

Inner Melbourne Action Plan
Progress Report
Action 5.3– Integrating public housing estates

Purpose

1. Give context as to the the ongoing masterplanning for the redevelopment of housing estates by the State Government of Victoria through the Department of Human Services.
2. Provide an overview of the recently completed, IMAP initiated, strategic program of research and consultation aimed at leveraging better community outcomes from future estate redevelopments, particularly the Collaborative Framework (the “Framework”).
3. Give an update of unsuccessful efforts to present the Framework to key State Government decision-makers and seek direction on how to expedite this advocacy program.

Background

Context: Chronology of the Estate Redevelopments Process

4. Public housing and associated estates are the responsibility of the State Government of Victoria, with Department of Human Services (DHS) the responsible agency.
5. In 2010, the Commonwealth committed \$175.3 million from the Housing Affordability Fund (HAF) to support urban renewal and a greater supply of affordable housing on the public housing estates in Atherton Gardens in Fitzroy, Elizabeth Street in Richmond and near Malvern Road in Prahran.
6. As well as redeveloping the 1960’s high-rises, surrounding state land could gain a mix of public and privately owned apartments with some mid-rise towers possibly demolished.
7. In mid-2011, the Victorian Planning Minister, Mr. Matthew Guy announced he would be the “responsible authority” for planning matters on the three estates – the municipal council is typically the responsible authority for issuing planning permits and administering the planning scheme.
8. The “Stage One” developments are being completed and will result in 188 new units at Prahran, 207 apartments at Richmond and 152 units at Fitzroy, all managed by Community Housing Associations.
9. The “Stage Two” developments are still in the planning phase, these are:
 - a. Fitzroy:
 - i. The Atherton Gardens Estate, which includes land bounded by Gertrude, Napier, Condell and Brunswick streets
 - ii. Napier Street site, which includes land at 100-110 Napier Street, and 66 and 68 Little George Street
 - b. Richmond
 - i. The Richmond Estate, which includes land bounded by Highett Street, Belgium Avenue, Vere, Risley and Church streets, Anderson Court and Lennox Street, Richmond
 - ii. Griffiths Street site, which includes 280 Highett Street
 - c. Prahran/South Yarra:
 - i. The Horace Petty Estate at 267-71 Malvern Road and 1-23 Surrey Road
 - ii. The Bangs Street Estate at 1-21 Bangs Street
 - iii. The Essex Street Estate at 2-16 Essex Street
 - iv. King Street Estate at 25-7 King Street
10. The DHS overview for Stage Two development states that, “... attracting significant levels of private investment to each site” is a “high-level objective” and that it would create “...a more economically,

socially and environmentally sustainable community". It also states there would be no net loss of the 547 public housing units at the Richmond, Fitzroy and Prahran estates.

11. The original timelines for "Stage Two" were:
 - a. Part 1 Stakeholder engagement focusing on input to vision for estates (September 2011),
 - b. Part 2 Stakeholder engagement focusing on testing preferred option/s (February 2012), and
 - c. Community presentations and exhibition period (May 2012).
12. As part of Stage Two, in late 2011 DHS commissioned research envisioning the development of the estates, with Social Impact Assessments (SIAs) performed by Roberts Evaluation and community consultations undertaken by Capire. The subsequent research reports were presented to the Councils of Yarra and Stonington in July 2012 but have not been publically released.
13. DHS recently informed the Cities of Yarra and Stonington that an extension has been obtained for the delivery of approved masterplans from their Commonwealth funding partner. The extension was predicated on enabling "more comprehensive input from Council, independent experts and the community to take place over a longer timeframe". The revised timelines are:
 - a. Finalisation of masterplan design brief: (January 2013)
 - b. Finalisation of evaluative weightings by which to assess draft designs (February 2013)
 - c. Design development and refinement of options (February-September 2013)
 - d. Community consultation on key design options (October - November 2013)
 - e. Evaluation of community feedback and expert input (January 2014)
 - f. Preparation of final design and support documentation (August 2014)
 - g. Submission to Responsible Authority (September 2014)
14. At the same time, DHS also informed the Cities of Yarra and Stonington that the Victorian Design Review Panel (VDRP) of the Office of the Victorian Government Architect (OVGA) will now be providing independent expert advice on the masterplan design briefs and masterplan design process. Review meetings are scheduled for mid-October 2012, mid March 2013, early August 2013, early October 2013 and early March 2014.
15. DHS has also now offered the following measures to improve local government engagement:
 - a. Councils are to nominate a representative to attend VDRP meetings as an "observer",
 - b. Regular meetings between the DHS and senior council managers are to be reinstated,
 - c. Establish ongoing communication between DHS representation and council counterpart Executive Managers,
 - d. Establish key presentation dates to Councillors, and
 - e. Re-establish council participation in the Community Liaison Committees.
16. In late October, the Victorian Planning Minister, The Hon. Matthew Guy, MLC. released the Metropolitan Strategy Discussion Paper. Idea 14, Developing Partnerships and Agreements, states that:
 - a. State Government and councils share responsibility for the planning of Melbourne. A partnership approach between councils and the State Government could ensure the Metropolitan Planning Strategy is implemented in a coordinated and integrated way, benefiting all Victorians over the 40 year timeframe of the Strategy.
 - b. Partnerships work well when there is a clear focus on the task at hand and formal intergovernmental agreements can provide for more certain ongoing cooperation.

Project Overview: IMAP Action 5.3 Integrating Public Housing Estates

17. Strategy 5 of the Inner Melbourne Action Plan is: "*Plan to accommodate 90,000 more dwellings by 2030.*" Activities to date include an Affordable Housing website, advocacy for an affordable housing overlay in the Victorian Planning Scheme and investigating Community Land Trusts as a mechanism to increase housing for key workers.

18. Action 5.3 is the "Integrating of Public Housing Estates into Local Areas" where it is noted that "... the eventual location, scale and design of housing on these estates – be these public, social or market rate housing or combinations thereof – will have a significant impact on the tenants themselves, surrounding communities, local services and streetscapes".
19. In early 2012, Yarra City Council took assumed project leadership of Action 5.3 with the active support of an inter-council Project Management Group (PMG). In February, a consultant brief for a research, consultation and advocacy program was submitted to and approved by the IMAP Implementation Committee. The stated project aim was for Local Governments to be "...engaged more formally, deeply and at an earlier stage of the development process, leading to better land use, infrastructure and service outcomes for our communities".
20. Beverly Kliger and Associates were appointed to the project following a competitive invitation to quote. From June to October 2012, the consultant undertook a mixed-methods consulting program – literature review, environmental scan of DHS and IMAP Council documentation and extensive face-to-face interviews with Officers from both levels of government.
21. The consulting program was effectively divided into two phases:
 - a. A "discovery" phase to establish the means and effectiveness of DHS engagement to date with Local Governments in the master planning and implementation phases of the estate re-developments.
 - a. A "solutions" phase where the consultants – with oversight from the project management group of Council officers – develop a Collaborative Framework that outline the best means (methods, processes and organisation) to facilitate a joined-up government approach; demonstrated the benefits to all stakeholders; and facilitate positive community outcomes from the redevelopment of estates.
22. An interim report was presented to the Implementation Committee at its 31 August meeting, key take outs were:
 - a. processes for the master planning of the five housing estates (Kensington, Carlton, Prahran, Richmond and Fitzroy) had all differed,
 - b. the imperative for rapid expenditure of GFC-related stimulus funds in 2009 placed pressure on DHS to expedite the projects, with negative impacts on consultation and engagement,
 - c. officers from both levels of government saw scope for working more closely and improving processes together,
 - d. it was paramount that high level decision-makers from both levels of government engage in dialogue on the proposed Framework
 - e. the Implementation Committee noted the progress on the report and held that it was vital that momentum be sustained and nominated the IMAP Executive Group discusses the draft Collaborative Framework with senior DHS bureaucrats and report back to the December meeting
23. The consultants ultimately succeeded in engaging all necessary stakeholders, including those from the DHS Property Portfolio, and should be commended for their persistence and thoughtful engagement.
24. The final report, including the Collaborative Framework, was submitted by the consultant on 26 October 2012 (see attached).
25. Key final report findings are as follows:
 - a. The starting point of all good master planning is the recognition of the complexity of the master planning process as it involve multi-layered processes and many different stakeholders
 - b. Master planning for public housing is a complex microcosm of city planning. It involves consideration of spatial concentrations of poverty and disadvantage which are resistant to traditional sectoral interventions designed and delivered in a top-down fashion by individual

- government departments, instead requiring multiple layers of government involvement with both horizontal and vertical engagement.
- c. Common success factors underpin positive master planning outcomes are:
 - i. understanding the policy and organisational context of local, State and Federal Government
 - ii. establishing and resourcing a leadership group with clear administrative systems and responsibilities for the program of works.
 - iii. engaging the appropriate range of skills (urban design, town planning, transport, community development, social planning, landscape architecture, etc.) across both state and local government
 - iv. obtaining clear agreement on a communication and consultation strategy (intra-organisational, inter-government and community)
 - d. Local government is the level of government most attuned to community needs and priorities and is best able to provide access points for community input, to convene local leaders and stakeholders for consultation and collaboration.
 - e. Collaboration with local government is a crucial (and proven) success factor in the master plan process.
 - i. master planning should fit in with and inform local plans, social and community service policy and planning and will have to take into account other developments in the area.
 - ii. master planning occurs over long time periods – a successful outcome is more likely when local government is committed to carrying the vision through to completion
 - f. There are historical precedents on inter-governmental collaboration where lessons can be learned from and applied to current master planning, including the place-based Neighbourhood Renewal and Community Renewal, as well as the Regional Management Forums, Transit Cities and Victorian Local Sustainability Accord.
 - g. The benefits of intergovernmental collaboration include: cost saving, improved consultation, decreased adversity, shared responsibility and resources, garnering local government investment, as well as better urban design, facility provision and service delivery.
 - h. The restructure of DHS into 17 local areas, that will manage service delivery in an integrated way with government and non-government organisations along functional not divisional lines, gives further impetus to intergovernmental collaboration.
26. The Framework is comprehensive and stipulates purpose, guiding principles, models of process and governance, plus possible clauses to be included in any future agreement between the two levels of government.
- a. Purpose:
 - i. To facilitate the creation of economically, socially and environmentally sustainable communities.
 - ii. To ensure effective and comprehensive assessment of the physical and social development required to support integration of public housing within the local community, effective community building for public housing tenants and good quality place making.
 - b. Principles:
 - i. Recognition of shared skills and shared responsibilities
 - ii. Identifying challenges and possible solutions
 - iii. Effective strategic policy, planning and assessment processes
 - iv. Transparency
 - v. Accountability through open communication and clear reporting
 - vi. Formal agreement

vii. Clear and Open Communication Process

(N.B. Please refer to Section 5 of the attached Final Report for more information)

Issues

27. The CEOs seek to present the Collaborative Framework to State Government.
28. Malcolm McCall (Project Team Leader and Coordinator Community Planning at Yarra City Council) wrote and telephoned on behalf of the Yarra CEO Vijaya Vaidyanath, with regards to scheduling a meeting between the IMAP Executive Implementation Committee members and the Director Property DHS, Fiona Williams, the Secretary of DHS, Gill Callister, and the Minister for Housing The Hon. Wendy Lovell MLC (at the Minister's request). Correspondence was sent to all three respective executive assistants (EAs) and copied to the offices of CEO EAs.
29. The EA to the Minister advised that in the first instance, they have referred the request to the offices of the Director Property and Executive Director Disability Services DHS. Mr McCall advised that he was under instruction from the IMAP Implementation Committee to secure a meeting between the CEOs and Minister Lovell, Gill Callister and Fiona Williams. There has been no further incoming communication from any of these parties at State Government.

Conclusions

30. The recent measures put forward by the State Government to improve local government engagement – e.g. presence at VDRP meetings as an “observer”, participation in Community Liaison Committees – while welcome, still relegate the role of local government to that of stakeholder.
31. The extended timeline provides the opportunity to establish a master planning process with agreed roles and responsibilities for state and local government and clear communication and accountability mechanisms.
32. The slum reclamation projects instituted by the Housing Commission across inner Melbourne in the 1960s and early 1970s resulted in so called “slum” areas being replaced with the 21 high-rise housing estates still standing today – an asset life of over 50 years and counting. The redevelopment of these particular estates presents a once in a generation, “transformative” opportunity to improve quality of life for communities on and near the estates.

Recommendation

33. That the IMAP Implementation Committee **accept** the Final Report, *State and Local Government Collaboration: The Future Direction for Master Planning Public Housing*.
34. That the IMAP Implementation Committee **provide direction** as to the best means to expedite this advocacy program; specifically the presentation of the Collaborative Framework to the key decision makers listed herein.

IMAP Action 5.3
Integrating Public Housing Estates

Final Report

**State and Local Government
Collaboration:
The Future Direction for Master Planning
Public Housing**

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Contents

1. Introduction and Background	1
1.1 Introduction	1
1.2 Background	1
2. Master Planning	2
2.1 Good Practice	3
2.2 Master Planning for Public Housing Redevelopment	4
3. State and Local Government Collaborations	5
3.1 Brief History	5
3.2 The Benefits	7
3.3 The Challenges	8
3.4 Conclusion	9
4. The Future Direction for Master Planning Public Housing	10
4.1 Rationale	10
5. The State and Local Government Public Housing Master Planning Collaboration Framework	11
5.1 Purpose	11
5.2 Guiding Principles	11
5.3 A model of the master planning collaboration framework	12
5.4 Establishing a Collaborative Master Planning Process	14
1. Agreed Vision	15
2. Agreed objectives and outcome measures	16
3. Accepted decision making proces	17
4. Agreement as to communication and information dissemination processes	18
5. Accountability and monitoring of commitments and outcomes	19
The Master Planning Collaboration Agreement	20
References	21
Appendix 1 List of People Consulted	22

1. Introduction and Background

1.1 Introduction

The Inner Melbourne Action Plan (IMAP) is a collaborative partnership between the Cities of Melbourne, Port Phillip, Stonnington and Yarra. Together the Councils work on projects which strengthen the liveability, attractiveness and prosperity of the Inner Melbourne Region. The IMAP Committee constitutes the Mayors and Chief Executives of the Cities of Port Phillip, Yarra and Stonnington and the Chairman of the Future Melbourne (Planning) Committee and Director of City Planning and Infrastructure at the City of Melbourne.

IMAP Action 5.3 is Integrating Public Housing Estates in Inner Melbourne. The action is to 'work with the Office of Housing to redevelop public housing estates so they better integrate with adjacent areas'.

Beverley Kliger & Associates has been contracted to undertake research and to propose a strategy to assist the Committee to leverage better outcomes from the Office of Housing's public housing redevelopments.

This paper presents a state and local government master planning collaboration framework for public housing redevelopment. The framework has been developed following a review of literature regarding master planning, and consideration of the current process of master planning for public housing following consultations with representatives from local and state government.¹ A list of the people consulted in the project is set out in Appendix A.

1.2 Background

The redevelopment of large public housing estates in Victoria is relatively new, with the first major redevelopment having taken place at the Kensington Estate from 1990 to 2012. The second housing redevelopment that involved a master planning process occurred at Carlton Housing Estate. In 2010 the Commonwealth government, through the Housing Affordability Fund (HAF), provided \$175.3 million to build 547 dwellings on the Fitzroy, Prahran and Richmond housing estates. This financed the construction of Stage 1 of the redevelopment of the three HAF redevelopments, specifically:

1. Fitzroy Estate redevelopment, including Atherton Gardens
2. Prahran Estate redevelopment, including Horace Petty Estate
3. Richmond Estate redevelopment, Elizabeth Street

The comprehensive redevelopment of public housing estates encompasses long periods and is often carried out in stages. The Carlton Housing Estate redevelopment is estimated to be 8

¹ The review of the current master planning process and concerns is set out in the August 2012 Preliminary Report for this project.

years for completion (finalisation due in 2015) and the redevelopment at Fitzroy, Richmond and Prahran is between 10 and 20 years for completion (commenced in 2010).

The master planning process considers the total redevelopment of each public housing estate. However, whilst the final master planning process is being developed, construction on the first stage of the estate redevelopment has occurred without clarity as to the role of local government or integration with the redevelopment of the entire estate.

The initial master planning process that was proposed for the three HAF funded housing estates by the State government has not proceeded in line with the original timelines. This initial master planning process lacked clarity regarding the role of local government in the process.

The recent revision of the timeframe for the master planning process for the three HAF funded estates (that is, Fitzroy Estate redevelopment, Prahran Estate redevelopment, Richmond Estate redevelopment) has extended the due date for the master design brief to early 2013, consultation on the key design options till October - November 2013 and the expected submission date of the final master plan to September 2014.

This extended timeline provides the opportunity to establish a master planning process with agreed roles and responsibilities for state and local government and clear communication and accountability mechanisms.

2. Master Planning

A master plan is a formal planning mechanism that describes and maps an overall development concept, including present and future land use, urban design and landscaping, built form, infrastructure, circulation and service provision.² It is based upon an understanding of place and it is intended to provide a structured approach to creating a clear and consistent framework for development. Master plans are about setting out a vision for an area undergoing change and a strategy for implementing that vision.

A master plan aims to:

- Improve amenities and access
- Activate community spaces
- Stimulate growth and strengthen communities.³

At the same time it is recognised that each master planning project is unique, with special local site conditions, use patterns, social context and a range of different organisations and communities involved.

² Adopted from the Scottish Government *Planning Advice Note 83 Master Planning*
<http://www.scotland.gov.uk/Publications/2008/11/10114526/0>

³ Department of Planning and Community Development and Growth Areas Authority *Guide to Delivering Community Precinct Planning* (undated) www.dpcd.vic.gov.au

2.1 Good Practice

Key attributes of good practice in master planning are able to be drawn out of a review of international best practice and reports regarding master planning. Below is a summary of these key attributes.

Complexity: The starting point of all good master planning is the recognition of the complexity of the master planning process as it involves:

- Multi-layered processes and outputs with multiple stages of the process requiring numerous inputs, such as resources and a range of expertise, various information gathering and consultation processes.
- Many different stakeholders including the funding organisation, local groups, businesses, different state government departments and the local government (whose concerns are sometimes conflicting).⁴

Local government is critical: All the master planning literature reviewed emphasise that collaboration with local government is a crucial success factor in the master plan process. Local government is essential to master planning as the development should fit in with and inform local plans, social and community service policy and planning and will have to take into account other developments in the area.⁵

As master planning occurs over long time periods with considerable time lags between designing and implementing a master plan, a successful outcome is more likely when local government is committed to carrying the vision through to completion.

A positive relationship with local government involves mutual trust, understanding and compromise, as well as flexibility to assist with implementation and achieving a positive quality of place.⁶

Common success factors that underpin achieving a positive master planning outcome are:

1. Understanding the context of varying local, State and Federal Government policy, regulations and plans and differing organisational environments, policies, strategies and business imperatives⁷ and building relationships and alliances across the tiers of government.
2. Establishing and resourcing a leadership group with clear administrative systems and responsibilities for the program of works.
3. Engaging the appropriate range of skills and expertise required in master planning across both state and local government - that is urban design, town planning,

⁴ Commission for Architecture and the Built Environment (CABE), 2008, *Creating Successful Masterplans: A Guide for Clients*, United Kingdom www.cabe.org.uk

⁵ Referred to in both DPCD and CABE guides for master planning and the *ATLAS Guide: Planning for Large Scale Development*, Advisory Team for Large Applications, 2011, developed by the Department of Communities and Local Government, United Kingdom <http://www.atlasplanning.com/page/index.cfm>

⁶ World Health Organisation, *European Sustainable Development and Health Series 3: A guide to orientating urban planning towards Local Agenda 21*, 1999 http://www.euro.who.int/__data/assets/pdf_file/0013/101605/E77398.pdf

⁷ DPCD Guide, op.cit.

transport/movement, community development, social planning, landscape architecture, ecology, and environmental performance.

4. Obtaining clear agreement on a communication and consultation strategy for intra-organisational and inter-government involvement as well as working groups, community liaison groups and community consultation.

2.2 Master Planning for Public Housing Redevelopment

Master planning for public housing involves consideration of spatial concentrations of poverty and disadvantage which are resistant to traditional sectoral interventions designed and delivered in a top-down fashion by individual government departments. What is required is place-sensitive planning, policy and strategic responses that have been developed with knowledge of the particular circumstances in communities, and delivered through collaborations crossing functional boundaries and departmental silos.⁸ Vale (1996) proposes that partnership across professionals with different agendas and priorities is essential for successful public housing redevelopment.⁹

Master planning of large public housing estates is a complex microcosm of city planning. Master planning for public housing cuts across departmental boundaries and is unable to be solved through the actions of one agency. The importance of collaboration between state and local government in planning and managing cities has recently been recognised by the COAG Reform Council. At a COAG forum in May 2012 it was pointed out that collaboration between tiers of government is a necessity as both state and local governments are essential to achieving the city planning goals and strategic outcomes, and that *'no one government, or level of government, has all the answers to city planning nor the ability to achieve their goals in isolation.'*¹⁰

Public housing redevelopment, especially large scale estate redevelopment, requires multiple layers of government involvement both across tiers of government and within each level of government. As such the engagement of governments requires both horizontal and vertical engagement.

The horizontal engagement, intra-government, relates to ensuring the master plan takes account of the expertise and information relevant to the redevelopment such as urban planning (the Department of Planning and Community Development), community services (Department of Human Services), recreational services (Sport and Recreation Victoria within the Department of Planning and Community Development), transport (Department of Transport), health services (Department of Health), emergency responses (Department of Justice and various emergency service agencies) and education (Department of Education and Early Childhood Development).

Vertical engagement, inter-government, relates to the collaboration across tiers of government particularly state and local government engagement. Local government is important as it holds extensive in-depth knowledge of local use, transport and communities and is well placed to weave in different strategies focused on place based planning and service delivery.

⁸ Wolfe D. A., 2011, *Regional Resilience and Place-based Development Policy: Implications for Canada* Royal Bank, Chair in Public and Economic Policy and Director, Program on Globalization and Regional Innovation Systems Munk School of Global Affairs University of Toronto, Paper presented to the Annual Meeting of the Canadian Political Science Association Wilfred Laurier University, Waterloo, Ontario

⁹ Vale J., 1996, Public Housing redevelopment : Seen Kinds of Success, Housing Policy Debate, Volume 7 Issue 3

¹⁰ http://www.coagreformcouncil.gov.au/media/speeches/speech_20120427_CEDA_Sydney_McClintock.pdf

The multiple layers of involvement at both the state and local government levels points to collaboration between state and local government as the most effective process for master planning of public housing redevelopments.

3. State and Local Government Collaborations

3.1 Brief History

Working in collaboration between state and local government for master planning public housing follows the well-established precedent of collaboration between state government departments and across state and local government in Victoria.

State and local government collaborations have involved joining up government action that entails cross-cutting policy issues such as the Victorian Local Sustainability Accord, a collaboration between Department of Sustainability and Environment, Municipal Association of Victoria, Victorian Local Governance Association and local governments.

Whole-of-government or joined up government process is often undertaken when there is a focus on outcomes for local communities and place-based policy and action. Place-based policy targets specific neighbourhoods or communities for integrated interventions that respond to location-specific challenges, and engage fully the ideas and resources of residents.¹¹

Joining up government actions through place-based activities in Victoria have focused on reducing inequalities and social and economic disadvantage. There has been an extensive range of joined up place-based initiatives including Regional Management Forums, Neighbourhood Renewal, and Community Renewal and Transit Cities. More recently the State government has acknowledged that critical to the success of development of community precincts, both in growth areas and redevelopments, is partnership between state and local government in the planning and development of these precincts.¹²

Neighbourhood Renewal was a collaboration between Department of Human Services (acting as the lead agency), other state and local government agencies to identify community priorities and facilitate investment in programs and services. Neighbourhood Renewal has been carried out at 19 sites which were selected on the basis of disadvantage and a high concentration of public housing.

¹¹ State Services Authority, 2007, Victorian approaches to joined up government: an overview

¹² Department of Planning and Community Development and Growth Areas Authority, 2010, *Guide to Delivering Community Precinct Planning*, http://www.dpcd.vic.gov.au/data/assets/pdf_file/0016/61333/Guide-to-Delivering-Community-Precincts.pdf

Maryborough Neighbourhood Renewal

The Maryborough Renewal project involved working in a range of partnerships. Local government, the Central Goldfields Shire Council, was a key partner and took primary responsibility for the place management team. The project was supported by a Memorandum of Understanding between the Central Goldfields Shire Council and the Department of Human Services which set out the roles and responsibilities for each tier of government. The success of this project (which received \$1 million in State Government funding in August 2012, extending the program to June 2015) is due to “the results achieved ...when government, local agencies and residents plan and deliver projects”¹³.

Community Renewal was a collaboration with Department of Planning and Community Development (acting as the lead agency), other state government departments, local government, and the community, to work in disadvantaged urban communities to bring together the local community and governments to address inequalities and improve outcomes for community members.

These joined up projects have recognised that local government is essential to the governance of the place-based policy, planning and service delivery activities. Local government is the level of government most attuned to community needs and priorities and is best able to provide access points for community input, to convene local leaders and stakeholders for consultation and collaboration. Additionally, municipal knowledge is an important input essential to effective implementation and evaluation. The contributions of local governments in joined up state and local government collaborations have included:

- Convening community leaders and coordinating their efforts
- Tapping into local knowledge to help ensure the balance between the targeted and spatial policies of the different levels of government
- Monitoring and reporting on changing socio-economic indicators in local places
- Planning the physical layout of areas, scope and location of services with knowledge regarding of the local community, facilities and services, urban environment and infrastructure
- Providing access points for community input and reaching out to marginalised groups
- Developing accountability frameworks responsive to unique local conditions
- Undertaking long term monitoring and evaluation

Similarly, the 2006 intergovernmental agreement on local government matters between Commonwealth, State and Territory and Local governments recognised the extensive role and

¹³ Victorian Government, More funding for Maryborough Neighbourhood Renewal Thursday, 09 August 2012
<http://www.premier.vic.gov.au/media-centre/media-releases/4604-more-funding-for-maryborough-neighbourhood-renewal.html>

authority held by local government, setting out that local government plays a critical role in town planning, health and environmental protection, as well as the provision of health services and cultural, leisure and sporting facilities.¹⁴

Collaboration across government is particularly suitable to master planning as it deals with complex and longstanding issues which cross government and portfolio boundaries. At the same time collaboration can foster the development of joint priority and attention by the relevant organisations for a time limited period.

3.2 The Benefits

Some of the benefits of working collaboratively across state and local governments include:

Cost saving: Early involvement of local government in master planning public housing will provide cost savings for the state government by capitalising on existing expertise of local government regarding the public housing site, needs of residents of both public housing and the broader community, the physical and social characteristics of the location surrounding the public housing estate, open space usage and needs, and non-government and private social and community service providers and facility managers.

Improved community and public consultation processes: Early involvement of local government is integral to achieving effective community consultation because local government has existing knowledge of the neighbourhood, community leaders and pressure groups.

Decreased adversity: Local government can assist in identifying potential conflicts within the local community, and facilitating discussion with a hostile community such as gentrified opposition to social housing.

Positive public image: Collaboration would reduce duplication or confusion regarding consultancy and engagement with the community and engender public confidence in the master planning process. Increased transparency of whole-of-government decision making is required to increase community confidence

Greater support for implementation: Engaging local government and relevant state government departments early in the master planning ensures greater support and traction across Government and the community leading to smoother implementation processes.

Shared responsibility and resources: Clear engagement of local government will foster coordinated government investment by both state and local government. For example it would enable local government to take account of the master planning in any anticipated investment and future proposals for service and facility development.

Opportunity for garnering local government investment: Engaging local government in the master planning provides the opportunity and environment for leverage of local government investment.

¹⁴ The Inter-Governmental Agreement Establishing Principles Guiding Inter-Governmental Relations on Local Government Matters, 2006, op.cit.

Improved impact assessments: Local government service planning capacity enables it to assess impacts of population change on community facilities, services, open space and recreational usage. Similarly local government has extensive knowledge of vehicle, cycle and pedestrian movements at the neighbourhood level.

Timely decision-making: Regular information exchange and engagement with local government could establish a briefing timetable, reducing holdups caused by one-off and repeated briefings to Councillors who have felt they have been outside of the development and decision-making processes.

Better urban design, facility provision and service delivery: Having all relevant stakeholders present to combine skills, capacities and expertise enables better resolutions to urban design and facility provision and service delivery issues. Collaboration provides an opportunity to assess an issue from multiple perspectives and develop informed solutions that might not have been reached by one agency acting alone.

Potential for mutual learning and capacity building: The collaboration process can stimulate the development of networks and supportive relationships to engender inter-agency commitment to the achievement of long term implementation and outcomes.

Promoting increased trust between state and local government partners: Working collaboratively can break down the barriers between tiers of government and has the potential to foster the development of future collaborations.

3.3 The Challenges

At the same time it is acknowledged that the greatest challenge of working in a whole-of-government collaboration is not the multi-lateral nature of the endeavour but the daily task of working across boundaries to ensure that outcomes are achieved.¹⁵ Some of the known barriers or challenges include:

Lack of clear lines of responsibility and accountability: Where issues assessment and/or solutions cut across multiple agencies or portfolios there is often difficulty in ensuring political or Ministerial buy-in and accountability for arrangements due to lack of clarity as to who is responsible for each aspect of the master planning process.

Resource intensive: Working collaboratively can be time consuming, more expensive and it may be difficult in some cases to reach a resolution that is supported by all parties, therefore delaying implementation.

Used as a co-option or marketing tool: There is a risk that collaborative arrangements may be used to 'sell' decisions that have been made elsewhere or previously by agencies, so that the outcomes may not be truly collaborative.

¹⁵ State Services Authority, 2007, Victorian approaches to joined up government an overview, State Government of Victoria

3.4 Conclusion

This summary of the benefits of state and local government collaborations indicates that the benefits of collaboration outweigh the challenges. Moreover, the precedent of numerous and successful experiences of Victorian place-based state and local government collaborations indicates that this may well be the most appropriate and effective process for master planning public housing redevelopment.

4. The Future Direction for Master Planning Public Housing

A collaborative framework has been proposed to assist both the state and local governments clarify the purpose and expectations of both tiers of government for the site-specific master planning process, engender trust and formulate effective implementation of the master plan.

As each master plan is location specific with unique physical and social characteristics, needs and priorities, the state and local government master planning collaboration framework can be adapted to the circumstances of each specific master plan.

4.1 Rationale

Working across government and department boundaries allows consideration of the complexity of the issue and acknowledges that a range of skills and expertise is required to achieve successful outcomes. Inclusion in the master planning process of the relevant state government departments and skills and expertise of local government will ensure that both levels of government which are essential to successful implementation and ongoing management have a sense of ownership and responsibility for developing a sustainable, comprehensive and inclusive master plan.

Working in a state and local government collaboration for master planning public housing is compatible with the restructure of Department of Human Service (DHS) to ONE DHS, as a focus of the restructure is on place-based integration and delivery of services from central office to Area and Regional Offices. Management of master planning of public housing will be carried at DHS central office which is being re-organised with the integration of policy, program management and corporate functions along functional lines.¹⁶ This is being carried out to remove program silos, reduce duplication and increase efficiency, which are also some of the benefits of working in a state and local government collaborative master planning process.

Additionally the restructure of DHS into 17 local areas that will manage service delivery in an integrated way with government and non-government organisations along functional not divisional lines, supports local and state government working in collaboration.

A major risk of not working across government in a collaborative manner is that the full range of experience and skills available and required for a master planning process may not be used or may be ignored. Additionally risks that may be known by one department or tier of government may not be acknowledged or dealt with in the master planning process. Moreover, working in a collaborative process on agreed place-based master planning should ensure the shared goals and outcomes take account of each level of government's organisational goals.

It is recognised that adopting a collaborative approach to master planning between state and local government can entail the development of new relationships and partnership structures which take time. However, at the same time a collaborative process provides a mechanism for cultivating an effective implementation process and achieving measurable outputs, such as safer streets, better housing, and responsive services in a locality.

¹⁶ DHS website www.dhs.vic.gov.au accessed 10 October 2012

5. The State and Local Government Public Housing Master Planning Collaboration Framework

This section of the paper sets out the purpose, objectives, the guiding principles of a state and local government public housing master planning collaboration framework. The key to forming any successful cross government collaboration is in the planning and establishment process. As such the paper sets out the five major stages that need to be undertaken in establishing the state and local government master planning collaboration for public housing redevelopment.

5.1 Purpose

The purpose of a state and local government collaborative master planning process is:

- To facilitate the creation of economically, socially and environmentally sustainable communities.
- To ensure effective and comprehensive assessment of the physical and social development required to support integration of public housing within the local community, effective community building for public housing tenants and good quality place making.

5.2 Guiding Principles

To create and develop effective master planning that encompasses the physical and social aspects of public housing redevelopment requires:

1. Recognition of shared skills and shared responsibilities

Both state and local government have expertise, knowledge, authority and responsibility. The collaboration should commence with identifying shared objectives, strategic interests and responsibilities. This will assist with gaining an understanding of the roles, needs, competencies and potential value-add of the respective state and local government departments and the extent to which they can reinforce strategic policy processes and impact assessment.

2. Identifying challenges and possible solutions

Each new redevelopment project requires scoping and assessing potential challenges to achieving collaboration between local and state government and across each level of government. The exploration of the challenges facing the collaboration process should result in development of effective mechanisms and time frames for urban design, physical and social impact assessment and community engagement.

3. Effective strategic policy, planning and assessment processes

It is recognised that collaboration is not an end in itself but a means for both state and local government to improve the quality and impact of the strategic, social policy and community development processes relating to master planning for public housing redevelopment. The

choice and selection of the appropriate departmental and strategic partners should be determined by what each department or division and its representatives can contribute to improving the quality of the planning, design, social impact assessment, community engagement and community building required to fulfil the master planning objectives for the specific site.

4. Transparency

This involves both levels of government being willing to discuss their respective goals and aspirations for working together, as well as their concerns and limitations. It also entails agreeing to be open to discussing issues, at the outset and as they arise, that have the potential to affect the master planning process, the quality of the redevelopment and the integration of the public housing estate.

5. Accountability through open communication and clear reporting

A system for information gathering and sharing must be agreed and established. Information and communication systems that have clear reporting mechanism will be maintained between collaboration partners. All partners should receive and share information, and respond to the information they receive within the indicative response time frame that has been agreed upon.

6. Formal agreement

The collaboration should be underpinned by a set of procedures and agreements which specify the key representatives from each state and local government department or division and their role and responsibility within the master planning process. Each master plan agreement should set out clear lines of responsibility for each level of government and joint monitoring and evaluation mechanisms.

The formal agreement could be in the form of a memorandum of understanding or a master planning program and work plan.

7. Clear and Open Communication Process

Establish and agree to a communication process for decision making procedures. This entails regular and routine communication and information sharing.

5.3 A model of the master planning collaboration framework

Each master planning process requires a leadership group to oversight and guide the urban design, physical and social planning including social impact assessment and community engagement in the master planning. This leadership group's role is to oversee and monitor the master planning process.

Members of the leadership group should be senior officers from the local government and state government (at a minimum the Department of Human Services head office and regional office). All planning, research, community liaison committees and other working groups would regularly report to the leadership group.

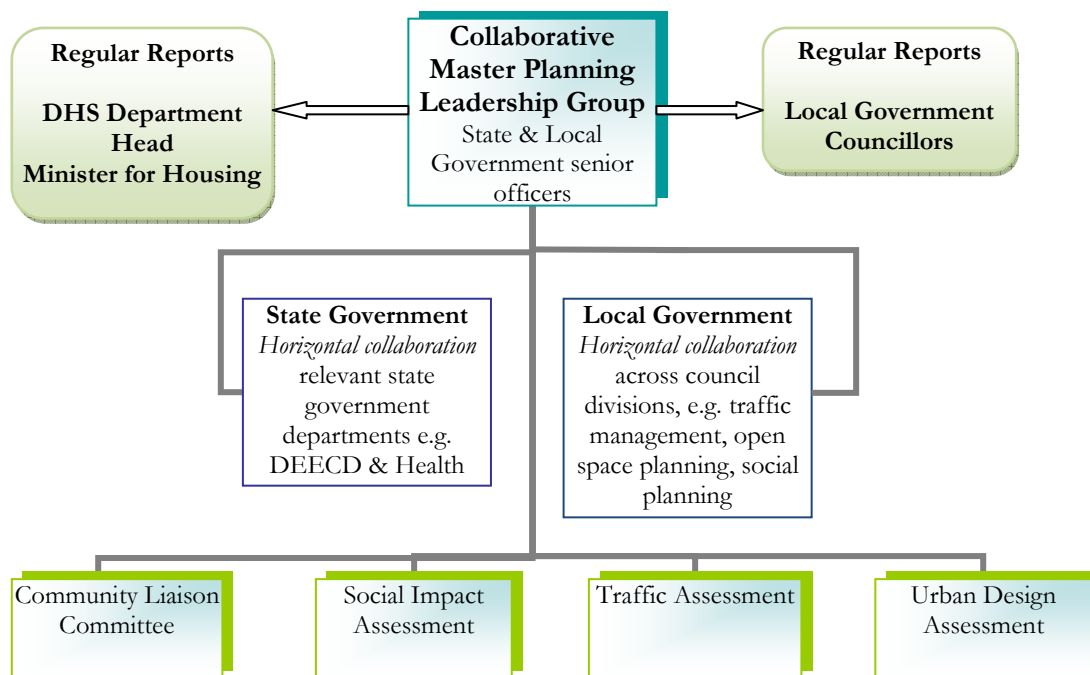
The leadership group would provide regular reports on the progress of the master planning process to local government Councillors and the DHS Secretary, as well as senior managers and

state government department heads that have services and programs that may be affected by the redevelopment (e.g. Department of Health, Department of Education and Early Childhood Development) and the local community liaison committee. To facilitate the process both local government and state government will establish a clear internal process for intra-organisational communication i.e. horizontal engagement between officers from different divisions.

A formal collaboration agreement should set out local government and state government's determination as to the appropriate staff position(s) to be involved in each aspect of the master planning process and their roles and responsibilities (for example, staff with expertise in urban design, community development, strategic planning and social planning).

The figure below provides an outline of the collaborative master planning process.

Figure 1 Model of Master Planning Collaboration Process



The success of the collaborative process for master planning is dependent on getting the process right at the beginning. Working across government departments and portfolios entails horizontal engagement across state government departments and divisions within local government. Vertical engagement entails working with different tiers of government that is, state and local government. It takes effort and requires the development of new processes and a commitment to reaching an agreed vision, objectives, process for master planning and clarifying the roles and responsibilities of each level of government.

5.4 Establishing a Collaborative Master Planning Process

An establishment process has been set out to enable a robust and comprehensive assessment of the key elements required for forming an effective collaborative master planning process taking account of both the constraints and opportunities available to state and local governments. One of the key elements to be considered in each collaboration is the specific organisational culture that operates at each local government.

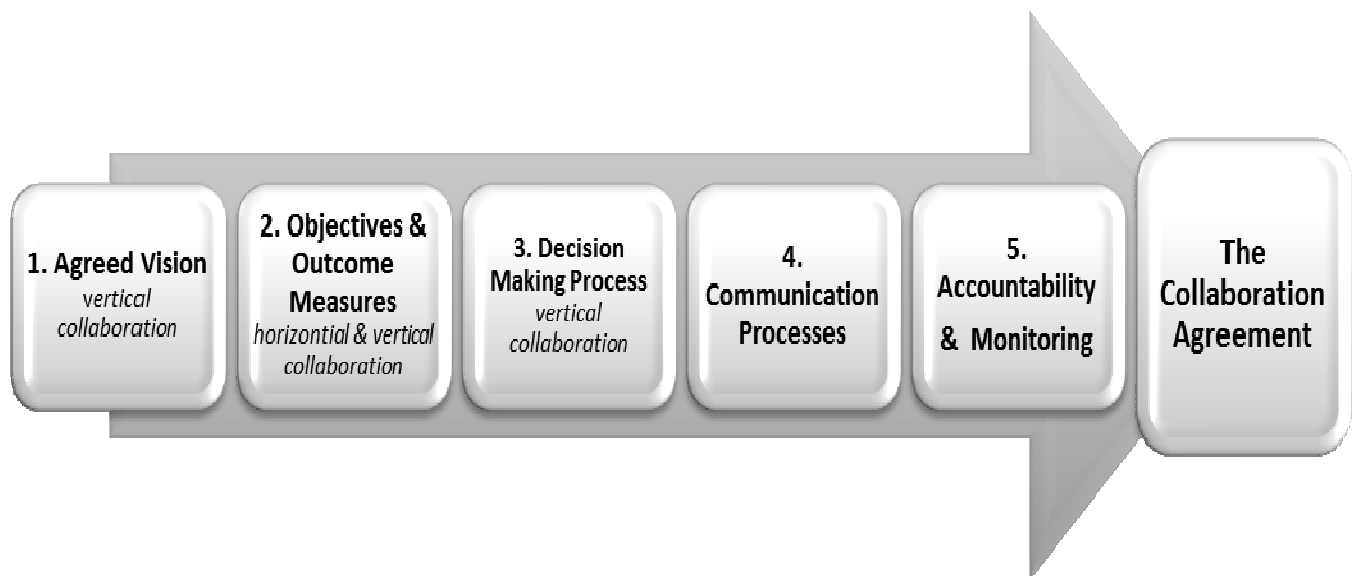
The establishment process will assist with obtaining early buy-in and commitment to the vision and objectives of the master plan from both levels of government. Additionally, it is an effective way of considering the differences between the levels of governments and different government departments. It also provides the mechanism for gaining an understanding of how these differences can be managed and provided for when determining outcomes, the lead agency and the role and the roles and responsibilities of all parties.¹⁷

The Establishment Phase entails five steps. The discussions and agreement to these steps is best carried out by senior officers from the local government and state government, the Department of Human Service head office and regional office, with delegated authority to reach agreement and make decisions. The agreement reached at the culmination of these discussions will form the basis of the formal collaboration agreement, such as a joint work plan or memorandum of understanding.

The steps involved in the establishment of collaborative master planning process are set out below. These steps are provided as a framework to inform the negotiations and discussions that are required to set up each state and local government collaborative master planning process. Each state and local government collaborative master planning agreement may have a mix of common and unique processes. The differences in each state and local government master planning collaboration agreement should reflect the particular local government's operational system and organisational culture as well the specific characteristics and needs of each master planning site.

¹⁷ Connecting Government -whole of government responses to Australia's Priority Challenges, 2004, Management Advisory Committee, Commonwealth of Australia

Figure 2 Establishment Phase of a Collaborative Master Planning Framework

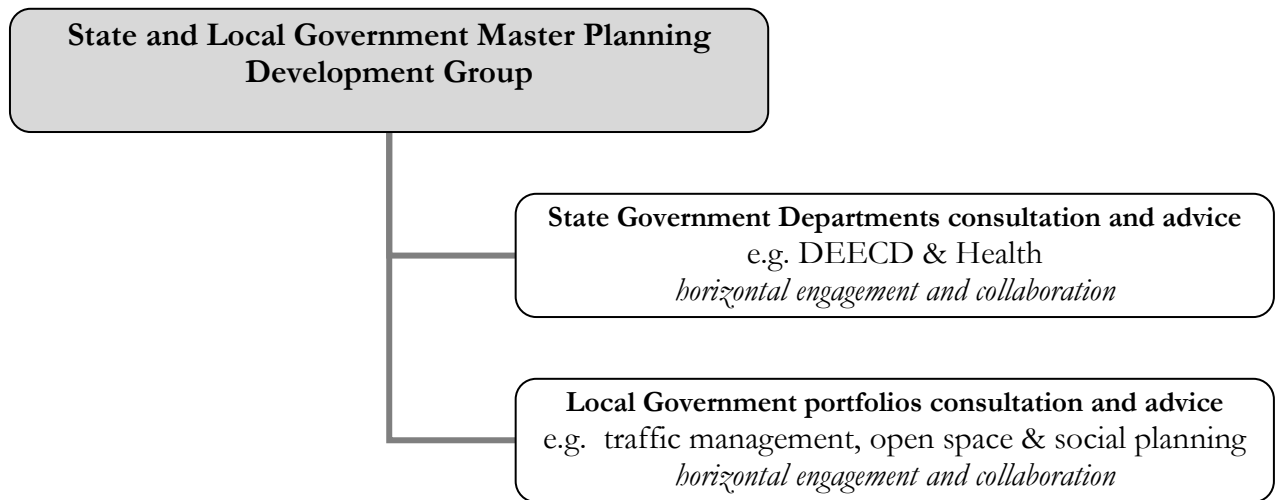


1. Agreed Vision

The key to development of the overarching vision for the specific public housing master plan is to be as clear as possible as to the intention of the master plan process. This involves vertical engagement of senior officers from both state and local governments. Setting the vision should involve all parties being willing to discuss their respective goals and aspirations for the master plan as well as for working together. The discussion of the vision for the plan for a site will enable each level of government to gain an understanding of the other tier of government's aspirations and limitations associated with the specific public housing redevelopment.

A key aspect of this first step in the establishment phase is agreeing to a timeframe for conducting the establishment phase and completing a master planning collaboration agreement.

2. Agreed objectives and outcome measures



The objectives of the master planning process needs to be clear and agreed to by both levels of government. The objectives should be set out in concrete terms with associated indicators of success, and proposed time line for their achievement.

In a public housing master planning process there needs to be clarity and agreement as to a range of objectives including:

- Housing mix by tenure i.e. public, community and private
- Infrastructure i.e. facilities and service development (social, educational, recreational)
- Open space
- Social impact assessment
- Community engagement and development.

Example of Public Housing Master Planning Objectives

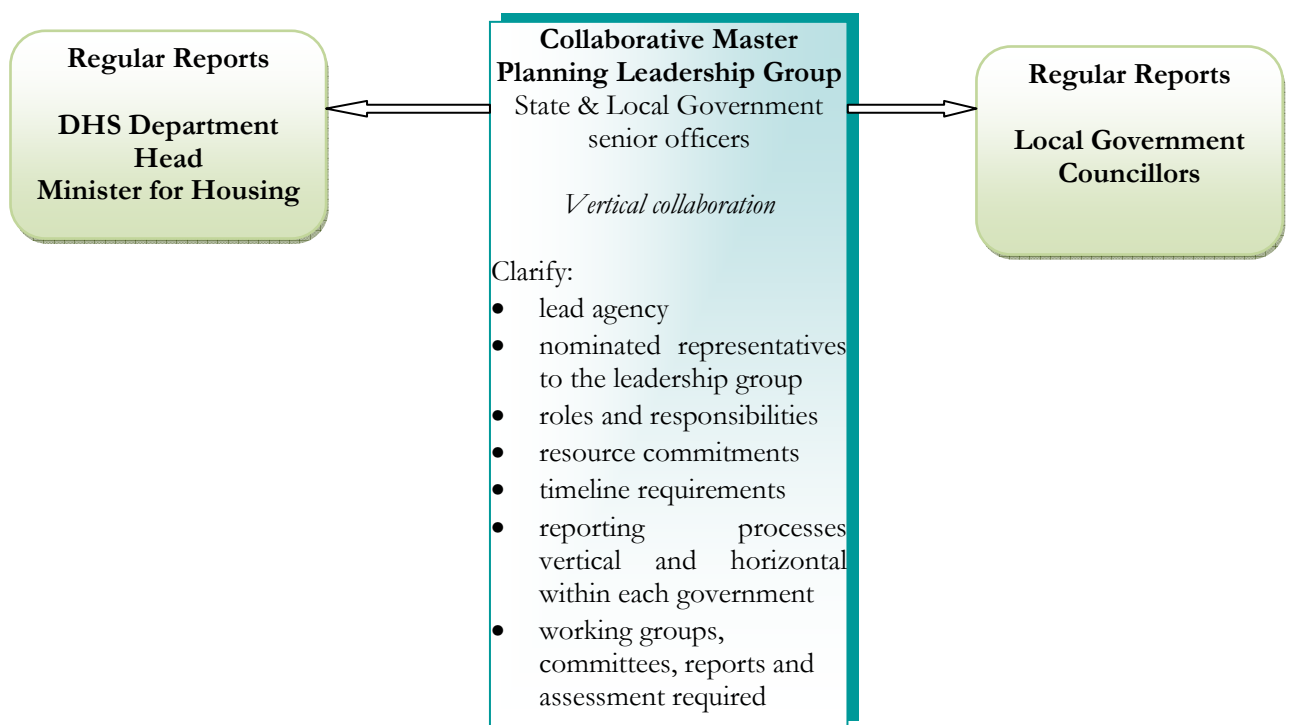
- Retaining the current amount of public housing and grow social and affordable housing options
- Improving the site amenities including open space and community spaces
- Stimulating integration with the local community and encouraging a sense of belonging and positive sense of place
- Improving access to services, facilities and economic development opportunities
- Incorporating environmental sustainability in the design.

In line with the guiding principle of transparency this discussion can involve what is not negotiable for any level of government, such as a minimum proportion of public housing stock following the redevelopment.

This determination of the objectives entails a vertical engagement process between senior officers from state and local government. The advantage of this detailed discussion and agreement to the objectives and the associated outcomes is that it encourages consideration of the range of skills, knowledge and resources the master plan process requires and which state government departments and local government divisions should be engaged and what information should be gained via external contactors.

This second step in the establishment of the master planning process provides the basis for establishment of horizontal engagement required at both state and local government. Both local government and state government can then establish clear internal processes for intra-organisational communication, i.e. horizontal engagement between officers from different divisions

3. Accepted decision making process



The key to this discussion is an understanding that the collaboration is being formed to leverage the skills, knowledge, perspectives and other resources each partner brings to the master planning process to achieve the agreed vision and shared objectives. It is at this stage the different decision making processes, timeframes and requirements of each tier of government should be identified. Thus, the discussion should identify roles and responsibilities and type of resources brought to the master planning collaboration by each tier of government.

Given the complexity and multiple levels of expertise required in a master planning process a leadership group should be established with terms of reference, membership, and meeting frequency.

The members of the leadership group should be senior officers from the local government and state government (at minimum the Department of Human Services head office and regional office).

The leadership group would provide regular reports regarding the progress of the master planning process to local government Councillors and the DHS Secretary, as well as senior managers and state government department heads that have services that may be affected by the redevelopment (e.g. Department of Health, Department of Education and Early Childhood Development) and the local community liaison committee.

The outcome of this stage should be agreement as to the appropriate lead agency, the leadership group and the appropriate representative from each tier of government for the leadership group. Additionally, given consideration has been undertaken as to the full extent of the skills and information required in the master planning process, agreement needs to be reached about:

- How to include and engage with other state government departments
- What planning, research, community liaison committees and other working groups are required for the master planning process.

The determination of the leadership group can include consideration of whether an existing group or committee with senior management representation at either level of government, state or local, can be restructured or expanded to encompass the requirements of leading the master planning process.

4. Agreement as to communication and information dissemination processes

Maintaining agreed communication processes is key to building trust and understanding between the collaboration parties. Essential to the communications process is the establishment of formal structures, such as committees and working groups, to identify and support specific tasks required as part of the master planning process such as the social impact assessment, urban design, traffic impact, community liaison and consultation and community engagement mechanisms. The determination of the skill levels and expertise required in developing the agreed objectives and outcomes combined with the agreed decision making process will lead to development of an agreed communication system.

To ensure an open and transparent communication system the following elements need to be agreed upon:

- Determination of a central information collection point, at each level of government, for all forms of written communication, including request for information and receipt of advice from a range of state and local government departments.
- Identification of appropriate stakeholders, from both levels of government, the community and private and non-government sectors, to be involved in specific committees or working groups.

- The respective role and responsibilities of both state and local government in working groups.
- Working group and committees draft terms of reference, reporting process from committee and working groups to the leadership group and leadership group to working groups.
- Establishing the public, community consultation and engagement process including the process for dissemination of information to the public including a key contact point, mode of delivery of information (e.g. website) and a list of frequently asked questions and responses.
- Setting appropriate timeframes for responses to requests for information and commentary on reports and other documentation. This should include taking account of local government Council meeting schedules.
- Clarification of how each party, state and local government, manages confidential information.
- Nomination of reporting trigger points for work achieved and changes to time lines. For example, notification of delays in meeting agreed time lines when they become apparent and discussion and/or communication of the estimated revised timeline.

Once the communication system has been established the accountability and reporting process can be set up.

5. Accountability and monitoring of commitments and outcomes

The effectiveness of the collaboration will be able to be assessed by gauging skill, knowledge and resource allocations against commitments and status of achievement of outcomes identified for each objective. The timelines set for outcome achievement provides parameters for the monitoring and accountability system. Reporting against proposed commitments and progress against achievement of outcomes provides a basis to take account of obstacles or barriers that may have occurred that have prevented effective collaboration.

This accountability and reporting process can enable modification of the collaboration process, including the communication system and the objectives, outcomes and/or timelines and the development of strategies to counter the obstacles or barriers to collaboration. The collaborative monitoring and assessment of the commitments and outcomes can reduce the risk of duplication and frustration, caused by lack of achievement, enabling mutually agreed changes to the goals, outcomes and collaborative master planning processes.

The Master Planning Collaboration Agreement

At the culmination of the establishment phase, a formal document setting out the agreements reached by the state and local government regarding the master plan for the specific site can be drawn up. A formal agreement is essential because it makes responding to changes and clarifying frictions easier.¹⁸

The agreement should include:

- Overarching vision for the master plan collaboration
- Objectives and associated outcomes and timelines
- Roles and responsibilities for each level of government - state and local
- Resources and commitments allocated to the master planning process by each party
- Governance structure such as leadership group - membership, timing and terms of reference, and specifying the role of any lead agency
- Committees and Working Groups
 - Working groups and committees - structure, membership, timing and terms of reference
 - Reporting process between working groups and committees and the leadership group
- Communication and information dissemination process
 - Designated information collection point at each level of government
 - Timeline for consultation between tiers of government and with private, community sectors and the public
 - Public information dissemination process and consultation principles and processes
- Reporting and Monitoring System
- Conflict Resolution Process

The formal collaboration agreement could also set out local government and state government's determination as to the appropriate staff position(s) to be involved in the master planning process, their roles and responsibilities (for example urban design, community development, strategic planning, social planning).

This collaboration agreement which could be a memorandum of understanding or other form of agreement should be signed by the most senior executives from local and state government, such as the Local Government Chief Executive Officer and the Secretary of the Department of Human Services.

The formal collaboration agreement could have an action plan or a work plan included as an attachment to assist with the monitoring and reporting process.

¹⁸ Considine M., 2007, *Partnerships for Local Development What Can we Learn from Best Practice Around the World?*, Centre for Public Policy Melbourne University

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Appendix 1 List of People Consulted

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Craig Kenny	City of Yarra
Bruce Phillips	City of Yarra
David Walmsley	City of Yarra
Connie Gibbons	City of Stonnington
Karen Watson	City of Stonnington
Nicky Klempfner	Department of Human Services
Marius Vogul	Department of Human Services
Fiona Williams	Department of Human Services
Patsy Prendergast	Department of Human Services
Penelope Steuart	Department of Human Services
Chris Newell	Department of Human Services
Peter Cox	Department of Human Services