

**In what ways do policy and planning deliver quality  
urban public open space?**

*Perspectives from Southern Tasmania*

by

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A thesis submitted in partial fulfilment of the requirements for a  
Masters Degree at the School of Geography and Environmental  
Studies, University of Tasmania (November, 2012).

## **Declaration**

This thesis contains no material which has been accepted for the award of any other degree or diploma in any tertiary institution, and to the best of my knowledge and belief, contains no material previously published or written by another person, except where due reference is made in the text of the thesis.

Signed

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## **Annotation**

This thesis is an uncorrected text as submitted for examination.

## Abstract

Hobart the state capital of Tasmania is sited along the Derwent Estuary surrounded by tracts of open space. Spread across several local council areas the capital requires new approaches to the planning and deployment of core infrastructures. Several Federal Government initiatives focusing on the design of Australian cities have linked federal funding to the development of integrated capital city plans. The stated objectives of these initiatives are to ensure that Australian cities are able to compete for investment by providing liveable and socially inclusive cities; cities capable of meeting future growth demands. Public open space is seen as making a significant contribution to the achievement of these objectives.

The aim of this qualitative study was to gain an understanding of planning processes and policies relating to the delivery of Urban Public Open Space (UPOS) in order to assess whether the current planning reforms underway in Tasmania are likely to deliver on the stated objectives of the *Southern Tasmanian Regional Land Use Strategy 2010- 1035 (STRLUS)*.

Mixed research methodologies were employed to glean information from a variety of sources. Thematic analysis, of interviews with eighteen key stakeholders resulted in a number of themes. The first theme focused on the legislative constraints imposed on Councils as Planning Authorities including the very definition of Public Open Space. The second theme pertained to resourcing constraints both from a financial and skilled recourse perspective. The third theme focused on integration challenges, within councils, between council's as land owners at a regional level and between councils and other public land owners. The fourth theme dealt with the difficulties in identifying the direct and indirect quantifiable benefits of UPOS. All themes were found to be interrelated indicating the complexity of UPOS planning and management at various scales.

In conclusion the research results indicate that the current approach to planning and management of UPOS in the Greater Hobart area is unlikely to ensure that sufficient quality public open space will be delivered and maintained during the implementation of the *Southern Tasmanian Regional Land Use Strategy 2010- 2035*.

## Acknowledgments

I am grateful to all the people who have assisted me on this always interesting and at time challenging research journey.

In particular I'm indebted to the following:

- my supervisor Dr. Stewart Williams for his insightful comments and practical advice on navigating academic procedures,
- my mentor from the Planning Institute of Tasmania – Dr. Catherine Nicholson for being a superlative sounding board and providing valuable local contextual insights,
- Darren Turner, the school's Computer Systems Officer for his assistance with Endnote and other technology 'opportunities'
- Damian Mackey – Project Manager, Southern Tasmanian Regional Planning Project, for providing me with the introduction to the research stakeholder group and
- of course a big thanks you to all the research participants for their generous contribution in terms of time, experiences and insights on the research topic.

As a part time student I really appreciated the support of my employer, allowing for flexible work hours, my house mates – who cheerfully took on my house duties on occasion and finally my brother for his continual encouragement and moral support; so thanks, Rob, Theresa, Demi and Hans.

# Table of Contents

Declaration .....	ii
Annotation .....	ii
Abstract .....	iii
Acknowledgments .....	iv
Table of Contents .....	v
List of Tables and Figures .....	viii
Table of Acronyms .....	x
Chapter 1 Introduction .....	1
1.1 Open Space - A natural Asset for Greater Hobart .....	1
1.2 Urbanisation and Public Open Space .....	4
1.3 The Tasmanian Planning Framework .....	7
1.4 Study aims and research question .....	9
1.5 Significance of this Study .....	10
1.6 Terminology .....	11
1.7 Overview of the thesis .....	12
Chapter 2 Literature Review .....	14
2.1 Introduction .....	14
2.2 A brief History of Urban Public Open Space .....	14
2.3 Public Space –Contested Space .....	17
2.4 Critical Infrastructure rather than an afterthought .....	19
2.5 Implications for Governance .....	23
2.5.1 Planning Instruments and Planning approaches .....	26

2.5.2	Implications for Community Involvement .....	31
Chapter 3	Methodology .....	34
3.1	Introduction .....	34
3.2	Research Rationale and Design .....	34
3.2.1	Case Study - Boundary demarcation .....	35
3.2.2	Case Study – Intensive study.....	35
3.2.3	Case Study – Evolving over time .....	36
3.2.4	Case Study – Focus on context.....	36
3.3	Research Methods .....	37
3.3.1	Participant selection .....	37
3.3.2	Interview Process and Questions.....	38
3.3.3	Data Analysis and Validation.....	39
3.3.4	Study Ethics.....	40
Chapter 4	Results .....	42
4.1	Participant Profile.....	42
4.2	Definition of Urban Public Open Space (UPOS) .....	43
4.3	Thematic Analysis Results .....	48
4.3.1	Theme 1: Legislative Constraints.....	48
4.3.2	Theme 2: Resourcing.....	54
4.3.3	Theme 3: Integration of UPOS planning.....	60
4.3.4	Theme 5: Quantifying the benefits of Public Open Space .....	75
4.4	Topics not raised by participants.....	77
4.5	Desired Futures.....	78

Chapter 5	Discussion .....	79
5.1	Research Aims 1 and 2 .....	79
5.2	Research Aim 3 .....	82
5.3	Limitations and future study.....	85
5.4	Answering the research question.....	86
Chapter 6	Conclusion.....	87
Appendix A:	Participant Invitation Letter Template.....	88
Appendix B:	Participant Information Sheet .....	89
Appendix C:	Participant Consent Form .....	91
Appendix D:	Information Sheet for TRG Group presentation.....	93
Appendix E:	Consent Form, TRG group session participants .....	95
Appendix F:	Schedule of Interview Questions.....	97
Appendix G:	Photos of UPOS mentioned by participants as quality examples (Source: Author Oct. 2012) .....	100
Appendix H:	Summary of Participant ‘wish list’ comments (Source: Author – TRG presentation slides, Aug. 2012) .....	108
Appendix I:	Current Planning and Implementation Framework (Reproduced with the kind permission of Brian Risby <i>FPIA</i> , TPC, October 2012).....	110
References	.....	112

## List of Tables and Figures

Figure 1: View of Hobart city with Mt Wellington in the background and Knocklofty Reserve in the mid ground. (Source: Author October 2012) .....	1
Figure 2: Tasman Bridge and Lindisfarne (east shore suburb) with Mt Meehan Range Recreation Reserve in Background (Source: Author October 2012) .....	2
Figure 3: View of the Domain from Rosny Reserve (Source: Author October 2012).	2
Figure 4: A map showing the extent of the greater Hobart urban area. (Source: Southern Tasmanian Regional Land Use Strategy 2010-2035, 2011) .....	3
Figure 5: The residential settlement strategy for greater Hobart. (Source: Southern Tasmanian Regional Land Use Strategy 2010-2035, 2011).....	8
Figure 6: Open space as a function of ownership and degree of access (Source: Author) .....	12
Figure 7: Conceptual Framework for an assessment of the performance of global urban green space projects. (Source: Azadi et al. 2011) .....	25
Figure 8: Summary of Participants' Definitional Response Dimensions (Source: Author September 2012) .....	44
Table 1: Summary of key national reference documents on Australian city design ....	5
Table 2: A comparison of Green Infrastructure Principles with proposed Central Government Agency accountabilities. (Source Benedict and McMahon, 2002 and Griffith 2011).....	21
Table 3: Summary of Instruments available for UPOS planning adapted from (Source: Bengston et al. 2004; Berke and Conroy 2000) .....	27
Table 4: Summary of worldwide planning systems assessed against various dimensions. (Source: Maruani and Amit-Cohen 2007, 10).....	30



Table 5: Author's research approach context summary.....	34
Table 6: Participant Profile (Source: Author, July 2012).....	43
Table 7: Summary of Councils' Open Space Policy Strategic Planning status, as at June 2012, assessed against <i>TOSPPF</i> criteria. (Author, August 2012) .....	59
Table 8: Summary of participant responses to <i>TOSPPF</i> related questions. (Author, Aug. 2012).....	69
Table 9: Quantitative UPOS data provided by Councils (Sep/Oct 2012); percentage calculations performed by author on the raw data. ....	74
Table 10: Normalised and rounded up UPOS data (Source: Author Oct. 2012) .....	74

## Table of Acronyms

AMCORD	Australian Model Code for Residential Development
AUS	Australia
BAG	Building Application Group (CCC concept)
BCC	Brighton City Council
BID	Business Investment District (USA term)
CCC	Clarence City Council
COAG	Commonwealth Organisation of Australian Governments
CP	Comprehensive Plan (British concept)
CPTED	Crime Prevention Through Environmental Design
DA	Development Application
DAG	Development Application Group (CCC concept)
DEDTA	Department of Economic Development, Tourism and Arts (Tasmanian Government Department)
DSEWPac	Department of Sustainability, Environment, Water, Population and Communities (Australian Federal Government Department)
DIAT	Department of Infrastructure and Transport (Australian Federal Government Department)
DIER	Department of Infrastructure Energy & Resources (Tasmanian Government Department)
FTE	Full Time Equivalent
FPIA	Fellow Planning Institute of Australia
GCC	Glenorchy City Council
GIS	Geographic Information System
HCC	Hobart City Council
ICTs	Information and Communication Technologies
KCC	Kingborough City Council
LAA	Local Area Agreement (British concept)
LDF	Local Development Framework (British concept)
LGBAMPA	<i>Local Government (Building and Miscellaneous Provisions) Act 1993</i> (Tasmanian Legislation)
LSP	Local Strategic Partnership (British concept)
LUPAA	<i>Land Use Planning And Approvals Act 1993</i> (Tasmanian Legislation)
NIMBY	Not in my back yard
NGO	Non- government organisation
NRM	Natural Resource Management
MD	Multiple Dwellings
MP	Member of Parliament
RMPS	Resource Management Planning System
PIA	Planning Institute of Australia
OSS	Open Space Strategy (BCC term)
POS	Public Open Space
PRPI	Property Redevelopment Potential Index <i>Calculated as the ratio of land value (numerator) to capital improved value (the land value plus value of the assets on that</i>

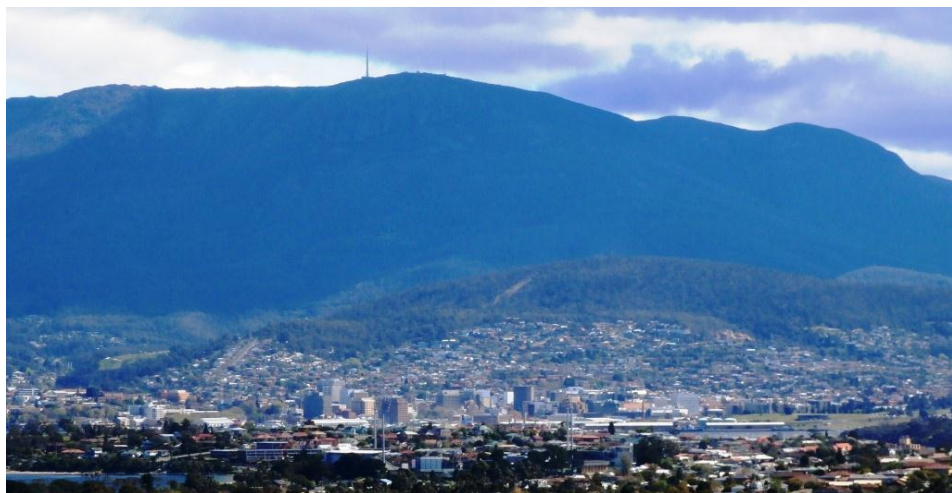
	<i>site – the denominator). A PRPI approaching 1.0 indicates that the value of the property is almost entirely represented by the land component and as such has a greater potential, from an economic perspective, for redevelopment compared to properties with PRPIs of 0.5 or less (Newton 2010, 87-88)</i>
SCS	Sustainable Community Strategy (British concept)
SPI	Structured Public Involvement
SRPSP	Southern Regional Planning Scheme Project
SSA	Standard Spending Assessment (British concept)
STA	<i>Strata Title Act 1998</i> (Tasmanian Legislation)
STCA	Southern Tasmanian Council Association
STRLUS	Southern Tasmanian Regional Land Use Strategy 2010-2035
TASCORD	Tasmanian Code for Residential Development
TCMS	Town Centre Management Scheme (British term)
TLC	Tasmanian Land Conservancy
TOSPFP	Tasmanian Open Space Policy and Planning Framework
TPC	Tasmanian Planning Commission
TRG	Technical Reference Group (Planning group of the STCA)
UK	United Kingdom
UPOS	Urban public open space
USA	United States of America
WSUD	Water Sensitive Urban Design

## Chapter 1 Introduction

### ***1.1 Open Space - A natural Asset for Greater Hobart***

Tasmania is a state possessing many natural assets. The state capital Hobart is sited along the Derwent Estuary, surrounded by tree covered hills which visibly bound the urban footprint (see Figure 1). On the western shore of the Derwent, the majority of the treed areas form part of the Mount Wellington Park, Knocklofty Reserve, Glenorchy Catchment Reserve, Mt Faulkner Conservation Area, Ridgeway Park, The Lea Conservation Area, Sherwood Hill Conservation area and Snug Tiers Nature Recreation Area. On the eastern shore the treed skyline is formed by Meehan Range Recreation Reserve, (see Figure 2) Meehan Range Nature Recreation Area, East Risdon Nature Reserve, Natone Hill, Waverley Flora Park, and Kuymah Bushland Reserve.

Many of these reserves were created and established over 100 years ago by the then city and state administrators who wanted to protect the natural values that are such a feature of the greater Hobart locality, as demonstrated by *The Mountain Park Act 1906* which set aside eastern areas of the slopes of Mount Wellington (Wellington Park Trust 2007). It is due to the foresight of these early administrators that in 2012 significant open space is readily visible and accessible to the approximately 250,000 residents of the Greater Hobart area.



**Figure 1: View of Hobart city with Mt Wellington in the background and Knocklofty Reserve in the mid ground. (Source: Author October 2012)**



**Figure 2: Tasman Bridge and Lindisfarne (east shore suburb) with Mt Meehan Range Recreation Reserve in Background (Source: Author October 2012)**

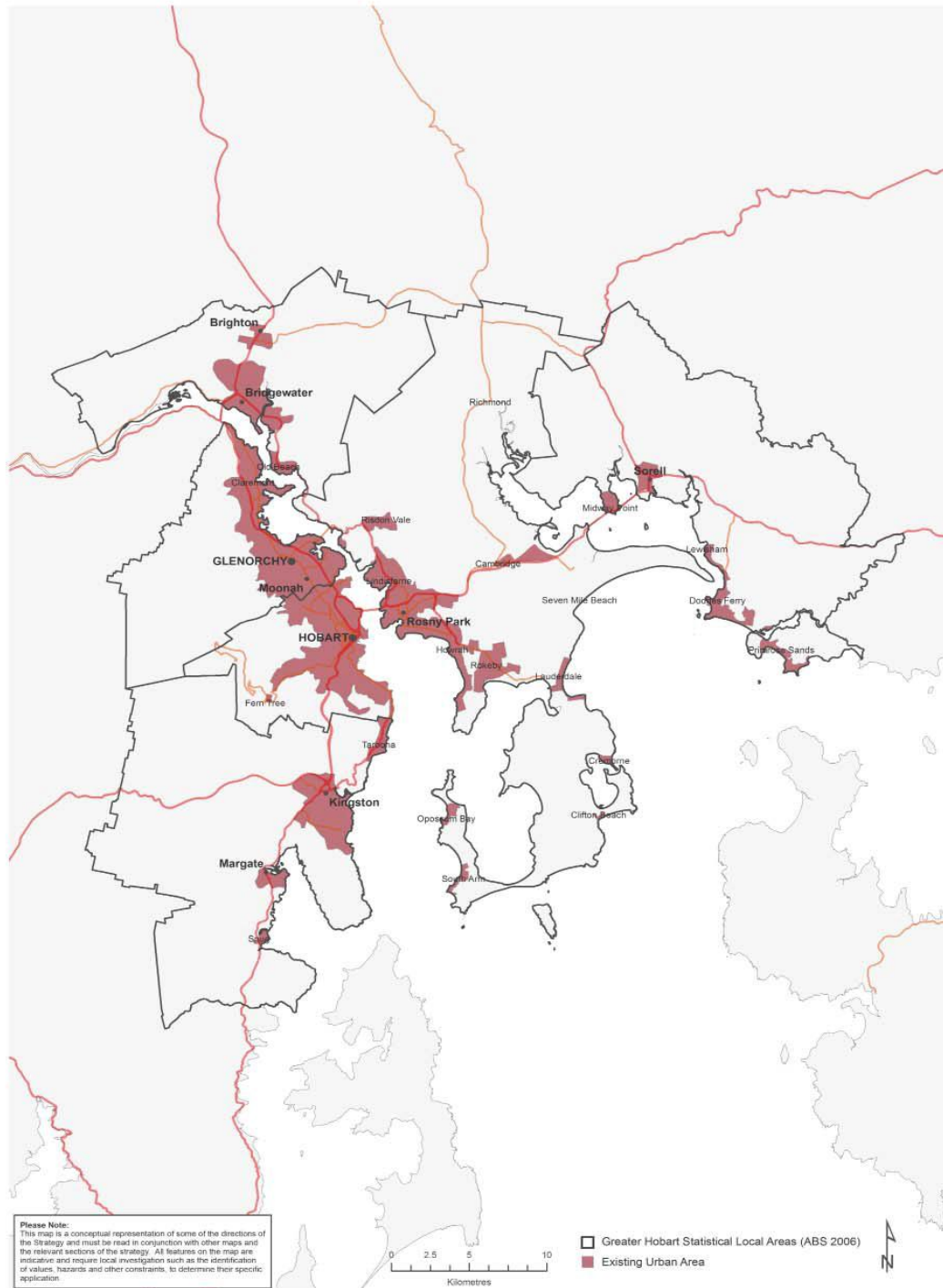
In addition to these bounding green spaces there are numerous local and regional parks providing recreational and scenic amenity to the city, including such examples as The Domain (see Figure 3), Montrose Foreshore Park and Davey Park, to name just a few. A more detailed discussion of the council owned or managed spaces within the greater Hobart urban area will be covered in the results chapter.



**Figure 3: View of the Domain from Rosny Reserve (Source: Author October 2012)**

Tasmania despite its relatively small population is aligned with the global and national trends of a highly urbanised population, approximately 60% of its total population is found in the two major urban centres of Hobart (42.73%) and Launceston (15.96 %) (ABS 2012). As the population of Greater Hobart has increased, urban development has visibly crept into the wooded hillsides, expanding north and south along both sides of the Derwent Estuary. The Greater Hobart urban area is now spread across several local council areas, including Hobart City Council,

Glenorchy City Council, Kingborough Council, Clarence City Council, Brighton City Council and Sorell City Council as shown in Figure 4 below.



**Figure 4: A map showing the extent of the greater Hobart urban area. (Source: Southern Tasmanian Regional Land Use Strategy 2010-2035, 2011)**

Managing urban growth and the associated deployment of core infrastructure are now significant issues for these local government authorities and the relevant state government departments. One of the mechanisms to deal with these issues has been the creation of the Southern Tasmanian Councils Authority (STCA) which is

*a regional organisation of Councils created by the twelve Southern Councils to facilitate cooperative working partnerships and to improve the ability of Councils to take joint action to address regional development issues and progress sustainable economic, environmental and social outcomes for Southern Tasmania, its local communities and the State.*(STCA 2011c)

One of the recent projects conducted under the auspices of the STCA has been the development of the *Southern Tasmanian Regional Land Use Strategy 2010-2035 (STRLUS)*. A key aim of the *STRULS* is to “guide land use, development, and infrastructure investment decision across the region by State and Local Government, and infrastructure providers”(STCA 2011a).

Consequently planning for urban public open space (UPOS) is becoming increasingly important in meeting the needs of citizens. In addition to social, recreational and aesthetic reasons it can help to meet the urban need for a healthy and vibrant ecosystem and cushion the impacts of climate change (Woolley et al. 2011).

## **1.2 Urbanisation and Public Open Space**

The challenges being faced by Greater Hobart are even more evident in Australia’s other major urban centres, which resulted in an increased national focus on the design of Australian cities by the Australian government Department of Infrastructure and Transport (DIAT) within the last five years. Table 1 below is a summary of a number of national reports by the Australian Government as well as key advocacy groups, such as the National Heart Foundation and the Green Building Council of Australia.

The *Greater Hobart Capital City Plan* project overview prepared by the Tasmanian Planning Commission (TPC) explains that planning reforms are aimed at ensuring that Australia’s capital cities are “globally competitive, productive, sustainable,

liveable and socially inclusive and are well placed to meet future challenges and growth” (TPC 2010, p1).

**Table 1: Summary of key national reference documents on Australian city design**

Title of Document	Organisation	Year published
Healthy Spaces & Places –	National Heart Foundation of Australia, et al.	2009
Our Cities Discussion Paper - 2010 A National strategy for the future of Australian Cities	Department of Infrastructure & Transport	2010
Our Cities, Our Future – National Urban Policy	Department of Infrastructure & Transport	2010
Green Star Communities – National Framework	Green Building Council of Australia	2010
COAG Objectives and criteria for Capital Cities	Department of Infrastructure & Transport	2011
Creating Places for People : An urban design protocol for Australian Cities	Department of Infrastructure & Transport	2011

All of these reports make statements pertaining to the value of public open space in Australia’s urban areas, for example in the *Our Cities Discussion Paper - 2010 A National strategy for the future of Australian Cities*, public open space contributes to productivity by “protecting corridors, sites and buffers” (DIAT 2010a, 21); to sustainability by protecting and sustaining our natural environment, improving water quality, air quality, and food security and increasing resilience to the effects of climate change (DIAT 2010a); and to liveability by “improving the quality of the public domain and improving public health outcomes” (DIAT 2010a, 47-48).

The national document listed above are guiding planning instruments which have had a direct flow on effect for recent Tasmanian planning activity, including the *STRLUS* and the *Greater Hobart Capital City Plan*. In particular the COAG (Commonwealth Organisation of Governments) objectives and criteria for capital cities have been influential as they required:

“...all state and territory governments to have strategic planning systems in place for their capital city by January 2012 as a condition of further Federal infrastructure funding.” (TPC 2010, 2)

The *STRLUS* forms part of the response to meeting the COAG objective. With respect to public open space the strategy states that “well-planned, designed and



implemented open space and recreation planning policies aid in the delivery of a range of broader personal, social, economic and environmental objectives for the community”(STCA 2011a, 39).

Furthermore the *STRLUS* makes the point that “realising good planning outcomes also requires the integration of land use planning with the delivery of infrastructure and services, and other social, economic and environmental policies. Implementation mechanisms beyond ‘regulation’ are essential in delivering the strategic outcomes of the strategy”(STCA 2011a, 7).

The reference to implementation mechanism beyond ‘regulation’ is an interesting one as it echoes a consistent feature of the documents listed in Table 1 above; namely an emphasis on appropriate governance arrangements. Yet they too tend to lack any details as to how and by whom the goals espoused within these documents will be achieved. Nevertheless the most obvious mechanism currently being used to implement the *STRLUS* (endorsed in October 2011 by the Minister for Planning, Bryan Green MP) (TPC 2011) appears to be a regulatory mechanism. Namely the development of twelve new Planning Schemes (one for each of the twelve councils within the Southern Tasmanian Region), with each draft scheme conforming to the common State Planning Scheme Template as per Directive 1 originally declared on 1 June 2011 (TPC 2012) and incorporating common elements required to deliver on the intent of the *STRLUS*. Planning Directives are one of several instruments available within the Resource Management Planning System (RMPS) of Tasmania, which is further explained in the next section.

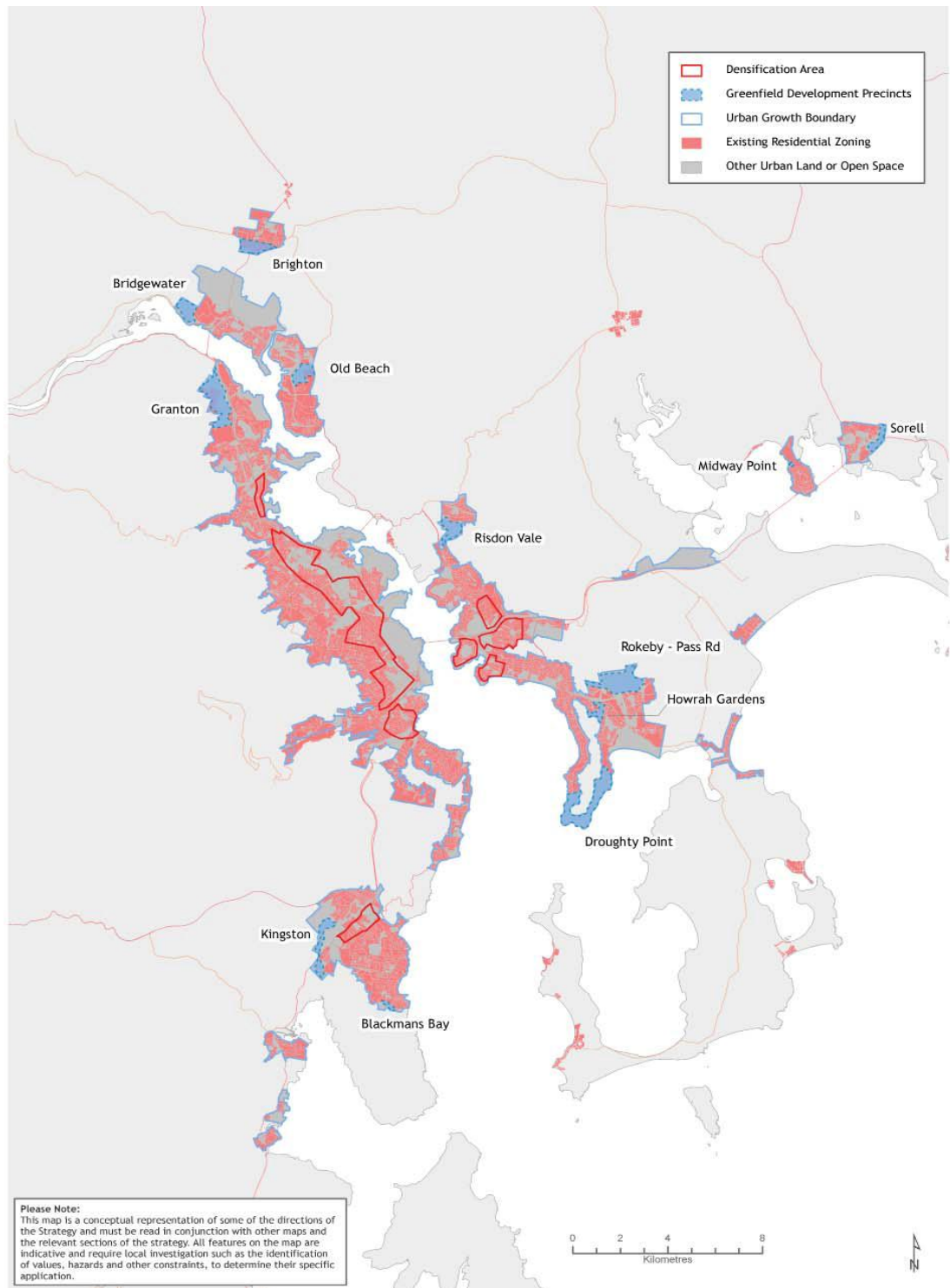
The STCA prepared an implementation strategy for the *STRLUS*, namely the *Process Forward - Implementing and Monitoring the Regional Land Use Strategy for Southern Tasmania (Final Draft)* (STCA 2011b). However, unlike the *STRLUS*, the implementation strategy has not been endorsed by the Minister and remains in draft form some two years later. (Damian Mackey, Project Manager - Southern Tasmanian Regional Planning Project, personal communication 5 October, 2012).

### **1.3 The Tasmanian Planning Framework**

There is an extensive suite of legislation that pertains to the development and management of land in Tasmania. The Resource Management Planning System (RMPS) is an overarching framework guiding Land Use Development in Tasmania especially in the context of urban land use planning. Within the overall state legislative framework Greater Hobart City Councils, in their role as Planning Authorities, rely on Planning Schemes to guide and direct their assessment of land use development applications. In addition to Planning Schemes, there are State Policies, State Codes, State Planning Directives and a variety of Strategic Plans and planning and design guideline documents that are referenced during the assessment process. Within each Council elements of urban public open space is identified via zones accompanied by the relevant use and development standard criteria.

For southern Tasmania the *STRLUS* is the key strategic document that is guiding the development of the common provisions and zone translations for the new draft Planning Schemes for the 12 member Councils of the STCA. For example, new residential zones and accompanying density standards are intended to provide the statutory mechanism to implement the residential settlement strategy and hence contain the urban growth of Greater Hobart. Figure 5, provides a spatial representation of the residential settlement strategy. Particular points to note are the urban growth boundary (demarcated by the blue line), the densification area (demarcated by the red line) and the other urban land and open space (in grey), especially where they fall within the delineated densification areas.

The two zones most directly linked to UPOS are the Environmental Management Zone and the Open Space Zone. The challenges in consistently allocating these two zones across the southern region will be discussed further in the results section. Similarly the impact of State Codes and State Planning Directives, issued in the last two years, on the planning and delivery of urban public open space will also be further explored in the results section.



**Figure 5: The residential settlement strategy for greater Hobart. (Source: Southern Tasmanian Regional Land Use Strategy 2010-2035, 2011)**

A key aspect of the RMPS and planning schemes is that they only come into play on assessing individual developments initiated by land owners or their representatives. Hence the question arises – who is the owner of the urban public open space and who is planning to ensure there is sufficient and appropriate public open space in the Greater Hobart area?

In 2010, an attempt to fill this gap was made by Sport and Recreation Tasmania, within the Department of Economic Development and Tourism who sponsored the development of the *Tasmanian Open Space Policy and Planning Framework (TOSPPF)* (Inspiring Place Pty Ltd with HM Leisure Planning Pty Ltd 2010) which sought to outline the mechanism of how planning for open space can be integrated into the southern regional planning framework. However, with the STCA's current focus on the development and delivery of the 12 draft Planning Schemes, there appears to have been limited opportunity to create direct synergies between the *TOSPPF* and the draft schemes. Partly this is due to the fact that unlike the *STRULS*, the *TOSPPF* is not a ministerially approved strategy but rather it is a state strategic guideline and then only in draft format. Partly this is due to the concerns relating to classification of open space – a theme that will be further explored in the results section.

#### **1.4 Study aims and research question**

The aims of this study are to:

1. Gain an understanding of how urban public open space is planned and managed in the Greater Hobart area. In particular how Local Councils in their capacity as Planning Authorities are empowered or constrained by current governance environments.
2. Investigate the way in which urban public open space is defined and how its ownership and function impact on its planning and ongoing management.
3. Analyse the results of that investigation informed by the wider literature and theories to understand and postulate some possible future governance arrangements that may provide greater capacity to deliver on the objectives outlined in the *STRULS*.

The research question arising out of the research aims is:

- Can the current governance arrangements that drive the planning and management of urban public open space in the greater Hobart area ensure that sufficient quality public open space will be delivered and maintained during the implementation of the *Southern Tasmania Regional Land Use Strategy 2010-2035*?

## **1.5 Significance of this Study**

A significant focus and oft repeated objective of the various strategies and policies listed in Table 1, is to deliver greater density of urban development as well as making the planning process itself more efficient. At the same time the benefits of urban public open space are well documented (Andresen et al. 2004; Anonymous 2008; Anonymous 2008; Arendt 2004; Asakawa et al. 2004; Garvin 2008; Matsuoka and Kaplan 2008; Ward Thompson 2002; Woolley et al. 2011) and thus the delivery of urban public space in this context demands investigation.

It is expected that by exploring the history and currently existing planning processes and policies relating to the delivery of UPOS, valuable information will be gained as to what is working well and what areas would need to be improved upon to deliver on the above stated objectives.

The research project results are likely to highlight implications relevant to funding, stakeholders involved in governance, redefining the public vs. private into public domain (Webster 2007), and consultative processes in RMPS.

Such information is seen as making a positive contribution in Southern Regional Tasmania to the development of the common elements of the Southern Regional Planning Schemes as well as contributing to the Integrated Planning Framework proposed by the draft *STRLUS Implementation Plan*. Insights will also add to how the delivery of quality urban public open space through policy and planning practice is understood more broadly in theory as well as practice.

In light of the above context, this research work is intended as a piece of applied geography that can provide further insights into the current planning processes and

policies relating to UPOS in the greater Hobart area. As Walzer 1988, in (Blomley 2007, 56) states “the goal is to make the world visible, rather than making it over”. Consequently it is expected that opportunities beyond “regulation” are identified and explored in more detail. The primary audience for the results of this research is the STCA and its member Councils although it may provide valuable insights to all organisations that “own” public land.

## **1.6 Terminology**

In this thesis the terms Urban Public Open Space are taken by the author to mean the following as per the Concise Oxford English Dictionary (COED 2006):

*Urban – relating to a town or city,*

*Public – 1) open to the people as a whole; 2) done, perceived, or existing in open view and 3) of or provided by the state rather than an independent commercial company.*

*Open – 1) allowing access, passage, or view; not closed fastened, or restricted; 2) exposed to the air or view or attack, not covered or protected*

*Space – 1) a continuous area or expanse which is free or unoccupied; 2) the dimensions of height, depth and width within which all things exist and move.*

From these definitions a classification framework can be created to contextualise the various discourses in the literature, variously focusing on the different understandings of space and its ownership, use and function. Categories specifically excluded from this research include internal public spaces such as Shopping Malls, Theatres, Museums, Schools, Universities and Sports Halls. However the built structures that deliver these internal public spaces of the urban environment are considered the “grey” areas as they often sit within or are accompanied by significant public open space. Similarly private spaces that are accessible to the public both physically and visually contribute to the open space appearance and ambience of an urban centre and thus impact all residents. Hence UPOS is conceptualised on a continuum that reflects both the nature of ownership and the degree of openness – both from a visual and physical perspective as represented diagrammatically in

Figure 6 below.

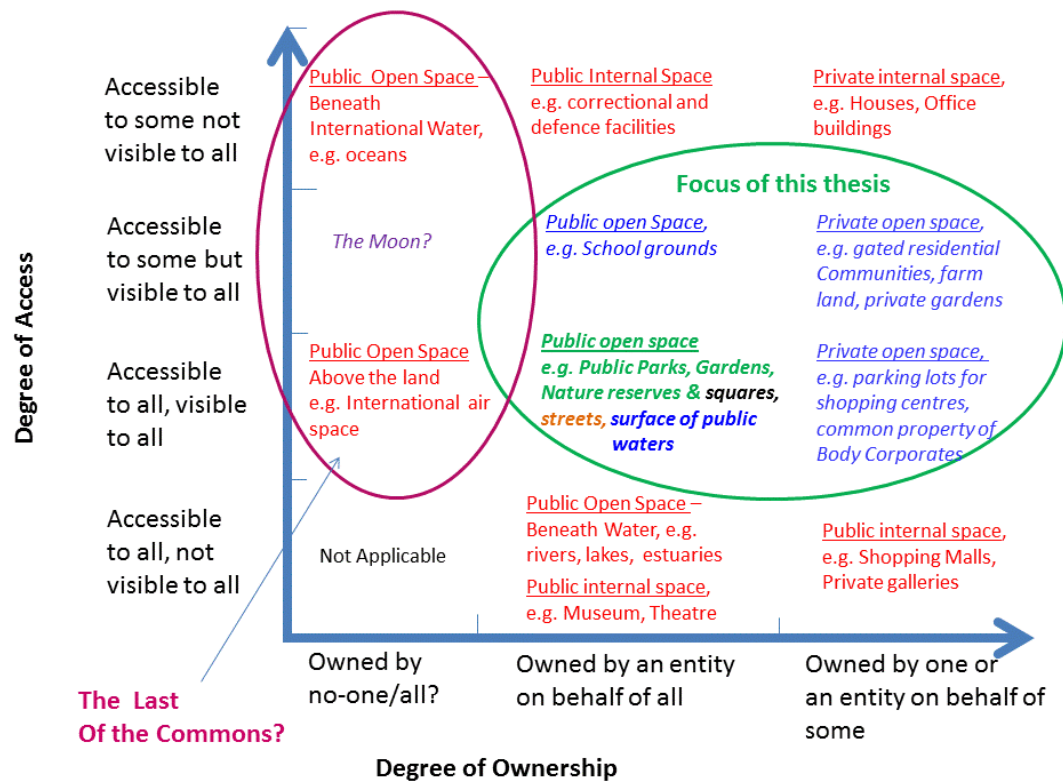


Figure 6: Open space as a function of ownership and degree of access (Source: Author)

Furthermore to improve the readability of this document the term Hobart is used to mean the Greater Hobart area unless specifically qualified.

## 1.7 Overview of the thesis

The document is presented in six chapters and the purpose of each chapter is outlined below.

Chapter 1 provides the background and context for the study, the research aims and questions. Chapter 2 reviews the literature regarding UPOS, its history, philosophical and social considerations as well as the international trends of planning and governance for 21<sup>st</sup> Century cities. Chapter 3 describes the research design, the choice and use of research methods and data analysis techniques. It considers the robustness of the research as well as its ethical considerations. Chapter 4 outlines the findings of the research and presents the major themes that were evident after an

analysis of the interview material. Chapter 5 discusses the results in the context of the research aims and relevant literature. It identifies areas for future research and postulates potential options to respond to matters identified by the research results. It considers limitations of the research and draws conclusions from the research results to answer the research question. Chapter 6 uses the work in the preceding chapters to outline some potential opportunities for UPOS in Hobart as well as the potential risks if the challenge of change is not pursued by decision makers at all levels.



## Chapter 2      Literature Review

### 2.1 *Introduction*

There is a significant body of literature on UPOS spanning a variety of discourses, ranging from design principles, social justice considerations, governance, and planning approaches. In the *Creating Places for People: An urban design protocol for Australian Cities*, a clear distinction is made between the outcomes and the processes. Hence design principles pertaining to place are described as delivering productivity and sustainability outcomes, whilst those pertaining to people are described as delivering liveability outcomes. The protocol also highlights that the processes that deliver these outcomes are based on leadership and integrated design excellence (DIAT 2011b).

Such a distinction is useful for this research as the primary focus here is on the process dimension, namely the planning and management functions pertaining to UPOS. Hence this chapter is structured into a number of sections starting with a brief history to help understand how current governance arrangements and planning approaches have come about. It then moves onto some of the philosophical dimensions associated with these spaces and finally outlines recent international and Australian trends in how UPOS is conceptualised and the implications for planning and governance approaches.

A key thread evident from the literature is that the purpose or function these spaces are intended to fulfil has evolved over time and how their planning and governance has always been fraught with challenges. The latter in the author's opinion is closely linked to their intrinsic nature as a form of urban commons, which results in an inevitable tension between the various publics that make use of these spaces.

### 2.2 *A brief History of Urban Public Open Space*

Ever since humans congregated into structured settlements there have been public open spaces, fulfilling a variety of public functions including public governance activity, communal recreation and celebration, and commercial activities such as farmers' markets. In fact it is difficult to conceptualise any human settlement and not

consider public spaces, as by their very definition these are the spaces that connect the private spaces (Woolley et al. 2011).

Possibly the most influential historical development that is reflected in western world 21<sup>st</sup> Century UPOSs are the social philosophies and planning approaches that date back to the Garden city designs and movement of the 19<sup>th</sup> Century, pioneered by people such as Ebenezer Howard. Responding to the then issues of increased urbanisation such as congestion, poor health and pollution of the air and waterways, social pioneers such as Howard sought to establish the best of both worlds by bringing elements of nature into industrial cities (Howard 1898).

However as Murdoch points out “effective regulation of urban space only emerged onto the terrain of government in the latter half of the nineteenth century, as public health and other forms of welfare legislation were enacted in the UK and other European states”(Murdoch 2006, 133). Planning codes and standards were introduced in the UK during the 1870s culminating in the *Housing and Town Planning Act of 1909*. Inevitably, with the global influence of the British Empire during the 19<sup>th</sup> and early 20<sup>th</sup> Century, many of these planning instruments and mechanism such as zoning for different uses, became and are still integral elements of planning frameworks throughout the western world and former British colonies today.

That is not to say that all planning approaches to urban open space originated from Britain, as authors such as Turner point out in the early 20<sup>th</sup> Century “leading British planners including Patrick Geddes and Thomas Mawson were inspired by the work of Olmsted and his successors in the USA. Closer to home they were inspired by open space planning work in Germany”(Turner 2006, 243).

In Australia there are examples of open space being used as a key planning tool, for example in the city of Adelaide, designed by Colonel Light in 1837, which actually pre-dates the work by Ebenezer Howard (Bresnehan 1995). Later in the early 20<sup>th</sup> Century a popular variant of the Garden City design were internal reserves advocated by planners such as John Sulman, who was also a strong supporter of standards for the amount of open space to be allocated per 1000 residents, following British planning practices (Bresnehan 1995). In fact, Tuner (2006) makes the observation

that in Britain, planners in the early 20<sup>th</sup> Century became obsessed with quantity and lost focus on the quality requirement of UPOS.

Throughout the 20<sup>th</sup> Century public housing developments in Britain, USA and Australia were particular focal points for the deployment of various normative open space design philosophies culminating with the designs of the American planner Radburn in the 1970s. Radburn's designs made extensive use of internal public open spaces and there are numerous examples in Australia, including here in Hobart with examples to be found in Bridgewater, Gagebrook, Lauderdale, Rokeby, Clarendon Vale and Maranoa Heights (Bresnehan 1995).

In reviewing the literature it is clear that open space planning is now a global phenomenon, including for example authors from China, Japan, Italy, Portugal, Egypt, New Zealand, Britain, Scandinavia, Germany, USA, Turkey, Australia and Indonesia contributing to the discourse. Many of the articles reviewed reflect the evolution of UPOS purpose or function from static recreational and aesthetic parklands; to green ways providing connectivity between spaces (via all modes of transport) within a city; to green belts that contain urban sprawl and environmental oases that provide critical ecosystem services for modern cities. (Andresen et al. 2004; Arendt 2004; Asakawa et al. 2004; Benedict and McMahon 2002; Bryant 2006; Byrne and Sipe 2010; Conine et al. 2004; Daniels 2010; Erickson 2004; Fábos 2004; Fábos and Ryan 2004; Fábos and Ryan 2006; Frischenbruder and Pellegrino 2006; Gill et al. 2007; Gobster and Westphal 2004; Griffith 2011; Hirsch 2008; Jongman et al. 2004; Mugavin 2004; Ozdemir 2007; Read and Fernandez 2010; Ribeiro and Barão 2006; Rottle 2006; Rowe 2012; Scudo 2006; Swanwick et al. 2003; Talucci 2011; Tan 2006; Toccolini et al. 2006; Turner 2006; von Haaren and Reich 2006; Walmsley 2006; Yokohari et al. 2006; Yu et al. 2006; Zakaria El Adli Imam 2006)

The hopes, aspirations and views of many authors are summarised by Johnson (2003, 1) when he states that urban planners hold a “future vision for this network of open space options ranging from community gardens for the hungry; city greenbelts for storm water catchments and recreation; riparian zones for water recharge and wildlife; lakes for recreation and flood control; canals for irrigation, biking, walking,

and equestrian uses; and county parks with high desert peaks for rock climbing, habitat preservation, mountain biking, and hiking. Urban open space offers the essential "breathing room" that [John] Muir advocated from the perspective of multiuse partnerships, which have become a standard of conservationists worldwide.”

From this early 21<sup>st</sup> Century statement it would appear that planning aspirations for UPOS are still very much aligned and reflective of the utopian ideals of the Garden City Movement. However, as intimated in Johnson’s statement one of the key shifts over the last century is that whilst still predominantly the domain of government planning authorities (at all levels) there is an increasing role being played by private citizens and the not for profit community sectors in the planning and management of UPOS. To better understand how this has come about it is necessary to explore some of the intrinsic planning challenges posed by UPOS.

### **2.3 Public Space –Contested Space**

A second major stream of literature relates to the inherent dilemma of planning and managing a commons, as outlined in Gareth Hardin’s (1968) “The Tragedy of the Commons”. In this seminal work Hardin argues that rational self-interest will inevitably lead to the overexploitation and degradation of common resources.

But does UPOS have the features of a commons as outlined by Hardin? Foster (2011, 58) proposes that it does and argues that “urban residents share access to a number of local tangible and intangible resources in which they have a common stake. These resources range from *local streets and parks to public spaces* to a variety of shared neighbourhood amenities” (Author’s emphasis).

Hardin’s theory has long been interpreted by policy makers to mean “that which belongs to everybody in this sense is, indeed valued and maintained by nobody.” (Andelson 2004, 443) Consequently typical traditional responses have been to privatise the commons or place them under greater government control (Foster 2011). Carmona (2010a, 123) summarises critiques of contemporary public space as being equally critical of both over-management and under-management of spaces,

resulting in “commodification and homogenization” or a “poorly design[ed], rubbish strewn and insecure public realm”.

These traditional approaches focusing as they do on property rights have in the eyes of many authors (Blomley 2004; Blomley 2010; Brawley 2011; Bret 2011; Dikec 2011; Fainstein 2011; Marcuse 2011; Soja 2011) contributed to significant social injustice, by confining some citizens to limited urban spaces and by unequal distribution and access to resources.

It is beyond the scope of this work to explore in detail the links to Public Choice Theory, but it should be noted that in the last decade there has been a significant body of work critical of the assumptions in Hardin’s theory. For example, Burke (2001, 451) argues that unless users are aware that their consumption is causing degradation of the common resource, they cannot be said to be using rational self-interest in making the decision “between pursuing individual benefits and avoiding collective ruin.” Other authors notably, Elinor Ostrom, who has “shown that people can organize voluntarily for such purposes; free-rider problems and other challenges of collective action are not necessarily fatal (although they are serious)” (Levine 2011, 5), argue that communities can manage common resources effectively without privatisation or government control.

The potential for tragedy is recognised and acknowledged in the literature with the debate focusing more on the variety of causes and possible governance regimes to deal with different commons situation.

Changes in the management of the commons have resulted in a gradual shift in the role of the planner from considering merely the physical space to be planned to also consider the social outcomes to be achieved. Simultaneously this shift has demanded that planners develop skills at integrating and facilitating the views of many stakeholders in the planning process and in achieving some form of consensus (Murdoch 2006). However, planners are not independent actors and their decisions are inevitably affected by the culture and policies of their organisation, be it government or private enterprise.

Therefore it is important to remember that matters of power and politics are always at play and that UPOS in particular is always contested space (Fainstein 2011; Flyvbjerg 2003; Lefebvre 1991; Low and Smith 2006).

## ***2.4 Critical Infrastructure rather than an afterthought***

An interesting theme that emerged from reviewing the literature of the last decade, especially from Britain and the United States, relates to the suggestion that UPOS should be treated as critical infrastructure and should have the same degree of government focus and funding as the more traditional types of infrastructure such as utilities, water and sewage and transport (Benedict and McMahon 2002; Gill et al. 2007; Griffith 2011; Woolley 2003; Wright 2011).

Definitions of the term infrastructure as outlined by Neuman (2006) have evolved over time with initial definitions based on owners and uses of the infrastructure, not dissimilar to those for UPOS. For the most part his attempt at an universal definition is still focused on the traditional hard human built infrastructures, but he does make mention of “Community Facilities” (Neuman 2006, 16) where parks are mentioned. The interesting contribution from Neuman (2006) is his proposition that infrastructure is transformational and empowering. Specifically he states that “infrastructure transforms its receiver into something with greater capacity, with greater capabilities than it had without infrastructure. In this sense, infrastructure is empowering.” (Neuman 2006, 7)

It is this expanded perception of infrastructure that appears to align and support many of the arguments for why UPOS should be considered green infrastructure and approached in a similar strategic and planned way as other infrastructure. In their paper on Adapting Cities for Climate Change, (Gill et al. 2007) present research findings that indicate quantitative benefits presented by green infrastructure to moderate the impacts of climate change, both by ameliorating temperature extremes and by providing greater capacity to deal with extreme rain events. Their paper highlights how private open spaces, such as green building roofs, will be playing an increasing role in future urban climate change adaptation strategies. Woolley (2003, 111) argues that open spaces provide so many benefits to communities that the Standard Spending Assessment (SSA), which is the money provided to local

governments by the national government in Britain, should be amended to show urban open space as a discrete category.

A key message conveyed by this literature is that open space is a critical non-renewable limited resource, especially in growing urban centres and that rather than treating it as an afterthought of the development process, it needs to be planned for first; to ensure that there will be an adequate supply. Authors such as Benedict and McMahon (2002) highlight that the difference between traditional planning for urban open space and a green infrastructure planning approach is that the latter looks at a number of aspects, namely “conservation values in concert with land development, growth management and built infrastructure planning” (Benedict and McMahon 2002, 12). They go on to say that it is as important to articulate up front the areas not to be developed and to ensure that the green infrastructure is planned at larger scales and given long term protection. Hence regional, cross jurisdictional planning is required including both public and private land owners.

Griffiths (2011) suggests that whilst recent US policy initiatives such as Smart Growth, New Urbanism and the focus on sustainability all emphasise the importance of open space to realising their goals, their central focus is not open space, but rather these policy initiatives see open space as a means to an end rather than an end in itself. Griffiths sees this as a problem and argues that because of this fragmented approach to open space planning only a few citizens are aware that the “United States is losing open space at a rate of 6000 acres per day” (Griffith 2011, 7). Unlike Benedict and McMahon, Griffith suggests a remedy to this problem in terms of a dedicated Federal Government Authority with primary focus on the preservation and management of open space. Table 2 below compares the seven green infrastructure principles proposed by Benedict and McMahon with the seven functions Griffith proposed for a central government agency. Despite the difference in emphasis on some of the criteria, there is significant commonality between the two approaches.

Wright (2011) provides an analysis of the green infrastructure concept as being seen by planners in England as a contested area that could be a “corruptible concept” (Wright 2011, 1003). She observes that, because it is easier to quantify the socio-economic benefits of open space development in the short term over the purely

environmental ones, there is a risk that the focus on the green dimension will be lost, tending to support Griffith's argument.

**Table 2: A comparison of Green Infrastructure Principles with proposed Central Government Agency accountabilities. (Source Benedict and McMahon, 2002 and Griffith 2011)**

Benedict & McMahon Green Infrastructure Principles	Griffith Functions of a State Open Space Agency
Green infrastructure should function as the framework for conservation and development.	Preserve areas of critical concern
Design and plan green infrastructure <i>before</i> development.	Survey open space and develop a state plan for open space preservation
Linkage is key.	Provide for Metropolitan-wide, regional open space preservation
Green infrastructure functions across jurisdictions and at different scales.	Encourage local governments and land conservation organisations to work cooperatively on a regional basis.
Green infrastructure is grounded in sound science and land use planning theory and practice.	Engage in open space stewardship
Green infrastructure is a critical public investment.	Link the state's open space preservation program to state and regional land use planning.
Green in infrastructure engages key partners and involves diverse stakeholders.	Designate areas for urban growth

Wright places the onus to minimise such as risk back on planning practitioners, who she states are in the best position to “enhance the potential of the concept through negotiation”(Wright 2011, 1015).

Selman (2009) provides a summary of various authors and government documents that endorse the necessity of green infrastructure, although the term used in the British literature is “multifunctional landscapes”. The UK Landscape Institute states that;

*Functions are multiplied and enhanced significantly when the natural environment is planned and managed as an integrated whole; a managed network of green spaces, habitats and places providing benefits which exceed the sum of the individual parts. (Landscape Institute, 2009 in Selman 2009, 1)*

In Australia the federal government document *Infrastructure Planning and Delivery: Best Practice Case Studies* does not include or consider open space in a manner that can be said to align with the above outlined concept of green infrastructure (DIAT 2010c). The case studies mentioned in this publication pertain to traditional human



built infrastructure as defined by Neuman (2006) including three road projects, one desalination project, one channel deepening project and one education precinct project. The focus is explained and justified in the introductory remarks by the Minister for Infrastructure and Planning, Anthony Albanese, as follows:

*Infrastructure investment is a key driver of a stronger, more productive economy. The International Monetary Fund estimates that every dollar invested in infrastructure boosts economic activity by up to \$1.80.*

*Transport directly represents some 5% cent of Australia's GDP and directly employs some 500,000 people. (DIAT 2010c, 1)*

In Australia, it appears that green infrastructure planning is primarily focused on non-urban areas, as outlined in the *Draft National Wildlife Corridor Plan*, (National Wildlife Corridors Plan Advisory Group 2012) prepared for Tony Burke, the Federal Minister for Sustainability, Environment, Water, Population and Communities (DSEWPaC). In this report the focus is on biodiversity conservation and sustainable land use in natural ecosystems, particularly at the regional level. In Australia this type of planning is the remit of Natural Resource Management (NRM) organisations, which unlike local government authorities have no statutory powers per se, but rather rely on education and strategic partnerships to implement strategic planning objectives.

It would appear that Australia has some way to go to make natural ecosystem conservation the prime focus in its urban planning approach, let alone move to a paradigm where green infrastructure planning is the norm. The prevailing paradigm in Australia, still appears to demonstrate the historical observation made by Benedict and McMahon (2002, 15) that “ the legal and philosophical frameworks of our land use system assumed land was a commodity to be consumed”.

Kellett and Rofo (2009) reviewed urban and suburban public open space literature to identify how these spaces support active living. In their conclusions they made a number of observations that align with the tenets of green infrastructure. For example, the multiple functions or services provided by open space and that a network of spaces should be the aim for open space planning systems. Furthermore

they state that “open space provision is best viewed as a primary initial consideration in the design process. It can form the framework around which the rest of the layout can be formulated” (Kellet and Rofo 2009, 58). Whilst the latter statement pertains to a site scale approach, the green infrastructure planning approach applies such a design principle to span from the local to the regional scale.

Finally, Selman (2009) articulates quite clearly what is implied by a green infrastructure planning approach, namely that it is multifunctional with high degrees of complexity requiring sophisticated systems modelling and planners skilled in landscape planning. Arendt (2004) had identified this as the merging of landscape architecture and town planning professions.

Multifunctional planning complexities have significant implications for governance approaches for planning urban landscapes and these will be explored further in the next section.

## ***2.5 Implications for Governance***

In western democracies, planning for and delivery of UPOS has primarily been the accountability of local government. However, pressures in the 1980s and 1990s to respond to national government neo-liberal agendas has meant that local governments have been forced to become entrepreneurial, outsource key functions and enter into partnerships for major projects due to fiscal constraints. (Agrawal 2003; Gleeson et al. 2004; Healey 2006; Lockwood et al. 2009; Magalhães and Carmona 2006; Parama 2011; Steele 2009; Warner 2008)

McGuirk (2008) argues that in Australian capital cities this has resulted in the increasing reliance on major greenfield developers to deliver public open spaces, an increase in private communities in general and a pattern of focusing on major “showcase” projects delivered via government and private enterprise partnerships. The latter in particular has seen the rise of a new type of stakeholder, the “Development Authority” which has been endowed with powers to circumvent existing statutory processes (Newton 2010). Both authors argue that these developments are problematic as they detract from the urban sense of community and normal public community engagement processes in planning.

In the United States of America (USA) the literature reports of similar trends and highlights the increasing involvement of not for profit organisations, or civil society in the planning and management of parks. For example, Parama (2011) provides an analysis of the roles being played in Milwaukee by various civic organisations which act as counter to neo-liberal impacts. These roles include, direct opposition, addressing social justice issues and demonstrating their value to government by delivering the city with a “green image” and hence garnering government support (Parama 2011). His findings are aligned with those of (Fisher et al. 2012) who studied the link between organisational structure and effectiveness of urban environmental stewardship groups in New York. Another type of organisation that has emerged in the USA is the Business Investment District (BID) which are “quasi-public agencies that provide collective public services (including improvements to public spaces) within their jurisdiction” (Wachter et al. 2008) In Britain the BIDs are mirrored by Town Centre Management Schemes (TCMS) (Magalhães and Carmona 2006).

Since the 1990s there has also been increasing pressure on local authorities to deliver environmentally sustainable development. Berke and Conroy (2000) identify this as a key reason for the rise of non-government organisation (NGO) involved in urban planning. In the USA for example the Land Trust has emerged as a key player with regards to the acquisition of conservation land to establish green belts (Azadi et al. 2011). The UK has a longer history of such organisations including the British Trust for Conservation Volunteers and The Civic Trust amongst others (Woolley 2003).

The above is an indicative account of stakeholder entities and confirms the trend towards multiple stakeholders’ governance arrangements for the planning and management of UPOS in all its forms. The exact combination of stakeholders varies depending on the broader local framework of political, cultural and institutional contexts (Azadi et al. 2011). Figure 7 below shows the contextual framework used by Azadi et al. (2011) to assess the performance of urban green space projects from across the globe and highlights its complexity.

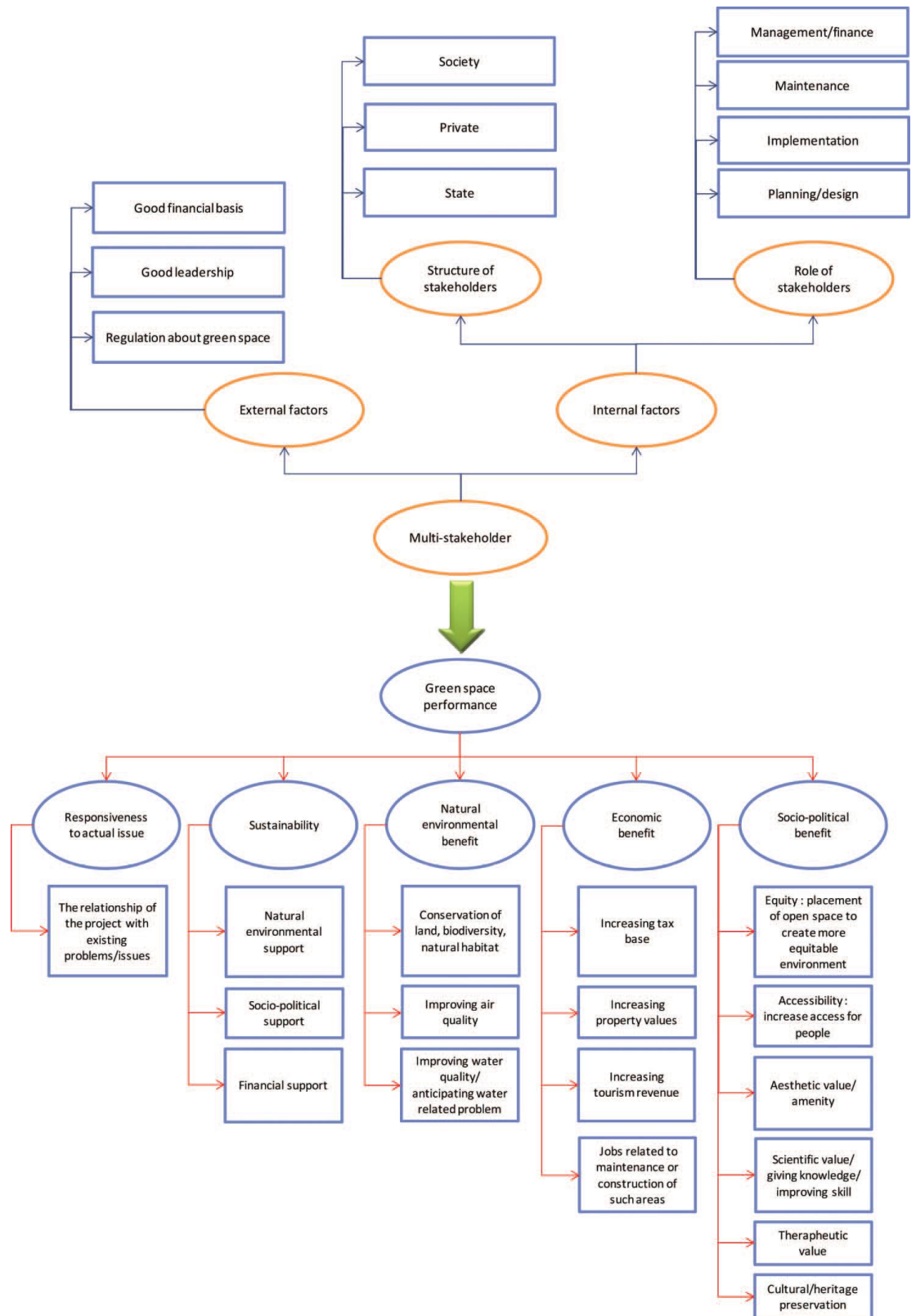


Figure 7: Conceptual Framework for an assessment of the performance of global urban green space projects. (Source: Azadi et al. 2011)

Their analysis led them to conclude that the key variables that contribute the most to the success of projects are “state, society, implementation and regulation” (Azadi et al. 2011, 808). Despite the market pressures for government to withdraw from this space, the study results indicate that the state contributes in several ways, including “providing a legal framework, empowering people, co-ordinating the various interests and controlling project implementation and management” (Azadi et al. 2011, 809).

A key finding from this study is that the effectiveness of government in performing these tasks is strongly correlated to the strength of political will and commitment of government actors (Azadi et al. 2011). Often political will is absent because the public find it difficult to engage in a concerted fashion with the fragmented and one-dimensional policy mechanisms designed to provide and manage public space (Magalhães and Carmona 2006). Selman (2009) also argues for a strong lead organisation to motivate and spur on other partners in open space projects although he does not specifically assign this role to government.

In the next section the various instruments available to influence and direct stakeholder actions with respect to all types of UPOS are explored in more detail.

### **2.5.1 Planning Instruments and Planning approaches**

In this section the term instruments is defined as “a means of pursuing an aim” (COED 2006). The broad categories are similar whether the aim is sustainable development or UPOS delivery specifically, as the latter is a cross cutting theme of the former. The broad categories are legislation, financial and educational and whilst not exhaustive certain public policy approaches to urban development and UPOS seem to have a greater affinity with some categories than others as shown in Table 3. Whilst the examples in the Table 3 are from the USA, similar approaches are found in most western democratic jurisdictions. For example what Berke and Conroy describe as Capital facilities is paralleled in the UK and Australia with infrastructure planning approaches.

Several themes are apparent from Table 3; firstly there appears to be a strong reliance on regulatory instruments; secondly the same mechanism i.e. land acquisition can be

achieved through both legislation or financial (i.e. market) means; thirdly educational instruments are underrepresented and finally urban growth management and open space protection policies use very similar instruments, indicating that they are interlinked, indicative of a yin and yang relationship.

**Table 3: Summary of Instruments available for UPOS planning adapted from (Source: Bengston et al. 2004; Berke and Conroy 2000)**

Public Policy	Legislative Instrument	Financial Instrument	Educational Instrument
Land Use Regulation	Density Permitted Use Special study zone Sensitive area overlay Subdivision Site Review Local environmental impact statement		
Property Acquisition	Transfer of development rights Acquisition of land Acquisition of development rights Land bank Acquisition of development units	Transfer of development rights Acquisition of land Acquisition of development rights Land bank Acquisition of development units	
Capital Facilities	Phased growth Concurrency Location of Capital facilities Urban Service boundary Annexation		
Incentives		Impact Fees Reduced Taxation Bonus zoning Exaction Land Trust Funds	
Building Codes and Standards	For new buildings For retrofitting existing buildings		
Public Education & Awareness			Builder workshops Public education program (job training) Information mailing
Managing Urban Growth	Development moratoria, interim development regulations Rate of growth controls, growth phasing regulations Adequate public facility ordinances Up zoning or small-lot zoning, minimum density zoning Greenbelts Urban growth boundaries Urban service boundaries Planning mandates	Public Acquisition – fee simple public ownership Development impact fees Development impact taxes, real estate transfer taxes Infill & redevelopment taxes Split-rate property tax Brownfields incentives Location efficient mortgages Historic Rehabilitation tax credits	
Policies for Protecting open space	Subdivision exactions Cluster zoning Downsizing or large-lot rezoning Exclusive agricultural or forestry zoning Mitigation ordinances and banking Non-transitional zoning Concentrating rural development Right to farm laws Agricultural districts	Public Acquisition – fee simple public ownership  Transfer of development rights Purchase of development rights, conservation easements Use-value tax assessment Circuit breaker tax relief credits Capital gains tax on land sales.	

The planning process is the vehicle via which these various instruments are brought to bear. Several authors (Arendt 2004; Bengston et al. 2004; Berke and Conroy 2000;

Byrne and Sipe 2010; Gleeson et al. 2004; Hendrick 2003; Lewis and Eisenbach 2008; Maruani and Amit-Cohen 2007; Morphet 2009; Newton 2010) emphasise the critical importance of a comprehensive plan that specifies how all the various expectations are to be met.

The above authors emphasise how issues of spatial and temporal scale further compound the inherent complexity of the multi-stakeholder planning. Arguments are made that urban densification (and by implication UPOS implementation) is only effective when it is in the correct location. Similarly, plans are only effective in directing implementation when there are linkages to government budgeting and positive financial measures (Gleeson et al. 2004; Morphet 2009; Warner 2008)

In England for example, Morphet (2009, 393) relates how the *Local Government Act of 2000* and the *Sustainable Community Act 2007* amongst others marked the transition from “free standing development plan to one integrated within wider public governance architecture”. The subsequent creation of the Local Development Framework sees Open Space as a thematic plan within the Comprehensive Plan (CP), which is the delivery mechanism for the Sustainable Community Strategy (SCS). Further changes included the linking of other government department plans to the CP via a Local Strategic Partnership (LSP) which is convened by local governments. In particular funding of these departments’ activities is conditional on LSP linkages with opportunities existing for local governments to take on the actual service delivery function of these departments. Open space provision in this context is seen as “green infrastructure that supports housing” (Morphet 2009, 402) and implementation is via a three year Local Area Agreement (LAA). The LAA captures the physical changes that all the various stakeholders are tasked to make and on which funding is based. Hence England is linking national policy agendas to the local implementation via spatial planning, using both legislation and financial instruments; legislation to create the LDF and financial to implement the LAAs.

In Australia Gleeson et al. (2004, 363) also argue that the “more effective strategies return to explicit political oversight and coordination of urban policy” they go on to cite the example of Melbourne, where a state budgetary mechanism has been

established that aligns infrastructure expenditure with metropolitan plan aims and objectives.

At the metropolitan scale Newton (2010) and Gleeson et al (2004) demonstrate the importance of creating instruments that can deal with the different urban development scenarios, such as brownfield, greyfield and greenfield. Newton (2010, 81) defines greyfield as the “existing, ageing, occupied suburban areas” and views these as the areas offering significant potential for creating sustainable local precincts and neighbourhoods. He goes on to say that the current Melbourne strategies and plans do not adequately focus on these areas, but rather still emphasise greenfield and brownfield areas. Newton (2010) proposes potential inducements for site consolidation as including “public property” and “higher density development incentives” for developments. He goes on to explain the use of Property Redevelopment Potential Index (PRPI) calculations to identify those greyfield sites suitable for redevelopment. In the author’s opinion, relying on such an economic assessment of redevelopment potential alone, poses a significant threat to existing urban open space, as it will always show up as the easiest to develop, especially when it is publicly owned. Hence, the emphasis needs to again be on the fit with the overarching comprehensive plan, as Newton (2010, 98) states public property “could make a contribution if the project were deemed *sufficiently strategic* for the local areas” (Author’s emphasis).

Spatial and temporal scale considerations are evident in the review by Maruani and Amit-Cohen (2007) of different urban green space planning models (see Table 4 below). Their study identified that the predominant model is one based on quantitative standards, because of its simplicity. They go on to say however that the model best suited to deal with the complexities of open space planning and delivery for 21<sup>st</sup> Century urban areas is the ecological determinism one, which is defined as “planning that is determined by the natural characteristics of the land” (Maruani and Amit-Cohen 2007, 7).

Arendt (2004) refers to this type of planning as conservation planning and his paper provides a comprehensive step by step process of how to go about conservation planning. Key instruments required for conservation planning are public land



acquisition, conservation rights and development rights which enable key areas to be protected from inappropriate development. His paper, similar to Maruani and Amit-Cohen's work highlights the need for a departure from quantitative density and zoning approaches, calling instead for "net out or yield requirements" (Arendt 2004, 262) in planning ordinances, the USA equivalent of the Australian planning scheme. Arendt (2004, 241) labels conservation planning as the most "promising physical planning technique to emerge in recent years".

**Table 4: Summary of worldwide planning systems assessed against various dimensions. (Source: Maruani and Amit-Cohen 2007, 10)**

Open Space planning Model	Sub-type	Ease of application	Relative cost	Process duration	Process Complexity	Needed Skills
Opportunistic model		High	Low	Short	Low	Low
Space Standards – a quantitative model		High	Low	Short	Low	Low
Park System model		Medium to high	Low to medium	Short	Low to medium	Low to medium
Garden City – comprehensive planning model		Medium	Low to medium	Short to medium	Medium	Low to medium
Shape – related model	Greenbelt	High	Low	Short	Low	Low
	Green Heart	High	Low	Short	Low	Low
	Green Fingers	High	Low	Short	Low	Low
	Greenways	Medium to high	Low to medium	Short to medium	Low to medium	Medium to high
Landscape – related model	Landscape Features	Medium to high	Low to medium	Short to medium	Low to medium	Medium to high
	Cultural Features	Medium to high	Low to medium	Short to medium	Low to medium	Medium to high
Ecological determinism		Low	High	Long	High	High
Protected Landscape		Low	High	Medium to long	Medium to high	Medium to high
Biosphere Reserves		Low	High	Long	High	High

Temporal considerations also raise the need for lifecycle planning of UPOS. Ward Thompson (2002, 70) captures this idea when she states "we may need to adopt a much longer time-frame for engaging effectively with the entirety of the ecological networks which structure our towns and cities". Kemp et al (2007, 78 and 82) argue that current governance arrangements in general are "not suited for dealing with social complexity and desired long term change" and propose transition management as a better planning vehicle as it creates "a transition arena outside the regular political short term cycles" which facilitate the emergence of more innovative and radical solutions.

Some of these radical solutions include allowing for “loose fit spaces” (Bains, 1999 in Ward Thompson 2002, 68) defined as “waste lots, the derelict, gap sites awaiting redevelopment” and allowing for the changing urban growth cycles to determine how to incorporate these areas on a case by case basis. Ward Thompson (2002, 70) postulates that an appropriate UPOS planning framework may be “fuzzy” allowing for not just normative ideals of open space but provide a variety of open space solutions reflecting a more pluralistic society.

The literature tends to indicate that the most certain instrument for creating and preserving UPOS is land acquisition (public and private) through direct means or via conservation covenants (Azadi et al. 2011; Byrne and Sipe 2010; Griffith 2011; Magalhães and Carmona 2006; Parama 2011). Furthermore positive incentives are reported as having greater traction with the development community than penalties or disincentives (Garvin 2008; Newton 2010; Page 2006). In addition the comprehensive plan, as the co-ordinating mechanism for context specific instrument applications, when developed with community input is seen as key in providing greater legitimacy for implementation of various urban development policies (Azadi et al. 2011; Gleeson et al. 2004; Lewis 2008; Maruani and Amit-Cohen 2007; Morphet 2009).

Finally the literature also highlights an increasing dependency on better data and technology to support planning and decision making processes in the complex 21<sup>st</sup> Century planning environment (Arendt 2004; Bailey et al. 2011; Brindle 1992 in 2012; Byrne and Sipe 2010; Lewis 2008; Madanipour 2010; Maruani and Amit-Cohen 2007; Ward Thompson 2002).

The next section will expand on the some of the issues and opportunities identified in the literature for using technology to increase community involvement in UPOS planning.

### **2.5.2 Implications for Community Involvement**

Matsuoka and Kaplan (2008) identified that the desire for a more active role in the design of their community was consistently expressed by urban residents worldwide. Similarly Rogers (1999, in Ward Thompson 2002, 61) states that “public spaces

work best when they establish a direct relationship between the space and the people who live and work around it”.

Most legislative frameworks stipulate mandatory public engagement during the planning process for specific developments. Traditional mechanism used include, surveys, focus groups, community panel consultative groups, public meetings visioning workshops, charettes and “open days”. (Bailey et al. 2011; Coleman and Gotze 2001; Healey 2006; Lewis 2008; Poister and Streib 2005; Unsworth and Nathan 2006)

Deep public engagement, termed “citizen power” and represented by levels 6 to 8 on the Arnstein Ladder of citizen participation (Arnstein, 1969 in Bailey et al. 2011, 449), requires significant effort especially for comprehensive planning dealing with multiple issues and scales. Lewis and Eisenach (2008) cite time frames of one to two years whilst Gleeson et al (2004) cite Melbourne’s investment of over \$1M (AUS) in the public engagement process for the *Melbourne 2030* strategy as one of its better aspects.

These levels of resource allocation, in current fiscally constrained environments, are often beyond many local authorities, resulting in tokenistic public engagement processes (Innes and Booher, 2000 in Bailey et al. 2011, 451). A possible response involves restructuring as implemented by some English local authorities, so that public space management is more integrated and co-ordinated (Magalhães and Carmona 2006). Other responses involve deployments of internet and communication technologies (ICTs) with applications ranging from simple information dissemination, lodgement of applications, live comments on town meetings or more sophisticated three dimensional modelling of potential development scenarios. (Bailey et al. 2011; Coleman and Gotze 2001).

Technology is not a universal panacea and (Coleman and Gotze 2001) outline the need for strong integration of ICT deployment with the overall policy formulation process, to ensure a democratic public deliberation process. They list eight essential qualities of any ICT based public engagement process, including “access to balanced information; an open agenda; time to consider issues expansively; freedom from manipulation or coercion; a rule-based framework for discussion; participation by an

inclusive sample of citizen; scope for free interaction between participants; and recognition of differences between participants, but rejection of status-based prejudices”(Coleman and Gotze 2001, 6).

Nevertheless the opportunity to use technology to move closer to ‘citizen control’ is demonstrated by Bailey et al. (2011) who report on a process they developed to assist the planning agency in the city of Jeffersonville, Indiana to update their comprehensive plan. They name their methodology Structured Public Involvement (SPI) and describe it as “a dialogic framework in which geovisual, geospatial and audience response technologies are situated” (Bailey et al. 2011, 448). They conclude that the process provides a mechanism for increasing stakeholder satisfaction with the engagement process as well as providing planners with insightful input. They distinguish their methodology from other communicative planning approaches by stating that it does not involve reaching consensus, nor do they position it as direct democracy, but rather SPI is seen as offering “all participants the same influence on selection of alternatives within a larger planning domain shared by the democratic system” (Bailey et al. 2011, 462).

Clearly, here is another skill challenge for planners, which once again highlights the need to establish partnerships with other expert groups as well as the public. As stated by Madanipour (2010, 242):

*Democratic and inclusive processes that create public space as a common good appear to be the best way of ensuring better physical environment with social and psychological significance for the citizens. Where everyday needs for public spaces are met through participative processes, the result is both physical improvement and social development, laying the foundations for further enhancement and democratic practices.*

## Chapter 3 Methodology

### 3.1 Introduction

This section outlines the rationale behind the research approach taken and provides a description of the actual methods used to gather and analyse information. The potential limitations of both the research approach and specific methods are considered. It outlines the efforts taken to mitigate these limitations and ensure the quality of the research. Finally the ethical considerations of the research are discussed.

### 3.2 Research Rationale and Design

Mason (2007) challenges researchers to think through their ontological perspective, their epistemological position, their broad substantive area of research and the nature of their intellectual puzzle as a precursor to embarking on their project. The author's responses to these challenges are summarised in Table 5 below. Hence the nature of

**Table 5: Author's research approach context summary**

Ontology	Epistemology	Broad area of research	Intellectual Puzzle
<p>Complex human agendas determine urban public open space (UPOS) Including</p> <ul style="list-style-type: none"> <li>- Processes that create and maintain UPOS</li> <li>- Attitude, beliefs, views of Stakeholders involved in the process (individuals &amp; institutions)</li> <li>- Governance</li> </ul> <p>In the context of a prevailing neo-liberal political paradigm</p>	<p><u>Documented Evidence</u></p> <ul style="list-style-type: none"> <li>- Legislation</li> <li>- Strategies</li> <li>- Policies</li> <li>- Reports</li> <li>- Web-pages</li> </ul> <p><u>Personal accounts</u> of actors involved in the process</p> <p><u>Visual evidence</u></p> <ul style="list-style-type: none"> <li>- Maps</li> <li>- Photos</li> </ul>	<ul style="list-style-type: none"> <li>- Public Policy</li> <li>- Delivery of Public Goods</li> <li>- Planning and Governance of Public Goods</li> </ul>	<p><u>Mechanical Puzzle</u></p> <p>UPOS</p> <ul style="list-style-type: none"> <li>- How is it planned</li> <li>- How is it maintained</li> <li>- How is it resourced               <ul style="list-style-type: none"> <li>- Acquisition</li> <li>- Maintenance</li> </ul> </li> </ul> <p><u>Comparative Puzzle</u></p> <ul style="list-style-type: none"> <li>- Public versus Private, role of tenure</li> </ul> <p><u>Causal/Predictive</u></p> <ul style="list-style-type: none"> <li>- Do current processes deliver quality UPOS?</li> <li>- Can current planning processes &amp; governance be improved?</li> <li>- How will recent strategies and policies impact UPOS planning and delivery?</li> </ul> <p><u>Comparative</u></p> <ul style="list-style-type: none"> <li>- Local Government in Southern Tasmania to other jurisdictions (Australian and International)</li> </ul>

the research question (see page 10) can be summarised as one that seeks to “elucidate human environments, individual experiences and social processes” (Hay 2010, 3) which makes it a suitable candidate for a qualitative research approach.

The Case Study approach is a common one within the field of qualitative research, and was chosen for this research because it “involves the study of a single instance or small number of instances of a phenomenon in order to explore in-depth nuances of the phenomenon and the contextual influences on and explanations of that phenomenon” (Hay 2010, 81). Stewart (2012, 68) endorses the case study approach when she states that is “has a long and honourable history in governance related research....the ‘case’ enables a rich and detailed study of a particular phenomenon, issue or problem”. Flyvbjerg (2011) refers to four aspect of the case study approach that make it appealing to researchers, these being the ability to demarcate the boundaries of the study; that it is an intensive study; that it evolves over time and that it focuses on context. The next section provides more detail on these four elements of the research design for this study.

### **3.2.1 Case Study - Boundary demarcation**

The instance that is the focus of this research is the UPOS planning process and its governance, rather than the plan for any one particular UPOS. The research was further bounded in three ways. Firstly by choosing a subset of local government authorities from the STCA, specifically; Kingborough City Council (KCC), Hobart City Council (HCC), Glenorchy City Council (GCC), Brighton City Council (BCC) and Clarence City Council (CCC). Secondly by focusing on primarily one of several possible stakeholder groups, namely council staff involved in the planning and maintenance of UPOS from these in scope councils. And thirdly by the time frame of the research which spans from March 2012 to September 2012.

### **3.2.2 Case Study – Intensive study**

The in depth phase of the research involved a semi-structured one on one interview with each research participant. The semi-structured approach ensured that there was a degree of consistency to the topics covered so as to facilitate later comparison of responses based on the role of interview subjects and their council affiliation. The

semi-structured interview also enabled the author to elicit information on key contextual issues of the broader area of research, specifically the *TOSPPF* and interviewee definitions of UPOS. However at the same time the semi-structured approach allowed for interviewees to take the interview into areas that were important to them, which provided the author with many opportunities for increased and novel learning. Hans Eysenck (1976 in Flyvbjerg 2006, 224) encapsulated the value of this particular aspect of case studies when he states “...look carefully at individual cases - not in the hope of proving anything, but rather in the hope of learning something!”.

### **3.2.3 Case Study – Evolving over time**

The case study approach is generally considered deductive, in that it is a way of developing theory, as opposed to the traditional inductive scientific research approach which starts with a theory and then seeks to validate it through the research (Bennett and Elman 2006; Hay 2010; Patton 2002). However, these authors also realise that it is usual for the research to re-iterate through these two modes.

To allow for this possibility the research questions were based on learnings from the literature review, however no particular theory was postulated at the start of the research. Rather the aim was to see what would emerge from the interviews and then to focus on these data to verify and refer back to the literature. Keeping this degree of flexibility enabled the author to pursue additional interviews with stakeholders, who had valuable insights to some of the themes that emerged, yet who were outside the core target group.

### **3.2.4 Case Study – Focus on context**

Given that the research aim is to explore how policy and planning impacts on the delivery of quality UPOS the research approach also included a review of various Australian and Tasmanian Government Strategy and Policy documents, Industry Initiatives and publically available information and documents from the web sites of the in scope councils. The research also included a physical visit to a number of UPOSs that had been nominated by interviewees as examples of quality spaces. Follow up phases included an attempt to source quantitative data as to the amount of

UPOS within the Hobart area and this proved to be one of the most interesting sources of information revealing the importance of the definition of the term UPOS. Finally the author also attended relevant industry seminars and conferences, such as the August 2012 Inaugural State Planning Conference organised by the Planning Institute of Australia (PIA) – Tasmanian Chapter, which had the theme “The state of planning in the island state”.

Based on the above four design elements, the overall research design is therefore best described as a mixed methodology approach, including both qualitative and quantitative methods. Patton (2002, 274) describes mixed research methods as “allowing creative research adaptations to particular settings and questions.”

### **3.3 Research Methods**

This section provides the specific details of the research praxis, so that other researches may duplicate the research perhaps in the future to establish whether the case has changed if at all and in what manner. As outlined by Parker –Oliver (2011) elements that contribute to the rigor of qualitative research include, detailed descriptions of sampling methods, data collection, analysis, member checking and audit trails. A description of these elements, as they pertain to this study, follow so that a degree of credibility and validity to the deductions made from the data collect is provided.

#### **3.3.1 Participant selection**

Three methods for identifying research participants were employed. Firstly, purposeful sampling, which is recognised as a way to uncover information-rich participants who can provide detail on issues central to the purpose of the research (Hay 2010; Patton 2002). The initially identified and targeted participants were members of the STCA Technical Reference Group (TRG). The TRG is a representative group of planners (in various roles) from the STCA member councils. These participants were chosen given their focus during the study period, on translating the objectives of the *STRLUS* into new Planning Schemes.



The second selection of interviewees came from the initial participants who were asked for suggestions as to who else should be interviewed. This cascading approach enabled the author to include non-planning council staff involved with the maintenance and operational aspects of UPOS. Thirdly as common themes emerged from the interviews the author used personal contacts to approach additional stakeholders in the field of study, of the five participants approached in this manner, two agreed to the formal study process whilst three provided “off the record” comments. The latter whilst providing context for the author have been excluded from the data analysis.

In this way a cross section of perspectives were captured reflecting both functional and hierarchical issues relevant to participants in the overall field of study interest.

### **3.3.2 Interview Process and Questions**

An initial introduction to the TRG of the author and research was provided by Damian Mackey (Project Manager Southern Tasmanian Regional Planning Project, STCA) who also provided the e-mail contacts for members of the TRG. Individually tailored invitations (see Appendix A), including the Ethics committee approved information sheet (see Appendix B), were then sent electronically to TRG members of the in scope councils. All but two of the initially targeted participants consented to be involved, but these TRG members provided names of alternate team members for inclusion in the study.

Once consent to participate had been received, participant details were entered into the project Master Contact Database. The database was also used to note the participants chosen privacy request, appointment date and time and the source of the recommendation if they were ‘cascaded’ participants. Prior to commencing each interview, the participant was handed a consent form to complete (See Appendix C). Each participant was given as much time as they needed to ask questions and clarify any matters prior to completing the form.

At each interview the author verbally introduced the questions by emphasising to participants that the questions were a guide and they were invited to take their responses in whatever direction they felt was relevant. A combination of open and

closed questions were used, so as to capture responses to specific items of interest (such as the UPOS definition and *TOSPPF*) as well as broader matters such as the participant perception on the planning process. A list of interview questions and the supplementary table relating to question 8 are provided in Appendix F. The primary question is indicated in bold, whilst possible author prompts are indicated in lower order dot points.

Interviews were audiotaped and the author also made notes of key points as well as nonverbal clues provided by participants to aid in future analysis of the interview material.

### **3.3.3 Data Analysis and Validation**

Transcribing all interviews to provide participants with a verbatim typed record of their contribution proved to be too time consuming.

Instead each interview audio record was listened to several times by the author, with key literal elements of content written up in long hand. This information was then coded, so that comparisons could be made between participants based on their role in the UPOS planning and management process, for example content pertaining to the definition of UPOS.

The hand written record was then reviewed further to identify themes – reflecting interviewees’ interpretations and understandings. Some of the themes are what Hay (2010, 379) describes as “in vivo” codes, that are codes “that emerge from the body of work being examined; phrases and terms used by respondents....”. For example, given that the UPOS planning process sits within an overarching legislative framework, ‘legislative constraints’ is one such “in vivo” code. Other codes were used by the author to identify commonality of responses, such as resource constraints. The author listened to the audio tapes a number of times and updated the hand written notes until no new themes were evident. Notes were also made of unique volunteered comments that were exceptions or suggested areas for future study. Finally the author made notes against each hand written transcript that captured the ambience of the interview, as the author was conscious that personal empathy varied between her and some participants which may have impacted on the

information volunteered. Hence that data was read literally, interpretively and reflexively (Mason 2007).

The reduced data was then captured in a power point presentation for validation with members of the TRG their regular meeting on August 15<sup>th</sup> 2012.

As this data analysis process differed to the initial advice provided to interview participants, a process modification was introduced; namely each participant was provided a copy of the power point presentation used to validate the research findings and observations with the TRG. Furthermore all participants were offered the option of receiving a data disc containing the full transcript of their interview. The latter option was provided so that participants could verify for themselves that information shared by them had been accurately captured.

Participant checking is a common strategy used to demonstrate the quality of the research process, so that any generalizations made on the findings can be said to be credible and reliable (Hay 2010; Patton 2002; Stewart 2012). Bradshaw (2001) highlights potential risks with member checking techniques depending on the nature of the research and the relationship between the researcher and the participants. However, as the author had adopted a neutral position throughout the study, the benefits of member checking were seen to outweigh any potential drawbacks.

### **3.3.4 Study Ethics**

Baxter and Eyles (1997) emphasise the need for a transparent account of data collection and analysis. However at the same time, Hay (2010, 128) stresses the need to preserve the anonymity of participants as “assigning direct quotes to them could be personally, professionally or politically harmful”.

In this study, participants have been identified with numeric codes and quotes are attributed to them in the context of their organisational function only. Given the smallness of the in scope planning community, the employing council is not mentioned unless specific approval was given by the participant to be identified.

This research was classified as being of minimal risk by the Human Research Ethics Committee (Tasmania) Network, reference number H0012457. The Information

Sheet and the Informed Consent form (see Appendices B and C) were ethical requirements to obtain approval for the research. Finally the Information Sheet and Consent form were updated to reflect the changed confidentiality circumstances of the TRG member checking workshop, modified documents shown in Appendices D and E respectively.

## Chapter 4      Results

Contextual information sourced from the ‘grey literature’ review has been included as part of the research Introduction in Chapter 1. This Results chapter focuses on presenting findings from the in depth phase of the research project that is, the material gathered during the one on one interviews. It will also relate outcomes from the follow up activities, including photos of nominated quality UPOS.

In order to place all of the above into context, this section begins with a profile of the 18 participants, who agreed to the formal study process. It then moves onto their responses to the UPOS definition question which is relevant to, and underpins the thematic analysis results. A summary of the themes is provided, followed by detailed findings for each theme. The key themes identified include: *legislative constraints*, *resourcing*, *integration challenges – within councils and across the region*, and *inability to quantifying benefits*. The latter directly impacts on the resourcing of the UPOS planning and management function.

### 4.1 Participant Profile

In all, eighteen formal interviews were completed during a six week period in June and July of 2012. Interviews varied from twenty five minutes to seventy minutes in length, with the majority approximately fifty minutes long. Of the eighteen participants sixteen were staff from the in scope councils and two participants were from non-council organisations, all are involved to varying degrees in either the planning or management of UPOS in Hobart. A summary of their roles in the UPOS planning and management process is provided in Table 6 below.

The participant number also indicates the order in which the interviews were conducted and interviewees fifteen, twenty and twenty-one are missing from Table 6 as these were stakeholders who wished to only provide informal contributions to the research. The information sourced from these three participants has been excluded from the formal data analysis but has provided additional contextual information for the author.

The in scope councils were found to have different organisational structures so that various functional aspects of UPOS planning and management were grouped in a variety of ways. However, they all performed planning at strategic and statutory levels and for all but Hobart City Council the ongoing management of the Park and Reserve asset was located within the Asset Management sections of the organisation.

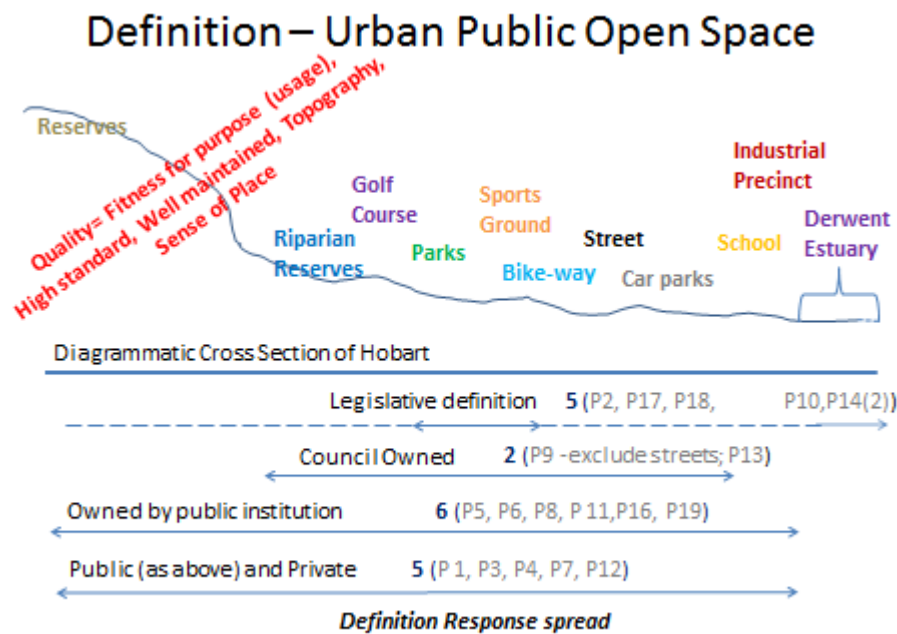
**Table 6: Participant Profile (Source: Author, July 2012)**

Participant	Role Category	UPOS Context
Participant 1	Manager	Strategic Planning
Participant 2	Planner	Strategic Planning
Participant 3	Senior Manager	Planning & Management, including assets
Participant 4	Senior Manager	Planning & Management, including assets
Participant 5	Planner	Strategic & Statutory Planning
Participant 6	Manager	Strategic & Statutory Planning
Participant 7	Consultant	Strategic Planning /Advocacy Planning
Participant 8	Planner	Strategic Planning
Participant 9	Planner	Park Planning
Participant 10	Manager	Asset Management
Participant 11	Co-ordinator	Operational Management
Participant 12	Co-ordinator	Statutory Planning
Participant 13	Senior Manager	Strategic Planning & Design
Participant 14	Project Manager	Asset Management
Participant 16	Communications Officer	Specific UPOS Program/Alternate Governance
Participant 17	Manager	Statutory Planning
Participant 18	Senior Manager	Planning & Management, including assets
Participant 19	Planner	Conservation Planning

Hence the purposive sampling strategy of this study successfully captured a variety of views reflecting the complex nature of UPOS planning and management in Hobart.

## ***4.2 Definition of Urban Public Open Space (UPOS)***

There was a spread of responses provided by the participants and included descriptions relating to function, tenure and degree of access of the space. However, responses to definition of quality were largely uniform relating to the fitness for purpose of a space. A summary of the analysis is represented in Figure 8 below, with the quality results in red text at the top left of the diagram.



**Figure 8: Summary of Participants' Definitional Response Dimensions (Source: Author September 2012)**

The majority of responses (thirteen out of eighteen) restricted their definition to spaces in public ownership. Within this group several explained their understanding of the term by listing examples of public open space types.

*It can be a bit of a grey area at times, but I guess at its most basic level it's normally land owned by a public institution for the benefit of the public. You've probably noticed in our Open Space Strategy we don't deal with privately owned land in it. Even though there is obviously private land that serves a public space benefit to the community. (P5, Planner, BCC)*

*I think of it as three things, it has to be public, it has to be open and it has to be space. If it satisfies all those three then I guess that's what it is. It's not narrowly defined. (P6, Manager, KCC)*

*Public open space to my mind is anywhere that is used primarily for that purpose. In Devonport I actually put the Mall, the Devonport Shopping Mall, as a space....as an open space and of course there are the reserves, nature*

*walking tracks, crown land and bush reserves, things like that, is my impression of it. (P14, Project Manager, BCC)*

*Public open space with the emphasis being on public I think includes the streets, the parks, the neighbourhood parks, any recreation area, any riparian areas, reserves, footways, those sorts of things. (P8, Planner)*

Some interesting variations of the definition were clearly linked to the specific role of the participant or their organisation, as demonstrated by the following quotes:

*In our role here it is quite easy for us, the public urban space is quite simply the land asset that we manage.....we could drill down on the huge land asset and discount some of the areas on Mt Wellington as not really urban....really tightly would be the urban parks, the large areas of undeveloped open space, left over bits, which is often how it is....But we don't necessarily manage some of the other areas that would be considered open space. So something like Elizabeth Mall is more a road asset...whilst we might look after the planter boxes and things.....there is a bit of a funny mix that is different for each council. (P9, Planner, HCC)*

*For us the public open space is land based as well as water based...recognising that many people, individuals and organisations have a view of it and use of it and it's varied and we want people to use it in different ways. (P16, Communications Officer, Derwent Estuary Programme)*

Several responses also focused on function or use of the open space, which can be grouped into either anthropocentric (i.e. recreation, amenity and human benefit) or natural values (i.e. ecosystem services and biodiversity offsets).

*To me it probably is everything that we can use for recreational use, sporting facilities, Wellington Park I suppose, those sorts of areas yeah. (P11, Co-Ordinator, GCC)*

*In the context of Hobart it's the bushland fringes of Hobart, major parks like Bicentennial Park, I'd include in the open space in Hobart. And then there are the formal parks, St. David's Park, Franklin Square, parks with heritage*



*values, exotic vegetation, and then you've got riparian reserves along rivulets, foreshore parks along the estuary, and then you've got little pocket handkerchief parks scattered through the suburbs. (P17, Manager, HCC)*

*It's the full gamut of public open space for a community basis, by an agency which is generally a government based agency, funded through a whole range of government based taxes and rates...most of the public open space is associated mainly with recreational value, but there is quite a lot of other value which come in with recreation or managed only for one...which is conservation value or others which have amenity values or scenic values or environmental services values. (P19, NRM Planner, CCC)*

Both approaches to defining the term align with the *Local Government (Building and Miscellaneous Provisions) Act 1993 (LGBAMPA)* which defines **public** “in relation to a way, means subject to use by the public as of right” and **public open space** “means space for public recreation or public gardens or for similar purpose” LGBAMPA (1993, Sections 3 and 80). The link to legislation was specifically made by one participant;

*Taken from the Local Government (Building and Miscellaneous Provisions) Act 1993, it states what it means. (P2, Strategic Planner, CCC)*

Approximately a third of the participants took a broader view of the definition expanding on the public ownership perspective by including private space in their responses.

*Broad definition – could be located on both private and public land. Most people assume that because of the title it would be on public land. In fact in most urban areas it is probably more likely to occur on private land...It comes in all forms e.g. council grounds, church cemetery, council properties, managed crown lands. Most places would actually be privately owned and associated with things like shopping centres. (P3, Senior Manager)*

*It's space, it's open and it's in an urban setting. Have different purposes, natural systems, play areas, recreational facilities and more traditional spaces and street spaces. (P1, Manager, GCC)*

*My view on it is that it is the space that is one, in public administration or tenure...what I think is interesting and an informal type of public space is some institutional space...whilst we have statutory definition of public open space...there is a whole bunch of institutional space that is in the public realm for amenity type value. The front garden of a hospital for example...as far as utility is concerned it is broader than a council park. (P7, Consultant Private Firm)*

*I guess it's everything from footpaths to gardens and reserves in the built environments....which is a huge challenge because we have heaps of natural areas....open space in terms of footpaths whether they be private frontages or council owned, they are still all public open spaces. (P4, Senior Manager)*

*My understanding of urban public open space from a council's perspective is the network of open space that they own, they control and they maintain. I also think another important layer of open space may not be publically available recreation space but adds to the look and character and feel of an area. So they can be privately owned open spaces that contribute to the character of a street scene or something like that. It's another layer that's important and probably gets overlooked. And I think a network between public open spaces is also important, footpaths and linkages between. (P12, Co-Ordinator GCC)*

Most participants did not elaborate on an explanation of the term 'urban', which could be interpreted as being self-evident. Alternatively it could reflect the reliance on the legislative definition – which makes no mention of the term urban. The term used by most participants was public open space (POS).

Strong correlation between definitional response and organisation role was only evident for two of the participants; the main conclusion to be drawn from these results is that the legislative definition is a key determinant irrespective of whether the role is UPOS planning or operational management. Consequently the type of POS that seems to be predominantly 'top of mind' for this group of stakeholders is closely aligned with the traditional perspectives of parks and gardens, that is POS with the primary function of recreation and amenity provision. The examples cited

by participants tend to support the previous observation. Photos of a selection, including at least one from each in scope council are presented in Appendix G.

However the data may indicate a greater awareness by senior council staff for the need to expand on the traditional legislative definition as this group makes up nearly half of that participant sub-sample.

Some implications of these definitional variations will be discussed further in the integration theme.

### **4.3 Thematic Analysis Results**

A thematic analysis was carried out on the hand written transcripts of the semi-structured interviews. Talk focused on the planning and management process for UPOS and associated perceived issues. The questions pertaining to the *TOSPPF* provided a basis on which to gain information on each council's specific approach and progress in relation to UPOS planning. It also elicited some very interesting comments on broader governance matters. The question as to participants' 'wish list' provided corroboration of their earlier comments as these responses were mostly solutions to perceived issues. Despite the varied trigger questions a number of common themes emerged during the interviews, reflecting the shared experiences of this participant group, especially from the 16 council participants. The identified themes were *legislative constraints*, *resourcing*, *integration challenges within council and at regional levels* and an *inability to easily quantify the benefits of UPOS*.

#### **4.3.1 Theme 1: Legislative Constraints**

Planning for UPOS is part of the overall RMPS framework, hence when asked to explain how planning contributes to UPOS, participants referred to the statutory planning processes and a number of relevant Acts including, *Land Use Planning and Approvals Act 1993 (LUPAA)*, the *Local Government (Building and Miscellaneous Provisions) Act 1993 (LGBAMPA)*, the *Strata Title Act 1998 (STA)*, the *Crown Land Act 1976*, the *Land Acquisition Act 1993* and the *Roads and Jetties Act 1935*.

LUPAA is the legislation which empowers councils (as statutory bodies) to act as Planning Authorities and provides the head of powers for Planning Schemes as a legislative instrument. Comments about issues with LUPPA in the context of POS planning included:

*In terms of legislation I guess there is the question what do you do with land that nobody wants?....The reality is you would need to refuse the subdivision in a formal sense. What happens in practice is a dance between the developer and the council “we’re not happy with this open space; we’re going to refuse this unless you provide open space there”. (P1, Manager GCC)*

*A planning decision is generally based on LUPAA and Councils get the opportunity to refuse subdivisions on certain criteria – there is a lot in there for example, location of roads, location of POS and access. What is unusual in the Act is that it doesn’t say what we can condition to make right, it doesn’t tell us what we can refuse, so we rely on the provisions of LUPAA to go from refusal to condition. And we need to be looking at reasonable conditions of LUPAA to do that. (P2, Planner CCC)*

*Our current Open Space Strategy is not robust enough to guide decisions...a recent application we made to rezone POS was lost at the Tribunal because of this. (P4, Senior Manager)*

*It is a challenge to influence private developers for example to get them to maintain natural water courses and use natural features to manage stormwater. Generally the attitude has been to “pipe it out of mind out of sight”. (P4, Senior Manager)*

*From a statutory perspective there is very little control that Councils can exert on a developer, there is very little provision in the planning scheme that says “you must do this or you must do that” in relation to POS. That is largely because a lot of it is quite subjective and it is very difficult to impose development controls which are subjective in nature.....at the end of the day it’s a legal instrument – it’s a poor planning instrument. The planning scheme is not a particularly good way of identifying where open space is,*

*because a lot of the POS might be in commercial or rural type zones because they are associated with private land developments or they might even be in residential zones, or you may find that they are even in environmental management zones, because most of the foreshore and beaches and riparian zones, are actually environmental management zone. So by going off the zoning maps from the planning scheme you are not getting a clear picture of where the open space is. (P3, Senior Manager)*

*..we adopt best practice POS design such as WSUD (Water Sensitive Urban Design) and CPTED (Crime Prevention Through Environmental Design) where we can, but we often get resistance from developers – but in other states it is a fait accompli – it's a requirement. (P4, Senior Manager)*

*Look at Peter Burrell Reserve; it abuts residential property, with the New Code [Planning Directive No 3 Single Dwelling in Residential Zones] houses don't need permits if they meet certain setbacks, so suddenly all the houses can be built, council has no role in that but they require fire protection but they back onto a crown reserve that has the purpose of maintaining vegetation and suddenly the managers of the reserve have an obligation to protect houses that they didn't put there. Need buffer zones but there are no guidelines except common law, zones should tell you the story, it's bad planning if non-compatible zones abut. (P5, Manager KCC)*

*Statutory planning isn't about planning, it's about compliance and development control is about the shape and form. (P9, Planner HCC)*

*Very little feedback from the Develop community – all they want is an approval. (P10, Manager GCC)*

*The statutory planning process only makes a plan and colours it in, it doesn't activate it...it's not a Master Plan. (P13, Senior Manager)*

*LGBAMPA is relevant in the context of new developments particularly Sub-divisions. LGBAMPA provides planning authorities with power to demand a maximum land contribution of either 5% of the total area to be developed or to an equivalent amount of cash in lieu that can be demanded of a New Development*

proponent, but not which portions. A number of participants were critical of this Act on a number of counts, as highlighted by the quotes below:

*..We are still dealing with sub-division provisions dating back to the Ark. The LGBAMPA is largely derived from the old Local Government Act 1962 provisions, and a lot of it came from the UK. Generally it's accepted that the lag is about 30 to 40 years. There have been drafts of subdivision bills – but they have never gone anywhere. (P1, Manager GCC)*

*There is a big weakness in how LGBAMPA requires contributions to be paid, when the valuation occurs – valuations relate to undeveloped land, therefore usually bugger all money the council does get.....and it's only 5% if you compare that to other states – that's quite low. 5% is arbitrary and doesn't actually reflect community ratio of what is viewed as a good amount of public urban space. (P2, Planner CCC)*

*It's only relevant for a new subdivision so doesn't help us in established city or urban areas. (P4, Senior Manager)*

*The 5% contribution has not been managed well historically and 9 times out of ten we would have been better off taking the money. (P5, Planner BCC)*

*Historically POS was the land left over, ... the 'bad bits' ....*

*Only relevant for greenfield sites. (P8, Planner)*

*The 5% contribution is dated and hasn't kept pace with inflation...needs reviewing. (P10, Manager GCC)*

*No ability to define open areas in the larger developments or commercial developments. (P12, Planner GCC)*

To overcome constraints participants reported that Councils are now using a combination of strategies including:

- Council policy to refuse “poor” land offerings and request a cash contribution in lieu;

- Referring to the Council Open Space Strategy in assessing the Development Application and placing conditions on the application that certain areas be set aside and
- Strategic land purchase.

Acquiring additional land via market transactions as an option is linked to the maturity of a council's Open Space Strategy and their financial capacities and will be covered in more detail in the Resourcing theme. From a legislative perspective, one participant did comment on the option of using the *Land Acquisition Act 1993*;

*..there is the option of compulsorily acquiring land for POS, but we use it as a last resort because of the political ramifications....and in the end we still have to pay for it, the only financial benefit is that we are the only buyer negotiating with the owner, but if we can't come to an agreement it can go to court for a ruling....which can end up costing more. (P17, Manager HCC)*

The STA applies for Multiple Dwelling (MD) development in both new subdivisions or in existing residential areas. Concerns were raised by a number of participants including:

*People use STA rules to avoid the 5% requirement. (P1, Manager, GCC)*

*The STA doesn't provide any capacity to ask for POS and at least in my view they are one of the culprits that should contribute the most because intensification of density is the very reason why you've got pocket parks and additional recreation facilities off site. (P2, Planner CCC)*

*The STRLUS is still a little clumsy as it prescribes the densities to be achieved by subdivision but not those for multiple dwellings. So if you want to go through a Section 43A application, which involved rezoning and a subdivision – one of the first questions the Commission [TPC] will ask is "what is the lot yield in terms of density?" out of the strategy. And the answer may be that you only end up with 10 lots per hectare instead of the desired 15, and appear to be short, but if each of the lots is large enough to have three units on it, you're not looking at 10 units per hectare you're*

*looking at 30. So the strategy is not clear on how that is going to be handled.*  
(P2, Planner CCC)

*What happens with Strata Developments that have no access to POS?...we have an archaic system, need headwork charges...* (P9, Planner HCC)

In many instances council planning staff members expressed the view that they are relying heavily on their negotiation skills to achieve an optimal planning outcome. The author sensed participants were frustrated with the planning system which is perceived has having become too focused on achieving legal compliance rather than achieving good planning outcomes.

*...the whole system has tightened up largely because people don't like taking no for an answer....Town planning in my experience is "what the council should apply to your neighbours but not to you".* (P6, Manager KCC)

*There are things like style guides for urban areas, or structure planning or master planning or even conceptual layouts: They don't have statutory clout but at least they communicate what's expected....we've had long negotiations with developers with respect to specific sites.....and they haven't moved an inch...so unless you have some controls in a legal sense, no matter how hard you push in terms of all the proactive guidelines...some developers are great and will follow you but other ones are not and there is not much you can do about it.* (P3, Senior Manager)

Participants also confirmed that they only plan for POS owned by the council although they may have agreements in place with other POS owners to perform maintenance tasks for them. The matter of tenure will be discussed in more detail in the Regional approach but here it is relevant to note that the *Roads and Jetties Act 1935* was mentioned by one participant as restricting his ability to plan for public improvements on road verges and footpaths, even though the Council had the responsibility for their upkeep:

*The Roads and Jetties Act has some peculiar clauses in it which says on a state road anything 3.7m (I think it is) from the centre line is a local council responsibility if it's got a footpath on it. Really odd, so we've got*



*accountability for the footpaths on the East Derwent Highway even though it's a DIER road, but if I wanted to put a bus shelter on the East Derwent Highway, where I'm accountable for the footpath, DIER say no you can't that's our road reserve, and I say "hang on you want me to be responsible for the footpath" and we have that issue.... (P18, Senior Manager CCC)*

All Councils confirmed that any funds that they collect in-lieu of contributions of land are quarantined from the general Council funds for the specific purpose of improving or maintaining existing POS. There was a sense that these funds were an inadequate funding source for the market rate acquisition of new POS, in areas that would complete strategic corridors or where they would improve the Environmental spaces within their municipality. There was a distinct sense of incredulity when it was acquisition of land owned by other public institutions.

*...we're at that stage with the high school site where the government is saying to council if you want to do what you want to do to the site then you are going to have to buy it from us – about \$8 Million. And we're saying – hold on it is Public Land and you want us the public that is the rate payers to buy land off you at commercial rates to use for public purposes... (P3, Senior Manager)*

*... I know of at least one instance where council is looking to acquire the school oval... either at a political level or in the market I guess. We try to do it first in a political arena and try to get some sort of transfer to occur. (P1, Manager GCC)*

Hence the overriding perception communicated to the author is that current legislation is not particularly helpful in implementing POS strategies that are trying to deal with a legacy of inappropriate private development into creek and foreshore areas, or in acquiring land for current and future POS needs.

#### **4.3.2 Theme 2: Resourcing**

Interview discussions on the planning process highlighted that Councils' main focus tends to be on statutory planning via development application (DA) assessment and control. Proactive planning via strategic approaches were recognised as important but were not as robust as statutory planning which many participants based on a lack of

resource. Key issues pertaining to resourcing, included access to suitably skilled staff and funding for both staff and UPOS acquisition and facilities.

*I think there is always the ability to say that strategy is too hard and we've got fewer resources and we need to concentrate on direct delivery, but the reality is that good strategizing saves you money. And the reality is that council is in a restrained environment from resources and it always is, but there is an opportunity to get a better understanding as to which properties are surplus to requirements, and then get sold and that money goes into a reserve that is then used to fund improvements to other areas of open space or new acquisitions that are more strategic. I think we recognise that something must be done. (P1, Manager, GCC)*

*Councils traditionally spend all their time on statutory control in DA processing and then we don't obviously have a lot of skills to do the strategic stuff. It's all about resource which includes money and skills and we don't have either of those in this state at the moment. (P3, Senior Manager)*

*It's a case of resources; we don't have the money to acquire some of the land required and so have to wait for development to occur. (P4 Senior Manager)*

*The main constraint is money, desirability of POS is accepted in the community so it just comes down to who's going to pay and how much. (P6, Manager KCC)*

*Playgrounds are frightfully expensive. (P9, Planner, HCC)*

*If you're strapped for cash the 1<sup>st</sup> thing that suffers is the strategic work – you'll look after the day to day, statutory deadlines, bleeding obvious risks you'll get sued on in the land manager world. (P9, Planner HCC)*

*Financial constraints are a big issue. A reasonable playground is now in the vicinity of \$150,000, for example Windemere Park was \$130,000 which was only possible with a Federal government grant. We've spent between \$300,000 and \$400,000 on what's been done at Montrose. (P10, Manager, GCC)*

*An issue is having land that is suitable for POS development, a lot of areas are serviced by land that has restricted access, such as internal allotments, visually not appealing and the outlook from those spaces is very important. We also have a lot of Bushland and Natural areas (1/3 of the city is natural bushland – Part of Mt Wellington Park) and access is a big issue – we don't put a log of resources into it. (P10, Manager GCC)*

*Things are not hunky dory fine but money will not fix it, the only way money will change it is to widen our ability to communicate for example if we know mothers during the week don't find the city as comfortable as they want it to be – is that because of a lack of change tables etc. Then we can do something about it. For example at Cornelian Bay we did a lot of observing and it now offers perambulation because we took the users' perspective. (P13, Senior Manager)*

*Financial is a main constraint why councils don't provide a lot more open space and just the availability of land. (P17, Manager, HCC)*

A number of interviewees articulated a perception that the level of resourcing reflected the degree of political will associated with UPOS as evidenced in the following quotes:

*Clarence is no different to most councils, we tend to respond to a Development application rather than advocate a position in advance. We do have a bunch of strategies that relate to POS and we have a policy but I'm working on updating it at the moment to broadly outline criteria for when we'll take POS contributions or land instead. Will be up to Council to decide if there are weaknesses, but our current policy applies only to residential and rural zoned land. (P2, Planner, CCC)*

*Strategic planning role is to advocate to Council what is an appropriate Council land holding for POS. There is always tension between "best use" – private owners want to develop and the community wants open space. Council would have to buy private land. (P5, Planner BCC)*

*There needs to be a greater recognition of the role POS can play and as a result of that there needs to be greater resources allocated for planning and management of these spaces. (P7, Consultant Private Firm)*

*Councillors don't have a vision for it so this reflects in staff resources allocated to it and how planning staff frame up recommendations, they anticipate that councillors won't back it so therefore they don't do it. (P8, Planner)*

*Even 5% is seen as daylight robbery and politically won't fly for what is seen as soft infrastructure. ....it's a broader fairness question – should we be hitting new developments when traditionally cost of infrastructure was paid by the whole community? (P9, Planner HCC)*

*There can be political excitement – Denison is a marginal electorate. (P9, Park Planner, HCC)*

*Priorities change constantly, I've been here 35 years and we keep talking about the same issues. (P11, Co-Ordinator GCC)*

*..there's all these political games that happen as well, because elected members can potentially pinch money allocated for renewal to spend on new projects, which expands our asset stock and leads to increased costs...(P14, Engineer BCC)*

*We have the Auditor General telling us we don't spend enough on renewal. But Councillors like to do new stuff, open things like new football grounds and playgrounds. Renewing stormwater and roads is not sexy; it's just expected to be there, so there is this tension between Aldermen and the Auditor General. (P18, Senior Manager CCC)*

*Most decisions historically have been made in isolation. The bureaucracy provides enough documents but the democratic decision making process is a political process and creates death by a thousand cuts. (P19, NRM Planner, CCC)*

An interesting counter point was raised by the largest and best resourced council:

*60% of the city is Open Space – no sense of lack of open space. How do you make a city better – by people living in the city, but it is difficult to bring people into the city – have no history of walk ups – not like say Paris. If anything we want to get more people into the city... We need more people; we are lacking critical mass to make public transport work, to make the streets feel busy. (P13 Senior Manager)*

Hobart City Council was in a better position with regards to resources, as they are the only council with a dedicated Open Space Group in their Parks and Customer Services Division. Consequently an Open Space Strategy has been in place since the mid-1990s which HCC staff actively review and implement.

*There are councils that have good resources in this area and there are those that don't. So obviously HCC has got a very robust parks as well as urban planning groups, they do really good work, they understand the full lifecycle, they make sure they're acquiring strategic assets and they do understand that. (P7, Consultant, Private Firm)*

*We have three FTEs looking at Strategic work on land assets, other councils wouldn't have that looking at DAs. We're probably the exception ...Launceston has a good set up. (P9 Planner HCC)*

Brighton City Council has just completed an Open Space Strategy, which has been endorsed by council. The other three councils are currently pursuing projects to develop Open Space Strategies. Based on comments made during interviews it is estimated that resource allocation to this task across the three councils equates to three (3) Full time Equivalent (FTE); noting that this resource pool is spread across Strategic Planning Staff, Statutory Planning Staff and Subject Matter Experts such as Recreational and Environmental Planners.

The status of Open Space Strategy planning across the council, as at June 2012, is summarised in Table 7 below, where reported activities are matched to *TOSPPF* planning criteria. Comments in the table have been sourced from participants, however as some of these did not wish to be identified, for consistency none have been identified.

The responses indicate that whilst councils are progressing activities that broadly align with the *TOSPPF* criteria, each council is doing so in its own context. It was beyond the scope of this research to drill into the detail of each activity, but given the various stages these projects are at and the various comments made, there is no obvious alignment or co-ordination evident between councils in their UPOS planning approach. The implications of these varied approaches will be discussed further in the next section on integration, where the matter of resourcing is again mentioned confirming the interrelated nature of the identified themes.

**Table 7: Summary of Councils' Open Space Policy Strategic Planning status, as at June 2012, assessed against *TOSPPF* criteria. (Author, August 2012)**

<b>TOSPPF criteria</b>	<b>Yes</b>	<b>No</b>	<b>In Progress</b>	<b>Comments</b>
Open Space Audit	GCC BCC HCC *1		CCC *2 KCC	*1 Council Land Review (draft) *2 In context of Bushcare & Coastcare Strategies
Open Space Classification Scheme	GCC BCC	CCC *1	KCC HCC *2	*1 Part of Hierarchy *2 Open Space Planning framework > Levels of service, includes hierarchy
Open Space Hierarchy	GCC BCC	CCC *1 KCC *2	HCC	*1 Bush and Tracks only *2 After Classification Scheme
Open Space planning process	GCC *1 BCC	KCC *2	CCC	*1 Bit of disconnect between groups *2 Next stage of the process
Planning Scheme Zone			All	Working to new Scheme – common template provisions, State Directive 1.
Developer Contribution Policy	All			Based on <i>LGBAMPA</i> for new developments.
Development Standards			All	Expect the SRPSP to deliver these.
Demand Analysis Policy	CCC *1	GCC *2 KCC BCC	GCC HCC *3	*1 Integral to strategic planning *2 Could be improved *3 From Land Review Doc
Open Space Policy	BCC *1 GCC *2 HCC CCC *3	KCC CCC	GCC *4	*1 Strategy endorsed but each implementation needs approval from council *2 Ad hoc in response to issues *3 Creeks & Gully Drainage reserves not Developer 5% *4 Blind spot around Strata Title Developments
Open Space Plan		GCC *1 KCC	GCC *2 CCC HCC *3	*1 Part of Environmental Plan *2 Will come from strategic work *3 Open Space Planning Framework

One deduction the author made from these comments is that council planning and maintenance staff generally know what needs to be done for UPOS in their council

area, but feel rather frustrated that within the context of the RMPS and council delegation arrangements they are only empowered with an expert advisory role and the final decision making is left with the elected representatives (i.e. Councillors) participating in the respective Council Planning and Development forums.

### **4.3.3 Theme 3: Integration of UPOS planning**

A theme identified through the analysis of the interview material is that of integration or more precisely the lack of it or difficulty in achieving it. This theme was found to operate at a number of scales, including within councils, between councils at a regional level and between councils and other POS land owners at both local council and regional scales. The results of this analysis are presented in two sections, the first looking at intra-council planning processes and the second looking at the regional inter-council and other land owner issues.

#### **4.3.3.1 Council Planning Processes**

The responses provided by participants to the question “how is planning for UPOS carried out in your council ?” indicate that mostly it is performed in a piecemeal fashion for various functional purposes with varying degrees of co-ordination rigour both across the various functions and between strategic and statutory planning. The follow up questions relating to lifecycle planning, groups involved etc. were asked of all participants to get them thinking beyond the statutory process which appeared to be the default context for most council participants:

*....there is the Town planning process and there are the other planning processes such as Recreation and Asset Management type processes that I am not so au fait with. The need for this [POS planning] type of approach has been recognised and a fair bit of work has been done, but it still needs more work. (P1, Manager GCC)*

*We do have other structures in council such as the Property Review Group, involving senior planning and property management staff, sitting on the same committee looking at land holdings coming up for disposal. (P1, Manager GCC)*

*Engineers have picked up WSUD because of the limitations of existing infrastructure. (P1, Manager GCC)*

*[life-cycle planning] should be at the strategic level planning to reconcile those two. Traditionally at the statutory planning level there has been tension between our recreation planning people and the planners. The planners see the opportunity to take a particular bit of open space at the time of subdivision and the recreational planners may be less enthusiastic about that for a range of reasons. (P1, Manager GCC)*

*In the development of the Open space policy relevant areas have been involved. But the policy is not specific it is more about parameters as to what we think are some reasonable principles that apply to the acquisition and expenditure of funds. ....During the assessment period we have input from most Departments from council because they look at it in terms of constraints and always we'll have a representative from Planning, Building, Plumbing, Engineering and Health and often other interested parties. Quite a structured process; none of us will sign off on a permit at least until everyone has had their views heard. (P2, Planner CCC)*

*Our asset/engineering guys are always very cognisant of maintenance issues of open space and will often suggest that we don't take it or refuse to take certain parcels. In my experience only to isolated pockets that really don't fit anything else. (P2, Planner CCC)*

*.. in established areas statutory planning doesn't really look at POS that becomes the realm of Asset Managers who look at it as Council property officers and not from a planning authority perspective. (P4, Senior Manager)*

*[Integration between Planning and Property Management and Maintenance] we don't do that very well at the moment, we've started the process but it comes down to a resource issue too. We need a dedicated person for probably 6 months. The Property Review Group forum includes Property, Planning and Natural Areas co-ordinator, not maintenance and only responds to initiatives....There is a disconnect between Council as a Land*



*Owner and Council as a Statutory Authority. Lack of understanding and communication between people in the field and office based staff. (P4 Senior Manager)*

*There is an interdepartmental Recreation Planning Group, which meets 6 weekly and POS get mentioned here but it is not the main focus of the group, which is more an information sharing forum and it includes representatives from the Community development area. (P4, Senior Manager)*

*We don't differentiate between strategic and statutory planning we're a small council. We used the Open Space Strategy (OSS) to create synergy.*

*Engineering had a project to improve their asset management and they used the OSS classification scheme and hierarchy to plug into their asset management system. This has been doubly useful as it has made the OSS a financial document for Council. Allows Council to be pro-active rather than ad hoc in their planned maintenance of infrastructure, e.g. paths. ....There was limited involvement of the Community Engagement Officer; we didn't have the budget to do full community engagement. (P5, Planner BCC)*

*[life cycle planning] not initially, look at maintenance and capital upgrade in generational cycles, twenty years plus. Others involved include asset management staff, maintenance crews, natural resource management people, the community development department, possibly economic development – who get involved in qualifying benefits, attract tourists, people to live and other things- and the elected member. No formal process not in itself, via other fora such as Access Committee, Recreational Tracks and Trails Committee and a number of other. ...but we also have Consultative Committees for specific projects, such as the CBD initiative where there is a working group with community members and then we also have a button on the web site "Be Heard" as part of the voice of the people initiative.(P6, Manager KCC)*

*Approach depends on who is running the project and their resources. Council is an elected body making decisions on behalf of the community, should we really go back to the community on how to mow the grass? Role of planner*

*as professional expert advising elected representatives – do we need to do all this community consultation all the time? (P9, Planner HCC)*

*As the land owner 80% of the role is strategic, 20% statutory – Hobart [City Council]’s urban form pretty set so our focus is primarily driving a little bit harder and making more use of the open space we have. We’re aiming to get more corridors and connections for example Hobart Rivulet project, Bicentennial Reserve Mt Nelson. Like all land managers we’ll do searches, go through the RMPS, do DAs and potentially rezoning. (P9, Planner HCC)*

*[life cycle planning] we have a playground strategy managed by works staff that looks at demographics and we have relocated playgrounds. Timing usually coincides with the replacement of the equipment, we’ve also relocated some equipment in reaction to vandalism and consistent anti-social behaviour...in relation to community involvement there are questions on park facilities in the annual council survey and there is also the Glenorchy Recreation Committee. We’ve got a couple of ‘Adopt a Park’ initiatives on the go they have mixed success, for example Litchfield Park failed when the key person moved away. (P10, Manager GCC)*

*Historically no opportunity to input into the process as to what is required, do make recommendations to the disposal process, the asset manager consults with us....sometimes things slip through for example when they’ve been sold and we’re still maintaining them - very rare but it does happen. There is an interdepartmental Planning and Recreation group that meets six weekly but it doesn’t look at just POS. Every subdivision we take on extra maintenance component, which is fine but we need to be involved so we can say if there is a resource impact. (P11, Co-ordinator GCC)*

*Sometimes we have issues with Subdivisions – for example Flamenco Drive, the first thing I knew about it is when one of my crew came in and said those 10 gum trees we put in on the nature strip have been cut down and removed – because that was part of the subdivision plan access. We do have Tree Management guidelines, Tree Preservation Act – have to go through Planning Department – but doesn’t get back to us. Why aren’t we involved in*

*this, we have an Arborist, we have a database of all our Street Trees. They all have \$ values all these trees. We use the Burnley Tree Method; a Plane tree is worth between \$14,000 and \$16,000. Anything with subdivision works we don't know what's going on until it is happening. (P11, Co-ordinator GCC)*

*If the open space is part of a residential zone for example, then the asset managers don't need to go through a rezoning application, which means it bypasses the statutory planning process and we don't necessarily know about it. (P12, Planner GCC)*

*We take strategic recommendations and turn them into projects that can be implemented and grow or shrink as required. There is no relation between the formal [planning] scheme and the spaces in the city. There is some linkage if for example by changing things in the Footpath Policy Use – which can change things that happen at the shop fronts, as in footpath dining is allowed in this street but not in another. Then that will impact in statutory planning even though the statutory planning may allow footpath dining in both streets having access to the street would make a difference. So that is an intrusion into the planning scheme because we want to activate the space we have and create place there instead. (P13, Senior Manager)*

*We are looking at a different project management structure than usual. Driven by some-one who wants the project to happen, should manage the project – needs the passion..... There are the usual challenges of Line Managers versus Functional Managers....so need project managers who are close to it and these become sponsors. (P13, Senior Manager)*

*[life cycle planning] the people who have control of these measures have a lifecycle of 15 to 25 years. The person that follows will have another – reviews happen with generational change. Don't get the big demographic shifts that would drive it. (P13, Senior Manager)*

*[size] ..I do find the communication is a lot better, because there are fewer staff and there isn't that silo mentality that I've seen in other Councils. (P14, Engineer, BCC)*

*[life cycle planning] ...good question, at the moment I suppose in most places it's happening informally, there is no real formal process that I know of. But you do have under the Accounting Standards, you do have to revalue each class of asset every 3 to 5 years....it could be incorporated into that, but it would be subconsciously as the accounting review is to ensure that you are correctly stating the value of that asset on your books. (P14, Engineer, BCC)*

*We have Development Application Group (DAG) and a Building Application Group(BAG) and they meet 2 to 3 times per week, participants include planning, infrastructure (roads, stormwater, gutter), environmental health office and building; until recently missing representation from natural resource management and representation from sport and recreation. For bigger developments 200+ lots we still do DAG but the General Manager Infrastructure and the Senior Planner we look at it from a more strategic view. So there are a number of processes. It's just getting complicated trying to put policies in place. (P18, Senior Manager CCC)*

Planning for UPOS occurs within a variety of functional areas of Council with staff involvement in the life-cycle planning of a POS directly related to their organisational placement. The size (level of resourcing) of the council and hence its organisational structure impacts on the level of co-ordination, so that small councils, such as BCC have a degree of integration by virtue of the natural teaming that can occur in a smaller group. Whilst the largest council, HCC is able to follow an integrated lifecycle planning approach, by virtue of their organisational structure which includes a dedicated group, the Open Space Group, within the Parks and Customer Services Division. Although it is important to remember that this group adheres to the legislative definition of POS and accordingly does not perform any life cycle planning function for POS such as streets and malls.

#### **4.3.3.2 Regional Planning**

Interview results indicated that strategic planners are primarily focused on how to develop their own Council's Open Space Strategy. Although Section 21 in the *Land Use Planning and Approval Act 1993 (LUPAA)* states that a

*...planning scheme for an area must, as far as practicable, be consistent with and co-ordinated with the planning schemes applying to adjacent areas and must have regard for the use and development of the region as an entity in environmental, economic and social terms.*

it became clear from the interviews that this does not happen via any systematic approach for Public Open Space. Most interviewees recognised the importance of regional planning so as to provide meaningful connectivity (both recreational and environmental) and reduce the duplication of infrastructure investments. Attempts are being made to include POS planning in the translation of the *STRULS* objectives into the new planning schemes via the TRG within the auspices of the STCA; however participants' comments reveal that this is not a mature process, and there is no long term systemic regional planning mechanism in place.

*..the new crop of subdivision standards hopefully will be coming into planning schemes with performance based provisions ought to provide some better discipline around what's expected [for POS]. (P1, Manager GCC)*

*At the strategic level, Councils traditionally have done very little in terms of the regional planning for open space and regional facilities. They tend to evolve through some sort of political pressure potentially at the wrong spot at the wrong time and it's not really co-ordinated. (P2 Planner, CCC)*

*...there are some facilities that extend beyond municipal boundaries, e.g. Clarence Football stadium and cricket centre on the other side the KG5 soccer oval. There really does need to be some sort of consolidation of resources to some degree, which at the moment hasn't been acknowledged. (P2, Planner CCC)*

*..inevitably a lot of our work is to just translate our existing scheme to the new template, on a like for like basis and making the necessary adjustments as we go. Inevitably there will be a learning process so that which will be teased out through the public consultation process. The ones that are missed or need to be modified will need to go through some sort of later scheme*

*amendments, so we are not really in a position to consider new zone provisions. (P2, Planner CCC)*

*A lot of that [guidelines like WSUD, Tasmanian Code for Residential Development (TASCORD) and Healthy Living by Design Criteria] will get imbedded in the new planning schemes that are being prepared at the moment. As those specs were being drafted we are trying to find ways of getting that sort of stuff in there. It isn't easy because it probably requires a new Code as a standard Code, to be prepared, because it affects the whole state in how subdivisions are designed and how some of these urban issues are addressed particularly streetscapes and things like that. Most councils dabble in it, I think we have a few clauses that talk about street frontage and things like that but there has been no concerted effort to come up with a standard code.....We probably won't have time to do that in the next round of planning schemes – the planners themselves have all said it's needed but it's just that we haven't got the resources or the time to draft it. (P3, Senior Manager)*

*Need to go three times denser in the proposed new densest zone to provide incentives for consolidation of urban sites to encourage the market to do it....Should have Biodiversity Offsets as a Use in planning schemes similar to natural values management, as there can be multiple uses over multiple sites. (P8, Planner)*

*Community gardens are catered for as Use Class in the Open Space Zone. (P9, Planner HCC)*

Frustrations were expressed on a number of occasions with the lack of resourcing and focus by the Tasmanian Planning Commission on regional planning as evidenced in the following quotes:

*[The STRLUS] is a document that is intended to be reviewed. While we haven't got a mechanism to ensure that it will continue yet, that is another weakness in our system. It's likely that prior to it being reviewed there will probably be some staff or at least a project allocation to ensure that it does*

*get monitored and updates. There is a requirement that all new planning schemes have to be based on its provisions and any amendments to those new schemes have to reflect that strategy. The problem is once the schemes have been approved and the strategy is not updated – the schemes stay stagnant. So that needs to continue to evolve with community expectations. But at the moment there is no mechanism to ensure that it will occur. (P2, Planner CCC)*

*Again the Codes are really the responsibility of the Planning Commission, and if it's going to be done properly on a state wide basis then it's the Planning Commission that have to run that process rather than being up to individual councils. But we're just starting – one of the biggest concerns is, we've done what we've done in the South but then who is going to pick up and run with it once the funding finishes. Again it will fall to the TPC to implement a lot of the recommendations of the STRULS. Councils could do their own little thing – but they are not going to do it on a regional level. (P3, Senior Manager)*

*The TPC said that they'd have 14 or 15 codes (Statewide) to have commonality between all the councils in the state – what have we got four years later – I think 1. Makes you ask the question “what sort of priority does planning have with the State Government?” I think it's all rhetoric. (P4, Senior Manager)*

*We need guidance at the state level but it can't be too specific because it [POS] is a community focused thing and communities are different. For example the approach in the Midlands with small villages and hamlets compared to urban centres, so the same rules wouldn't apply. (P5, Planner BCC)*

*Like the industrial/commercial strategies that have been done POS works at a number of hierarchies, some regionally significant such as State Gymnastic and Table Tennis centre, Trails linkages and such. STCA should progress, the project team has done an excellent job on STRLUS but they may be a bit worn out in a difficult environment where they haven't had a lot of policy guidance. (P6, Manager, KCC)*

*Our planning system should have a whole suite of policies, such as Multiple Development, Landslip, - there are a range that are currently being developed as codes for the new planning schemes, but not yet available. They should have been available over the last twenty years. (P6, Manager KCC)*

Apart from the *STRLUS* which focuses on broader aspects of regional planning, the key document from the grey literature that focused on a regional planning approach for Open Space is the *TOSPPF*. Participants were asked whether they were aware of the draft strategy, of its progress and thoughts on the appropriateness of the Department of Economic Development Tourism and Arts (DEDTA) as the lead agency. Out of 16 Council staff interviewed; ten knew about the draft policy and of these, eight provided responses to the follow up questions as summarised in Table 8 below, five knew about it but were not aware of sufficient detail to comment and one participant was not aware of it. Again as some of the participants did not wish to be identified for consistency none have been.

**Table 8: Summary of participant responses to *TOSPPF* related questions. (Author, Aug. 2012)**

<b>Why has it not progressed?</b>	<b>Who should drive it?</b>	<b>View of Statewide Guidance Policy</b>
No political will – no money	Whole of Govt. involvement	Can't regulate everything, need other accountability mechanisms, reporting, annual reports
Lack of funding	Any-one as long as all stakeholders involved	Needs legislation (Can grow from bottom up if Head of Power exists)
No statutory responsibility	Councils & TPC	Not worth the paper it's written on.
Not endorsed	Councils & TPC	Need guidance at state level but can't be too specific because it is a community focused thing and communities are different.
Lack of resources & will	DEDTA – ok for establishing framework but Regional Local Govt. Authorities for Implementation	Doesn't give it any legs – doesn't come with any particular credibility or urgency. No impetus to force funding.
Don't know (would have been a good way of integrating)	DEDTA –OK, more a case of having people who have ownership and the right connections & funding.	High level ok – but needs all organisations who have an impact on public open space to have their own documents
Lack of Funding	DEDTA - Ok – have brief to plan sport & recreation facilities, New approach probably TPC, Land owners & Councils	That's fine – best practice guideline for high level. The level we really need is the next level organisation plan & implementation.
Not sure	DEDTA – should focus on Peak Sport & Rec body co-ordination : Better TPC	A code or planning directive would be better for certainty about it.



The answers tend to align with previous themes of legislative thinking and resource constraints – in this case acknowledged as a reality for state government departments. The fact that it is a draft document - not an endorsed one like the *STRLUS* and only a policy guideline seemed to be the main reason why Councils had not wholeheartedly adopted it. Interestingly the Councils that have Open Space Strategies (HCC and BCC) – used the same consultants, namely Inspiring Place Pty Ltd, to prepare their respective strategies thereby achieving a significant degree of alignment to the *TOSPPF*.

Several interviewees raised concerns that the classification and hierarchy schemes proposed in the *TOSPPF* were not what they were using. A number of reasons were cited for this including the limitation created by what were perceived to be restricting definitions of Public Open Spaces given that many POSs served a number of functions, for example both recreation and environmental services, or operated at a number of scales, that is even major parks would be used by local communities and hence also fill the need usual met by local parks.

Planners tended to think in terms of access (i.e. within 500 meters walking distance) as a measure of adequate POS provision, whilst operational and asset management staff were more interested in the service and performance standards required at each POS and hence the resource requirement to maintain the POS at an acceptable level of quality and hence sought to reflect that in the classification schemes.

The other regional integration issue interviewees raised with the *TOSPPF* related to the matter of tenure. All council staff interviewed, that is planners, asset managers and maintenance staff raised the fact that Council did not have accountabilities for all POS in their jurisdiction as a limiting factor in delivering uniformly quality open space.

Hence regional integration with other owners of POS was mentioned as a major challenge for council, specific mention was made of Schools, TasRail, Tasports DIER, Sport and Recreation, Aurora, Southern Water, Transend and private land owners, such as the Botanic Gardens, Government House and Wellington Park Trust.

*We've had some large applications and we have asked developers to demonstrate the need for schools, on the optimistic hope that the developer may provide that land or set it aside as in the case of the mainland. But we don't actually have any legislation that says they have to do that. So inevitably if a developer says I'm going to put 1000 lots in here, yes there will be a need for a primary school and kindergarten – where is it going to go? They'll flag it, but it's really up to the Education Department to see that need and purchase it. (P2, Planner CCC)*

*Schools are interesting because a lot of schools don't like their grounds being used by the general public during the day, so while they are public land there are a whole lot of security issues. Some schools are fine, some are quite protective. (P3, Senior Manager)*

*Issue with other jurisdiction such as DIER and TasRail who have different views on how POS should be managed. Council took out a lease with TAS Rail so we could develop the bike track from Hobart to Glenorchy. (P4, Senior Manager)*

*..It would be great to create fantastic linkages with water courses via walk ways and cycle paths along the edges of creeks – but we don't own them. Titles go to the middle of the creek – but no-one maintains it. Comes back to a funding issue, but there has to be a better way, managing these areas will help manage erosion, flooding and improve habitat maintenance. (P4, Senior Manager)*

*Our only ability to influence other land owners is during the Development application process. (P6, Manager, KCC)*

*One of our best facilities is Tolosa Park, but Southern Water want to store the water in tanks to reduce evaporative loss, rather than leave it in manmade lakes, which will significantly reduce the whole amenity of the park. (P10, Manager GCC)*

*Wellington Park can provide some challenges; they are doing a new plan, council inputs as stakeholders. (P12, Planner GCC)*

*We've tried to engage Hydro, Aurora and Transend in relation to the graffiti on their property but they don't care about the community. Similarly with DIER, we've tried a Memorandum of Understanding which will allow us to access their sites and clean it up, but it's always a challenge to secure joint funding for these things. (P18, Senior Manager CCC)*

Interviewees reported that previous attempts by Councils to engage other land owners in developing and improving Public Open space have proved difficult and time consuming. Interaction with DIER was cited a number of times as particularly difficult:

*So when we have to engage with DIER on other aspects, it's quite difficult because they just sort of cry poor "the state government's got no money" – "all they can do is what they have in their particular charter" which is to fix up the road they are not worried about stuff that is beyond the gutter. That's probably a little harsh because they do that public work, but it's not their prime focus. So in terms of that whole street scape thing – yeah it needs a lot of work. And it's not just about statutory stuff it does need more proactive policy work at a state level and at a regional level. (P3, Senior Manager)*

*The Brooker Highway is the main entrance into Hobart, and road verges could be nice grassed areas, but despite \$1M investment a couple of Premiers ago there has been some replanting – but it's not a pleasant environment – it's not maintained, half the trees are dead or they're missing. Council has an agreement to mow reserve on the side within our jurisdiction in areas where there is a footpath and DIER is responsible for the median strip. (P4, Senior Manager)*

*Nice cities have nice gateway entrances and how boring is the Brooker Highway. The mayors have been talking about a strategy regularly to chip in financially on a regular basis. But it's difficult to work strategically with DIER it is more a project by project basis there is no strategic alignment. For example, the DIER development at Brighton Bypass –the cycle path is not connected – so it's a missing link. (P5, Planner BCC)*

*There is talk of a Regional Infrastructure Committee, to include planners from Council, DIER, and Southern Water to meet regularly and try to have a more co-ordinated approach – being proposed by a handful of Mayors and GMs at the STCA. A good thing about the talk of amalgamation is that it has given councils a push to work more together and pool resources. Councils would have a very strong case against amalgamation if they shared resources. (P5, Planner BCC)*

*It's something I continue to see, inefficiencies, where people are trying to go it alone perhaps rather than sharing information and work as a group. We've started to see some improvement with this Southern Asset Project that they're doing, with councils working together and things like that. 'Cause essentially we've all got the same problems and the same issues. (P14, Engineer, BCC)*

The lack of a resourced strategic regional planning focus across Councils and other land owners appears to be a key limiting factor in the ongoing delivery of Public Open Space planning in the Greater Hobart urban environment, which was succinctly summarised by one of the participants:

*The land exists and people still have responsibility for it, so arguments and debates about who should be doing things will still exist whether you have a strategy or not. But I think it's really more of an integration issue, tying together; trying to think of a system rather than thinking about individual blocks of dirt or even subsections or categorisation of national parks or whatever. It's saying how do we conceive of it as a system that involves both local government land and state land and how can we do a better job of acquiring, managing it for the good of the community? (P1, Manager GCC)*

As part of follow up research, the author approached each council to provide some quantitative information as to the amount of UPOS in their jurisdiction and the proportion of the total jurisdiction represented by UPOS. The responses are directly relevant to the issues of integration and highlight how a lack of consistent and agreed definitions makes integration of UPOS more difficult.

Information was provided by all Councils with the exception of Clarence.

Information was provided as spread sheet extracts from the respective Geographic Information Systems and is presented in Table 9 below. The information provided was not consistent and makes it difficult to assess the complete scope of UPOS, in its broadest definition, to be managed throughout the Greater Hobart area.

**Table 9: Quantitative UPOS data provided by Councils (Sep/Oct 2012); percentage calculations performed by author on the raw data.**

Measure	HCC	KCC	GCC	BCC
Number of Open Spaces	234(*1)	375(*2)	282(*3)	86
Area of Parks (He)	224			
Area of Bushland & Reserves (He)	2803			
Number of Council roads/car parks			2152	
Area of Council roads/car parks (He)			5519.19	
Total Council Open Space (He) excluding roads	3027	477.08	628.88	220.73
Total Council Area (He)	7790	75038	12140	17090
<b>Council POS as % of Council Area</b>	<b>38.86</b>	<b>0.64</b>	<b>5.18</b>	<b>1.29</b>
Number of areas not owned by council				25
Size of areas not owned by council (He)				305.9
Total Open Space for all tenure in (He)				526.63
Total POS as 5 of Council Area				3.08

\*1= Number of Open Spaces Council is working with, excludes streets

\*2 = owned by Council only

\*3= includes power easements as used for dog walking, but excludes Bonnick Tip Site

To achieve a degree of comparability the data were normalised so that reserves were excluded from HCC data; roads/car parks were excluded from GCC data and non-council owned POS was excluded from BCC data. The resultant comparison, presented in Table 10 below, aligns more closely with the statutory definition of POS.

**Table 10: Normalised and rounded up UPOS data (Source: Author Oct. 2012)**

Measure	HCC	KCC	GCC	BCC	Total
Number of Open Spaces	234	375	282	86	977
Area of Parks (He)	224	477	629	221	1551
Total Council Area (He)	7790	75038	12140	17090	112058
<b>Council POS as % of Council Area</b>	<b>2.87</b>	<b>0.64</b>	<b>5.18</b>	<b>1.29</b>	<b>1.38</b>

The resultant information appears to indicate that apart from GCC, the other councils are falling short of the 5% expectation of the *LGMBAA* contributions for POS.

However, there are too many inconsistencies with the source data and further research is required before a complete interpretation of these data can be formulated. However this little follow up exercise did demonstrate that it is imperative that consistent definitions and classification are adopted if integration of planning and management for UPOS is to be successful at the regional level.

#### **4.3.4 Theme 5: Quantifying the benefits of Public Open Space**

POS was consistently described by participants from the Asset Management areas of Councils as “soft” infrastructure. As POS is an asset that tends to appreciate rather than depreciate over time, it does not align very well with the traditional accounting and management framework for “hard” infrastructure such as roads and sewers.

All councils have an asset register that records the market value of POS; however the majority of their focus is on tracking and managing the operational costs of maintaining the POS and any physical or built structures on it. Consequently most Councils are able to quickly identify the financial burden of POS – but it is much more difficult for them to identify the direct or even indirect financial benefits POS is making to the community.

Some comments pertaining to this theme are listed below:

*Don't give it more teeth to make it a priority because largely it's difficult to quantify even though qualitatively we know there are benefits. (P6, Manager KCC)*

*Sport and Rec have done a bit of work and estimated \$4 benefit for every \$1 spent at the state level, so council being council we like to see it at our scale. (P9, Planner HCC)*

*All the land has a valuation on it calculated by State Valuer General, but valuation is based on the classification of the land, so land zoned Open Space is worth less than open space zoned residential. We are currently going through a process of valuing the vegetation and the trees etc. (P10, Manager GCC)*

*There is pressure to dispose of surplus land; hard to quantify the value of remaining land to the community. Sometimes public perception of Open Space leads to Not in My Back Yard Syndrome (NIMBYsm) (P12, Planner GCC)*

*There is this whole sort of asset management push which is 'renew before new'. Every new asset you take on as a council expands your asset stock, you take on 1 extra asset, you add to the value of your assets so it costs you more to maintain. And it also costs you more in an accounting sense because you've got the depreciation expense. Land's different because it doesn't depreciate, but other assets do, all other assets basically do, so extra building, extra roads, certainly extra land definitely because the maintenance cost in Parks is very high. (P14, Engineer, BCC)*

*POS is not a traditional asset; structures will be dealt with in the Asset Plan. Land value is the Valuer General rating – but what is it really worth? You can't sell the beach! How do you calculate 'deprival value'? And the community doesn't value it in a straight forward way. (P18, Senior Manager CCC)*

Vandalism and graffiti were raised as issues by participants from these areas of council as it directly reflected in their operational costs and contributed to their planning approach for any particular POS. Councils have tried various approaches to overcome these behavioural community challenges, including removal of equipment and facilities from POS, working with law enforcement agencies, creating “graffiti walls” via their Youth Services section, installing video surveillance equipment and engaging community support via Friends of Park groups and so on. Often these initiatives are funded via Federal grants, such as the installation of video surveillance cameras in the GCC area.

The overall impression created for the author was that POS is challenging for the current accounting and asset management frameworks, which leads to a predominant paradigm that it is primarily viewed as a burden to be managed as part of council's statutory obligations.

#### **4.4 Topics not raised by participants**

The author acknowledges that a lot of ground was covered during the interview; however it was interesting to observe that with the exception of one participant (see comment below) generally participants in strategic and senior roles did not volunteer comments that linked POS to contemporary discourses such as Climate Change or Carbon Capture, which is surprising given the latter in particular could potentially be a revenue generating opportunity for Councils from their POS.

*Climate change is a pressing issue on assets that impacts Open Space, foreshore areas and the potential for coastal squeeze. So how do you protect the foreshore open space and help it to retreat as well as the private? (P1, Manager GCC)*

Conversation in a number of interviews allowed for the author to prompt participants on these topics which elicited the following responses:

*We have a lot of coast and we are doing a lot of work – we have three studies coming to fruition in the next month or so, but certainly places like Kingston Beach, Snug and Margate, where there is POS on the water front, it's important. ....but we're not facing any impending major loss of open space, the time line is too far out, even in a place like Kingston Beach where you'd think there was a high risk – it's another 50 years off. (P3, Senior Manager)*

*[recording trees as assets -potential for carbon storage] ...hmm, I know they are looking at it....[an additional asset for you to manage]....I think that they will or we will, but it could be years down the track, 3 or 4 I'd say. I think that they will, more and more councils will. (P14, Engineer, BCC)*

*Climate change is an issue for us, we have 190km of beach and much of that is part of our open space asset. (P18, Senior Manager, CCC)*

*[carbon farming] that would be an added benefit if we can get benefit from odd bits of POS that way. If we focus on maintaining the existing then we will get a lot of sequestration of carbon. (P19, NRM Planner CCC)*



The other major “gap” observed by the author pertained to the use of technology to assist and enable the planning and management of POS. In describing the various council processes no participant elaborated on any work flow systems, it appears to be a series of standalone databases (which can be as basic as spread sheets), with the main information integration happening via the council GIS application. At the TRG workshop the HCC representative did make the observation that DAs can now be submitted electronically – but in the end it was still a static document management application, rather than a workflow management application.

The LIST (Land Information Services Tasmania) was mentioned as the main source of non-council data, especially for land valuations and natural values data. No participant volunteered any knowledge of the two-year Spatial Information Foundations infrastructure project that has been initiated by the Tasmanian Government, within DPIWE, or of any interactions with the Project team to ensure that their data needs were being considered.

These additional observations lead the author to conclude that the silo mentality is predominant within councils and that people are so pressured to deliver on their day to day accountabilities that staying abreast of non-core activity is a luxury. Similarly at the organisational level there appears to be no capacity to allocate dedicated resources to ensure appropriate cross council information sharing and application of such information into the operational processes.

### ***4.5 Desired Futures***

As mentioned in the methods section, all participants were invited to share their “wish list of things” as to what they’d like to see happen with UPOS planning. The results are presented in Appendix H. The list of comments is not presented in any order of priority, although discussion at the TRG forum tended to place greater emphasis on political will, funding and resourcing which are seen as the enablers to deliver on the other items, specifically the integration of planning at regional scales.

## Chapter 5 Discussion

This chapter sets out to summarise the research, to review the results in the context of the research aims, the wider literature and the limitations of the research methodology with a view to answer the research question:

- Can the current governance arrangements that drive the planning and management of urban public open space in the Greater Hobart area ensure that sufficient public open space will be delivered and maintained during the implementation of the *Southern Tasmanian Regional Land Use Strategy 2010-2035*?

### 5.1 Research Aims 1 and 2

The themes of legislative constraints, lack of resourcing, integration challenges and inability to quantify the benefits of UPOS, identified from the data analysis in Chapter 4 in and of themselves address two of the research aims. Firstly to gain an understanding of how UPOS is planned and managed in the Greater Hobart area and secondly how UPOS is defined and how its ownership and function impact on its planning and ongoing management.

The research found that the legislative framework (i.e. the *RMPS*) underpins everything, including the definition. Councils in their role as Planning Authorities are therefore constrained to operate within existing legislation, much of which was reported by participants to be out of date and archaic.

The research also found that the western concept of land ownership in turn impacts on the legislative framework so that inherent property rights attributed to land owners determine their behaviour within the legislative planning framework. Hence Councils in their role as land owners of UPOS are able to ‘lead by example’ when they are the development proponent, provided they have the resources to do so. However, when they are not the land owner and are acting as a Planning Authority they have limited ability to influence developments via legislative instruments such as Planning Schemes, approval conditions and *LGMBAA* develop contributions for greenfield sites.

Hence, the quality and quantity of UPOS created via the RMPS, is largely determined by the good will and intention of the land owner. The results tend to indicate that the local legislative framework is based on the premise that land is a commodity to be consumed (Benedict and McMahon 2002)

The fact that Councils perform these two roles complicates the planning environment both within councils and between councils and other UPOS owners.

Legislative definitions for UPOS define open space in terms of public ownership and function, namely recreation, amenity or environmental values. Organisational arrangements within Councils as land owners tend to reflect these functional silos, which each groups pursuing planning primarily in the context of their functional accountabilities. A similar pattern is evident with other public land owners, where at the state level various departments such as DIER or Education for example plan and manage for their UPOS in isolation of other land owners and tend not to have any legislative mandate to integrate their planning with other public land owners.

In the context of infrastructure planning UPOS is defined as ‘soft’ infrastructure and poses a challenge to asset managers in that standard accounting methods such as depreciation do not apply to this asset class. It is an asset that appreciates, yet its value is determined by its zoning and its potential for sale in an open market, rather than by any direct or indirect benefit it delivers to the community.

Town planning processes were found to be largely reactive, with limited resources applied to strategic or comprehensive cross functional planning. Reasons given included a lack of state policy guidance and a shortage of funding and skilled staff. Participants also indicated that if it was not a statutory obligation then it is less likely to happen.

However, the recent collaborative efforts via the STCA to develop Southern Tasmanian Regional Planning Schemes tend to indicate that efficiencies and economies of scale could be achieved if Councils chose to co-operate in developing a regional open space strategy rather than pursuing their individual projects. A key success factor for such a regional project would be the development of a consistent definitional framework that can be used to develop data architectures that are

independent of but allow for the intrinsic associations between POS ownership and POS function. The success of the Derwent Estuary Program demonstrates that it is possible for disparate stakeholders to come together for a common cause.

Planning processes were also found to make only limited use of technology, relying heavily on static documents which were physically shared between process stakeholders. Although advances have been made for this to happen in an on-line or electronic format – there was no evidence of true ‘work flow’ applications being deployed within any of the councils. Data appears to be stored via functional data bases or spread sheets with some degree of integration provided by the Council GIS application. It was beyond the scope of this research, but there may be opportunities to explore greater utilisation of enabling technologies for planning in general.

The level of community engagement was varied and directly related to the nature of the planning process, for example – mandatory engagements through the RMPS development or rezoning processes received greater attention than high level strategic planning which was driven more by financial capabilities than a commitment for true community participation. The latter was reported to be more usual on a project basis where the geographic scale was small and hence a smaller number of community members need to be consulted. Technology is being used by some councils to encourage community participation by providing dedicated portals or feedback areas on their websites. Ongoing management of some areas made use of community volunteers, via Friends of Park groups or other non-government organisations such as Landcare and Coast Care.

Organisational size appears as a contributing factor to intra-council integration. In smaller organisations such as BCC it enables natural teaming and hence a greater degree of integration is evident. Alternatively, larger councils, such as HCC are able to allocate dedicated resources to POS planning and management so that a more structure approach to life cycle and cross functional planning occurs.

The research results tend to support observations by authors such as Selman (2009) by indicating that future governance arrangement for more integrated UPOS planning and management needs to therefore ensure adequate resourcing and access

to enabling technologies and data to manage the complexities of planning at the various scales and for the various functions.

Finally there was a distinct undercurrent that decision making processes within councils are at the whim of political processes, which when combined with a legalistic planning approach tended to deliver sub-optimal planning outcomes with respect to UPOS delivery at local and regional levels. These results are aligned with well-established literature observations on the inherent contested nature of UPOS (Fainstein 2011; Flyvbjerg 2003; Lefebvre 1991; Low and Smith 2006).

The overriding impression in the context of UPOS planning and management is one of a disjointed almost dysfunctional system, in need of modernisation and reorganisation. Current performance appears to be reliant on concerted efforts by council staff to continually advocate and negotiate on a case by case basis with developers for a better deal on behalf of the community.

## **5.2 Research Aim 3**

The research results indicate that open space planning in Southern Tasmania displays many of the phenomena and challenges encountered in other western jurisdictions. Issues of land tenure and the degree of government involvement via policy and legislation predominate.

Similarly, pressures on local authorities to be ever more commercial and self-funding are reflected in the comments pertaining to resource constraints and the pressure to sell off UPOS that is perceived as surplus to requirements. Rather than viewing UPOS as critical infrastructure which is planned for first, as described by Woolley (2003), Tasmania appears a long way away from such a paradigm.

The author postulates that there are two reasons for this. Firstly, coercive Federal Government initiatives such as the *Greater Hobart Capital City Plan* and the Southern Infrastructure Project do not stipulate or treat UPOS as core infrastructure. Rather these initiatives position UPOS as a means to end, not an end in itself reflecting observations made by Griffiths (2011). Secondly, unlike some of the cities cited in the literature, such as Melbourne, Sydney or Perth let alone global centres such as London, Greater Hobart is really not dense enough or congested enough to

create a sense of urgency around UPOS planning and management. A view expressed by some research participants and one that is hard to dispute when viewing the photos in Attachment H – where the surrounding green hills and the waters of the Derwent create a visual sense of open space. However as per other participant comments and observations made by Benedict and McMahon (2002) it is the connectivity and planning at larger scales that is critical in determining the quality of UPOS – not just the total amount.

Consequently, legislation in Tasmania appears to be quite favourably disposed towards further development of greenfield sites within the urban boundary by demanding smaller amounts of POS contributions than in other Australian states. Similarly Multi dwelling developments are exempt from POS contributions and densification within greyfield areas for practical reasons tends towards financial contributions.

Furthermore the zoning used within Planning Schemes is not reflective of actual open spaces in the urban footprint. Rather it represents some normative view of use classes that are allowed in certain areas. In addition the use of definitions based on functions tends to ignore or at least undervalue the multifunctional and cross cutting benefits UPOS can deliver to multiple users at multiple scales. Perhaps most significantly, by not stipulating any public consultation when public land owners seek to divest themselves of POS that is not zoned Open Space or Environmental Zone, it is quite conceivable that the current approach to zoning could ultimately lead to significant losses of POS without the community being aware of what's going on.

All in all, compared with Europe or the USA, legislative instruments appear to be distinctly pro-development rather than pro-open space protection. In the author's opinion it is unlikely that legislation will change in this regard in the near to mid future. Hence a possible scenario warranting further study, could be for non-government organisations to take more of a lead in the acquisition of open space in the urban footprint and work with private and public land owners to develop a cross jurisdictional planning framework that links in with regional conservation landscapes. Two organisations that come to mind are NRM South and Tasmanian Land Conservancy (TLC), who have experience in dealing with multiple

stakeholders on conservation management issues, albeit in more rural rather than urban settings.

Greater Hobart is in a privileged position in that it does not need to significantly retrofit its urban footprint with open space. However – despite positive indications such as the development and gazettal of the *STRLUS*, implementation of its goals appears to be largely reliant on updating existing legislative instruments, such as Planning Schemes within existing governance frameworks. Development incentives to reuse and redevelop sites within existing urban areas or to encourage greater use of WSUD and CEPTD standards do not appear to be part of the instrument mix at this stage. Hence it is difficult to see how the proposed settlement patterns around transport centres will materialise given the general slowdown of development activity within the state.

Similarly the recommendations in the *TOSPPF* go a long way towards spelling out the requirements for a regional planning framework, but as the research results indicate there has been no significant progress to implement its recommendations.

If the lack of action around some of these dimensions of POS planning is indeed the result of a lack of political will as expressed by some research participants, the Tasmanian Government has the advantage of benefiting from the experiences of other jurisdictions. For example to consider the risks of relying on a “Development Authority” to co-ordinate urban growth planning, as highlighted by McGuirk (2008) and Newton (2010) . Perhaps a more positive example to consider are the changes to the English planning system described by Morphet (2009), which sees a whole of government approach aligning planning goals of various departments and implementing them via agreed and funded plans at the local government level.

Information presented by the TPC at the Inaugural State Planning Conference, indicates that discussions are afoot to define an implementation framework that will better link land use planning and infrastructure provisioning via spatial planning in order to deliver the State’s economic imperative. The conceptual framework is shown in Appendix I and on cursory examination appears to indeed have similarities to the English planning approach described by Morphet (2009).

Such a proposed approach to planning is a significant change to the current system. As with any stable system its inherent inertia will only be overcome by significant effort and energy in delivering the change. A recurring theme expressed by speakers at the conference was the need for leadership – however the question as to who will take on this mantle in the Tasmanian planning environment remains unclearly answered.

### ***5.3 Limitations and future study***

There are a number of aspects to the research that limit the degree of certainty to be attributed to any conclusions drawn from the results. These limitations are inherent to the qualitative data collection and analysis methods used and the broad exploratory nature of the research.

Firstly, the author acknowledges that the results pertain to only one stakeholder group in the overall system. A group that although knowledgeable is likely to portray only one of several realities. Hence before exploring alternate planning and management systems for UPOS it is imperative that similar research with other stakeholder, such as the development community, state government departments, non-government organisations, private land holders, elected members and the wider community be conducted. The results should then be used to populate a performance framework similar to that used by Azadi et al (2011) as shown in Figure 7.

Secondly, as outlined in the methodology the interviews were not transcribed into typed documents for review by participants, which may impact on the confirmability and dependability of the results. An attempt to improve the dependability of the results was made via cross checking results with the members of the TRG and providing the summary data to all participants. To provide credibility to the thematic analysis results direct quotes from participants were used.

Thirdly, the research topic was very broad and whilst it has revealed challenges with a number of dimension of UPOS planning, more in depth follow up on the various themes is recommended to increase understanding before moving onto solution development. For example, the literature provides numerous examples of how to determine economic benefits of UPOS. Performing an economic benefits analysis for



UPOS in the Greater Hobart area would in the author's view make a significant contribution in guiding implementation priorities for the *Greater Hobart Capital City Plan*.

Finally, a change process of the envisaged magnitude requires time and it could be argued that the delivery of the STRLUS and the imminent release of the draft Southern Regional Planning Schemes in combination with the LIST Information Infrastructure project are significant milestones in the change process time table. It would be worthwhile to revisit the research in say another 5 years, which would represent approximately a third of the *STRLUS* life span and assess what if anything has changed.

#### **5.4 Answering the research question**

Notwithstanding the above limitations, on the basis of the research results the author is inclined to answer the research question in the negative, that is the current governance arrangements that drive the planning and management of urban public open space in the Greater Hobart area *are unlikely* to ensure that sufficient open space will be delivered and maintained during the implementation of the *STRLUS*.

The primary reason for reaching this conclusion is because the legislative framework with its pro-development bias is viewed as inadequate in protecting or creating adequate UPOS. Furthermore the underlying enablers of technology, ubiquitous data availability and integrated planning processes at multiple scales do not yet exist. Perhaps most importantly the research results did not discover an obvious single point of accountability for this critical urban infrastructure or the hints of one in any of the grey literature. Significant changes are needed at all levels of the current planning system and no clear change agency was evident from the research results.

Based on the authors personal twenty year work experience within a major Australian corporation, a strong lead (person or organisation) to spur on direct implementation across multiple stakeholders is absolutely critical. Any issue that impacts across organisational silos needs a systemic and robust matrix management approach in conjunction with strong program implementation methodologies.

## Chapter 6 Conclusion

Greater Hobart is poised at a watershed moment in its urban planning history. Blessed with a location where significant open space frames and permeates the urban fabric it is uniquely placed to embrace the opportunities offered by sustainable design, building, transport and energy technologies to enhance its attractiveness to forward thinking and future oriented industries. It can recognise the incredible asset it has in its natural setting and choose to make this the cornerstone around which all planning is based.

Such a decision would be a significant departure from the historic business as usual approach. It will challenge organisational structures and require a review of priorities with a commitment to a second generation of Urban Open Spaces to meet the multiple and complex user demands of this century. Changes are afoot but are they large or fast enough to leapfrog the city into a new paradigm? Are all the key stakeholders committed to the same vision? What legacy are we planning to leave to the residents of Greater Hobart of 2112? Can we afford to continue with the status quo?

The research results tend to indicate that the status quo approach to planning would deliver an undesirable urban open space result for Greater Hobart, consider the following participant quotes:

*POS does get largely taken for granted but imaging our lifestyle without it?*

*(P6, Manager KCC)*

*Easier to loose open space than acquire it. Once it's gone it's gone!*

*(P5, Planner BCC)*

Local programmes such as the Derwent Estuary Program provide governance models that could be adapted to meet the needs for open space planning in the Greater Hobart urban area. There is no need to reinvent the wheel; much can be learned from the experiences of other cities and the research literature. There just needs to be a commitment to act!

## Appendix A: Participant Invitation Letter Template



School of Geography & Environmental Studies  
University of Tasmania  
Telephone: (03) 6226 2463

Invitation to be involved in a project asking:

**In what ways does policy and planning deliver quality urban public open space? Case studies from Southern Tasmania.**

Dear

Thursday 24 May 2012

I am a postgraduate student enrolled for a Masters of Environmental Planning degree in the School of Geography & Environmental Studies at the University of Tasmania. As part of my coursework research, I am investigating the delivery of urban public open space in Southern Tasmania. The research is being conducted under the supervision of Dr. Stewart Williams.

Damian Mackey from the Southern Regional Planning Scheme Project suggested that you may be interested in participating. I would very much like to interview you because, as a key stakeholder, your insights and opinions are important to understanding how policy and planning can deliver quality urban public open spaces in Southern Tasmania.

The attached information sheet provides more specific information about the project and the interview process. If you are interested being part of this research, please note that participation is totally voluntary and that you would be able to withdraw at any time without repercussions. Furthermore, your Privacy and Confidentiality will be respected as agreed in the Participant Consent form. The interview can be conducted at your workplace (if suitable) or an alternative location such as a private office at the university.

It is envisaged that the research results will be of direct benefit to the implementation planning of the Southern Regional Land Use Strategy and the Southern Regional Planning Scheme. Input from Southern Councils is a critical success factor for this research and hence your participation would play a vital role in ensuring a quality outcome.

I shall telephone you in the next week to answer any questions you may have about the research and hopefully to confirm your participation. Alternatively, please feel free to contact me as detailed below.

Kind regards,

Ms. Indra Boss  
BSc Hons, Grad Dip Env Planning  
MPIA (Student)

Email: [ieboss@postoffice.utas.edu.au](mailto:ieboss@postoffice.utas.edu.au)

## Appendix B: Participant Information Sheet



### Information Sheet for Postgraduate Research Project: In what ways does policy and planning delivery quality urban public open space? Case studies from Southern Tasmania.

#### **This information sheet is for interview and workshop participants**

This research project is being conducted by Indra Boss as partial fulfillment for a Masters degree in Environmental Planning. Her supervisor is Dr. Stewart Williams in the School of Geography and Environmental Science at UTAS, Sandy Bay Campus.

The impetus for the research topic came from Indra's experiences during her work placement with Glenorchy City Council in the second half of 2011 as well as her personal observations about urban public open space in the various cities in which she has resided.

The project aims to examine the specific strategies, policies and processes employed by the various councils in the Greater Hobart Region for delivering urban public open space, and to learn about what drivers or obstacles and their possible impacts might exist here. It is envisaged that the research will enable development of recommendations for consideration by the Southern Regional Planning Technical Reference Group, so as to further the implementation of the Southern Regional Land Use Strategy goals and objectives.

Council staff holding positions with respect to the design, planning and management of urban public open spaces are the key stakeholders with possible interest in this project.

Your participation in this research is totally voluntary and participants are able to withdraw at any time without repercussion. The research activity is based on semi-structured interviews which will take a maximum of 1 hour to conduct.

The research phase of the project is planned for the months of May and June in 2012 but within that period, the specific date, time and venue for interviews will be, as far as possible, at the discretion of the participants.

All participants in the research will be asked to complete a Privacy and Confidentiality Consent form to ensure that their wishes are accurately reflected

during the interview, for example with respect to audio recording the interview and the level of anonymity required by participants with respect to quotations.

It is envisaged that the research results will be of direct benefit to the implementation planning of the Southern Regional Land Use Strategy and the Southern Regional Planning Scheme. Input from Southern Councils is a critical success factor for this research and hence participation from key council staff will play a vital role in ensuring a quality outcome.

Information gathered at interviews will be transcribed and stored in password protected files on the researcher's computer and back up storage at the University of Tasmania. Normal physical security measures will be taken. Transcribed data will be de-identified by being allocated a unique interview reference number prior to qualitative thematic analyses. All data will be destroyed after five years of the thesis publication date.

Research results will be made available to the Southern Regional Councils Authority, Planning Technical Reference Group at a workshop in August 2012. More specific details of the workshop will be provided closer to the date. The degree to which participants will be identifiable in the final publication will depend on individual participant's consent given at the time of the interview.

Any further questions about this project may be directed to the project supervisor Dr. Stewart Williams at the School of Geography and Environmental Studies on 03 6226 1866.

This study has been approved by the Tasmanian Social Sciences Human Research Ethics Committee. If you have concerns or complaints about the conduct of this study, please contact the Executive Officer of the HREC (Tasmania) Network on (03) 6226 7479 or email [human.ethics@utas.edu.au](mailto:human.ethics@utas.edu.au). The Executive Officer is the person nominated to receive complaints from research participants. Please quote ethics reference number H0012457.

This information sheet is for you to keep.

We thank you in advance for your participation.

Ms. Indra Boss (Student researcher)

Email: [ieboss@postoffice.utas.edu.au](mailto:ieboss@postoffice.utas.edu.au)

Dr. Stewart Williams (Chief Investigator)

Email: [Stewart.Williams@utas.edu.au](mailto:Stewart.Williams@utas.edu.au)

## Appendix C: Participant Consent Form



In what ways does policy and planning deliver quality urban public open space? Case studies from Southern Tasmania.

### For Interview Participant to complete.

1. I agree to take part in the research study named above.
2. I have read and understood the Information Sheet for this study.
3. The nature and possible effects of the study have been explained to me.
4. I understand that the study involves my participation in a semi-structured interview of approximately 1 hour, at a date, time and venue of my choosing. The interview may be recorded and I have been given the option to review and correct transcripts.
5. I understand that participation involves no foreseeable risks.
6. I understand that all research data will be securely stored on the University of Tasmania's premises for five years from the publication of the study results, and will then be destroyed.
7. Any questions that I have asked have been answered to my satisfaction.
8. I understand that the researcher(s) will maintain confidentiality and that any information I supply to the researcher(s) will be used only for the purposes of the research.
9. I agree to be identified as a participant in the publication of the study results.  
Yes ☐ No ☐
10. I understand that my participation is voluntary and that I may withdraw at any time without any effect.

If I so wish, I may request that any data I have supplied be withdrawn from the research until 30<sup>th</sup> June 2012. I understand that I will not be able to withdraw my data after that date as it would compromise the quality of analyses of the research project.

Participant's name:

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Participant's signature:

---

Date: 

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**Statement by Investigator**

☐

I have explained the project and the implications of participation in it to this volunteer and I believe that the consent is informed and that he/she understands the implications of participation.

If the Investigator has not had an opportunity to talk to participants prior to them participating, the following must be ticked.

☐

The participant has received the Information Sheet where my details have been provided so participants have had the opportunity to contact me prior to consenting to participate in this project.

Investigator's name:

---

Investigator's signature:

---

Date: 

---

## **Appendix D: Information Sheet for TRG Group presentation**



Information Sheet for Postgraduate Research Project:  
In what ways does policy and planning delivery quality  
urban public open space? Case studies from Southern  
Tasmania.

### **This information sheet is for interview and workshop participants**

This research project is being conducted by Indra Boss as partial fulfillment for a Masters degree in Environmental Planning. Her supervisor is Dr. Stewart Williams in the School of Geography and Environmental Science at UTAS, Sandy Bay Campus.

The impetus for the research topic came from Indra's experiences during her work placement with Glenorchy City Council in the second half of 2011 as well as her personal observations about urban public open space in the various cities in which she has resided.

The project aims to examine the specific strategies, policies and processes employed by the various councils in the Greater Hobart Region for delivering urban public open space, and to learn about what drivers or obstacles and their possible impacts might exist here. It is envisaged that the research will enable development of recommendations for consideration by the Southern Regional Planning Technical Reference Group, so as to further the implementation of the Southern Regional Land Use Strategy goals and objectives.

Council staff holding positions with respect to the design, planning and management of urban public open spaces are the key stakeholders with possible interest in this project.

Your participation in this research is totally voluntary and participants are able to withdraw at any time without repercussion. The research activity is based on semi-structured interviews which will take a maximum of 1 hour to conduct.

The research phase of the project is planned for the months of May and June in 2012 but within that period, the specific date, time and venue for interviews will be, as far as possible, at the discretion of the participants.



All participants in the research will be asked to complete a Privacy and Confidentiality Consent form to ensure that their wishes are accurately reflected during the interview, for example with respect to audio recording the interview and the level of anonymity required by participants with respect to quotations.

It is envisaged that the research results will be of direct benefit to the implementation planning of the Southern Regional Land Use Strategy and the Southern Regional Planning Scheme. Input from Southern Councils is a critical success factor for this research and hence participation from key council staff will play a vital role in ensuring a quality outcome.

Information gathered at interviews and workshops will be stored in password protected files on the researcher's computer and back up storage at the University of Tasmania. Normal physical security measures will be taken. Transcribed data will be de-identified by being allocated a unique interview reference number prior to qualitative thematic analyses. All data will be destroyed after five years of the thesis publication date.

Research results will be made available to the Southern Regional Councils Authority, Planning Technical Reference Group (TRG) at a workshop on 13<sup>th</sup> of August 2012.

The workshop will present the findings of the earlier interviews, gain feedback from members of the TRG including a prioritization of the issues identified. The workshop session of approximately 1 hour and fifteen minutes will also be recorded.

In both the one on one interviews and the TRG workshop the degree to which participants will be identifiable in the final publication will depend on individual participant's consent given at the time of the interview.

Any further questions about this project may be directed to the project supervisor Dr. Stewart Williams at the School of Geography and Environmental Studies on 03 6226 1866.

This study has been approved by the Tasmanian Social Sciences Human Research Ethics Committee. If you have concerns or complaints about the conduct of this study, please contact the Executive Officer of the HREC (Tasmania) Network on (03) 6226 7479 or email [human.ethics@utas.edu.au](mailto:human.ethics@utas.edu.au). The Executive Officer is the person nominated to receive complaints from research participants. Please quote ethics reference number H0012457.

This information sheet is for you to keep.

We thank you in advance for your participation.

Ms. Indra Boss (Student researcher)

Email: [ieboss@postoffice.utas.edu.au](mailto:ieboss@postoffice.utas.edu.au)

Dr. Stewart Williams (Chief Investigator)

Email: [Stewart.Williams@utas.edu.au](mailto:Stewart.Williams@utas.edu.au)

## Appendix E: Consent Form, TRG group session participants



In what ways does policy and planning deliver quality urban public open space? Case studies from Southern Tasmania.

### **For Workshop Participant to complete.**

11. I agree to take part in the research study named above.
12. I have read and understood the Information Sheet for this study.
13. The nature and possible effects of the study have been explained to me.
14. I understand that the study involves my participation in a workshop session of approximately 1 hour and fifteen minutes. The workshop may be recorded and I have been given the option to review the audio file and make additional and/or corrective comments.
15. I understand that participation involves no foreseeable risks.
16. I understand that all research data will be securely stored on the University of Tasmania's premises for five years from the publication of the study results, and will then be destroyed.
17. Any questions that I have asked have been answered to my satisfaction.
18. I understand that the researcher(s) will maintain confidentiality and that any information I supply to the researcher(s) will be used only for the purposes of the research.
19. I understand it is not possible to guarantee the anonymity and confidentiality of anything I might say in the workshop as, despite the best efforts of the researchers, many people will be attending this event. I am aware, however, that in signing this consent form all participants have been asked to respect the privacy of others and the confidentiality of what is said.
20.  
I agree to be identified as a participant in the publication of the study results.  
Yes ☐ No ☐

21. I understand that my participation is voluntary and that I may withdraw at any time without any effect.

If I so wish, I may request that any data I have supplied at the workshop be withdrawn from the research until 31<sup>st</sup> August 2012. I understand that I will not be able to withdraw my data after that date as it would compromise the quality of analyses of the research project.

Participant's name:

---

Participant's signature:

---

Date: \_\_\_\_\_

**Statement by Investigator**

☐

I have explained the project and the implications of participation in it to this volunteer and I believe that the consent is informed and that he/she understands the implications of participation.

If the Investigator has not had an opportunity to talk to participants prior to them participating, the following must be ticked.

☐

The participant has received the Information Sheet where my details have been provided so participants have had the opportunity to contact me prior to consenting to participate in this project.

Investigator's name:

---

Investigator's signature:

---

Date: \_\_\_\_\_

## Appendix F: Schedule of Interview Questions

Q No.	Question
1	<b>What does the term “public urban open space” mean to you?</b> <ul style="list-style-type: none"> <li>• Can you provide an example of a quality public urban open space from your Council area?</li> <li>• What makes it so?</li> <li>• Can you provide an example of a not so quality public urban open space from your Council area?</li> <li>• What makes it so?</li> </ul>
2	<b>How has and does planning contribute to either of these public urban open space results?</b>
3	<b>How is planning for public urban open space carried out in your Council?</b> <ul style="list-style-type: none"> <li>• Do you consider the lifecycle of the open space when planning? <ul style="list-style-type: none"> <li>○ Acquisition, maintenance, disposal?</li> <li>○ What other areas of council are involved in the planning process?</li> </ul> </li> </ul>
4	<b>Are there particular challenges in your council area you are trying to deal with?</b> Within Council (Budgetary, Skilled Resources) Beyond Council Legislation (Civil Liabilities, Develop Contribution, Disposal guideline) Land Tenure Societal Behaviours <sup>1</sup>
5	<b>Does Council perform planning for ALL public urban open space within the council area?</b> <ul style="list-style-type: none"> <li>• If not why not?</li> <li>• If yes – how does it do that?</li> </ul>
6	<b>I’d like to focus now on the “Tasmanian Open Space Policy and Planning Framework” from June 2010.</b> <b>Are you familiar with this document?</b> <ul style="list-style-type: none"> <li>- If yes continue</li> <li>- If no – ask if there is some-one else in the organisation that I could speak to about particulars.</li> </ul> It is now 2 years since the release of this document, are you aware of any progress being made on its 60 recommendations? <ul style="list-style-type: none"> <li>- If yes – please elaborate</li> <li>- If no – why do think that is?</li> </ul>
7	<b>Do you think DETA (Department of Economic Development, Tourism and the Arts) is the appropriate lead organisation to deliver the Open Space Policy and Planning</b>

---

<sup>1</sup> If this is an issue go to Question 10 for more details.

	<p><b>Framework?</b></p> <ul style="list-style-type: none"> <li>- If yes – please elaborate</li> <li>- If no – why do you think that? <ul style="list-style-type: none"> <li>o Do you have suggestions for an alternative lead organisation/body?</li> <li>o Why is that?</li> </ul> </li> </ul>
8	<p><b>The Tasmanian Open Space Policy and Planning Framework is a very comprehensive document but I'd like to focus on a number areas including:</b></p> <p>Planning Tools, Policy Documents</p> <p>Can you please have a look at the following table and tell me whether your council has or is progressing any of these activities.</p>
9	<p><b>The Tasmanian Open Space Policy and Planning Framework makes some Governance recommendation; specifically that the Policy and Planning Framework are set up as a <i>Government Planning Advisory Guidance Policy</i>.</b></p> <ul style="list-style-type: none"> <li>• Do you think this is going to be effective enough in achieving the desired outcomes (i.e. good quality public urban open space?)</li> <li>• If not why not?</li> <li>• What in your opinion would be a more effective mechanism? <ul style="list-style-type: none"> <li>o State Policy?</li> <li>o Planning Directive – Code?</li> <li>o Treat it as core urban infrastructure?</li> </ul> </li> </ul>
10	<p><b>The Tasmanian Open Space Policy and Planning Framework records some of the issues with Urban Public Open Space as dealing with both within/resulting from:</b></p> <ul style="list-style-type: none"> <li>• Littering and Graffiti</li> <li>• Decreasing availability of volunteers</li> </ul> <p>Has the council considered approaches to overcoming these aspects?</p> <ul style="list-style-type: none"> <li>• Leasing open space to community groups (gardens etc.)</li> <li>• Work for the dole type schemes councils.</li> </ul> <p>Would such initiatives be considered “low hanging fruit” to improve the appearance and public engagement with Urban Public Open Space?</p> <p>Has the council trialled such initiatives?</p>
11	<p><b>If there were three things you could change about Public Urban Open Space Planning what would they be?</b></p>
12	<p><b>Is there anything else you'd like to mention?</b></p>
13	<p><b>Is there any-one else in your organisation that I should speak with?</b></p>
14	<p><b>I'll be sending you a copy of the transcript and final study results, may I follow up with you if I need to clarify anything covered in today's interview?</b></p>

**Table for Question 8**

<b>Planning Tool</b>	<b>Yes/No/ In progress</b>	<b>Comments</b>
Open Space Audit		
Open Space Classification Scheme		
Open Space Hierarchy		
Open Space Planning Process		
Planning Zone Schemes		
Developer Contribution Policy		
Development Standards		
Demand Analysis Policy		
Open Space Policy		
Open Space Plan		

## **Appendix G: Photos of UPOS mentioned by participants as quality examples** (Source: Author Oct. 2012)

CLARENCE CITY COUNCIL – Greenbelt Rosny Reserve



A well-presented area with walking and bike paths from Bellerive Yacht Club to Rosny Public Golf course, taking in open space from Rosny College and Rosny Park.



BRIGHTON CITY COUNCIL – Old Beach walking track amongst the wetlands.



Looking south east across the Derwent Estuary with Meehan Range in Background.



Looking west across the Derwent – suburb of Claremont framed by Mt Faulkner Conservation area.



Looking north showing easy walking/bike path in an environmental zone.



BRIGHTON CITY COUNCIL – Main Street Brighton Rejuvenation Works



Wide footpath with landscaping on southern approach into Brighton.

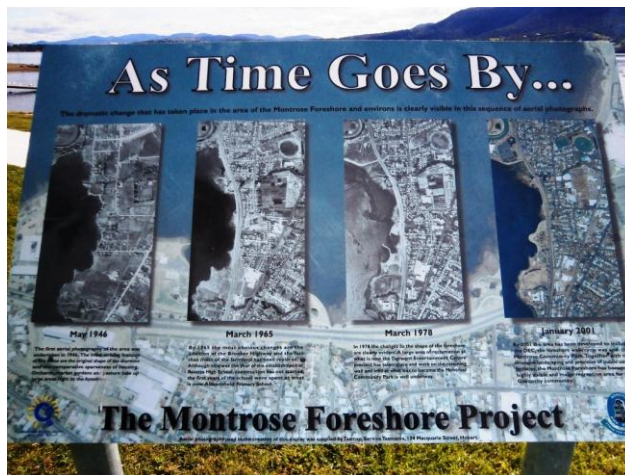


Advertising Adopt a Road initiative – centre section of Highway through Brighton.

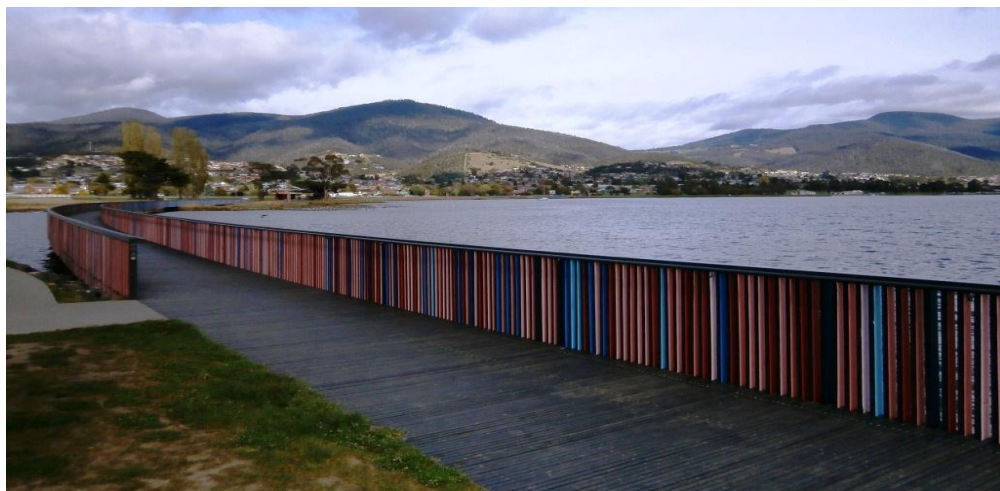


Wide footpath with landscaping on northern approach into Brighton

GLENORCHY CITY COUNCIL – Montrose Foreshore Park



Information sign at Park.



Great amenity for walking, cycling and catching up with family and friend while taking in the views (above and below)







All access playground facility with amenity block in the background.

GLENORCHY CITY COUNCIL – Town square in front of Council Offices



Traditional park providing opportunities for office worker and shoppers to take in nature.





HOBART CITY COUNCIL – St. David's Park



Traditional entrance to former cemetery site.



Classic traditional park layout with Rotunda and wide paths amongst the greenery.





HOBART CITY COUNCIL – Long Beach Redevelopment



Walkway along beach front.



Extensive grassed areas and playground – great family venue.



Southern end of Long Beach – showing promenade, BBQ facilities and car park.

KINGBOROUGH COUNCIL – Kingston Beach



Walkway looking north and south.



Picnic, play and shower facilities make for a great day at the beach.

## Appendix H: Summary of Participant 'wish list' comments (Source: Author – TRG presentation slides, Aug. 2012)

### Wish List



#### Better Strategic Approach

- More state guidance with Regional Project
- Recognise public open space that is regionally significant
- Create 2<sup>nd</sup> Generation Green Belts (incl. Link trails)
- Work more with other Departments (e.g. Education, Regional Recreation Planning)
- Biodiversity Offsets need to be managed at larger scales (state or NRM region)
- Remove competition element between Councils

#### Legislative Change

- Revise LGBAMP Act, Strata Title Act,
  - Link Contribution (cash or land) to actual demand, Require development before handover, not just residential
- Legislate open space use priority hierarchy
  - Pedestrian (1), Cycle/Skateboard (2), Public Transport (3) and Car comes last
  - Focus on mobility (health & environment)
  - Tie good open space design criteria to objectives of development standards
- Tie development rights to improving public open space (brownfield)
  - Incentives to density in various zones tied to above
- Head of Power to charge for public infrastructure contribution & Biodiversity Impact (i.e. start to internalise environmental costs of development)
- Wildlife Corridor Act -> State & Regionally important linkages (like S.A.)

13/08/2012

Indira Boss - Masters in Environmental  
Planning Candidate, UTAS

13

### Wish List Continued



#### More political will

- Councillors having a vision and backbone

#### Better work at state policy level to provide some genuine rules

- Handbook for planners (WSUD, CPTED, Healthy by Design, update TASCOD)
- Good zoning alignment to create appropriate buffers
- Planning Schemes provide room to move for open space impacted by Climate Change

#### More ability to acquire appropriate land

- Better mechanism to allow for site consolidation in existing urban areas
- Devolve Biodiversity Management to NRM bodies to ensure consistency across Local Government areas
- Legislation to acquire land threatened by Climate Change

#### Elevate status of public open space planning

- Divert \$ from tribunal arguments to open space planning & provision
- Don't allow growth to outstrip basic population
- Dedicated Authority like Vic. (Urban Renewal Authority)
- Change perception of poor cousin to hard infrastructure
- Recognise the value of services that rural & farming land holders can provide
- Need better PR & Marketing of the value of public open space.

13/08/2012

Indira Boss - Masters in Environmental  
Planning Candidate, UTAS

14





## Wish List Continued

### Make better use of natural systems, corridors and creeks

- Blur urban open space with natural environment
  - More use of native natural vegetation – less European
- Create linkages with watercourses
  - Has to be a better way to address erosion, flooding, habitat maintenance, amenity
- Allow for biodiversity offsets as a use in zones
- Break down perceive connection between Open Space & Conservation
- Better use and access to the foreshore area – huge tourist potential
- Implement Regional Ecosystem Model into Development Planning Framework

### Resources & Prioritising

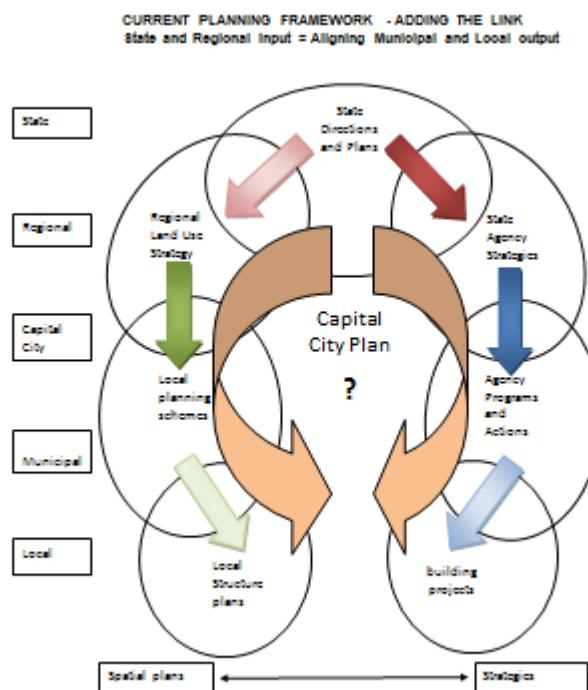
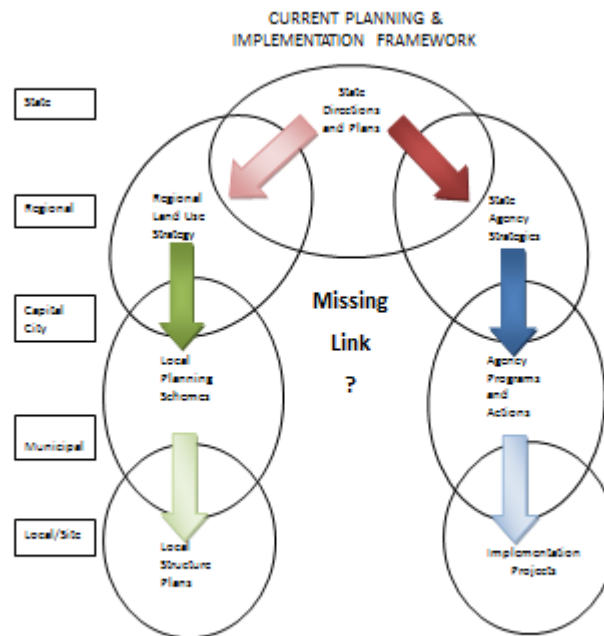
- Finish off the things we know need doing
- A good process (keep master plans alive)
- Better skills (knowledge & experience)
- Better Integration of vision for open space between groups (e.g. engineering/planning)

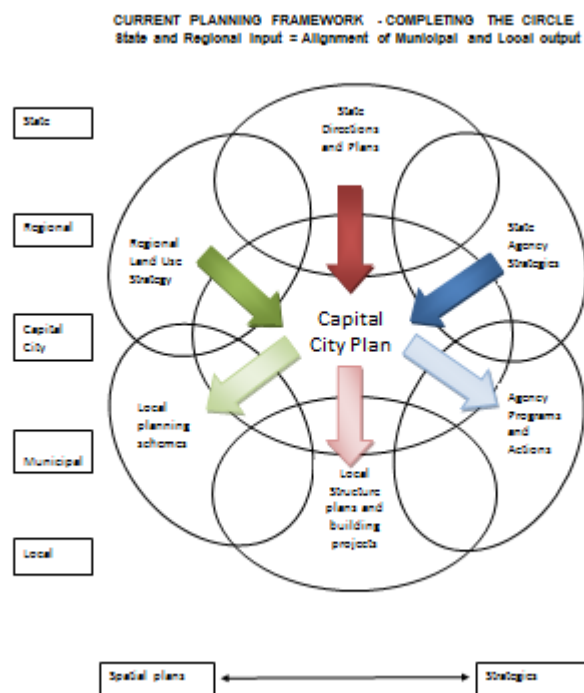
### Change Community Culture

- Have respect for other people, property and environment
- Use open space to promote 1 brand (design, consistent street furniture etc.)



# **Appendix I: Current Planning and Implementation Framework (Reproduced with the kind permission of Brian Risby *FPIA*, TPC, October 2012)**





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