governments, for example the London Plan (GLA 2011), or by private sector groups, for example the New York Regional Plan (Yaro and Hiss, 1996), or often by groups of governments working together in conjunction with the community and the private sector. Alexander says 'metropolitan regional planning goes on all the time in hundreds of places all over the world' but it is 'often subsumed under metropolitan regional governance' (2002, p. 17).

Metropolitan planning and metropolitan governance are closely interrelated and what is possible in planning terms depends on the governance arrangements and associated power structures. The metropolitan plans that can be produced are 'in many ways, inherent in the organisational and political context that produced them' (Abbott 2009, p. 515). Alexander says planning in complex multi-organisational systems, such as metropolitan regions, 'usually involves some institutional transformation or change to enable action in this intrinsically … uncertain context' (2009, p. 518). In other words, new institutional and governance arrangements may need to be put into place to achieve desired metropolitan planning outcomes.

Metropolitan planning can be considered as a process of managing uncertainties about the urban future (Abbott 2005). In complex metropolitan areas, uncertainties about the intentions of key organisations, such as governments, are common. Koppenjan and Klijn see planning and policy development as a 'policy game' which occurs in different arenas where the uncertainties about other actors' strategies need to be reduced (2004, p. 50). Institutional and governance arrangements are important in managing these organisational uncertainties in metropolitan plans (Abbott 2009).

Governance and metropolitan planning in Australia

Metropolitan planning occurs in the capital city regions of all states in Australia and generally the relevant state governments 'exercise tight control' over it (Sansom 2009, p. 17). The exception is the SEQ region where, until recently, a 'voluntary partnership' model of metropolitan planning was in place between the state and local governments (Abbott 2010b, p. 185). This will be discussed further in this report.

Metropolitan plans in Australia indicate intended patterns of growth and development and associated infrastructure generally for at least 20 years into the future. Searle and Bunker note that the metropolitan plans being produced in Australia are different to those currently being produced in Europe and the USA because they specify land use and infrastructure patterns in much more detail. 'Recent metropolitan plans have been seen by the state governments as the blueprints for infra¬structure planning and investment in each city' (2010, p. 164). This is possible because of the governance arrangements where the states control the provision of major infrastructure.

State governments have the constitutional authority to produce metropolitan strategies and are 'not legally required to gain the concurrence of national or local government' (Searle and Bunker 2010, p. 164). The involvement of local government in the preparation and implementation of metropolitan plans 'varies from informal consultation to formal processes of partnership', as in the case of SEQ (Abbott 2010b, p. 173). Kübler says the significance of local government 'in terms of metropolitan policy making, lies in their local control of the approval process for urban development' (2007, p. 634). He says it is in development control that local governments 'play an important role in translating state planning policies into physical outcomes on the ground' (Kübler 2007, p. 634). This translation can, of course, be done willingly or by enforcement.

3.3 Collaborative governance

The collaborative planning theorists, Innes and Booher, say that metropolitan planning and governance occurs as part of a 'complex adaptive system' in which a 'multiplicity of institutions, practices, and motivations jointly interact to shape metropolitan development' (1999, p. 142). They say this 'complexity is also reflected in growing interdependence among government players, as agencies find they cannot be successful, even on their own limited agendas, if they continue to work unilaterally' (2010, p. 197). Salet and Thornley stress the importance of 'organising connectivity' between stakeholders about planning activities (2007, p. 191). Innes and Booher say that using collaborative approaches to governance in complex, rapidly-changing, interdependent planning situations can build 'trust' and 'manage uncertainty' (2010, p. 197).

As discussed in section 3.1, new forms of networked and negotiated governance and planning have been evolving in practice and theory to replace narrow hierarchical, adversarial and managerial modes. Aspects of these approaches have been called 'democratic governance' or 'community governance' (Pillora and McKinlay 2011, pp. 10–11). Ansell and Gash use the term 'collaborative governance' and say this approach 'brings public and private stakeholders together in collective forums with public agencies to engage in consensus-oriented decision making' (2008, p. 543). They define collaborative governance as:

> *[a] governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets* (2008, p. 544).

Ansell and Gash used this definition to identify and review 137 case studies of collaborative governance in order to identify critical variables that influence successful outcomes. Starting conditions are important and they say the main variables are power and resource imbalances,

incentives to collaborate, and a history of conflict or cooperation. Facilitative leadership is important in bringing parties to the table and getting them through the process. Also important are institutional design considerations, such as including all the main affected stakeholders and having clear and transparent rules and processes. At the centre is the quality of the collaborative process itself which Ansell and Gash describe as depending on 'achieving a virtuous cycle' among the following variables: face-to-face dialogue; trust building; commitment, shared understanding, and intermediate outcomes (2008, pp. 558–561).

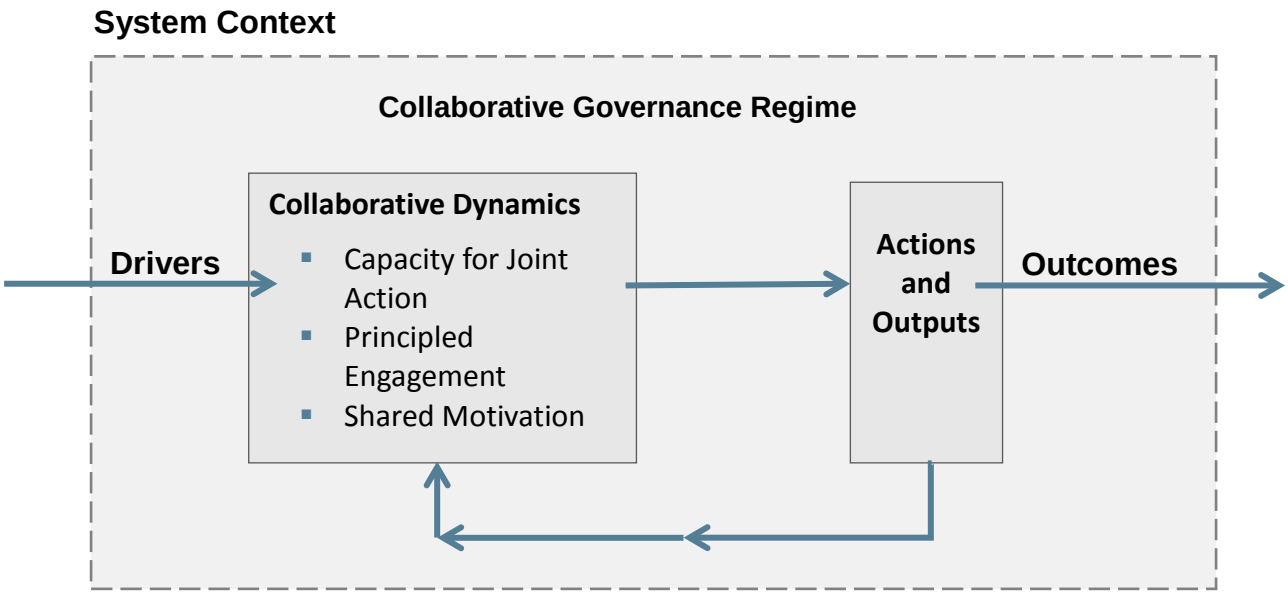
Emerson, Nabatchi and Balogh have built on the work of Ansell and Gash and reviewed an even broader range of research and practice from public administration, planning, conflict management and environmental management to develop 'an integrative framework for collaborative governance'. They define collaborative governance as follows (2012, pp. 1–2):

> *The processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished.*

This definition is broader and less normative than that of Ansell and Gash. It does not limit collaborative governance to processes involving government and non-government stakeholders and can include partnerships between governments or 'multi-partner governance' (Emerson et al. 2012, p. 3). It is more descriptive and less normative as it focuses on all types of engagement and not just on consensus based engagement. Given the focus of this research is on the interaction of governments, this definition of collaborative governance has been used.

The framework developed by Emerson et al. consists of three nested sets of components, as shown in Figure 1. These three components – the **collaborative governance regime**, its **collaborative dynamics** and its **actions and outputs** – are located within the overall **system context**. The system context is the environmental and socioeconomic context in which governance is occurring. From this emerge **drivers** for collaboration which include leadership, incentives (problems and opportunities), interdependence and uncertainty (2012, pp. 5–6). At the centre of the framework are the collaborative dynamics, involving 'cyclical or iterative interactions' among the following variables: **capacity for joint action, principled engagement and shared motivation**. From these emerge joint **actions and outputs** and **outcomes** that can change the collaborative governance regime and the overall system context. Specific elements and variables within these components are shown in Table 1. 'Principled' engagement refers to quality interactions among parties based on fair and civil discourse, open communications and representation of significant interests (Emerson et al. 2012, p. 11).

Figure 1: An integrative framework for collaborative governance



Source: Based on Emerson et al 2012

Table 1: Elements of collaborative governance

Context and Drivers		Collaborative Governance Regime (CGR)				Outcomes
System Context	Drivers	Collaborative Dynamics			Joint Outputs and Actions	Impacts and Adaptation
		Principled Engagement	Shared Motivation	Capacity for Joint Action		
• Resource conditions • Policy and legal frameworks • Prior failures • Power relations • Networks • Levels of trust • Socioeconomic context	• Leadership • Incentives to collaborate • Interdependence • Uncertainty	• Quality • interactions • Discovery • Definition • Deliberation • Determination	• Trust • Understanding • Legitimacy • Shared commitment	• Institutional arrangements & procedures • Leadership • Knowledge • Resources	• Endorsements • Enacting policy and law • Obtaining resources • Building works • Management practice • Enforcing compliance	• Changes to the collaborative dynamics • Changes to the CGR • Changes to the system context

Source: Based on Emerson et al 2012

The collaborative governance process results in impacts and adaptation (See Table 1) which may change the system context and the collaborative governance regime itself. Innes and Booher say that 'collaborative processes can lead to changes in the larger system that help make our institutions more effective and adaptive' (2010, p. 10).

This framework, developed by Emerson et al. (2012), is dynamic and allows for interactions and feedback through time as the collaborative governance regime and the system context change. It has been used in reviewing the development of collaborative governance and metropolitan planning in SEQ between 1990 and 2010.

4. Research methods

Governance arrangements and metropolitan planning in SEQ have evolved in a different and more collaborative way to other metropolitan areas in Australia and have delivered widely supported regional plans. This research seeks to document this experience and the lessons about governance and strategic planning that it provides for metropolitan governance in Australia and elsewhere.

Governance arrangements and planning outputs are closely related. Alexander has described the development of governance and institutional arrangements in SEQ in the early 1990s to support the preparation of the non-statutory Regional Framework for Growth Management as 'an exemplar of complex and effective institutional design'. He says it provides 'enlightening lessons in the successful application of institutional design to address the challenge of planning in complex multi-organisational systems' such as metropolitan areas (2009, p. 520).

The project brief for the research is included at Appendix 3. The specific objectives were to answer the following research questions:

1. What were the governance arrangements and outputs of metropolitan planning in SEQ from 1996 to 2010?
2. What was the political, economic and social context in which metropolitan planning was occurring and changing and who were the main stakeholders?
3. What were the main factors, internal and external to the planning process, that contributed to the move from a voluntary to a statutory planning model and do these factors still exist?
4. What are the lessons for other states and multi-level planning regions from the development and operation of the SEQ statutory planning model?

The research has involved a review of planning and governance arrangements in SEQ and the dynamics of the process from 1996 to 2010. It has included the following methods:

- A literature and context review, including a review of articles about SEQ planning in the *Courier Mail* newspaper;
- A review of the main regional plans and planning reports;
- A review of the internal documents of major stakeholders, including the committee minutes of the Regional Coordination Committee (RCC), the SEQ Regional Organisation of Councils (SEQROC), and the Planning Institute Australia (Qld) (PIA);
- Interviews with 20 key politicians, government officers and community and business sector representatives who were active in the process.

The author has been actively involved in SEQ regional planning since 1990, as a senior state government planner working on metropolitan planning and servicing and attending RPAG, RCC and RPC meetings, and was thus a participant observer.

Early in the research process, it became clear that to understand and document what was happening between 1996 and 2010, it would be necessary to include information in the final report about the

initiation of regional planning in SEQ in 1990 and its progress up to 1995. Earlier doctoral research by the author, which was more detailed but used similar research methods, has been utilised for this purpose (Abbott 2010a). Some interviews done in 2005 and 2006 for this earlier research have been used in this report.

The research interviews and this report have been structured around five periods between 1990 and 2010, as follows:

1990-1995: Initiating voluntary growth management;
1996-2000: Consolidating and implementing voluntary growth management;
2001-2003: A comprehensive review and agreeing to a statutory regional plan;
2004-2005: Preparing the SEQ Regional Plan; and
2006-2010: Implementing and reviewing the SEQ Regional Plan.

Metropolitan planning in SEQ was a collaborative process involving politicians at various levels, state and local government officers and other professionals and community group members. The research interviews were critical for understanding the development of ideas during the process and the perceptions that people involved had about factors and arguments that were important at the time in driving actions and decisions of stakeholders. The twenty people interviewed were all active participants in the process or, in the case of some academics, informed observers of SEQ planning. A list of the people interviewed in this research is included at Appendix 2.

Research on metropolitan planning necessarily involves referring to the names of many organisations and committees and their acronyms. To assist the reader, a list of acronyms used in the report is included at Appendix 1.

5. Governance and planning in South East Queensland - 1990 to 2010

5.1 Initiating voluntary growth management: 1990-1995

Early history and a new State government in 1989

The penal settlement of Moreton Bay was established by the Colony of NSW in 1824. It was opened to free settlers after 1842 and grew rapidly. A separate Colony of Queensland was established in 1859. The expanding urban area of Brisbane soon consisted of a large number of small local governments (Laverty 2009). In the early 1900s, support grew for amalgamation and the Greater Brisbane Council was established with wide-ranging powers in early 1925. It included all or parts of 20 former local governments. The first town plan for Brisbane City was commenced in 1934 but did not come into effect until 1965 (Abbott 2010b).

Because of the large size of Brisbane City, the issue of regional coordination and metropolitan planning with other local governments could be deferred. In the 1970s, the Commonwealth Government, with the Queensland Government, initiated the Moreton Regional Coordination Council which covered Brisbane City and 16 surrounding municipalities. Its main purpose was to prepare a regional growth strategy. The Moreton Region Growth Strategy was a comprehensive strategy for SEQ, covering land use, infrastructure, and economic and social issues (COG and Cities Commission, 1976). After the 1975 removal of the Whitlam Commonwealth Government, the state and local governments abandoned the regional strategy and the state abolished the Moreton Regional Coordination Council. This perceived failure of imposed regional approaches in the 1970s contributed to state and local governments' negative attitudes to regional coordination and planning throughout the 1980s (Abbott 2001). However, the 17 local governments which had been involved agreed to continue to meet under their own chair and formed the Moreton Regional Organisation (MRO) of Councils in 1977.

During the 1970s and 1980s, Queensland had a Coalition (of the National and Liberal parties) State Government which saw planning as a purely local government matter. Findings of widespread corruption in the state government in the late 1980s led to the election of a Labor State Government at the end of 1989. The new state government, under Premier Wayne Goss, saw the need for wider community consultation and a joint planning approach between the state and local governments to address the impacts and problems of rapid population growth in SEQ.

Governance arrangements for planning in 1990

There were no arrangements for metropolitan regional planning in Queensland in 1990 and no state government role (Abbott 2001). Land use and local planning was the responsibility of local governments under the Local Government Act and the City of Brisbane Act. Preparation of local planning schemes under the legislation was overseen by the State Department of Local Government. This was mostly a matter of administration rather than of policy review.

There was no defined South East Queensland region at the time and the region around Brisbane was known as the Moreton region. As already discussed, the 17 local governments that made up the MRO were continuing to meet to discuss matters of mutual interest. Cr Noel Playford attended some

of these meetings at the time and described them as 'just a cup of tea at City Hall' (Interview 22/2/2006).

State and Local Governments agree to work together on a growth management strategy

In 1990 the new Minister for Local Government, the late Tom Burns, recognised the need for a regional approach to manage the rapid population growth occurring in SEQ and saw the interdependence of the state and local government roles. He commenced negotiations with the MRO and local governments in July 1990. Minister Burns made the following comments about these negotiations:

- *We could either fight them or work with them [the councils] and the simple answer was to work with them … we should not have a statutory authority … it would have to evolve (Interview 25/1/2006);*
- *'I said, we are going have to work together and plan this area … if we don't, the government will have to step in and do it … we can either work together or have a government authority … I don't want a government authority, what about we work together? … everyone said yes (Interview 25/1/2006).*

The initiative of Minister Burns in meeting with the MRO Councils, in agreeing to work in a voluntary partnership, and in gaining a level of trust from the councils, was critical in getting the metropolitan planning process underway. The minister wrote to all councils and confirmed the outcomes of the negotiations, as follows:

- Preserving the role of local governments;
- No statutory state planning authority;
- State and local governments to work cooperatively;
- Joint preparation of a non-statutory regional strategy; and
- Holding an SEQ 2001 community conference to establish consensus on how to proceed (Minister's letter dated 22/8/1990).

This was an example of political leadership by Minister Burns in involving the councils, and then the wider community at the SEQ 2001 – Framework for Managing Growth conference held in December 1990. Gaining a level of trust from the councils, who were suspicious of the state's motives in regional planning, was critical in getting the planning process underway. The voluntary partnership approach and consensus decision making at all levels, which flowed from the initial MRO agreement, was confirmed at the SEQ 2001 community conference. This agreement formed the basis of collaborative planning between the state and local governments in SEQ up to the end of 2003.

Establishing governance arrangements for the SEQ 2001 Project

In April 1991, the state government announced that a Regional Planning Advisory Group (RPAG) would be established to develop the regional growth management strategy. This process of preparing the strategy took its name from the SEQ 2001 conference and became known as the SEQ 2001 Project. RPAG was a high-level committee consisting of three state ministers, four local government mayors, a Commonwealth Government officer and six community sector

representatives. A Technical Support Group (TSG) was established to provide secretariat and professional planning support for the work. It consisted of secondees from agencies and consultants and thus had a degree of independence. RPAG was chaired by the Deputy Premier and Planning Minister, Tom Burns.

At the local government elections held in March 1991, Cr Jim Soorley was elected Lord Mayor of Brisbane and began to take a strong interest in regional and environmental issues. Cr Noel Playford says 'he was like a breath of fresh air' (Interview 22/2/2006). In July 1991, the Moreton Regional Organisation reconstituted itself as the South East Queensland Regional Organisation of Councils (SEQROC). SEQROC was a voluntary organisation of 20 councils. Jane Bertelsen, SEQROC Secretary from 1991 to 2005, says 'the catalyst for its formation was the commitment by local governments in the region to actively participate, coordinate views, and share ownership of the SEQ 2001 growth management initiative of the State Government' (2002, p. 2). SEQROC local governments agreed to contribute one quarter of the $2 million cost of running SEQ 2001. Following the establishment of SEQROC, councils in the sub-regions of SEQ also formed themselves into three sub-regional organisations of councils or Sub-ROCs, called NORSROC, SouthROC and WESROC. Brisbane City was viewed as the equivalent of a fourth Sub-ROC (See Map 2).

In order to do policy development work, RPAG established five working groups in 1992 covering 16 policy issues. Each group was chaired by a member of RPAG and had one or more representatives from each sphere of government and from each of the six community sectors. Minister Terry Mackenroth replaced Minister Burns as chair of RPAG at the end of 1992. Apart from RPAG, the working groups were the most tangible and active part of the SEQ 2001 process and the way that most people were involved. The Working Groups process was, 'slow, tedious and at times torrid as a level of understanding and agreement between the sectors on policy positions was built up by consensus' (Abbott 1995, p. 136). In July 1993, 14 policy papers were released for public comment. While RPAG was basically a high-level political committee with a small support group (the TSG), it was also the centre of a collaborative network of links to the three levels of government and to community, industry and professional groups that were involved in the SEQ 2001 process. Minnery has described it as 'an inter-organisational network with rather blurred edges' (2001, p. 34).

Endorsing the Regional Framework for Growth Management (RFGM) 1995

In April 1994, the *Regional Framework for Growth Management for South East Queensland* (the RFGM 1994) was released as the final recommendations of RPAG (RPAG 1994). For local government, the RFGM 1994 was a draft plan awaiting testing by a bottom-up, sub-regional planning process, run by the Sub-ROCs, which had been agreed to at a Mid-Term Review in November 1992 (RPAG 1992).

The state government endorsed some RFGM 1994 recommendations and acted quickly, in July 1994, to establish the proposed Regional Coordination Committee (RCC), to be chaired by Minister Mackenroth. Implementation of the final strategy was considered to be a matter for governments and the RCC membership consisted of two state ministers, four local government mayors and a Commonwealth Government officer. Community sector representatives were not included.

Map 2: SEQ local governments and Sub-ROCs in 1995

In April 1994, the state government endorsed the preparation of an Integrated Regional Transport Plan (IRTP) and the development of a Regional Open Space System (ROSS) and work on these projects commenced in mid-1994. Funding of $35.8 million over five years was provided for the ROSS program to be allocated on a matching basis with local government. In 1995 rural interests mounted a 'concerted political campaign to halt the (ROSS) program' because of fears about land acquisitions and opening areas to public access (Low Choy 2010, p. 138).

Amalgamation of four local governments in 1995 reduced the number of Councils in SEQ from 20 to 18. The areas of the Sub-ROCs and Brisbane City did not change significantly. These are shown in Map 2.

The sub-regional planning reports produced by the three Sub-ROCs and Brisbane City were used by the RCC to review the RFGM 1994 and to prepare the *South East Queensland Regional Framework for Growth Management 1995* (the RFGM 1995)(RCC 1995). The RFGM 1995 was the first endorsed, non-statutory regional plan for SEQ and it was publicly launched by Premier Goss on 15 December 1995. The foreword was signed by the state government, SEQROC and the Commonwealth Government, to confirm that all three spheres of government had formally endorsed it: a historic achievement for a metropolitan plan in Australia (Abbott 2001, p. 116). The state and Commonwealth governments and 17 of the 18 local governments in SEQ also signed a memorandum of agreement to 'endorse the RFGM 1995 as the primary regional planning strategy for South East Queensland' and commit to its 'implementation, monitoring and review' (RCC 1995b, Section 4.1).

The RFGM 1995 was a broad, strategic policy plan which covered the land use, environmental, social, economic and infrastructure aspects of managing growth and it included a map showing an indicative pattern of urban growth for the region to 2011. Cr Noel Playford summed up the achievement as follows:

> *'it was a pretty monumental feat, actually getting an RFGM signed off … it was, I think, still pretty good … if you tried to introduce something with real teeth, at that time, it would have been open warfare … Councils would have rebelled and said we will not cooperate'*
> (Interview 22/2/2006).

Collaborative governance 1990 - 1995

Collaborative arrangements between state and local governments in SEQ were initiated in this period and by the end of 1995 were strongly established. They will be briefly reviewed in terms of the drivers, collaborative dynamics and action outputs of Emerson et al. (2012) (See Figure 1 and Table 1).

The main **drivers of collaboration** at this time were:

- The rapid growth of the region was seen as threatening the liveability of everyone in SEQ and this created an *incentive to collaborate.*
- Minister Burns provided *leadership* on behalf of the state government in approaching the MRO and local governments about preparing a regional growth management strategy on a voluntary non-statutory basis. This also involved the state carrying the initial transaction costs to establish the process. Widening the process, at the 1990 SEQ 2001 conference, to involve and get agreement of community groups to the strategy also involved *leadership*.
- Minister Burns recognised the *interdependence* of state and local government roles in regional planning. The agreement by local government to work with the state on growth management reflected joint recognition of this.
- Lack of knowledge about the impacts of rapid regional growth, about what a growth management strategy was, and about the future roles of state and local governments meant there was *uncertainty* about the future (Abbott 2009).

The main components in the **collaborative dynamics** were:

- The establishment RPAG, SEQROC, the Sub-ROCs, and various RPAG Working Groups, and their interrelated meeting processes, provided the *institutional arrangements and procedures* and created a *capacity for joint action*. Both spheres of government provided financial and other *resources* to support RPAG and its Working Groups.
- The move from the MRO to SEQROC and its functioning as a unified regional group of local governments required *leadership* by Lord Mayor Jim Soorley, and the commitment of *resources* by councils, and especially by Brisbane City.
- The meetings of RPAG and its Working Groups operated on the basis of wide representation of peak stakeholders, open and civil communications, and consensus decision making and thus constituted *principled engagement*. The meetings of SEQROC and the Sub-ROCs were only open to council representatives and operated on more formal decision making protocols.
- The regular meetings of RPAG, SEQROC, the Sub-ROCs, and various working groups enabled the views and values of all participants to be heard and for *mutual understanding* to develop. Agreement to joint policies and actions also allowed *mutual trust and commitment* to develop.

This process of collaboration resulted in the following types of **actions, outputs and outcomes**:

- *Endorsed non-statutory policies* for regional growth management in SEQ, as set out in the RFGM 1995. This was formally endorsed by all three spheres of government.
- *Resources* for the implementation of the RFGM 1995, such as the $35.8m for regional open space.
- The *governance and institutional arrangements* in SEQ changed with the establishment of SEQROC, the Sub-ROCs and the ongoing RCC to replace RPAG. The focus of the RCC was to be on implementation as well as review of the regional strategy.

5.2 Consolidating and implementing voluntary growth management: 1996-2000

In February 1996, there was an unexpected change of state government following a by-election and subsequent negotiations. A Coalition State Government was formed with Rob Borbidge as Premier and Di McCauley as Planning Minister and Chair of the RCC. The Coalition Government was in power until the state election of June 1998, when a Labor State Government was returned with Peter Beattie as Premier.

Governance arrangements for planning in 1996

At the start of 1996, prior to the change of state government, strong voluntary, partnership arrangements for governance and planning were in place between the state and local governments. These involved the RCC, SEQROC and the Sub-ROCs meeting regularly. The RFGM 1995 was in place as an endorsed, non-statutory, regional growth management plan, which all levels of government had agreed to implement. Some new working groups were beginning to meet to prepare regional sectoral strategies as recommended in the RFGM 1995. The operation of the RCC and SEQ regional planning were supported by a small Regional Resource Unit (RRU) in the state planning department.

Reviewing the RFGM 1995

At the start of 1996, after five years of intense policy development and a high level of political endorsement, 'stakeholders in SEQ 2001 were ready to focus on implementation' (Abbott 2001, p. 116). However, this was soon affected by the change of state government in February 1996.

The Coalition political parties had not traditionally supported regional planning, so there was uncertainty and 'the future of SEQ 2001 was … in doubt' (Abbott 2001, p. 116). The new government suspended implementation of regional planning and the RFGM 1995 and initiated a broad review. Following lobbying by SEQROC in support of regional planning, in April 1996 the state government endorsed in principle the continuation of the regional planning program. It also decided that Minister McCauley would 'examine the terms of reference … and work programs of [all] the existing regional planning projects' (RCC 1996, pp. 4–5). This could have meant a complete review of the RFGM 1995. At the first RCC meeting chaired by Minister McCauley, Cr Jim Soorley, Chair of SEQROC, supported the RFGM 1995 and 'questioned the need for a full review of SEQ 2001' after five years of joint work by local governments and state agencies (Minutes of RCC Meeting 8, 30 July 1996). Rather than a full review, it was agreed that stakeholders would identify matters needing new work. The review resulted in endorsement of the RFGM 1995 with a new economic development section requiring the preparation of a regional economic development strategy. These recommendations were endorsed

by State Cabinet and included in the *South East Queensland Regional Framework for Growth Management: Update 1996* (the RFGM Update 1996) launched in December 1996 (RCC 1996).

Although some of the impetus for implementation of the RFGM 1995 had been lost, its endorsement by the Coalition State Government meant that support for regional planning in Queensland and in SEQ was now bipartisan. This bipartisan position broadened and consolidated support for the non-statutory regional plan and its policies. The foreword to the RFGM Update 1996, signed by the state and local governments, noted 'the positive aspects of SEQ 2001, in particular, the quality of the RFGM 1995 and the strong commitment of all groups to its implementation' (RCC 1996, p. 3). From being suspicious of regional planning in 1990, after five years of working in partnership with the state, local governments in SEQ had become strong supporters of the process and its policy outcomes. Local government had been able to advocate and provide leadership to a new state government about the benefits of the collaborative approach to regional planning.

The Regional Open Space System Review

The Regional Open Space System (ROSS) program had been established by the state government in 1994 to implement agreed parts of the RFGM 1994 relating to open space planning, development and maintenance. The state had initiated a joint program with local governments involving matching or in-kind funding of land acquisition and projects. During the operation of the program in 1994–95, 10 areas of open space totalling more than 7,600 hectares were purchased (at a cost of $6.6m) and 22 development and maintenance projects (costing $1.1m) were funded (RCOSPA 1997, p. 3).

Because of controversy about the ROSS in 1995 and the 'political campaign to halt the program' (Low Choy 2010, p. 138), the Coalition State Government initiated a review in 1996 and appointed a Review Committee for Open Space Planning Arrangements. The government also reallocated the funds remaining in the $35.8 m ROSS fund to consolidated revenue. The review committee had an independent chair and members from SEQROC (4), state agencies (3) and the community (5), representing farmers, conservation and landholder groups. It reported in July 1997 and unanimously affirmed the 'critical need for arrangements for the protection of open space in SEQ for present and future generations' and for issues about access and costs of open space to be dealt with in 'an equitable manner' across the community (RCOSPA 1997, p. 6). The recommendations of the committee were endorsed by the RCC and the state government. The funds for open space acquisition were not reinstated.

Developing Regional Sectoral Strategies

While local governments were updating their planning schemes to better comply with the RFGM, the major focus of implementation at RCC meetings was the development of SEQ regional sectoral strategies. A number of these commenced in this period, but the most important were for: transport; air quality; water resources and water quality; key regional centres; economic development; and nature conservation. Brisbane City had been trying to get state agencies involved in joint approaches to many of these issues since the early 1990s and the Lord Mayor Jim Soorley recalled that state agencies 'always had to be dragged to the table' (Interview 11/10/2011). Endorsement of the RFGM 1995 created a legitimacy and imperative for their involvement. The SEQ sectoral strategies were generally the responsibility of particular state agencies to lead and policy working groups were set up to involve and consult other agencies, local governments and relevant community sector groups.

Transport:

Preparation of the SEQ Integrated Regional Transport Plan (IRTP) commenced in 1994 through the Department of Transport and a discussion paper with seven key strategies was issued in March 1995. It included extensive community consultation and a reference group involving local governments, state agencies and transport interest groups. The draft IRTP was released in August 1996 and, after consideration of public submissions, the final *Integrated Regional Transport Plan for South East Queensland* (the IRTP 1997) was launched in May 1997 (Queensland Government 1997). The IRTP 1997 sought to integrate across different transport modes, such as public transport, cars and freight, and to integrate land use and transport infrastructure planning. It reflected the emphasis of the RFGM 1995 on public transport by including a mode shift target of a 50% increase in public transport usage by 2011 and linked targets for each sub-region of SEQ. It included a three-year rolling works program, including the establishment of a 'bus rapid transit system' (Queensland Government 1997, p. 39). This provided the state policy support for the development of the South East Busway, which was initially a Brisbane City proposal, and the wider Brisbane busway network. The development of the IRTP 1997 as a complementary sectoral plan provided a rapid and important endorsement of the RFGM.

In 1998, Queensland Transport began work on what was called the IRTP 2007 Vision. The 2007 Vision was intended to provide a detailed description of what the SEQ transport network and system would look like in 2007. The draft IRTP 2007 Vision was released for public consultation in November 1999 and over 750 submissions were received. Local governments expressed concerns to the RCC about the 'big gap' in the final document between available funding and funding required to achieve the 2007 Vision and because of this the RCC agreed to 'acknowledge Transport 2007' rather than to endorse it (Minutes of RCC Meeting No. 30, 1/12/2000).

Air quality:

Work on an SEQ Regional Air Quality Strategy (SEQRAQS) had commenced in 1993 as a joint project between the Departments of Environment (DOE) and Transport and Brisbane City. Following the approval of the RFGM 1995, efforts were made to accelerate this work and a scoping study was done to identify the steps required to prepare SEQRAQS. DOE expanded the steering committee to include other state agencies, the three Sub-ROCs and community and scientific groups. Work on the project was slow because of the need to collect additional emissions inventory data and develop and test air-shed models. This caused frustrations for BCC and SEQROC which often boiled over at RCC meetings. The draft SEQRAQS was released for public consultation in March 1998 and was described by DOE as, 'the most advanced air quality strategy in Australia' (Minutes of RCC meeting No. 16, 12/3/1998). Following consideration of submissions, the final strategy called *A Strategy for Improving Air Quality in South East Queensland* (EPA 1999) was launched in December 1999. It was a comprehensive strategy that was integrated with the RFGM and included detailed policies and actions for transport, industry, land use planning, fire management and domestic buildings.

Water resources and water quality:

Planning for water resources and water quality in SEQ proceeded on separate paths in this period. SEQ local governments had an important role in these areas because they jointly or separately owned and operated storages and water supply and wastewater systems.

Arising from the RFGM 1995, scoping work for a regional water resources and wastewater management and infrastructure study was carried out and the study commenced in 1996. This was jointly funded by the Department of Natural Resources (20%) and local governments (80%). A draft SEQ Water and Wastewater Management and Infrastructure Study report (Phase 1) was presented to the RCC in November 1997 and the final report was released in April 1999. This report estimated the total water demand for the region up to 2051 and the corresponding water supply infrastructure required, including new and upgraded dams. It did not consider new institutional arrangements.

In 1991, the Brisbane River Management Group had been established by Brisbane City to look at water quality issues in the Brisbane River and in 1994, with the Department of Environment, it started the Brisbane River and Moreton Bay Wastewater Management Study. In 1996, the SEQ 2001 RRU initiated scoping work for an SEQ wide water quality management strategy. The DOE, in collaboration with relevant local governments, was to be responsible for progressing and combining sub-regional, catchment-based work into a consistent SEQ water quality strategy. The Moreton Bay Water Quality Management Strategy, which covered the lower Brisbane River catchment and Moreton Bay and involved six councils, was released in September 1998. This strategy was built up from work by local governments and community-based catchment groups. Work on the remaining parts of SEQ, namely the catchments of the Sunshine Coast, the Gold Coast, and the upper Brisbane River, were proceeding on a similar direct involvement basis by 2000.

Key regional centres:
Policies for major urban centres and their identification were strongly contested issues in the development of the RFGM 1995. The plan identified the Brisbane CBD as the primary centre of the region and seven other key regional centres that would provide a focus for mixed uses and employment growth. In 1995, the state government allocated funding of $720,000 over three years to support planning in key centres on a matching funding basis with councils. The centre planning focused on economic and employment studies and also covered infrastructure programs and statutory controls depending on the needs of a particular centre. Local governments were enthusiastic participants in this joint program and a number of key centre strategies were produced.

Economic development:
The preparation of an SEQ economic development strategy (SEQEDS) was the major recommendation of the RFGM Update 1996. Work on the strategy commenced in early 1997 and Minister Slack said the Department of State Development would be ‘giving absolute priority’ to its preparation (Minutes of RCC meeting No. 11, 5/3/1997). A steering committee was established with representatives from state and local governments and industry groups. The draft SEQEDS was endorsed by the RCC for public consultation in September 1998. However, as it had been largely prepared prior to the election of June 1998, the draft SEQEDS was subject to considerable internal departmental review. It was released for public comment in September 1999. Comments were received and reviewed but a final version of SEQEDS was never released publicly.

Nature conservation:
The preparation of a Regional Nature Conservation Strategy was proposed in the RFGM 1995. Local governments and conservation groups were very supportive of having a consistent regional policy approach to this matter for use in planning schemes. The lack of progress on this strategy was raised

by local government representatives at the RCC on many occasions between 1996 and 1999. In October 1999, the Environmental Protection Agency (EPA) finally agreed to commit the necessary resources to begin preparing the strategy.

While there was a lack of progress on some of these strategies and corresponding frustrations, overall a huge amount of collaborative work was done and integrated strategies were endorsed in the critical areas of transport, air quality, water quality and key centres. A large number of state and local government officers worked together to develop this strategic thinking. WESROC Coordinator, Peter Mackay says,

> *In the period up to 2000, we had a series of specific strategies we were working on … there was a lot of very good work done and a good cooperative atmosphere … we established relations with agencies that we did not have before* (Interview 28/7/2011).

The growing role of SEQROC

SEQROC was originally set up to respond to the SEQ 2001 regional planning agenda. In the period, after the completion of the RFGM 1995, the role of SEQROC widened. SEQROC and Sub-ROC representatives became involved in work on the regional sectoral strategies and councils worked with each other on a large number of other regional issues, including preparing a regional solid waste management strategy. Each of the Sub-ROCs, including BCC, had a coordinator and their role was important in pulling all of this work together at the sub-regional level for SEQROC and in providing a sub-regional view directly to SEQ 2001.

SEQROC initially had technical working parties on specific topics and over this period they became broader 'working groups'. They were 'increasingly taking on broader, strategic issues affecting the region and were no longer confined to addressing technical matters only … Councillors also began attending these meetings to provide political perspectives on the issues discussed' (Bertelsen 2002, p. 5). Chair of the Planning Working Group, Michael Papageorgiou, says,

> *SEQROC was supported by all those discipline groups … they forged connections among councils … resources were provided … there was strong commitment to the regional plan objectives* (Interview 27/7/2011).

SEQROC Chair, Cr Jim Soorley says of the whole period from 1991 to 2000,

> *The critical thing that changed the dynamics was the strong relationship that was established at SEQROC … I worked hard to make sure we had one voice there … that was critical to pushing the state to deal with those regional issues … we had to threaten and cajole the state all the time* (Interview 11/10/2011).

Preparing the RFGM 1998

The RFGM was intended to be updated every two years: the Principles of the plan would not change but the Priority Actions were to be updated. Work on a new plan commenced in May 1997 with the establishment of an RFGM Committee, consisting of officer representatives from state and local government and community sector groups. The committee, chaired by Ian Schmidt, Director of the

SEQ 2001 RRU, worked on a consensus basis to integrate a number of inputs, including: the RFGM Update 1996; the IRTP 1997; the outcomes of the ROSS review; the developing sectoral strategies; results of an implementation audit; and local government and state agency submissions into a new RFGM. The *Regional Framework for Growth Management for South East Queensland 1998* (the RFGM 1998) (RCC 1998) was endorsed as 'the primary regional planning strategy for South East Queensland' by the RCC in May 1998 (Minutes of RCC meeting No 17, 22/5/1998).

In June 1998, after the state election, Minister Mackenroth returned as Planning Minister and RCC Chair in the Beattie Labor Government and this provided continuity and strong state government support for SEQ 2001. This was demonstrated by Minister Mackenroth's immediate decision to support the RFGM 1998, which had been endorsed by the RCC under the previous Coalition Government, and to agree to its public release in July 1998.

Preparing the RFGM 2000 and the SEQ 2001 Ten Year Conference

As proposed in the RFGM 1995, a review of SEQ 2001 institutional arrangements commenced in October 1998 and was completed in August 1999. The RCC and associated arrangements 'received a strong vote of support from key stakeholders, including local governments and state agencies' in the review (Minutes of RCC meeting No. 23, 4/8/1999). Issues raised in the process included the need for adequate resourcing of SEQ planning and greater representation of non-government groups.

Work on the two-yearly update of the RFGM 1998 commenced in October 1999. This was generally only an update of the Priority Actions in the plan. An officer-level RFGM Review Committee, involving the full range of SEQ 2001 government and non-government stakeholders, was established and operated on a consensus basis. New actions and other matters arising from the regional sectoral strategies discussed previously, also fed into the RFGM. New policy work was done to enhance the Social Justice and Human Services section and to include a new Indigenous Involvement section. The *Regional Framework for Growth Management for South East Queensland 2000 (*the RFGM 2000) (RCC 2000a) was launched in December 2000 at the SEQ 2001 Ten Year Conference. It was a very broad regional growth management strategy as indicated by the list of policy sections in Table 2.

On 13 December 2000, an SEQ 2001 Ten Year Conference was held at Parliament House to celebrate ten years of voluntary regional growth management in SEQ. Reflecting at the time, prominent politicians who had been involved were enthusiastic about what had been achieved. Minister Mackenroth said SEQ 2001 had been 'effective and successful in pioneering a new approach to growth management and regional planning in Australia'. Chair of SEQROC, Cr Jim Soorley, said it had

> *laid the framework for one of the most successful models of regional cooperative planning probably anywhere in the world … we still have a long way to go … but, by any measure, the SEQ 2001 Project has been an outstanding success*.

Former Deputy Prime Minister, Brian Howe, said he hoped 'this demonstration of a new approach to strategic planning … will become a model for the rest of Australia' (RCC 2000b, 1-2).

Table 2: Policy sections in the RFGM 2000

Policy Sections in the RFGM 2000
1. Conservation of the natural environment
2. Natural economic resources
3. Water quality
4. Air quality
5. Regional landscape
6. Urban growth
7. Residential development
8. Major centres
9. Economic development and employment location
10. Social justice and human services
11. Liveability
12. Cultural development
13. Indigenous involvement
14. Transport
15. Water supply
16. Waste management

Source: RCC 2000

At the Ten Year Conference, a comprehensive review of the SEQ RFGM was announced. It was to be called 'SEQ 2021: A Sustainable Future' and it would cover all aspects of the RFGM, including the Vision, Principles, Priority Actions and Institutional Arrangements. It was to be a three year and $3m joint project to be funded (on a 50/50 basis) by state and local governments. This demonstrated the strong support of local government for SEQ regional planning and the collaboration between equal partners.

Collaborative governance 1996 - 2000

Collaborative arrangements in SEQ between state and local governments were continued and consolidated in this period. They will now be briefly reviewed in terms of the drivers, collaborative dynamics and action outputs of Emerson et al. (2012).

The main **drivers** of collaboration at this time were:

- Rapid population growth and development in the region was continuing and a regional strategy had been developed and needed to be implemented and these created *incentives to collaborate*.
- A new state government came to power in February 1996. There was *uncertainty* about their plans and policy intentions.
- SEQROC Chair, Jim Soorley, provided *leadership* on behalf of local government in 1996 in advocating to the new state government for continuation of regional planning and of the RFGM 1995. This indicated a high level of commitment to regional planning by local governments.
- Continued endorsement of the RFGM 1995 by state and local governments reflected recognition of the *interdependence* of their roles in implementing the strategy.

The main components in the **collaborative dynamics** were:

- The RCC, SEQROC and its working groups, the Sub-ROCs, and various SEQ 2001 sectoral strategy groups, and their meeting processes, constituted the *institutional arrangements and procedures* and created a *capacity for joint action*. The state government provided *resources* for the operation of the RCC.
- The meetings of the RCC and the various linked sectoral strategy groups operated on the basis of wide representation of peak stakeholders, open and civil communications, and consensus decision making and thus constituted *principled engagement*. The RCC did not include representatives of peak community groups.
- The regular meetings of the RCC, SEQROC, the Sub-ROCs, and various sectoral strategy groups allowed for the views and values of a wide range of stakeholders to be heard and for the *mutual understanding, trust and commitment* that had been developed to continue.
- SEQROC Chair Jim Soorley showed *leadership* in promoting the preparation of regional sectoral strategies.
- Some lack of progress by state agencies on a number of sectoral strategies was raising questions about *trust and commitment* for some politicians in local government.
- Minister Mackenroth showed *leadership* in quickly supporting the RFGM 1998 that had been prepared under the Coalition State Government and this also showed *commitment* by the state.
- The overall *strong commitment* of state and local government to SEQ regional planning was demonstrated by their agreement to contribute equally to the $3m required for the SEQ 2021 phase.

This process of collaboration resulted in the following types of **actions, outputs and outcomes**:

- *Endorsement* of the RFGM 1995, as modified by the Update 1996, by the Coalition State Government in 1996 meant that regional planning had achieved bipartisan political support.
- *Endorsement* of regional sectoral strategies for transport, air quality and water quality that integrated with the RFGM and reinforced SEQ regional planning.
- *Endorsement* of updated regional strategies in the RFGM 1998 and RFGM 2000. The RFGM 1998 had been prepared under the Coalition government and was endorsed by the returning Labor State Government in 1998 and this confirmed bipartisan political support for regional planning.
- *Resources* were provided for the implementation of the IRTP 1997 with a three year rolling works program, including funds for the bus rapid transit system in Brisbane. Funds were also provided for economic planning in specific key centres. On the negative side, the remaining regional open space funds were reallocated.
- At the end of 2000, state and local governments agreed to allocate *resources* to the SEQ 2021 regional planning project. This included $3m in new joint funding.

5.3 A comprehensive review and agreeing to a statutory regional plan: 2001-2003

A state election was held in February 2001. The Beattie Labor Government was returned and remained in power through the whole of the 2001–2003 period. A ministerial reshuffle after the election resulted in Minister Nita Cunningham replacing Minister Mackenroth as Planning Minister and Chair of the RCC. There was strong state and local government support for regional planning in 2001 and, as announced at the Ten Year Conference, the next phase was to be a comprehensive review of the SEQ growth management strategy.

A number of different streams of activities were happening in parallel in this period in governments and in the community and these came together in the second half of 2003.

Governance arrangements for planning in 2001

At the start of 2001, strong, voluntary, partnership arrangements for planning and governance were in place between the state and local governments. These involved the RCC, SEQROC and the Sub-ROCS meeting regularly. There were working groups involving state and local government representatives and some community representatives meeting to implement and prepare regional sectoral strategies in accordance with the RFGM 2000. The RCC and regional planning were generally supported by the small Regional Resource Unit in DLGP.

The RFGM 2000 was in place as an endorsed, non-statutory, regional growth management plan which state and local governments had agreed to implement. There was also agreement to commence a comprehensive review of the RFGM 2000 on a joint basis through SEQ 2021: A Sustainable Future.

SEQROC Tour to the USA and Canada – May 2001

In order to inform local government about best practice in regional planning prior to the comprehensive review, SEQROC organised a study tour to the West Coast of the USA and Canada in May 2001. Sixteen local government councillors and officers and two state government officers (including the author of this report) participated in the tour. The senior politician on the tour was Cr Noel Playford, President of the LGAQ. A comprehensive report with lessons for planning and governance in SEQ was prepared jointly by the participants and presented to SEQROC (SEQROC 2001).

The report sums up the views of tour participants about the state of SEQ regional planning in 2001, as follows:

> *We have made substantial progress over the last ten years in committing to collaboration at the regional level and in drafting strategies which articulate … what outcomes we wish to achieve. The current challenge is to … take those strategies the next step to implementation and to reap the benefits of those desired outcomes materialising on the ground* (SEQROC 2001, p. 8).

The tour confirmed for participants that the SEQ policies, as expressed in the RFGM 2000, were on the right track and were 'widely shared by those successful city regions … visited'. There was support among the tour participants for a statutory regional plan in SEQ (author's observation) and this was

expressed in general terms in the report to SEQROC, as follows:

> *we should commit to strengthening implementation arrangements … ways to … create stronger statutory links between the regional and local plans and other implementation mechanisms (e.g. regional context statements, strengthened regional aspects of IPA) should be explored'* (SEQROC 2001, pp. 58–59).

The report supported continuing an active, collaborative approach and said:

> *The best regional planning processes we saw were those where local governments are strongly involved in partnership with other levels of government and with the community. Therefore local governments in SEQ need to take leadership and be pro-active* (SEQROC 2001, p. 59).

Implementing and developing Regional Sectoral Strategies

In parallel with the SEQ 2021 review and feeding into it, work on implementing agreed regional sectoral strategies and developing new regional sectoral strategies continued.

Transport:

The IRTP Vision 2007 became *Transport 2007: an action plan for South East Queensland* (Queensland Government 2007) and was launched in April 2001. The IRTP 1997 was being implemented through actions set out in the Transport 2007 document. Tangible outcomes were occurring, such as the opening of the South East Busway in April 2001 and the establishment of the Translink Transit Authority in June 2003 to plan the SEQ public transport network and introduce integrated ticketing.

Water resources and water quality:

In February 2002, SEQROC convened a meeting of local governments, State agencies and water businesses to discuss the preparation of the SEQ Regional Water Supply Strategy. A steering committee was established to make recommendations about the scope of the project and cost sharing arrangements.

The South East Queensland Regional Water Quality Management Strategy was launched in September 2001. This strategy covered the whole of the SEQ region, except for the Mary River catchment behind the Sunshine Coast, and included fifteen chapters with management proposals for sub-regional catchments. The first SEQ Healthy Waterways Report Card was launched with the strategy.

Nature conservation:

Work on the preparation of the Regional Nature Conservation Strategy (RNCS) continued in 2001 coordinated by the EPA. This was a very interactive process involving state agencies, local governments and conservation groups. Local government officers were closely involved in the development of the Common Nature Conservation Classification System which was used to assess the conservation significance of areas and underpinned the strategy. A draft RNCS was released for community comment in March 2001. The final *Regional Nature Conservation Strategy for South East Queensland 2003–2008* (EPA 2003) was launched in September 2003.

Rural futures:

The Department of Primary Industries (DPI) commenced work on a Regional Development Strategy for Agriculture in April 2001. This became known as the SEQ 2021 Rural Futures Strategy. The strategy was developed in close collaboration with relevant local governments and rural sector groups and involved a number of Working Groups and a Rural Futures Summit. A draft strategy was released for wider community and stakeholder input in July 2002 and the final *Rural Futures SEQ 2021: Regional strategy for rural communities and agriculture* (DPI 2002) was released in December 2002.

A comprehensive review - SEQ 2021: A Sustainable Future

Development of a work program for the comprehensive review of the RFGM 2000 had begun in 2000. As distinct from the updates that had occurred since 1995, this was to be a full review of all aspects of the RFGM. Although SEQ 2021 was announced at the end of 2000, the project did not officially commence until September 2001. The work was to be done in two phases, as follows:

Phase 1. Visioning and Scoping (2001–2002) – review of SEQ performance, benchmarking against other projects, community education and consultation, and scoping of the phase 2 work; and

Phase 2. Analysis and Policy Development (2002–2004) – testing alternative patterns of growth, policy development, preparing the new plan (Minutes of RCC meeting No. 31, 23/4/2001)

Two main committees were set up under SEQ 2021: a Management Committee with state government and SEQROC representation to oversee management of the project and expenditure of the joint funds; and the Policy Development and Integration Committee (PDIC) with wide membership from state agencies, Sub-ROC coordinators and community groups to coordinate the consensus-based policy development process. These were both officer level committees. Political direction was to be provided by the RCC. Working Groups were also established for specific policy development areas.

One of the first projects completed was a performance monitoring report, which assessed the SEQ region's performance using 55 indicators. This was released in February 2002. Some positive trends highlighted were: strong growth in the number of protected conservation areas; increasing housing choice and densities, with a third of all new dwellings being attached housing; strong residential and employment growth in the Brisbane CBD; and a reduction in per capita water consumption. Some negative trends highlighted in the report were: the poor and declining health of many waterways; lack of employment growth in key centres such as Beenleigh and Southport; and decreasing mode share for public transport, walking and cycling (DLGP 2002, pp. x - xvi). This performance monitoring report contributed to the scoping of the SEQ 2021 policy work.

The PDIC carried out an extensive scoping exercise to identify important and emerging policy issues in SEQ and those that had been difficult to progress or implement. On this basis the RCC, in November 2002, identified 11 priority issues for new policy work in SEQ 2021 and eight issues where the focus would be on implementation rather than new policy development. Both of these lists are shown in Table 3.

Table 3: Priority policy issues for SEQ 2021

Priority issues for new policy work in SEQ 2021 (11)	Priority issues for implementation (8) (new policy work not required)
• Urban growth pattern/ residential development/ key centres • Economic development and information technology • Cohesive communities/ human services • Transport networks • Infrastructure coordination and implementation • Delivering regional open space • Cultural development • Indigenous involvement • Sport and recreation provision • Energy and greenhouse response • A sustainability framework	• Biodiversity conservation • Coastal management • Natural resource management • Rural futures • Water quality • Air quality • Solid waste management • Water supply

Source: Meeting papers for RCC No 39, 11/11/2002

Eleven SEQ 2021 working groups were established for new policy development work by using existing groups or by establishing new ones, as follows:

- Aboriginal and Torres Strait Islander Working Group;
- Arts and Cultural Development Working Group;
- Centres and Residential Development Working Group;
- Economic Development and Information Technology Working Group;
- Energy and Greenhouse Working Group;
- Infrastructure Coordination and Funding Working Group;
- Recreation and Sport Working Group;
- Regional Landscape Strategy Advisory Committee;
- Social Justice and Human Services Working Group;
- Sustainability Indicators Working Group;
- Transport Working Group.

These groups reviewed existing policies in the above areas and put forward new policy options for the future. Eleven discussion papers were released for public comment in June 2003.

Based on this work, the PDIC produced a consultation paper called *South East Queensland's Regional Planning Challenge: Options for the Future* (DLGP 2003), which was released jointly by Minister Cunningham and the new SEQROC Chair, Cr Tim Quinn, in July 2003 (Cr Jim Soorley had retired from politics in May 2003). It identified six critical challenges facing SEQ, namely:

- *Growing pains: managing our cities, towns and suburbs;*
- *Losing ground: protecting our precious environment, natural resources and rural values;*
- *The place we call home: building cohesive communities;*
- *Jobs, jobs, jobs: managing a dynamic and resilient economy;*

- *Moving right along: managing the region's transport;*
- *No free lunch: making choices about funding* (DLGP 2003, pp. 8 - 15).

In August and September 2003, sixteen SEQ 2021 Community Forums were held throughout the region. Around 1000 people attended the forums and over 220 written submissions were received. Based on the submissions, two more critical challenges were added to the six above, namely:

- *Walking together: involving Aboriginal Peoples in planning processes; and*
- *Taking action: Managing the region and implementing the plan.*

The results of the public consultation process were incorporated into a draft SEQ 2021 Directions Report. The purpose of this report was to clarify and define the outputs of SEQ 2021 and to clarify the nature and desired outcomes of the SEQ regional plan. Reflecting the eight challenges, the draft Directions Report outlined eight Desired Regional Outcomes. The draft Directions Report was to be discussed at the RCC meeting on 8 December 2003 but this was deferred as the whole meeting was taken up with a discussion of the nature of the SEQ regional plan and the role of the RCC. This followed the unanimous motion of support for a statutory SEQ regional plan at the SEQROC meeting on 5 December 2003.

Preparation of IPA planning schemes

The *Integrated Planning Act (IPA)* had been introduced in 1997 and local governments were required to review their planning schemes and produce new schemes that complied with the new legislation by March 2003. In the face of continuing rapid population growth and development, councils in SEQ were having difficulties managing growth pressures and development applications and at the same time producing new IPA planning schemes.

At the end of 2002, Minister Cunningham extended the deadline to June 2004. Delays in the preparation and finalisation of IPA planning schemes were a cause of tension and conflict between SEQ local governments and the minister throughout this period and especially after she criticised councils and put them on notice in July 2003. The minister's focus on IPA planning schemes was also perceived as a lack of focus on regional issues and on the preparation of the new SEQ regional plan through SEQ 2021. PIA President, Gary White, recalls the minister saying,

> *'If only the councils would finish their IPA planning schemes, then we would have a good regional plan for SEQ'* and his response, *'Minister, sewing grandma's quilt together of 18 local government planning schemes will not give you a regional planning framework'* (Interview 18/8/2011)

Planning Institute of Australia (Qld) Initiatives

The Planning Institute of Australia (PIA), Qld. Division, began to publicly canvass the issues of urban sprawl and better regional planning in 2002. Gary White was the spokesperson and he says, as state president of PIA, 'it was singularly my biggest objective to see a statutory regional plan come out that was both acknowledged by local government and by state agencies' (Interview 18/8/2011). He began to promote these ideas with other professional groups like the UDIA, with local government and with the media. Newspaper articles began to appear in the second half of 2002. In the *Australian*, Gary

White warns that, 'if we don't take the tough decisions now, Noosa to Coolangatta will be heading towards a huge linear, regional metropolis within 10 years' (*The Australian*, 5/9/2002). In a related article in the *Courier Mail*, he asks 'whether voluntary and co-operative arrangements can deliver hard decisions' and avoid the above outcome. The implication is that this is doubtful and he says, 'it is time to get tough' (*The Courier Mail*, 12/10/2002).

The need for improved regional planning and governance was formally discussed at the PIA State Conference in October 2003 and the conference passed a motion that was later ratified by the PIA Qld. Division committee, as follows:

PIA's position is that:

1. *Regional plans must have a statutory base and a meaning at local levels;*
2. *A new system of regional governance is needed to ensure support for regional plans and this system needs to be a partnership between state and local government; and*
3. *The service delivery and infrastructure budgets of state and local governments need to be directly linked to the regional plans.*

While this was a statewide position, PIA's letter to Deputy Premier Mackenroth noted the need and likelihood that 'improved implementation frameworks' would be 'developed and adopted first in South East Queensland' (PIA letter, dated 4/12/2003).

Defending the SEQ Regional Landscape Strategy

In February 2001, in departmental changes after the election, the responsibility for the SEQ Regional Landscape Strategy (RLS) program shifted from the Department of Natural Resources to the EPA. The RLS had a number of active projects at the time including: the scenic amenity program, the regional trails network, and the management plan for the Glen Rock property that had been purchased for regional recreation purposes. In October 2001, the Regional Landscape Strategy Advisory Committee (RLSAC) adopted the *RLS Charter* which set out the philosophy, processes and proposed products of the strategy (EPA 2001). The broad landscape and recreation role of the RLS was always a difficult fit in the EPA with its more narrow conservation approach. This tension came into the open at the RCC in July 2002 when the EPA announced that the RLS would become 'a core activity of EPA' and funding for the RLSAC and many of its projects 'would conclude in June 2003'. Local Government representatives expressed 'grave concerns about the … unilateral actions of the EPA' (Minutes of RCC meeting no. 37, 1 July 2002).

After this, RLS manager Steve Macdonald says the RLSAC became 'a pretty angry group of people who thought their efforts had been dismissed' (Interview 2/8/2011). RLSAC Chair, Darryl Low Choy, and other members became involved in a campaign to raise public awareness about the threat to the committee and to SEQ open space generally. The issue was taken up by *Courier Mail* journalists. Anna Reynolds wrote in October 2002, under the headline, 'Green space needs a white knight – fast', about the RLSAC being 'given its marching orders' and this being 'symptomatic of a lack of leadership and political will' by the government about 'a key concern of many residents' (*Courier Mail*, 31/10/2002). Craig Johnstone wrote in May 2003, under the headline 'Our wide closed spaces', about the demise of the RLSAC and of 'community input into regional open space matters' and about

'an EPA takeover of regional open space in South East Queensland' (*Courier Mail*, 23/5/2003). These articles led into a wider series of articles on greenspace in SEQ starting in June 2003.

Community campaign by the Courier Mail and the Brisbane Institute

The *Courier Mail* and the Brisbane Institute initiated a community engagement and media campaign around the issues of greenspace, transport and improved regional planning. Interviews conducted for this study revealed that they were led to undertake the campaign because of: initiatives by the PIA and RLSAC members; community concerns and frustration from other professional, academic, community and industry groups; support from the LGAQ and key local government councillors and officers; and many discussions in coffee shops and at the Brisbane Institute Board.

The arrival of Peter Spearritt, a historian with an interest in urban issues, as Director in 2001 had seen the Brisbane Institute begin to take a higher profile in public discussions about urban growth issues. Peter Spearritt says he was urged by the Institute's board to 'get debates going on some of these issues' and being someone new to SEQ gave him 'more room to manoeuvre' and ask difficult questions (Interview 29/7/2011). One question he asked was whether local governments and the community wanted a '200 km long city' along the coast from Noosa to Coolangatta (Spearritt 2009, p. 87) and another was whether the provision of greenspace in SEQ was adequate. The Brisbane Institute started its own work on a 'greenspace audit' of public conservation and open space land in SEQ compared to a similar area in Greater Sydney. The results of the audit, released with much fanfare in the *Courier Mail* in June 2003, showed 17.5% in SEQ and 43% in Sydney and Peter Spearritt says this 'created consternation in Government' (Interview 29/7/2011).

The *Courier Mail*, under editor David Fagan, was responding to community concerns about managing growth and it was also seeking to reposition itself as a regional newspaper concerned about SEQ issues, rather than just a Brisbane paper, when it launched its 'Our Future Your Say' series of articles and a community engagement website in June 2003. The first of these articles was by Craig Johnstone, and was entitled 'Space invaders'. It was about greenspace and the implications of interstate migration and rapid growth for regional planning and regional open space linkages (*The Courier Mail*, 7/6/2003). Over 80 related articles, many commissioned, on greenspace, transport and regional planning by professionals, academics, politicians and journalists were published in the *Courier Mail* between June and November 2003. Some of the most significant are listed in Tables 4 and 5.

Table 4: *Courier Mail* articles on greenspace and regional planning

Date	Author	Headline
7/6/2003	Craig Johnstone	Space invaders
7/6/2003	Craig Johnstone	Farm sell-off sweet news for developers
12/6/2003	Brendan Gleeson	Land with a plan
13/6/2003	Brendan O'Malley	Forest park users fear lock-out
13/6/2003	John Nightingale	Weaning the city off cars
14/6/2003	Unnamed journalist	Open air, green spaces and broken promises
14/6/2003	Phil Day	Curb our urban sprawl
14/6/2003	Emailed comments from the community	Are farmers planting house seeds?
16/6/2003	Grant Dennis	Planning for a lifestyle

16/6/2003	Brendan O'Malley	Developer's proposals face scrutiny over canal estate
20/6/2003	Darryl Low Choy	Plan with people power
21/6/2003	Craig Johnstone	Expanding shires short of greenery
21/6/2003	Craig Johnstone	Space for conflict
21/6/2003	Peter Spearritt	About the maps on p29
24/6/2003	Robert Stimson	See the bigger picture
26/6/2003	Dean Wells	Wrong way around: why Sydney envies us
26/6/2003	Peter Spearritt	Its not easy being green
14/7/2003	Gary White	Vision for the region
19/7/2003	Unnamed journalist	Planning for greenspace
25/7/2003	Juris Greste	Time for us to think outside the block
29/7/2003	Darryl Low Choy	Saving our common ground
1/8/2003	Noel Playford	Act lacks teeth
15/8/2003	Unnamed journalist	Green levy challenge for Councils

Table 5: *Courier Mail* articles on transport and regional planning

Date	Author	Headline
1/9/2003	John Western, Rod McCrea and Robert Stimson	Life's great, bar transport
1/9/2003	Sean Parnell	Coalition to run on roads platform
2/9/2003	Neil Sipe and Brendan Gleeson	Put the city back on tracks
2/9/2003	Lachlan Heywood	Parking levy and road tunnel in $16 billion drive to end traffic jams
3/9/2003	Steve Wardill and Lachlan Heywood	Traffic scheme under fire
10/9/2003	John Gralton	Transit authority the key
24/9/2003	Peter Spearritt	Time to axe follow-the-freeway philosophy
2/10/2003	Steve Bredhauer	In the right direction
3/10/2003	Lawrence Springborg	Public transport strategy: a case of horse before the cart
4/10/2003	John Nightingale and Peter Spearritt	Rail against future gridlock
4/10/2003	Craig Johnstone	Work stalls on rail expansion
7/10/2003	Steve Wardill	Federal cash sought for new Gateway
7/10/2003	Bryan Galvin	New body must take the wheel
8/10/2003	Peter Moore	Far-flung masses on the move
8/10/2003	Tim Quinn	No one cure for all our transport ills
8/10/2003	Craig Johnstone	Call for new regional transport plan
15/10/2003	Craig Johnstone	Alternative routes for motorway fuel debate
15/10/2003	Wally Wight	Which way for better connections?
24/10/2003	Noel Playford	Missing links in the mass-transit picture
29/10/2003	Craig Johnstone	Beattie plans for ministry of growth
30/10/2003	Craig Johnstone	Southeast's road to ruin
1/11/2003	Craig Johnstone	It hasn't been easy seeing green
1/11/2003	Mark Hinchliffe	Ex-minister blasts motorway inaction
6/11/2003	Mark Hinchliffe	Pledge for $550m motorway detour

These articles were linked to and promoted public meetings organised by the Brisbane Institute on the issues of greenspace and transport. Four well attended meetings were held throughout the region as follows:

- Brisbane greenspace meeting at the University of Queensland, Customs House on 25 June 2003. Environment Minister Dean Wells, Lord Mayor Tim Quinn and National Trust President Pat Comben spoke. Peter Spearritt also presented the results of the Brisbane Institute's greenspace audit of SEQ.
- Sunshine Coast greenspace meeting at the Civic Centre, Nambour on 30 July 2003. Sunshine Coast Mayor Bob Abbot and Natural Resources Minister Stephen Robertson spoke.
- Brisbane transport meeting at the UQ Customs House on 7 October 2003. Transport Minister Steve Bredhauer, Lord Mayor Tim Quinn and Opposition Leader Lawrence Springborg spoke.
- Ipswich transport meeting at the Civic Hall, Ipswich on 12 November 2003. Transport Minister Steve Bredhauer, Ipswich Mayor John Nugent and Federal Member Cameron Thompson spoke.

This community and media campaign resulted in widespread support for improved greenspace and transport outcomes in SEQ and calls for the state government to show leadership in relation to open space and regional planning. *Courier Mail* editorials on these issues are listed in Table 6. The campaign placed considerable pressure on the state and local governments to be seen to be taking some action on SEQ regional planning matters.

Table 6: *Courier Mail* editorials

Date	Headline
13/6/2003	Leadership needed on open space
29/7/2003	Leadership needed on urban growth
8/10/2003	State should take planning initiative
29/10/2003	State should lead regional planning

SEQROC agrees that 'regional planning needs teeth'

In 2001, SEQROC was enthusiastic about the SEQ 2021 regional planning process and agreed to fund half of the project costs. It completed a 'management review' and established two new working groups on 'energy and greenhouse' and 'economic development' to better contribute to current and emerging issues through SEQ 2021 (Bertelsen 2002, p. 9). With ten working groups meeting regularly, including the Planning Working Group, SEQROC was well positioned to contribute to regional policy development.

However, by 2003 a number of things were feeding into SEQROC's concerns and rising frustrations about lack of state government commitment to SEQ regional planning and ineffective implementation of endorsed regional policies. Some of these were as follows:

- Lack of attendance of state ministers at RCC meetings in 2002 and 2003 led to discussions at SEQROC and letters to Premier Beattie. By May 2003, Cr Bob Abbot was expressing 'disappointment and frustration at the state's attitude to regional planning generally and the RCC in particular' (Minutes of SEQROC meeting, 9/5/2003).
- A sense that regional planning issues were off the agenda with the state government, as evidenced by a junior Planning Minister, Nita Cunningham, who did not demonstrate commitment to the SEQ 2021 process or to the new SEQ regional plan at RCC meetings.
- EPA decisions to close down the Regional Landscape Strategy and its associated Advisory Committee were announced unilaterally, without consultation with local government, at the RCC in July 2002.
- Other unilateral actions by state agencies, particularly in relation to the location and timing of new infrastructure such as school sites, where no regard was taken of RFGM 2000 policies or local government planning; and
- A view held by some key local government politicians, including Cr Noel Playford and Cr Tim Quinn, that the voluntary planning model had run its course and to get better outcomes a statutory regional plan was required.

SEQROC Chair and Lord Mayor, Jim Soorley, retired in May 2003. At his last Brisbane City Council meeting, he said that 'population growth and regional planning were the most urgent issues facing all SEQ Councils and the state government … [and] the Beattie Government had given up on regional planning'. He urged the incoming Lord Mayor, Tim Quinn, and the Liberal opposition to 'force the Beattie Government to deal with regional planning' (*City News*, 15/5/2003).

Cr Tim Quinn became the Chair of SEQROC and at the October 2003 meeting he advised that 'there was a need to re-energise the regional planning work being done … to have a clear and conclusive plan for SEQ that must be linked to funding and infrastructure'. He said 'SEQROC would need to consider all options for alternative forms of governance'. The meeting agreed to hold a special summit of SEQROC mayors to develop a way forward. (Minutes of SEQROC meeting, 24/10/2003)

The special summit of SEQ mayors was held at City Hall on the morning of 5 December 2003, prior to the regular SEQROC meeting. At the special summit, a Key Outcomes document outlining the key outcomes sought by SEQROC from regional planning was discussed. The meeting endorsed the document and it was passed unanimously at the formal meeting. In the Key Outcomes document (See Figure 2.) SEQROC agrees that to achieve 'effective regional planning for SEQ' planning arrangements 'need to evolve … from the voluntary, cooperative system into a statutory basis which … binds all government decisions and private sector development proposals'.

The Key Outcomes document spelt out four desired outcomes for future regional planning in SEQ:

- A regional plan that provides certainty in relation to future urban areas, open space and infrastructure;
- A statutory plan that binds state and local governments and the private sector;
- Effective implementation of the plan and joint involvement of state and local governments;

- Alignment of infrastructure provision with the regional plan; and

The document also spelt out one condition: that there should be no regional planning authority or regional council. (Minutes of SEQROC meeting, 5/12/2003)

The Key Outcomes document was forwarded to the Premier as a basis for discussion and negotiations with the Government about ongoing regional planning arrangements. Chair, Cr Tim Quinn, summed up the SEQROC argument and position as follows,

> *Regional planning to date has been good planning, but lacking effective implementation … now it's time to show some real commitment and give the plan some teeth* (SEQROC media release, 10/12/2003).

Although the above SEQROC decision on 5 December was unanimous, Cr Noel Playford says, 'there is no way we thought there was not going to be any argument about it and it was never a certainty that SEQROC would agree'. He recalls phoning members before the meeting and says the involvement of trusted local government leaders, who had many years of experience in regional planning in SEQ, was important in convincing other members to support the motion (Interview 16/8/2011). This was a very significant and historic change of policy for SEQROC.

Figure 2: SEQROC Key Outcomes document

KEY OUTCOMES TO SECURE EFFECTIVE REGIONAL PLANNING FOR SEQ

SEQROC recognises that there is a need to change the current regional planning arrangements to deliver a more effective regional planning system involving State and local government, and the non-government sector to successfully manage the growth issues and impacts facing SEQ as Australia's fastest growing region.

There is a need to evolve the current arrangements from the voluntary, cooperative system into a statutory basis which delivers integrated policy and coordinated infrastructure, and binds all government decisions and private sector development proposals.

Key Outcomes

In principle, SEQROC believes that to achieve effective regional planning the following outcomes are essential.

1 A Regional Plan
A Regional Plan that gives certainty about the future urban areas for SEQ and identifies a regional open space system, farming lands, transport corridors and an infrastructure plan.

2. Statutory Basis
A Regional Plan that has a statutory basis as a State Planning Policy, that binds State and local government and the private sector.

3. Effective Implementation
A Regional Plan that is effectively implemented through a process that has joint representation of State and local government.

4. Infrastructure Coordination
State and local government infrastructure decisions would align with the Regional Plan and be coordinated and approved through the regional planning process.

The Way Forward
That SEQROC advise the Premier that it would support entering into discussions with the State Government in relation to the above outcomes, for further work to be undertaken in partnership to determine how integrated regional planning is to be implemented in SEQ.

SEQROC opposes the establishment of a state regional planning authority or elected regional planning council as the basis for the new arrangements.

Source: Minutes of SEQROC meeting, 5/12/2003

Collaborative governance 2001 -2003

Collaborative governance arrangements between state and local governments in SEQ were placed under considerable strain in this period and by the end of 2003 there was advocacy for change by SEQROC. The arrangements will be briefly reviewed in terms of the drivers, collaborative dynamics and action outputs as reported by Emerson et al. (2012).

The main **drivers of collaboration** at this time were:

- Rapid population growth and development in SEQ was continuing. An agreed regional strategy, as updated, had been in place for over five years. Managing growth, the need to implement the endorsed RFGM 2000, and agreement to a comprehensive review of the strategy, created *incentives to collaborate*.
- Implementation of the RFGM 2000 and agreement to conduct a comprehensive review of the strategy reflected recognition by state and local governments of the *interdependence* of their roles.
- Community and professional groups showed *leadership* from outside by publicly advocating for stronger, statutory based regional planning arrangements in 2003.
- Lack of leadership and commitment by the state government was creating *uncertainty* about their future intentions.

The main components in the **collaborative dynamics** were:

- The operation of the RCC, SEQROC and the Sub-ROCs, and various sectoral strategy groups continued. In addition, under SEQ 2021, a new Management Committee, the PDIC and new SEQ 2021 Working Groups had been established and were meeting. All of these constituted the *institutional arrangements and procedures* and created a *capacity for joint action*.
- The meetings of the RCC, the sectoral strategy groups and the SEQ 2021 Working Groups generally operated on the basis of wide representation of peak stakeholders, open and civil communications, and consensus decision making and thus constituted *principled engagement*.
- The regular meetings of SEQROC, the Sub-ROCs, and their groups allowed for local government views and concerns to be heard and for their *mutual understanding, trust and commitment* to continue and strengthen.

- Local government and community and professional groups perceived a *lack of leadership* by the state government in this period and this created frustrations and strain on the existing collaborative dynamics.
- At the RCC, local governments were expressing concerns about a lack of action by state government agencies, or actions contrary to the endorsed regional strategy, and this was viewed as a *weakening of trust and commitment*.
- This came to a head at the end of 2003 when the SEQROC local governments showed *leadership* and *commitment* to collaborative planning by agreeing to the joint preparation of a statutory regional plan to bind all parties and by strongly advocating this to the state government.

This process of collaboration resulted in the following types of **actions, outputs and outcomes**:

- *Resources* were provided by state and local governments for the SEQ 2021 project.
- *Endorsement* of regional sectoral strategies for water quality, nature conservation and rural futures that integrated with the RFGM 2000 and reinforced and strengthened SEQ regional planning.
- *Endorsement* of the release of the eleven SEQ 2021 Discussion Papers and the Regional Planning Challenge Paper. However, these were only policy options papers.
- The South East Busway, included in the ITRP 1997, was opened in April 2001 and changed the SEQ transport and land-use *system context*.
- The *governance and institutional arrangements* in SEQ changed with the establishment of the Translink transit authority in June 2003 by the state government.

5.4 Preparing the SEQ Regional Plan: 2004-2005

A Queensland state election was held on 7 February 2004. The Beattie Labor Government was returned and remained in power through the whole of the 2004–2005 period. There was a ministerial reshuffle after the election and Minister Terry Mackenroth returned as the Minister for Regional Planning in SEQ and Chair of the RCC.

There were also local government elections held in March 2004 and these resulted in some changes to mayors in SEQ. The most significant was a change in the Lord Mayor of Brisbane and Chair of SEQROC from Cr Tim Quinn to Cr Campbell Newman. This was a political change from the Labor Party to the Liberal Party but there was no change in Brisbane City or SEQROC support for SEQ regional planning.

Governance arrangements for planning in 2004

At the start of 2004 and prior to the state election, voluntary, partnership arrangements for planning and governance were in place between the state and local governments. These involved the RCC, SEQROC and the Sub-ROCs meeting regularly. Other sectoral and SEQ 2021 working groups were generally in abeyance awaiting the election results. Major changes to SEQ governance and planning were expected whatever side won the election.

The RFGM 2000 was in place as an endorsed, non-statutory, regional growth management plan which state and local governments had agreed to implement. Both political parties had promised to amend the planning legislation to introduce a more powerful statutory regional planning framework for SEQ.

State Election – February 2004

The media campaign in the *Courier Mail* and the SEQROC decision to support a statutory regional plan were critical factors in the way the Labor State Government approached the February 2004 state election. Terry Mackenroth expressed it this way,

> *The campaign the* Courier Mail *were running on us destroying South East Queensland … I thought, we have to bring this into a bit of perspective and the other thing was the councils saying they would go towards a statutory plan, so we used it and went for it … and I wanted to do it, I wanted to have it in place before I retired* (Interview 15/11/2011).

In the election campaign, Premier Beattie announced that the Labor Government, if re-elected, would:

- 'Complete an updated regional plan for South East Queensland';
- Introduce amendments to IPA 'requiring state agencies and councils to take proper account of the regional plan in their infrastructure programs and in planning schemes';
- 'Establish a new Office of Urban Management and Infrastructure Coordination reporting to the Deputy Premier and Treasurer' that will 'inform the budget process regarding infrastructure requirements'; and
- The office will have responsibility to 'identify the region's infrastructure needs for the next 20 years', including for transport, water and sewerage (ALP 2004, 2–3).

This was the commitment to a statutory plan linked to infrastructure planning and funding that local government and the community and professional sector groups had been seeking.

The Labor State Government was re-elected and Terry Mackenroth came back as the minister responsible for regional planning in SEQ and also as Treasurer and Deputy Premier and this gave local government great confidence that its programme would all be delivered. The state government had a strong mandate to progress regional planning and growth management in SEQ.

Minister Mackenroth, and Premier Beattie, met with SEQROC mayors on 19 February 2004 and announced an accelerated timetable for completion of the draft SEQ 2021 regional plan by October 2004 and its finalisation by mid-2005. They also announced the appointment of an Urban Management and Infrastructure Coordination Committee (UMICC), chaired by Kevin Yearbury (former Director General of the planning department), to make recommendations about the establishment of the new office and legislation and resources required to prepare and implement the plan. The SEQROC mayors were very positive about these proposals and agreed to be part of preparing the new plan in accordance with the minister's tight timelines.

The UMICC Report

The UMICC made its recommendations at the end of March 2004. In summary, these were as follows:

- The office to be called the Office of Urban Management (OUM).
- The role of OUM to be: 'To provide leadership and to work in collaboration with State agencies, local governments and other stakeholders to manage urban growth and infrastructure provision effectively in SEQ, in order to maintain a high quality of life and facilitate sustainable development'.
- The functions of OUM are to advise and support the Minister responsible for urban management in SEQ and to:
  - Support the SEQ Regional Co-ordination Committee (RCC);
  - Expedite completion of the SEQ 2021 Regional Plan, monitor and review the plan, and prepare future SEQ Regional Plans;
  - Oversee implementation of the SEQ 2021 Regional Plan;
  - Plan open space as part of the SEQ Regional Plan; and
  - Prepare a regional infrastructure plan.
- Appropriate resourcing and staffing of the OUM.
- The regional landscape and open space function to be relocated from EPA to OUM.
- The draft SEQ Regional Plan to be prepared by October 2004 in collaboration with existing stakeholders, including State agencies, local governments and peak community groups.
- The OUM to work with Treasury to ensure the SEQ regional infrastructure plan is considered as part of the Budget process.
- Relevant amendments are made to IPA to confirm the status of the SEQ Regional Plan as a statutory planning instrument (UMICC 2004, 3–5).

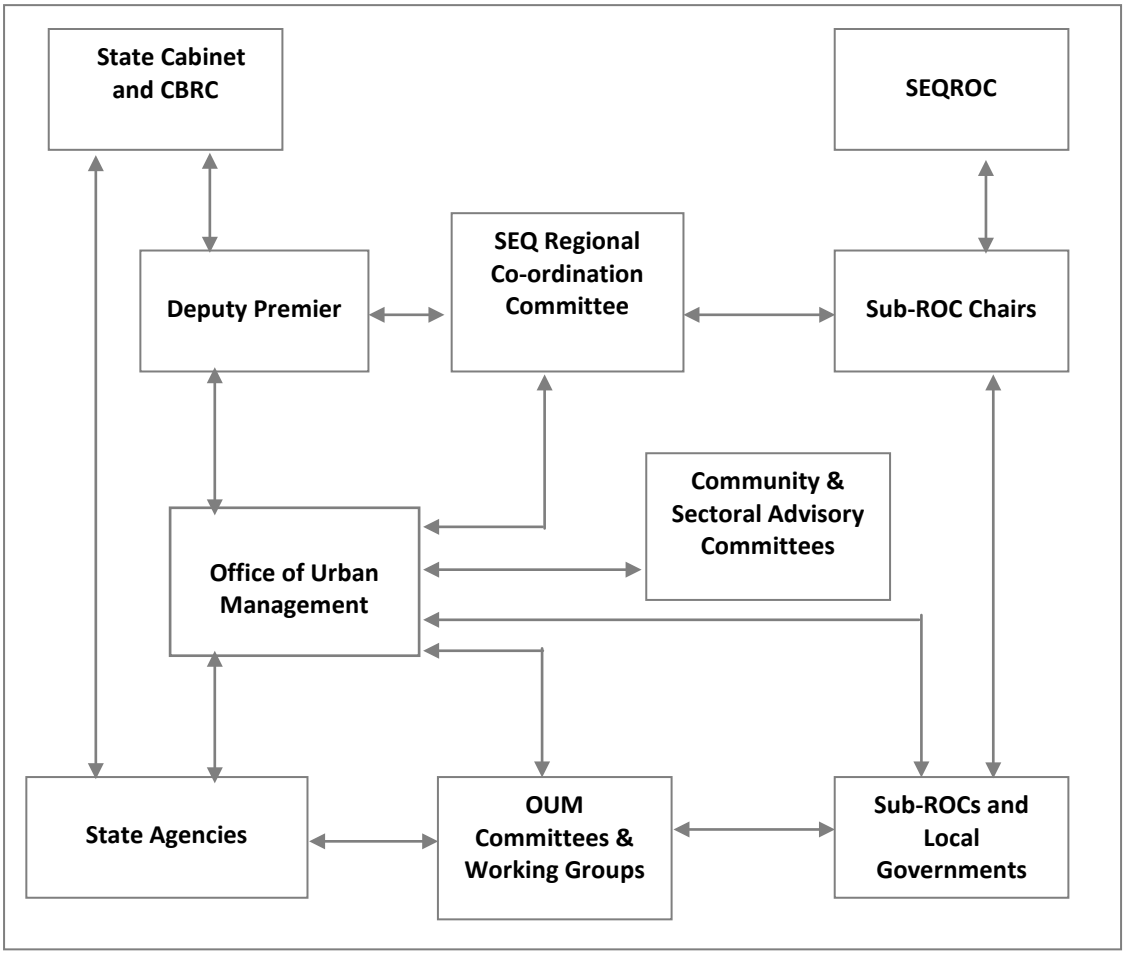
Minister Mackenroth responded quickly and agreed to all of the UMICC recommendations.

The UMICC report supported the continuation of the collaborative governance arrangements between state and local governments, as shown in Figure 3.

Establishing OUM and preparing the SEQRP 2005

In May 2004 the OUM was established as a powerful and independent office within the state government that reported to Minister Mackenroth. Michael Kerry was appointed as Executive Director on secondment from his position as head of Urban Management at the Brisbane City Council. Staff from the SEQ 2021 RRU in DLGP and from the Regional Landscape Unit in EPA were transferred to OUM. Additional specialist staff were seconded from state agencies and SEQ local governments and this provided an important two-way flow of information.

Figure 3: UMICC report governance arrangements



Source: UMICC 2004, 16

The preparation of the draft SEQ Regional Plan built on the SEQ regional planning and policy framework that had been developed over the previous 14 years since 1990, as expressed in the RFGM 2000 and related regional sectoral strategies, council planning schemes, and the recent policy work through SEQ 2021. At its June 2004 meeting, the RCC endorsed the SEQ 2021 Directions Report, and associated Desired Regional Outcomes, that had been prepared at the end of 2003 'as a basis for the ongoing work on the SEQ Regional Plan' (Minutes of RCC Meeting No. 44, 30/6/2004).

The definition of the regional landscape area to be protected from urban development was an important new piece of work for the statutory regional plan. By default, defining protected areas also resulted in the definition of an Urban Footprint indicating existing and preferred urban growth areas up to the year 2026. This required the definition of a detailed cadastral boundary, following allotments or natural and man-made features. It also required the preparation of statutory planning controls (called Regulatory Provisions in the plan) to prohibit or control urban development outside of the Urban Footprint. The IPA had to be specifically amended to set up the powers of the SEQ regional plan and to allow the prohibition of development, which had been removed by the IPA. This gave the SEQ regional plan a unique overriding power in relation to local government planning schemes.

The *Draft South East Queensland Regional Plan* (the draft SEQRP 2004) was released for public comment and consultation on 27 October 2004 (OUM 2004). It consisted of the draft SEQRP 2004 document and 33 associated maps (1:50,000 scale) covering the whole region and defining the boundary of the Urban Footprint and other regional land use categories. The Regulatory Provisions, or detailed land use planning controls, came into effect immediately on release of the draft plan. The draft SEQRP 2004 was on public exhibition for four months until 28 February 2005 and over that period, an extensive public consultation program occurred, including:

- Thirteen public meetings and information sessions throughout the region;
- A letterbox drop to every household in SEQ;
- Newspaper and radio advertising;
- An interactive website which included the regulatory maps; and
- A FreeCall inquiry service.

The draft SEQRP 2004 created a considerable amount of community interest in SEQ and a large number of inquiries from the public and organisations, especially those affected by the Urban Footprint boundary. By the end of the consultation period, a total of 8460 formal submissions had been received. Analysing and reviewing all of these submissions and preparing a Consultation Report (OUM 2005c) was a huge task for the OUM. The RCC was regularly briefed about the broad plan content but detailed aspects, such as the Urban Footprint boundaries, were kept confidential. Relevant local government planning officers were involved in defining the Urban Footprint. The final *South East Queensland Regional Plan 2005-2026* (the SEQRP 2005) was released on 30 June 2005 (OUM 2005a).

The statutory SEQRP 2005 achieved widespread support from the community, from the development industry and 'particularly from municipalities' (Gleeson and Steele 2010, p. 16). Professional planners were also impressed and consultant Greg Vann says, it was

> *A ridiculous timeframe and I remained sceptical the whole time about getting anything worthwhile but I freely acknowledge that they achieved something pretty amazing in a very short time* (Interview 19/8/2011)'.

Preparing the SEQIPP 2005

Another major new piece of work for OUM was the preparation of the first 20-year regional infrastructure plan for SEQ. This was difficult because many state agencies did not have forward infrastructure plans that went out for 10 to 20 years and Treasury were very reluctant to commit funds very far ahead. A lot of extra work was required by agencies and then OUM had to determine overall infrastructure priorities and timings that would accord with the pattern of urban growth proposed by the evolving SEQRP 2005. A major focus of the plan was to encourage urban growth in the Western Corridor around Ipswich and this meant putting new infrastructure into that area to lead and support the growth.

The *South East Queensland Infrastructure Plan and Program 2005–2026* (SEQIPP 2005) was released in May 2005 as part of the Queensland Budget papers (OUM 2005b). For the first time, the state

government was 'making a ten-year commitment to fund the necessary infrastructure that supports growth in South East Queensland' (OUM 2005b, p. 2). The unique roles and experience of Minister Mackenroth were critical in delivering the SEQ infrastructure plan. This was due to his role as regional planning minister, his knowledge of the links between urban growth and infrastructure provision, and his ability as Treasurer to influence the state budget and deliver the funding for priority projects.

SEQIPP 2005 was a key outcome for SEQ local governments but it was also important in convincing state agencies of the importance of the SEQRP. DLGP manager, Colin Cassidy, says the alignment of the infrastructure planning with the SEQRP was,

> *the carrot with the stick. It helped to make planning central to government, because it showed the links to the infrastructure spend. This was fundamental to getting the traction within the state government'* (Interview 19/8/11).

Minister Terry Mackenroth retired from politics in July 2005, after the completion of the SEQIPP 2005 and the SEQRP 2005, and Premier Beattie became the minister responsible for regional planning.

Formation of the Council of Mayors SEQ

In September 2005, a further change occurred to the governance arrangements in SEQ, when, under the leadership of Chair Cr Campbell Newman, SEQROC changed its name and role and became the Council of Mayors SEQ (COMSEQ).

SEQROC was a comprehensive organisation which dealt with a wide range of planning and local government issues. In line with the stage of SEQ regional planning, the focus of COMSEQ would shift to implementation and advocacy. It would be a smaller, more political and more strategic organisation and advocate to the state and Commonwealth Governments on a number of key issues and projects. It moved from being an organisation where there was a lot of officer level, local government coordination and policy development to one where the focus was on political coordination among the mayors. Cr Bob Abbot says,

> *it became an advocacy group … it is not so much about getting things into the plan, but about getting them delivered*' (Interview 25/7/2011).

Collaborative governance 2004-2005

Collaborative arrangements between state and local governments in SEQ changed in this period with the establishment of the OUM and the state government becoming the dominant partner in regional planning in SEQ. This will now be reviewed in terms of the drivers, collaborative dynamics and action outputs of Emerson et al. (2012).

The main **drivers of collaboration** at this time were:

- Rapid population growth and development in the SEQ region was continuing. The agreement of state and local governments to produce a statutory SEQ regional plan created an *incentive to collaborate*.

- Agreement to produce a statutory SEQ regional plan reflected recognition by state and local governments of the *interdependence of their roles*.
- The state government, through Minister Mackenroth, showed *leadership* by moving quickly to establish OUM and setting tight timeframes to complete the draft and final regional plans.

The main components in the **collaborative dynamics** were:

- There was a strong *shared commitment* to prepare the statutory SEQ regional plan.
- Minister Mackenroth took a *strong leadership* role in establishing OUM, driving the regional plan work and in interactions with state agencies and local governments and this changed the collaborative dynamics.
- The operation of the RCC, SEQROC and the Sub-ROCs, the various sectoral strategy groups and the new OUM constituted the *institutional arrangements and procedures*. The Management Committee, PDIC and Working Groups that had been established under SEQ 2021 ceased to operate.
- Local government had a *high level of trust* that Minister Mackenroth could deliver the desired outcomes.
- The meetings of the RCC generally operated on the basis of open and civil communications and consensus decision making and thus constituted a form of *principled engagement*.
- State and local government *resources and knowledge* were extensively utilised in the preparation of the statutory regional plan.
- After the statutory plan was approved, local government showed *leadership* in reviewing their own *institutional arrangements* for collaboration and establishing the Council of Mayors, SEQ.

This process of collaboration resulted in the following types of **actions, outputs and outcomes**:

- *Resources* were provided by the state government and the OUM was established and operated throughout this period.
- *Legislation* for a statutory SEQRP was put into place by amending IPA.
- The SEQRP 2005 was approved by state and local governments and became an *endorsed regional plan*.
- The Urban Footprint came into statutory effect with the Draft SEQ Regional Plan in October 2004 and thus *enacted policy* directly and changed the planning *system context*.
- The SEQIPP 2005 was developed and *endorsed* by the state government.
- The SEQIPP 2005 was integrated into the 2005 state budget and directly affected *resources for infrastructure*.
- The SEQIPP 2005 was integrated with the 2005 state budget and reallocated infrastructure funding for projects, thus changing the *system context*.
- *Resources* were provided by local government for the establishment of COMSEQ.

- The *governance and institutional arrangements* in SEQ changed with the establishment of the OUM in May 2004 and the establishment of the COMSEQ in September 2005.

5.5 Implementing and reviewing the SEQ Regional Plan: 2006-2010

The Labor State Government remained in power throughout the 2006–2010 period. State elections were held in September 2006 and March 2009. In September 2007 Premier Beattie retired from politics and Anna Bligh became Premier.

Implementation of the SEQRP 2005 involved many strands of activity by state and local governments acting separately and in partnership through the RCC and the Regional Planning Committee (RPC) which replaced it (in name) in December 2009. Between 2006 and 2010 a number of ministers were responsible for the RCC and the RPC, namely, Peter Beattie (2006), Anna Bligh (2006–07), Paul Lucas (2007–08) and Stirling Hinchliffe (2009–10). This review covers the period up to the end of 2010.

Governance arrangements for planning in 2006

SEQ has a statutory regional planning framework in place in 2006 in the form of the SEQRP 2005 and regional planning legislation under the IPA. State agencies and local governments had to comply with the SEQRP in preparing planning schemes and other plans under the IPA. Specific strategies and actions under the SEQRP 2005 were developed and implemented by the relevant state agencies and local governments.

Partnership arrangements for planning and governance remained in place between the state and local governments and involved the RCC, OUM, COMSEQ, the Sub-ROCs and various sub-committees meeting regularly. The OUM coordinated work on the implementation of the SEQRP 2005 and preparing the annual SEQIPP.

Amendment 1 to the SEQ Regional Plan

During the preparation of SEQRP 2005, the SouthROC councils had requested that the Mt Lindesay/ North Beaudesert area, an area of fragmented rural residential blocks, be subject to more detailed investigation of future land use and infrastructure needs. It was designated as an Investigation Area in the SEQRP 2005. The OUM, in conjunction with the SouthROC councils, coordinated this investigation work and the *Mt Lindesay/ North Beaudesert Study Area Report* (OUM 2006) was released in February 2006. To incorporate the implications of the study for regional land use designations into the SEQRP 2005, Amendment 1 was prepared and exhibited by OUM and came into effect in October 2006. There was close collaboration between state and SouthROC local governments in this work.

Housing Affordability Strategy and the ULDA

By 2007, ongoing high migration rates to Queensland and rising housing prices were putting pressure on housing affordability in SEQ. The state government responded by preparing the *Queensland Housing Affordability Strategy* (DOI 2007) which was aimed at getting more land and housing onto the market quickly and at the lowest cost. It was released in July 2007.

While the Housing Affordability Strategy was consistent with the policies of the SEQRP 2005, actions under the strategy, including greater state involvement in structure planning for local development

areas and creation and use of the Urban Land Development Authority (ULDA), a state government land planning and development statutory authority, have complicated and confused local planning roles. The initial work of the ULDA was focused on urban infill sites but its later work on greenfield sites, such as at Ripley Valley and Caloundra South, has resulted in ongoing tensions with SEQ local governments about planning roles (Jones and Wiltshire 2011).

Abolishing the OUM

Establishing the OUM for planning in SEQ and approval of the SEQRP 2005 meant, in effect, that 'there were two planning systems in Queensland, although both operated under the same IPA legislation' (Minnery 2010, p. 6). In SEQ, the OUM and the SEQRP provided additional statutory direction to the planning schemes of local governments. In the rest of the state, planning schemes and local governments operated under DLGP but without regional level direction. This created tensions within the state government and bureaucracy which needed to be resolved.

In April 2008, in structural changes to combine two departments and create the Department of Infrastructure and Planning (DIP), the OUM disappeared and its functions were absorbed and dispersed throughout the DIP. The various OUM groups for environment and open space, statutory planning, infrastructure coordination and the RPC secretariat were located in different sections and functional divisions within the DIP. The abolition of OUM and the dispersion of its staff and functions meant the loss of a coordinated SEQ strategic planning focal point and area of knowledge and capacity within the state government. This has affected and complicated relations with SEQ local governments, with the development industry and with community groups.

Role of COMSEQ and decline of the Sub-ROCs

With the move from the comprehensive role of SEQROC to the advocacy role of COMSEQ focused on coordination via the mayors, the need for sub-regional organisations declined. NORSROC, which had been the least unified of the Sub-ROCs, was disbanded in mid-2006. The activities of SouthROC and WESROC declined and SouthROC ceased to operate after the announcement of the proposed local government amalgamations in 2007 and WESROC ceased in 2009.

The advocacy role of COMSEQ has involved advocacy of projects and policies to both the Commonwealth and state governments. This has tended to make the relationship with the state more adversarial and to weaken the partnership approach. This tension in the role of ROCs generally has been characterised by Gooding as a choice of 'staying in the saddle' with state government or being 'the burr underneath' (2005, p. 13). The opportunity for local governments to do joint policy development through COMSEQ also declined.

Implementing and developing regional sectoral strategies

Work on implementing and developing regional sectoral strategies that complemented and extended the SEQRP continued during the 2006 to 2010 period.

Rural futures:

Consultation during the preparation of the SEQRP 2005 identified the need for further work on rural issues and the preparation of a new Rural Futures Strategy commenced in 2006. This was strongly supported by rural local governments in SEQ. A draft Rural Futures Strategy was released for

consultation in early 2008 and the final *Rural Futures Strategy for South East Queensland 2009* (DIP 2009b) was launched in July 2009. While local governments supported the policies in the strategy, they were also frustrated by delays in its public release and implementation.

Water supply:
Work on the SEQ Water Strategy (SEQWS) commenced prior to 2006 as a collaboration between the Queensland Government, COMSEQ, SEQ Water and SunWater. Management of the Millennium Drought focussed state and local government attention on the need for water security and for improved water infrastructure planning and institutional arrangements. The Queensland Government established the Queensland Water Commission (QWC) in June 2006 and it became responsible for water security and for finalising the SEQWS.

The first draft SEQ Water Strategy, entitled *Water for today, water for tomorrow* (QWC 2008), was released in March 2008. This was a comprehensive strategy based on water demand management principles and was prepared in consultation with the RCC. The Commonwealth Government's decision to refuse the proposed Traveston Crossing Dam meant that the strategy had to be revised and a second draft SEQWS was released for consultation in November 2009. Water institutional reforms and funding arrangements were controversial issues for local governments throughout this period. The final *South East Queensland Water Strategy* (QWC 2010) was released in July 2010.

Natural resource management:
Work on the preparation of the SEQ Natural Resource Management Plan commenced in 2007. This was managed by DERM through the SEQ Coordination Group and involved collaboration between state and local governments, Traditional Owners and catchment groups. The *South East Queensland Natural Resource Management Plan 2009–2031* (DERM 2009) was released in August 2009. This was a broad policy document that specified regional targets but not detailed actions.

Climate change:
Although policies for greenhouse gas emissions were considered under the SEQ 2021 process in 2003, climate change has only recently been specifically recognised as an issue to be dealt with under the SEQ Regional Plan. Terms of reference for an SEQ Regional Plan Climate Change Strategy were agreed to by the RCC in May 2008.

Work on the strategy was coordinated by DIP with wide consultation and the *South East Queensland Climate Change Management Plan: Draft for Public Consultation* (DIP 2009c) was released in July 2009. A report on the results of consultation was discussed at the RCC in March 2010 but the final strategy has not been released.

Transport:
A review of the SEQ IRTP 1997 commenced in May 2008 in parallel, and in close collaboration, with the review of the SEQRP 2005. The *Draft Connecting SEQ 2031: An Integrated Regional Transport Plan for South East Queensland* (DTMR 2010) was released for public consultation in August 2010. The draft plan has a strong focus on public transport, particularly rail, and on using this to deliver the compact settlement pattern envisaged by the SEQ Regional Plan. The draft plan was discussed at the

RCC in December 2010 and was strongly supported by local government. The final plan was released in August 2011 (DTMR 2011).

Amalgamation of local governments in Queensland and SEQ

In April 2007, after a Local Government Reform Commission, the state government announced that local government amalgamations would occur in March 2008. The number of councils in Queensland was to be reduced from 157 to 73 and in SEQ from 18 to 11. This was viewed by many in local government as an 'imposed, top down action' by the state (Jones and Wiltshire 2011, p. 13). The lead up to this decision and its implementation caused disruption to state and local government relations and to SEQRP 2005 implementation. LGAQ manager Greg Hoffman says the 'ability of councils to sit around the table with state government in this period was severely compromised' (Interview 18/10/2011).

One of the intentions of the amalgamation was to create larger, more capable and better resourced local governments able to respond to the diverse needs of their communities and to engage in strategic planning and regional planning. Greg Hoffman talks about the idea and the reality. He says the state wants,

> *more capable councils to partner with the state but this is not reflected in day to day dealings … you engage us and seek to demonstrate collaboration but when it comes to the rub you will tie our hands* (Interview 18/10/2011).

Perceived examples of adverse decisions by the state government relating to SEQ regional planning issues were raised in a number of interviews and these included SEQ water institutional and funding arrangements and use of the Urban Land Development Authority (ULDA) to override local government land use planning. It was considered that these actions weakened collaboration between state and local governments.

Aulich et. al. (2011) recently reviewed examples of amalgamations and other forms of consolidation of local government in Australia and New Zealand. They found that amalgamations may not deliver expected 'economies of scale' but they do provide 'enhanced strategic capacity' (2011, p. 7) for new functions, such as planning at the sub-regional scale. This 'enables them to relate more effectively' to state and national governments (2011, p. 10). Strategic planning is currently being carried out by the larger SEQ local governments under new *Sustainable Planning Act 2009* (SPA), which replaced the IPA and came into effect in December 2009. This should provide a sub-regional level of planning that can feed into future reviews and iterations of the SEQRP.

Reviewing the SEQ Regional Plan

Some aspects of the SEQRP 2005, like the Urban Footprint, implemented themselves directly. Minister Mackenroth often claimed that the Urban Footprint stopped urban development in 80% of the region and thus secured the greenspace and rural areas desired by the community. The research interviews indicate that the Urban Footprint is considered to be one of the major successes of the statutory SEQRP. It has stopped uncontrolled urban sprawl and expansion, given infrastructure provision a chance to catch up and allowed councils and the development industry to focus their

planning attention on achieving infill development rather than fighting battles about growth on the urban fringes.

The SEQRP 2005 required councils to prepare Local Growth Management Strategies (LGMSs) which outlined future local settlement patterns and how infill dwelling targets were to be achieved. LGMSs were drafted but were not finalised because of delays in progress, changed council boundaries and planning intentions following the amalgamations, and an accelerated timetable for the SEQRP review.

In the SEQRP 2005, it was proposed that the regional plan be formally reviewed every five years and a new plan prepared and approved by 2010. However in 2008, the state government decided to bring this timing forward by a year because of higher than expected population growth and the emerging issues of climate change, traffic congestion and housing affordability (DIP 2008). The review was carried out by the DIP with a reduced role for local government and no secondment of local government officers as had happened in 2004–05. However there was liaison with local government planners about draft LGMS intentions. A draft SEQ Regional Plan 2009–2031 was released for public consultation in December 2008 and 3500 submissions were received. The review resulted in the approval and release of the *South East Queensland Regional Plan 2009-2031* (the SEQRP 2009) in July 2009 (DIP 2009). Overall, no net changes were made to the Urban Footprint. Confirming the Urban Footprint while accommodating another five years of regional population growth to 2031, was a major achievement and this was largely because the state and local governments did not want it to change.

SEQ infrastructure planning

The SEQ Infrastructure Plan and Program (SEQIPP) has continued to be prepared annually in association with the state budget from 2006 to 2010. Over this period the planned 20-year SEQ infrastructure spending total has grown significantly. Infrastructure spending priorities in SEQIPP remain linked to the desired outcomes and regional policies of the SEQRP. However, there is a broad perception that the certainty of forward infrastructure provision has declined with each iteration of SEQIPP and this has weakened one of the central pillars of the SEQRP. SEQIPP has always been a state government document, but in the early years there was more liaison with local governments about priorities through sub-regional infrastructure conferences organised by OUM. In November 2011, a *Queensland Infrastructure Plan* (GMQ 2011) was prepared and it replaced SEQIPP with an SEQ chapter.

The recent Global Financial Crisis (GFC) slowed down the Queensland economy and the SEQ economy, which is very dependent on the building industry, and this has created pressures to accelerate urban development. The GFC also affected state finances and the timing of infrastructure through the annual SEQIPP. This has raised old concerns for local governments about urban growth occurring without proper infrastructure provision. These concerns were central to the initiation of regional planning in SEQ in 1990 and to the move to the statutory regional plan in 2004.

Queensland Growth Management Summit and Growth Management Queensland

The state government held a Queensland Growth Management Summit in March 2010. The purpose of the summit was to respond to community concerns about rapid growth in SEQ and in other parts

of the state, such as mining communities. It was attended by about 300 government, business and community leaders and representatives and also had an online, interactive component with the wider community.

At a special SEQ Regional Planning Committee (RPC) meeting about the summit, held in February 2010 (the RPC had replaced the RCC in December 2009), COMSEQ Chair, Campbell Newman, provided a 'Statement of Issues' which included a call for a revitalisation of the partnership with the state government.

> *The partnership approach to planning has worked well in SEQ in the past and needs to be revitalised. Local governments want more autonomy to progress and implement key policy areas, such as greenfield sites, transit corridors, activity centres and housing affordability within a partnership approach* (Minutes of RPC meeting No 1, 18 February 2010).

Although there had been some questioning of the adequacy of the SEQRP 2009 Urban Footprint and the infill housing targets by some groups prior to the summit, these did not change as a result of the summit discussions. Local governments continued to express strong support for the SEQRP 2009 at the summit.

The state government issued a detailed response to the issues raised at the summit in May 2010 which included 22 Key Initiatives and 25 Supporting Actions (Queensland Government 2010). One of the main decisions was the establishment of a new agency called Growth Management Queensland (GMQ), within DIP. As the name implies, GMQ was focussed on managing growth but was a state-wide agency and maintained the functional structures already set up in DIP. Another initiative was to transfer of responsibility for the delivery of the key greenfield sites of Ripley Valley, Greater Flagstone and Yarrabilba from local government to the ULDA, exacerbating existing tensions. There was little in the state government's response to strengthen the partnership with local government.

Collaborative governance 2006 - 2010

Collaborative arrangements between state and SEQ local governments continued in this period up to the end of 2010. The state government continued to be the dominant partner in regional planning in SEQ and some of its actions have weakened and placed the relationship under strain. The arrangements will be briefly reviewed in terms of the drivers, collaborative dynamics and action outputs of Emerson et al. (2012).

The main **drivers of collaboration** at this time were:

- Rapid population growth and development in the SEQ region was continuing. The need to manage growth and implement and review the statutory SEQRP created *incentives to collaborate*.
- Agreement to implement the SEQRP reflects recognition by state and local governments of the *interdependence of their roles*.

The main components in the **collaborative dynamics** were:

- The operation of the RCC, COMSEQ and initially the OUM and Sub-ROCs constituted the *institutional arrangements and procedures* and provided a *capacity for joint action*.
- The Sub-ROCs ceased to operate by 2009 following the establishment of COMSEQ and local government amalgamations.
- The abolition of the OUM in 2008 has meant there is no focal point for integrated growth management in SEQ in the state government. This has *reduced the capacity for joint action*.
- Amalgamations of local governments caused considerable temporary disruption and *loss of capacity for joint action.*
- The state government is perceived by local government to have taken some unilateral decisions about matters relating to the SEQRP and this has *reduced mutual trust and respect.*
- The leaner, advocacy role of COMSEQ has *reduced the capacity for joint action* and tended to make relations more adversarial and thus *reduced mutual respect*.
- Regular changes in regional planning ministers and thus RCC Chairs have created a perceived *lack of leadership*.
- Meetings of the RCC generally operated on the basis of civil communications and consensus decision making and thus constituted a form of *principled engagement*. Use of the RCC for open conversations and problem solving before decisions are made has declined.
- The establishment of Growth Management Queensland (GMQ) in 2010 provided a *capacity for joint action*.
- *Commitment* to the SEQRP policy directions remains strong.

This process of collaboration resulted in the following types of **actions, outputs and outcomes**:

- *Resources* were provided by the state government to review the SEQRP 2005.
- The SEQ Regional Plan 2009–31 was developed and approved by state and local governments and became an *endorsed regional plan*.
- The Urban Footprint remained in effect and substantially unchanged in the SEQRP 2009 and enacted *policy* directly.
- *Endorsement* of regional sectoral strategies for rural futures and natural resource management and draft regional sectoral strategies for climate change and transport.
- The SEQIPP was developed and *endorsed* annually by the state government between 2006 and 2010.
- The SEQIPP was integrated into the annual state budget and directly affected *resources for infrastructure* and changed the *system context.*
- The *governance and institutional arrangements* in SEQ changed with the establishment of the QWC in 2006 and the ULDA in 2007.
- The *governance and institutional arrangements* in SEQ changed with the abolition of the OUM in April 2008 and the incorporation of staff back into DIP and then GMQ.

6. Contributing factors in the move to a statutory regional planning model

6.1 Contributing factors in 2003-2004

In the previous section, the sequence of events in regional planning in SEQ from its initiation in 1990 to the agreement by the state and local governments to prepare the statutory SEQ regional plan in early 2004 was described. The move to a statutory regional plan occurred because of the partnership between state and local government over this period, including growing support for regional planning, and because of the community and media campaign that occurred in 2003. The contributing factors in 2003–2004 will now be discussed in terms of the drivers and collaborative dynamics of the partnership and the specific considerations for local and state governments.

Drivers and collaborative dynamics

Over the whole period from 1990 to 2004, rapid population growth and associated urban development in SEQ was the overriding driver and incentive for state and local governments to collaborate. Another overall driver was the recognition of the interdependence of state and local government planning roles. Minister Burns recognised this in 1990 and the ongoing process of preparing and implementing regional plans reinforced it. Uncertainties, caused by broader factors like the change of government in 1996 or by unknowns about resource data or desired outcomes within the planning process itself (Abbott 2009), were also ongoing drivers. Leadership is both a driver of collaboration and part of the collaborative dynamics. Leadership by Minister Burns in initiating the joint SEQ 2001 regional planning process in 1990 and by SEQROC Chair, Jim Soorley in advocating for it in 1996, were key drivers during the 1990s. Leadership by community and professional groups in 2003 provided a critical external driver to the collaborative process.

In terms of collaborative dynamics, the establishment of RPAG, SEQROC, the Sub-ROCs and the RPAG Working Groups in 1991–92 created institutional arrangements and a capacity for joint action. Councils had been wary about regional planning with the state when Minister Burns made them the offer to get involved that they could not refuse. The dynamics changed with the arrival of new Lord Mayor, Jim Soorley, in 1991. He was keen to get involved in regional issues and could see the potential for strategic outcomes for local government on environmental and planning issues. His leadership was important in establishing SEQROC and delivering a unified SEQ local government view. The meetings of RPAG and its groups operated with wide representation, open communications, and consensus decision making and thus constituted principled engagement. Regular face to face meetings allowed for the views and values of all stakeholders to be heard and understood. Agreement on joint actions also allowed mutual trust and commitment to develop. This process of collaboration resulted in actions and outputs such as: the endorsed regional growth management strategy set out in the RFGM 1995; and the establishment of the ongoing Regional Coordination Committee (RCC).

In 1996, the advocacy by SEQROC to the new Coalition State Government showed that local government had developed a high level of commitment to the regional planning policies expressed in the RFGM 1995. Apart from the initial policy reviews, the collaborative dynamics in this period up to 2000 were similar to the previous period and involved meetings of the RCC, SEQROC, the Sub-ROCs,

and associated networks. Regular face to face meetings made it possible to agree to joint actions and allowed mutual trust and commitment to continue to develop. This process resulted in actions and outputs, such as: endorsement of regional sectoral strategies; and endorsement of updated regional planning strategies and policies as expressed in the RFGM 2000. At the end of 2000, state and local governments showed a high level of commitment by agreeing to allocate $3m (on a 50–50 basis) for the new SEQ 2021 project.

In 2001–03, the collaborative dynamics changed with the appointment of a more junior planning minister and the commencement of the SEQ 2021 review process. Importantly, there was a growing perception in local government and in the community of a lack of leadership and commitment by the state government and ineffective implementation of the RFGM 2000. Frustration in local government and community groups resulted in discussions in community forums and in the *Courier Mail* newspaper about the nature of governance and planning required to effectively manage rapid growth in SEQ. Leadership and ideas from community groups provided a new driver to change the collaborative dynamics. The high profile community debate and campaign in the *Courier Mail* and at Brisbane Institute public meetings created pressures that the state and local governments had to be seen to be responding to.

SEQROC showed leadership and moved first, making the unanimous and historic decision to support a statutory regional plan and associated infrastructure plan in December 2003 and to advocate for this to the state government. The state government, and in particular Deputy Premier, Terry Mackenroth, did not need a lot of convincing about a statutory regional plan for SEQ. The state also showed leadership and took the opportunity to act with local government to put a statutory regional plan in place.

Specific considerations for local government

The idea of a statutory regional plan was not new to local government and they had previously strongly rejected it in the discussions with Minister Burns in 1990 and throughout the 1990s. At the summit of mayors and SEQROC meeting on 5 December 2003, they faced a difficult and complex decision. Some of the considerations and influences are discussed below.

Strong commitment to SEQ regional planning and agreed policies:

Local government had a high level of commitment to regional planning and to the endorsed SEQ strategy and policies and a desire to see these implemented. Many respected councillors in SEQROC had knowledge and experience of regional planning and had built this commitment up over many years.

Concern about ineffective statutory implementation:

There was a view that a lot of good joint regional planning work and local planning had been done but was not being actively applied in planning schemes, development assessment and state instruments. If policies were to be properly implemented, more powers of compliance were required for all parties – state agencies, other local governments and private developers.

Desire to bind the state:
Local governments' desire to bind the state operated at two levels: the regional plan overall; and the policies within the regional plan and in local plans.

The perceived lack of commitment by the state and the planning minister raised uncertainties and fears that the non-statutory RFGM plan could be abandoned. A statutory regional plan backed by legislation would provide more certainty and security that the regional plan would continue despite changing ministers and governments.

At the policy level, there was frustration in local government that state agencies were not taking sufficient notice of the endorsed regional planning policies or of their local land use planning. Local government wanted to bind the state and its agencies to comply with the regional plan and to act in accordance with it. However, there was an understanding, supported by advice from the LGAQ, that this meant local government would have to be bound as well. It would be a compact: local government would agree to a statutory plan that would bind them provided state agencies were also bound by the plan.

Desire to bind neighbouring councils:
Many local governments had issues and problems with their neighbouring councils approving developments or making plans that did not accord with their own planning intentions. This was a particular problem for Brisbane City in trying to manage traffic flows into and around the city. A statutory regional plan could ensure a more consistent approach to matters like 'out of centre' retail development.

Need for better infrastructure planning and certainty:
Local governments had difficulties in planning for and servicing rapidly growing urban areas unless they could get more coordination and certainty about state infrastructure provision. Officers wanted better state infrastructure planning and more involvement in it. Councillors wanted more influence over the identification and funding of priority projects.

SEQROC was also concerned in 2003 about insufficient state action on the key SEQ strategic issues of better transport infrastructure and security of water supply.

Fear of excessive state power:
When local government opposed a statutory regional plan in 1990, it was because of fears that regional planning would lead to a state takeover of their planning powers. Now councils were considering handing over some of these powers voluntarily. Experience of collaborative regional planning over more than 10 years had reduced the fears, but some remained. Could the state government be trusted to do what they said and to continue to act cooperatively? There was a fear that agreeing to a statutory regional plan would lead to excessive use of state powers.

The departure of Cr Jim Soorley as Chair of SEQROC earlier in 2003 may have been a factor as well. He says, 'I always argued that this thing [the regional plan] needed teeth but I was never prepared to give it to the state' (Interview 11/10/2011).

Responding to community concerns:
Local government politicians had to be seen to be responding to community concerns about better growth management as expressed in the community and media campaign. A number of senior local government politicians and officers were also involved in the campaign.

Leadership and being proactive:
Senior and respected council leaders with long experience in regional planning, like Cr John Nugent, Cr Tim Quinn and Cr Noel Playford, supported the move to a statutory regional plan.

There was also an element of proactive negotiation in the SEQROC position. The view was that the state could prepare a statutory regional plan anyway, so local government should be proactive and put forward the outcomes that it wanted and the conditions for doing it cooperatively. This was the basis of the SEQROC Key Outcomes document issued in December 2003 (See Figure 2).

Specific considerations for the state government

Key figures in the state government, like Minister Mackenroth, had always supported and seen the need for a statutory regional plan for SEQ but did not act because of previous agreements and SEQROC opposition. Considerations and influences on the state government are discussed below.

Strong commitment to SEQ regional planning and agreed policies:
Because a junior minister was responsible for planning and because of the actions by some state agencies, there was a perception in local government and in the community that the state government was not committed to SEQ regional planning policies. However the subsequent actions of Premier Beattie and Deputy Premier Mackenroth in 2004 indicated a continuing strong commitment by the state to SEQ regional planning and a desire by Minister Mackenroth to finish the job.

Concern about ineffective statutory implementation:
The planning department, and the state government generally, wanted to see more active incorporation and implementation of the SEQ regional plan through local government planning schemes and in development assessment. This would be greatly enhanced by a statutory regional plan.

Desire to bind Councils:
The state government wanted to bind councils. It wanted to provide better guidance to councils on regional policies and wanted more compliance. DLGP manager Colin Cassidy says,

> *In the absence of lines on the map, we still had fairly frequent and intensive debates between the state and local governments about certain high profile developments and whether they fitted or didn't fit with regional policies* (Interview 19/8/2011).

Need for better infrastructure planning and certainty:
Better and more long-term infrastructure planning by its key agencies was needed by the state government in order to budget for and manage rapid urban growth. State infrastructure agencies

wanted to know that local governments had plans in place for urban growth areas before they committed their infrastructure and they wanted some certainty that these plans would not change.

Leadership and being proactive:
The state government, and particularly Minister Mackenroth, showed leadership and was proactive in quickly agreeing to prepare the statutory regional plan for SEQ and in setting tight timeframes for its completion.

Responding to community concerns in an election context:
The *Courier Mail* and the community campaign were critical of the state government in relation to open space, transport and growth management and called for a leading role by the state in regional planning in SEQ. A strong response by the government in terms of agreeing to the preparation of a statutory regional plan led by a powerful minister would defuse this issue and make it a positive in the context of the coming election.

An elevated partnership and interdependence

The above lists of considerations for governments show a considerable amount of commonality of interests, but from different perspectives, and underline the interdependence of the roles of local and state governments in managing the growth of the SEQ metropolitan region.

Following the return of the State Labor Government in February 2004, the appointment of Terry Mackenroth as regional planning minister to prepare the statutory SEQ regional plan and infrastructure plan was welcomed by SEQ and local governments. His experience and unique combination of roles and the good relationship and trust built up with councils over many years, gave local government great confidence that the plan and other desired outcomes would be delivered.

Leadership by local government in agreeing to support and advocate for the statutory regional plan and leadership by the state government in agreeing quickly and appointing the most appropriate senior minister, elevated the collaborative partnership to a new level of maturity. Michael Kerry says,

> *This process was a watershed in the relationship between the state and local governments in planning. It elevated the role of the state but it also increased the level of respect of the two for each other* (Interview 26/10/2011).

6.2 Do these contributing factors still exist?

This research has covered the period up to the end of 2010 and therefore this question is being answered in the context of that time. Also it is only being answered broadly in terms of drivers and collaborative dynamics.

Drivers

The drivers of collaboration between state and local governments in SEQ have not changed. Rapid, although slower, growth is still occurring in SEQ and needs to be managed. The roles of the state and local government in managing growth in SEQ are still interdependent. The endorsed SEQRP 2009 needs to be implemented and a review commenced and completed so that a new SEQRP can be

launched in 2014. Uncertainties still exist about the future and the desired outcomes of a new SEQRP.

Collaborative dynamics

The collaborative arrangement between state and local governments in SEQ remains in place and is operating but there was a view among many of those interviewed that local government is 'on the outer'. Institutional arrangements and procedures for collaboration exist through the RPC, GMQ and COMSEQ and continue to provide vehicles for discussion and for developing shared commitment and trust and provide a capacity for joint action.

The abolition of the OUM in 2008 and the dispersal of its functions to different divisions and sections in DIP, and now GMQ, has meant there is no focal point for integrated SEQ strategic planning and growth management in the state government. This has also reduced the secretariat and professional support services available to the RPC and the capacity for joint action with COMSEQ. The establishment of GMQ in 2010 with a statewide focus has continued the dispersal of SEQ-focused planning activities.

The operation of COMSEQ as an advocacy group has tended to create a more adversarial relationship with the state and reduced the sense of trust and partnership. The opportunity for local governments to do joint policy development through COMSEQ has declined and this has reduced the capacity for joint action with GMQ. However, the larger amalgamated local governments in SEQ have more capacity to do strategic planning and policy development and this could occur through COMSEQ and directly with GMQ and other state agencies.

Meetings of the SEQ RPC generally continue to operate on the basis of open communications and consensus decision making and continue to constitute principled engagement. Use of the RPC for difficult negotiations and for problem solving between the state and local governments has declined. In the period 1996 to 2001, during the development of sectoral strategies, drafts would be endorsed by the RCC and this would be an argument for approval by Cabinet. By 2010, use of the RPC to negotiate and sort out issues during the development of sectoral strategies had declined and they were often presented to the RPC after approval by Cabinet.

Regular changes in regional planning ministers responsible for the RCC and RPC has created a perceived weakening of state leadership in SEQ. The state government is also perceived by local government to have taken some unilateral decisions about matters relating to the SEQRP, such as structure planning, use of the ULDA and water funding policies, and this has raised fears about overuse of state powers and has reduced mutual trust and respect.

In relation to infrastructure planning, the annual SEQIPP was always a state government infrastructure plan for SEQ. However over recent years, the involvement of local government in its preparation and the certainty about future infrastructure provision and funding are perceived to have declined. With the financial restrictions on the Queensland Budget and recent decisions about infrastructure charges, there is a fear in local government that infrastructure provision will not adequately keep up with urban growth.

Commitment to the SEQRP and its policy directions remains strong in state and local governments as evidenced by the 2008–09 plan review and the support at the Queensland Growth Management Summit in 2010. The basics of the regional planning legislation and the institutional arrangements of the RPC, GMQ and COMSEQ remain in place. But collaborative arrangements are not enough and the collaborative dynamics in SEQ need to be strengthened and revitalised.

Gary White (now the Government Planner at GMQ) is optimistic about collaborative governance between state and local government in SEQ and says,

> *The positive relationship has continued and probably there is a good mandate and reason for it to continue. It would not have continued if there was not an acknowledgement of the need to keep working together. … The collaborative model has been a real feature of SEQ. It goes back to the fact that we had been doing a lot of collaborative thinking in that earlier period which was a good grounding of trust and the collegiate attitude. The fact that we were already sitting around the table with each other as opposed to being thrown around the table … there are a lot of people who participated in that process and for different reasons they defend the logic behind the model because they have participated in its evolution* (Interview 18/8/2011).

Michael Kerry emphasises the importance of combining statutory and collaborative approaches in successful metropolitan planning,

> *You can have all of the statutory planning processes in place, but it is still going to rely on a high level of collaboration and cooperation of good networks and the ability to sometimes have a hard conversation, have a good argument if you need to, because you are not going to agree on everything all the time* (Interview 26/10/2011).

7. Implications for governance and planning in metropolitan areas

7.1 Conclusions about SEQ governance and metropolitan planning

Based on this research, the following conclusions can be made about collaborative governance in SEQ between 1990 and 2010:

- Collaborative governance arrangements between state and local governments for metropolitan planning in SEQ have been a response to the drivers of managing rapid urban growth, recognition of their interdependent roles and leadership.

- Collaborative governance arrangements have successfully evolved based on leadership by both state and local governments and shared experience, knowledge and commitment in the development and effective implementation of SEQ regional plans.

- At a critical point in 2003, leadership by community and professional groups also played a key part in moving local and state governments and metropolitan planning on to a new statutory basis and level of maturity.

- Experience, knowledge and commitment built up during the period of voluntary, non-statutory regional planning from 1990 to 2003, allowed for the statutory SEQRP 2005 to be prepared quickly and for a high level of commitment to its policies to be achieved by state and local governments.
- Meetings of the SEQ RCC and SEQROC (now the RPC and COMSEQ) and their associated committees have allowed for the development of shared experience, knowledge and commitment to metropolitan planning policies by SEQ politicians, officers and community group members. Open discussion around difficult growth management issues and consensus decision making in these forums was central to achieving this shared commitment.

- The RCC was central to collaboration between state and local governments. SEQROC was critical to collaboration between local governments and provided a unified local government view to the RCC meetings and to the state government. These forums also allowed for state and local politicians to develop and show leadership on regional issues.

- The positive outputs and outcomes of collaborative governance and metropolitan planning in SEQ have been extensive and broad and extend well beyond statutory regional land use planning.

  They have included: three endorsed (by state and local governments) non-statutory regional plans (RFGMs) and two endorsed statutory SEQ regional plans; linked annual SEQ Infrastructure Plans (SEQIPP) that form part of the state budget; the SEQRP 2005 and associated SEQIPP 2005 won the Planning Ministers' Award at the 2006 Planning Institute of Australia (PIA) National Awards for Planning Excellence (PIA 2006); a large number of linked SEQ sectoral plans for transport, natural resource management, water supply, rural futures, etc.; changes to legislation and institutional arrangements to set up the framework for metropolitan planning; and projects on the ground, such as the SEQ busways.

- Collaborative governance arrangements between the state and local governments in metropolitan planning in SEQ and leadership by both state and local governments at different times since 1990 have created a more resilient governance framework in SEQ that has been able to respond to changing circumstances and opportunities.

Overall, the move from a voluntary to a statutory model of metropolitan planning in SEQ has increased the power of the state government in relation to local governments. In this sense, it has brought SEQ back more into line with other metropolitan areas in Australia. However the move was done collaboratively and the challenge remains for state and local governments to continue to act collaboratively. A new, more secure legislative framework for metropolitan planning has been created and state and local governments have to learn to act collaboratively within this framework.

More capable local governments have been created in SEQ and these can contribute to a more capable COMSEQ acting as a partner, rather than adversary, with the state. A lot will depend on the state using its powers in a restrained, collaborative way recognising its interdependence with local governments. State and local governments will not agree on everything and conflicts will occur. As future issues change in SEQ, the arenas of collaboration will change. Continuing and strengthening the SEQRPC and other forums for collaboration will remain central to maintaining trust and commitment to metropolitan planning in SEQ.

7.2 Ongoing implications for metropolitan governance and planning

The SEQ experience over the past 20 years shows that state and local governments are in a long-term, interdependent relationship in metropolitan planning for growth management. The governance and new regionalism literature, referred to in section 3, indicates that this is the case in many other multi-level metropolitan areas and certainly in other metropolitan areas in Australia.

Governance in SEQ has occurred through negotiation between independent actors in a collaborative process with generally high levels of trust and commitment. This has delivered significant positive outputs and outcomes. Trust is necessary between independent but interdependent actors in order to achieve constructive negotiations and outcomes (Emerson et. al. 2012; Koppenjan and Klijn 2004). Unilateral and hierarchical actions lead to resistance and conflict and mistrust. Arenas and forums for collaboration between governments are important to allow negotiation and collaboration and for trust to develop.

Implications for South East Queensland

This review strongly supports the continuation of the collaborative governance arrangements between state and local governments in SEQ within the statutory framework for metropolitan planning.

The collaborative dynamics in SEQ need to be strengthened and revitalised by improving the capacity for joint action by GMQ and COMSEQ and by leadership by state and local governments. Resources for an expanded SEQ policy focus around the RPC secretariat in GMQ would improve the capacity for joint action. The next review of the SEQRP is expected to commence in 2012 and this provides

opportunities for both state and local governments to show leadership, develop new joint projects and actions, and improve trust and commitment to collaborative governance in SEQ.

Implications for other states and metropolitan areas

In Australia, approaches to the governance and planning of metropolitan regions vary considerably between states and there is a need for 'improved governance arrangements' (MCU 2011, 203). However, each metropolitan area is different and proposals for improvement need to take account of different histories, aspirations and successes and to build on these.

Given the strategic importance of metropolitan regions and the interdependent nature of the roles of governments in metropolitan governance and planning, this review supports improved collaborative governance arrangements between state and local governments in Australia and in other multi-level metropolitan regions. This has a number of implications:

Keeping the channels of communication open

The channels of communication between spheres of government need to be kept open and interactive. The open flow of information, issues and proposals is the life blood of collaborative planning and governance and without it, understanding, trust and commitment deteriorate.

Organising connectivity

The open flow of information cannot be left to chance and opportunities for connectivity need to be organised and supported at all levels.

In particular, high level **'metropolitan forums for collaboration'** should be investigated and established where senior politicians from the different spheres of government can meet, discuss issues and agree on joint approaches and projects in open and consensus based processes. These metropolitan forums need to be properly resourced with senior secretariat and professional staff and funds for projects.

State governments in Australia should recognise their interdependent roles with local governments in metropolitan governance and planning and take the leadership and initiative to establish and properly resource these forums for collaboration.

Forums for local government collaboration also need to be organised and resourced through regional organisations of councils or similar structures and linked to the metropolitan forums. Local governments need to take the leadership and initiative to organise and resource regional or sub-regional organisations so that they can speak and act with fewer and more united voices at the metropolitan level.

Responsibility of a senior politician

Metropolitan governance and planning is about strategic guidance of metropolitan areas and is about managing a wide range of linked issues to deliver desired long-term futures. It not just about statutory land use planning. Linking metropolitan governance to a junior politician with a narrow land use focus is a recipe for failure, as the SEQ experience in 2003 demonstrates.

In Australia, metropolitan governance and planning should be the responsibility of a senior state government minister, who could be the land use planning minister or who could equally be the Treasurer or transport minister. This senior minister would chair the metropolitan forum.

In other multi-level metropolitan areas, an appropriate senior political leader would need to emerge and be endorsed as chair as part of the process of establishing the metropolitan forum.

Facilitating joint action

A metropolitan forum for collaboration can contribute to the preparation and implementation of metropolitan strategies and associated sectoral strategies. As outlined, this forum creates a 'capacity for joint action' (Emerson et.al. 2012, p. 14). The nature of this joint action will depend on the stage of metropolitan planning and the history of collaboration in that region. Proposals and joint projects need to be identified and resources provided. By working together on real and achievable metropolitan planning projects, state and local governments and their officers can build understanding, trust and joint commitment.

Avoiding unilateral decisions

In a collaborative governance process for metropolitan planning, matters that are centrally related to the preparation and implementation of the metropolitan strategy and key related strategies should be discussed and agreed jointly. If a decision contrary to the strategy is to be made by one of the parties, discussions should be held and reasons explained. Unilateral decisions about important issues undermine a sense of collaboration and joint commitment. This is a particular danger in Australia where state governments have overriding powers in relation to metropolitan planning.

Facilitating wider community input

The focus of this research is on building links and arrangements for collaboration between state and local governments. However, all models of collaborative governance and planning (Phares 2004, Emerson et. al. 2012) also emphasise the importance of informing and involving the community sector and relevant community and professional groups. The catalytic role these groups can play was shown in SEQ in 2003. This raises resource challenges at the metropolitan level. In relation to the matters being discussed here, the activities of the metropolitan forum and associated projects and committees provide opportunities for informing and engaging with the wider community and for direct representation.

8. Conclusion

The experience in SEQ provides evidence of positive outputs and outcomes from collaborative governance. It also provides guidance for improving arrangements between state and local governments in metropolitan planning in Australia and elsewhere. Collaboration requires a greater recognition by state governments of their interdependence with local governments and the potential benefits and legitimate role local governments can play. It also requires local governments to organise themselves in forums to deliver unified positions on important issues to the metropolitan forum and to the state government. Overall, collaborative governance arrangements require time and resources for joint policy positions to be developed by discussion and agreement. The benefits of this investment will be a high level of commitment to the implementation of metropolitan policies by governments, involved organisations and individuals that will endure.

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Appendices

Appendix 1 - List of acronyms used in this report

ACELG	Australian Centre of Excellence for Local Government
ALP	Australian Labor Party
BCC	Brisbane City Council
CBD	Central Business District of Brisbane
CBRC	Queensland Cabinet Budget Review Committee
CGR	Collaborative governance regime (Emerson et.al. 2012)
COMSEQ	Council of Mayors SEQ
DERM	Department of Environment and Resource Management, Queensland
DIP	Department of Infrastructure and Planning, Queensland
DLGP	Department of Local Government and Planning, Queensland
DOE	Department of Environment, Queensland
DPI	Department of Primary Industries, Queensland
DTMR	Department of Transport and Main Roads, Queensland
EPA	Environmental Protection Agency, Queensland
GFC	Global Financial Crisis
GMQ	Growth Management Queensland
IPA	Integrated Planning Act 1997
IRTP	Integrated Regional Transport Plan for SEQ
LGAQ	Local Government Association of Queensland
LGMS	Local Growth Management Strategy
MRO	Moreton Regional Organisation of Councils
NORSROC	Northern Sub-Regional Organisation of Councils
OECD	Organisation for Economic Cooperation and Development
OESR	Office of Economic and Statistical Research, Queensland
OUM	Office of Urban Management, Queensland
PIA	Planning Institute Australia
PDIC	Policy Development and Integration Committee of SEQ 2021
QWC	Queensland Water Commission
RCC	SEQ Regional Coordination Committee (1994-2009)
RFGM	Regional Framework for Growth Management (non-statutory plan)
RLS	Regional Landscape Strategy
RLSAC	Regional Landscape Strategy Advisory Committee
RNCS	SEQ Regional Nature Conservation Strategy
RPAG	Regional Planning Advisory Group for SEQ (1991-1994)
RPC	SEQ Regional Planning Committee (2009-)
ROSS	Regional Open Space System

RRU	Regional Resource Unit of SEQ 2001 and SEQ 2021
Sub-ROCs	Sub-Regional Organisations of Councils
SEQ	South East Queensland region (See Map 1)
SEQ 2001	The SEQ 2001 regional planning project
SEQ 2021	The SEQ 2021 regional planning project
SEQEDS	SEQ Economic Development Strategy
SEQIPP	SEQ Infrastructure Plan and Program
SEQRAQS	SEQ Regional Air Quality Strategy
SEQROC	South East Queensland Regional Organisation of Councils
SEQRP	South East Queensland Regional Plan (statutory plan)
SEQWS	SEQ Water Strategy
SouthROC	Southern Regional Organisation of Councils
SPA	Sustainable Planning Act 2009
TSG	Technical Support Group of RPAG
ULDA	Urban Land Development Authority
UMICC	Urban Management and Infrastructure Coordination Committee
UN	United Nations
UQ	University of Queensland
WESROC	Western Sub-Region Councils

Appendix 2 - List of people interviewed

Name	Date of Interview	Related roles in 2003-2005
Bob Abbot	25/7/2011	Mayor of Noosa: Chair of NORSROC; Member of SEQROC; Member of the RCC.
Colin Cassidy	19/8/2011	Regional Manager SEQ, DLGP.
Paul Eagles	4/11/2011	Project Director, Major Projects (SEQ), Delfin Lend Lease.
Greg Hoffman	18/10/2011	General Manager Advocacy, LGAQ
Michael Kerry	25/10/2011	Divisional Manager, Urban Management, BCC; Executive Director, OUM.
Darryl Low Choy	8/8/2011	Associate Professor, Urban Research Program, Griffith University; Chair of the Regional Landscape Strategy Advisory Committee.
Peter Mackay	28/7/2011	WESROC Coordinator.
Steve Macdonald	2/8/2011	Manager of the Regional Landscape Unit, EPA; Manager of the Regional Landscape and Open Space Planning Unit, OUM.
Terry Mackenroth	29/6/2011 & 15/11/2011	Deputy Premier of Queensland; Treasurer; SEQ regional planning Minister; Chair of the RCC.
John Minnery	17/10/2011	Associate Professor and Director of the Planning Program, University of Queensland.
Michael Papageorgiou	27/7/2011	Manager Strategic Planning, Gold Coast City Council; Divisional Manager, City Planning, Brisbane City Council; Chair SEQROC Planning Working Group.
Graham Phegan	17/10/2011	Principal Environment Officer, BCC.
Noel Playford	16/8/2011	President of the LGAQ; Councillor Noosa Shire.
Tim Quinn	18/8/2011	Lord Mayor of Brisbane (2003-2004); Chair of SEQROC.
Ian Schmidt	21/6/2011	Director of the SEQ 2021 RRU; Director of the Secretariat, OUM.
Jim Soorley	11/10/2011	Lord Mayor of Brisbane (1991-2003); Chair of SEQROC; Member of the RCC.
Peter Spearritt	29/7/2011	Director of the Brisbane Institute.
Greg Vann	19/8/2011	Director, Buckley Vann Town planning; Member of the SEQ Regional Non-government Sector Committee.
Gary White	18/8/2011	City Planner, City of Ipswich; President of PIA, Queensland.
Kevin Yearbury	2/11/2011	Chair of the Urban Management and Infrastructure Coordination Committee.
Name	**Date of Interview**	**Related roles in 1990-1995**
Tom Burns	25/1/2006	Deputy Premier; Minister for Housing, Local Government and Planning; Chair of RPAG 1991-92.
Noel Playford	22/2/2006	Mayor of Noosa Shire; Chair of NORSROC; Member of RPAG and RCC.

Appendix 3 - Project Brief

From a Voluntary to a Statutory Model: Metropolitan Planning in South East Queensland 1996 to 2010

Research Project Brief March 2011

This project will be undertaken as a collaborative venture between Dr John Abbott, the Australian Centre of Excellence for Local Government (ACELG), the Council of Mayors (SEQ) and the Department of Local Government and Planning Queensland (Growth Management Queensland).

Introduction

In July 2005, the *South East Queensland Regional Plan 2005- 2026* was released and came into effect as the first statutory metropolitan regional plan for South East Queensland (SEQ)(OUM 2005).

The process by which planning in SEQ moved from a voluntary partnership model to a statutory partnership model, agreed to by all the major stakeholders, and the operation of that model, is worth documenting in itself and also for the lessons for planning in other multi-level regions.

Research Objectives

The aim of the project is to prepare a brief history of metropolitan planning in SEQ from 1996 to 2010, focusing on the factors behind the move from a voluntary to a statutory planning model.

The specific objectives are to answer the following research questions:

1. What were the governance arrangements and outputs of metropolitan planning in SEQ from 1996 to 2010?
2. What was the political, economic and social context in which metropolitan planning was occurring and changing and who were the main stakeholders?
3. What were the main factors, internal and external to the planning process that contributed to the move from a voluntary to a statutory planning model and do these factors still exist?
4. What are the lessons for other states and multi-level planning regions from the development and operation of the SEQ statutory planning model?

Conceptual Framework

The planning process and its associated governance arrangements is a social process and exists within a wider political, economic and social context.

Governance arrangements for planning affect planning outcomes or perceived planning outcomes and, conversely, desired planning outcomes result in changes to governance and institutional arrangements (Alexander 2009, Abbott 2009). This research will explore these interrelationships.

Research Approach

The research approach will involve the following steps:

- A literature and context review, including a review of articles about SEQ planning in the Courier Mail newspaper;
- A review of the main plans and planning reports produced during the period;
- A review of the internal documents of major stakeholders, including the minutes of the following committees and their predecessors – SEQ Regional Planning Committee (RPC), Council of Mayors SEQ (COMSEQ) and the Planning Institute Australia, Queensland (PIA Qld);
- Interviews with key politicians, government officers and community and business
- sector representatives who were active in the process;
- Writing up a report for the research partners.

Research Timeline

This research will be carried out by Dr John Abbott working half-time over a six month period and commencing in May 2011.

Dr Abbott has copies or access to many of the relevant public and internal documents, such as plans, reports, committee minutes and meeting papers and, with the approval of the relevant organizations, could use these for the research. He is familiar with and on good terms with the key people to be interviewed.

Research Funding

The Department of Local Government and Planning (Growth Management Queensland) (DLGP) and COMSEQ will support such a history project providing assistance in kind and as well as financial assistance.

(Financial details have been deleted here).

Final Deliverables

1. Research report produced in accordance with ACELG publication guidelines.
2. Presentation on findings to ACELG Research Advisory Committee in December 2011.
3. Presentation on findings to COMSEQ and DLGP at an appropriate time.

Project Reference Group

A reference Group will provide oversight of the project and as required brief project funders on progress.

The Reference Group will comprise:

- ACELG Director, Professor Graham Sansom
- COMSEQ, Regional Planning Coordinator, Mr Anthony Jones
- DLGP, Executive Director-Strategy and Program Coordination, Ms Anne Moffat

- (Mr Michael Papageorgiou, Executive Director, Planning Policy Division, DLGP replaced Ms Anne Moffat as the DLGP representative in June 2011)

Conclusion

This is an important part of planning history in Queensland and Australia which needs to be better understood and documented while the key players are still available. It will also have important lessons and implications for planning in other states and metropolitan regions.

Australian Centre for Excellence for Local Government (ACELG)

ACELG is a consortium of universities and professional bodies that have a strong commitment to the advancement of local government. This research was funded through the ACELG Research Partnership Program, established to assist councils and tertiary institutions conduct research that will benefit local government and build research capacity in the sector.

http://www.acelg.org.au/

The Council of Mayors (South East Queensland)

The Council of Mayors (SEQ) is an independent political advocacy organisation that represents the interests of Australians in South East Queensland. The Council of Mayors (SEQ) aims to influence Federal and State government policy and funding priorities.

http://www.councilofmayorsseq.qld.gov.au/

Queensland Department of Local Government and Planning (Growth Management Queensland)

Growth Management Queensland brings together growth program coordination, the planning policy, planning services, building and development, transit orientated development and infrastructure program management functions of the Queensland Department of Local Government and Planning. It also oversees and ensures the delivery of growth management initiatives in the department and across government.

http://www.dlgp.qld.gov.au/growth-management/