

# Linking Urban Regeneration And Community Renewal: The Redfern-Waterloo Example

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## ABSTRACT

This paper examines the adequacy of the New South Wales (NSW) Government's current approach to linked urban regeneration and community renewal, using the Redfern-Waterloo area as an example. It first outlines the complex nature of Redfern-Waterloo as a place, and then comments on its actual and symbolic significance for the people who live in it, work in it or use its services, and for the NSW Government. It then summarises the Government's current approach to improving social, environmental and economic outcomes in the area, which focuses on the development of a 10 year Redfern-Waterloo Plan, made under the provisions of the *Redfern-Waterloo Authority Act 2004*. It next analyses the factors that led to the development of this approach, and assesses whether the approach is capable of delivering holistic, integrated planning that can underpin both urban regeneration and community renewal. It concludes that this approach cannot do so, even though the scope of the proposed Plan is broader than that of an environmental planning instrument. The final part of the paper outlines an alternative approach, based on an integrated spatial governance model, that can deliver improved outcomes for Redfern-Waterloo and elsewhere - without either statutory change or wholesale restructuring of bureaucracies - as long as there is political will and real community participation. It recounts how this model was tested in Redfern-Waterloo through the work of a local community group which, fearing that the redevelopment of the area would leave no place in it for current residents, has developed its own framework for how the Government should plan there. The paper examines the benefits gained from the application of this integrated spatial governance model and the limitations encountered in the attempt. It concludes with a summary of the lessons learned from the Redfern-Waterloo experience over the last several years. These lessons reinforce the need for planning to be better integrated with other areas of public policy and public administration if it is to respond effectively to the complex interactions of people, place and governance that are characteristic of all urban areas, especially those where past failures of policy have resulted in calls for renewal.

## INTRODUCTION

This paper examines the adequacy of the New South Wales (NSW) Government's current approach to linked urban regeneration and community renewal, using the Redfern-Waterloo area as an example.

This examination is structured around five questions:

- What is Redfern-Waterloo?
- What is happening in Redfern-Waterloo?
- Why is it happening in Redfern-Waterloo now?
- Can it achieve what the government states it wants to achieve?
- Is there a better way?

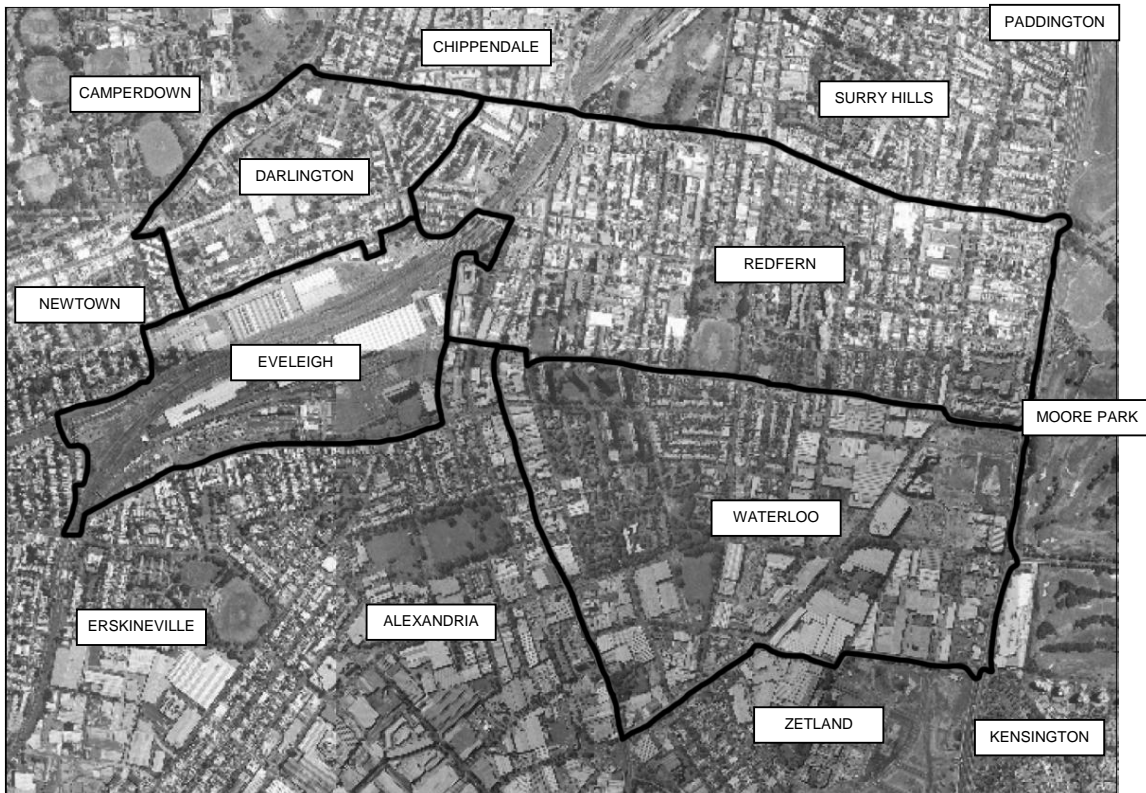
This examination concludes that:

- the Government's current approach in Redfern-Waterloo cannot achieve integrated urban regeneration and community renewal
- more work is needed before the Redfern-Waterloo approach can be used as a model for other parts of Sydney
- this work needs to take account of the complexities of people, place and governance
- it also needs to take the form of integrated spatial governance that is embedded into the ongoing processes of government.

## WHAT IS REDFERN-WATERLOO?

Redfern-Waterloo has become NSW Government shorthand for the inner-city suburbs of Redfern, Eveleigh, Darlington and Waterloo. The boundaries currently used to define this area are shown in Figure 1 below, which is adapted from a map made available by REDWatch (2005a).

**Figure 1: RWA Photo Suburb Map**



The most recent source of consolidated information on the area comes from the NSW Premier's Department's submission (2004a) to the recent *Inquiry into issues relating to Redfern and Waterloo* undertaken by the Legislative Council (LC) of the NSW Parliament (2004a, 2004b).

This submission indicates that within these boundaries, human occupation dates back 40,000 years, and that at the time of European settlement, it was the home of the Gadigal people of the Eora nation (*op cit*, p. 10). In C21 it is an extremely diverse community, with Aboriginal people forming 4.4 % of the combined Redfern-Waterloo population, and people born overseas forming 37% of the Redfern population, and 43% of the Waterloo population (*ibid*, p. 12).

The physical form of the area includes C19 terrace houses and industrial areas, some middle C20 low, medium and high rise housing redeveloped by the NSW Department of Housing in East Redfern and Waterloo, and more recently, some medium density private redevelopment, mainly in East Redfern. Department of Housing dwellings form 21% of the total housing in Redfern and 69% of the total housing in Waterloo. Redfern-Waterloo therefore retains 'a socio-economic mix which is rapidly disappearing in inner Sydney' (*ibid*, p. 11).

Densities in the area have varied considerably over time. For example, in 1921 there were 50,482 people living in Redfern-Waterloo. Currently there are 16,500 people (*ibid*, p. 11).

Although often coupled for public policy purposes, each suburb has its own identity (*ibid*, p. 9). In summary, Waterloo is more homogeneous, and homogeneously disadvantaged, than Redfern, which has pockets of gentrification, a large number of students (often living there temporarily), but also some pockets of extreme disadvantage. These differences are reflected in the two suburbs' rankings on the Index of Relative Socioeconomic Disadvantage – 5/524 for Waterloo and 136/524 for Redfern (*ibid*, p. 45). This disadvantage coexists with unique geographical access to tertiary education and higher order employment (*ibid*, p. 12).

There is a strong community spirit in the area and strong attachment to it, even when people no longer live there, as is demonstrated by the legendary (and successful) fight for the reinstatement into the national Australian Rugby League competition of the area's local team (the 'Rabbitohs'). This spirit is also evident in the area's response to NSW Government attempts to reshape it. These attempts are significant, on the basis of size alone, as the Government owns approximately one third of the land in the area (REDWatch 2005b)

Given all these characteristics, Redfern-Waterloo has a significance greater than its size indicates. Its location - adjacent to the Sydney CBD, along the curve of Sydney's 'global arc' and on the path of the Airport corridor - means it is of strategic importance spatially and economically. Its industrial and residential history are important parts of the cultural and social landscape. Its recent Aboriginal history, as the birthplace of many Aboriginal organisations and the site of the first return of urban land to Aboriginal ownership (The Block in Redfern), have made it an icon in the Aboriginal struggle for self-determination. It also has practical significance for Aboriginal people as a place for connecting kin and providing access to Aboriginal services.

In summary, Redfern-Waterloo is a complex place with local, regional and national significance – actual and symbolic – for Aboriginal and non-Aboriginal people and decision makers. It is also the most fully developed example of the NSW Government's evolving approach to urban revitalisation.

The next sections of this paper will examine both the current components of this approach, and the way they have evolved in Redfern-Waterloo.

## WHAT IS HAPPENING IN REDFERN-WATERLOO?

In Redfern-Waterloo, the NSW Government has embarked on an urban revitalisation program which, in its current incarnation, uses a combination of legislative and administrative means to address the perceived problems of the area.

The success or otherwise of this approach to a significant area of public policy is critical not only for Redfern-Waterloo, but also for areas beyond it, as statements made by the NSW Government in its Sydney Metropolitan Strategy documents indicate that the Redfern-Waterloo approach is likely to be a model for other areas of Sydney identified as in need of urban regeneration (DIPNR 2004a, 2004b). It is important, then, to get the model right in Redfern-Waterloo.

### Details of the Redfern-Waterloo Approach

The centrepiece of the Government's current approach in Redfern-Waterloo is the *Redfern-Waterloo Authority Act 2004*, which commenced on 17 January 2005. The overall approach includes:

- a responsible Minister, the Minister for Redfern-Waterloo, who must make the 10 year Redfern-Waterloo Plan
- a Redfern-Waterloo Authority (RWA)
- a Redfern-Waterloo Board, comprising government officials and other stakeholders
- a Redfern-Waterloo Fund, for which the RWA must generate sufficient income to both sustain itself and undertake its key task, the implementation of the Redfern-Waterloo Plan
- priority access for the RWA to surplus government land.

In addition, the Redfern-Waterloo Minister has strong powers, including:

- development control, through delegation from the Planning Minister, of key sites of substantial size, which have now been gazetted as 'state significant' under the provisions of recent NSW planning reforms (*Environmental Planning and Assessment Amendment (Infrastructure and Other Planning Reform) Act 2005*)
- the capacity to seek to enlarge the operational area by regulation alone as long as the cumulative total enlargement is less than 5%
- almost complete discretion over whether and how the community will participate in the preparation and review of the Redfern-Waterloo Plan
- apparently overlapping responsibilities with other NSW Ministers (eg Housing, Roads, Heritage)

Conversely, the community's power in relation to all these matters is weak, both absolutely, in terms of the above powers, and relatively, in terms of the public participation that would have been required if local government had retained planning control of the sites now deemed to be of state significance.

This last is a matter of great concern to the local communities given that:

- the state government is the largest land owner in the operational area
- some of this land, along with some privately owned land, has already been gazetted as 'state significant'
- the remainder of the government land could also potentially be gazetted as 'state significant'.

Despite this focus on land, there is - at least on paper - a key difference between the current approach and previous development corporation approaches in other parts of inner-urban Sydney. This difference is that for Redfern-Waterloo:

- the relevant Act includes social objects as well as environmental and economic ones (s 3)

- the Plan will be broader than an environmental planning instrument, although it may include such instruments where they are required to give effect to the Redfern-Waterloo Plan (s (27) (6)).

In relation to implementation, the Minister has already indicated that the Plan will:

- include a jobs plan, a human services plan, and an infrastructure/built environment plan (Sartor & Tebbutt 2004a, 2004b)
- be implemented in stages (RWA 2005, p. 3).

At the time of writing, it is expected that the first stage of the Plan will be exhibited in late 2005.

### **WHY IS IT HAPPENING IN REDFERN-WATERLOO NOW?**

The answer to this question is found in a very common set of factors – the interactions of public policy and politics with the specific characteristics of a place. In Redfern-Waterloo these interactions have been unfolding for several years, and an understanding of this history is essential to an understanding of why the NSW Government is taking this approach at this time in this place.

In terms of structures, the most important antecedent of the new approach was the Redfern-Waterloo Partnership Project (RWPP), which itself was preceded by a more limited place-based project focusing mainly on young Aboriginal people.

The RWPP was a broader, place-based, whole of government response to social disadvantage and social unrest in the area. It was intended to play two overlapping roles:

- delivering specific projects
- coordinating relevant place-based activities of other Government agencies.

One of its projects was the RED Strategy, which aimed to use redevelopment opportunities to drive improved social and economic outcomes for the area. Following a period of RED Strategy consultations of disputed adequacy, the community expected, according to the Government's timetable, that the findings from these consultations would be made public in November 2003. Between then and October 2004, the community heard nothing more of the RED Strategy.

In the meantime, however, significant events, listed below in chronological order, had occurred:

- the Council of the City of South Sydney had been abolished and the Redfern-Waterloo component amalgamated into a new City of Sydney local government area
- there was a riot in Redfern following the death of a Young Man from Kamilaroi, which led to five separate formal inquiries, including the NSW Legislative Council Inquiry (2004a, pp. 3-5)
- the NSW Premier, addressing the Committee for Sydney, predicted that Redfern would become an extension of the Sydney CBD (Davies 2004)
- the RWPP commenced an extensive review of the human services in the area, aimed at reshaping the service system (NSW LC 2004b, pp. 53-84)
- the independent local Member of Parliament was returned to office in the state election
- she later also defeated the Australian Labor Party's (ALP's) candidate for the position of Lord Mayor of the new City of Sydney, and now represents all of Redfern-Waterloo as Lord Mayor and a large part of it as local MP (with the remainder of the area continuing to be represented by an ALP MP).

In addition, part of the ongoing background to these events was the development of the latest version of the Sydney Metropolitan Strategy, through which the NSW Government was grappling with how to deal with Sydney's continuing growth (DIPNR 2004a, 2004b).

Finally, in October 2004 the Government broke its long silence on its redevelopment plans for Redfern-Waterloo and announced its new approach to the 'urban revitalisation' and 'community renewal' of the area (Carr 2004, p. 2).

### **CAN THE NEW APPROACH ACHIEVE WHAT THE GOVERNMENT SAYS IT WANTS TO ACHIEVE?**

This is really three questions:

- what is it that the Government wants to achieve?
- has it achieved this so far?
- can it achieve it in the longer term?

#### **What does the Government want to achieve?**

The answer to the first question is not clear as the Government's actions, either through the Minister or through the RWA, are not entirely consistent with its stated intent.

At the heart of the stated approach sits the Redfern-Waterloo Plan. The Government's statements, from the announcement of the approach in October 2004 (*ibid*) to the passage of the Bill through Parliament in December 2004 (NSW Parliament 2004), led to an expectation that what was envisaged for Redfern-Waterloo was holistic, integrated strategic planning across the whole area.

This was taken to mean that the Plan would look at:

- what sort of place people wanted Redfern-Waterloo to be in 10 years' time (part of the strategic approach)
- all the activities that need to happen to make sure it becomes this sort of place (the holistic aspect)
- how these activities need to inter-relate and be staged (the integrated component).

Given that the Act allows (although does not require) the Minister to develop a vision for the area (s 27 (2) (a)), these were not unreasonable assumptions, especially given the plethora of Government statements consistent with them (*op cit*). They are therefore not unreasonable criteria for judging the Government's performance so far in Redfern-Waterloo.

#### **Has the Government achieved its aims so far?**

There is nothing in official Government statements that contradicts the assumptions outlined in the previous section. However, approximately a year later, very little has emerged from the Minister or the RWA that supports them.

Despite that, the use of a combination of sources makes it possible to piece together an account of how the Government's approach is unfolding. These sources include:

- the job descriptions for the RWA staff (jobs.nsw 2005)
- the gazettal of certain sites as state significant (DIPNR 2005a)
- local observation (Redfern & Waterloo residents, pers comms, 2005).

From all these, a picture is building of a retreat from the original intent of long range integrated planning across all the needs of the area to achieve better social, environmental and economic outcomes. Instead the focus seems to be narrowing to key development sites and the outcomes that can be achieved from these. It will apparently be left to the residual activities of the RWPP, now incorporated into the RWA, to address social needs in the area.

This makes the RWA little more than a development corporation, despite the social objects in its Act. This view appears to be confirmed by a recent letter from the Director General of the NSW Premier's Department (Gellatly 2005) which states that:

The Redfern-Waterloo Authority was established, supported by legislation that allowed it to develop an integrated and wide ranging approach **to the redevelopment of the area** [emphasis added].

This disjunction has been there from the beginning, as the Bill originally had no objects, and the Government promoted the Bill as modelled on the *Sydney Harbour Foreshore Authority Act 1998*, which has economic and environmental objects, but no social ones.

### **Can the Government's approach work in the longer term?**

If the Government's objective is the more limited redevelopment one outlined above, the RWA may well succeed in extracting greater benefits from the development process than can be obtained through the planning system alone. However, if the objective is to undertake holistic, integrated strategic planning across all the area's needs, the approach is fatally flawed, both in concept and practice - as a planning tool, even if not as a political one.

In relation to the first objective, the RWA Act means that the Government is both less and more constrained than are local government consent authorities. It is less constrained as, for major developments on the state significant sites, it will be able to negotiate with developers outside the normal parameters of the local planning system. On the other hand, the Act's objects constrain it to take social, environmental and economic objectives into account to a greater degree than do those of the planning system. However, even if greater benefits do result, the cost will be a lessening of community control over development in the area.

In relation to the second objective, the fatal flaw is the conflict between a development corporation culture and a community development one (Turnbull, pers comm, 2005). To take just one example, a development corporation operates in a competitive environment, often requiring secrecy, while community development requires a collaborative, open environment. Simply adding social objectives to development corporation legislation does not solve this problem, nor does absorbing the RWPP and its human services work into the RWA.

Further, to the extent that this issue was addressed, it was done so on the floor of the Parliament, not as part of the development of the draft Bill. The result is an Act that is a hybrid of the Government's original intentions, amendments it was prepared to accept, and amendments forced on it. It is not the product of a fully thought through approach to holistic, integrated strategic planning.

This is symptomatic of several of the problems in this area: lack of clarity in the language; inadequate analysis of the issues and the options for resolving them; and, just as importantly, failure to think through how preferred option(s) would be implemented. As a consequence, the terms 'urban', 'community', 'renewal', 'regeneration' and 'revitalisation' are linked in seemingly random ways which are often nebulously defined, if at all.

What the use of all these terms seems to be trying to achieve is some sort of categorisation along the following lines:

- urban regeneration, which focuses largely on the built environment and infrastructure, and may include economic infrastructure
- community renewal, which focuses on factors associated with social exclusion.

However, the means for achieving each of these overlap to such an extent that there is little to gain, and much to lose, by conceptualising them separately. This loss is built into the Government's current approach to Redfern-Waterloo.

### **IS THERE A BETTER WAY?**

The short answer to this question is that there **is** a better way to achieve holistic, integrated planning – but it must be based on a realistic understanding of the complex interactions of people, places and governance. To illustrate this we need to revisit our understanding of what is happening in Redfern-Waterloo.

The earlier outline of what is happening there is largely an account of NSW Government activity in the area. In essence this approach seems to regard a place as simply providing the raw material for governments to work with to achieve their strategic objectives – local, regional, and state wide. However, places, and the way they operate, are more complex than this.

Certainly, given its history and its location, Redfern-Waterloo does have local, regional, state wide – and even national – significance, and the way it is managed **will** impact on the Government's capacity to achieve its objectives. However, to understand how to manage it effectively and equitably the Government need to look **more closely** at what happens there.

### **What is really happening in Redfern-Waterloo?**

In Redfern-Waterloo, as in cities across the world, people are leading their daily lives. As they do so, some people spend most of their time in the area, some live there but work elsewhere, some attend specialist services there, some visit the area for short or long periods, and some just pass through.

As people lead these lives, what they do is influenced by:

- public policy decisions
- the formal structures and activities that result from them
- the informal structures and activities that develop:
  - with the support of the formal structures and activities
  - in reaction to them
  - in spite of them
- the ongoing activity of :
  - the three levels of government
  - non-government organisations
  - business, industry, further education and training
- the local, regional and state-wide infrastructure all these provide
- personal and neighbourhood interactions.

Any strategic plan for this area needs to take this complex network of decisions and activities into account.

At present, the urban revitalisation process in Redfern-Waterloo is responding to part, but not all, of this complexity. There, as in many areas, the assumption seems to be that better urban planning and better urban design will be sufficient to revitalise the area. This assumption may hold in areas where people have strong financial and personal reserves, and basic services are all the external support they require beyond personal and neighbourhood interactions. However for areas like Redfern-Waterloo where, despite a strong community spirit, many people's reserves are stretched thin, more is required from government – and an additive approach to services is not likely to address the complexity of need there.

The question for critics of the Government’s current approach is whether there is a better way of responding to this complexity - in Redfern-Waterloo and elsewhere. This paper maintain that there is, and in the next two sections it outlines:

- an integrated spatial governance model that can do so
- a process for engaging the community in this type of planning.

**An Integrated Spatial Governance Model**

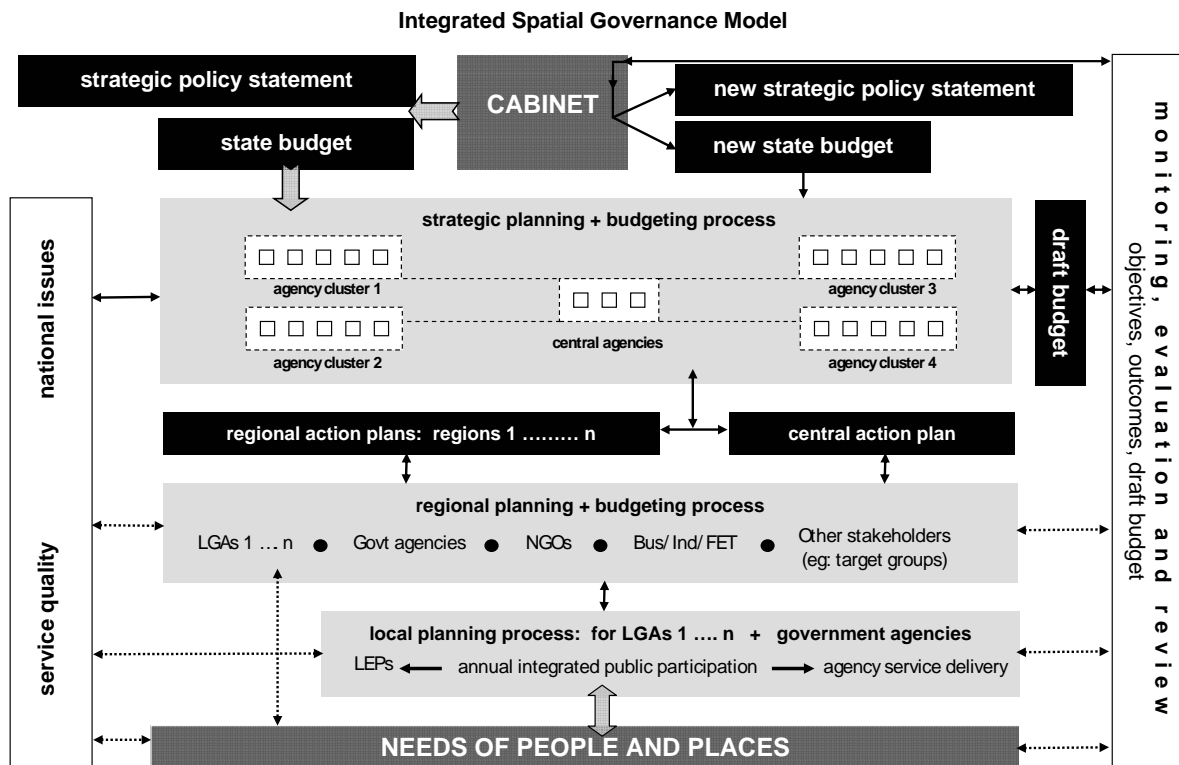
The integrated spatial governance model to be discussed (Rice 2003) is a whole of government planning model operating across NSW which links local, regional and central planning to each other and to the budget development process. It also links the state, the private sector and the civil society within a governance framework which incorporates participative roles for all stakeholders. It can be implemented:

- without bureaucratic restructuring
- without statutory change.

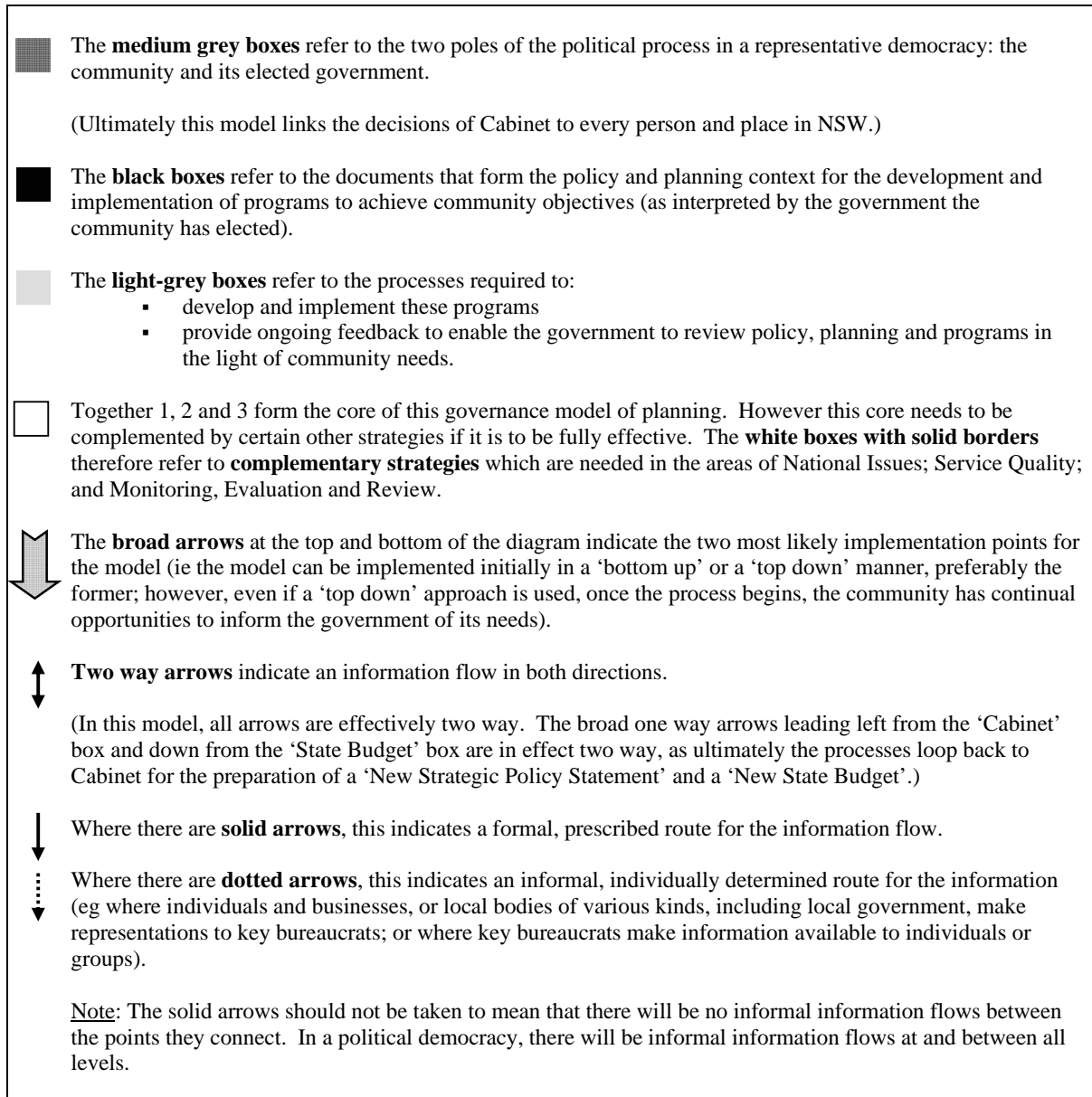
If implemented, it would go a fair way towards countering the spatial blindness that afflicts a great deal of public policy, at both state and federal levels.

This model is outlined in Figure 2, which includes the ‘key’ to the interactions it depicts.

**Figure 2: Integrated Spatial Governance**



**Figure 2 (cont'd): Key to Integrated Spatial Governance Model**



The key elements of the model are:

- a strategic **policy statement**, which sets the strategic directions for government activity across NSW on the basis of a government's:
  - values
  - principles
  - strategic objectives
  - prioritised outcomes
- a strategic **planning and budgeting system**, driven by the policy statement, which:
  - plans for and funds government, and government-funded, services at state wide, regional and local levels
  - uses the region as the focus of budget building, allocation and review
  - integrates Local Environmental Plans (LEPs) into this system by linking their notional spatial allocation of activities to opportunities to realise them
- a service **quality strategy**, which guides and reviews service delivery operations

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- a review **strategy**, which allows a government to evaluate how well it is achieving its objectives, and review whether the objectives, the outcomes associated with them, or the ways of trying to achieve them, require change
- a **national issues strategy**, which focuses on engaging more effectively with the Commonwealth and/or the other States/Territories (as appropriate) on issues affecting a government's strategic directions.

The strengths of the model are that:

- it allows improved socio-economic outcomes to be **built into** public policy in general, and planning in particular, rather than added on in an *ad hoc* manner which leaves them vulnerable to removal
- it recognises that outcomes do not have a discrete relationship with individual agencies or even agency clusters
- it supports integrated corporate planning and budgeting processes across relevant agencies for 'shared responsibility' outcomes
- it recognises that the activities of the government's 'planning' agency form one stream only within planning, not the whole of it
- it allows extensive, though focused, community participation at local and regional levels
- these characteristics enhance the model's capacity to capture, in a holistic planning and budgeting process, all the relevant policy sets that affect the achievement of identified outcomes.

This model certainly responds to the complexity of people, places and governance. It also allows issues currently dealt with as separate spatial strategies (eg Sydney's Metropolitan Strategy) and urban renewal projects (eg Redfern-Waterloo) to be identified and resolved as part of the rolling review of substantive matters - locally as well as centrally - that is part of the model.

The chief question that arises at this point is whether the model is implementable. Certainly, current practice falls far short of the system the model proposes. However, a review of strategic management practices in NSW indicates that many of the components already exist, although sometimes in only a partial or an *ad hoc* way. Those in that category could be developed more fully and missing components could be added as opportunities present, particularly as the model does not presuppose wholesale bureaucratic or statutory change. There are even two current NSW Government frameworks which together would facilitate the implementation of the model. These are the Strategic Management Framework (NSW Premier's Dept 2004b) and the framework for Results and Services Plans (NSW Treasury 2004).

However implementation does also require qualities in short supply in NSW at present:

- the political will to set strategic directions
- the capacity for genuine community engagement.

Given these difficulties, is it worth persevering with models of this kind? This paper maintains that it is - and even the most senior bureaucrat in the NSW public sector, the Director General of the Cabinet Office, allows a place for pure models. Speaking in the context of Commonwealth-State relations he said in July this year (Wilkins 2005, p. 14):

But good public policy consists at least in understanding what the pure model is, only then can you appreciate what and how to compromise in a rational way.

### **Applying the Model in Redfern-Waterloo**

For any spatial model, the best way of testing implementation and the compromises it entails is to apply it to a specific place. Recently an opportunity arose to do this in Redfern-Waterloo – on behalf of a local community group, REDWatch.

### **REDWatch**

In Redfern-Waterloo, a range of residents' groups has formed in reaction to the NSW Government's actions there in recent years. Although most of these focus on specific issues or specific parts of the area, one of them, REDWatch, has consistently focused on the area as a whole and on all the issues of concern to residents. In its own words, REDWatch exists:

to monitor Government involvement in our area and to push for outcomes that benefit the community and not just the Government (2005c).

As part of its contribution to the community, it maintains a website which:

brings together information concerning the community from Government reports, the media and local email updates to provide a community information resource for those wanting to know what is happening in the area and why it is happening.

On this website it has also archived material no longer readily available either online or in print to make sure that, over the 10 year life of the Redfern-Waterloo Plan, the community will have access to information on what it has been promised at various points of time and will be able to use this information in evaluating what it is offered by the RWA (*ibid*).

### **Community Concerns**

The concerns expressed by REDWatch are consistent with those documented in the report of last year's Legislative Council Inquiry (*op cit*), which was critical of the Government's approach to community consultation in the area, and of its lack of both strategic planning and performance review there.

Despite these concerns, many residents also welcome the fact that the Government has now committed itself to addressing key issues in the area, and acknowledge that a place-based Minister with extensive powers **could** facilitate integrated planning which addresses all the needs in the area, not just those related to conventional statutory planning. However, they are concerned that, unlike residents in other areas of Sydney, they are being asked to fund not only their own future (through the sale of local public assets to provide income for the Redfern Waterloo Fund) but also regional projects (eg the Redfern component of CityRail's 'Rail Clearways' project which will be funded by the redevelopment of Redfern Railway station, but over which there will be no local control). They fear that at the end of this process they will have been denied an equitable share of the potential redevelopment benefits and that there will be no place for them in the Redfern-Waterloo of the future.

For these reasons there is still concern in the area that the NSW Government's revitalisation model, as it is currently being implemented, fails in several respects:

- the interaction of the *RWA Act* and the recent planning reforms (*op cit*) leaves the community with reduced rights to participation
- work is already being undertaken on Stage 1 of the Redfern-Waterloo Plan, prior to the development of a strategic framework for determining:
  - the long-term future the community wants
  - how each stage of the Plan will help create this future (including how it will advocate on those matters that are crucial to meeting local needs, but beyond its direct control)

- how everyone will be able to tell - along the way, as well as at the end of 10 years - whether the Plan has succeeded or not
- how the community will participate in determining all of the above.

**REDWatch’s Response**

In responding to these concerns, REDWatch decided to focus on how to plan for Redfern-Waterloo, rather than on specific content for the Plan. This decision was dictated by both realism and principle. As a small voluntary organisation REDWatch did not have the resources to engage in the kind of community consultation it regards as essential to ensuring that the Plan reflects community views. On the other hand, it was not prepared to assert that its views were necessarily those of the whole community.

It also acknowledged that work on Stage 1 of the Redfern-Waterloo Plan had already commenced and that its planning framework would need to indicate how **that** work could be incorporated into an approach in which, ideally, no work would commence before there was agreement on **how** the Plan would be developed.

REDWatch met with the CEO of the RWA at this time to outline its concerns and indicate its intentions. The CEO agreed that there was a need for a strategic framework for the Plan and encouraged REDWatch to proceed with its work in this area.

The REDWatch framework was ultimately developed, as the REDWatch spokesperson, Geoffrey Turnbull expressed it ‘by the REDWatch Plan Working Group with the assistance of two [pro bono] planners and lots of ordinary people’ (REDWatch 2005d). As one of those planners, I used the integrated spatial governance model previously outlined as the foundation of my contribution to the planning framework, which, in response to the group’s request for ‘plain language’, is now referred to as ‘The Plan in Outline’.

The framework, which was issued as a Statement from REDWatch, comprises:

- contextual material, in the form of a set of questions and answers, about:
  - the Redfern-Waterloo Plan
  - the kind of integrated planning framework REDWatch believes it needs
- draft principles on community participation for all aspects of the Plan
- the draft integrated planning framework itself (‘The Plan in Outline’).

This Statement forms Appendix 1 to this paper.

The last section, ‘The Plan in Outline’, covers the essential components of a framework which can underpin the Redfern-Waterloo Plan over its 10 year lifespan. These components, and what they mean, are listed in Figure 3 below.

**Figure 3: The Plan in Outline**

<b>Component</b>	<b>Description</b>
Statement of commitment	What the NSW Government will do - and will not do - in Redfern-Waterloo
Vision	The sort of place we want Redfern-Waterloo to be
Values and Principles	How everyone needs to act to make Redfern-Waterloo the sort of place we want it to be
Key objectives	The overall things we want for Redfern-Waterloo in the long run

Priority outcomes	The most important short and medium term things we need to achieve if Redfern-Waterloo is going to be the place we want it to be
Implementation strategy	What everyone needs to <b>do</b> to make Redfern-Waterloo the place we want it to be
Review strategy	How we will know that things have changed and what everyone needs to do if they haven't

For each component of the framework, there is an explanation of:

- why it is necessary
- what the 'ground rules' for implementing it should be.

The full list of ground rules can be found in Part C of the REDWatch Planning Framework in Appendix 1. In summary, these ground rules underpin a process through which the NSW Government would reach agreement with the local communities and other stakeholders over **what**, in broad terms, the Redfern-Waterloo Plan will cover in its 10 year life span, and **how** the specific stages will be developed.

Together, all these components of the framework:

- provide an integrated, inclusive approach to developing, implementing and reviewing plans
- maximise community participation
- facilitate the integration of planning and action to meet agreed objectives and outcomes.

REDWatch adopted this framework on 29 May 2005 and submitted it to the Minister and the RWA as an example of the sort of approach it could take on the matter. However, despite the encouragement previously given by the CEO of the RWA, the Government's response so far has been minimal. The Minister thanked REDWatch for its submission, stated it would receive full consideration in the development of Stage 1 of the Plan, and indicated that REDWatch would have further opportunity to make submissions later in 2005 when the draft Plan was released for public comment (Sartor 2005).

Given this low-key Government response it is legitimate to query whether the exercise was worthwhile.

**Benefits**

There **were** worthwhile benefits from this application of the integrated spatial governance model, as well as considerable limitations on what the application could achieve.

One of the benefits is that REDWatch now has criteria, expressed through its ground rules for the development of the Redfern-Waterloo Plan, against which it can measure the adequacy of the Government's approach to planning in the area.

That this is perceived as a benefit is supported by the recent action of another local group, the Redfern Aboriginal Authority (RAA). This group, which is an alliance of the local Redfern-Waterloo Aboriginal organisations, recently decided to develop its own vision for the Aboriginal future of the area to provide both a platform for advocacy for what is needed and a measure against which to evaluate the Government's response (RAA 2005). Because this organisation **is** representative of its community, it will be able to focus on the substance, as well as the process, of what it believes is needed for Redfern-Waterloo.

A second benefit is the development of a better understanding of the processes that need to accompany holistic, integrated strategic planning. The limitations on REDWatch's capacity to develop content for the Plan, although not desirable, did force a detailed examination of:

- **how** content should be developed for holistic, integrated strategic planning – in general, not just in Redfern-Waterloo
- how the performance of such planning should be monitored, evaluated and reviewed
- the roles the community and the Government should play in all these activities.

These matters might have received less attention had REDWatch been able to focus on specific content for the Plan.

A third benefit from this application of the model is the confirmation it provided that both political will and community participation are essential if holistic, integrated planning is to deal effectively with substance as well as process.

Some would argue that the Government's making of the RWA Act in itself indicates political will. However, the intentions signalled in the Act are expressed very generally and nearly a year later, and despite a multiplicity of Government statements, these intentions have not been synthesised into a succinct but specific Statement of Commitment to the area. This makes for an ironic contrast with the NSW Government's recently legislated approach to planning agreements, which requires private developers to provide a statement of commitments (DIPNR 2005b).

### **Limitations**

The limitations on the usefulness of the exercise include the available resources, the scope of the exercise, and the level of information on the public record. With volunteer resources only, and limited geographical scope, REDWatch did not have the capacity to test the regional planning and budgeting components of the model or how local needs can be built into the regional and state budgeting processes. However, aspects of the 'ground rules' for developing objectives, implementing strategies and reviewing achievements could be generalised to regional planning and budgeting.

The more important limitation was the level of information available for the purpose. Overall, REDWatch's capacity to propose a specific future for Redfern-Waterloo, with specific outcomes, was hampered by both the generality of the Government's commitments to the area, and by the Government's failure to bring the findings from the previous RED Strategy consultations back to the community. While REDWatch's local knowledge did allow it to develop a general Vision for the area, for the remaining components of its framework it had to be content with proposing ground rules for how to develop these components in the future.

As a result of this experience, REDWatch is currently considering whether it would be useful to press the Government to release the RED Strategy findings so that they can be used as one of the building blocks for the development of the Redfern-Waterloo Plan, or whether those findings were so compromised by the inadequacies of the process through which they were developed that they should be ignored.

Finally, in response to the frustration of these limitations and the still delayed exhibition of even Stage 1 of the Redfern-Waterloo Plan, REDWatch is now attempting to develop some proposed content for the Plan, focusing on housing as an area of basic human need that also highlights the interaction of most aspects of an urban society. In undertaking this work, it will use general information already in the public domain, as well as the insights of its members. As with the planning framework, it will publish this work as 'draft for consultation with the community', not as the definitive position of the community.

## CONCLUSION

All elements of the Redfern-Waterloo experience so far provide important lessons for those who aim to improve social, environmental and economic outcomes through integrated planning. These lessons centre around five issues.

The first is the need for greater clarity in the language used in this area. The current muddled use of the terms masks a lack of conceptual clarity. This may serve the needs of governments as it allows them to 'keep their options open', but it does not lead to transparent, accountable planning, and it limits the capacity to achieve improved long term outcomes.

The second lesson relates to the need for models of integrated planning that respond adequately to the complex interactions of people, places and governance. For this to occur, there need to be greater connections between public policy, public administration and planning. At present the interaction between the first issue, lack of conceptual clarity, and this one means that:

- on the one hand, planning remains inward looking and thus continues to use largely unexamined assumptions about the degree to which urban redevelopment and urban design can achieve community renewal
- on the other hand, governments rarely sponsor governance frameworks that integrate:
  - the contributions planning can make to socio-economic equity with those from other areas of public policy
  - performance management and review systems that can maximise short and long term outcomes
  - community participation into all aspects of these processes.

Despite some reform, the focus thus remains on planning as an end rather than a means.

The third lesson is the need for planners to continue to search – nationally and internationally - for better spatial governance models, and to test them against Australian realities at local, state and federal levels. Part of this reality testing should be aimed at determining which approaches, or combinations of approaches, work best within these models in Australia. However, unless promising approaches are integrated into an overall strategic planning model, they risk becoming new examples of *ad hoc* strategies and plans, or creating new, and unnecessary, legislative means for integrated planning.

The fourth lesson is that community participation provides as many benefits to planners and governments as it does for communities. However, it will only be successful if it acknowledges that local knowledge - of both substance and process - is also expert knowledge. Failure to recognise this can lead to the wrong solutions to the right problems or, worse still, right solutions to the wrong problems.

Finally, the issue of political reality. This is a critical factor in determining whether better models are even considered for adoption. It is also critical to the development of a reasonable balance between planning and action. Finding this balance is not the main problem, despite the concern sometimes evinced that planning inhibits action, and that action, not planning, is what is needed to solve entrenched problems. With reasonable good will on all sides, compromises can be reached in this area, and iterative approaches implemented, as the REDWatch planning framework indicates. However, good will is often hard to come by where there is significant lack of trust, and this leads us back to political will and the need for transparent, accountable government.

It is common for critics to bemoan the impact of the political life-cycle on the development of long term policy and planning. However, there are relevant examples, both from within Australia and from overseas, of bipartisan commitment to long range strategies, objectives and outcomes. These include the Victorian approach to Melbourne 2030 (2005) and the British approach to addressing social exclusion (UK 2005). Further research, necessarily multi-disciplinary, is needed to tease out the factors that allow this to happen in particular places at particular times. This, and continued research into integrated models and the approaches that work best within them, as well as advocacy for the communities whose lives they affect, remain key tasks for planners and others committed to improved socio-economic equity.

# **APPENDIX 1**

**REDWATCH STATEMENT OF 30 MAY 2005**

**ON**

**HOW TO PLAN FOR REDFERN-WATERLOO**

## HOW TO PLAN FOR REDFERN-WATERLOO

- REDWatch believes that an integrated planning framework is needed for the Redfern-Waterloo Plan (RWP) as:
  - the RWP has a 10 year time frame
  - it will be introduced in stages
  - without a clear idea of what the RWP hopes to achieve overall – and how - it will be difficult to make sure that all its stages work together to create the future the community wants.
- To create this future, we need a broad range of interdependent issues addressed over the 10 years, not just the parts that relate to government land or government priorities.
- To help develop an integrated planning framework that can achieve this, REDWatch has prepared:
  - a set of questions and answers about the RWP and the kind of integrated planning framework we think it needs
  - draft principles on community participation for all aspects of the RWP, **including the development of an integrated planning framework**
  - a draft integrated planning framework (we called it “The Plan in Outline”).
- REDWatch are forwarding this material to the RWA as an example of the type of approach they could take in preparing the Redfern Waterloo Plan.
- REDWatch does not claim either that this is the only possible format for an integrated planning framework, or that the content within it represents all views in Redfern and Waterloo.
- REDWatch does, however, urge the Minister and the RWA to tell the people of Redfern and Waterloo - as a matter of urgency:
  - how they propose to develop an integrated planning framework for Redfern-Waterloo
  - how the community will be able to participate in its development, and
  - when they expect to start the framework and have it completed.

Geoffrey Turnbull

On behalf of REDWatch May 31<sup>st</sup> 2005

REDWatch, c/- PO Box 1567, Strawberry Hills NSW 2012

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*REDWatch is a residents and friends group covering Redfern Eveleigh Darlington and Waterloo (the same area covered by the Redfern Waterloo Authority). REDWatch monitors the activities of government activities such as the RWA and RWPP and seek to ensure community involvement in all decisions made about the area. REDWatch meets at 2pm on the 4<sup>th</sup> Sunday of the month at the Redfern Community Centre.*

This material has been produced by REDWatch in collaboration with planners who have volunteered their time to help REDWatch develop these frameworks. The material in this document may be used with acknowledgement.

As well as naming REDWatch, the acknowledgement referring to the Planning Framework and the Questions and Answers should also reference Elizabeth Rice.

REDWatch is grateful for the professional assistance and input provided by Elizabeth Rice, Patricia Collins and many other professionals and locals wishing to see good participatory planning processes used in Redfern Waterloo.

**Questions and Answers on:  
An Integrated Planning Framework  
for the Redfern-Waterloo Plan**

**What is the Redfern-Waterloo Plan?**

The Redfern-Waterloo Plan is the mechanism the NSW Government will use to manage the following issues, and their interaction, in Redfern-Waterloo over the next 10 years:

- human services
- jobs
- infrastructure
- new development/redevelopment.

**Who will make the Redfern-Waterloo Plan?**

The Minister responsible for Redfern-Waterloo (the Hon Frank Sartor, MP) will make the Redfern-Waterloo Plan.

**What gives him the power to make the Redfern-Waterloo Plan?**

In December last year, the NSW Parliament passed an Act to allow the Redfern-Waterloo Minister to make the Redfern Waterloo Plan.

This Act of Parliament (the Redfern-Waterloo Authority Act 2004) gave the Minister for Redfern-Waterloo sweeping powers in the area.

It also created the Redfern-Waterloo Authority which advises the Minister on matters relating to Redfern-Waterloo, including the Redfern-Waterloo Plan.

**Will the Redfern-Waterloo Plan (RWP) be developed all at once?**

The Minister has said that the Redfern-Waterloo Plan will be developed in stages.

**How will the stages of the Plan fit together to ensure an integrated, comprehensive RWP?**

The Minister hasn't made any statements about this.

**What can we do to make sure the stages fit together?**

Ask the Minister to agree to an integrated planning framework for the Redfern-Waterloo Plan.

**What sort of thing could we suggest to the Minister?**

If you agree with the points made in the answers to the rest of these questions, you could ask him to do what they suggest.

**Why do we need an integrated planning framework?**

The Redfern-Waterloo Plan (RWP) has a 10 year life span. Unless there is something to tie activities together over this period, neither the community nor the Government will have a clear idea of:

- what they want to achieve over 10 years
- how they are going to try to achieve it
- how each stage of the RWP can reinforce, not undermine, these efforts
- whether, at the end of the 10 years, the issues the community wants addressed have been covered by the various stages

- whether - in both the short term and the long-term – the RWP has succeeded.

In short, without an integrated planning framework there will be no mutually agreed reference point for the different stages of the RWP.

### **What do we need in the integrated planning framework?**

The essential components of an integrated planning framework which can underpin the Redfern-Waterloo Plan over its 10 year lifespan are:

▪ Statement of commitment:	What the NSW Government will do - and will not do - in Redfern-Waterloo
▪ Vision:	The sort of place we want Redfern-Waterloo to be
▪ Principles:	How everyone needs to act to make Redfern-Waterloo the sort of place we want it to be
▪ Key objectives:	The overall things we want for Redfern-Waterloo in the long run
▪ Priority outcomes:	The most important short and medium term things we need to achieve if Redfern-Waterloo is going to be the place we want it to be
▪ Implementation strategy:	What everyone needs to <b>do</b> to make Redfern-Waterloo the place we want it to be
▪ Review strategy:	How we will know that things have changed and what everyone needs to do if they haven't

### **How much detail do we need to go into?**

If the integrated planning framework is to guide the Redfern-Waterloo Plan through 10 years of development, implementation and review, each component needs content that is:

- robust enough to remain relevant over that period
- not so detailed that:
  - it will never be completed
  - it will allow no flexibility.

### **What would the integrated planning framework look like?**

The following pages are an example:

- the first page gives the headings for what's in the integrated planning framework
- the remaining pages give examples of how the content could be filled in, through an RWA and community consultation process.

### **Is anything else needed?**

Yes – community participation principles.

REDWatch has prepared a set of draft community participation principles as a companion document to the draft REDWatch integrated planning framework.

### **Why isn't a community participation strategy included in the integrated planning framework?**

Community participation is threaded through all the activities that the integrated planning framework covers.

However, the framework itself also needs to be developed through a community participation process.

That is why REDWatch has prepared a separate document on community participation principles for Redfern and Waterloo.

These principles should be supplemented by the guidelines the NSW Government has adopted for the NSW planning system. These guidelines, which won planning awards, are at <http://www.iplan.nsw.gov.au/engagement/index.jsp> - but they may need to be adapted where necessary to the broader needs of the Redfern-Waterloo Plan.

**Are there other NSW guidelines that can help with the integrated planning framework?**

Yes - the strategic planning components of the Government's Strategic Management Framework at

<http://www.premiers.nsw.gov.au/WorkAndBusiness/WorkingForGovernment/StrategicManagementFramework/>

**Isn't there still a problem – the Redfern-Waterloo Authority is already developing Stage 1 of the Redfern-Waterloo Plan?**

This problem can be overcome – as long as the Redfern-Waterloo Authority agrees that:

- Stage 1 of the Redfern-Waterloo Plan will be interim only until the community and the Government have agreed on an integrated planning framework
- the Redfern-Waterloo Authority, in conjunction with the community, will review the Stage 1 Redfern-Waterloo Plan to ensure it still fits within the guidelines of the agreed framework and adjust it if necessary.

## REDWatch Community Participation Principles

For the past year REDWatch has been helping keep our community informed and the government accountable for what is happening in the area. So far "community consultation" on the future of Redfern, Eveleigh, Darlington and Waterloo has seen a lot of frustration generated and not much real community-owned planning. This needs to change!

To achieve this, REDWatch asks RWA to adopt the following principles:

### Respect us!

- Take us seriously
- Give us opportunities to be involved in making decisions
- Show a spirit of genuine goodwill
- Value the existing, diverse indigenous and immigrant community and heritage including the local and national status of 'The Block' and extensive public housing communities
- Don't play us off against each other
- Respect community knowledge about problems AND solutions eg Pemulwuy - remember we have the most to win and lose
- Listen as well as talk
- Work with us to actually achieve specific things

### Trust us!

- Resource and provide funding for real participation opportunities
- Build on existing information provided from the community
- Work with networks we know and have - involve everyone
- Let our community leaders take lead roles in meetings
- Make meeting outcomes publicly available
- Be open with us and tell us what's happening - no secrets
- Make meetings friendly for us to go to
- Tea, coffee and chocolate biscuits at all meetings - RWA Board Quality!

### Communicate with us!

- Talk in language we understand use plain English and translate information into community languages
- Use community notice boards
- Keep a webpage that is regularly updated and easy to use
- Keep us notified of opportunities to participate, with enough time for us to turn up
- Send us agendas and pre-meeting info in advance so that we can give a considered response to the issues being discussed

### Respond to us!

- Regularly provide us with information on how RWA is performing and meeting project timelines
- Reply to inquiries for individuals and groups in a timely manner with real answers
- Appreciate the importance of the RWA Annual Report

**Don't confuse us!**

- Make sure everyone in RWA and Council know their role - and then explain it to us - we do not like the blame game.
- Talk to each other then tell us what's happening - avoid left hand not knowing what the right hand is doing
- Give us a timeline for creating a community-owned plan and explain the steps we need to take to get there

REDWatch looks forward to being part of the community building that the Redfern Waterloo Plan can achieve by genuinely involving our community from the beginning!

In preparing the Community Participation Principles REDWatch's attention was drawn to a list of Unhealthy and Healthy community indicators from Building Healthy Communities. REDWatch felt these indicators were also important in building a health community in Redfern Waterloo. This list follows on the next page.

## UNHEALTHY

cynicism  
focus on division  
'Not in my backyard'  
solution wars  
hold grudges  
polarization  
narrow interests  
parochialism  
confrontation  
win-lose solutions  
mean-spiritedness  
questioning motives  
frustration  
politics of personality  
apathetic citizens  
exclusion  
selfishness  
challenge people  
blockers and blamers  
me-first  
attacking dividers  
zinger one-liners  
redebate the past  
hoarding power  
gridlock  
'Nothing works'

## HEALTHY

optimism  
focus on unification  
'We're in this together'  
solving problems  
reconciliation  
consensus building  
broad public interests  
interdependence  
collaboration  
win-win solutions  
tolerance and respect  
trust  
patience  
politics of substance  
empowered citizens  
diversity  
citizenship  
challenge ideas  
problem solvers  
individual responsibility  
listening healers  
community discussions  
focus on future  
sharing power  
renewal  
'We can do it'

*Adams, B, (1995), Building  
Healthy Communities,  
Charlottesville, Virginia: Pew  
Partnership, P28-29*

**THE REDWATCH PLANNING FRAMEWORK  
FOR  
THE REDFERN-WATERLOO PLAN**

**The attached pages contain REDWatch's ideas on a planning framework for Redfern-Waterloo.**

**This framework is in four parts:**

- A. "The Plan in Outline", which provides a broad overview of how the Redfern-Waterloo Plan could be developed, implemented and reviewed**
- B. A summary of the steps involved in developing, implementing and reviewing the Redfern-Waterloo Plan**
- C. suggestions for specific ground rules for developing, implementing and reviewing the Redfern-Waterloo Plan**
- D. more detailed explanations of why each of the ground rules is needed.**

## PART A: OVERVIEW OF THE REDFERN-WATERLOO “PLAN IN OUTLINE”

As the Redfern Waterloo Plan is being developed in stages over 10 years, we need a "Plan in Outline" - a broader framework into which these stages will fit over this length of time. Without this we can end up in a position where the individual stages, when completed, create a different picture from the one we had in mind at the outset.

REDWatch believes that the NSW Government needs to take at least the following steps - which together create a “Plan in Outline” - if it is going to be able to make a Redfern-Waterloo Plan that can create the future the community has in mind:

### 1. NEGOTIATE THE GROUND RULES FOR THE REDFERN-WATERLOO PLAN (RWP)

- The Redfern-Waterloo Plan (RWP) will be a very broad Plan which integrates human services, jobs, infrastructure and new development/redevelopment.
- The usual development rules don't cover this sort of Plan.
- REDWatch thinks the NSW Government should negotiate with the local communities about the best ground rules for making this sort of Plan.
- This needs to be done as soon as possible, so that all stages of the RWP can be developed according to these ground rules.
- For REDWatch's ideas on what these ground rules should deal with, see the following pages which include:
  - ideas for community input into the RWP, including the negotiations on the ground rules
  - the main things the ground rules should cover.

### 2. START DEVELOPING THE STAGES OF THE RWP

- Ideally, the ground rules would have been completed and had joint community and Government approval before this stage began.
- However, the Government has already begun work on developing Stage 1 of the RWP.
- To overcome this problem, any stages of the RWP that are developed before the community and the Government have agreed on the ground rules should be interim only.
- As soon as the ground rules are agreed, the interim stages of the RWP should be checked against them, changed where necessary, and put back to the community for final approval.
- After that point, the RWP's stages should be developed in the way the agreed ground rules set out.

### 3. IMPLEMENT THE RWP IN STAGES

- As part of each stage, the community and the Government need to check the way the current stage of the RWP will affect stages already planned or implemented.

### 4. REVIEW THE RWP'S OUTCOMES

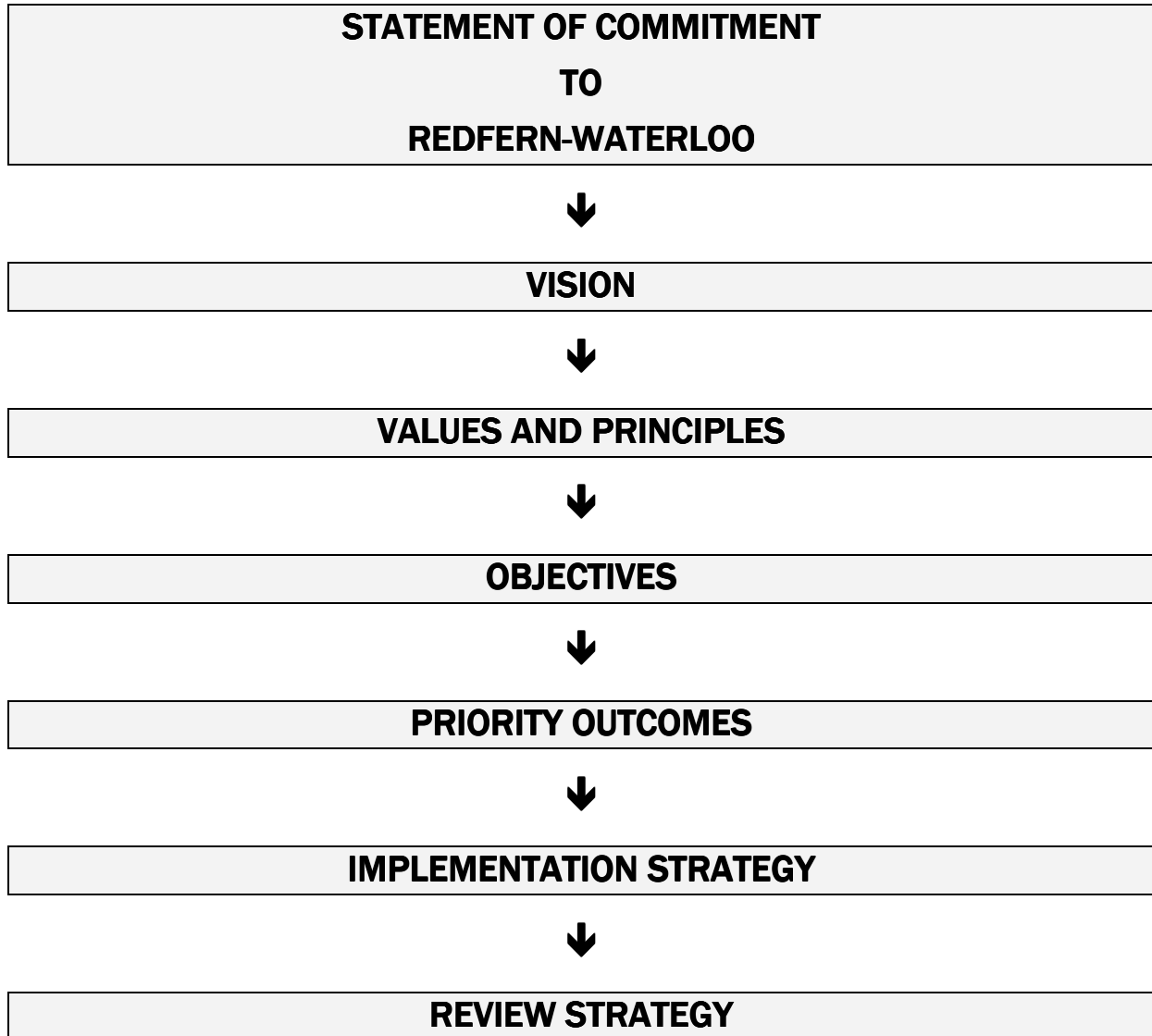
- The community and the Government need to make regular checks on:
  - How well each of the stages already implemented is working
  - How well these stages are working together - as an integrated Redfern-Waterloo Plan - to create the future the community wants.

If all this is to be achieved, REDWatch believes that the PRIMARY ground rule is:

- |   |
|---|
| <p><b>1. No stages of the RWP will be implemented at all until the local communities have reached agreement with the NSW Government on “The Plan in Outline”.</b></p> |
|---|

**PART B:  
SUMMARY OF STEPS FOR “THE PLAN IN OUTLINE”**

- **REDWatch believes that “The Plan in Outline” needs to cover at least the following:**



- **The pages that follow give a list of what the ground rules for developing “The Plan in Outline” could be, followed by a more detailed explanation of why each of the ground rules is needed.**

## **PART C: LIST OF GROUND RULES FOR REDFERN-WATERLOO PLAN**

### **“THE PLAN IN OUTLINE”:**

- 1 (i) No stages of the Redfern-Waterloo Plan will be implemented at all until the local communities have reached agreement with the NSW Government on “The Plan In Outline”.**
- 1 (ii) “The Plan In Outline” includes all the areas outlined below.**

### **STATEMENT OF COMMITMENT:**

- 2 (i) The NSW Government will develop a Statement of Commitment to Redfern-Waterloo and make it publicly available.**
- 2 (ii) When adopted, the Statement of Commitment will guide all stages of the Redfern-Waterloo Plan.**

### **VISION:**

- 3 (i) The NSW Government will reach agreement with the local communities on the Vision for Redfern-Waterloo.**
- 3 (ii) When adopted, the agreed Vision will guide all stages of the Redfern-Waterloo Plan.**

### **VALUES AND PRINCIPLES:**

- 4 (i) The NSW Government will reach agreement with the local communities on the Values and Principles for Redfern-Waterloo.**
- 4 (ii) When adopted, the agreed Values and Principles will guide all stages of the Redfern-Waterloo Plan.**
- 4 (iii) This means that the NSW Government will act in accordance with the Values and Principles agreed to by the local communities when it:**
  - develops the Redfern-Waterloo Plan**
  - implements the Redfern-Waterloo Plan**
  - reviews the Redfern-Waterloo Plan.**
- 4 (iv) This also applies to any person or body acting in partnership with the NSW Government, or acting on its behalf, on any matter relating to the Redfern-Waterloo Plan.**

### **OBJECTIVES:**

- 5 (i) The NSW Government will reach agreement with the local communities on:**
  - the specific Objectives for Redfern-Waterloo**
  - the Guidelines for making trade-offs among these Objectives.**
- 5 (ii) When adopted, the agreed Objectives and Guidelines will guide all stages of the Redfern-Waterloo Plan.**

**PRIORITY OUTCOMES:**

- 6 (I) The NSW Government will reach agreement with the local communities on:**
- **the Priority Outcomes for Redfern-Waterloo**
  - **the key linkages needed to achieve them**
  - **a Strategy for making these linkages, including an advocacy strategy for matters beyond the control of the Redfern-Waterloo Authority or the Redfern-Waterloo Minister.**
- 6 (II) When adopted, the agreed Priority Outcomes - and the Strategy for achieving them - will guide all stages of the Redfern-Waterloo Plan.**

**IMPLEMENTATION STRATEGY:**

- 7 (I) The NSW Government will reach agreement with the local communities on the Implementation Strategy for the Redfern-Waterloo Plan.**
- 7 (II) When adopted, the agreed Implementation Strategy will guide all stages of the Redfern-Waterloo Plan.**
- 7 (III) This means that no specific stage of the Redfern-Waterloo Plan will be implemented until the local communities have reached agreement with the NSW Government on:**
- **outcomes for that stage of the Plan, including:**
    - **what the outcomes for this stage of the Plan are**
    - **how these outcomes will help achieve the overall objectives and broad outcomes for the Redfern-Waterloo Plan as a whole**
    - **what changes need to be made to other stages of the Plan to support the outcomes for the current stage**
    - **what other things are needed to support them**
    - **who needs to do all these things**
    - **when they need to do them**
    - **who will pay for them**
  - **a strategy for turning the above agreements into action**
  - **a review strategy, consistent with the ground rules for Implementation (see below), that will allow everyone to be able to tell that these outcomes have been achieved.**

**REVIEW STRATEGY:**

- 8 (i) The NSW Government will reach agreement with the local communities on a Review Strategy for the Plan which includes:**
- **review of the specific stages of the Redfern-Waterloo Plan**
  - **review of the Redfern-Waterloo Plan as a whole**
  - **how these reviews will be linked.**
- 8 (ii) When adopted, the agreed Review Strategy will guide all stages of the Redfern-Waterloo Plan.**
- 8 (iii) This means that no specific stage of the Redfern-Waterloo Plan will be implemented until the local communities have reached agreement with the NSW Government on:**
- **what will indicate success or failure for that stage of the Redfern-Waterloo Plan**
  - **the type of information that will be collected to measure success or failure**
  - **how and when the results will be reported to the local communities**
  - **how the local communities will be involved in working with the NSW Government to decide:**
    - **what the results mean**
    - **what changes need to be made to improve the results.**

**PART D (i): GROUND RULES FOR STATEMENT OF COMMITMENT**

**STATEMENT OF COMMITMENT:**

**What the NSW Government will do - and will not do - in Redfern-Waterloo**

- The NSW Government needs to put its commitments to Redfern-Waterloo in one place – and stick to them.
- This is needed because over the years it has given different messages at different times about what it will do in Redfern-Waterloo, and this is still happening.
- For example, even the nature of the Redfern-Waterloo Authority (RWA) itself has changed in the last few months, as the human services activities of the Redfern Waterloo Partnership Project have been added to it.
- The Government is also giving mixed messages about how it will act in Redfern-Waterloo.
- For example, the messages expressed in the RWA Act are:
  - strong on government control
  - weak on community participation.
- On the other hand, Minister Sartor and the CEO of the RWA are trying to reassure people that:
  - they will consult widely on what people want for the area
  - they will strike an appropriate balance between the interests of the local communities and those of other people with an interest in the area.
- Despite that, the recent designation of key sites in Redfern-Waterloo as “state significant development” leaves people wondering how much say they will really have.
- The local communities need more certainty than that.
- A Statement of Commitment setting out in one place what the Government will – and will not – do in Redfern-Waterloo would be a good first step in providing more certainty.
- Preparing the Statement is not a complicated task, as there is plenty of existing material that could be used.
- The main work will be in:
  - sorting out some of the contradictions among existing statements
  - making it clear what some of the existing statements mean in practice.

**The ground rules for the STATEMENT OF COMMITMENT could be:**

- 2 (i) The NSW Government will develop a Statement of Commitment to Redfern-Waterloo and make it publicly available.**
- 2 (ii) When adopted, the Statement of Commitment will guide all stages of the Redfern-Waterloo Plan.**

**PART D (ii): GROUND RULES FOR VISION**

**VISION:**

**The sort of place we want Redfern-Waterloo to be**

- REDWatch supports a Vision which acknowledges:
  - the Aboriginal heritage of Redfern-Waterloo
  - the diversity of the Redfern-Waterloo communities
  - the local, regional and state-wide roles of the area.
- One version of this Vision is as follows:

**THIS VISION ACKNOWLEDGES:**

- **THE PRIOR OCCUPATION OF THE AREA NOW KNOWN AS REDFERN-WATERLOO BY THE GADIGAL PEOPLE OF THE EORA NATION**
- **THE AREA'S CONTINUING SIGNIFICANCE FOR ABORIGINAL PEOPLE LOCALLY, REGIONALLY AND ACROSS AUSTRALIA**

**LOCAL VISION:**

*Redfern-Waterloo is a place:*

- *Where local residents can continue to live*
- *Where new residents are welcome*
- *Where there is a sense of community*
- *Where jobs and training are available for the local communities*
- *Where people can meet their daily needs easily.*

**REGIONAL VISION:**

*Redfern-Waterloo is a place:*

- *That provides specialist employment and services for local people and people from regional areas*
- *That is welcoming to Aboriginal people from regional areas.*

**STATE WIDE VISION:**

*Redfern-Waterloo is a place:*

- *That provides specialist employment and services for local people and people from across NSW*
- *That is welcoming to Aboriginal people from across the state and beyond.*

- The ground rules for the Redfern-Waterloo Plan need to include a process for allowing the local communities to reach agreement on a shared Vision for the area.

**The ground rules for the VISION could be:**

- 3 (i) The NSW Government will reach agreement with the local communities on the Vision for Redfern-Waterloo.**
- 3 (ii) When adopted, the agreed Vision will guide all stages of the Redfern-Waterloo Plan.**

**PART D (iii): GROUND RULES FOR VALUES AND PRINCIPLES**

**VALUES AND PRINCIPLES:**

**How everyone needs to act to make Redfern-Waterloo the sort of place we want it to be**

- The local communities need the chance to tell the NSW Government about:
  - the values it thinks are important
  - how it thinks these values can be put into action in the Redfern-Waterloo Plan.
- From REDWatch’s knowledge of the existing material, **values** supported by the local communities include:
  - human rights
  - social justice/social equity/a “fair go”
  - respect for diversity
  - respect for local knowledge, skills and experience
  - respect for the environment
  - respect for heritage.
- The ground rules for the Redfern-Waterloo Plan need to include a process for allowing the local communities to reach agreement on:
  - the **values** they share
  - the **principles** that would allow these values to be put into action in the Redfern-Waterloo Plan.

**The ground rules for the VALUES AND PRINCIPLES could be:**

- 4 (i) The NSW Government will reach agreement with the local communities on the Values and Principles for Redfern-Waterloo.**
- 4 (ii) When adopted, the agreed Values and Principles will guide all stages of the Redfern-Waterloo Plan.**
- 4 (iii) This means that the NSW Government will act in accordance with the Values and Principles agreed to by the local communities when it:**
  - **develops the Redfern-Waterloo Plan**
  - **implements the Redfern-Waterloo Plan**
  - **reviews the Redfern-Waterloo Plan.**
- 4 (iv) This also applies to any person or body acting in partnership with the NSW Government, or acting on its behalf, on any matter relating to the Redfern-Waterloo Plan.**

**PART D (iv): GROUND RULES FOR OBJECTIVES**

**OBJECTIVES:**

The overall things we want for Redfern-Waterloo in the long run

- What the NSW Government wants for Redfern-Waterloo is summarised in the RWA Act as:
  - to encourage the development of Redfern-Waterloo into an active, vibrant and sustainable community, and
  - to promote, support and respect the Aboriginal community in Redfern-Waterloo having regard to the importance of the area to the Aboriginal people, and
  - to promote the orderly development of Redfern-Waterloo taking into consideration principles of social, economic, ecological and other sustainable development, and
  - to enable the establishment of public areas in Redfern-Waterloo, and
  - to promote greater social cohesion and community safety in Redfern-Waterloo.
- These general objectives need to be broken down into more specific objectives to be aimed for in all stages of the Redfern-Waterloo Plan (RWP).
- Combined with the Review Strategy outlined later in this document, this will allow everyone to be able to tell:
  - whether the RWP is working **along the way**
  - whether, **at the end of its 10 year life span**, it is **still** working.
- The ground rules for the RWP need to include processes for allowing the local communities to work with the NSW Government on deciding:
  - what these specific objectives should be
  - how trade-offs will be made when not all objectives can be met at the same time.

**The ground rules for the OBJECTIVES could be:**

- 5 (i) The NSW Government will reach agreement with the local communities on:**
  - **the specific Objectives for Redfern-Waterloo**
  - **the Guidelines for making trade-offs among these Objectives.**
- 5 (ii) When adopted, the agreed Objectives and Guidelines will guide all stages of the Redfern-Waterloo Plan.**

**PART D (v): GROUND RULES FOR PRIORITY OUTCOMES**

**PRIORITY OUTCOMES:**

**The most important short and medium term things we need to achieve if Redfern-Waterloo is going to be the place we want it to be**

- The local communities of Redfern-Waterloo are experts in this area.
- They know the things that need to change if life is to be better in Redfern-Waterloo, and the things that need to stay the same.
- They also know:
  - which things are the ones that need tackling first
  - what things need to be pulled together to tackle them successfully.
- Initially, the local communities need to work with the NSW Government to develop agreement on:
  - the broad outcomes that can cover all proposed aspects of the Redfern-Waterloo Plan (RWP): human services, jobs, infrastructure and new development/redevelopment
  - how these outcomes are linked to each other
  - how to ensure these outcomes and linkages are used to guide all stages of the RWP.
- As specific stages of the RWP are developed, the outcomes and linkages will become more specific, as will the strategies to address them.

(Outcomes relating to mental health provide a good example of the type of linkages that are needed, as they would need to be included in:

- the Human Services stage of the RWP (preventive, early identification and intervention, and support services; acute assistance; and reintegration back into the community)
- the Jobs stage of the RWP (suitable employment opportunities for people with either ongoing or episodic mental health issues, which incorporate approaches to minimising job loss following an episode, reinforcing self-confidence and recommencing employment)
- the Infrastructure and New Development/Redevelopment stage of the RWP (housing choices ranging through acute care, hostel/supported accommodation and suitable public housing options; transport options that enable people to access hospitals, other health establishments and services, and other services.)

Some of these areas would overlap with the outcomes needed for some of the other issues identified and mapped. At the end of the process we would end up with outcomes that were integrated across all the activities of the RWP.)

**The ground rules for the PRIORITY OUTCOMES could be:**

- 6 (i) The NSW Government will reach agreement with the local communities on:**
  - **the Priority Outcomes for Redfern-Waterloo**
  - **the key linkages needed to achieve them**
  - **a Strategy for making these linkages, including an advocacy strategy for matters beyond the control of the Redfern-Waterloo Authority or the Redfern-Waterloo Minister.**
- 6 (ii) When adopted, the agreed Priority Outcomes - and the Strategy for achieving them - will guide all stages of the Redfern-Waterloo Plan.**

**PART D (vi): GROUND RULES FOR IMPLEMENTATION**

**IMPLEMENTATION STRATEGY:**

**What everyone needs to do to make Redfern-Waterloo the place we want it to be**

- The NSW Government has said that the Redfern-Waterloo Plan (RWP) will be implemented in stages.
- This means that we need an implementation strategy that deals with both:
  - how the specific stages are implemented
  - how their implementation remains linked to the RWP’s overall objectives and priority outcomes
- The implementation strategy also needs to deal with:
  - mapping the linkages between outcomes for specific stages of the RWP (The broad level linkages will already have been developed as part of the work on Priority Outcomes)
  - identifying any changes needed to other stages of the RWP to ensure a linked approach to achieving outcomes
  - identifying any changes needed in areas beyond the control of the Redfern-Waterloo Authority or the Redfern-Waterloo Minister to support the current stage’s outcomes.

The ground rules for the IMPLEMENTATION STRATEGY could be:

- 7 (I) The NSW Government will reach agreement with the local communities on the Implementation Strategy for the Redfern-Waterloo Plan.**
- 7 (II) When adopted, the agreed Implementation Strategy will guide all stages of the Redfern-Waterloo Plan.**
- 7 (iii) This means that no specific stage of the Redfern-Waterloo Plan will be implemented until the local communities have reached agreement with the NSW Government on:**
  - **outcomes for that stage of the Plan, including:**
    - **what the outcomes for this stage of the Plan are**
    - **how these outcomes will help achieve the overall objectives and broad outcomes for the Redfern-Waterloo Plan as a whole**
    - **what changes need to be made to other stages of the Plan to support the outcomes for the current stage**
    - **what other things are needed to support them**
    - **who needs to do all these things**
    - **when they need to do them**
    - **who will pay for them**
  - **a strategy for turning the above agreements into action**
  - **a review strategy, consistent with the ground rules for Implementation (see below), that will allow everyone to be able to tell that these outcomes have been achieved.**

**PART D (vii): GROUND RULES FOR REVIEW**

**REVIEW STRATEGY:**

**How we will know that things have changed and what everyone needs to do if they haven't**

- As the NSW Government has said that the Redfern-Waterloo Plan (RWP) will be implemented in stages, we need a review strategy that deals with:
  - reviewing the specific stages of the RWP
  - reviewing the RWP as a whole.
  
- For both the specific stages and the RWP as a whole, the review strategy also needs to deal with:
  - monitoring - recording what is actually being achieved
  - evaluation – working out whether the results are:
    - better than expected, and why
    - about what was expected, and why
    - less than expected, and why
  - review – deciding whether any changes are needed and, if so, what they should be.
  
- The review strategy also needs to specify:
  - the time frames for reviewing both the specific stages and the RWP as a whole
  - the general process for linking the review of the specific stages with the review of the RWP as a whole

**The ground rules for the REVIEW STRATEGY could be:**

- 8 (I) The NSW Government will reach agreement with the local communities on a Review Strategy for the Plan which includes:**
  - review of the specific stages of the Redfern-Waterloo Plan
  - review of the Redfern-Waterloo Plan as a whole
  - how these reviews will be linked.
  
- 8 (II) When adopted, the agreed Review Strategy will guide all stages of the Redfern-Waterloo Plan.**
  
- 8 (III) This means that no specific stage of the Redfern-Waterloo Plan will be implemented until the local communities have reached agreement with the NSW Government on:**
  - what will indicate success or failure for that stage of the Redfern-Waterloo Plan
  - the type of information that will be collected to measure success or failure
  - how and when the results will be reported to the local communities
  - how the local communities will be involved in working with the NSW Government to decide:
    - what the results mean
    - what changes need to be made to improve the results.

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