Keynote speaker: Nicole Gurran is Professor of Urban and Regional Planning at the University of Sydney, where she leads Urban Housing Lab@Sydney and directs the University's Australian Housing and Urban Research Institute research centre. Nicole's research focuses on intersections between urban planning and the housing system and she has led and collaborated on a series of studies on aspects of urban policy, housing, sustainability and planning, funded by AHURI, ARC, as well as state and local government. Her current research is examining affordable rental supply, informal housing provision, and the impacts of online holiday rental platforms for local communities. Nicole has authored and co-authored publications including *Politics, Planning and Housing Supply in Australia, England and Hong Kong*, with Nick Gallent and Rebecca Chiu (Routledge, July 2016), *Australian Urban Land Use Planning: Principles, Policy, and Practice (2011)*, and *Urban Planning and the housing market* (2017, Palgrave, with Glen Bramley).

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Keynote speaker: Jago Dodson is Professor of Urban Policy and Director of the Centre for Urban Research at RMIT University. His work has investigated a wide array of housing, transport and urban planning questions including foci on infrastructure, governance and energy. Jago has also led notable research formations in Australian urban studies, including the Urban Research Program at Griffith University and the Centre for Urban Research at RMIT University. Jago has worked with local, state and national governments on research and policy questions and at the global scale has assisted the UN Habitat Program to evaluate the state of national-level urban policy making internationally.

ANZAPS 2018

Welcome to ANZAPS 2018 conference, proudly hosted by the University of Waikato.

Thursday 1 November

8.30am Conference opens

9.00am Welcome. Conference chair Professor White

9.15am Powhiri and welcome

9.30am **Opening address**: Andrew Crisp

9.45am **Keynote speaker**: Professor Gurran

10.45am Morning tea

11.00am **Session 1** Planning & decision making

12.30pm Lunch

1.30pm **Session 2** Planning and equality

3.00pm Afternoon tea

3.30pm **Panel Discussion: Planning & Housing.** Dr Kay Saville-Smith, Professor Nicole Gurran, Tricia Austin, Emma Fergusson

4.15pm ANZAPS meeting

4.45pm Close

7.00pm Conference dinner

Opening address. Prioritising affordable housing and liveable cities: understanding the mandate for HUD

The Ministry of Housing and Urban Development (HUD) was established on October 1 and is the government's lead advisor for housing and urban development. Acting Chief Executive Andrew Crisp will discuss the role of the new Ministry, and explain how it will drive the restoration of the basic right to healthy, affordable housing for all New Zealanders and make cities more liveable.

Professor Nicole Gurran. Anti-planning rhetoric and the housing problem: challenges for pedagogy and practice

In recent years urban planning has sustained relentless public critique in Australia – derided by development industry bodies, denuded by politicians, and distrusted by local communities. In many instances, housing is a focus for 'anti-planning' rhetoric which calls into question the legitimacy and relevance of spatial policy and urban control in the 21st century. This presentation examines three such challenges which have emerged in the context of Australia's deep housing affordability problems. The first reduces planning to a regulatory constraint, responsible for constraining housing supply. The second codifies and privatises development control to diversify and increase housing production. The third threatens to render planning policy obsolete in the platform era of Airbnb and digital disruption. Drawing on a series of recent studies on the impacts of planning reform for housing affordability; the rise of Airbnb, and the emergence of an informal housing sector serving lower income earners who are shut out of the formal housing market; the presentation asks whether and how planning educators and researchers should reframe the 20th Century urban planning project in the new millennium.

Session 1 Planning and decision making

1. Professor Iain White & Dr Pip Wallace. Why don't we get the things we say we want? Uncovering the hidden logics of public reason, calculative rationality, and decision support tools

A defining feature of public reasoning within planning is that it is informed by rigorous and sound evidence. To help achieve this goal there is an ever more diverse range of Decision Support Tools (DSTs); a trend that is set to accelerate along with the rise of Big Data and Smart Cities. However, while decision makers have never had so much scientific and technical knowledge at their disposal, we have simultaneous urban and

environmental crises. Political and public dissatisfaction with planning outcomes is rife. In response, planning systems around the world are under pressure to deliver better outcomes, typically by new policy fixes, tools, or legislation. This research draws upon concepts from the field of Science and Technology studies and extensive interviews with key actors across the science-policy-practice interface to shift the focus to the ways that DSTs shape planning decisions and outcomes. In the wake of the Global Financial Crisis DSTs have been hugely critiqued within the field of economics, and within planning individual tools or models have received attention, but research has yet to look across the breadth of DSTs to ascertain the various ways they influence public reasoning concerning the use of land and resources. We find that DSTs have hidden logics and perform multiple political roles that stretch far beyond their positioning as objective, neutral devices. We also reveal the various ways that their calculative rationalities exert significant power in shaping current land and housing markets, citizen behaviour, and our urban environments more generally. In doing so we reposition power and agency away from the usual research objects of policy, planners, or even politicians, to being epistemological. To achieve better homes, towns and cities, there is a need to focus on developing a different rationality that re-balances technical, political, and professional judgement.

2. Dr Simon Opit & Professor Karen Witten. Creating space for innovation: Understanding the inertia within transport planning decision-making as a sociotechnical assemblage

It is becoming apparent that translating macro-level policy directions into innovative practices and solutions at the micro-political level of everyday transport planning decision-making presents a significant challenge. The desire to provide safe, accessible and attractive urban environments is uncontroversial – yet consistently delivering on these goals remains a challenge. Moving beyond the blaming of individuals and departments for failure to deliver, taking a sociotechnical perspective presents the outcomes of transport planning decision-making as produced through a complex network of logics, processes and practices. The aim of this research is to understand the complex architecture of decision-making that transforms regulatory and decision-making logics, processes and practices into the street design solutions that become part of our urban environment and transport infrastructure. The case study for this research is the proposal for, and eventual rejection of, an innovative type of pedestrian crossing as part of Te Ara Mua: Future Streets, a neighbourhood-scale transport planning intervention in Māngere, Auckland. Through interviews with key decision-makers involved in proposing and assessing the crossings, conclusions are drawn about how particular logics can drive inertia within decision-making – thereby maintaining 'business-as-usual' practices and the obduracy of particular traffic control solutions. Several influential logics within transport planning decision-making are identified and their connections to planning outcomes discussed. Conclusions are drawn about the obduracy of existing solutions to transport planning problems, the challenge of creating space for innovation and potential pathways to change.

3. Dr Michael Grosvenor. It's the planners fault! How influential is the urban planning profession in urban development decision making today?

The onset of postmodernity in the 1970s changed the urban planning profession forever. This "second wave" of urban planning saw the practice of planning move from being an autonomous design oriented

profession populated by architects, urban designers, engineers and surveyors to a stand-alone accredited profession that became increasingly interested in better understanding the social, political and economic influences of our cities and regions (Taylor, 2014). Although the global sustainability agenda has seen an adoption by the urban planning profession of design led approaches to solve the environmental problems urban development has contributed to, the difficulty of implementing long term plans to address these problems cannot be separated from the political economic context in operation today, with planners increasingly being asked to understand and be prepared to work with the initiators of land use development, especially private sector developers (Taylor, 2014). Although most planners today would agree with this statement, there is a belief in the community that planners are wholly responsible for the urban "mess" we see ourselves in today. This presentation will retrace the evolution of the urban planning profession during the postmodern period and illustrate, with reference to examples in metropolitan-wide strategic planning in Sydney, that the urban planning profession is much less autonomous and influential in urban development decision making than the community think they are. The presentation will then highlight the pros and cons of the urban planning profession becoming less autonomous, more consultative and more rational in its approach to managing urban and regional areas.

4. Dr Gauri Nandedkar & Professor Iain White. The politics of framing: Understanding how discourse shapes perspectives and policies on the housing crisis in New Zealand

Issues of housing supply and affordability are key concerns facing many countries around the world. These issues are embedded in the wider context of neoliberalism, globalisation, colonisation and an ever-increasing rate of social and economic inequalities reaching back several decades. The way that housing supply and affordability is framed within politics plays a critical role in the strategies that are employed to address it and their effectiveness in practice. For example, if it is defined as an issue of too much regulation or immigration, then these would require very different policy interventions than if the problem were associated with the financialisation of housing. This paper provides a critical evaluation of how political discourse around housing in New Zealand under three National Party-led governments has evolved over the past decade, with a view to better understanding the ways in which the issue has been problematised and operationalised in policy. Specifically, we identify and interrogate how particular frames are created that have shaped housing discourse and intervention through an analysis of Hansard speeches from 2008-2017. Key questions we ask are: How is housing framed? What are the policy effects of this? And what frames are absent or hidden, and with what consequences? The paper highlights how the ways politicians frame housing has significant consequences for the effectiveness of public policy and the ability to transform a housing crisis that has become an uneven experiential condition.

Session 2 Planning and equality

1. Emma Fergusson. Diversity, pathology and responsibility: framing policy for areas of concentrated deprivation

This paper presents findings of research into the discursive frames evident in policy documents which seek to address the challenges facing deprived communities. The research employs two detailed case studies, both of which fall in the most deprived decile nationally: Flaxmere, in Hawke's Bay, and Tāmaki, in Auckland. In addition to providing some obvious

contrasts (one provincial, one urban, one inland, one coastal), these two cases exemplify the predominant policy approaches applied to deprived areas: community development and housing-led regeneration. Despite the different approaches employed in each case, the discursive constructions of both the current circumstances of each place and the proposed future 'solutions' exhibit some similarities. The three concepts discussed in this paper—diversity, pathology, and responsibility—are not the only tropes evident in the policy documents considered but have been selected for examination because of the way these three themes interact with and reinforce each other. This paper briefly introduces and contextualises each theme. Examples from both Tāmaki and Flaxmere are then employed to demonstrate how these frames are used. Finally, the implications of these tropes in planning for deprived communities are explored.

2. Dr Mirjam Schindler, Dr Rita Dionisio-McHugh & Professor Simon Kingham. The role of spatial planning tools in New Zealand's urban decision-making

New Zealand's cities face challenges coping with the emerging complexity of modern urban systems. Decision problems in urban planning involve multiple actors, views, values and possible outcomes, and are characterized by high degrees of uncertainty. This has resulted in an increased use of spatial planning and decision-support tools to address such complexities, increasing using a systems thinking approach. Examples of tools are MBIE's Development Feasibility Tool or the Envision Scenario Planner (ESP) developed within the Building Better Homes, Towns and Cities National Science Challenge. The choice of decision-support tools used to inform urban decisions should have essential intended urban outcomes, but may also have unintended consequences. This paper researches the role of spatial planning tools on urban decision-making on New Zealand's cities. Based on an online survey of urban planning stakeholders (e.g. local councils, urban planners, decision-makers), we contribute a review of which (spatial) decision-support tools the urban planning community has at hand and uses, how such tools might affect stakeholders' decision-making, and critically reflect on what the choice of the particular tools might have on urban decisions.

3. Khandakar Uddin & Dr Awais Piracha, Cities within a city: The NSW planning policy divergence

The NSW urban planning policies and systems are in a constant state of flux. The continuing planning reforms have been significantly influencing the politics, public policies, and communities. Economic efficiency is the consistent motivator of the reforms. The objectives of the state government planning reforms are aligned with the neoliberal agenda. The NSW state government is also applying post-political strategies to attain their policy goals. However, the government is successful in some regions and failed in other regions in implementing their planning policies. The policy implementation and outcomes are different in the affluent and poor halves of the Metropolitan Sydney. That variation has been reinforcing social, economic, cultural and ecological divide in the metro. The affluent neighbours are actively dominating the urban policies. The affluent communities are more active in resisting planning policy practice and outcomes. They are successful in pursuing suspension of planning policy and keep themselves excluded from the planning reforms. Thus, there is the manifestation of gentrification in the city. Communities abilities to engage in planning is diametrically different in the rich and poor parts of Metropolitan Sydney.

Also, planning outcomes play out dramatically differently in the two regions of Metro Sydney. In recent times, the forced amalgamation of Canterbury and Bankstown councils created a mega-council of 360,000 people in the poor part of Greater Sydney and by the abandonment of amalgamation policy the affluent area of Hunters Hill Council could avoid merger and persist with mere 14,000 people. More recently, the NSW government's medium density code, soon after its promulgation, was suspended for some councils because of strong local opposition. Other councils had adopted the rules without any resistance. That is another example where planning reforms has created division in the Metro Sydney.

4. Jason Harrison & Professor Susan Thompson. Making the healthy city equitable: a case study of walkability and wayfinding for the visually impaired

There is no doubt that the built environment plays a significant role in supporting healthy behaviours which are critical to stem rising rates of chronic disease. Planners and allied professionals faced with making decisions about how cities are best developed and maintained to support health increasingly draw from this evidence base. A key element of a healthy city is walkability – in part because walking is undertaken by most people of all ages in their every-day activities. Nevertheless, a walkable city is not necessarily accessible for all, particularly as research and practice primarily focuses on people without disabilities. The barriers which do exist and turn otherwise walkable streets into unwalkable ones are not sufficiently considered in key healthy city decision making. With an estimated 15% of the world's population living with a disability, there is the risk that many who use cities feel excluded and are not able to access essential services and facilities to live healthy and happy lives. This paper presents a case study examining walkability barriers within the urban environment of the City of Sydney for people with a visual impairment. The research quantifies, through a detailed access audit, the barriers within a 400m catchment area of a major CBD railway station. The audit highlights design features which have been implemented to aid people with a visual impairment in walking around the city. The study outcomes, as well as the research methods used, offer understandings for urban planners seeking to create an equitable healthy city.

Friday 2 November

8.00am Heads of planning breakfast – on campus. Meet at Kahurangi café in the Oranga building by the lake (AKA Stacey's)

8.30am Conference opens

9.00am **Keynote speaker**: Professor Jago Dodson

10.00am Morning tea

10.30am **Session 3** Planning for the Environment and Climate Change

12.00pm Lunch

Parallel Early Career Researcher Networking meeting

1.00pm **Session 4** Planning, people and heritage

2.30pm Afternoon tea

2.45pm **Session 5** The Pedagogy of Planning

4.15pm **Panel Discussion:** The Future of Planning Curriculums

5.15pm Conference close

Professor Jago Dodson. Urban governance at the global scale: the evolving SDG-New Urban Agenda regime and its implications for planning

Since 2015 a new global scale framework for the management of urbanisation has emerged via international institutions. This includes the New Urban Agenda and the Sustainable Development Goal as well as the Paris Climate Agreement and the Sendai Disaster Risk Agreement. These frameworks are agreements of UN member states yet will be applied at the urban scale which is typically the domain of sub-national and local governments. Meanwhile cities across the world are seizing the imperatives of improving urban conditions while transforming urban development to a sustainable trajectory. There is thus a scalar mismatch between the global level agreements and necessary local action. The nation state it seems, faces a new role in managing urbanisation. This paper explores these emerging dynamics by asking: 1) Are we seeing the emergence of a global tier of urban planning? 2) What role in managing urbanisation does this new global urban governance imply for the nation state? 3) How are the Australian and NZ governments responding to these global agendas? 4) What are the prospects for systematic application of the new global urban governance for cities?

Session 3 Planning for the Environment and Climate Change

1. Dr Rebecca Retzlaff & Charlene LeBleu. Marine spatial planning: exploring the role of planning practice and research

Marine Spatial Planning (MSP) is a tool for managing and improving marine environments. MSPs have been prepared and implemented throughout the world. The earliest example was the 1981 plan for the Great Barrier Reef Marine Park in Australia. In many countries, the field is dominated by natural scientists and has not been commonly associated with planning. The goals of this paper are to analyze the MSP literature to identify key themes related to both MSP and planning, and to use those themes to explore how planners can contribute to MSP research and practice. We conducted a literature review to find relevant literature on MSP. We reviewed a total of 191 different articles and books. After an initial reading and categorizing of the literature, we organized it into eight major themes; with 2-6 sub-themes organized under each major theme. The themes are: ocean zoning, defining boundaries, planning in dynamic environments, stakeholder involvement, information needs, integrating ocean and land use management, managing multiple and conflicting uses, and transboundary institutional structures. After organizing the literature into themes and sub-themes, we analyzed it for its main findings and conclusions. We conclude that planners have a lot to contribute to MSP. For example, the MSP literature has centered mostly on individual case studies of one or a few MSPs, with very little research that comprehensively analyzes many MSPs collectively and comparatively. Planners could contribute their experience with regional planning, planning for issues that transcend political boundaries such as traffic, commuting, and watersheds, and regional land uses.

2. Christina Hanna, Professor Iain White & Professor Bruce Glavovic. National guidance, RMA tools and voluntary retreat: lessons from Matata, New Zealand

Managed retreat is being applied in a variety of ways across New Zealand due to an absence of formalised national direction. In this research, a case study is examined, where managed retreat is being attempted in Matatā via a voluntary land acquisition package, supported by unprecedented changes to the regional plan to extinguish existing use rights. Document analysis, and semi-structured interviews of local

government actors have uncovered administrative and social barriers to managed retreat in New Zealand. Principal administrative barriers include a lack of tools, national guidance, funding and implementation support to achieve managed retreat of existing land-uses under the current planning system. Under this system, integrated management is vital in order to overcome the mismatch between the functions and powers of territorial and regional authorities with regard to managed retreat of existing uses. Furthermore, whilst 'voluntary retreat' is the only tool currently available to local authorities to achieve (compensated) managed retreat of existing uses, (where the Public Works Act 1981 cannot be applied) it is not often perceived as being 'voluntary', which undermines the retreat process. In contrast to these barriers are also enablers, which in the absence of a national framework, include the potential for direction from Regional Policy Statements where they deliver a strong policy framework and direction to reduce risk to tolerable levels based on clear thresholds. Policy learning is occurring across New Zealand, driven by local leadership. In order to improve policy and its outcomes, we must learn from current practice.

3. Dr Michael Howes. Preparing planners for climate change adaptation decision-making: observations from the policy research-teaching nexus

The impacts of climate change pose profound challenges for urban and environmental planning. Overall the objective is to build resilience through effective, efficient and appropriate adaptation planning and this in turn requires good decision-making. This must often be accomplished with scarce public resources, in a hostile political environment, and while dealing with all the pitfalls inherent in a 'wicked' policy problem. Educating planners in policymaking and climate change can help prepare them to meet these challenges and make good decisions, but it needs to be based on sound research into what is actually happening on the ground. This paper explores this topic and seeks to make some practical suggestions. It is based on many years of research, teaching and experience by the author across several countries. While the challenges are great, there is still room for some optimism.

4. Dr Hamish Rennie. Micro-planning for resilience – a resilience module for Farm Environment Plans

Planning to manage the effects of farming activities on the environment, especially water quality, has become a significant component of regional planning in New Zealand. In some regions, farmers are required to obtain resource consents to continue to farm. To obtain consent they are required to prepare farm environment plans (FEPs) that describe how they will meet targets for preventing nutrient and sediment loss to waterways. As part of the New Zealand Government –funded National Science Challenge – Resilience to Nature's Challenges a new voluntary resilience module has been developed that focusses landowner attention on the effects of the environment on the landowner. This micro-planning approach is a shift from treating landowners as all powerful impactors on static environments to entities striving to thrive within impermanent, chaotically dynamic systems. In so doing it manifests a challenge to the present anthropocentric doctrine of the Anthropocene and re-embeds landowners, especially farmers, within their environment.

Session 4 Planning, people and heritage

1. Professor Mark Dyer, Rachel Dyer, Dr Annika Hinze, Tomas Ferrari, Kate Mackness & Dr Shaoqun Wu. Urban Narrative

Urban Narrative is a proof of concept research project to develop new digital tools and techniques to enable communities to express their values and priorities to co design future urban plans and design briefs. The project is collaborating with two neighbourhoods at the New Zealand Cities of Napier and Christchurch. In the case of Napier, the neighbourhood is a Maori and Pacifika community with the highest deprivation score in the city based on a variety of indices including income, home ownership, qualifications and access to private transport. In contrast, the case study for Christchurch focusses on the neighbourhood of Addington, which has undergone several significant changes during the last fifty years from a neighbourhood with major heavy industry centred largely on the pre-1960s railways sector to more recently a safe post-earthquake haven for residents and business after the 2011 Christchurch earthquake. The project explores co-design and adaption of digital ethnographic tools with communities using a variety of mixed social media including bespoke APPS. The results coupled with text mining of big data sets using collocation tools, facilitates data storytelling that led to a community based urban narratives that can guide future decision-making and transformation. In the case of Addington, the focus is on tangible and intangible culture and heritage as a means of increasing a sense of belonging. Whereas for Maraenui, the attention is given to empowering local residents to visibly influence future planning decisions around a new health care facility, new social homes and changes to the highways system.

2. George Greiss & Dr Awais Piracha. Rewriting political influence: The NSW "Rock Star" planning reforms

The Environmental Planning and Assessment Act (EPAA) was promulgated in 1979 to simplify the planning process, to pay particular attention to ecological sustainability and to improve community consultation in planning matters. In the four decades since its inception, the EPAA has been amended more the 150 times. The changes to the planning system created by the constant amendment of the planning Act have evolved around the decision-making process, the unmistakeable struggle for control between the State and Local Government and the attempts to shift to a post-political/managerial planning system. In this paper, we will explore the inherent conflict between collaborative planning practices and the traditional political hierarchies in planning decisions. A 'Joint decision-making system' or a 'shadow hierarchy joint decision-making system' has traditionally been used to reconcile the struggle and create acceptable outcomes for all stakeholders. However, in NSW, there has been a shift to a post-political decision-making that is being used to overcome the power and legitimacy of collaborative planning and re-concentrate the decision-making powers in the political hierarchies. The delegation of substantial decision-making powers to Local Governments by the Environmental Planning and Assessment Act 1979 (EPAA), forced the State Government to work collaboratively with the Local Governments. In practice, this proved difficult for the New South Wales State Government, of both political persuasions. We draw attention to the decision-making reforms that have dominated the planning system debate in New South Wales and how their achieving "rock star" status with constant controversial media coverage, has created a legitimacy question and stronger opposition to planning decisions. We

conclude that the change to a post-political/ managerial planning system of past decade is a move in the wrong direction. The most recent amendment to the New South Wales Environmental Planning and Assessment Act 1979 (EPAA) regarding the compulsory use of Independent Hearing and Assessment Panels (IHAP) in all Sydney metropolitan councils, hides political influences on the decision-making process, and is another means of eliminating or undermining the democratic scrutiny that comes with the exercise of political power. The changes will have more of a negative impact in the less affluent areas of the city, which lack the means or political ability to challenge decisions.

3. Tung, Chih-Hsuan & Cheng, HsienHsin. A study on the urban morphology evolution of ancient city wall along the urban fringe belt – A case study of Tainan castle town

The Tainan castle town is the earliest city in Taiwan to develop a large-scale city. From the perspective of urban development, it is a major matter for a city to have almost enclosed gates and walls. The spatial attributes outside the city are completely different and it is of significance to urban space. It is also totally different, and it even shapes the urban fringe belt. The evolution of the urban fringe belt is closely related to the local historical environment. The purpose of this study is to explore the evolution of the urban form of the ancient city wall along the edge of the city. We selected the surrounding area of Tainan castle town as the main research object. We use the morphological microscopic scale to analyze the land use and analyze the land pilings to understand the demolition of the ancient city wall. After the demolition changes, whether the ancient city wall is still the urban fringe zone, and then use the type of building analysis to verify the evolution of the ancient city wall, reflecting the cultural and political conditions in different eras. Due to the existence of new and old, urban textures around Tainan city wall, the difference in stitching is a topic that the Tainan city government is trying to solve. It also raises awareness of the urban fringe belt and helps to sewn the old and new textures of the city.

4. Lo, Wei-Hsuan & Cheng, Hsien-Hsin. The Study of heritage for conservation strategy – historic urban landscape approach for Tainan Fu-cheng Historic Districts.

In order to solve the problems of large population migration, tourism prevalence, commercial development and globalization during the development of modern cities, the cultural and regional characteristics of historical cities are dispersed. The issues between urban development and preservation continue to occur, leading to the challenge of the development in historic districts. UNESCO passed Recommendation on the Historic Urban Landscape (HUL) in November 2011. This approach protects and manages the urban heritage in historical towns from the viewpoint of “landscape”. It contains both natural and cultural environments, in order to balance the development of the city and the preservation of the landscape. This research discusses the use of HUL methods to preserve the features of historic urban landscapes, enhancing local cultural values and genius loci. Taking Tainan Fu-cheng Historic District as an example. It used to be the main city in Taiwan, and is rich in distribution of natural and cultural resources. First, this research uses field research to draw the preservation and development. Then, this research analyzes the resource maps by map overlay analysis to understand the landscape content of historical cities. Next, to evaluate historical urban landscape features and cultural values, in order to delimit historically preserved sensitive areas, and arrange the order of historical resources. Finally, this study proposes a management strategy for the preservation of historical urban landscape features in Tainan Fu-cheng Historic Districts.

Session 5 The Pedagogy of Planning

1. Dr Aysin Dedekorkut-Howes, Professor Jason Byrne, Dr Deanna Tomerini & Dr Alison Sammel. Taking students on a field trip towards employment

The value of fieldtrips and study tours in promoting skills development is widely recognised among academics especially in the natural and built environment disciplines. Field trips have various other benefits including cohort bonding and enhancing student experience. However, they are expensive and time consuming to organise and administer. This project is aiming to develop Best Practice Guidelines for embedding field trips into the curriculum to maximise their benefits and particularly employability skills. To achieve this aim we use data from 16 semi structured interviews and a panel we conducted during ANZAPS 2017 conference in Hobart. The participants represent 12 universities from New Zealand and Australia and are in the natural and built environment disciplines. Over half of them teach in planning, the rest represent architecture, engineering, environmental science and science education disciplines. In our analysis, we first overview how field trips are used in planning education, what benefits the convenors observe and what obstacles and challenges they face. Are these any different than the challenges faced by other disciplines? What unique skills are we teaching through field trips? What are the important aspects of a field trip that maximize these skills and benefits? We examine the role of the duration, timing and destination of field trips as well as assessment. We conclude with some best practice tips.

2. Dr Adrienne Keane & Professor Peter Phibbs. Developing student engagement with Indigenous Australians through urban planning curricula

In 2017 the NSW Government initiated a pilot project of negotiation between Local Aboriginal Land Councils (LALC), NSW Crown Lands and local government seeking to resolve over 30,000 land claims under the NSW Aboriginal Land Rights Act 1983. Separately, there were training sessions with LALCs, delivered by a Sydney University academic, about the NSW planning framework. At these training sessions it became clear that LALCs generally did not have the resources or expertise to understand the development potential of their lands or claimed lands. Understanding development potential is key in the negotiation project but there were no or limited resources to access expertise. Utilizing an existing shell unit, six Sydney planning students and a volunteer mentoring planner, undertook land use investigations on behalf of the Metropolitan LALC. The studies will be used as part of the negotiation project as they contributed to the MLALC's understanding of the potential of lands. This presentation will demonstrate how planning curricula responded to circumstance bringing about a unique but potentially adaptable program which enabled student engagement with Indigenous Australians; cultural competence building; development of work readiness skills; relationship building between the University and the planning profession; and a proactive and useful project for LALCs.

3. Dr Dorina Pojani. Role Playing vs serious gaming in planning education: Which activity leads to more learning?

This study assesses the utility, in terms of learning, of two class activities which I have employed in 2015-2016 in a planning theory course at the University of Queensland, Australia. One is a role playing exercise, called the Great Planning Game (GPG), which was developed by Dr Roberto Rocco at Delft University of Technology, the Netherlands. The other is a serious game,

called Polis Power Plays (PPP), which I am developing with a group of colleagues in Australia. Both role playing and serious gaming are commonly used as an education tool. The purpose of this study is to determine whether in planning courses gaming is more effective than role playing or whether the two yield more or less the same results in terms of educational outcomes. This is important because developing serious games is much more costly in terms of time and resources, while role playing is an inexpensive activity that requires minimal investment outside the classroom.

4. Professor Claire Freeman, Learning how to make decisions in the education context

Dunedin's biggest challenge in decision making in many years has been whether to endorse the highly controversial but inspirational redevelopment of the waterfront proposed by van Brandenburg architects. With its bold, gleaming white modernist, curvilinear buildings the development would totally transform the waterfront and place Dunedin on the world's architectural stage. The city council has endorsed the bridge element of this project that would act as the vital link between the CBD and Harbourside.

This development has been used as the catalyst for teaching a studio based paper "Spatial planning and development" where students act as the planner for a client engaged in waterfront development. Students identify a development site, undertake a site analysis, design their development, undertake a hypothetical consultation process and evaluate their proposed development using selected development tools. Finally they have to make a decision- this takes the form of a recommendation on whether they should advise their client to go ahead with the development. This paper differs from more standard papers in that students engage with all aspects of the development process and the decisions that have to be made all through the process while simultaneously considering all the permutations and challenges this entails. The van Brandenburg development is the inspiration for student's own Waterfront development aspirations. The question is will students rise to the challenge and make decisions that forge a bright "white" inspiring future or stick to the more mundane and realistic?

Panel Discussion: The Future of Planning Curriculums

Professor Carl Grodach
Professor Claire Freeman
Dr Aysin Dedekorkut
Professor Peter Phibbs

Delegate list

Dr Adrienne Keane, The University of Sydney

Dr Aysin Dedekorkut, Griffith University

Andrew Crisp, Ministry of Housing and Urban Development

Professor Carl Grodach, Monash University

Dr Caryl Bosman, Griffith University

Christina Hanna, University of Waikato

Professor Claire Freeman, University of Otago

Dr Dorina Pojani, The University of Queensland

Dr Elizabeth Aitken Rose, University of Auckland

Emma Fergusson, Massey University

Francesca Dodd-Parr, University of Waikato

Dr Gauri Nandedkar, University of Waikato

George Greiss, Western Sydney University

Dr Hamish Rennie, Lincoln University

Dr Hitomi Nakanishi, University of Canberra

Professor Iain White, University of Waikato

Professor Jago Dodson, Centre for Urban Research, RMIT University

Jason Harrison, UNSW

Jo Ross, Massey University

Kate Mackness, University of Waikato

Dr Kay Saville-Smith, CRESA

Khandakar Al Farid Uddin, Western Sydney University

Laurel Johnson, University of Queensland

Dr Maria Kornakova, Massey University

Dr Michael Howes, Griffith University

Dr Mirjam Schindler, University of Canterbury

Professor Nicole Gurran, University of Sydney

Patricia Austin, University of Auckland

Professor Peter Phibbs, University of Sydney

Dr Pip Wallace, University of Waikato

Rachel Dyer, University of Waikato

Dr Raven Cretney, University of Waikato

Rebecca Retzlaff, Auburn University

Professor Richard Bedford, Chair of the Governance Group for the Building Better Homes, Towns and Cities National Science Challenge

Ruth Berry, Director, National Science Challenge 11, Building Better Homes Towns and Cities National Science Challenge

Dr Silvia Serrao-Neuma, University of Waikato

Dr Simon Opit, Massey University

Professor Susan Thompson, UNSW

Wei-Hsuan Lo, National Cheng Kung University

Dr Wendy Steele, RMIT University

Wen Liu, University of Auckland

Cities within a city: The NSW (Australia) planning policy divergence

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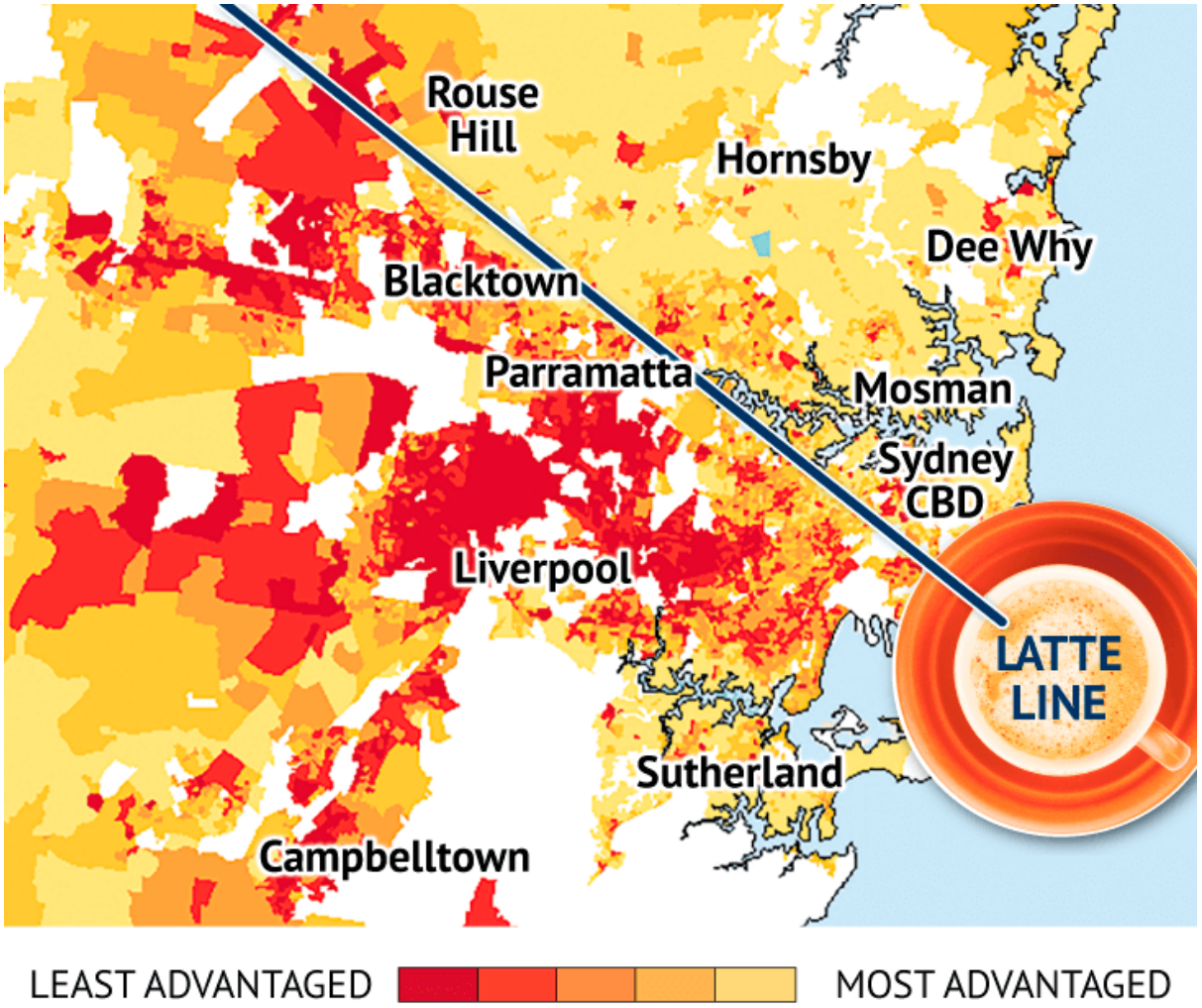
Introduction

Urban planning is a critical part of the NSW economy, society, and environment (CIE, 2013). The NSW urban planning policies are in a constant state of reforms (Piracha, 2015; Ruming, 2011b). The urban planning reforms are noticeably informed by the dogmatic political approaches (Gurran & Phibbs, 2014; Legacy et al., 2014). Neoliberalist economic efficiency is also a strong motivation underpinning the reforms (Allmendinger, 2017; Bunker et al., 2017; Gleeson, 2017; Gurran & Bramley, 2017; Piracha, 2010, 2015; Rogers, 2016; Ruming, 2011a; Ruming et al., 2014; Schatz & Rogers, 2016; Troy, 2018).

The planning reforms are reinforcing the have and have nots divided in Greater Sydney. The division of Sydney has been characterised by an oblique line extending from Northwest to Southeast. The line separates well-off and well-served North and East from less well-off South and West. Piracha (2016) has characterised this as NIMBY (not in my backyard)-Land and Bogan-Land divide. Saulwick (2016) termed it the “Latte Line” or the “Goat Cheese line.” Chrysanthos and Ding (2017) labelled it as “Red Rooster line”. To the north of that line are ‘haves’ and the south of that line are mostly ‘have-nots’ parts. (Chrysanthos & Ding, 2017). Socioeconomic advantage of the haves can be defined as access to "material and social resources", as well as the ability to participate in society (Gladstone, 2018).

Figure 1 shows the more and less advantaged areas of Sydney



Source: https://www.smh.com.au/national/nsw/sydney-s-latte-line-exposes-a-city-divided-20180327-p4z6et.html

Some other authors have also discussed the high and low amenity areas of Sydney (Gleeson & Randolph, 2002; Healy & Birrell, 2003; Holloway, 2002, 2005; Stilwell, 1989). Piracha (2016) argues that the influential NIMBY communities above the latte line offer tough and cleverly designed resistance to any planning reforms relate to density changes or physical developments in their areas. As a

consequence, the rapid Sydney population growth is taking place below the latte line in areas which have fewer and inferior jobs (Lee et al., 2018), lower incomes with slow growth (Stilwell & Hardwick, 1973), poor amenities (Holloway, 2002), poor ICT facilities (Holloway, 2005), disgraceful services and much higher densities (Taylor & Gladstone, 2018) than those above the latte line. According to Piracha (2016), “Among the NSW planning apparatus, the community engagement philosophy for Sydney seems to be ‘NIMBY land’ is too hard,” and if you “dump” development on BOGAN land “they will not even notice it.”

Have and have nots divide in cities is a fact of life. All cities have affluent areas with high natural and cultural amenities and less well-off parts usually located in poor amenity areas. The distinction in Greater Sydney, however, is that the planning system reforms are reinforcing the city division by exempting well-off areas from planning reforms in particular those related with accommodating additional dwellings or population. That is in addition to lack of any consideration of how planning reforms, even when applied uniformly across the city, may have different and adverse outcomes for the less well-off parts of the metro.

The first example of the partial application of planning reforms is the NSW council amalgamations of 2015 to 2017. The amalgamations were implemented in the West and Southwest of Greater Sydney where local councils were already very large. Due to resistance from influential local communities, the state abandoned planned council amalgamations in the North and the East (Saulwick, 2017). In Greater Sydney, we now have a situation where we have impersonal and distant mega councils in the west and south-west and tiny councils exposed to small pressure groups in the north (and the east). Selective application of the medium-density housing policy (Saulwick, 2018a) is another more recent example.

Academic literature related to planning reforms in NSW has theorized the reforms through the lens of neoliberalism, rational technical planning, agonism, communicative rationality, community resistance or NIMBYism and so on. This paper argues that planning reforms, their selective application, and differential outcomes ought to be studied with theories that deal with socioeconomic divisions in society.

While NSW urban planning policy has been acknowledged as an important topic for research, there is a shortage of contemporary studies on its selective application and its consequences. Various urban scholars have highlighted how power relations and differently positioned actors shape cities (Bengt & Per Gunnar, 2016). Numerous Australian studies (Allmendinger, 2017; Brunner & Glasson, 2015; Bunker et al., 2017; Gleeson, 2017; Gleeson & Low, 2000; Gurran & Bramley, 2017; Gurran & Ruming, 2016; MacDonald, 2015; Piracha, 2010, 2015; Rogers, 2016; Ruming & Gurran, 2014; Ruming et al., 2012; Ruming et al., 2014; Schatz & Rogers, 2016; Troy, 2018) have investigated urban planning policy process, outcomes and community participation in planning using various theoretical constructs such as neoliberalism, managerialism, post-political theory, and agonism. There is a shortage of research which identifies or acknowledges the planning policy reform and selective application of the same creating cities within a city in Greater Sydney. This paper argues that the dearth of research in this area is due to lack of understanding of communities and community engagement. Planning literature seem not to fully acknowledge that the communities engagement or resistance with urban planning policy (NIMBY) can be a vehicle for self-interest and of exclusion of the others. Academic literature on the topic largely assumes communities to be benign, noble, and altruistic. However, Dear (1992) by citing the 1989 Daniel Yankelovich Group national survey outlined the NIMBY advocates as high salaried, educated, skilled and homeowners. Petrova (2016) labelled NIMBY resistance as egoism, ignorance, and craziness of some residents interested in defending their own greensward and placing private benefits at the forefront instead of communal benefits. The undue opposition is inspiring the selective application of urban policies and regressing urban community into a new feudalistic society (Dear, 1992). The unequal and selective application of urban policies leads to a more divided city. Even though, the urban policy is same however the outcomes are not the same in many cities.

Urban scholars need to critically analyse the planning policies that lead to the city division. This paper aims to examine the state patronized urban planning policies and have and have nots split of Greater Sydney. In doing so, the argument will be analysed through the theory of power and social division.

Theoretical background

It is argued that the government is applying technocratic post-political strategies to attain its planning policy goals (Bunker & Searle, 2009; MacDonald, 2015; Rogers, 2016). The post-political approach consciously rejects the political space of disagreement and attempts to ignore opinions (Swyngedouw, 2009, 2010). Thus, the post-political direction is augmenting the urban policy processes to privilege the particulars benefit (Catney & Doyle, 2011). However, there has been fierce and high-profile community opposition to planning reforms in some parts of Greater Sydney (Gurran & Phibbs, 2013). Consequently, the NSW government planning policy reforms were successfully implemented in some parts of Sydney and failed in others. The unsatisfactory and spatially differentiated community participation in implementing the urban planning policy leads to unpopular changes (CIE, 2013; Thorpe & Hart, 2013). The unequal planning policy application is creating significant gaps among different part of the city. This urban policy discrimination needs serious research thoughtfulness.

Existing planning literature provides some theoretical understanding of policy analysis in this area. Under the neoliberal urban governance model, post-politics is a vital tool to conceptualise the process of urban strategic reforms (Farid Uddin, 2016). Brenner and Theodore (2002) argued that cities have become the major political and ideological vanguards through which the supremacy of neoliberalism is being cemented. Thus, neoliberalism indicates new forms of political-economic ascendency grounded in the extension of market interactions (Larner, 2006). The neoliberal urbanism reduces opportunities for public political action, and in turn, nurtures antipathy (Wehrhahn, 2015). Consequently, post-politics is a managerial tactic mobilised by the government to resolve antagonism and shut out citizen expressions (Inch, 2012). MacDonald (2015) recognizes the topical efforts in NSW planning systems reform as a notable example of post-politics. Therefore, urban post-politics moves parallel to the neoliberal market dynamism (Swyngedouw, 2009). Neoliberalism and post political strands of theory are well traversed for Sydney NSW. On the other hand, insignificant community opposition to urban policy and development decisions in less affluent parts of Sydney are enhancing the discriminating urban policies application. The community

opposition has typically been referred to as a process of NIMBY (Not-In-My-Back-Yard). NIMBY is defined as anti-development community opposition to the introduction of public facilities in the urban areas (Barlow, 1995; Sun et al., 2016). The NIMBY opposition is pushing selective application of the urban policies. This small group of active, vocal and connected residents are avoiding the urban policy reforms.

Discriminatory application of planning policy reforms in Greater Sydney is accelerating gentrification. Some parts of the city have been made exempt from density increase. The same parts have better employment opportunities (Lee et al., 2018) and better amenities (Piracha, 2016). This is reinforcing gentrification. The gentrification process is noticeable in Australian cities (Atkinson et al., 2011). Gentrification is the physical renovation of the city which involves the gradual displacement of the current low-income residents of an area who are unable to afford the increased rentals rates of the area as the neighbourhood status is raised (Greene & Pick, 2012). Gentrification is one of the primary ways through which socioeconomic inequalities are expressed in urban space (Hochstenbach & Musterd, 2018). There are significant power establishments which patronize the inequality (Richardson, 1996). Foucault (1990) argued that power is not imposed on individuals, but instead, it is exercise over themselves and others through widely accepted forms of organized behaviour. Consequently, power is utilized to serve the interest of the vested group and enables inequalities (Richardson, 1996).

Method

The contemporary Human Geography research is led by qualitative methodologies (Winchester & Rofe, 2010). Qualitative research allows thoughtful analysis of concerns (Babbie, 2013). Qualitative research is concerned with elucidating human experiences within a variety of conceptual frameworks (Winchester & Rofe, 2010). It consists of words and pictures and is usually unstructured (Kitchen & Tate, 2000).

Qualitative research also contains a textual analysis of documentary sources and data can be composed from the sources like maps, newspapers, policy papers and reports (Downe-Wamboldt, 1992; Winchester & Rofe, 2010). Consequently, textual exploration recognizes the utmost interfaces of well categorized research evidence and provides very sensible and resourceful data (Babbie, 2013; Downe-Wamboldt, 1992).

Thus, this paper applied the qualitative approach of textual data analysis. That included documents analysis of newspaper articles, government circulars, state planning policy reform proposals, other published reports and planning literature. This paper analysed 15 newspaper articles, 95 scholarly articles and 10 government circulars and reports.

NSW planning policy divergence analysis

Cities around the world have experienced a great deal of change in their sociodemographic geographies since long, and this restructuring also has complex effects on the neighbourhoods within metropolitan areas (Foote & Walter, 2017). Sydney has been experiencing socio-economic changes for a long time (Stilwell & Hardwick, 1973). Gleeson (2017) claims that the recent urban policy practices of Australia are ‘technocratic and econometric characteristics of contemporary neoliberal urbanism (p.206)’. Thus, the alternative form policy applications are creating the planning policy variations in Sydney.

The planning policy variations have been denigrating the social-economic divide in NSW. The policy implementation and outcomes are different in affluent and less affluent regions. Historically, a divided city is indeed nothing new (Marcuse, 1993). The market-driven growth of Australia has shaped a divide in cities (Freestone & Hamnett, 2017). Thus, there is a visible divide ‘latte line’ in Sydney (Freestone & Hamnett, 2017; Saulwick, 2016). Within a neoliberal urban system, there are hidden actors like power, politics, market, etc. responsible for bringing urban changes (Farid Uddin, 2016). The root of neoliberalism is a utopia of unlimited exploitation, inequalities, and domination

of power (Brenner & Theodore, 2002; Harvey, 2003). This paper has considered the latest NSW Council Amalgamation and recent Low Rise Medium Density Housing Code to exemplify the NSW urban policy divergence.

The NSW State Government proposed council amalgamation in 2015 and aimed to reduce the number of councils from a total of 43 to 25 in the metropolitan Sydney. Regardless of the State Government push for amalgamation, proposed mergers were significantly opposed in some areas (Farid Uddin, 2018). By September 2016 the NSW government had created 20 new councils in the metropolitan Sydney, another 11 proposed mergers were postponed due to community resistance (Nicholls & Saulwick, 2017). Finally, On 27 July 2017, the State Government proclaimed not to proceed with council mergers for 14 councils - Burwood, City of Canada Bay and Strathfield Municipal councils; Hornsby Shire and Ku-ring-gai councils; Hunter's Hill, Lane Cove and City of Ryde councils; Mosman Municipal, North Sydney and Willoughby City councils; and Randwick City, Waverley and Woollahra Municipal councils (NSW Government, 2018). The councils that avoided merger were from the northern and eastern affluent parts of Sydney. The failure of the state government to fully implement amalgamation caused enormous inconsistencies in the size of councils in Greater Sydney. For example, the forced amalgamation of Canterbury and Bankstown councils in the southwest created a mega-council of 360,000 people, and by the abandonment of amalgamation policy the Hunters Hill Council persist independently with 14,000 people (Saulwick, 2017).

NSW State government introduced the Low Rise Medium Density Housing Code (Housing Code) on 06 April 2018 to ease the housing shortages and to increase affordable housing (NSW DP&E, 2018b). The new Housing Code was implemented in some councils on 6 July 2018, however, the Housing Code has been deferred until 1 July 2019 for a number of local government areas due to opposition (NSW DP&E, 2018a). The Housing Code deferment started for the affluent area Ryde and the reason was the pressure from the local council and local politicians (Saulwick, 2018b). Now, the NSW government's medium density code is being applied in some councils while others have been granted an exemption (for one year) from the new rules. This is another example urban planning reform is contributing to policy divide and inequality in Sydney. Exempting (affluent) parts of the city from planning rules has set a precedence and has open

floodgates of affluent councils making requests for exemptions from long-existing state planning policies. For example, the affluent Northern Beaches Council recently (June 26, 2018) requested exemption from Affordable Rental Housing and Housing for Seniors or People with Disability NSW state planning policies (Northern Beaches Council, 2018).

ABS (2016) documented the ten most advantaged local government areas of Australia, and among them are, Ku-ring-gai, Hunter's Hill, Lane Cove, Mosman, North Sydney and Woollahra local government areas in NSW's north and eastern affluent region. For all of these councils' amalgamation was abandoned. Numerous studies have confirmed that the higher social and economic class people are more likely to become active in the neighbourhood engagement with urban planning process whereas the lower income people have not always had represented their community interests (Greene & Pick, 2012). From the council amalgamation opposition, it has been evident that the affluent areas were very active in opposing that planning policy. Thus, community engagement in planning is different in the regions of greater Sydney, and the planning outcomes play out dramatically differently in them as well.

New directions in planning and policy-making emphasize relationships between rational processes and the normative 'chaos' they are surrounded by (D'Aoust & Lemaire, 1994) that leaves behind 'rationalistic' policy-making (Richardson, 1996). Thus, NIMBYism enables resistance of the implementation of urban facilities in the neighbourhood (Esaiasson, 2014). The NIMBY resistance is positioned above the social equity as it is the opposition of limited people. Njoh (2009) argued that the power of the state is making citizens do as it wished and termed it as the case of an 'oppressor's power over' the 'oppressed.' Foucault (1990) argued 'power is everywhere, not because it embraces everything, but because it comes from everywhere (p. 93).' However, the power structure of Sydney's neighbourhoods is not equal "Bogan-Land" residents have less power to understand and engage in policy progression (Piracha, 2016). Richardson (1996) by citing Bachrach and Baratz (1962) contended that power was not simply related to decision making, but extended to the creation or reinforcement of social and political values and institutional practices in agenda setting, to protect the interests of particular groups. The unequal state application of policies also contributes to NSW planning policy divergence. Power here is characterized as negative and

one-dimensional, imposed from the top down (Richardson, 1996). One of the smaller council of greater Sydney was able to resist urban policy (council amalgamation) implementation whereas the bigger councils were silent (Farid Uddin, 2018). Piracha asserted in Pike (2018) that ‘most north and eastern councils avoided amalgamation while many southwest Sydney councils became bigger and that small councils mean small neighbourhood/community groups can easily pressurize or influence councils to stymie any proposals to increase density.’ Gladstone (2018) claimed Sydney's north shore as the most advantaged area in the country. The advantaged areas are very expensive and impossible to afford by the less affluent.

Figure 2 depicts the Great Sydney Divide through the lens of average rent.

Figure 1: The Great Sydney Divide - Average Weekly Rent

Source: Lee et al. (2018)

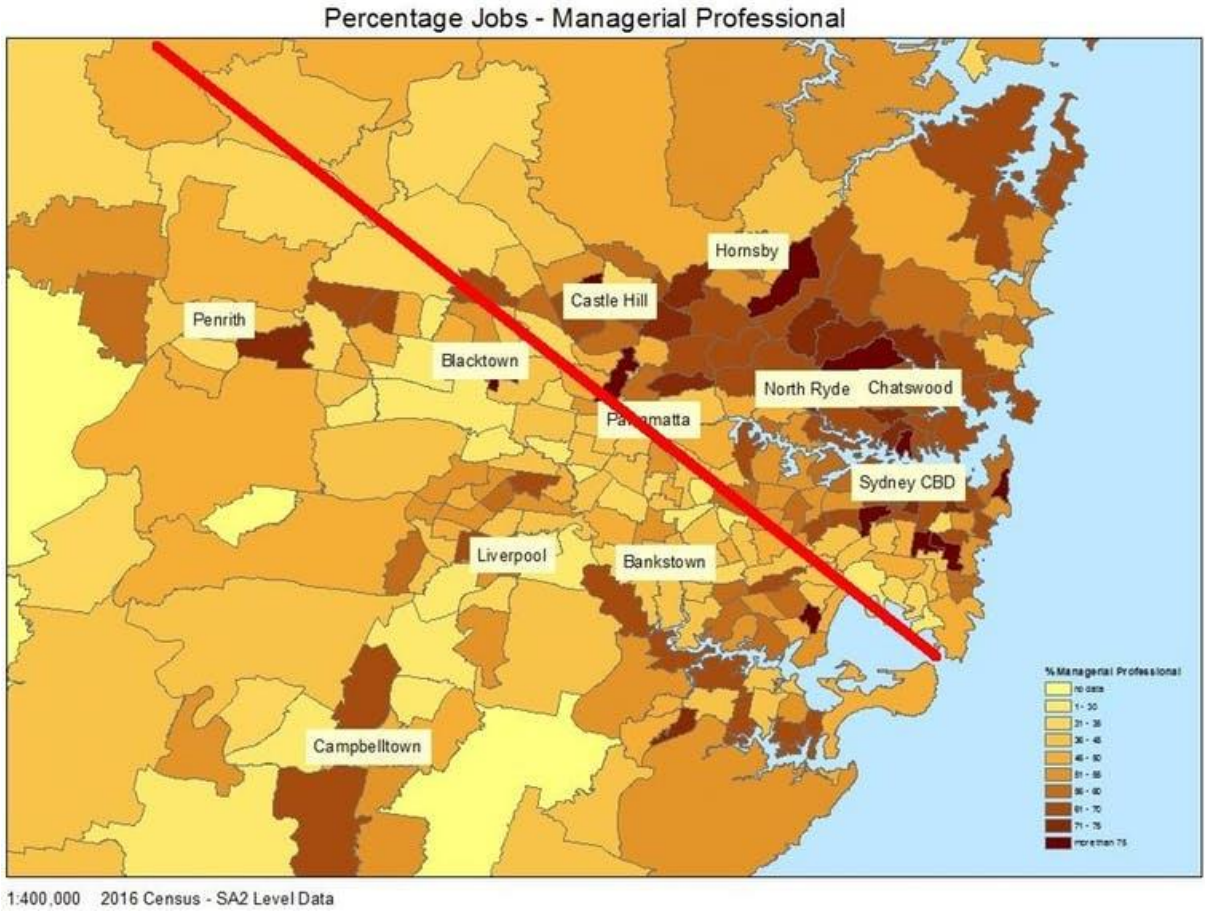
A post-politics form of governance implies that participation and alternative politics are potentially stymied in an effort by powerful elites to secure a future political and market configuration most likely to secure their desired ends (Farid Uddin, 2016). Troy (2018) by citing Hodson and Marvin (2010) argued that urban elites could secure a sustainable future for themselves while the impoverished pay for it. As the NIMBY areas allows fewer development than those in the west and south-west of Sydney (Taylor & Gladstone, 2018). The forces of gentrification have been attributed to the loss of housing affordability in the lower cost neighbourhoods and the net effect of gentrification is to create economic pressures on lower-income residents (Atkinson et al., 2011). In NSW many lower-income residents are being

displaced from gentrified neighbourhoods (Troy et al., 2017) in the east and north of Sydney. Cities are facing new ghettoized as the affluent residents are keeping themselves exclusive (Harvey, 2003). South and western parts of Sydney are also transforming their areas into ethnic lower socio-economic ghettos because of the state government policies such as failed, such as council amalgamations (Pike, 2018).

The affluent areas are pursuing suspension of urban policies to exclude them from the urban planning reforms. Thus, there is the manifestation of gentrification in the city. Gentrification may act as a form of increasing social variation (Atkinson et al., 2011). From the 1970s, Australian urban geographers have noted distinctive urban social inequalities (Randolph & Tice, 2014). It is anticipated that between 2017-18 and 2021-22 across the upper and lower north shore areas is contributing about 15,500 new home whereas Blacktown will enlarge 17,600, Canterbury-Bankstown and Liverpool together will enhance 19,350 and Parramatta estimate to grow 22,500 (Taylor & Gladstone, 2018). A four-bedroom house in the west is low-priced than a studio flat in the east of Sydney (Gladstone & Hanna, 2018). Thus, a clear tendency was visible by the early 2000s whereby lower income households had effectively become displaced from inner city locations mainly through gentrification and urban renewal (Randolph, 2004). Gentrification has affected many urban neighbourhoods and households, raising broader questions about the social exclusion (Atkinson et al., 2011).

Gentrification leads to social segregation, social polarisation, and displacement (Lees, 2008). Residents of Sydney are experiencing place-based disadvantage (Pawson & Herath, 2015) and the growing suburban inequality is a concern (Forster, 2004). The white-collar jobs are positioned in the north and east of the city (above the latte line) however the blue-collar jobs are found in the south and west (below the line) figure 3 (Lee et al., 2018).

Figure 3 depicts the job discrimination of Greater Sydney



Also, the lower-income residents are being driven further from areas with good access to jobs, transport, and services (Troy et al., 2017) as the rents are much higher in the desirable east of Sydney (Gladstone & Hanna, 2018). Lee et al. (2018) argued that living in the west is associated with longer commute times. Gleeson and Randolph (2002) termed this as 'transport poverty, which is a widespread problem in western Sydney. The social order of Australia has been primarily conveyed by a widely recognised inclination headed for enlarged socio-economic inequality (Berry, 2014; Pusey & Wilson, 2003). The ongoing inequality is not reducing and maybe is getting worse (Cox,

2011). The NSW council amalgamation and housing code policy application is the significant examples of contributors to the ongoing inequality.

Conclusion

The shaping of any policy depends on the broader dynamics of power (Richardson, 1996). Indeed, state-led reinforcement of gentrification has become prototypical of neoliberal urban planning policies that supports the preferences of a specific class of people (Hochstenbach & Musterd, 2018). The background to these deviations lies in the neo-liberal political hegemony (Randolph & Tice, 2017), disregard for implications of urban planning reforms in different parts of the city and selective application of urban planning policies (Piracha, 2016; Saulwick, 2017). Urban planning policy consequences have been wicked and have progressively detached from tangible urban outcomes (Troy, 2018). As the socially deprived people have shifted into the suburbs, they have become increasingly distanced from opportunities (Kneebone & Holmes, 2015). Lee et al. (2018) argued for the development of affordable housing in the north, generate more white-collar jobs in the west and south, and improved public transport connectivity in Sydney to reduce the NIMBY-Land and Bogan-Land division. The socially just city should be designed in a way that all groups of the society are included (Schmitt & Hartmann, 2016). The urban policy should endeavour to establish an equitable and just city to ensure social harmony and opportunities for all in Sydney.

It is acknowledged, this paper is limited to recent urban policy changes of Sydney/NSW and used secondary research methods only. However, this paper has shown light on the greater Sydney inequalities caused by the urban policy changes. This paper also describes how community resistance by affluent parts of the city is leading to unequal application of urban policies and thus patronizing urban discrimination. The scenario of greater Sydney is not necessarily unique, this sort of imbalance in urban policy application might be present in others part of the world. This paper can serve as template to study the socio-economic division in other cities.

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Re-Writing Political Influence: The NSW (Australia) "Rock Star" Planning Reforms

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Abstract

The New South Wales (NSW) Environmental Planning and Assessment Act (EPAA) was promulgated in 1979 to simplify the planning process, to pay particular attention to ecological sustainability and to improve community consultation in planning matters. In the four decades since its inception, the EPAA has been amended more than 150 times. The changes to the planning system have mostly revolved around the decision-making process, the unmistakeable struggle for control between the State and Local Government and the attempts to shift to a post- political/ managerial planning system.

The delegation of substantial decision-making powers to Local Governments by the EPAA on its inception, forced the State Government to work collaboratively with the Local Governments. In practice, this proved difficult for the NSW State Government, of both political persuasions i.e. liberal Labor and conservative Liberal National Coalition. We draw attention to some of decision-making reforms that have dominated the planning system debate in NSW and how they are achieving "rock star" status with the constant controversial media coverage, which has created legitimacy questions and stronger opposition to planning decisions.

In this paper, we will explore the inherent conflict between collaborative planning practices and the traditional political hierarchies in planning decisions. A 'Joint decision-making system' or a 'shadow hierarchy joint decision-making system' has traditionally been used to reconcile the struggle and create acceptable outcomes for all stakeholders. However, in NSW, there has been a shift to a post-political decision-making system that is being used to overcome the power and legitimacy of collaborative planning and to re-concentrate the decision-making powers in the political hierarchies.

We conclude that the change to the post-political system of the past decade is a move in the wrong direction. The most recent amendment to the EPAA regarding the compulsory use of the Independent Hearing and Assessment Panels (IHAP) in all Sydney metropolitan councils, hides political influences on the decision-making process, and is another means of eliminating or undermining the democratic scrutiny that comes with the exercise of political powers. These changes with time could create a risk to the integrity of the profession.

Key words: Government, post-political, Joint Decision-making, planning system, EPAA, IHAP.

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Introduction

The NSW planning system has been in a constant state of change since it came into effect in 1945, with the amendment to the Local Government Act of 1919. By the early 1970s, the legislation was overly complicated and failing to ensure the protection of the natural and cultural environment. The Environmental Planning and Assessment Act (EPAA) was introduced to simplify the process and to coordinate the planning and development of public and private interests (Hort & Mobbs, 1979).

In the four decades that followed its introduction, the EPAA has been amended more the 150 times and has more than doubled in size from 137 pages to over 300 pages (MacDONALD, 2017). The amendments and growth in the EPAA created a very complex planning system that required more fundamental reforms (MacDonald, 2015). The amendments to the Planning Act revolved around the decision-making process, the unmistakeable struggle for control between the State and Local Government and the attempts to shift to a post-political planning system.

This paper draws on the work of Renate Mayntz and Fritz Scharpf and their theory of an actor- centred joint decision-making system to demonstrate how the NSW planning system has proven as ineffective. The paper will also argue that politics cannot be removed from the planning system, as it has been claimed by some of the reformers. It will look at collaborative planning and the role of participatory governance that should occur as a result of public participation and how it differs from representative democracy. The paper will highlight a risk that could emerge to the planning profession as a result of the shift to a post-political planning system.

Planning Reforms

Local government in NSW was established with limited functionality. In a parliamentary debate the NSW Premier - Carruthers, stated that councils had the "powers of a glorified roads trust" (Parliamentary Debates, NSW Legislative Assembly, 27 July 1905, 1106 quoted in Kelly, 2011, p. 6). It wasn't until the McKell Labor Government introduced the legal framework for modern urban planning with the 1945 amendment to the Local Government Act of 1919, that Local Councils had control over land usage and development, while the NSW State Government retained its fundamental control. This new act "pushed local government into a far more powerful realm" (Kelly, 2011, p. 7).

By the early 1970s, the planning legislation was seen as being overly complex and failing to ensure protection of the natural and cultural environment. In 1979 the Environmental Planning and Assessment Act (EPAA) was introduced with the aim of affording greater importance to ecological considerations in land use planning, mandating public participation in the planning process, and coordinating the interests from public and private stakeholders in development outcomes (Hort & Mobbs, 1979).

The EPAA introduced a three-tiered system of Environmental Planning Instruments (EPIs), Local Environmental Plans (LEPs), Regional Environmental Plans (REPs), and State Environmental Planning Policies (SEPPs) for strategic and statutory planning. The Act devolved matters of local planning to the local council and issues of regional and state significance to the State Government. Overall the EPAA was a significant move forward in the planning area, receiving accolades from various quarters within the state and outside.

For the four decades that followed the introduction of the Act, those in positions of power have argued that planning reform will raise NSW's status and mitigate the often-malicious accusations which are frequently directed at the current system. These convictions force decision-makers to tinker constantly with the planning system and when the system failed to meet their desires, they become more desperate and more frantic in their tinkering. The consistent tinkering with the planning system has achieved "rock star" status: with constant and controversial media coverage.

The first set of amendments to the EPAA 1979 was introduced in 1985. The new provisions included: Greater ministerial power to determine development applications; Ministerial powers to direct local councils on financial contributions to be made by developers towards the provision of public amenities; Ministerial powers to nominate the determining authorities for major infrastructure projects; Restrictions on the power of local planning authorities to impose conditions on (or to refuse) development applications lodged by official state agencies.

By 2005, planning reforms become more urgent and have gathered pace, a number of new reforms have been introduced and some of the previous reforms have been abolished and then reintroduced. With a central focus of “streamline development and depoliticize decision- making, by centralizing powers and introducing expert panels to take planning decisions in place of local Councillors” (McFarland 2011; Freestone & Williams 2012). The reforms that followed introduced, the Standard Instrument LEPs for NSW councils; the Planning Assessment Commission (PAC) and the Joint Regional Planning Panels (JRPPs) for major state and regional decisions. Also, the idea of exempt and complying developments was introduced to decrease the number of small developments that required approval and to simplify the approval process for slightly larger developments (Park, 2010; Piracha, 2016).

In March 2011, the newly elected NSW State Coalition Government attempted to re- establish legitimacy in the planning system by declaring “development decisions would now be guided by evidence-based strategic planning at the local, sub-regional and metropolitan scales” (MacDonald, 2015, p.125). However, their reforms have been absolutely in line with the changes of the past, they introduced the Greater Sydney Commission who are developing state and regional strategic plans, that are intended to be binding on councils. The Coalition government also continued with streamlining of development approvals and mandated the use of the Independent Hearing and Assessment Panels (IHAP) for development decisions, removing what little democratic representation remained in the planning system.

It is clear that reforms introduced during the past decade and a half have overwhelmingly favoured development at the expense of community concerns and have had the effect of entrenching state controls over those available to elected councils. In the convolution of all the planning reforms and constant changes, the idea of collaborative planning and community consultation started to emerge as a pseudo alternative to the representative democratic system that has been in practice in NSW planning.

Collaborative Planning

During the 1970s increasing concerns with rational planning practices emerged with sharp criticism for ignoring local contexts, social justice considerations, and cultural and environmental concerns (Healey, 1992; Piracha, 2016). This led to a growing interest in communicative/ collaborative planning based on the philosophical work of Jürgen Habermas. Habermas’ communicative rationality serves as the foundation for the communicative/ collaborative planning theory.

Public consultation has emerged as a favourable tool, which could enable public input into local democracy. It creates a mechanism that allows people to actively participate in the formulation of policies and government services (Cavaye, 2004). The primary objective of public participation is to give people

a degree of power and control over the decisions that impact them. In 1992 Healey coined the term "Planning through Debate" to describe this style of planning (Piracha, 2016).

The EPAA identified public consultation as one of its principal objects, However, in practice this proved very difficult to achieve, for a number of reasons; public participation is weaker or non- existent in the less affluent areas of the city, where the majority of residents lack the time and resources required for adequate participation (Piracha, 2016), public consultation is also dominated by property owners and interest groups (Hillier, 2003). Public consultation become nothing more than stage managed lip service (Piracha, 2016; MacDonald, 2015), and become a process where the authority shares information and attempts to convince the public of the rightness of their plan (Schatz & Roger, 2016). While the EPAA mandated the consultation process, there is a colossal disparity between undergoing the public participation rituals and actually affording people the power to influence decisions (Arnstein, 1969; Lane, 2005).

Schatz & Roger (2016) argue that the government should "respond to demands for participation from a better educated, more articulate and more demanding citizenry" (Schatz and Roger, 2016) in a better way than the traditional election process. This created tension between the conflicting theories of participatory governance that should occur as a result of public participation and representative democracy, where elected representatives make decisions on behalf of their constituency (McAuslan, 1980; Medowcroft, 2001; Roger, 2016; March, 2012; Schatz & Roger, 2016). Meadowcroft (2001), asserted that if the common good is contradictory to the public will, then the representatives could find themselves "'acting as the trustee of their constituents' interests rather than as a delegate mandated to serve the numerical majority" (Schatz & Roger, 2016).

Decision Makers

Since its inception the planning system in NSW has relied heavily on an ineffective decision- making process. The system was built "on bargaining and negotiation rather than the exercise of clear lines of bureaucratic authority" (MacDonald, 2015, p. 115). Local government representatives (decision makers) are "democratically elected as community advocates to protect local interests and find ways to improve local areas through" community consultation and engagement" (Rhoades, 2016, p.3). This form of democratic representation is based on the input-oriented tradition of democracy and treats public participation as a means for gauging the public response, and the 'general will' of the people (Scharpf, 2003).

Under the representative democratic system, Councillors are accountable to their constituents, regardless of the advice they receive. If their decisions do not reflect the input of the constituents, they may suffer for this in the next election. This was evidenced in the 1999 local government election, where community concerns about development overshaded the election, thereby giving "control of a number of councils… to anti-development candidates" (Clennell; Morris 1999 quoted in Searle & Filion, 2011, p. 1422). This ever-increasing risk of losing a local election to organised opposition, is a significant contribution to the 'Not In My Term Of Office' (NIMTOOs) mentality (Schively, 2007), that has driven the NSW government to undertake most of its planning reforms, and by-pass local authorities and delegate the decisions to its expert panels.

Local Government representatives have the autonomy to pursue plans of interest to them and/or their constituents, and generally have a proven track record of being active community advocates who played a key role in the democratic representation of their area (Jones, 2009). However, as most elected Councillors are part-time and lack the time and resources to master the complexity of planning and the planning system and lack the ability to seek advice from professional staff, they must rely on the bureaucrats to advise them on how to make decisions in the interest of their constituents (Byrnes & Dollery, 2002).

This creates two distinct but interrelated categories of actors - Political actors (locally elected Councillors and State MPs), and the Bureaucrat actors (local council General Managers and Planners), representing their individual interests as well as their constituents, all with different degrees of influence. The actors will attempt to maintain as much of their influence as possible and to prevent any threat to their autonomy.

Joint Decision-Making System

The complex multi-dimensional interaction between actors in Local Government and the NSW State Government generates a base for blame avoidance behaviours and provides politicians and bureaucrats with integrity-protecting arguments when accused of their unwillingness to implement state government strategies (Hinterleitner & Sager, 2015; Greiss, 2017). This form of decision-making has been recognised as an actor-centred joint decision-making system or more accurately as a Shadow of Hierarchy joint decision-making system (Kubler, 2007). When applying the actor-centred joint decision-making theory to the Sydney metropolitan planning system, it helps explain the position of Local Government and residents, and their unwillingness to implement NSW State Government metropolitan and sub-regional planning objectives (Greiss, 2017).

The actor-centred joint decision-making theory is based on the work of Renate Mayntz and Fritz Scharpf. It rests on the assumption that all interactions between actors in the joint decision-making system is governed by the rules of the institutional setting within which the negotiation occurs and is "conceived as systems of compulsory negotiation operating under unanimity or consensus rules" (Kubler, 200, p. 637). The theory belongs to the institutional rational choice tradition, which assumes that actors are rational beings, who seek to maximise their return within the limits of the negotiation system and seek to influence the rules of negotiation to further their position (Kubler, 2007).

Scharpf argues that when the institutional actors negotiate and agree (unanimously in some circumstances) on outcomes, the actors in this negotiation attempt to avoid any decision that decreases their autonomy and influences or results in any negative position. They are unwilling to compromise to solve issues when they arise and continue to defend the status quo. The actor's inability to compromise reduces the expectation of agreement between the relevant parties, resulting in negotiations determined by the lowest common denominator (Scharpf, 2003).

Scharpf coined the term "Joint Decision-Making Trap" to describe this problem and recommended three conditions that must be present for an actor-centred joint decision-making system to be successful. The recognition that actors in the negotiation have democratic legitimacy and their concerns have to be addressed, the actor's self-interest and their unwillingness to compromise must be overcome to ensure they operate in a cooperative manner, and a mechanism must exist to compensate those who are negatively impacted by the outcome (Kubler, 2007).

When applying the actor-centred joint decision-making theory to the Sydney metropolitan planning system, it helps explain the position of Local Government and residents, and their unwillingness to implement metropolitan and sub-regional plan objectives whenever they were introduced by the NSW State Government. The State government's frustration with their inability to control planning decisions and achieve the objectives of their plans, led them to systemically shift the planning system in NSW to post-political system, where the critical decisions are made by professional rather the democratically elected representatives.

Post-Political Planning Systems

A post-political planning system, where the objectives of the decision-making process is to forge or impose, a form of consent, rather than attempting to address the underlining problems, is common to the modern era of planning practices (Swyngedouw, 2009; Allmendiger & Haughton, 2012; MacDonald, 2015). In a post-political system, the administration of policies, coordination of efforts and creation of consensus is more important (Swyngedouw, 2009; Allmendiger & Haughton, 2012). However, as Allmendiger & Haughton (2012) points out:

A consensus in this interpretation is a democratic problem, not the answer to democracy's problems since it renders fundamental disagreement near invisible, in arrangements choreographed by experts and managers to render them mostly apolitical. The folly of the times is the wish to use consensus to cure the diseases of consensus (Allmendiger & Haughton 2012, p.94)

The framework governing planning has always been more closely related to a political framework rather than an objective framework with scientifically established guidelines and principles. Where a planning decision is made by an elected politician or professional (panel members or planners), it is influenced by the politics of the decision maker. Norton Long summarises this view very elegantly by saying "plans are policies and policies, in a democracy, at any rate, spell politics. The question is not whether planning will reflect politics but whose politics it will reflect" (Long 1977, quoted in Gurran 2011, p. 20).

Any decision makers, as part of their role, must interpret the various regulations and controls that govern the planning system and should attempt to apply planning theory to achieve the best outcome. However, to apply any theory, the decision maker "must draw many inferences and fill in many details, such that the theory really become their design, no longer either the property or responsibility of the theorist" (Baum, 1988, p. 35).

Allmendinger (2002) used the idea, that you cannot separate the decision from the decision maker's beliefs, as a foundation to his planning topography. He argued that the decision maker's worldviews, political views, profoundly influence their biases and decisions. This was referred to in the topography as framing theory, and formed the foundation of all the others theories, "there is no value-neutral way of understanding theory" (Allmendinger, 2009, p. 39). The question arises then, if there is no way to escape the political influences in planning decisions, who should be making those decisions, and how should the process be managed to ensure the best outcome for the public? Would it be better for the decisions to be made by those elected to represent the community, rather than by a bureaucrat or technocrats?

Professional Risk

The mandated use of Independent Hearing and Assessment Panels (IHAP) in all Sydney metropolitan councils, has created a significant shift not only to the decision-making process but also to the decision-making accountability. This reform, like the others before it, have removed the little public accountability that still existed in the system under the pretext of improving accountability and community participation and created significant risk for the profession.

Shifting to a post-political planning system does not only shift planning decisions to the professionals, but it also shifts criticism, blame and community outrage that could be associated with those decisions. Regardless of how they are set up to appear, planning panels are not above reproach. By definition experts panel members are a part of the development industry, they hold senior positions and derive their income from the industry, this could be seen

as an unresolvable conflict of interest (Stone, 2014). In 2006, the Percy Allan Inquiry and the ICAC 2007 report 'Corruption risks in NSW Development Approval Processes: Position Paper in 2007', highlighted that independent panels lacked public accountability (Stone, 2014).

With time the attacks and credibility risks will shift from the political sphere, where politicians are accountable for their decisions, and into the professional sphere where panels could be accused of ensuring that the State priorities prevail over local interests (MacDonald, 2015). Shifting to an evidence-based, post-political planning system is not a new concept. In the era of post-war urban planning, under a similar system:

"much was lost - the city of memory, of desire, of spirit; the importance of place and the art of place-making; the local knowledge written into the stones and memories of communities. Modernist architects, planners, engineers - Faustian heroes, all - saw themselves as experts who could utilise the laws of development to provide societal guidance" (Sandercock, 1998 quoted in Allmendinger, 2009, p.74).

Conclusion

As the complexity of the Sydney planning system has grown significantly, and all attempts to improve it have focused on the decision-making process (Piracha, 2015; MacDonald, 2015), with very little being done to fix the underlying issues, "perhaps it is easier to fiddle with the planning system than to engage the community on controversial topics, tackle difficult and complex problems and take hard decisions" (Piracha, 2016, p. 273-3). In the second reading of the Greater Sydney Commission (GSC) bill, the then Minister of Planning, Rob Stokes admitted that Sydney has been getting by on its good looks and planning of the city has been "lazy and incoherent", going as far as to label Sydney as the "city that grows but fails to think" (Stokes, 2015).

The primary concern with the introduction of the panels is not the increased reliance on technocratic decisions, I am sure that panels members, just like the councillors before them, are community spirited people, who are interested in delivering the best outcome for their communities and not personal gain. The concern is if planners are shifted into the political domain, who is left to provide trusted technical expertise to the argument and is also trusted by the community. Are we recreating the problems, or at least the perception of the problems, of the planning industry of the 1960s and 1970s? Where it was said that "you've got to have a touch of arrogance to be a planner - and the basic confidence to know that you're right even when you're wrong" (Davies, 1972 quoted in Allmendinger, 2009, p. 151)

Paul Ashton in his book The Accidental City – Planning Sydney Since 1788 titled the chapter of post-war planning as "a race between planning and chaos", over seven decades later, this title still applies, maybe even more, as it applied back in then. Sydney is growing at an unprecedented rate, facing increasing population growth, increasing housing affordability pressures, and a mandate to be the NSW economy growth engine. However, most changes, presumably improvement, of the Sydney planning system continue to focus on the decision- making process.

Isn't it time that Sydney had the hard debates, tackle the difficult problems and develop a shared plan for a 21st-century city. A plan that delivers growth, social equity without destroying the magnificent natural environment that Sydney has been blessed with making it the envy of the world. This will not be an easy task, the legitimacy of planning the city must be re-established, and the trust of the communities earned. However, if this paradigm shift is achieved, and we can get closer to a shared vision of Sydney, a vision that delivers for communities, regardless of their affluence level, the decision-making process will be less critical.

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