Collaborative Governance: Twenty Years of Metropolitan Planning in South East Queensland

John Abbott
John Abbott Planning
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Outline of presentation

Â South East Queensland (SEQ) region

Â Metropolitan government and governance

Â Collaborative governance

Â Collaborative governance arrangements and metropolitan planning in SEQ from 1990 to 2010 – five periods

Â Effective governance and planning in SEQ

Â Implications for governance in metropolitan regions
South East Queensland (SEQ) region
- 1990 – 1.8 million
- 2011 – 3.2 million
- 2031 – 4.6 million projected

18 local governments up to 2008

11 local governments now

Key:
- Major road
- Railway
- SEQ boundary
- Local government area
- Waterbody and waterway
- Regional land use categories
  - Regional Landscape and Rural Production Area
  - Urban Footprint
  - Rural Living Area

Notes: This map is not intended for reference to specific parcels of land and to be treated as indicative only. The map should also be used in conjunction with the copyright information on the inside cover of the publication.
Metropolitan government and governance

• Metropolitan areas growing rapidly — challenges for governing in a city of cities (UN Habitat 2008).

• Metropolitan ‘government’ — formal structures of power and administration — generally no metropolitan government and fragmented local government boundaries.

• Metropolitan ‘governance’ — a wider concept — of formal and informal networks — governments, the private sector and the community all play a role.

• Metropolitan governance arrangements and effective metropolitan planning are closely inter-related.

• In Australia, metropolitan governance and planning is generally tightly controlled by State governments — in SEQ the model has been different.
Collaborative governance

Good governance (is) an efficient and effective response to urban problems by (local) governments working in partnership with civil society (UN Habitat 2009).

New forms of networked and collaborative governance are evolving.

Definition of collaborative governance (Emerson et. al. 2012)

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.

The focus of this research was on collaboration between levels of government in SEQ.
‘Integrative Framework’ for Collaborative Governance

Based on Emerson et al 2012

System Context

Collaborative Governance Regime

Drivers

Collaborative Dynamics
- Capacity for Joint Action
- Principled Engagement
- Shared Motivation

Outcomes

Actions and Outputs

Interdependence
- Incentives to collaborate
- Leadership
- Uncertainty

Leadership
- Resources
- Quality interactions
- Shared commitment
- Trust

Obtaining resources
- Endorsements
- Changing policies
- Changes to institutions
- Changes to system
Collaborative governance arrangements and metropolitan planning in SEQ from 1990 to 2010

Considered in terms of five periods:

1990-1995: Initiating voluntary growth management;
1996-2000: Consolidating and implementing voluntary growth management;
2001-2003: 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
1990-1995: Initiating voluntary growth management

- Before 1989, no successful regional planning in Qld, but rapid growth in SEQ.
- New Labor State government approaches local government; agree to work in partnership on a non-statutory growth management strategy.
- SEQ 2001 community conference; high-level RPAG established; South East Queensland Regional Organisation of Councils (SEQROC) and Sub-ROCs established; RPAG Working Groups.
- Regional Framework for Growth Management 1995 endorsed by all governments and ongoing Regional Coordination Committee (RCC) established.
- Rapid growth and leadership drivers; capacity for joint action; consensus based, principled engagement; growing understanding, trust and commitment.
1996-2000: Consolidating and implementing voluntary growth management

Â New Coalition State government in early 1996; had not supported regional planning; review established.

Â Strong support from local government (SEQROC); RFGM endorsed but more on economic development; bi-partisan political support; Labor returns 1998.

Â Integrated regional sectoral strategies prepared for transport, air quality, water quality, key centres, economic development and nature conservation.

Â Updated RFGMs in 1998 and 2000; 10Y conference.

Â Rapid growth, uncertainty and leadership drivers; capacity for joint action; consensus based, principled engagement; understanding, trust and commitment; agreement to pay 50/50 for next phase ï SEQ 2021.
2001-2003: Comprehensive review and agreeing to a statutory regional plan

Â Junior Planning Minister replaces senior Minister.

Â SEQ 2021 review - Committees (PDIC) and Working Groups doing new policy development.

Â Local politicians sense that regional planning is 'off the agenda' with the State; regional landscape strategy advisory committee closed down by EPA.

Â PIA and professional & community groups initiate media campaign with Courier Mail and Brisbane Institute on green space, transport and planning.

Â Dec 2003 - SEQROC agrees unanimously to support a statutory regional plan for SEQ.

Â Rapid growth, uncertainty drivers; perceived lack of commitment and implementation by State; leadership by community & local government.
2004-2005: Preparing the SEQ Regional Plan

Â In Feb 2004 State election, Premier Beattie announces **State support for statutory regional plan** and linked infrastructure plan, **Office of Urban Management (OUM)**, return of Minister Mackenroth.

Â Labor government returned; Mackenroth sets tight timetable; SEQROC Councils agree to work jointly on plan.

Â Draft SEQRP released October 2004; **Urban Footprint (UF)** comes into effect immediately.

Â Community consultation; 8500 submissions.

Â **SEQ Infrastructure Plan** released May 2005; **SEQ Regional Plan 2005-2026** released June.

Â **Council of Mayors SEQ** established Sept 2005.

Â Rapid growth, interdependence drivers; State leadership; capacity for joint action; high level commitment; but **more dominant State role**.
2006-2010: Implementing and reviewing the SEQ Regional Plan

- Implementation of SEQRP through Urban Footprint, annual SEQIPPs, Amendment 1, planning schemes, and regional sectoral strategies.

- Machinery of government changes, in 2008 OUM abolished, **loss of SEQ focal point in State govt.**

- **Local govt. amalgamations** cause disruption. COMSEQ advocacy and adversarial role. Larger, more capable local governments.

- Review of SEQRP 2005, **no net change to UF, SEQ Regional Plan 2009-2031** released July 2009.

- Housing Affordability Strategy, ULDA tensions.

- Rapid growth, interdependence drivers; loss of capacity for joint action; reduction in leadership and trust; continued commitment to SEQRP.
Effective metropolitan governance in SEQ

- Collaborative governance evolved based on leadership by both State and local govts. and developing knowledge and commitment to effective metropolitan regional planning.

- Leadership by community/ professional groups played a part.

- Meetings of SEQ RCC and SEQROC (now RPC and COMSEQ) critical to open communication, consensus decision making, trust and developing shared commitment.

- Collaboration facilitated institutional development and agreement by all parties to a statutory SEQ regional plan.

- A more resilient metropolitan governance framework in relation to changes at State and local government levels and an evolving policy agenda.
Effective metropolitan planning in SEQ

- PIA award winning SEQ regional plans.
- Very rapid growth has been managed and liveability maintained.
- Urban Footprint in place to manage sprawl and encourage densification.
- Integrated land use and transport planning with a strong public transport focus - busways, rail extensions, integrated ticketing and Translink
- Comprehensive infrastructure program linking SEQRP priorities to the annual State Budget.
- Strong congruence between SEQRP and local government planning with infill dwelling targets.
Implications for governance in metropolitan regions

- State and local governments in metro areas have independent but inter-dependent roles.

- Based on collaborative governance models and SEQ experience, to improve intergovernmental collaboration:
  - Keeping the channels of communication open at all levels;
  - Organising connectivity ‘metropolitan forums for collaboration’
    - State to resource and chair
    - LG to organise more unified voice;
  - Responsibility of a senior politician
  - Resources to facilitate joint action;
  - Facilitating wider community input.

- Each metropolitan area is different. Take account of history and build on successes.
Thanks.

The full research report is available at:

Contact me at:

abbott.planning@optusnet.com.au or

j.abbott@uq.edu.au
References:


