

**A Critical Analysis of Aquatic and Recreation Centre Planning and Decision-making:
A Tale of Two Cases in Metropolitan Melbourne**

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Abstract

Aquatic and recreation centres (ARCs) are social spaces that provide communities with opportunities to be physically active. They deliver important health, well-being, and social benefits to communities and contribute to local economies by providing job and income opportunities (Howat et al., 2012; Tower et al., 2014; Victorian Auditor General's Office, 2016). Despite the significant role ARCs play in the community, the factors that have guided ARC planning and decision-making processes are largely unknown. To address this knowledge gap, two public sector management theories, new public management theory (NPMT) and public choice theory (PCT), were employed to explain ARC planning and decision-making processes. This is the first time these theoretical lenses have been applied simultaneously to explain ARC planning and decision-making processes. The current study was guided by two research questions, 'How is a leisure planning process used in ARC planning?' and 'How is a decision-making process used in ARC planning?'

A qualitative multiple-case-study design investigated two local government cases in metropolitan Melbourne, Australia. The current study employed two data sources: documents (n= 264) and semi-structured interviews (n=19) to explore the research questions. Data analysis, deductively guided by NPMT and PCT, were conducted using a six-step thematic analysis (Braun & Clarke, 2006, 2012). Data were analysed within the individual cases by using thematic maps to illustrate the components for ARC planning and decision-making processes. The data were then analysed across these two cases through triangulation and pattern-matching to identify the global, organising, and basic themes.

The current study is the first in-depth academic investigation into ARC planning and decision-making processes. The findings explain the lived experiences of people involved in ARC planning and decision-making processes. The current

study identified the two cases followed a non-systematic leisure planning process i.e., the local governments applied individual components based on leisure planning models and NPMT to suit their individual ARC's development. Therefore, the planning process fits somewhere between an ad-hoc planning method, which has no structure, and a structured process similar to a leisure planning model. The ARC planning data analysis identified four focus areas i.e., research, service delivery, engaged experts, and organisational outputs, to explain the process used by the local government when planning an ARC in metropolitan Melbourne. The ARC decision-making data analysis identified three focus areas i.e., government influence, financial influence, and political influence, to explain the ARC decision-making process. Further, the ARC planning and decision-making processes was reliant upon each other. From a practical perspective, the findings explained that local government did not use a structured planning model, however, the two ARCs applied similar planning and decision-making focus areas. These focus areas act as a starting point in the development of a model of how ARCs are planned in metropolitan Melbourne. From a theoretical perspective, the findings identified that the ARC planners in the two cases made decisions that were explained by financial outputs (NPMT) and political behaviours (PCT), indicating that ARC decision-making was more weighted towards financial outcomes rather than community benefit.

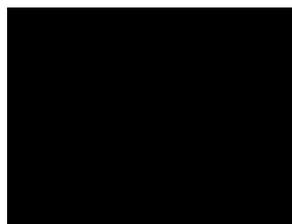
Declaration

Doctor of Philosophy Declaration

“I, Kathryn McDonald, declare that the PhD thesis entitled ‘A Critical Analysis of Aquatic and Recreation Centre Planning and Decision-Making: A Tale of Two Cases in Metropolitan Melbourne’ is no more than 80,000 words in length including quotes and exclusive of tables, figures, appendices, bibliography, references and footnotes. This thesis contains no material that has been submitted previously, in whole or in part, for the award of any other academic degree or diploma. Except where otherwise indicated, this thesis is my own work”.

I have conducted my research in alignment with the Australian Code for the Responsible Conduct of Research and Victoria University’s Higher Degree by Research Policy and Procedures.

Signature



Date 12/10/2021

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Award and Presentations

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List of Abbreviations

ALP	Australian Labor Party
ANAO	Australian National Auditor's Office
ARC	Aquatic and Recreation Centre
ABS	Australian Bureau of Statistics
CCC	Community Consultation Committee
CCT	Compulsory Competitive Tendering
X&P	XXXX & Partners Pty Ltd
IAP2	International Association for Public Participation
KPI	Key Performance Indicators
NPMT	New Public Management Theory
OHCHR	Office of the High Commissioner for Human Rights
ODP1	Outdoor pool 1
ODP2	Outdoor pool 2
PCT	Public Choice Theory
PPP	Public Private Partnership
RSL	Returned and Services League
SRV	Sport and Recreation Victoria
VAGO	Victorian Auditor-General's Office

Chapter One: Introduction

Aquatic and Recreation Centres (ARCs) are social spaces that provide communities with opportunities to be physically active. They deliver important health, well-being, and social benefits to their communities and contribute to local economies by providing job and income opportunities (Howat et al., 2012; Tower et al., 2014; Victorian Auditor General's Office (VAGO), 2016). Between 2016 and 2020, Victorian local governments planned to spend around \$933 million of capital expenditure on recreational and community facilities (VAGO, 2016). This reinforces the significant investment made to ARCs by the government sector.

Despite the benefits and investment associated with ARCs, the related planning and decision-making has received little research attention. As a result, there has been a call for research to be conducted in this field by leisure planning (Engles, 2019; Marriott et al., 2019; Tower et al., 2019; Tapper & Kobayashi, 2017; Veal, 2013; 2020) and leisure decision-making (Reid, 2009; Veal, 2017a) researchers, as well as industry consultants. The current study is the foundation for understanding ARC planning and decision-making. It focuses on insights drawn from local government planners, councillors, commissioned professionals, communities, and documentation associated with ARC planning and decision-making.

The introductory chapter provides definitions of key terms, followed by a brief synopsis of the study's context. The chapter continues with a summary of leisure planning literature and an overview of the theoretical context that underpins the research. This leads to the research aim and questions, followed by an explanation of the research design. The subsequent section explains the significance of the study, and the chapter concludes with a diagrammatic representation of the thesis structure.

Definition of Key Terms

Clarifying key terms will reduce opportunities for misinterpretation and assist with clarification. The key terms that require clarification for this thesis are:

Aquatic and Recreation Centre (ARC): A community-based venue that consists of several facilities, including swimming pools, gymnasiums, group fitness facilities, sports halls, cafés, crèches, and offices (Rajagopalan, 2014; Tower et al., 2014).

Component: Part or element of a larger whole (Sosa et al., 2005). In the current study, components are recognised inductively from the data and the leisure planning models. The principles of new public management theory (NPMT) and public choice theory (PCT) were also referred to as components.

Focus Area: This is a high-level business ordering system that groups analytical findings that share similar themes. The development of focus areas is a practice used in business to establish a connection between objectives and the business area that needs to be focused on (Taneja et al., 2011). In the current study, focus areas were used to make the Discussion chapter more industry-relevant and align the results and literature.

Leisure planning model: Used to describe an organising framework with integrated components to outline steps undertaken when planning leisure for a community (Sosa et al., 2005). The process required to undertake a leisure plan is based on a leisure planning guideline, approaches, or model (Veal, 2009a).

New public management theory (NPMT): This is a public sector management theory that is founded on the principles of financial efficiency. NPMT focuses on placing commercial business management practices into the public sector. The principles of NPMT strive to achieve a flexible and competitive government sector that is less bureaucratic than previous public administration practices. Local government's application of NPMT management practices is striving to achieve financial results rather than establishing community focused outcomes (Gruening, 2001). Although literature at times refers to this theory as NPM, to ensure consistency with PCT, the current study refers to it as NPMT.

Public choice theory (PCT): This is a public sector management theory that seeks to apply economic tools to understand the non-market product of decision-making (Candela, 2018; Shughart, 2008). PCT assumes that political actors are motivated by self-interest, however rationality and competition can channel self-interested behaviour towards the common good (Boyne, 1998). PCT helps to clarify the concepts involved in decision-making and identify influences for better decision-making (Sen, 2008).

Background to the Study

Aquatic and recreation facilities in Australia are predominately planned and developed by the local government to service the specific needs of their communities. Over the past 20 years local governments in metropolitan Melbourne, Victoria, have tended to build multi-million-dollar ARCs. These ARCs can have capital budgets well over \$A30million for an individual development, however, there is limited understanding of what processes have guided the planning or how decisions are made. To this date, there has not been any studies that investigated the use of leisure planning models, or the processes used in ARC leisure planning and ARC decision-making (Veal, 2017a). The absence of research identifies a gap in scholarly knowledge about leisure planning in general and, more specifically, ARC planning and decision-making processes. Local governments in metropolitan Melbourne, Australia invest a significant amount of money and resources into their ARCs, however, there is limited understanding into how local government have developed ARCs. This highlights the need for research to address this gap and improve the understanding of ARC planning and decision-making processes. The current study investigates local government ARC planning and decision-making processes in metropolitan Melbourne, Australia.

Overview of Leisure Planning Literature

Leisure planning is a process of which community resources are reviewed and evaluated in conjunction with the community. It is conducted in a continuous manner to

achieve common goals and values that may not have been otherwise achieved (Driver, 1973; Hamilton-Smith, 1993; Marriott et al., 2019; Shiver & Hylte, 1973; Tower et al., 2019; Weaver, 1963). To assist in completing a leisure planning project, a leisure planner will either strategically or unintentionally adopt a leisure planning model or method. An extensive review of leisure planning literature has revealed a lack of leisure planning models that have been rigorously tested and applied to the leisure industry. Only seven leisure planning articles were identified in academic journals published since the 1960s. The bulk of scholarly contributions have been written in academic and industry-based books, with 16 identified in total, eight of these are single editions and eight comprising multiple editions including some with five or six editions (e.g., Veal, 2017a).

Three English language leisure planning models were included in the current study to guide the understanding how ARCs have been planned and decisions are made. These are well recognised in leisure planning literature and have been recognised to assist in facility development (Engles, 2019; Gold, 1980; Taylor, 2011; Veal, 2009b, 2017a). These models are the U-plan (Veal 2009c, 2017a), Torkildsen's ten-stage leisure planning process (Taylor, 2011), and the standards planning model (Engles, 2019; Gold, 1980; Marriott, 1980a; Taylor, 2011; Veal, 2009a, 2020). The three leisure planning models discussed below have not been rigorously tested, therefore, there is no data to suggest their effectiveness. For this reason, the three models have not been applied to the current study deductively, instead, they have been applied to the Discussion chapter for comparative purposes.

The U-plan is a participatory-based leisure planning model based on an analysis of over 80 leisure planning models (Veal, 2009a). This analysis involved understanding the dimensions in every model to identify the associated advantages and deficiencies of potential implementation. The U-plan leisure planning model "seeks to overcome the deficiencies identified in earlier approaches" (Veal, 2009c, p. 4). The U-plan was considered to be an inclusive and comprehensive model that incorporates earlier leisure planning models and considers rational decision-making processes (Veal 2009a, 2017a). The decision-making tasks in Veal's (2017a) U-plan were developed under the philosophy that

rationality is an “attractive idea that most people would probably subscribe to” (p.132). The 80 leisure planning models included in the U-plan analysis assisted to develop the U-plan and therefore were not individually considered for the current study.

Torkildsen’s ten-stage leisure planning process (Taylor, 2011) was developed as a needs-based process which identifies a communities’ needs and demands and develops services and facilities to meet them (Taylor, 2011). As the title, suggests this model consists of ten different stages that are completed in a circular manner (Taylor, 2011). An earlier version of the ten-stage leisure planning process (Torkildsen, 2005) appeared in Veal’s 2009 review (Veal, 2009a), however since this analysis, an updated version of the ten-stage leisure planning process has been released (Taylor, 2011). The 2011 version of *Torkildsen’s sport and leisure management* adds a discussion about additional planning techniques such as the hierarchy of provision and spatial analysis and an acknowledgment of the U-plan leisure planning model. The U-plan leisure planning model discussed in this chapter was not used to inform the ten-stage leisure planning process. The updated version (Taylor, 2011) was included in the current study.

The third model used in the current study was the standards planning model. This model was developed in the early 1900s (Engels, 2019) and has remained a consistent feature in leisure planning (Engles, 2019; Marriott, 1980b; Veal, 2009a). This is a model whereby a local council or municipality develops or adopts standards and attempts to put these in place for all members of a community (Engels, 2019; Marriott, 1980b). Standards planning has received a lot of criticism (Engles, 2019; Gold, 1980; Marriott, 1980a; Taylor, 2011; Veal, 2009a, 2020), however, despite the criticism, standards planning is still widely used and for this reason has been included in the current study.

Ad-hoc planning was also considered as an approach to assist in understanding the ARC planning process. This approach does not have any structure or provide processes to follow. It is known to be a reactive, crisis or single product planning method that is conducted to resolve a particular problem, to relieve pressure from influential people or groups or carried out in response to a systematic failure or oversight (Jansen-Verbeke & Dietvorst,

1987; Marriott, 1980a). However, it does contribute towards understanding methods adopted by local government planners in ARC planning; therefore, the principles of ad-hoc planning have been used to guide the analysis in the current study.

Overview of the Theoretical Framework

ARCs are often planned under the guidance of public sector management practices (Stanway et al, 2020). For this reason, two public sector management theories were employed to understand ARC planning and decision-making processes. NPMT and PCT have been identified as the most appropriate theories for this study, they incorporate the economic, management, and political factors that address the aim of the current study. The theoretical components of NPMT and PCT have been applied to assist in explaining local government planning and decision-making processes.

The NPMT has been utilised to understand the principles and processes used to plan an ARC. NPMT was founded on the principles of achieving improved financial management practices and efficiency (Gruening, 2001). NPMT has been responsible for changing governmental practices in many countries (Curtin, 2000; Dent, 2005; Duncan & Chapman, 2010; Hood, 1991; Johnson, 2000). The principles of NPMT's seven interlocking components have been developed to achieve goals of improved management practices (Hood, 1991, 1995). The model has been used in the current study as it has the potential to reveal local government processes undertaken to build ARCs, to identify local government concerns about ensuring positive returns on investment, and to highlight the pressures brought to use scarce community resources efficiently (VAGO, 2011). This study has explored if the components of NPMT are present in ARC planning and decision-making processes and if so, how do they assist explain how ARCs were planned and decisions were made.

PCT is a theory that studies political behaviour and seeks to apply economic tools to understand the non-market product of decision-making (Candela, 2018; Pincus, 2014;

Shughart, 2008). PCT focuses on the actions of human beings and the interests they serve (Shughart, 2008). The theory assumes that political actors are motivated by self-interested motivations, however, rationality and competition can guide self-interested behaviour towards the commonweal (Boyne, 1998). This public sector management theory was used in the current study to assist in explaining the ARC decision-making process. The current study used PCT principles to explore if rationality and/or self-interested actions explained the ARC decision-making process. To assist in understanding and applying PCT to the current study, the theory was divided into three elements: sections, components and thematic interpretations.

NPMT and PCT were chosen for the current study because they are widely recognised theories for understanding the conduct of government and its agencies (Hughes, 2008; Russell, 2013a). They have been incorporated into the study in the form of lenses to guide the focus of the study (Creswell & Plano Clarke, 2011). Both of these theories have been applied to sporting infrastructure studies previously (Considine et al., 2008; Considine & Doran, 2016; Howat et al., 2005a; Sciulli, 2016; Suiter & O'Malley, 2014) however, neither has been simultaneously applied to complement each other to assist in understanding ARC planning and decision-making processes.

Research Aim and Questions

Following an extensive review of literature pertaining to ARCs, leisure planning, NPMT, and PCT, the research questions were developed to identify key areas that have not been previously investigated. The research questions and associated methodology were constructed in response to the identified lack of scholarly attention towards ARC planning and decision-making. The aim of the current study is to understand the leisure planning and decision-making processes used in ARC planning in metropolitan Melbourne, Australia.

Two case studies were conducted to answer two research questions:

1. How is a leisure planning process used in ARC planning?

2. How is a decision-making process used in ARC planning?

Overview of the Research Design

The researcher needs to understand the appropriate form of methodology to be applied to undertake any research successfully. To conduct such research, there is a need to identify the method that will guide the research questions and outcomes, that is, the "basic set of beliefs that guides action" (Denzin & Lincoln, 2018, p. 56). Qualitative research helps describe complex phenomena, with data based on the participants' feelings and perceptions (Taylor et al., 2016). This form of study is based on the theoretical and methodological principles of a naturalistic interpretive domain (Bailey, 2007; Merriam, 2016; Punch, 2014; Sarantakos, 2013; Taylor et al., 2016). The study sought to understand the 'how' questions, which are more suited to qualitative research investigation (Yin, 2009). Adopting an explanatory perspective allowed the researcher to clarify and explain (Andrew et al., 2011) the ARC planning and decision-making phenomenon. Therefore, the current study used a naturalistic interpretive domain to investigate the 'how' questions, using explanatory methods within a multiple-case-study method.

The decision to use a multiple-case-study method was to facilitate cross-case patterns (Yin, 2014) and strengthen the "precision, validity, stability and trustworthiness" of the findings (Miles et al., 2014, p. 33). Two cases were used in the current study based on the principle of applying replication logic, where the two cases can be individually viewed while having the same research protocols applied (Chirico & Nordqvist, 2010; Yin, 2014). The two cases were investigated in parallel (Hillebrand et al., 2001; Smith, 2010; Yin, 2014), as findings from one study did not impact the other (Thomas, 2016) and allowed each case to provide its own unique perspective to the study.

Documents and semi-structured interviews were sources of data gathered from the two cases. Document analysis was undertaken to provide history and context for each case (Bryman, 2016). The documents enabled the researcher to track the ARC planning and

decision-making processes over an extended period of time. These documents provided details that respondents may not have remembered in the study and are evidence of what existed. A total of 264 local government reports, specialist reports, meeting minutes, newspaper articles, and related documents were analysed. The document analysis was an essential process as it identified key themes that formed the development of the semi-structured interviews.

Semi-structured interviews were undertaken to understand the lived experiences of the respondents (Yin, 2014). This method revealed insights into the respondents' work experiences and provided rich detail (Andersson & Mattsson, 2010; Halinen et al., 2013) into the ARC cases' political, financial, and community issues. Key respondents were identified in the document analysis and through "snowballing" sampling techniques, where respondents identified further people involved in the ARC planning and decision-making processes. Nineteen semi-structured interviews were conducted. The respondents included local government elected councillors, local government managers and officers, specialist consultants, and community residents.

Data analysis was conducted using Braun and Clarke's (2006, 2012) six-step thematic analysis. This process was employed as a data reduction strategy to identify the components that demonstrated how the planning process proceeded and how decisions were made. The data were first analysed within the individual cases, then subjected to a cross-case analysis. Once these steps were completed, a cross-case analysis thematic map was established for each research question; these maps were used to guide the discussion. Further details of the methods applied to the research are found in Chapter Three.

Significance of the Study

Previous studies undertaken on ARCs and sporting infrastructure have focused on explaining the significant roles ARCs have in their communities (Barnsley et al., 2017; Eime et al., 2013a, 2013b, 2017; Howat et al., 2012; Jeavons & Marriott, 2002; Lewi & Nichols,

2014; Prins et al., 2011; Prins et al., 2010; Prins et al., 2012; SGS Economics and Planning, 2010; Sport 2000 Task Force, 1999; Tower et al., 2014; VAGO, 2016). These studies provide evidence to suggest that ARCs are highly valued community developments (VAGO, 2016). However, there is little knowledge to explain how local government plan ARCs. The current study will provide a rigorous account of current ARC planning and decision-making processes to build this knowledge.

Findings from the current study provide insights gleaned from key stakeholders involved in the ARC planning and decision-making processes that will assist local governments engaged in ARC and leisure planning policy development in the future. While the current study's focus has been on ARCs located in metropolitan Melbourne, Australia, the study could be replicated in other cities in Australia or globally. The current study contributes to the local government's capacity to better understand and apply processes when planning an ARC.

Findings from the current study expands leisure planning literature and theoretical knowledge on how ARCs are planned, and decisions are made. The understanding of ARC planning and decision-making processes has not been investigated before, so the findings contribute to new knowledge. Another intended outcome is to understand how two theoretical public sector management theories, NPMT and PCT, explain ARC planning and decision-making processes. The application of NPMT and PCT provides insight into public management and planning's unique circumstances within this environment. Previous research on ARCs and sporting infrastructure has found that NPMT influenced ARC planning and the delivery of services (Griffiths et al., 2014; Lewis & Nichols, 2014; McShane 2006b, 2008; Sciulli, 2016). However, researchers have expressed concern that the desire to meet economic criteria may result in the failure of these ARCs to meet community needs (Murdock, 1994; Thibault et al., 2004). Findings from the current study extend the knowledge of NPMT in relation to ARCs by investigating how NPMT components explain ARC planning and decision-making processes. In addition, previous research combining sporting infrastructure and PCT sought to understand the motives behind government sporting

infrastructure funding (Considine et al., 2004; Considine et al., 2008; Considine & Doran, 2016; Johns, 2006; Suiter & O'Malley, 2014). This is the first study to apply PCT to ARCs and leisure planning and decision-making processes, contributing a new understanding of the behaviours and strategies employed by local governments when planning and making decisions for their ARCs.

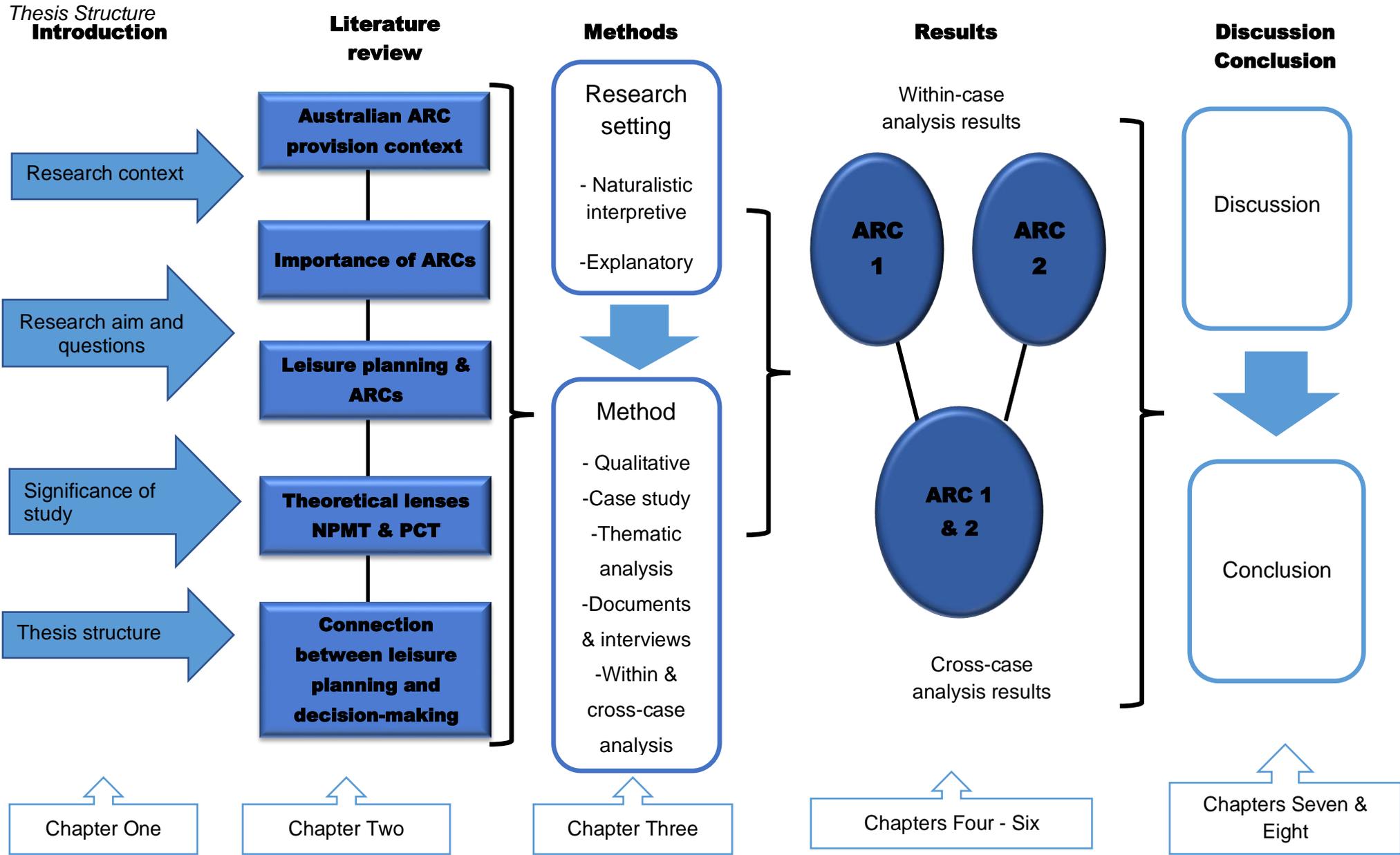
There were four key findings from the current study. First, ARC planning was conducted in a predominately non-systematic manner. The local government did not follow an established leisure planning model, rather intuitively applied different components to achieve their desired outcomes. Previously, it was not known how local government approached the ARC planning process. This finding provides significant insights into explaining the components that were used with the ARC planning process. Second, the current study identifies the organising themes used by local government when planning their ARC, i.e., research, service delivery, engaged experts and organisational output. This is the first time that an ARC process has been rigorously analysed, thus provides vital information about how local government plan an ARC. The third finding explained the ARC decision-making process by describing how the ARC decision-making process is influenced by government, financial and political influences. Finally, the findings from the current study identified a connection between the ARC planning and decision-making processes. This finding provides valuable insights into the interactive influence that planning and decision-making processes have on each other.

Structure of Thesis and Conclusion

A diagrammatic representation of the content in the following eight chapters is provided in Figure 1.1. This figure illustrates the thesis chapter structure and the rationale behind the chapter sequence.

The current chapter (Chapter One) provides an overview of the leisure planning and theoretical frameworks, the research aim and questions, the research design, and the

Figure 1.1



significance of the study. Chapter Two presents the literature review related to ARCs, leisure planning, NPMT, and PCT's theoretical components and finally the connection between the leisure planning and decision-making processes. The chapter comprises the key themes that evolved from the literature which has informed the two research questions.

Chapter Three presents the research methods and explains the methodological foundations of the study. A qualitative method was adopted using a multiple-case-study design involving two ARCs in metropolitan Melbourne, Australia. The chapter also explains the data collection and analysis methods.

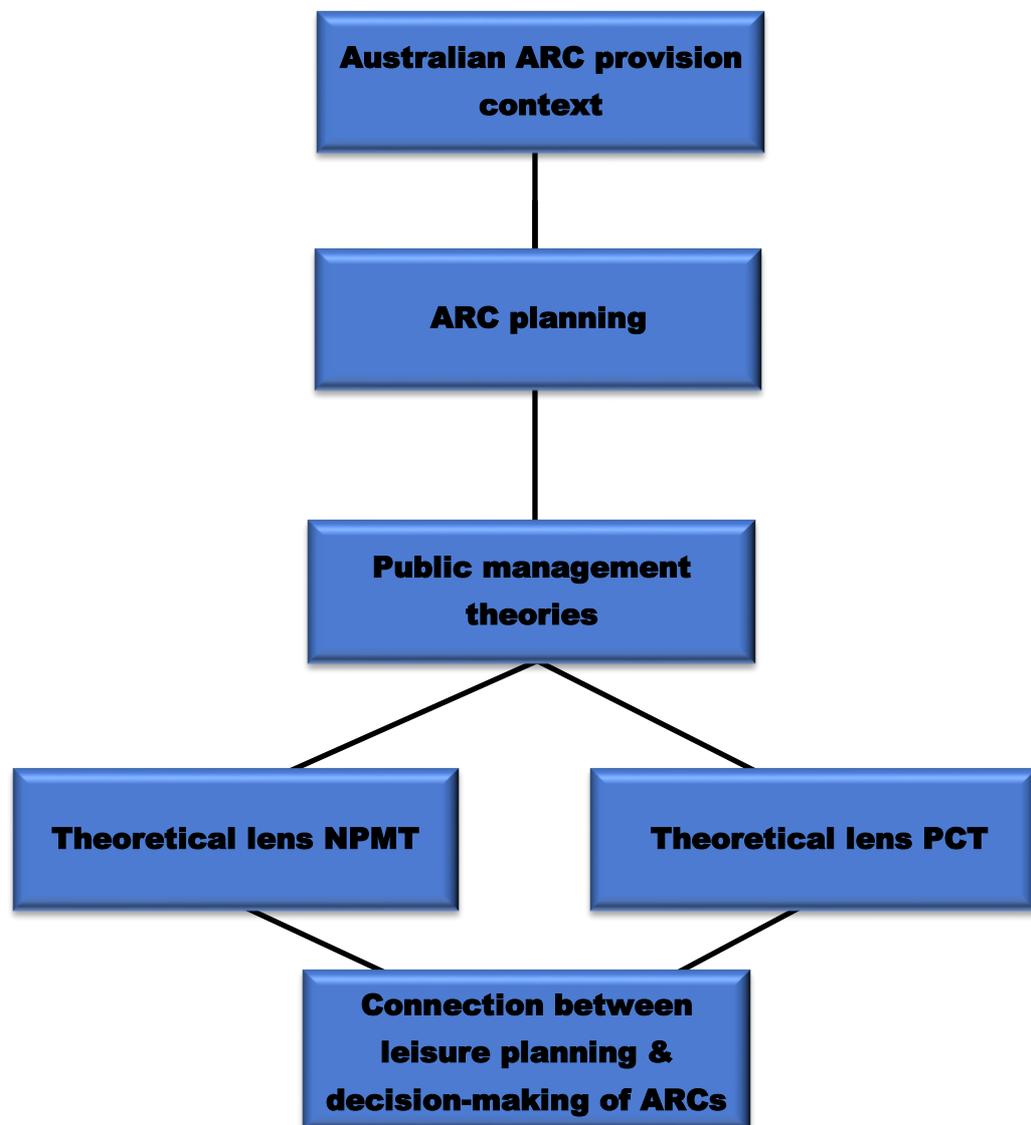
Chapters Four to Six provide the results of the study. Chapters Four and Five explain the global, organising and basic themes derived 'within' the individual cases and focused on the unique features of each case. These serve as the foundation for the cross-case analysis presented in Chapter Six. The cross-case analysis searched for patterns, commonalities, and differences across the cases and identified similarities and differences between the two cases. Finally, the cross-case analysis established cross-case thematic maps for each research question to guide the Discussion chapter. Each results chapter has been structured around the two research questions, starting with 'How is a planning process used in ARC planning?' followed by 'How is a decision-making process used in ARC planning?'

Chapter Seven, the Discussion chapter, draws on the literature and the results to explain how ARCs are planned and decisions made within an ARC leisure planning and decision-making context. Chapter Eight concludes the study with a summary of key findings, the unique contribution of the current study, its limitations, and future research directions.

Chapter Two: Literature Review

Chapter Two presents a literature review on how leisure planning and decision-making have been applied to the development of ARCs in an Australian local government setting. The review has identified limited scholarly research into leisure planning and its application to the development of ARCs. As a result, the broader phenomenon of leisure planning has been used to explain the specific ARC planning setting. The chapter begins by reviewing literature focused on the provision of ARCs and the associated benefits and importance to communities. The review then addresses leisure planning and ARCs, in particular leisure planning models and components, while also investigating current trends in ARC development. The two theoretical lenses of NPMT and PCT are then discussed, identifying the deductive components used in the thematic analysis. This is followed by an explanation of the connection between the ARC planning and decision-making processes. The chapter concludes by highlighting the gaps in the literature and describing how the current study contributes to an understanding of leisure planning for ARCs. The design of this chapter is illustrated in Figure 2.1.

When reviewing the literature for a thesis there are two suggested approaches: a traditional literature review and a systematic review (Jesson et al., 2011). A literature review is a “review of something that has already been written” (Jesson et al., 2011, p. 6) and a systematic review is a prescribed research method used to make sense of large bodies of information that contributes to answering a research question (Jesson et al., 2011). In the case of the current study, there has been limited research conducted about ARCs, therefore, this current study has undertaken a traditional literature review. Literature was included in the literature review until October 2020. Any literature published after this date was not included due to the need for a cut-off date to allow the Discussion chapter to be written.

Figure 2.1*Outline of Literature Review*

The Australian ARC Provision Context

Australia has a three-layered system of government; federal, state and local governments. Within this system, there are designated areas of responsibility, and legislative power shared between the federal government and the six states and two territories. The first layer - the federal government - has the right to determine the “legislative power of the Commonwealth” (Australian Government Solicitor, 2010, p. 8), and this is documented in the Australian Constitution (Commonwealth of

Australia, 2019). At a federal level, sport and recreation are currently positioned in the Department of Health; within the portfolio “Office for Sport” (May, 2020). Under the umbrella of the Office for Sport the Australian Government has developed the Australian Sports Commission with two entities; Sport Australia, which supports sport and recreation from grassroots, and the Australian Institute of Sport which leads the high-performance sporting programs (Australian Government, 2020; May, 2020). Sport Australia supports facility infrastructure funding programs which offers state and local governments’ financial backing to develop sport and recreation opportunities (Australian Sports Commission, 2016; Crawford, 2009).

The foundation of federal sport and recreation policy in Australia focused on policies for Australians to be physically active; community recreation facilities were at the foundation of policy development (Bloomfield, 1974). This policy recognised that community recreation centres could enable communities to participate in competitive, non-competitive, active, or passive recreation opportunities, which could cater to all age groups and abilities (Bloomfield, 1974). Today’s federal government recognises the importance ARC development can have for community health and well-being. In doing so, it has developed funding programs to assist local governments with the delivery of updated community ARCs.

The second layer of Australian government is state government. They have residual powers under the Australian constitution; however, there are some areas which overlap with those of the federal government. The state government is responsible for areas such as schools, hospitals, roads, railways and public transport, public works, community services, sport and recreation, consumer affairs, police, prisons and emergency services (State Government of Victoria, 2020). In Victoria, the services for sport and recreation are held under the Department for Sport and Recreation, which resides in the Department of Jobs, Precincts and Regions. The Victorian State Government has a minimal role in the development of

sport and recreation infrastructure, with their main contribution being through the provision of funding opportunities (VAGO, 2016).

The third layer is local governments; their role is to provide a local level of governance, supplying infrastructure and services for the specific communities that exist within their boundaries. Their responsibilities, amongst others, include recreation facilities such as swimming pools (Australian Electoral Commission, 2015; Deloitte Touche Tohmatsu, 2016). All levels of government have a role; however, providing ARCs is a major responsibility taken by local governments. The current study has concentrated on local facilities built to service the needs of their local communities.

Defining ARCs

ARCs need to be defined to ensure data is collected accurately (House of Representatives Standing Committee on Environment and the Arts, 1997; McDonald et al., 2014; Tower et al., 2014). With this in mind, the current study provides a taxonomy for leisure centres (Table 2.1). The taxonomy shows there are many different forms of recreation centres from purpose-built to natural environments. An ARC is a purpose-built centre, designed by the local government to provide the community with opportunities to participate in active leisure. The current study, therefore, focuses on “built centres designed for ‘active’ leisure” (Ravenscroft, 1992, p. 5)

Under the taxonomy of “built centres designed for ‘active’ leisure” (Ravenscroft, 1992, p.5), the current study has considered the findings of the House of Representatives Standing Committee on Environment and the Arts (1997) and Bloomfield (1974) who point out there is a hierarchy of centres within the industry, consisting of international, national, state, regional, and local centres. The level of

Table 2.1*Taxonomy for Leisure Centres*

Centres not existing primarily for leisure	Resources based centres adapted for leisure	Built centres adapted for leisure	Built centres designed for 'passive' leisure	Built centres designed for 'active' leisure
Commercial woodland	Urban/rural parks	Historic Houses	Arts/Community centres	ARCs
Water courses	Beaches	Ancient Monuments	Galleries	Elite and State sport centres
Workplaces	Public green spaces		Museums	Halls
Private Dwellings	Public footpaths		Cinemas	Playgrounds
			Restaurants	Theme parks

Note. Adapted from "Recreation Planning and Development," by N. Ravenscroft, 1992, p.5.

each facility within the hierarchy is determined by the standard and level of competition that can be held at the facility. The standards are set by the sporting bodies associated with the facility, and the levels are determined by specific playing area requirements and the centers' ability to accommodate spectators, marshalling, drug testing, meetings etc. (House of Representatives Standing Committee on Environment and the Arts, 1997). Pool development standards relate specifically to sports competition; however, over the past 40 years, local level ARC development has focused on recreation (Tower, 1981). An overview of the Australian sport and recreation facility hierarchy is recognised in Table 2.2 and defines the service expected from each level. In summary, the table shows that international, national, and state facilities are required to meet the needs of their associated international sporting associations. Regional facilities should be planned to meet the needs of their regions, meet standards set by state sporting associations and be designed for many connecting municipalities. Local facilities are designed to meet the sport and recreation needs of their local communities.

Table 2.2*Australian Sport and Recreation Facility Hierarchy*

Facility standard	Definition
International facility	Playing areas to meet international sporting federation requirements.
National facility	Playing areas to meet international sporting federation requirements.
State facility	Playing areas to meet international sporting federation requirements.
Regional facility	Meet the requirements of a particular region; standards set by a state sporting association for state and club competition; service several municipalities within a catchment area.
Local facility (ARCs)	Local community sport and recreation.

Note. Adapted from “Rethinking the funding of community sporting and recreational facilities: A sporting chance,” by House of Representatives Standards Committee on Environment, Recreation and the Arts, 1997 pp. 13–14.

(https://www.aph.gov.au/parliamentary_business/committees/house_of_representatives_committees?url=environ/sporting/sportrpt/index.htm)

Inconsistencies exist in research into the naming of ARCs due to the many different titles ascribed to different types of ARCs throughout Australia. This is particularly difficult where the parameters associated with defining an ARC have changed within government agencies such as the Australian Bureau of Statistics (ABS) (Tower et al., 2014).

The ABS has used a variety of terms over recent years to define the industry sector that includes ARCs. In 2009 ARCs came under “health, fitness centres and gymnasia” (ABS, 2009, Health and fitness centres and gymnasia section, para. 4) classification; in 2010 the name was changed to a “structured centre such as such as gym, public pool or court” (ABS, 2010, Facilities used section, para. 4, 2011, Facilities used for sport and physical recreation section, para. 1); and in 2012 the term indoor and outdoor centres was divided into two categories/classifications: “indoor sport and fitness centre” and “outdoor sports centre” (ABS, 2012, Facilities

used for sport and physical recreation section para. 1-2). ARCs could fall into either of these two categories/classifications because many ARCs include both indoor and outdoor pools. This confusion in terminology makes analysis very challenging when looking either for ARC participation data or industry-based data (Tower et al., 2014).

The current study concentrates on ARCs built to service the needs of their local communities. ARCs align with local facilities within the Australian sports facility hierarchy and are developed by local governments to service the specific needs of their communities. To draw on the aforementioned literature in this section, a definition of ARCs can now be provided. That is, an ARC is a community-based venue that consists of a number of facilities, including swimming pools, gymnasiums, group fitness facilities, sports halls, cafés, crèches and office spaces (Rajagopalan, 2014; Tower et al., 2014).

ARC Funding

Funding for ARCs has evolved and changed over the past century. Funding in the early 1900s was mainly provided through local communities and/or local councils (Bailey, 1987; Light & Rockwell, 2005). A growing awareness of the health benefits that ARCs can bring to communities has encouraged the development of federal and state government policies and grants to assist with the development of community recreation centres and swimming pools.

Federal government funding programs for community recreation centres and swimming pools commenced in 1973 when the Australian Labour Party (ALP) introduced the Capital Assistance for Leisure Facilities (House of Representatives Standing Committee on Environment Recreation and the Arts, 1997). For the following 30 years, Federal government funding for community recreation centres was inconsistent. An analysis conducted as part of the current study (refer to [Appendix A](#)), found that between 1980-1987 and 1995-2003 there was no

community-based funding programs offered, with federal government funding prioritised towards elite sporting programs and infrastructure. In addition to the inconsistent availabilities of funding, the funding programs offered between 1973 and 2003 were often influenced by the ideologies of the governing party. During this period of time four community infrastructure programs were offered by the ALP. The Liberal party did not introduce its first program until 2004. Since 2004, community-focused Federal governments of Liberal and ALP affiliations saw the benefit of investment from a community development health and well-being perspective.

State government funding in Victoria for community recreation infrastructure has been continuous since the 1970s. In 1972 the Victoria Government developed the Department of Youth Sport and Recreation. One of its mandates, was to encourage local governments to develop sporting facilities (Australian Research Data Commons, n.d.). Sporting facilities, in particular, swimming pool redevelopment funding programs are still in operation today and have been a major factor in local government capital works decision-making (McShane, 2009). This initiative undertaken by the Victoria Government was the first of its kind in Australia, and its continued implementation has seen a dramatic increase in the development and redevelopment of ARCs in Victoria, in particular metropolitan Melbourne.

Local governments, rather than the private sector, are responsible for raising finance for ARCs within their communities. Federal and state governments provide limited guidance towards the planning and development of the recreation facilities. The only guidance provided by the federal and state government was funding guidelines, with the criteria often stipulating the need for the local government to complete a needs analysis, feasibility study or develop a multi-purpose ARC (Howat, et al., 2005a; McShane, 2009; Sport and Recreation Victoria (SRV), 2003, 2004, 2005, 2006). The main contribution by the state government to the planning and development of ARCs is via the provision of financial resources, through the

established funding programs. The VAGO (2016) report explains why private sector investment is uncommon:

ARCs provide valuable social, health and well-being benefits to the community. However, due to the generally low financial return on investments, they do not appeal to the private sector, which means that ARCs are most commonly invested in by local governments (p. 20).

The Importance of ARCs

ARCs contribute significantly to the well-being of Australians (Howat et al., 2012; Stanway et al., 2020; Tower et al., 2014). It has been shown that ARCs contribute to individuals and the greater communities in which they operate. ARCs give an outlet for individuals to escape the pressures and tensions of daily life, promote physical and mental health, and contribute to the development of strong social networks and relationships within their communities. (Howat et al., 2012). ARCs contribute to their communities by providing a sense of community connection and a sense of value (Davies, et al., 2020; Jeavons & Marriott, 2002; Stanway et al., 2020; Tower et al., 2014), and they contribute to local economies by providing jobs and income opportunities (VAGO, 2016).

ARCs are generally planned to serve local and/or district communities, specifically to provide their communities with opportunities to be physically active (Howat et al., 2012). It has been estimated that ARCs attract over 113 million visits annually across Australia (Howat et al., 2012). The ABS (2010) has reported that more than 1.5 million Victorians over the age of 15 years use leisure centres to participate in a variety of sport and recreational activities. Seventy-eight per cent of people who participate in organised and non-organised sport and active leisure do so in a leisure centre with a gym, public pool, or court (ABS, 2010). ARC users who visit three or more times a week usually spend 60–90 minutes per visit (Tower et al.,

2014). This indicates ARC users exceed the recommended levels of physical activity (30 minutes per day) and are more active than the general community (Australian Institute of Health and Welfare, 2012; Tower et al., 2014).

Governments have faced a dramatic increase in health care costs due to the increase in inactivity and sedentary behaviours around the world (Medibank Private, 2008; World Health Organisation, 2018). Globally, more than 31 per cent of people over the age of 15 are not undertaking enough physical activity, leading to around 3.2 million deaths annually (World Health Organisation, 2017). This trend is also apparent in Australia, where physical inactivity levels are increasing, for example between 2013 and 2014, 60 per cent of people over the age of 15 participated in sport or physical activity at least once in the previous 12 months, compared to 65 per cent in 2011–12 (ABS, 2016). This increase in physical inactivity has been assessed as costing the health system around \$3.7 billion dollars a year (Barnsley et al., 2017), which has contributed to an increase in health care spending “from 7.9 per cent in 1990–2000 to 9.4 per cent in 2009–10” (Australian Institute of Health and Welfare, 2012, p. 468). Studies into leisure services have found decreased sedentary behaviour and increased physical activity can reduce health care costs (Crompton, 2012); therefore, the provision of physical activity opportunities in communities is beneficial. ARCs are vital resources for increasing the number of people who are physically active. They not only provide communities with opportunities to be physically active but also provide social, psychological and educational benefits (VAGO, 2016).

Benefits of ARCs

Sport and leisure infrastructure has a positive association between having ARCs in communities and people engaging in physical activity (Limstrand, 2008; Limstrand & Rehrer, 2008; Sallis et al., 2012). Studies into sport and leisure indicate

government provision and services related to aquatic and recreational infrastructure enhance the welfare of communities through improved health and well-being (Eime et al., 2017; Howat et al., 2012; Jeavons & Marriott, 2002; Lewi & Nichols, 2014; Sport 2000 Task Force, 1999; Tower et al., 2014). In particular, they provide psychological benefits (Eime et al., 2013a, 2013b), increased physical activity participation levels (Prins et al., 2011; Prins et al., 2010; Prins et al., 2012) and significant socio-economic impacts to communities (Barnsley et al., 2017; SGS Economics and Planning, 2010; Tower et al., 2014), as a result they are highly valued by their communities (VAGO, 2016). The presence of sport and leisure infrastructure in a community not only increases the levels of physical activity in the community but also provides benefits to the non-users in the community. These benefits come in terms of perceived intention (Prins et al., 2010), by providing people with options to attend a centre, and by perceived community value (SGS Economics and Planning, 2010). The following section explores how planning and decision-making process are connected and explains how these will be incorporated in the current study.

Leisure Planning and ARCs

Leisure planning and ARCs have received minimal scholarly analysis to understand how ARCs are planned; thus, there are few publications. The lack of research is surprising considering the significant investment in ARCs that have been made from all levels of government in Australia. This section outlines existing leisure planning literature, first by defining leisure planning, second by examining leisure planning models and additional components used to assist with leisure planning, and finally by identifying current ARC planning trends.

Leisure Planning

Leisure planning is a process of research and evaluation used to determine and allocate resources in communities within established time frames. Ideally, the leisure planning process should be guided by and reflect the community it was planned for, particularly in its goals and aspirations (Marriott, 1980b). The additional facilities, programs or services can provide positive community outcomes that might not have existed if the leisure planning had not been undertaken (Emery, 1976; Marriott, 1980a).

Leisure planning, as a field of study (Veal et al., 2013) was established in the early 1900s (Engels, 2019; Veal 2009b). However, the leisure planning undertaken at this time was not completed with substantial direction. It was not until the 1970s that leisure planners started to understand the complexities of leisure planning, and this increased knowledge led to the development of books (Bannon, 1977; Burton, 1971; Burton & Cherry, 1970; Gold, 1973, 1980; Jubenville, 1976; Mercer & Hamilton-Smith, 1980; Shivers & Hjelte, 1973), publications (Dustin & McAvoy, 1982); planning guides (Brown et al., 1973; Sandercock, 1975; Wright et al., 1976) and conferences (Burton, 1970). This period was unique to leisure planning and produced extensive critical inquiry, widespread discussion and the development of definitions. Related definitions can be found in Table 2.3. These definitions have been placed in chronological order to reflect the development of leisure planning knowledge.

Weaver's (1963) definition recognises that leisure planning depends on a sense of purpose and requires conscious intervention — by means of ordering the environment. Weaver (1963) expands this definition and suggests the leisure planning process needs to be guided by common goals and outcomes. Driver's (1973) definition focuses on a systematic approach suggesting the planner needs to collect and analyse data to assist with decision-making. Hamilton-Smith (1993) argues that leisure planning should be conducted in a circular manner rather than a step-by-step linear collection of information. By implementing a circular planning

Table 2.3*Leisure Planning Definitions over the Past 60 Years*

Source	Definition of Leisure Planning
Weaver (1963, p. 97)	“The self-conscious attempt by man to order his environment to realise common goals and values”.
Driver (1973)	A systematic approach to collect, organise and analyse technical information to guide decision-making.
Hamilton-Smith (1993, p. 4)	“Preparing an organisation to respond positively to changes in the social, political, and economic environment. This means it must be on-going, simply because social, economic, and political change is continuous rather than going from step to step in a linear way, with a clearly defined beginning and end to the leisure planning process, strategic planning proceeds in a more or less circular way”.
Marriott et al. (2019, p. 4) and Tower et al. (2019, p. 3)	“A process through which community resources, information, attitudes, values and needs are reviewed and evaluated by and with the community. It requires a continuous approach to identify a range of actions designed to achieve a better outcome for the community than would have been achieved if no leisure planning initiatives were undertaken”.

process, Hamilton-Smith (1993) suggests, leisure planning is continual, with the need to frequently revisit, re-evaluate and reassess the planning process. Marriott et al. (2019, p.4) and Tower et al.'s (2019, p.3) definitions detail a range of positive aspects identified from earlier leisure planners' definitions and expand the leisure planning process by suggesting a planner needs to “review and evaluate by and with the community”. The development of definitions related to leisure planning has led to the formation of systematic leisure planning techniques for rational and sustainable leisure planning.

Since the 1970s, leisure planning, like most other planning professions, has developed its own specialised methods. In an attempt to understand current leisure

planning guidelines, Veal (2009a, 2011) conducted a review of 82 English language “how-to-do-it” (2011, p. 2) guidelines written between 1965 and 2011. The majority of these guidelines were prepared by peak government and professional industry bodies. Three were articles published in refereed journals (Steiner, 1991; Veal, 1984, 2011), and 13 were included in books, many of which were published in multiple editions. Despite a call for more studies into leisure planning (Steiner, 1991; Veal, 2011), its progression within scholarly literature has been slow. Veal’s 2011 review, together with a comprehensive literature search from 2012–2020 (undertaken as part of this current study), has revealed five additional journal articles (Engels, 2019; Reid, 2009; Veal, 2012, 2013, 2020), two revised books (O’Toole et al., 2018; Veal, 2017a), a book chapter (Reid, 2007) and two conference presentations (Marriott et al., 2019; Tower et al., 2019). These new/additional resources identify a lack of research that has been conducted in this field of study and the need for more rigorous research to be undertaken (Engles, 2019; Marriott et al., 2019; Tower et al., 2019; Veal, 2013; 2020).

Leisure Planning Models. Leisure planning models focus on components such as legislation, government regulation, public consultation and debate, geography, land use, community needs and amenities that fit into community plans and strategies (Taylor, 2011). Examples of rationales that drive leisure planning models include meeting standards, providing opportunities, meeting demands, meeting participation targets, assuring stakeholder groups, meeting needs, and providing improved leisure outcomes (Veal, 2011). As a result, a range of leisure planning models have been developed. On one hand this has provided the industry with natural progression and diversity: on the other hand, it has caused industry confusion as planners may not understand the best model to use to assist in achieving the desired outcome (Veal, 2011). This highlights that there is no real prescribed approach on how to conduct leisure planning, there is little understanding

on how leisure planning models are developed and if they achieve the desired outcome. While these aspects are outside the scope of the current study, the current study aims to explain the processes used in ARC planning and decision-making to understand how ARCs are planned.

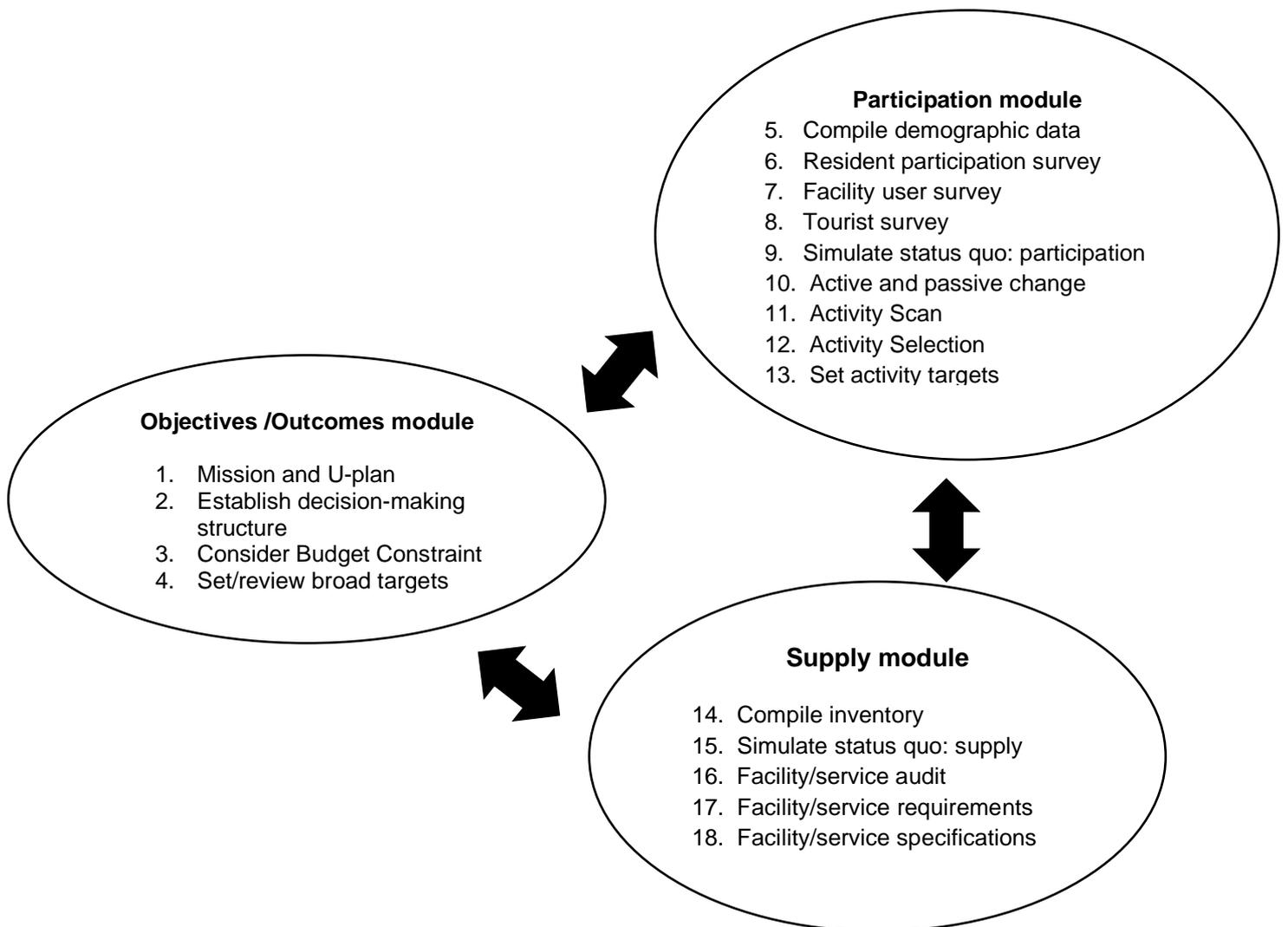
A detailed scope of leisure planning models, leisure planning frameworks and key leisure planning methods was conducted between 1968 and 2007 (Veal, 2009a). This analysis resulted in the development of the U-plan planning model (Veal, 2009c, 2017a), based on the premise that “deficiencies identified in earlier approaches” could be overcome (Veal, 2009c, p. 4).

The U-plan is a participatory-based leisure planning model founded on the concept that ‘you’, as the planner, should actively conduct leisure planning rather than rely on other agents (Veal, 2009c, 2017a). The U-plan comprises three core modules; objectives/outcomes module; participation module; and supply module, all of which have been broken down to 18 tasks (Figure 2.2). Embedded throughout the U-plan is the rational-comprehensive decision-making process (refer to [Appendix B](#)). This is a “generic rational-comprehensive approach to planning and decision-making” (Veal 2017a, p. 179), allowing for the planning and decision-making processes to complement each other. The rational-comprehensive decision-making process comprises ten-steps starting with the terms of reference and concludes with the evaluation loop. Steps within this process have been applied through various tasks within the U-plan (refer to [Appendix C](#)). For example, task two of the U-plan ‘establish a decision-making structure’ applied step two of the process ‘stakeholder consultation.’ This step requires the leisure planner to make decisions about the consultative process that will be applied in various tasks during the planning process. Veal (2017a) acknowledges that the rational-comprehensive decision-making process is at times difficult to implement. However, it is recognised as the best alternative to assist the implementation of a rational decision-making process and reflects the values that have been applied to the U-plan. It is important to note the U-

plan has not been tested or reviewed and, therefore, there is no data to indicate its effectiveness.

Figure 2.2

The U-plan System



Note. From "Leisure, sport and Tourism, politics, policy and planning," by A.J Veal, 2017a, p. 177.

In 2011, Peter Taylor edited a book titled '*Torkildsen's sport and leisure management*'. In this book, he recognised Torkildsen's ten-stage leisure planning process as a credible and viable model to use in a contemporary leisure planning process, such as ARC planning. As the title would suggest Torkildsen's ten-stage leisure planning process is a leisure planning model that consists of ten stages presented and conducted in a circular manner (Figure 2.3). The ten-stage leisure planning process was developed as a needs-based process which identifies a community's needs and demands and develops services and facilities to meet them (Taylor, 2011). Taylor acknowledges that the ten-stage planning process does not cover all the complexities involved in leisure planning but suggests that it represents best practice based on leisure theory and practical application (Taylor, 2011). There is, however, no evidence to demonstrate the theory or applications used in the development of this model, or literature that identifies the effectiveness of the ten-stage process.

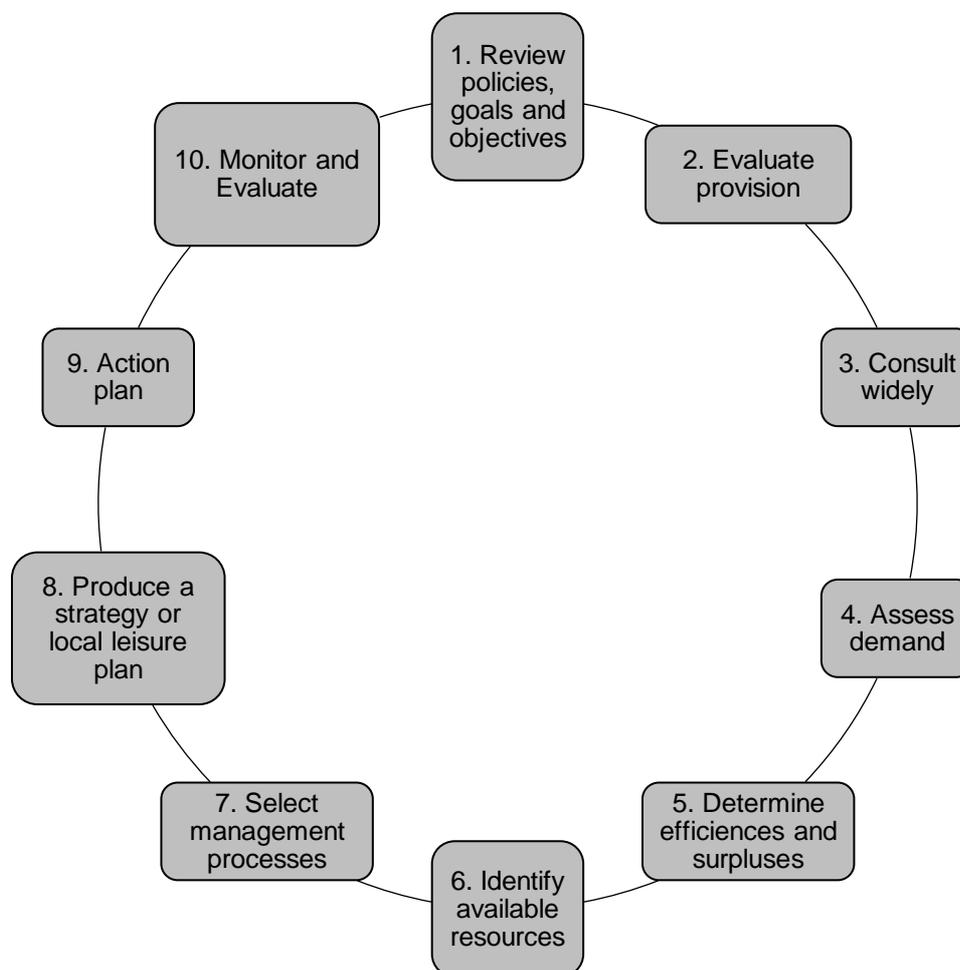
Standards planning is a planning model that has a long history, dating back to the early 1900s (Engels, 2019; Veal, 2009b). The process through which a local council or municipality creates or adopts standards and works to ensure their implementation for all community members is referred to as standards planning (Engels, 2019; Gold, 1980; Marriott, 1980b). The analysis conducted by Veal (2009a) did not contain any models associated with standards planning. The reason being the aim was to understand and develop alternative leisure planning models, based on the belief that current methods of leisure planning were not effectively meeting community needs (Veal, 2009a, 2009b). According to Veal (2009b) standards planning is recognised in four ways:

- fixed standards — prescribed facility provision for a specific number of people;
- area percentage — a prescribed area for a specific number of people;

- catchment area — a set geographic area where a set level of facilities is provided; and
- facility quote — a prescribed number and size of facilities for different types of facilities.

Figure 2.3

Torkildsen's Ten-Stage Leisure Planning Process



Note. From "Torkildsen's Sport and Leisure Management," edited by P. Taylor, p.

389.

Standards planning is based on the assumption of need, rather than on empirical research (Taylor, 2011). It is a highly structured leisure planning process that assumes one-size-fits-all (Taylor, 2011; Veal, 2017a, 2020) or “build it and they will come” philosophies (Harper, 2009, p. 9). Standards planning can be quite arbitrary and does not consider the individual needs of different communities (Gold, 1980). Its’ principles have been applied in many Western countries and, therefore, has received a range of commentary/critique in literature including:

- the technical bases driving standards planning are not seen to be technically sound (Veal, 2009a);
- there is no integration of community consultation to understand the needs of the community and stakeholders (Marriott, 1980a);
- standards planning does not consider the current provision of resources available and determine how they can be adapted to cater for current needs or trends (Engels, 2019);
- standards planning is concerned with the quantitative aspects and does not consider the human or qualitative aspects of leisure planning. They do not seek to understand the leisure potential of a certain area, for example, local needs, priorities, differences and/or environments (Gold, 1980; Marriott, 1980a; Taylor, 2011); and
- standards planning tends to focus on open space or facilities, rather than considering the activities which are held in them (Veal, 2009a).

Despite the criticism, standards planning is still widely used in Australia and the United Kingdom. In Australia, there have been efforts to discourage the use of the standards planning approach, and instead move to more participation, demand, and needs-based approaches (Marriott, 1980a, 1980b; Veal, 2009b, 2013, 2020). However, reviews conducted by Veal (2012, 2020) and Engels (2019) show that standards planning is still commonplace in community facility provision. Veal (2012)

found that four out of six Australian states relied on fixed standard approaches to conduct their leisure planning. More relevant to the current study is Engels' (2019) research that concluded standards planning had made its way back into Victorian leisure planning systems after a 20-year hiatus. Engels' (2019) questions why this return has not been accompanied by any public debate over its ability to meet existing community needs.

Similarly, in the United Kingdom, Sport England developed the *Affordable Sports Centre* program and *Affordable Community Swimming Pools* program (Sport England, 2012, 2013, 2014a) focused on sports centres and swimming pool development based on standards planning approaches. These programs were developed using a business model based on an economic framework. They were designed to minimise risk in the leisure planning process and ensure that financially sustainable business models were accessible to local governments (Johnston, 2014; Sport England, 2012). Local government planners are provided with an extensive range of resources from which to develop a new facility (Sport England, 2012, 2013, 2014a, 2014b, 2015, 2016, NDG). These resources do not provide details on how to plan for a community sporting facility, rather provide "off the shelf documentation" to enable local government to select from predesigned facilities through the provision of design options (Sport England, 2013, p. 3).

Implementing standards planning ensures that a range of facilities are built in a community and ensures the provision of facilities which otherwise may not have been provided. However, in standards planning, as applied by Sport England, the centres are prescribed and not necessarily based on the needs of individual communities. For example, this approach suggests that the infrastructure needs of farming communities in northern Scotland are no different from those of Pakistani communities in Birmingham or London. The approach fails to recognise the distinction between supply and need and is centre-based rather than needs-oriented. Many authors acknowledge standards planning as a form of leisure planning;

however, it is derided by others who do not see it as leisure planning (Marriott, 1980a; Veal, 2013).

The final form of leisure planning identified in the current study is Ad-hoc planning. This is not a leisure planning model but rather a method of leisure planning. Ad-hoc planning, also known as reactive, crisis or single product planning is a form of planning conducted to resolve a particular problem, to relieve pressure from influential people or groups or carried out in response to a systematic failure or oversight (Jansen-Verbeke & Dietvorst, 1987; Marriott, 1980a). It is a process that “treats each development in isolation” and tends to be a quick fix response with little concern for longer-term outcomes (Marriott, 1980a, p. 119).

In summary, the U-plan, Torkildsen’s ten-stage leisure planning process, and standards planning are included in the current study to assist in understanding facility development. These three models are useful when investigating the process used in ARC planning and decision-making and will be cross-referenced in the Discussion chapter with findings from the current study. The U-plan was developed following analysis of more than 80 leisure planning models and guidelines in the English-speaking world; while Torkildsen’s ten-stage leisure planning process is a contemporary leisure planning model developed by a leading sport and leisure management scholar. Standards planning is a planning model developed in the early 1900s (Engels, 2019; Veal 2009b) and to date, for better or worse, has been a consistent feature in leisure planning. The Ad-hoc planning method does not have any structure or provide processes to follow and, therefore, has not been included as one of the three leisure planning models. However, it does contribute towards understanding methods adopted by local government planners in the ARC planning and decision-making processes (Marriott, 1980a); therefore, the principles of ad-hoc planning have been used in the Discussion chapter.

Current ARC Development Trends in Victoria, Australia

In Australia, Victoria has a long history with swimming pools dating back to 1849 with the opening of the Melbourne Baths (Bailey, 1987). Between 1950 and 1980, Victorian councils built over 200 swimming pools (McShane, 2009). By the early 2000's many metropolitan Melbourne (refer to Case Study Design – Process section) local governments had swimming pools that were in desperate need for major renovations, which saw a significant increase in the development and redevelopment of ARCs. Table 2.4 identified 20 out of 33 local governments in metropolitan Melbourne recognised the need to redevelop their swimming pools and/or gymnasiums and transform them into ARCs (Municipal Association of Victoria, 2017). This has seen metropolitan Melbourne local governments spend over \$630 million (Table 2.4) on the development or redevelopment of ARCs between 2001–2017.

Expenditure on ARCs in metropolitan Melbourne has increased dramatically, from the early 2000s (Table 2.4) and particularly, since 2006 when there has been a trend for local governments to build ARCs (Howat et al., 2005a). These ARCs provide attendees with a 'one-stop-shop' to fulfil their aquatic and fitness needs (Maddock, 2015). Metropolitan Melbourne has 19 ARCs each costing more than \$15 million to build (Table 2.4), with three local governments investing close to or over \$50 million. The Victorian Government has encouraged local governments throughout Victoria to develop new ARCs to increase sport and leisure participation (Department of Planning and Community Development, 2011) and advance access to sport and leisure opportunities (VAGO, 2016). However, in personal communications, Victorian Government managers did not understand why local governments were spending so much money on ARCs in Victoria (P. Saikaly & J. Doull, personal communication May 12, 2015). There are many possible motives for this move to build multi-million-dollar facilities, including:

Table 2.4*ARCs Developed or Redeveloped in Metropolitan Melbourne: 2000 - 2018*

Year Opened	Local Government	Cost \$M
2001	City of Monash ^a	17
2001	City of Casey ^b	17
2006	City of Maroondah ^c	N/A
2006	Maribyrnong City Council ^d	18
2006	Cardinia City Council ^e	11
2009	City of Casey ^f	38
2010	City of Whittlesea ^g	29
2012	City of Moreland ^h	16
2012	Banyule City Council ⁱ	45
2012	City of Glen Eira ^j	41
2012	City of Yarra ^k	8
2013	City of Whitehorse ^m	37
2014	Frankston City Council ⁿ	50
2014	City of Boroondara ^o	27
2015	Wyndham City Council ^p	54
2015	City of Banyule ^q	6
2015	City of Maroondah ^r	52
2015	City of Boroondara ^s	11
2013	City of Melbourne ^l	19
2016	City of Manningham ^t	21
2016	City of Boroondara ^u	14
2017	Hume City Council ^v	36
2018	City of Monash ^w	20
2018	Moreland City Council ^x	27
2018	Shire of Nillumbik ^y	20
Total		634

Note. Adapted from: ^dAnonymous (2006). ^kAustralian Leisure Management (2012)

^{vw}Australian Leisure Management (2017). ^gBalfour (2010). ^fBarber (2009).

^oBoroondara Bulletin (2014). ^uBoroondara Sports Complex (2017). ^bCity of Casey (2004). ^lCity of Melbourne (2016). ⁿFrankston City Council (2017). ^mJolly. L (2013).

^hKane Constructions (2017). ^{vy}Life Saving Victoria and Aquatics and Recreation Victoria (2019). ⁱLing (2011). ^rMaroondah City Council (2015). ^{aw}Monash Aquatic and Recreation Centre (2017). ^qPeddle Thorpe (2015). ^tRogers (2016). ⁱWhitelaw (2012).

^pWyndham City Council (2017). ^zYMCA & Shire of Nillumbik (2016)

- funding guidelines stipulating the requirement for multi-purpose sporting infrastructure (Howat, et al., 2005a; McShane, 2009; SRV, 2003, 2004, 2005, 2006);
- the costs of constantly repairing and maintaining old, out-dated infrastructure (Lewi & Nichols, 2014);
- the need for communities to have good quality leisure facilities to encourage a diverse range of physical activities (Riva et al., 2007);
- the desire to encourage people to be interactive and become involved within their communities (Tower et al., 2014);
- easy accessibility of state government policies and funding (Howat et al., 2005a).

It is not in the scope of this current study to understand current ARC development trends. However, by understanding the current planning and decision-making processes used for ARC's developments, it may assist to explain current trends in ARC developments.

In 2016, VAGO investigated the services provided and the use of public money into the "scope, size and investment" of ARC developments in Victoria (VAGO, 2016, p. vii). This report was conducted at a time when Victorian local governments were predicted to spend more than \$933 million on ARC developments over a four-year period (VAGO, 2016). The report aimed to assess the "effectiveness of local government service delivery of ARCs" (VAGO, 2016, p. ix). The audit assessed three areas; first, to understand if the local governments identified their communities' needs in the development of the ARC and services; second, to ascertain whether decisions were based on sound decision-making, and third, to examine whether the local governments maximised the value delivered through their new recreational facilities. The audit focused on Sport and Recreation Victoria (SRV) (the state governing body for the delivery of sport and recreation), six local

governments (who completed a document analysis and interviews) and a survey, that was completed by 79 local governments in Victoria. The report identified six planning approaches:

- All local governments involved in the study engaged with their communities to understand their needs and the information was used to inform their planning. This involved adopting the Association for Public Participation (IAP2) framework ([refer to Appendix D](#)) to guide their community consultation and community engagement processes.
- All of the local governments were reliant on capital grant injections, supplied by the federal and state governments that encouraged local governments to plan operations as effectively as possible.
- All local governments were encouraged to consider their entire regions when planning their ARC to avoid a concentration of facilities in one area.
- At times local governments effectively responded to community needs through consultation processes that included regular customer feedback avenues.
- The local governments conducted feasibility studies at all ARCs, business cases and briefings were also used for planning the ARCs.
- Government officers provided councillors with sound advice; however, this advice was not always followed.

A comparison between the VAGO (2016) planning approaches (identified above) and the leisure planning models (refer to Leisure Planning - Leisure Planning Models section) are recognised in Table 2.5. Two planning approaches identified by VAGO (2016) were also present in the U-plan and Torkildsen's ten-stage leisure planning process. These include: to engage with the community to understand their needs and to effectively respond to community needs. The planning approach to "complete business cases, feasibility studies and briefings" (VAGO, 2016, p. 13) was

partially recognised in the two leisure planning models. These models recognised the need to complete business cases and feasibility studies, however, they did not mention briefings. Torkildsen's ten-stage leisure planning process is the only leisure planning model that suggests grant opportunities should be investigated. The need to conduct regional planning and for officers to provide Councillors with sound advice

Table 2.5

VAGO (2016) Planning Approaches and Leisure Planning Models

VAGO (2016) planning approaches	Leisure planning model
Engage with communities to understand their need	U-plan Torkildsen's ten stage leisure planning process
Apply for capital grants	Torkildsen's ten stage leisure planning process
Conducted regional planning	None
Effectively respond to community needs	U-plan Torkildsen's ten stage leisure planning process
Complete business cases, feasibility studies and briefings	U-plan (not briefing) Torkildsen's ten stage leisure planning process (not briefing)
Officers provide Councillors with sound advice	None

Note. Adapted from "Torkildsen's sport and leisure management," by P. Taylor, 2011, Routledge. "Local government service delivery: Recreational facilities", by Victorian Auditor-General's Office, 2016, pp. 390-391.

([https://www.parliament.vic.gov.au/file_uploads/20160323-Rec-](https://www.parliament.vic.gov.au/file_uploads/20160323-Rec-Facilities_8Lpv18Cc.pdf)

[Facilities_8Lpv18Cc.pdf](https://www.parliament.vic.gov.au/file_uploads/20160323-Rec-Facilities_8Lpv18Cc.pdf)). "Leisure sport and tourism, politics, policy and planning,"

by AJ Veal, 2017, Cabi, pp.179 -202. "U-plan: A participation-based approach to

planning for leisure, U-plan project paper 8 (4th Edition. ed., Vol. Working Paper 18),"

by AJ Veal, 2009a.

were not referred to in any of the leisure planning models. In their report, VAGO (2016) concluded that ARCs in metropolitan Melbourne “have been generally well planned” (p. vii) suggesting that components of the U-plan and Torkildsen’s ten-stage leisure planning process have common elements that may assist in ARC planning. However, as explained in the Leisure Planning - Leisure Planning Models section, these models have not been rigorously tested.

In summary, leisure researchers are yet to address if a leisure planning process needs to be applied generally or specifically in the planning of ARCs. As a result, within the context of leisure planning, this thesis contributes rigour and understanding to an under-researched area within local government planning and ARC studies. The following section focuses on the two theoretical lenses: NPMT and PCT.

Theoretical Lenses for ARC Planning and Decision-making

The NPMT and PCT theories are used in the current study to more clearly understand the ARC planning and decision-making processes used by ARC planners, while explaining the processes that underpin local government planning and decision-making. These theories have been adopted based on the explanation of these two processes and the recognition of economic, management and political factors that address the aim of this study.

The theoretical lenses for the current study are derived from public sector management theories and assist in placing boundaries (limitations) around and constraints within the research (Bacharach, 1989; Haugh, 2012). Public sector management theories were considered an appropriate choice, these are tailored to unique lines of enquiry required when investigating the diversity of public management (Ferris & Graddy, 1998). Incorporating other planning (e.g., synoptic planning theory) or management (e.g., resource-based view) theories were considered. Applying theoretical lenses that include planning and management

principles as part of their make-up assisted in explaining the phenomenon of ARC planning and, therefore, public management theories have proved to be a good fit for the current study.

Public Sector Management Theories

Public sector management theories have a long history. Originating as public sector administration in the late nineteenth century, this first management system became more formalised in the early twentieth century (Hughes, 2003; Whetsell & Shields, 2015). Traditional theories of public administration emphasised the importance of clearly defined chains of command, strict work protocols, and tightly managed routines. Over the last quarter of the twentieth century, public sector conducted business was discredited theoretically and practically and therefore endured increased scrutiny (Hughes, 2003; Kalimullah et al., 2012; Massey & Pyper, 2005). This scrutiny questioned public administration theories and practices (Hughes, 2003) and triggered rigorous scholarly investigations into them (Massey & Pyper, 2005). As a result, a new public sector paradigm was created that changed the role government played within society and its relationships with its citizens (Hughes, 2003). This new form of public administration became known as 'public management' or 'new public management' (Hughes, 2003). The new public management paradigm incorporated a more flexible, market-based form of management strategy and practice and changed how local government delivered services to its community (Gruening, 2001; Massey & Pyper, 2005).

Many public management theories assist in understanding the operations of government. These theories have been developed, critiqued, analysed and reframed over many decades to assist in the theoretical understanding and practical application of governance within the public sector (Hughes, 2003; Lamidi, 2015). A variety of theoretical influences have led to a range of public management theories.

For example, NPMT (Hood, 1991) economic theories such as PCT (Buchanan & Tullock, 1999; Pincus, 2014), social theories including social exchange theory (Ledingham, 2003) and political theories such as governance (Stoker, 1998).

NPMT and PCT have been employed in order to understand ARC planning and decision-making at a local government level. The application of the two theories provides the current study with differing perspectives, rather than a single perspective, to achieve a holistic understanding of ARC planning and decision-making (Bolman & Deal, 1984; Howlett et al., 2009).

NPMT has been used to understand the principles, procedures, and processes undertaken to plan and make decisions within the ARC planning process. In this context, a process is defined as a series of actions or steps taken for an organisation to achieve a particular outcome (Hanafizadeh & Moayer, 2008). NPMT was chosen for the current study because it is considered to be one of the main contributors to managerial change within the public sector (as manifested in the New Public Management model), since around 1980 (Hughes, 2003; Kalimullah et al., 2012; Levy, 2010).

PCT has been included in order to understand the economic undertakings of ARC planning and decision-making about political practices and their associated planning and decision-making processes (Gubler, 2013; MacLean, 2011). PCT is considered to be a very influential economic theory, particularly with the influences of NPMT (Hughes, 2003).

These theories were chosen because they are widely recognised models for understanding the conduct of government and its agencies (Hughes, 2008; Russell, 2013a). The theories clarify the ARC planners, i.e., everyone involved in the planning process, including councillors, council officers, specialists, stakeholders including residents and community groups have motives for undertaking infrastructure projects and delivering particular services in preference to others. While these theories are, in principle, guided by a bureaucratic system of broadly understood checks and

balances, they are also shaped by values and beliefs that reflect a political point of view on how scarce resources should be allocated to achieve the best outcomes (Buchanan & Tullock, 1999; Hood, 1991). The following sections explore ARC planning and decision-making processes through the NPMT and PCT lenses and explain how they have guided the current study.

New Public Management Theory (NPMT)

NPMT is a public sector management model that strives to ensure a more flexible and competitive government sector that will be less bureaucratic than previous public sector management approaches. This model emphasises results rather than procedures (Gruening, 2001). NPMT was founded on the principles of financial efficiency and is responsible for changing governance styles in many countries including the United Kingdom, New Zealand, Australia and some parts of Europe (Curtin, 2000; Dent, 2005; Duncan & Chapman, 2010; Hood, 1991; Johnson, 2000). This theory emerged in the United Kingdom and the United States in the late 1970s and early 1980s in response to economic recessions and tax revolts that led to a review on how governments might best provide for the needs of their citizens (Gruening, 2001; Hood, 1991; Kalimullah et al., 2012).

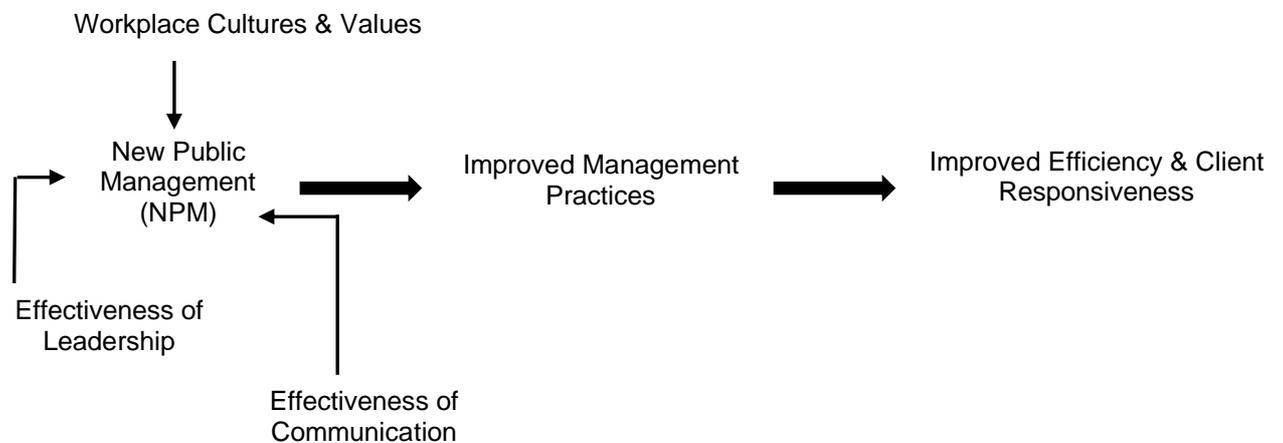
Conception of NPMT. The origins of NPMT have been described as a 'marriage' of different schools of thought. First, through the blending of institutional economic theory, public choice theory, transactions cost theory and principal-agent theory (Barton, 2001; Hood, 1991; Massey & Pyper, 2005; O'Donnell et al., 1999; O'Flynn, 2007). Second, by establishing a business-type management system within the public sector (Hood, 1991). This approach to public sector management grew out of concern that many public enterprises were declining, lacked strategic direction, and was excessively bureaucratic and resistant to change. In this new approach, the

focus of activities shifted from inputs (such as human and financial resources) to achieving measurable outputs in an attempt to achieve organisational goals and objectives (Brunetto & Farr-Wharton, 2007). NPMT can be described as:

Managerial or ideological thought which is based on ideas generated in the private sector and imported into the public sector (Hood, 1991). It is a framework for reorganising management procedures in the public sector with the aim of greater effectiveness and efficiency (Kalimullah et al., 2012, p. 9).

The goals of NPMT are illustrated in Figure 2.4, which shows the process involved in achieving improved management practices and improved efficiency. These were required because of the previous difficulty in measuring outputs objectively and the need to have a controlled process when utilising public money (Yamamoto, 2003). Rather than emphasising inputs, NPMT concentrates on outputs of efficiency (Fatemi & Behmanesh, 2012). Figure 2.4 shows that the inputs of workplace culture and values, the effectiveness of leadership and effectiveness of communication, are generated by personnel employed for a position. The public sector must determine how it will achieve these objectives in order to obtain the intended outcomes of enhanced management practices and efficiency. (Brown, 2004). Therefore, while outputs are the main aims of NPMT, the inputs generated by the workers are crucial in achieving these goals.

The theory underpinning NPMT managerial reform was seen to be essential for good governance and the efficient delivery of services (Hood, 1991). NPMT was a response to low levels of growth and concerns about government waste. Increasing pressures were placed on the public sector and government business to deliver services more efficiently by doing more with less (Hood, 1991). The purpose of

Figure 2.4*The Goals of NPM*

Note. From “Service Delivery by Local Government Employees Post-The Implementation of NPM – A Social Capital Perspective” by Y. Brunetto and R. Farr-Wharton, 2007, *International Journal of Productivity and Performance Management*, 57(1), p. 38. (<https://doi.org/10.1108/17410400810841227>).

NPMT was to achieve financial efficiency with little concern for procedures (Hood, 1991). This led to dramatic changes in public management practices. The pioneer of NPMT Christopher Hood (Hughes, 2008) notes seven overlapping components required to achieve the goals of improved management practices and to understand NPMT’s processes (Hood, 1991). Although there have been other researchers who have attempted to design components to understand the concept of NPMT (e.g., Flynn, 2007; Osborne & Gaebler, 1993; Pollitt, 2001), the sections and components outlined by Hood (Table 2.6) have been widely accepted by many scholars (Yamamoto, 2003), with more than 13,000 citing’s recorded in Google Scholar in 2020. However, Hood and Peters (2004) acknowledge that NPMT has developed to be somewhat transcendent at its core and “there are no two authors [that have] listed the same features in enumerating its traits” (p. 268).

Table 2.6*Sections and Components of NPMT*

Section	Component	Explanation of component
Personnel skills	NPMT 1- management skills	Specialised skills and clearly defined roles to ensure efficient and effective outcomes.
	NPMT 2 - measuring performance	Establishing clear standards and criteria for measuring performance.
Improved management practices and efficiency	NPMT 3 – output controls	Use of output controls, instead of input controls. This process is concerned with the results rather than the procedures.
	NPMT 4 – separation of business units	Moving towards the separation of units through establishing efficiency advantages.
	NPMT 5 – creating competition	Moving toward greater competition in the public sector through establishing compulsory competitive tendering (CCT) procedures leading to “rivalry” which is the key to lower costs and better standards.
	NPMT 6 – management approaches	Emphasis on developing private sector management approaches.
	NPMT 7 – resource efficiency	Prominence given to the efficient use of resources.

Note. Adapted from “A Public Management for All Seasons,” by C. Hood, 1991, *Public Administration*, 69 (Spring), pp 3-9. “The ‘New Public Management’ in the 80s: Variations on A Theme.” By C. Hood, 1995, *Accounting, Organizations and Society*, 20(2-3), pp. 93-109.

The seven components indicate the typical public sector management practices required within NPMT and can be divided into two sections. The first two components (NPMT 1 – management skills and NPMT 2 – measuring performance) are directly applicable to the personnel skills of NPMT in terms of personal management styles and the explicit use of goals and targets to meet performance measures. As noted earlier in Figure 2.4 the quality of organisational management, communication processes affect a person’s attitude towards a role, if people feel

satisfied and respected within their roles, they will deliver better services (Brunetto & Farr-Wharton, 2007; Hood, 1991). The implementation of visible, hands-on managers, experienced specialists and clear performance measures results in staff having clearly defined roles of responsibility, which is essential to measure accountability (Evetes, 2009; Hood, 1991; Noordegraaf, 2016; Suddaby & Viale, 2011; Yamamoto, 2003).

Components NPMT 3–7 are the essential processes required to achieve improved management practices and efficiency (Hood, 1991) (Table 2.6). Private sector management processes focused on the outputs of the organisation are dominated by NPMT 3–7.

NPMT 3 – output controls apply performance targets and resource allocations in order to measure performance (Hood, 1991; Yamamoto, 2003). NPMT 4 – separation of business units applies the characteristics of proven private-sector tools and the decentralisation of government organisations. As a result, local governments were restructured into separate departments to provide services with their own organisational identity (Duncan & Chapman, 2010; Hood, 1995). Consequently, departments had their own budgets and dealt with each other at “arm’s length” (Hood, 1991, p. 5).

NPMT 5 – creating competition introduces competition to the public sector. It was a new phenomenon in public sector management as previously, most community activities were government-funded and protected from competitive markets (Webster & Harding, 2000). The introduction of competition brought new complexities to the governments and forced ministers and public servants to understand market economics and business practices (Webster & Harding, 2000). The concept of compulsory competitive tendering (CCT) to the public sector was introduced in NPMT, a process which, by law, required governments to advertise for and employ competent persons or organisations to manage and operate government services on their behalf. Tenders were customarily offered to the persons or

organisations with the lowest bids (Sayers, 2012). The introduction of CCT brought rivalry to government processes which is the key to lowering costs and raising standards (Hood, 1991).

Proven private sector management tools are introduced in NPMT 6 – management approaches, allowing greater flexibility in hiring staff and in their compensation (Hood, 1991, 1995). Executives were expected to possess professional management skills and ideally given flexibility within their management teams (Yamamoto, 2003). NPMT 7 – resource efficiency focuses on the use of resources; the departmentalisation of products, a better understanding of economic influences, and flexibility in human resource management, therefore, providing better use of resources and delivery of efficient and effective outcomes. It is important to understand all seven components are not equally present in all circumstances; nor are they always needed; however, they provide control mechanisms to lead towards an effective management system (Fatemi & Behmanesh, 2012; Hood, 1991).

Disagreement exists amongst public management researchers on where NPMT is positioned within today's local government system. First, there is a school of thought that NPMT is non-existent within public management practices (Dunleavy et al., 2005; Levy, 2010). Second, public management practices have moved to post-NPMT (Christensen & Laegreid, 2007a, 2007b, 2011; Dent, 2005; Jun, 2009). This perspective advocates moving from a philosophy of delegation, separate departments and single-purpose organisations towards developing a 'whole of government approach' to public management. Third, some researchers believe public management still operates within some of the parameters of NPMT (Lapaley, 2008, 2009; Levy, 2010; Lodge & Gill, 2011; Raczkowski, 2016). Finally, a group of researchers believe NPMT is still operating in the public management system while also incorporating more modern management styles such as integrated governance and collaborative governance (Edwards, et al., 2012; Halligan, 2006). The current study acknowledges that even though there is conjecture between researchers on

the current position of NPMT in local government, it is considered to be one of the main contributors to local government managerial change in the last 40 years (Hughes, 2003; Kalimullah et al., 2012; Levy, 2010). The next section will investigate how NPMT was introduced to Australia and how this has affected the Australian government system.

NPMT in Australia. NPMT was introduced into Australia in the mid-1980s through the public sector reform initiatives of the Hawke Government. In 1991, the Keating Government (federal ALP government) adopted a more neo-classical style of economics. This not only led to the deregulation of foreign exchange markets but also influenced the privatisation of many government business undertakings including Telstra, Qantas and the Commonwealth Bank (Carroll & Steane, 2002). It also allowed for more flexible supply and demand conditions to emerge when shaping the market for government services (Sands, 2014). These initiatives were recognised as a way for governments to maximise their gains through the development of more competitive markets (Johnson, 2000; Weintraub, 2007). Throughout the 1980s, the marketisation of government businesses was viewed as an essential political and economic strategy that empowered government agencies to update management processes and be more efficient (Carlin, 2004). It is for these reasons that NPMT drove many of the Keating Government, reforms during the early 1990s, including local government (Johnson, 2000).

Local governments around Australia found themselves operating under a different set of market conditions when NPMT was introduced. Murdock (1994) suggests that not only did NPMT force local governments to use their resources more efficiently, but it also placed the local government in commercial and privatised markets. Thus, the use of traditional public administration models was no longer viewed as suitable for meeting the needs of local communities. Consequently, public service undertakings and agencies were under increasing pressure to demonstrate

their efficiency and “value for money” by adopting managerial practices and philosophies developed by private enterprise (Murdock, 1994, p. 241). As a result, a culture change occurred, and local governments were internally and externally evaluated, by the same criteria as commercial companies. It was subsequently noted:

They increasingly see their role as competing for consumers in a competitive marketplace rather than meeting the needs of the citizens. The commitment to contribute to the common good was displaced by the injunction to square demands of clients — individually and in aggregate — with pressures generated by an increasingly privatised operating environment (Murdock, 1994, p. 241).

The implementation of NPMT within the State of Victoria brought a considerable amount of change (Carlin, 2004). The election of the Kennett Government (Victorian liberal party) in 1992 saw dramatic changes in management approaches which involved the implementation of NPMT to deliver public services. One of the most significant NPMT initiatives was the privatisation of the Victorian prison system, in order to deliver increased efficiencies, improve the treatment and re-education of inmates, reduce the likelihood of re-offending, and, more generally, increase productivity (Sands, 2014). This, and other similar developments resulted in over 37,000 public servants becoming redundant (Carlin, 2004). The introduction of these public sector reform strategies had a ‘trickle-down’ effect and placed increasing economic, social and political pressures on local governments (Thibault et al., 2004). The Kennett Government (Victorian liberal party) introduced extensive CCT programs to assist with running essential services while reducing the costs to local governments’ revenues, (Brunetto & Farr- Wharton, 2007; Carlin, 2004; Webster & Harding, 2000).

Within Australia, CCT was known as the “Yellow Pages’ principle” (Carlin, 2004, p. 270). This standard was identified as any local government service,

conducted by an organisation listed within the Yellow Pages telephone directory, should be subjected to competitive market testing and contracted out (Carlin, 2004). Examples of services affected by this standard included waste management, cleaning services, local government maintenance (including areas such as parks and roads), child healthcare and leisure facility management (Carlin, 2004; Frisby et al., 2004; Parker, 1990; Sayers, 2012). This approach led to the development of many local government, non-profit organisations and commercial sector relationships (Thibault et al., 2004).

The CCT component of NPMT introduced local governments to the principle of competition to improve service delivery. Competition was purported to improve service delivery by providing local government and organisations with strategies to prevent resource wastage and avoid economic chaos by providing mechanisms that centralised direction. Implementing these strategies ensured that producers did not overcharge, and consumers did not drag the prices down (Webster & Harding, 2000). It was further theorised that only one element of competitive pressure was needed, rather than a large number of buyers and sellers, to encourage competitive behaviour within organisations, thereby, negating the need for many competitors in the market to create a competitive climate (Webster & Harding, 2000). However, in profit-based organisations, there was also the risk of the breakdown of long-lasting partnerships, and the alienation of stakeholders who had historically collaborated to achieve the best results for the clients. The influences of CCT and tendering processes quickly became political, where community groups not powerful or experienced enough to compete with tenderers were disadvantaged (Steane & Walker, 2000).

Other NPMT components also had negative effects on the public management sector. For example, the introduction of private-sector financial and efficiency concepts into the public sector often met with significant resistance (Fábián, 2010; Maesschalck, 2004; van der Wal et al., 2008). Traditionally, public

sector managers were driven more by values of community accountability, sustainability, and (social) responsibility, determined through corporate integrity, empathy, solidarity, reliability and fairness (Massey & Pyper, 2005; van der Wal et al., 2008). While private-sector managers may have had a well-developed sense of community, they were required to report to stakeholders and return a profit from their activities. Their main purpose was not to build communities, but instead, deliver higher profits, accompanied by cost reductions (Fábián, 2010; Massey & Pyper, 2005). As a result, there was a main concern that blending these two competing value systems resulted in an:

Overemphasis on business administration values [that] came at the expense of the unique value set that was seen as necessary to serve the public interest (Murdock, cited in van der Wal et al., 2008, p. 466).

NPMT industry-based projects have found cultures that value the transparent and accountable use of public funds (Department of Planning and Community Development, 2011). However, it is conceivable that economic criteria would become the sole standard by which local government services, programs and partnerships were measured (Murdock, 1994). While this approach might lead to more valuable monitoring of organisational outcomes, it might also result in a failure to meet community needs. With management focusing on cost-effective, commercially driven practices with a culture to match, they might ignore the deep-seated needs of local communities (Murdock, 1994; Thibault et al., 2004).

An example of this clash of management values can be seen within the save-the-pool campaign mounted in response to the potential closure of Mayfield's public swimming pool in Newcastle, Australia (Griffiths et al., 2014). The Newcastle City Council wanted to redevelop the Lambton public swimming pool into a regional, indoor swimming pool and leisure centre. The result being that they could charge substantially higher entrance fees, and by closing the Mayfield public pool, would gain cost savings. The reasons for closing the pool were framed in a "financially

focused discourse” that did not necessarily consider the views of the community (Griffiths, et. al., 2014, p. 285). This supports a study conducted by McShane (2006a), who notes the co-location of single-site sporting centres to become shared-use centres. As a result, centres are being used for operations from which they were not originally designed and operate in conditions where public safety could be compromised. It is believed that local governments travelled down this path due to economic efficiency being the dominant policy objective (McShane, 2006a).

NPMT Impact on ARCs. NPMT has had an impact on the operations of ARCs, which has also influenced the way they are planned, and how decisions are made. Many ARCs exist in a market driven environment that has increasingly become result focused. Management teams within the leisure industry (including ARCs teams) are constantly finding themselves “doing more with less and having to achieve value for money” (Thibault et al., 2004, p. 121). The adoption of policies that promote efficiency and market growth has raised concerns that this may be the sole criterion for assessing services, programmes and partnership decisions. Therefore, it seems that a profit orientated setting has occurred within a public sector environment that has traditionally catered for community needs (Thibault et al., 2004).

Considerable ARC infrastructure upgrading, or redevelopment, began in metropolitan Melbourne in the early 2000s (Table 2.4). If local governments were not co-locating their sporting centres, they were redeveloping their old outdoor swimming pools into multi-purpose ARCs. Local governments that invested in the redevelopment of swimming pools have achieved a significant increase in attendance numbers (Howat et al., 2005a). It has been proposed that the greater variety of activities provided by an ARC can allow them to better meet the expectations of the leisure consumer (Howat et al., 2005b). This suggests the output controls of efficiency and effectiveness have assisted in community participation and understanding why local governments have moved from the single outdoor pool

model to the ARC model. This in turn has changed ARC planning and decision-making processes. However, VAGO (2011) has not been fully supportive of these initiatives on the grounds that the multi-purpose or 'one-stop-shop' centres may marginalise the core mission of local governments, which is to enhance the well-being of their local communities and supported further investigation of this issue. The conclusion made by VAGO (2011) was that within local government planning, "expenditure and asset investment decisions were driven primarily by a focus on improving financial ratios, rather than by priorities emanating from service and asset planning" (p. viii).

Performance measures related to NPMT 3 – output controls are an efficiency measure applied by local government and ARC management teams. Studies have examined and validated that the use of performance measures can assist in ARC planning and decision-making (Howat et al., 2005a) and ARC operational decision-making (Howat et al., 2005a, 2005b; Iverson, 2015, 2017). Howat et al.'s (2005a) study incorporates performance measures to assess the viability of ARC planning, this suggests that performance measures are a reliable benchmark to assess financial viability. The findings from this study conclude that:

Decision-makers involved in the planning of [ARCs] should aim to include multi-purpose facilities with indoor pools and minimise facilities with solely outdoor pools. This should result in a greater likelihood of improved financial viability and higher participation rates (p.14).

This finding is consistent with the trends experienced in metropolitan Melbourne, Australia.

Two key findings emerged from the literature reviewed on ARC planning and decision-making. The first is local governments have moved away from the outdoor single swimming pool to the multi-purpose ARC or 'one-stop-shop' concept (Maddock, 2015). Second, is the use of performance measure tools that can assist in the viability of planning and decision-making. It seems the reason for this is to

achieve efficient and effective financial management (Howat et al., 2005a; Lewi & Nichols, 2014; McShane, 2006a, 2009).

ARC planning and decision-making have been influenced by a limitation that exists within NPMT; that is, it does not consider community-focused values. The NPMT philosophy of efficient outcomes did not always fit with what communities wanted and resulted in public rallies (Lewi & Nichols, 2014). An example of this is the many 'save the pool' campaigns that were conducted around Victoria in the 1990s (Lewi & Nichols, 2014; McShane, 2008). The campaigns to save these pools were often prompted by an emotional attachment, as typified by one resident "it's not because I want to go and swim in that pool, it's what it represents as a family place to go" (Preiss, 2015, p. 74).

The available literature provides mixed results when applying the components of NPMT to ARC planning and decision-making and gaps exist within the ARC planning and decision-making literature. For example, there is uncertainty on how the components of NPMT have affected the planning of ARCs. To address this gap, the current study has applied the seven components of NPMT (Hood, 1991,1995) which are listed and explained in Table 2.7. The table also provides a brief synopsis of how these seven components are relative to ARC planning and decision-making. The findings provide a clear criterion to guide the NPMT deductive data analysis.

The application of NPMT to ARCs has allowed for improved understanding of the extent to which commercialised, and market-oriented policies guided leisure industry centre planning strategies. This has also provided an understanding of how the local government shaped decisions to construct ARCs as a means of meeting the needs of local communities. NPMT has the potential to reveal local government officials' motivations to build ARCs, identify their concerns about ensuring a positive return on investment, and highlight the importance to use scarce community resources efficiently.

Table 2.7*Summary of NPMT Components Relative to ARC Planning*

Section	Component	Explanation of component	Relative to ARC planning and decision-making
Personnal Skills	NPMT 1 - management skills	Specialised skills and clearly defined roles to ensure efficient and effective outcomes.	Establish a professional working environment where all members of the ARC planing team are professionally trained, have specialised skills, and they are accountable for outcomes.
	NPMT 2 - measuring performance	Establishing clear standards and criteria for measuring performance.	Develop criteria for staff performance, use of KPIs, with emphasis on financial measures.
Improved management practices and efficiency	NPMT 3 – output controls	Developing the use of output controls, instead of using input controls. This process is concerned with the results rather than the procedures.	Establish controls of management performance and efficiency, need for cost containment and service quality.
	NPMT 4 – seperation of business units	Moving towards the separation of units through establishing efficiency advantages.	Establish cost centres for each operational unit.
	NPMT 5 – creating competition	Moving toward greater competition in the public sector through establishing compulsory competitive tendering (CCT) procedures which leads to 'rivalry' which is the key to lower costs and better standards.	Establish systems to incorporate CCT. Services are completed by organisations on behalf of the local government.
	NPMT 6 – management approaches	Emphasis on developing private sector management approaches.	Establish processes that have an emphasis on performance measures, work teams, less bureacracy, work incentives and bonuses, flexible work arrangements.
	NPMT 7 – resource efficiency	Prominence given to the efficient use of resources.	Establish processes that prioritise methods of operation that are more efficient. Emphasis on self-sufficiency and achieving financially efficient outocmes

Note. Adapted from “A Public Management for All Seasons,” by C. Hood, 1991, *Public Administration*, 69 (Spring), pp 3-19. “The ‘New Public Management’ in the 80s: Variations on A Theme.” By C. Hood, 1995, *Accounting, Organizations and Society*, 20(2-3), pp. 93-109.

NPMT values are embedded within local government policies that drive management practices today (Edwards et al., 2012). In particular, there are two areas of local government activity where NPMT appears to have been applied to ARC planning and decision-making. The first involves a hybrid version of NPMT (Lodge & Gill, 2011) used to address competitive market strategies and financial measures of performance (Lapaley, 2008). The second is the widespread increase in expenditure on ARCs, (Table 2.4) which began in the early 2000s and is now reflected in the development of multi-million-dollar ARCs. The current study investigates whether NPMT components are active in public management and have influenced the development of current ARC planning.

NPMT, which focuses on the effectiveness and efficiency of operations within local governments, does not consider the personal elements of decision-making. The following section discusses the implications of PCT and how these principles can affect ARC planning and decision-making.

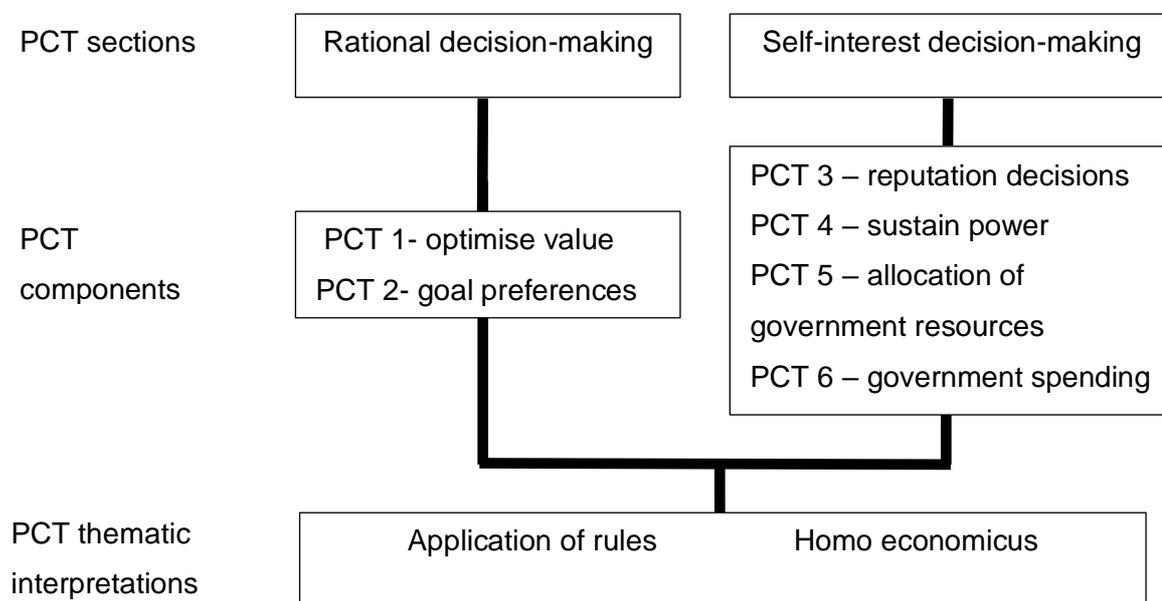
Public Choice Theory (PCT)

PCT applies the use of economic tools to deal with political science by studying political behaviour (Shughart, 2008). PCT helps to clarify the concepts involved in public decision-making and identify influences for better decision-making (Sen, 2008). Public choices are continually made within the realm of public sector decision-making. Political leaders or public servants make public sector decisions that have consequences for many people and groups (McTaggart et al., 2010).

Applying a theoretical lens to public choices clarifies the concepts involved in decision-making and what can influence better decision-making (Sen, 2008). PCT can help define the economic influences of decision-making as applied within political practices (Gubler, 2013; MacLean, 2011), and is perceived as a useful theoretical lens through which to understand political decision-making processes (Arnold, 2015; Gubler, 2013).

PCT considers the contributions of the human being within the political environment and the impact economic analysis has on the products of decision-making (Pincus, 2014). Political science studies, place human behaviour within the public environment and assumes that the political human prioritises the public interest (Mueller, 2003). However, economic studies identify humans within the marketplace and assume that as all individuals are unique and shaped by their individual experiences, they are likely to have different aims and purposes and will pursue their private interests (Buchanan & Tullock, 1999; Mueller, 2003). PCT assumes that political and economic humans are the same (Mueller, 2003) and focuses on the actions of individuals and the interests they serve (Shughart, 2008).

PCT is complex with a range of elements that need to be considered to gain a solid understanding of the theory. For the purposes of the current study, PCT has been divided into three elements. The first element comprises the two sections of PCT: rationality and self-interest. These sections are the central theoretical points to assist in explaining PCT and discuss how they are relevant to the current study. Second are the six components of PCT, discussed in relation to the connection with rationality and self-interest. The third element is the thematic interoperations of PCT, these have been discussed as two themes: application of rules and homo economicus. These two themes have been used to explain the application of the PCT sections and components. The three elements of PCT have been presented in a diagrammatic representation, to provide a visual overview to assist explain how PCT has been applied to the current study (Figure 2.5).

Figure 2.5*The Elements of PCT*

Note. Adopted from “Applications of Public Choice Theory: An Introduction,” by C. Russell. In C. Russell (Ed.) *Collective Decision Making: Applications From Public Choice Theory*, 2013.

PCT Sections and Components. The two sections of rationality and self-interest and six components explain how PCT has been applied to the current study. The two sections of rationality and self-interest are the foundations from which the six PCT components were developed (Table 2.8). The components are not hierarchically ordered and, thus, are not applied in any particular order. The following paragraphs introduce and describe the six components of PCT: first, those relevant to rational decision-making and second, those relevant to self-interest-based decision-making.

Table 2.8*PCT Sections and Components*

Sections	Component	Explanation of component
Rational decision-making	PCT 1 – optimise value	Rationality applies the logic that individuals and organisations seek to maximise the highest level of satisfaction from their economic decisions ^a .
	PCT 2- goal preferences	While rationality is goal-centred, the goals themselves are subjectively shaped by actor, citizen, and stakeholder preferences ^b .
Self-interest decision-making	PCT 3- reputation decision	Actors, citizens and stakeholders will behave in ways that enhance their reputations and status ^c .
	PCT 4 – sustain power	Actors, citizens and stakeholders will behave in ways to establish and maintain control ^d .
	PCT 5 – allocation of government resources	In public management settings, decisions involving the allocation of scarce government resources — at both the individual and collective level — are shaped by rational self-interest ^e .
	PCT 6 – Government spending	Government spending not only reflects the desire to implement effective public policy but also reveals the personal interests and self-serving reasoning of politicians and public servants ^f .

Note. Adapted from ^dBuchanan & Tullock (1999). ^{af}Considine et al. (2004).

^cConsidine et al. (2008). ^cConsidine & Doran (2016). ^fDiekman et al. (1997).

^bEnserink et al. (2013). ^{cde}Johns (2006). ^{def}Meadowcroft (2014). ^aPage (2013).

^aPedersen (2014). ^bRussell (2013a). ^fSamuels (1980). ^aSen (2008). ^{ab}Shughart (2008). ^cSuiter & O'Malley (2014).

Rational Decision-making. PCT is unique in its nature in that it draws parallels between the economic and political processes of decision-making (Veal, 2017a). It is presumed that decision-makers act with rationality when making choices, and their choices are aimed at optimising community value, utility or profit. A

rational decision is one based on or in accordance with reason or logic. It is used either, to decide which course of action would be the best to take, or to predict which course of action actually will be taken (Faggini & Vinci, 2010).

Similar to society in general, the public sector is often fragmented — agencies, departments and individuals who often have their own departmental or personal interests in mind (for example, departmental agendas or personal careers) (Enserink et al., 2013). It is assumed that within the public sector, no matter the influences or personal interests of the decision-maker(s), decisions are made by a rational actor on behalf of the community (de Bruijn et al., 2013). This involves policymakers or government officials bringing knowledge and values to their positions, with the expectation that they will make rational decisions (Enserink et al., 2013; Parsons, 1995).

PCT takes the position that political decision-makers will act in the public interest by making their decisions as transparent as possible. This involves weighing up the costs and benefits of different policy and planning options before proceeding, although the opposite will sometimes be the case (Considine et al., 2004). Politicians will often pursue their own dominance, power or preferences in contrast to the stated aim of meeting the needs of the public through the implementation of rational political and planning processes (Buchanan & Tullock, 1999; Considine et al., 2004; Hughes, 2003; Page, 2013).

There are ways to maximise the degree of objectivity in decision-making, especially for organisations, despite the subjectivity of rational decision-making mentioned above. Generally, Grünig and Kühn (2013, p. 29) acknowledge, it can be assumed that a decision has been made rationally if the following characteristics are applied:

- the decision process is totally goal-oriented;

- the deliberations used in the decision process are based on relevant information, which is evaluated as objectively as possible;
- the decision process follows a systematic, structured procedure of action; and uses clear, methodical rules, that is, non-participants comprehend the process.

It is not within the scope of the current study to explore the rationality of decision-making; instead, it is to determine how or if rational decision-making can assist in explaining ARC planning decisions. Rationality has been examined in the current study through the application of the first two components: PCT 1- optimise value and PCT 2 – goal preferences.

PCT 1- optimise value applies the logic that individuals and organisations seek to maximise the highest level of satisfaction from their economic decisions (Sen, 2008). The rationality or value of the decision could differ depending on the motivations of the decision-maker, to serve in the interest of their personal motivations, the organisation or the interests of citizens (Pedersen, 2014).

PCT 2 – goal preferences apply the theory that economic actors, have distinct preferences and seek to gain the highest level of satisfaction from those preferences (Faggini & Vinci, 2010). This component explores the rationality behind goals and the preferences to understand if they are aimed at optimising community or financial preferences. As PCT also includes the principle of self-interest and the effects this has on decision-making, the following section explores the main literature on PCT self-interest in public sector decision-making.

Self-interest Decision-making. It is generally believed that public sector officials have a values-based set of motivations (Brennan & Hamlin, 2008). An individual's desires and beliefs can drive these motivations; therefore, it can be seen that an individual has the "desire to act as morality requires, and a set of beliefs

about what morality requires in certain situations” (Brennan & Hamlin, 2008, p. 79). It needs to be understood, however, that all individuals have some level of autonomy, have different motivations and will make decisions in terms of their own individual goals and aspirations. These characteristics of self-interest and the need for power can influence decision-making around political issues (Buchanan & Tullock, 1999; Samuels, 1980). PCT 3–6 are the components used to explain the self-interested actions of actors, citizens and stakeholders in a political environment.

PCT 3 - reputation decisions and PCT 4 - sustain power refer to the behaviours of the actors, citizens and stakeholders with the premise to improve their reputation and status and to establish and maintain control. Governments can act similarly to business. Consequently, they can collectively act to improve the status of individuals who can get themselves in positions of advantage (Samuels, 1980). This position of advantage gives them a stronger platform to gain and sustain power. Sport and leisure are not immune to the self-interested mechanisms of reputation and power within government funding systems. Instances of these tactics can be found in Ireland (Considine et al., 2008; Considine & Doran, 2016; Suiter & O’Malley, 2014) and Australia (ANAO, 1993, 2007, 2011, 2012, 2014, 2020; House of Representatives Standing Committee on Environment Recreation and the Arts, 1997; Johns, 2006). Studies from both countries provide evidence to suggest that sport and recreation infrastructure funding promises, and programs were established with the personal interests of the ministers involved (ANAO, 1993, 2007, 2011, 2012, 2014, 2020; Considine et al., 2008; Considine & Doran, 2016; House of Representatives Standing Committee on Environment Recreation and the Arts, 1997; Johns, 2006; Suiter & O’Malley, 2014). Ministers were maximising their chances of re-election by providing funding and programs to constituents, either as loyalty rewards or to entice fence-sitters (Considine et al., 2008; Considine & Doran, 2016; Johns, 2006; Suiter & O’Malley, 2014). These studies demonstrate that the role of due process has frequently been compromised as political considerations have dominated decision-

making processes (Johns, 2006). This form of political power allows ministers to strengthen their reputations and status within their communities.

PCT 5 refers to the allocation of public resources. This component has been recognised as a motivational dilemma that confronts public servants. An individual's resource distributions can be seen as a self-interested actor to favour personal gain or aid constituents who represent common goals (Diekmann et al., 1997). Actors can demonstrate these self-serving behaviours while also being convinced that they are behaving ethically and in the best interests of their communities; this is conducted by convincing themselves that their behaviour is justified (Noval & Hernandez, 2019).

PCT 6 refers to the complexities associated with government spending. This component explains how government has a desire to implement effective public policy however, it also reveals that decisions are affected by the self-interests of politicians and local government officers (Considine, 2004; Samuels, 1980). The spending of public money has always been an issue that generates significant interest in communities. Ratepayers and taxpayers generally have an interest in understanding how their money will be spent and how decisions are made. However, mistrust and anger arise when decision-making is deemed to be governed by the self-interest of politicians, especially when expenditure is considered to be in the interest of the actor rather than the public (Considine et al., 2004). The following sections will explore the thematic components of PCT and discuss how they are relevant to the current study.

Thematic Interpretations of Public Choice Theory. PCT

has two distinct overarching thematic interpretations to explain the motivations of actors, citizen or stakeholders, when making decisions. These themes assist in explaining how the PCT themes and components can be applied (Candela, 2018; Russell, 2013a). While the literature has yet to name these two themes, the current study refers to them as 'application of rules' and 'homo economicus'. The two themes

of PCT are very different, however they can be applied to rationality and self-interest singularly or in a blended version (Russell, 2013a).

The application of rules theme is a style of political decision-making particularly relevant to the Australian federal, state and local governments. It occurs when policies and/or funding promises are presented to the public in order for them to vote for these individually or as a package of policies and promises. This theme focuses on behaviours and strategies involved with collective choice decision-making within government and assumes citizens, collectively and individually, have well-defined preferences which will shape their choices (Bobrow & Dryzek, 1987; Russell, 2013a). The application of rules theme explains political decision-making which is determined directly by the preferences of members of society (Mueller, 2003; Russell, 2013a).

The second theme applies a homo economicus model of human behaviour to political affairs (Dunn, 2004). Homo economicus involves the concepts of rational behaviour and self-interest; it assumes that humans have the ability to make rational, self-interested decisions, even when the choices may be complex or ill-defined (Dunn, 2004; Meyer, 2016; Ng & Tseng, 2008). PCT seeks to explain how homo economicus individuals behave and make decisions in the context of a public management setting (Russell, 2013a; Vanberg, 2018).

People who operate in the public sector are expected to act in a way that is in the best interests of their community. In many cases, community interest may not coincide with the self-interest of a public actor, who may behave in ways quite different from those expected within a collectivist political environment (Pincus, 2014; Russell, 2013a; Vanber, 2018). The homo economicus theme claims that people are guided chiefly by their own self-interests, and even in the political arena of local government, are no different from those involved in private industry. That is, they will act in ways that will improve their personal position and status (Shughart, 2008).

In summary, PCT has two connected themes. The application of rules theme identifies the rules for arriving at a collective choice and aims to gain voters' interest by directly appealing to these wants or needs (Russell, 2013a; Tideman, 2006). This theme aids in determining the processes used to best influence a decision to reflect the self-interest of the person wanting to be elected. The homo economicus theme applies to rationality and the self-interest of individuals to understand political behaviours and how they make decisions (Bobrow & Dryzek, 1987). Both themes assist to understand the extent to which the decisions of individuals and groups are shaped by rationality and self-interest when allocating resources in a public management setting.

Relevance of PCT to Leisure and Planning ARCs. In metropolitan Melbourne, ARCs are planned by the local government, therefore their decision-making processes are subjected to public sector decision-making practices. PCT is a well-established, valuable tool that can be used to explain a decision-making process in the leisure industry (Veal 2017a) and assists in identifying components that influence the outcomes of decisions (Hughes, 2003). It provides researchers with a framework to explain the complexities of decision-making and motives that may guide public officials' actions (Russell, 2013a). Rationality and self-interest are used as the central theoretical points to explain how governments plan ARCs. The application of PCT into the current study has helped explain the extent to which individual and group decisions are shaped by rationality and self-interest when allocating resources in a public management setting. Unlike NPMT, PCT moves efficiency and optimal resource use to the side and instead makes rationality and self-interest, be it individual or collective, the main contributors for policy development and implementation.

The current study investigated rationality and self-interest from a PCT perspective to help explain how local governments make decisions when planning for

an ARC. Six PCT components (refer to Table 2.9), their definitions and a brief explanation on their relevance to ARC decision-making were developed to assist in providing a clear criterion for the deductive data analysis. Finally, the two overarching thematic interpretations, application of rules and homo economicus, were applied to the current study. These themes were applied to the six components to explain the motivations of actors, citizen or stakeholders, when making decisions.

Planning and Decision-making Incorporating NPMT and PCT

NPMT and PCT help to explain the ARC planning and decision-making processes in the current study. NPMT and PCT have continued to be revisited by researchers over the past 30 years, and while critical analysis and subsequent adaptations exist, there is an agreement that NPMT and PCT have influenced public sector practices and contributed to the development of public management theory (den Heyer, 2011; Eagle, 2005; Hay, 2004; Hoggett, 1991; Russell, 2013b; Zafirovski, 2001). As a result, these two theories have been used to guide the analysis in the current study in order to secure a clearer insight into the ARC planning and decision-making processes.

ARC researchers have applied NPMT concepts to ARC or sporting facilities in areas such as management (Howat, 2015; Howat et al., 2005a, 2005b; Iversen, 2018); policy (McShane, 2006a); and local government accountability (Sciulli, 2016). NPMT, however, has not been applied to ARC planning. Similarly, components of PCT have been applied to sporting facility funding (Considine et al., 2004; Considine et al., 2008; Considine & Doran, 2016; Johns, 2006; Suiter & O'Malley, 2014). However, no analysis is available to understand the rationality or self-interest components that influence ARC planning and decision-making processes for local government. The aim of the current study is to understand leisure planning and decision-making processes used by local government when planning ARCs.

Table 2.9*Summary of PCT Components in Relation to ARC Planning*

Sections	Component	Explanation of component	Relevance to ARC decision-making	Thematic interpretations
Rational decision-making	PCT 1 – optimise value	Rationality applies the logic that individuals and organisations seek to maximise the highest level of satisfaction from their economic decisions.	Value added by an ARC development decision or action.	Homo economicus Application of rules
	PCT 2- goal preferences	While rationality is goal-centred, the goals themselves are subjectively shaped by actor, citizen, and stakeholder preferences.	ARC development goals were set to benefit an actor, citizen or stakeholder preference.	
Self-interest decision-making	PCT 3 - reputation decision	Actors, citizens and stakeholders will behave in ways that enhance their reputations and status.	An actor, citizen or stakeholder's reputation or status was enhanced by a decision related to an ARC development.	
	PCT 4 – sustain power	Actors, citizens and stakeholders will behave in ways to establish and maintain control.	An actor, citizen or stakeholders' power or influence was enhanced by a decision related to the ARC development.	
	PCT 5 – allocation of government resources	In public management settings, decisions involving the allocation of scarce government resources — at both the individual and collective level — are shaped by rational self-interest.	Rational self-interest shaped how decisions were made for the ARC development, specifically around the allocation of resources to the ARC development.	
	PCT 6 – Government spending	Government spending not only reflects the desire to implement effective public policy but also reveals the personal interests and self-serving reasoning of politicians and public servants.	Government spending on ARCs were reflective of public policy, however personal and self-serving interests of the politicians or public officers were present in the decisions made.	

Connection between Leisure Planning and Decision-making

Decisions can be made without planning, but planning cannot be done without making decisions. Therefore, decisions are an intrinsic part of planning (Parent, 2015). Additionally, planning provides the information to guide the decisions (Grünig & Kühn, 2013), providing evidence to suggest that there is a strong connection between a planning and decision-making process. Veal (2017a) discusses that a leisure planning process and a rational decision-making process need to be considered simultaneously or “nested” (p.145) together within a leisure planning project. As a result, Veal developed a ten-step process representing the nested planning and decision-making process (refer to [Appendix E](#)). This process was developed from a rational comprehensive decision-making process, allowing for the implementation of planned programs, facilities and/or services. The process outlines a strategic method to cohabit the planning and decision-making process with a range of steps centred on the need to consult with stakeholders. Similar to the leisure planning models presented in Leisure Planning – Leisure Planning Models section, there is no evidence to demonstrate the theory or applications used in the development of this process or literature that identifies the effectiveness of the nested planning/decision-making process. A range of studies have included planning and decision-making in general (de Deus et al., 2015; Hamburg et al., 1974; Kniazieva et al., 2017; Reid, 2009; Wiek & Walter, 2009) and specifically to leisure (Gold, 1980; Reid, 2009; Veal, 2009a, 2017a; Western Australia Department of Sport and Recreation, 2007). However, these studies have not discussed the relationship between planning and decision-making, their connection, or reliance upon each other. This identifies a gap in scholarly knowledge to understand the connection between planning and decision-making.

Chapter Summary

This chapter has presented a review of the literature that pertains to ARC planning. The review identifies limited scholarly literature exists about the leisure planning process and particularly about ARC planning. The chapter has outlined the important roles ARCs have in communities and identified the health, well-being, social and economic benefits ARCs bring to individuals and communities. Evidence from the literature reviewed indicates the lack of research focused on leisure planning models (seven articles published in the past 50 years) and identifies a gap in the scholarly knowledge about leisure planning.

The need to explain how ARCs have been planned and decisions were made led to a literature review of NPMT and PCT and, consequently, these two theoretical lenses have been used to inform the study. First, NPMT was discussed, and the seven components explained (Hood, 1991, 1995), this was followed by a discussion on PCT and the six components related to rationality and self-interest (Buchanan & Tullock, 1999; Considine et al., 2004; Considine et al., 2008; Considine & Doran, 2016, Diekman et al., 1997; Enserink et al., 2013; Johns, 2006, Meadowcroft, 2014; Page, 2013; Pedersen, 2014; Russell, 2013a; Samuels, 1980, Sen, 2008; Shughart, 2008; Suiter & O'Malley, 2014). These components were then analysed using cross-literature analysis to determine a clear criterion for data analysis.

The literature shows that NPMT has been used to understand the extent to which commercialised, and market-oriented policies have guided leisure industry centre planning strategies, and how they have shaped decisions to construct ARCs. Examination of PCT literature identifies that theory can assist in explaining political influences involved within decision-making. The literature describes how people can be guided by their own rationality and self-interests, even in political arenas, and act in ways that will improve their personal positions and status (Shughart, 2008). NPMT and PCT have been chosen because they are widely recognised theoretical models for understanding the conduct of government and its agencies (Hughes, 2008;

Russell, 2013a), and potentially clarify managers' motives to undertake infrastructure projects and deliver services.

In summary, the literature reviewed shows that local governments in Victoria were predicted to spend more than \$933 million on their ARCs between 2017-2021 (VAGO, 2016), with limited understanding of what processes have guided the planning or informed their decision-making. In particular, the literature identified the lack of academic scholarship about ARCs, leisure planning and decision-making processes; with no literature examining ARC planning and decision-making. For example, the three planning models (U-plan, Torkildsen's ten-stage leisure planning process and standards planning) discussed in this chapter have not been rigorously tested. Therefore, for the current study, they are not considered robust sources to deductively analyse the ARC planning process. Instead, for comparative purposes, the three leisure planning models are incorporated in the Discussion chapter, to compare findings from the current study on components of ARC planning process with components of these models. The two theoretical decision-making models (NPMT and PCT) underpin the study's investigation of the planning and decision-making process employed in ARC planning. The components identified in Table 2.7 and Table 2.9 have been used deductively in the data analysis and findings will provide insights for the Discussion chapter. The leisure planning models, and theoretical lenses discussed in this chapter have been used to guide the Discussion chapter and are summarised in Table 2.10.

Table 2.10

Leisure Planning Models and Components Used in ARC Planning

Leisure planning models			Theoretical lenses	
U-plan	Torkildsen's ten- stage leisure planning process	Standards	NPMT	PCT

The dearth of research focused on leisure planning processes for ARCs has prompted the exploratory nature of the current study. Therefore, the researcher will ask two research questions:

1. How is a leisure planning process used in ARC planning?
2. How is a decision-making process used in ARC planning?

Findings from the current study, will be the first to expand understanding of ARC planning and decision-making processes and assist with future ARC planning. The methodology applied to the study, including the data collection and analysis, is discussed in the following chapter.

Chapter Three: Method

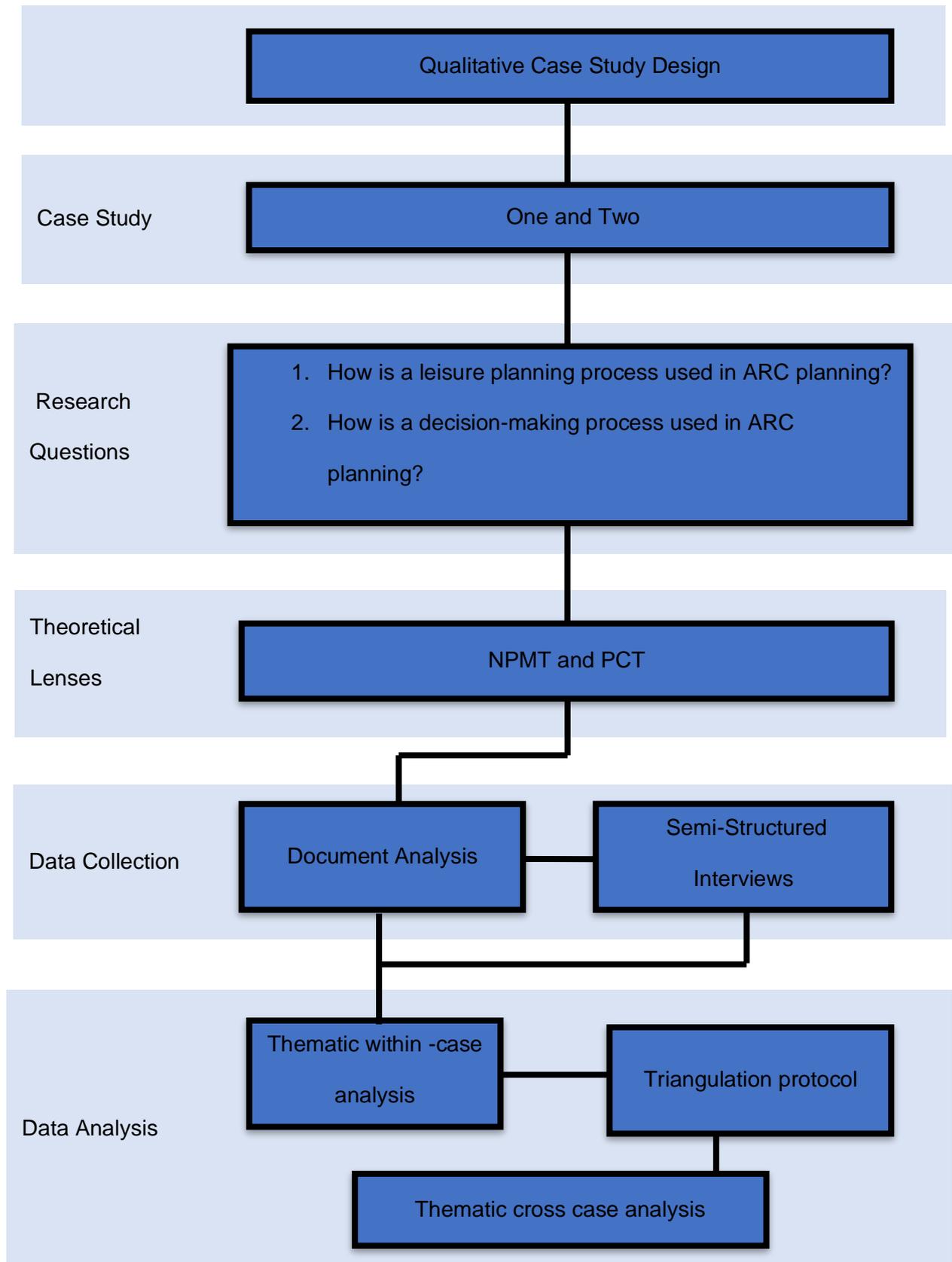
A qualitative, multiple-case-study approach is used for this study. It explores the planning and decision-making processes used in ARC planning. This chapter explains how qualitative research methods were applied and why the approaches were adopted in order to answer the research questions. The case study methodology is the strategy of enquiry, and the associated features and limitations are identified. Data collection techniques of document analysis and semi-structured interviews are then explained, with a justification for their use. The application of the trustworthiness protocol is also outlined. Data analysis processes then describe how the themes were extracted from the qualitative data. Finally, the procedures of applying trustworthiness to the data collection and analysis and ethical procedures and protocols are described. Figure 3.1 provides a conceptual representation of the qualitative case study design for the current study.

Qualitative Research

A qualitative method is adopted when a researcher attempts to capture reality as it is, or as others experience it. Qualitative research is useful for describing complex phenomena, with data based on the participants' feelings and perceptions (Taylor et al., 2016). This form of study is based on the theoretical and methodological principles of a naturalistic interpretive domain (Bailey, 2007; Merriam, 2016; Punch, 2014; Sarantakos, 2013; Taylor et al., 2016), which describes people's personal views of a particular situation or phenomenon (Punch, 2014). Qualitative analysis and interpretation can be practised in many different ways. While the qualitative analysis may produce "conceptual messiness" and empirical subjectivity, it also gives space to competing views and allows the subjects to speak without fear of being critiqued or subjugated (Sarantakos, 2013, p. 87). Qualitative processes bring together data collection and analysis to allow the identification of data to lead

Figure 3.1

A Conceptual Model of The Qualitative Design for The Current Research



seamlessly to its analysis. These links shape the coding mechanisms, which in turn reshape the analysis and, through a process of iteration, revisit and re-interpret the findings (Sarantakos, 2013).

Two points are noted for researchers to consider when constructing qualitative research: (1), each person has a different reality, and two people can view and interpret the same situation differently (Sarantakos, 2013; Taylor et al., 2016); and (2), applying a reflective analysis allows the possibility to understand the meanings people use to make sense of their lives (Patton, 2015). This helps researchers interpret and understand the participants' reasons for their actions, the way they live and the values they attach to them, and the social context of their actions (Sarantakos, 2013).

In the past, qualitative research was not always considered an essential contributor to the body of knowledge within the community sport and recreation industry. However, the importance of understanding underlying values, experiences, feelings, and emotions have been recognised, and the importance of qualitative research in community sport and recreation is now respected as much as quantitative work (Gratton & Jones, 2015). Qualitative methods enable researchers to gain a deeper understanding of the issues related to a respective industry by directly interacting and consulting with the study participants. It enables researchers to understand not only what happens but also how the phenomena evolved (Andrew et al., 2011; Edwards & Skinner, 2009; Veal & Darcy, 2014). Adopting qualitative research also allows researchers to delve deeply into specific issues and incidents in order to be familiar with how the participants operate, for example, how planners undertook the ARC planning process and explained the ARC decision-making process.

Case Study Research

The following section explains why case studies were considered an appropriate strategy of inquiry for the current study. Case studies are primarily used in a social science context when trying to understand a situation or phenomenon in its setting (Thomas, 2011; Yin, 2014). Applying case-study methods facilitates an in-depth understanding of the case, including its complexities and unique contexts (Punch, 2014).

The literature reviewed for the current study has identified a significant gap in empirical studies of ARC planning. The application of case-study methods was logical; they are known for making valuable contributions in situations where knowledge is “shallow or incomplete” (Punch, 2014, p. 124). The following sections explain the positive features of a case study, the limitations of a case-study approach and the case study design including the typology adopted for the purpose of the current study.

Positive Features of a Case Study Approach

Six key positive features have provided the rationale for using a case-study method for the current study. First, as already mentioned above, case studies are beneficial when there is limited literature on a topic (Punch, 2014). Second, the case-study methodology is well suited to governance-based studies as they provide strategies to understand processes (Stewart, 2012). This allowed the researcher to explore current ARC planning and decision-making processes and understand the context from which they were adopted.

Third, case studies are the most common approach to answer an explanatory research question (Thomas, 2016). Explanatory research sets out to explain a phenomenon and works best within a multi-case parallel investigation (Yin, 2014).

The multi-case design allows comparative links between cases to be formed, identifying their similarities and differences (Stake, 2006) and, in this inquiry, to assist in understanding how the ARC planning and decision-making processes have occurred. Two cases were investigated in the current study in order to produce a robust and powerful analysis (Yin, 2014).

Fourth, case studies are common in qualitative research as they provide details on events happening in real-life settings (Miles et al., 2014) within bounded environments (Lokke & Sorensen, 2014). Bounding the environment helps to define the case under study (Mills et al., 2010; Stake, 2006; Yin, 2014), determining the unit of analysis and enabling parameters to be applied (Simons, 2009). The bounding parameters in the current study restrict the research to ARCs owned by local governments; focusing on the real-life experiences of people involved in planning ARCs.

Fifth, case studies have the ability to answer 'what' has happened and 'how' and 'why' questions (Edwards & Skinner, 2009; Saunders et al., 2012; Thomas, 2016; Yin, 2012). 'How' and 'what' questions are often associated with qualitative research, as they enable respondents to describe their experiences (Saunders et al., 2012; Whetten, 1989). The 'how' questions in the current study investigated the processes used in ARC planning and decision-making.

The application of the NPMT and PCT theoretical lenses ensures that detailed explanations are drawn out of the data and enables an understanding of 'how' the phenomena occurred (Jones, 2015). The theory provides additional bounding in the unit of analysis (Lokke & Sorensen, 2014) and is essential to explain the variances in the area of interest (Colquitt & Zapata-Phenan, 2007; Johnston et al., 1999). The application of NPMT and PCT in the current study have provided the boundaries and focus on how ARC planning and decision-making take place.

Finally, another positive feature of case-study methodology is its ability to utilise multiple sources of evidence (Baxter & Jack, 2008; Bryman, 2016; Johnston et

al., 1999; Yin, 2012). Triangulation of raw data with other data sources minimises weaknesses and enhances the validity and trustworthiness of the results (Baxter & Jack, 2008; Bryman, 2016; Miles, et. al., 2014). This approach has allowed the research data in the current study to be confirmed and verified. However, case studies are not without their limitations, and the following section describes related limitations and how they have been addressed in this study.

Limitations of Case Studies

Two key limitations are recognised in the current study. The first limitation is rigour which has attracted much commentary (Bryman, 2016; Edwards & Skinner, 2009; Patton, 2015). Researchers have suggested that case studies lack validity and reliability and can reveal questionable collection, construction, and analysis techniques (Edwards & Skinner, 2009; Hamel et al., 1993). One reason for this is the need to analyse non-scientific data, such as documents and interviews (Bryman, 2016). Researchers can analyse case-study data subjectively and, therefore, fail to provide an objective view (Yin, 2012). To mitigate this limitation, triangulation was employed in the data analysis of the current study (Patton, 2015). Two case studies and two sources of data, documentary evidence and interviews, were implemented to triangulate the results or provide numerous measures of the same phenomenon (Yin, 2014). This measure has encouraged objectivity rather than subjectivity (Miles et al., 2014).

Generalisability is the second potential weakness recognised in case study design. Scholarly debate has often questioned the role generalisations have in case studies (Stake, 1995; Yin, 2014), with researchers questioning the ability to generalise based on one or two cases (Flyvbjerg, 2006). These claims are refuted by Yin who argues that, with the addition of theoretical propositions, the goal of case studies is to expand and generalise theories or create analytic generalisations (Yin,

2014, 2016). Analytic generalisations use previously developed theories as a template to compare the empirical results of a case study. In this form of analysis, each case is viewed individually with the intention of understanding the way in which it relates to the theory (Rowley, 2002). The theoretical lenses of NPMT and PCT have been included in the current study to create analytic generalisations. This allows the data to be categorised deductively, rather than to generalise on the cases alone. Furthermore, the cases studied have been purposefully selected to represent current ARC development trends (refer to Current ARC Development Trends in Victoria, Australia section) to allow findings to be applied to other cases (Miles et al., 2014) related to ARCs particularly in Australia and potentially globally.

Careful planning and an awareness of these limitations have guided a rigorous approach to case study methods. This study's method has remained mindful of Sarantakos' (2013) explanation that no study is problem free and case studies are as legitimate as any other form of research.

Case Study Design

There are numerous types of case studies (Simons, 2014). Despite this variability, researchers have developed typologies to guide case-study research (Bassey, 1999; Geering, 2004; Gillham, 2000; Gomm et al., 2000; Stake, 1995; Thomas, 2011, 2016; Yin, 2014), with no universal consensus on the best approach (Curtis, 2015). The current study has adopted Thomas's (2011, 2013, 2016) case-study typology which is well-respected amongst case study researchers for providing extended and flexible processes for describing a case study method (Curtis, 2015; Eriksson & Kovalainen, 2016; Simons, 2014).

In framing his typology, Thomas (2016) identifies the essential categories of case study design as subject, purpose, approach and the process (Figure 3.2). Identifying and contextualising these categories has provided a framework for the

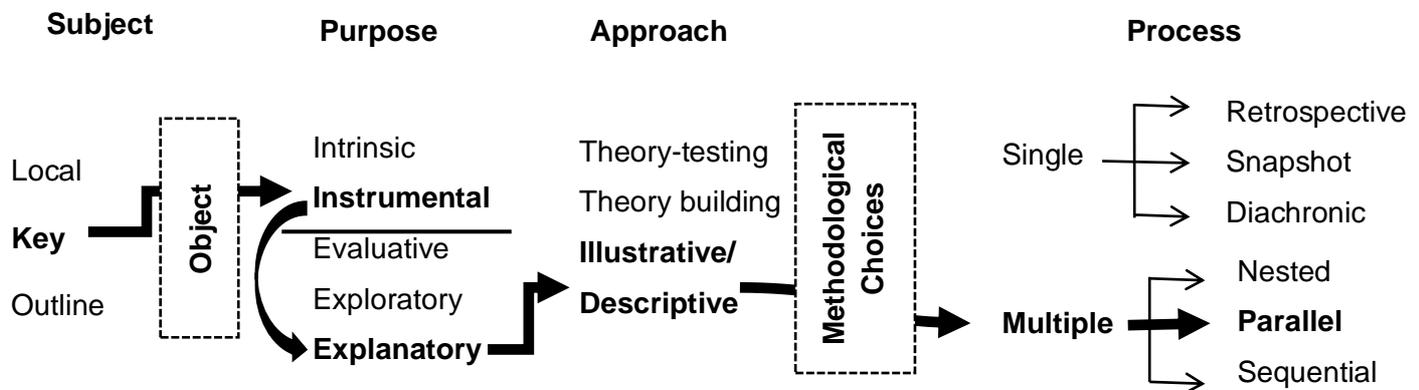
study. The typology presented in Figure 3.2 represents a linear structure; however, it is important to note that not all the decisions regarding the research method followed a linear structure. The current study started with the research questions, which initially framed the study, and the method was developed around this. The application of 'Thomas's typology', however, allowed for flexibility and provided the study with detailed options for consideration in order to explain the design and methodological choices incorporated into the case studies. The arrows in bold type in Figure 3.2 represent the process undertaken for steps of i) subject, ii) purpose, iii) approach and iv) process.

The following sections do not attempt to unpack the four steps in Thomas's case-study typology; rather, the relevance of these steps is applied to the components of the current study. This is common practice when Thomas's typology is used in a thesis (Carlton, 2016; Curtis, 2015), avoiding confusion and providing clarity as to why methods were adopted.

Subject. The case-study site represents the subject of the study (Thomas, 2011, 2016). The subject takes its lead from the theoretical interest or the object of the study (Thomas, 2011) and is chosen because it is an interesting, unusual or revealing example of the object of the research (Thomas & Myers, 2015). The subject for the current study was determined by examining key cases, that is, in order to understand current ARC planning and decision-making processes. The key cases, therefore, were ARCs, located in metropolitan Melbourne in Victoria, Australia. Infrastructure funding opportunities in Victoria, has seen an increase in the rate of ARC developments and redevelopments that have occurred in metropolitan Melbourne since the early 2000s (refer to Current ARC Development Trends in Victoria, Australia and Table 2.4).

Figure 3.2

Application of the Case Study Typology



Note. Adapted from “A Typology for The Case Study in Social Science Following a Review of Definition, Discourse, And Structure”, by G. Thomas, 2011, *Qualitative Inquiry* 16(6), p. 518. (<http://qix.sagepub.com/content/17/6/511>). “How to Do Your Case Study”, G. Thomas, 2016, p. 116.

The object of case-study research is recognised as the “heart of the study” (Thomas, 2011, p. 514). Hence, the heart of this study is to understand local government ARC planning and decision-making processes.

Purpose. The purpose of a case study is to explain the planning and decision-making processes in ARC planning. It is important to define the type of case that is going to be employed first, as this will determine the methods applied to the study (Stake, 1995). The literature explains that there are two types of a case study, intrinsic or instrumental (Stake, 2005). However, beyond the characteristics of intrinsic and instrumental, researchers need to decide if the purpose of their research is to complete an evaluative, exploratory or explanatory case study (Thomas, 2016; Veal, 2017b; Yin, 2012). The current study has employed an instrumental case study

using explanatory methods to understand the ARC planning and decision-making processes for two cases in metropolitan Melbourne.

Instrumental case studies are used to give a focused insight into an issue that is often broader than the case (Thomas, 2016). An instrumental case is completed with a purpose in mind, where the case study is used as a tool to understand something else (Thomas, 2016). In this research ARCs were studied to understand how ARC planning and decision-making processes were specifically undertaken.

An explanatory case study seeks to understand 'how' a phenomenon has occurred (Yin, 2012). This form of case study assists to explain a process (Noor, 2008). An explanatory case study was deemed suitable for the current study because it attempts to understand how leisure planning and decision-making processes are used in ARC planning. Once the purpose of the study is established, the next step is to determine the approach.

Approach. The approach further develops the analytical frame by determining how the study is to be completed (Thomas & Myers, 2015). The illustrative/descriptive approach allows the researcher to "get 'inside the problem' by allowing the experiences of, [in this case, ARC planners] to be expressed" (Thomas, 2016, p. 143). This approach also allows the researcher to share the local government planners' experiences by using their own knowledge and experience to make sense of the story (Thomas, 2016). As every case study must have some form of theory to underpin the investigation (Yin, 2012), the approach determines how this is applied and how it affects the case. The current study has applied the theoretical lenses of NPMT and PCT to understand the ARC planning and decision-making processes. Theories for the current study are used as lenses, forming a "temporary construct which takes shape for and by empirical work" (Jenkins, 2002, p. 67). The available literature determined the theoretical perspectives for the current study. Researchers have generally referred to NPMT and PCT and their influence on

government sport and leisure provisions (Considine et al., 2004; Considine et al., 2008; Considine & Doran, 2016; Cramer, 2013; McGrath, 2009; Murdock, 1994; Slack, 2004; Thibault et al., 2004) and ARCs (Sciulli, 2016; Taylor, 2015; VAGO, 2016). The current study explored this influence in more detail to specifically identify what components of NPMT and PCT were used to assist in explaining ARC planning and decision-making processes.

The two theoretical lenses assist in explaining how ARC planning and decision-making processes were used in a local government setting. The two lenses were used to focus on perspectives or situations that otherwise may not have been noticed (Sutton & Shaw, 1995). Hence, theory has been used first, to provide more defined boundaries to the cases, second, to explain the planning and decision-making processes of ARCs, and third, to assist in understanding why these processes were used in current practices.

Descriptive case studies seek to describe and understand a particular situation and interpret this from the view of the people involved (Schwandt & Gates, 2018; Yin, 2014). According to Punch (2014), explanatory knowledge is not complete without the assistance of a descriptive approach, and he argues that “description is the first step towards explanation” (p. 20). As a result, an illustrative/descriptive approach was adopted by applying the theoretical lenses of NPMT and PCT to describe local government processes when planning for an ARC.

Once the approach was decided, the researcher determined the methodology the case study would adopt. By implementing a qualitative interpretive framework, the study focuses on the perceptions, opinions, beliefs and practices of individuals and assigns these views with significant meaning (Gratton & Jones, 2015). The current study has incorporated the triangulation of documents and interviews to address the conceptual messiness of dealing with organisational issues, especially when they revolve around ARC planning. This approach has given space to a broad

array of stakeholders whose interests are often in conflict and not always directed to the common good. The next step is the operational process.

Process. Single and multiple-case-study approaches can be used when completing case studies (Andrew et al., 2011; Yin, 2014). A single case study could have answered the questions posed by the current research; however, a multiple-case-study approach was chosen to provide a more in-depth understanding of how planning and decision-making processes are used in ARC planning. A multiple-case-study consists of two or more cases (Yin, 2012). They provide the means for cross-case patterns to emerge (Yin, 2014) and strengthen the “precision, validity, stability and trustworthiness” of the findings (Miles et al., 2014, p. 33). However, the application of two cases does not make the cases generalisable. Rather, it was anticipated that the application of multiple cases in the current study would provide findings that had application beyond the two cases by expanding and generalising theories or creating analytic generalisations.

The two cases selected for the current study were selected using a non-probability sampling process called convenience sampling. This is a method of sampling that is adopted by a researcher for reasons of accessibility (Bryman, 2016). Convenience sampling is a method that is often used in social research (Bryman, 2016) and has been applied to the current research due to the substantial amount of ARC developments in metropolitan Melbourne, Australia. Completing the research in metropolitan Melbourne, Australia allowed the researcher to obtain pragmatic conclusions while adhering to budgetary and time constraints involved in completing a PhD.

Purposeful sampling was employed to ensure the cases selected for the current study were planned and developed by local governments in metropolitan Melbourne. This allowed for cases central to the research questions to be selected, ensuring they would provide rich, in-depth knowledge (Minichiello et al., 2008;

Patton, 2005, 2015). The application of replication logic is recommended with the use of multiple cases (Yin, 2014). Replication logic allows individual cases to be viewed independently; however, they have the same research protocols applied to them (Chirico & Nordqvist, 2010; Yin, 2014). Cases can be selected to have similar results (literal application) or to produce contrasting findings (theoretical replication) (Yin, 2014), with the ultimate goal to achieve a framework applicable to other cases (Kennelly, 2011). As pointed out earlier, current trends in ARC planning demonstrate that local governments are spending increasing amounts on their ARC developments (Table 2.4). Therefore, it was essential for the current study to purposefully select key cases reflecting this trend. Purposefully selected cases allow for similarities and differences across the cases to be examined and for the cases to be investigated in parallel (Hillebrand, et al., 2001; Smith, 2010; Yin, 2014). As a result, the process involved the conduct of a convenience sample that comprised purposefully selected multiple cases, studied at the same time, with the understanding that findings from one study did not impact the other (Thomas, 2016).

Case Study Selection

The selection of these ARCs was determined through the constraints of a selection criterion. This was applied to ensure the cases catered to the needs of the study and to ensure information-rich cases were selected (Patton, 2015; Silverman, 2011; Yin, 2012). The following five criteria informed the selection of cases and are explained in more detail below. The case study ARCs, must:

- be located in metropolitan Melbourne, Victoria, Australia;
- be open for fewer than three years at the time the current study started (this was in 2013);
- be multi-purpose including pools, gyms, etcetera;
- the cost of the redevelopment is above \$30 million at completion; and

- the ARCs have independent market catchment areas, i.e., a radius that is further than ten kilometres in diameter.

The first criterion was established through several means, (a) metropolitan Melbourne has had a significant rise in the number of ARCs developed since 2000 (Table 2.4). This rise is attributed to the Victorian Government's long-term commitment to the support of the development of ARCs (McShane, 2009; SRV, 2003, 2005, 2006, 2007, 2008, 2009, 2013). Moreover, (b) the study sample was employed by applying a convenience sampling technique (refer to Case Study Design – Process section). The research questions guided the second criteria, notably based on the time of the conduct of the study, it investigated 'current' ARC planning and decision-making processes. A specific date was included to provide a meaningful and clear constraint (Carlton, 2016; Curtis, 2015). The third criterion for case studies was determined by Victoria State government policy, that is, the Victorian Government stipulated that its funding would be awarded only to sporting infrastructures that provide multi-purpose activities (SRV, 2002, 2003, 2005, 2006, 2007, 2008, 2009, 2013). Criterion four was determined by Table 2.4, that shows current costs of building a new ARC are more than \$30 million. The final criterion ensures that the case-study ARCs were not located in an area that would attract the same catchment areas i.e., they are not located within a ten kilometre radius from each other. Two cases matched the five criteria.

An associated manager of the selected cases was contacted by email and then by phone to discuss the possibility of their involvement. In this initial contact, participants were informed about the current study research questions (through the Information to Participants form, refer to Semi-structured Interviews - Interview Schedule section) and their responsibilities. The study expectations were clearly articulated, and participants were provided with the opportunity to ask questions. Once the representatives of the ARCs had accepted the invitation to participate in the current study, the data collection process began.

Data Collection

Effective case-study evidence is derived from multiple sources of data triangulated to tell the story of the study (Thomas, 2011, 2016). Two sources of data were incorporated into the current study: documents and semi-structured interviews. The two data sources were applied to both cases, providing the current study with four sets of data to complete the analysis. These will be explained in the following sections.

Document Review

A document is considered to be “any symbolic representation that can be recorded or retrieved for analysis” (Altheide, 1996, p. 2). Documents are pieces of material written or produced under a “natural setting” by people who were actively involved in the process for which they were written (Karppinen & Hallvard, 2012, p.5).

Documents have contributed to the current study by understanding the history and context of the local government’s planning and decision-making processes. Documents have a specific value because they can reveal the underlying realities of the organisation (Bryman, 2016). In the case of the current study, documents have assisted the researcher to track changes over time and served as the most effective means of gathering data because the ARC planning process had ceased and could no longer be observed. The documents also helped to obtain details that may have been forgotten by respondents (Bowen, 2009). Thus, document analysis was an essential process in the current study.

A document review can bring many strengths to qualitative research. Documents for example, allow the current study to reflect on past events (Sarantakos, 2013). This meant the researcher was able to access documents written at the time of planning and able to understand the underpinnings of ARC

planning and decision-making processes, without relying solely on the memory of individuals. The influences of researcher bias are limited as the documents were written for other purposes than the study (Sarantakos, 2013). Documents are generally easy to obtain from organisations and, therefore, can be gathered to enable analysis to commence early in the research process (Silverman, 2011). Documents can assist with specific information such as dates or organisation names, which may not be remembered in other circumstances, such as interviews (Yin, 2014). Documents are nonreactive because they are generally written for other purposes and not influenced by behaviours or relationships that may misrepresent the results (Buttolph Johnson et al., 2016). Finally, documents assist the triangulation process, especially when matched with other data collection methods (Yin, 2014), such as interviews. This means they can assist in verifying and expanding details provided through other sources (Yin, 2014). These characteristics influenced the decision to use a document review in the current study.

Similar to other research methods, document reviews do have their weaknesses (Buttolph Johnson et al., 2016; Farmer et al., 2006). These include retrievability, accessibility and bias. Retrievability refers to the difficulty of obtaining information (Bryman, 2016; Sarantakos, 2013; Yin, 2014). The researcher was reliant on the organisation to provide the documents, as many documents were not publicly available (Buttolph Johnson et al., 2016; Yin, 2014). This could lead to a biased sample being provided by the organisation, which, in turn, could lead to an incomplete sample (Yin, 2014). To mitigate the retrievability, accessibility and bias weaknesses, the researcher asked for specific sources of data, pertaining to the ARC planning and decision-making processes; these included documents such as meeting minutes, local government documents and consultancy reports.

Document Sources and Collection Process. The documents for the study were obtained from three sources: the local governments who owned the ARCs, the

Australia and New Zealand Newsstream database, and the interview respondents. The local government-supplied documents such as council documents, consultancy reports, council minutes and other related documents (such as state government policy reports, related journal articles and personal communication). Newspaper articles were sourced from the Australia and New Zealand Newsstream database. If respondents discussed a document that had not been previously received, the researcher asked for permission to access this document. Once document collection became exhaustive, it was subjected to a quality assessment. This involved applying a quality documents assessment criteria, which assesses documents in terms of authenticity, credibility, representativeness and meaning (Bryman, 2016). The criteria and associated definitions are presented in Table 3.1.

Table 3.1

Quality of Document Assessment Criteria

Assessment criteria	Definition
Authenticity	The legitimacy of the document, the origin is undisputable.
Credibility	Document free from error and not altered.
Representativeness	The document is typical of its kind.
Meaning	The document is clear and understandable.

Note. From "Social Research Methods" by Alan Bryman, 2016 (5th ed.), p.546.

Once documents were assessed they were placed in chronological order. It was essential for a timeline to be established to ensure documents were organised in a time dimension and analysed accordingly (Bryman, 2016). This assisted in establishing the order of the ARC planning processes and determining when decisions were made. The documents were then assigned a unique identifier number (ARC 1 or ARC 2 and document number) to assist with identification throughout the thematic analysis (refer to Thematic Analysis section) and triangulation protocol

(refer to Triangulation Protocol section) processes. The document review clarified the procedures undertaken in the ARC planning and decision-making processes and informed the interviews.

Semi-structured Interviews

The interviews were used to further develop and understand the ARC planning and decision-making processes of the two cases. This method was appropriate for this phase as it provided detailed insights into the respondents' work experiences and offered rich detail into the political, financial and community issues of the ARC cases (Andersson & Mattsson, 2010; Halinen et al., 2013). Interviews are a method commonly used in qualitative research and have been described as one of the most important when completing case studies (Edwards & Skinner, 2009). The aim of an interview is for two people to have a conversation, with the purpose of one person sharing their personal experience with the other (Yin, 2014). This allows the researcher to understand the other person's perspective by trying to understand what is in and on someone else's mind (Josselson, 2013).

Semi-structured interviews were deemed the most appropriate for the current study. This involved having a set of predetermined questions to ask the respondent, to provide structure; however, it allowed for flexibility to improvise, depending on the flow of the conversation (Patton, 2015). The flexibility provided in the semi-structured questions meant there was scope for the researcher to ask probing questions to seek further clarification and assist the respondent to tell their story (Veal, 2017b). The use of only predetermined questions would have induced preconceived notions from the researcher, rather than gaining the perspectives of the people involved in the ARC planning and decision-making processes. Therefore, a flexible approach provided scope for individual perspectives and experiences to emerge. The interview

questions were worded to encourage open-ended responses (Low, 2013; Minichiello et al., 2008).

Interview Schedule. The interview schedule was created from the reviewed leisure planning, NPMT and PCT literature and framed to answer the research questions (refer to [Appendix F](#)). The interview questions focused on the participants' involvement in the planning and decision-making of the ARCs and allowed for temporal variations in perceptions in the ARC planning and decision-making processes to be discussed (Turner, 2010). The interview schedule was designed to give the interviews direction and discussion points (Minichiello et al., 2008). Eleven questions were used in the interview schedule. The first question was designed to establish the respondents' involvement in the ARC planning and decision-making process. The respondents were asked, "At the time of planning XXXX, what organisation did you work for and what was your job title?" Question two was more open-ended, designed to encourage the respondents to speak freely and to recall their personal experiences (Brinkmann & Kvale, 2015). Questions three to six specifically related to identifying the planning processes used in the development of ARCs; identifying the processes used, noting perceptions of return on investment; identifying the extent to which commercialised and market-oriented policies guide leisure industry facility planning; and noting the political environment surrounding the ARC planning and the resources that assisted in the ARC planning process. Questions seven to nine related to the PCT themes of application of rules and homo economicus to: understand the rationality of decision-making to serve the self-interests of those involved in the ARC planning process; understand the use of resources in the decision-making process; and identify how the decision was made in the planning of the ARC. Question ten provided respondents with the opportunity to make additional comments they believed relevant to the study. Finally, question eleven employed a snowballing sampling technique where respondents were asked

to recommend any people, they believed had played a significant role in the ARC's planning and decision-making process.

Pilot Interview. A pilot interview was conducted to test the interview schedule. The pilot interview was a mechanism to determine if the proposed interview schedule adequately captured the ARC planning and decision-making processes, while also ensuring the interview schedule was clear, understandable and provided logical sequence (Minichiello et al., 2008). Literature suggests that at least one pilot interview should be undertaken (Roewley, 2012) with someone who is associated with the topic but will not limit the study population (Gill et al., 2008). Thus, the person interviewed for the pilot interview had been involved in the ARC planning and decision-making process of an ARC but was not related to either of the case studies. The pilot interview findings revealed that the interview schedule was well sequenced, and the questions flowed and allowed for flexibility, enabling the research questions to be investigated while allowing unique empirical material to emerge.

Sample Selection and Recruitment. Purposeful sampling allowed the researcher to target people who were directly relevant to the topic of study (Jacob & Furgerson, 2012). Initially, people identified in the document review were sought. To ensure saturation of data, respondents were asked to identify other people who were key decision-makers in the ARC planning and decision-making processes. Data saturation is gained when no new information can be obtained from continued data collection (Minichiello et al., 2008). Prospective respondents were contacted via email (refer to [Appendix G](#)), inviting them to be involved in the current study. These emails contained an 'Information to Participants' form (refer to [Appendix H](#)) and a 'Consent Form' (refer to [Appendix I](#)) as per the Victoria University ethics protocol. It was anticipated the interviews would last between 30 to 60 minutes, would be

recorded and transcribed verbatim, and would be undertaken at a quiet public location of their choice. Ethical issues pertaining to fieldwork involving human participants were addressed by attaining ethics approval from Victoria University Ethics Committee (HRE 14-321) (refer to [Appendix J](#)).

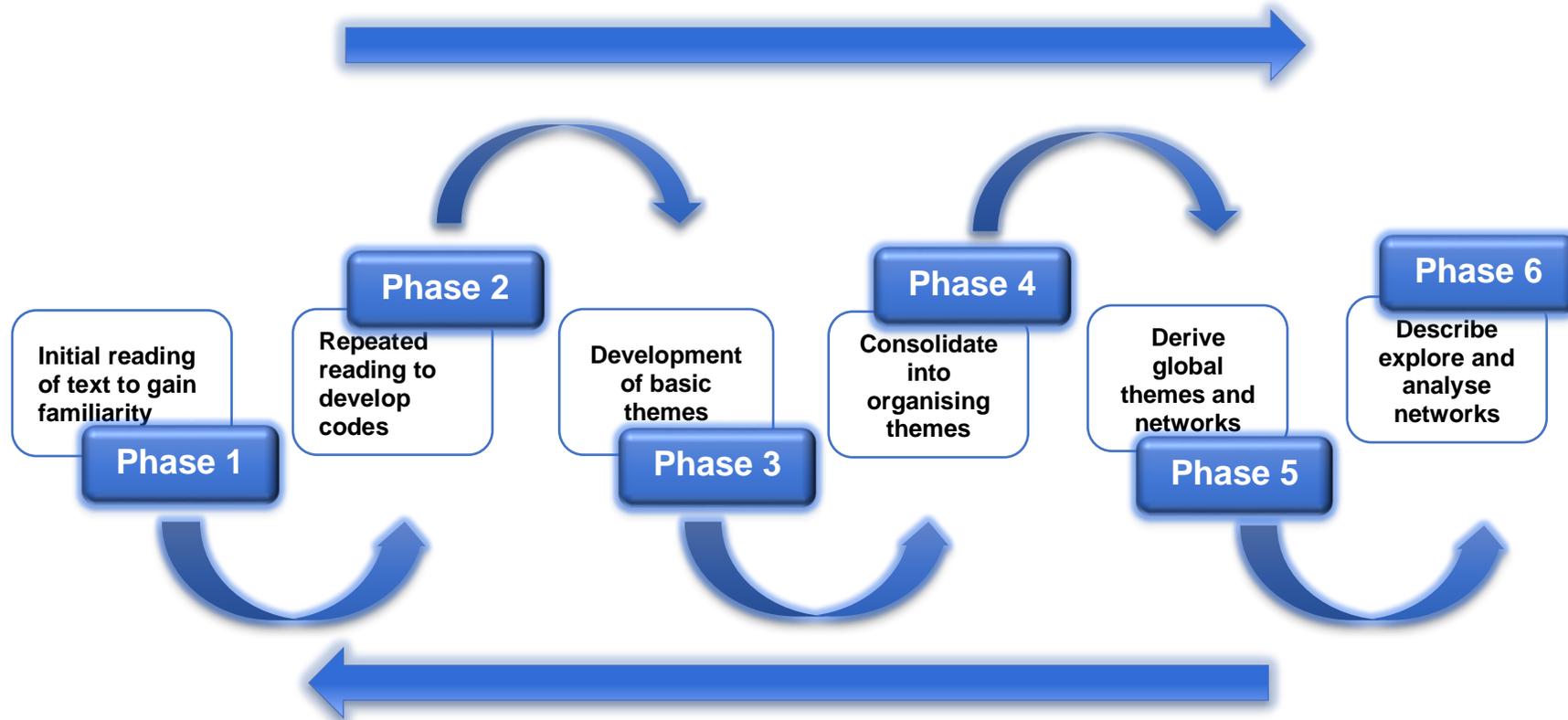
Respondents were assured of anonymity and confidentiality. This was achieved in two ways. First, to ensure anonymity, an individual pseudonym was attached to each interview transcript. ARC 1 respondents were given a name starting with the letter O, and ARC 2 respondents were assigned a name starting with the letter T. The pseudonyms were applied in this manner to de-personalise statements and clearly identify their association with ARC 1 or 2. Second, to ensure confidentiality of information collected from respondents, there was no mention of previously interviewed respondents or who was scheduled. (Morris, 2015).

Thematic Analysis

A thematic analysis technique was applied to the document review and interview transcripts to identify the recurrent themes in the ARC planning and decision-making processes. Thematic analysis is a useful tool for sport and exercise researchers, it provides a means to understand people's experiences in understanding processes to explain a particular phenomenon (Fusch & Ness, 2015). The six-phase thematic analysis based on Braun et al., (2016) and Walters (2016) is illustrated in Figure 3.3. Thematic networks were used to systemise the extraction of data (Attride-Stirling, 2001). Four levels of analysis were conducted in the current study, this included coding, basic themes, organising themes and global themes (Walters, 2016). The role these levels played in the thematic analysis is explained in the following sections. Codes and themes were used to link data (Attride-Stirling, 2001; Braun & Clarke, 2006) in the documents and semi-structured interviews to the empirical and theoretical models of ARC planning and decision-making. Even though

Figure 3.3

The Six Phases Thematic Analysis Process



Note. From “An analysis of media representations of the luxury in and of second home ownership in New Zealand 1936–2012” by T. Walters, 2014, p.132.

the six-phase process is presented in a linear diagram, the thematic analysis process was conducted in a repetitive and recursive manner, with the researcher constantly moving back and forth between the phases (Walters, 2016). The thematic analysis was undertaken individually for each ARC; providing the researcher with the ability to complete a within- and cross-case analyses. The six phases are explained in the following sub-sections.

Phase One: Initial Reading of Text to Gain Familiarity

The documents and interview transcripts were initially reviewed to gain an understanding of the context and a preliminary understanding of processes used in the ARC planning and decision-making processes (Walters, 2016). In the familiarity stage, initial ideas were noted in a reflective journal outlining potential points of interest which involved processes of transforming the information to data by reading the text analytically and intuitive sense-making (Attride-Stirling, 2001; Braun & Clarke, 2012; Braun et al., 2016; Clarke & Braun, 2013; Walters, 2016). The goal of this phase was to become intimately familiar with the texts' contents and relate the data to the research questions (Braun et al., 2016).

Phase Two: Repeated Readings to Code Text

Phase two of the thematic analysis introduces coding to the analysis. The document and interviews were examined with the research questions in mind (Braun & Clarke, 2012) to examine the text by grouping evidence and labelling ideas. Coding is the use of a word, short phrase, sentence or a whole paragraph which symbolically assigns meaning to raw data (Braun & Clarke, 2012). This assists in formalising ideas and perspectives into manageable and meaningful segments, which later can be grouped into themes (Miles et al., 2014; Saldana, 2013). All elements of data were considered to be valuable; therefore, any

inconsistencies or conflicts appearing in the data were coded for further consideration in the analysis process (Creswell & Plano Clarke, 2011). Braun and Clarke (2006) suggest that decisions need to be made about the level to which decisions are made when applying thematic codes. Therefore, the current study applied latent coding, as this helps to understand the underlying notions, perceptions and ideologies relating the theories to the object of the current study (Kiger & Varpio, 2020). The latent codes give meaning to the phenomenon and provide the researcher with theorised descriptions to analyse the data by exploring the “underlying ideas, assumptions, and conceptualisations” (Braun & Clarke, 2006 p. 84) of the data.

A hybrid method of analysis has been applied to the study; this is the application of deductive and inductive methods of coding categorisation (Braun & Clarke, 2006). The hybrid method simultaneously applies the predetermined theoretical components of NPMT and PCT, while allowing the provision of new categories to emerge from raw data (Braun & Clarke, 2006; Brixey et al., 2007; Fereday & Muir-Cochrane, 2006). Even though inductive and deductive processes were employed simultaneously, these two forms of analysis were undertaken separately. The following paragraphs explain how the inductive and then deductive analyses were employed.

To ensure the current study was open to new knowledge beyond the parameters of NPMT and PCT, and to elicit the ARC planning and decision-making processes, the inductive analysis was also applied to the data. The inductive analysis focuses on the data (Braun & Clarke, 2006) by allowing themes to emerge by exploring the data for patterns and themes (Elo & Kyngas, 2008). In this process, the data were used to identify any new codes (Thomas, 2006). This allowed the data to assist in telling the story and unexpected outcomes to be revealed.

The deductive analysis was used to operationalise the analysis based on previous theoretical knowledge (Brixey et al., 2007). This means the analysis was guided by the assignment of predetermined theoretical concepts to words, phrases or passages of text

(Evans et al., 2014). The predetermined theoretical codes were derived from the NPMT and PCT literature. Each deductive code was added to a coding template and given a 'coding rule' (Mayring, 2000; Patton, 2015), this provided exact specifications as to why the text was coded under each component (Mayring, 2000). The predetermined codes identified in Table 2.7 and Table 2.9 in the literature review (Chapter Two) allowed the codes and themes to be determined by the theoretical interests of the research, which can sometimes be lost in the inductive process (Mayring, 2000).

The data was read and reread with new codes and ideas being formed with each reading (Braun & Clarke, 2006). Multiple readings of the data enabled the generation of different codes (Braun & Clarke, 2006). This ensured as many initial codes as possible could be generated from the data set (Braun & Clarke, 2006; Clarke & Braun, 2013; Patton, 2015). Coding restrictions were placed on the data, i.e., information was considered a code when similar information emerged in at least three documents or semi-structured interviews (Creswell & Plano Clarke, 2011).

To assist with the data coding process, the computer software program QSR NVivo Version 11 was used. Electronic versions of all documents and interviews were uploaded into the software program ready for the researcher to read and review. Before coding commenced, the deductive codes of NPMT and PCT were entered through the *Nodes* application. The inductive codes on the other hand, were entered through the *Nodes* application as they emerged from the data. NVivo was then used as a tool to interpret and understand the data with sections, paragraphs or sometimes words being placed into codes reflecting the same meaning. NVivo was also used as an organisational tool to assist in developing the basic (refer to Phase Three: Development of Basic Themes section), organising (refer to Phase Four: Consolidation into Organising Themes section) and global (refer to Phase Five: Deriving Global Themes and Networks section) themes. To ensure validation, credibility and trustworthiness of data analysis, cross-checking coding procedures were instigated. The cross-checking involved a process of the researcher and two

supervisors checking the codes and themes for meaning and interpretation discrepancies (Braun et al., 2016; Terry et al., 2017).

Phase three: Development of Basic Themes

Phase three of the thematic analysis involves consolidating the codes developed in phase two by organising them into basic themes (or categories) (Attride-Stirling, 2001; Braun & Clarke, 2006, 2012; Walters, 2016). A theme “captures something important about the data about the research question and represents some level of patterned response or meaning within the data set” (Braun & Clarke, 2006, p. 82). In regard to the prevalence or quantification of themes, Braun and Clarke (2006) reject the need to quantify themes in thematic analysis, suggesting “ideally, there will be several instances of the theme across the data set, but more instances do not necessarily mean the theme itself is more crucial” (p. 82).

Codes that seemed similar or had a unified feature were gathered together to form a basic theme (Braun & Clarke, 2006, p. 82). Codes that did not fit into a theme at this point were coded ‘miscellaneous’. As themes were refined, the codes were revisited to ensure they suited the basic theme (Braun & Clarke, 2012).

Phase Four: Consolidation into Organising Themes

The fourth phase involves further consolidation; this time, the basic themes were condensed to form higher-level organising themes. The subsequent organising themes were then defined and named (Bernard et al., 2017; Braun & Clarke, 2006).

The organisational codes were checked against the data extracts to ensure the meaning and interpretation of basic themes matched that of the higher-order themes. When the uniformity of the organising theme was questioned, the basic themes were reviewed and revised (Attride-Stirling, 2001; Braun & Clarke, 2006; Walters, 2016).

Phase Five: Deriving Global Themes and Networks

The global theme is the highest order theme in thematic analysis. This theme describes the “essence” of the underlying organising and basic themes and identifies the type of data encapsulated (Braun & Clarke, 2006, p. 92). When the fifth phase of the thematic analysis was applied, the themes were once again tested to measure the homogeneity of the previous phases. This final test was completed as a team discussion between the researcher and two supervisors who are experienced in qualitative analysis. The conversation enabled different interpretations to be discussed and adjustments were made.

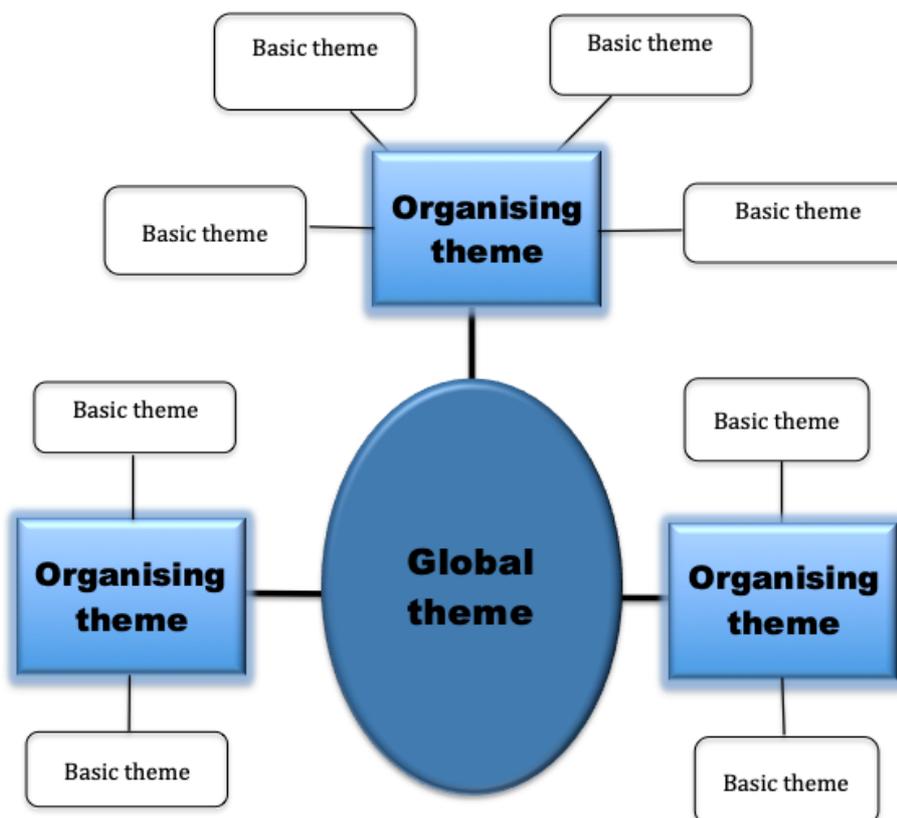
Thematic analysis is presented as “web-like maps”, depicting three levels of thematic analysis: basic themes, organising themes and global themes (Braun & Clarke, 2006, p. 92). The thematic map is designed to illustrate the theme relationships to each other (refer to example in Figure 3.4) and assist in answering the research questions. Thematic maps were developed for the two cases based on their unique stories and underpinning patterns (Walters, 2016). The thematic maps are presented in the following three Result chapters.

Phase Six: Producing the Report

Determining the thematic network and representing it as a visual tool provided the researcher with insights for presenting the results in an easy and transparent nature (Attride-Stirling, 2001, p. 388). Initially, each thematic network was explored and explained within its own case. Where possible the themes were explained in the order, they occurred, this helped to explain the process used and allowed the story of how ARC planning and decision-making processes were conducted. The results about the thematic networks have been presented in Chapter Four and Chapter Five.

Figure 3.4

An Example of the Thematic Map



Process Mapping

The basic themes were placed in a process map after the completion of the thematic analysis. Process mapping is a technique widely used to assist in organisational development and improvement. It is a process recognised for uncovering and capturing knowledge that resides within people and processes (White & Cicmil, 2015). The process map was essential to understand the ARC planning timelines, decisions made and how these decisions determined the planning processes that followed. The process maps were

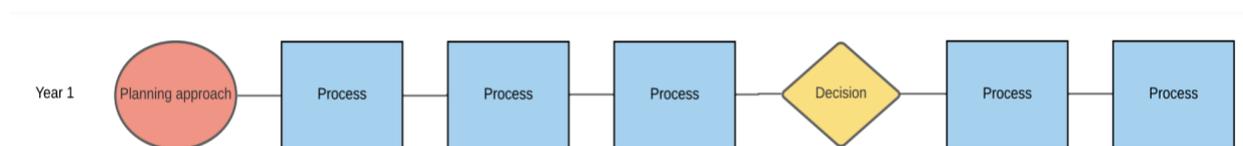
used to illustrate how ARC planning processes and decisions interrelate and connect with each other, through analysing the patterns and relationships (Nakatsu, 2009).

Three key advantages are recognised for adopting process maps rather than the use of verbal descriptions alone (Nakatsu, 2009). First, a process map can depict information effectively and efficiently, providing the reader with a visual interpretation of data. Second, a process map can assist in seeing patterns. This is an integral part of the current study, particularly in understanding the patterns leading to ARC planning processes being used, how they lead to decisions and how decisions affect the processes adopted. Third, the process map provides the written explanation with structure, detailing processes and decisions as they occurred and focusing on the use of consistent language.

An illustrated example of the process map (Figure 3.5) recognises that the ARC local government begins with a planning approach. A chronological sequence of processes then occurs comprising the resources adopted (American Society of Mechanical Engineers, 1947; Nakatsu, 2009) during the ARC planning process. The processes are represented by the basic themes identified through the ARC planning process, thus providing a graphical interpretation of the ARC planning process. These processes guide the decision-making made throughout the ARC planning process. The process map has been created to understand the ARC planning processes employed to lead to a decision.

Figure 3.5

An Example of the Process Map



Triangulation

The researcher applied triangulation to assist with reliability and trustworthiness of data because multiple data sources were used (Yin, 2014). Triangulation can be applied to case studies using four different techniques; method, investigator, theoretical and data triangulation (Bryman, 2016; Miles et al., 2014; Patton, 2015; Veal, 2017b; Yin, 2014). Method and theoretical data triangulation techniques were used in the current study. Method triangulation involves the application of multiple methods of data collection (Carter et al., 2014). The current study collected data using a document review and interviews. Documentary evidence was used to gain background information about the cases and provided details on the planning and decision-making from the respondents' perspective (Carter et al., 2014; Denzin, 2009; Fusch & Ness, 2015; Patton, 2015). Interviews were used to gain detailed insights into the respondents' work experiences and offered rich detail about the political, financial and community issues of the ARC cases (Andersson & Mattsson, 2010; Halinen et al., 2013).

Theoretical triangulation was the second form of triangulation adopted for the current study as theoretical triangulation applies the concepts of multiple theories (Bryman, 2016; Wilson, 2014). The application of NPMT and PCT provided the current study with greater depth to explore and identify the processes involved in ARC planning and decision-making while being bounded in the case-study environment (Briller et al., 2008). Applying the two types of triangulation allowed the researcher to collect data in a systematic manner linking the research questions with the results and, therefore, leaving a clear chain of evidence (Wilson, 2014).

Triangulation Protocol

Ensuring qualitative data is adequately triangulated involves a six-phase process. This involves sorting, convergence coding, convergence assessment, completeness assessment, researcher comparison and feedback (Farmer et al., 2006). The triangulation

protocol was completed after phase two of the thematic analysis and assisted in the development of basic themes (phase three of the thematic analysis). The six-steps undertaken to complete the triangulation protocol are presented in Figure 3.6. The figure represents steps conducted for each individual case. Steps one, two and three illustrate the documents and interviews were assessed independently. Step four, the completeness assessment, synthesises the interviews and documents into one data set. Steps five and six required the research team to have in-depth discussions to ensure agreement was met between the team. Specific details explaining the triangulation protocol are provided in the following sections.

Step One: Data Sorting. Sorting requires the researcher to independently analyse the different sources of data by arranging them into categories, relevant to the research questions. These categories were reviewed and overlapping themes identified in a three-step process. First, the documents and interviews were allocated to their aligned case (e.g., ARC 1 or ARC 2); second, the documents for both cases were analysed, and third, the interviews from these two cases were analysed. As a result, four triangulation matrixes were formed (ARC 1 documents; ARC 2 documents; ARC 1 interviews; ARC 2 interviews) that identified the basic codes for each source and case. Separating the different cases allowed triangulation to be conducted on a case-by-case basis to ensure consistency in the cases and also allowed for comparisons across the cases.

Step Two: Convergence Coding. Convergence coding involves a process of identifying similar codes from the different data sources and making comparisons to understand the meaning (Farmer et al., 2006). Four classifications guided the convergence coding; full agreement, partial agreement, silence and dissonance (Farmer et al., 2006). The convergence classifications and their definitions are displayed in Table 3.2. In this step, the researcher analysed the codes and their meaning for the two data sets (i.e., documents and

interviews) in each case individually. Each code was assigned a classification, either full agreement, partial agreement, silence or dissonance; these were recorded in a convergence coding matrix (refer Chapter Four and Chapter Five).

Table 3.2

Convergence Coding Classifications

Classification	Definitions relating to the document and interview analysis
Full agreement	Both coding schemes contain the same concepts.
Partial agreement	Both the coding schemes contained the concept in form, but elements of the meaning are different.
Silence	Only one coding scheme contained the concept, however it was agreed the concept was present in the data.
Dissonance	There is disagreement between the sources when a comparison is made.

Note. From “Implementing A Triangulation Protocol in Bereavement Research: A Methodological Discussion” by S. Briller, K.L. Meert, S. Myers, Shim, C.S Thurston, A Kabel 2008, *OMEGA* 57(3), p. 245.

(<https://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.825.382&rep=rep1&type=pdf>).

“Developing and Implementing a Triangulation Protocol for Qualitative Health Research” by T. Farmer, K. Robinson, S. Elliott & J. Eyles, 2006, *Qualitative Health Research*, 16(3), p.377. (<https://journals.sagepub.com/doi/10.1177/1049732305285708>).

Step Three: Convergence Assessment. The convergence assessment provided the researcher with the opportunity to access the classifications that emerged in the previous step and apply a percentage agreement measure (Farmer et al., 2006). This measure was calculated by adding the number of codes identified in the current study; this number was used as the denominator. First, the agreement and partial agreement codes were added together and divided by the denominator, to obtain a decimal number; in order to establish a percentage, this number was then multiplied by 100. The dissonance and silent codes

underwent the same process; however, as guided by Farmer et al. (2006), they were undertaken independently. The results are presented in Triangulation ARC 1 section and Triangulation ARC 2 section.

Step Four: Completeness comparison. The completeness comparison acts as a comparative step in the protocol where codes are compared, providing a summary of the unified findings. The alignment of the two data sets, enabled the codes existing in one set and not the other to be brought together to broaden the findings. While each data set has its own story to tell, the combination enables an effective analysis and provides a broader scope to answer the research questions (Farmer et al., 2006). In this step, the researcher compared the codes from the documents and interviews and identified if overlap existed or if a code remained silent.

Step Five: Researcher Comparison. Step five involves applying the skills and knowledge of the whole research team (which consisted of the researcher and two research supervisors) to reach agreement on the triangulated findings (Farmer et al., 2006). The completeness comparison achieved in step-four was discussed by the research team, deliberating on the team's different perspectives on the convergence of the data sets. Both supervisors were provided a copy of the completeness comparison for independent review. Based on their responses, a discussion was conducted to reach agreement on the amalgamation of codes. A minimum coding agreement of 70 per cent needs to be obtained to ensure confidence in the interpretation of the coding (Farmer et al., 2006).

Step Six: Feedback. A continual process of sharing triangulated results and obtaining feedback/comments needs to be conducted throughout the whole triangulation process (Miles & Huberman, 1994). This enables interpretations to be clarified and teams to have constant communication to ensure accuracy and make alterations where needed

(Farmer et al., 2006). Both supervisors were provided with numerous coding drafts, with subsequent discussions undertaken until an agreement was met between the researcher and supervisors.

Reporting the Results

The case study findings were analysed in two stages, first, through a within-case analysis and second, through a cross-case analysis. Chapter Four presents the results of the thematic analysis of ARC 1, and Chapter Five presents the results of ARC 2. Chapter Six presents a cross-case analysis between these two ARCs. This order allowed the individual findings and unique features of each case to be explained and described (Eisenhardt, 2011; Miles et al., 2014). The patterns and themes were then analysed across the two cases by applying a cross-case thematic analysis (Miles et al., 2014).

Within-case Analysis

The first stage of data analysis involved a process of condensing and categorising data; this was undertaken for each case (Eisenhardt, 2011; Miles et al., 2014). This process was used to reduce the vast amount of gathered data and to provide richer insights into the unique characteristics of each case before patterns were merged across cases (Cronin, 2014; Eisenhardt, 2011). The case data preparation involved an analysis of the documents and the interviews, which required reading and re-reading the documents and interview transcripts. Thematic maps and matrixes were developed to assist with this analysis. The analysis allowed the researcher to become extremely familiar with the data (Braun & Clarke, 2012), which in turn aided in the discovery of patterns and trends within the individual cases (Eisenhardt, 2011).

There is “no standard format” for presenting within-case results, as long as the researcher becomes totally familiar with each stand-alone case (Eisenhardt, 2011, p. 10).

The data in the within case analysis has presented the inductive analysis first to explain the new data, this is then followed by the deductive analysis. This format has been followed in the cross-case analysis, discussion and conclusion chapters. Each case has been presented in six sections to represent the steps taken by the researcher to complete a thorough data analysis (Evens et al., 2014):

1. overview of organisation;
2. explanation of data sources used for analysis;
3. descriptive findings to address research question number one presented, beginning with the thematic map, detailing the global, organising and basic themes (Figure 3.4), and continuing with the themes and codes related to this map;
4. descriptive findings to address research question number two discussed; the same method implemented for question one was applied;
5. process map presented to assist analyse the timeline of processes and decisions throughout the ARC planning process; and
6. triangulation protocol determined the convergence of the two data sources assessing whether full agreement, partial agreement, silent or dissonant were evident.

After the within-case analyses, a cross-case analysis was completed.

Cross-case Analysis

The purpose of the cross-case analysis was to enable a “systematic and rigorous” examination of data between the two within-case analyses (Cruzes et al., 2015, p. 1637). To assist in the prevention of conclusions being made on limited data, the researcher searched for patterns, commonalities and differences across the data (Braun & Clarke, 2012; Cruzes et al., 2015; Eisenhardt, 2011). Additionally, a cross-case analysis allowed for the investigation of circumstances from which the detected patterns occurred (Halinen et al., 2013; Miles et al., 2014).

The literature suggests there are three strategies that can be adopted when

conducting a cross-case analysis: case-oriented strategies; variable oriented strategies or mixed strategies (Khan & VanWynsberghe, 2008; Miles et al., 2014). The current study applied a mixed strategy or 'stacking comparable cases' strategy. This strategy involves the use of matrixes to analyse the similarities and differences between the cases (refer Chapter Six).

The results presented in the cross-case analysis were generated from themes identified from the triangulation protocol (refer to Triangulation Protocol section), completed in the within-case analysis. All themes classified as full agreement and partial agreement were immediately accepted into the cross-case analysis as they passed the initial test of reliability and trustworthiness. Themes classified as silent or dissonant were subject to one further validity test — pattern-matching (Miles et al., 2014). Pattern-matching involves a comparison of themes that have been empirically and theoretically identified between the cases. Pattern-matching is a technique that can be used to enhance internal validity (Baškarada, 2014; Beverland & Lindgreen, 2010).

Pattern-matching identified the similarities and differences between the cases to discover whether a pattern found in one case was replicated in another. This was completed to understand and articulate patterns and linkages (Beverland & Lindgreen, 2010). The inclusion of pattern-matching techniques provided the researcher with the capacity to gain further insights into the research questions that would not have been attained by looking at the outcomes of the within-case triangulation protocol results alone. The pattern-matching process was aided by the development of cross-case matrixes in order to compare the cases based on the themes (Cronin, 2014; Stewart, 2012). The matrices assisted with visualisation, and in bringing "case relationships to the surface in ways that invites and facilitates comparison" (Khan & VanWynsberghe, 2008, p. 8).

Data condensing is an important process that continues throughout the whole analysis. It is a "form of analysis that sharpens, sorts, focuses, discards and organises data in a way that final conclusions can be drawn" (Miles et al., 2014, p. 12). Thus, in a further

measure to condense and report the data results, the cross-case analysis presents the results as the global, organising and basic themes.

The process map was not used in the cross-case analysis. The synthesis of the two maps did not provide additional information to answer the research questions. The following section details how trustworthiness was ensured in the research.

Ensuring Trustworthiness of the Research

Qualitative researchers must assess the trustworthiness of their studies (Eisenhardt, 2002). Trustworthiness needs to be embedded into all aspects of the research design from the research question to the methodology, the data sources/collection, analytical techniques and analysis methods (Baxter & Jack, 2008). It is recommended that four criteria of credibility, transferability, dependability and conformability are employed to ensure trustworthiness in qualitative studies.

- credibility is concerned with the believability of the study findings and the truth of the data (Lincoln & Guba, 1985);
- transferability in studies is when the results from one study can be applied to other research circumstances (Cope, 2014; Edwards & Skinner, 2009);
- dependability refers to the stability and repeatability of the data over time and its ability to be repeated, resulting in similar findings (Cope, 2014; Tracy, 2010); and
- confirmability relies on the ability of the researcher to demonstrate that the data represents the thoughts of the participants and does not contain researcher bias (Lincoln & Guba, 1985).

The components of trustworthiness were not only addressed in the thematic analysis; they were applied to all components for the current study. How these criteria were addressed is explained below.

Credibility was addressed by applying three credibility methods. First, by applying the data triangulation techniques of method and theoretical triangulation methods (refer to

Triangulation section), the analysis constantly underwent cross-checking methods of the codes and themes for meaning and interpretation discrepancies by the researcher and two supervisors. Second, Walters (2016) suggests that researchers need prolonged engagement in the field to ensure saturation is met. Interview invitations were sent to participants until saturation was met for each ARC. Third, the research team conducted peer coding debriefing sessions on the documents and semi-structured interviews transcripts (Braun et al., 2016; Terry et al., 2017). This involved all members of the team coding the same document and interview transcript, having discussions about the similarities and differences until an agreement was achieved.

Transferability has been addressed three ways in the current study guided by previous research. First, Chapter Three provides explicit information regarding the data collection and analysis processes (Bryman, 2016). Second, Chapters Four and Five supply case study background information on the context of the current study to assist researchers and practitioners identify if the results are applicable to their current situation (Merriam, 2009; Yin, 2014). Third, the same chapters triangulated thick descriptions of ARC planning and theoretical literature with the lived experiences of the research participants (Bryman, 2016; Miles et al., 2014). Transferability enabled analytical generalisations and encouraged the development of theoretical discussions (Yin, 2016).

Dependability has been addressed by three means in the study. First, the researcher employed triangulation methods. This meant utilising two methods of data collection to assist in understanding the planning and decision-making processes used in ARC planning which enabled the researcher to gain different insights from the data in terms of processes, purposes and perspectives (Yin, 2014). Second, the researcher provided in-depth data collection and analysis procedures, which could be used to assist other researchers in undertaking similar studies (Bryman, 2016). Third, to further increase the components of dependability, the study was continually scrutinised by two research supervisors who constantly questioned methods, interpretations and results (Houghton et al., 2013).

Finally, confirmability involved the checks and cross-checks implemented through the triangulation and thematic analysis protocols. Tables were created in the first four phases of the triangulation protocol, these were presented and discussed with the research supervisors to ensure consistent, detailed progressions were made. A complementary backup for the triangulation tables was the use of the QSR NVivo 11 program. The use of this program allowed for an explicit demonstration of the searches and pattern-matching techniques adopted to reveal a clear trail of evidence to confirm and validate the processes undertaken (Creswell, 2014). Describing the research methods in this chapter has allowed confirmability of the strengths, weaknesses and safeguards implemented into the qualitative research (Gibbs, 2002). The final step in confirmability was to include the raw data text as examples of theoretical consistencies or inconsistencies within the Discussion chapter.

There are several pitfalls in conducting effective thematic analysis (Cope, 2014). A nine-checkpoint criterion has been established (Braun & Clarke, 2006; Walters, 2016) to ensure a rigorous analysis is conducted:

- pay equal attention to all data items;
- ensure the coding process is thorough, inclusive and comprehensive and these are not generated anecdotally;
- rigorously analyse and cross-check with the original empirical material to ensure internal consistency and coherence;
- analyse rather than paraphrase the material, and ensure the analysis matches the material;
- check the analysis provides a convincing argument;
- dedicate sufficient time to all phases of the analysis and writing process;
- make assumptions about the method explicit in the reporting;
- reflect the epistemological position of the researcher in the language used; and
- recognise the active nature of the researcher in the current study.

By applying the triangulation and nine-step protocol throughout the analysis process, the trustworthiness components of credibility, transferability, dependability and conformability were continually addressed.

Ethical Considerations

Ethics is the system or code of morals applied to the research process (Merriam, 2016), which forms an essential part of any research design (Minichiello et al., 2008, p. 328). The researcher needs to continually ask whether the research design is morally and socially acceptable (Sarantakos, 2013). The national statement on ethical conduct in human research (National Health and Medical Research Council et al., 2018), which is the Australian code of ethical standards, was applied to the current study. The code states that ethical considerations need to be taken into account at all phases of research; therefore, the researcher sought to implement the ethical principles of merit and integrity, justice, beneficence (risk) and respect for people's rights and dignity. In addition to these principles, the researcher has taken into consideration the welfare of and social responsibility for respondents, consent (informed to participate and the ability to opt-out of the current study at any time), the right to anonymity and the right to confidentiality. Victoria University ethics approval was granted in 2014, with an extension approved in 2019 (refer to [Appendix J](#)).

Chapter Summary

The aim of this chapter was to outline and justify the methods undertaken to answer the two questions posed for the current study. The chapter began by identifying the features of qualitative research pertinent to the current study and highlighting how these applied to the current study. The justification was then provided on why case studies were chosen as the strategy of enquiry, and a framework was adopted for the investigation. Procedures such

as the case studies, thematic analysis and triangulation protocol were selected for the current study to assist answer the following two questions:

- How is a leisure planning process used in ARC planning?
- How is a decision-making process used in ARC planning?

The researcher has collected data from key stakeholders by adopting a qualitative methodology and applying a case study method. Two forms of data collection (document review and semi-structured interviews) have been employed to ensure reliability and validity practices were used through all aspects of the current study. This chapter, therefore, serves as a basis for understanding how the results were gathered. The next chapter presents the results for ARC 1.

Chapter Four: Case Analysis ARC 1 Results

Descriptive findings are presented in this chapter of the inductive and deductive codes drawn from the document analysis and interview data for ARC 1. The chapter begins with a brief overview of the ARC to provide context to its development, an overview of the data sources (documents and interviews), and the analytical results. Before the discussion of results, each research question is illustrated in a thematic map, which identifies the global, organising and basic themes relevant to the ARC planning and ARC decision-making processes. To complement the thematic map, two tables provide a representation of the thematic characterisation process to display the link between the themes and codes. The ARC planning process has been presented first, followed by the ARC decision-making process. The descriptive results have been presented in this sequence for two reasons, first, the planning process provides the necessary data to guide the decision-making process (Grünig & Kühn, 2013). Second, this follows the sequence of the two overarching research questions 1) 'How is the leisure planning process used in ARC planning?' and, 2) 'How is the decision-making process used in ARC planning?' Next, the development of a visual representation of the ARC planning process with embedded decisions was explained, this has been presented in the form of a process map. Finally, the data triangulation process was applied to confirm the dependability of the two data sources.

Overview for ARC 1

ARC 1 serves as a replacement for a community outdoor 50-metre pool. The community pool was a seasonal pool that according to respondents in this study suffered from poor attendances and did not meet the needs of the community. The concept to develop ARC 1 was initiated through the Melbourne 2020 policy. This was a Victorian Government policy where selected local governments were encouraged to develop principal activity centres (Department of Infrastructure, 2002). The local government entered into a public-private agreement with a commercial organisation to assist with the development.

However, due to the commercial organisation's inability to commit financially (because of the global financial crisis), the public-private agreement was terminated, and the local government decided to continue planning ARC 1 independently. As a result, the ARC planning and decision-making processes for ARC 1 were conducted for over ten years. ARC 1 meets the guidelines for inclusion in the current study in all five aspects of the sample selection criteria (refer to Case Study Selection section).

Methods of Analysis

Documents

A total of 149 documents were analysed based on the criteria of quality assessment, establishing their authenticity, credibility, representativeness and meaning (refer to Document Review section). These included local government reports, specialist reports, local government meeting minutes, newspaper articles and other related documents such as state government reports and personalised documents from respondents (Table 4.1). Documents were placed in chronological order and allocated sequential numbers as their identifiers (for example ARC 1 Doc 1, ARC 1 Doc 2 etc.). This process was essential for the researcher to understand the ARC planning and decision-making timelines and identify related processes.

Table 4.1

Documents Received

	Local government reports	Specialist reports	Local government meeting minutes	Newspaper articles	Related documents	Total documents
Documents	42	16	69	15	7	149

Interviews

Nine interviews were conducted until saturation occurred. Respondents were involved in the ARC planning and decision-making of ARC 1 and represented a range of roles, including local government officers, councillors, external contractors, and a resident involved in the consultation phases. Interviews varied from 30 to 70 minutes. All respondents were assigned a pseudonym that, for ARC 1, was a name starting with the letter O. The respondents' pseudonyms and roles are presented in Table 4.2.

Table 4.2

Respondents' Pseudonyms and Roles

Respondent pseudonym	Role
Olly	Local government officer
Oakley	Local government officer
Olivia	Local government officer
Ozzy	Local government officer
Orlando	Local government officer
Octavia	Councillor
Owen	External contractor
Oscar	External contractor
Olive	Resident

Leisure Planning Process Used in ARC Planning

A leisure planning process is a framework that incorporates various components to assist the order and comprehension of steps when planning for a leisure program, facility, or service. The analysed documents and interviews revealed no systematic planning system was applied to the ARC 1 planning process. A formal planning process was not identified in the documents or by respective respondents (n=9) when asked to describe the process. Instead "gut" instincts (Olivia) and "anecdotal needs" (Oakley) were adopted by the local government. These findings assist to explain how the ARCs were planned. There was no systematic approach to guide their planning approach.

The findings are organised around the global theme of ARC 1 Planning, which encompasses four organising themes: research; engaged experts; service delivery; and organisational outputs (Figure 4.1). To expand these themes and identify the derived coding method (inductive or deductive), Table 4.3 focuses on the organising themes and their associated basic themes and codes. ARC 1 Planning consists of three inductive organising themes: research, engaged experts, and service delivery. These themes stemmed from eight basic themes and 23 document and interview codes. One deductive organising theme: organisational outputs, finalised the ARC 1 Planning process. Two basic themes and six documents and interview codes explained this organising theme. The recognition of these themes and codes serves as a starting point to understand the ARC planning process.

Figure 4.1

Thematic Map of Global Theme ARC 1 Planning (Research Question One)

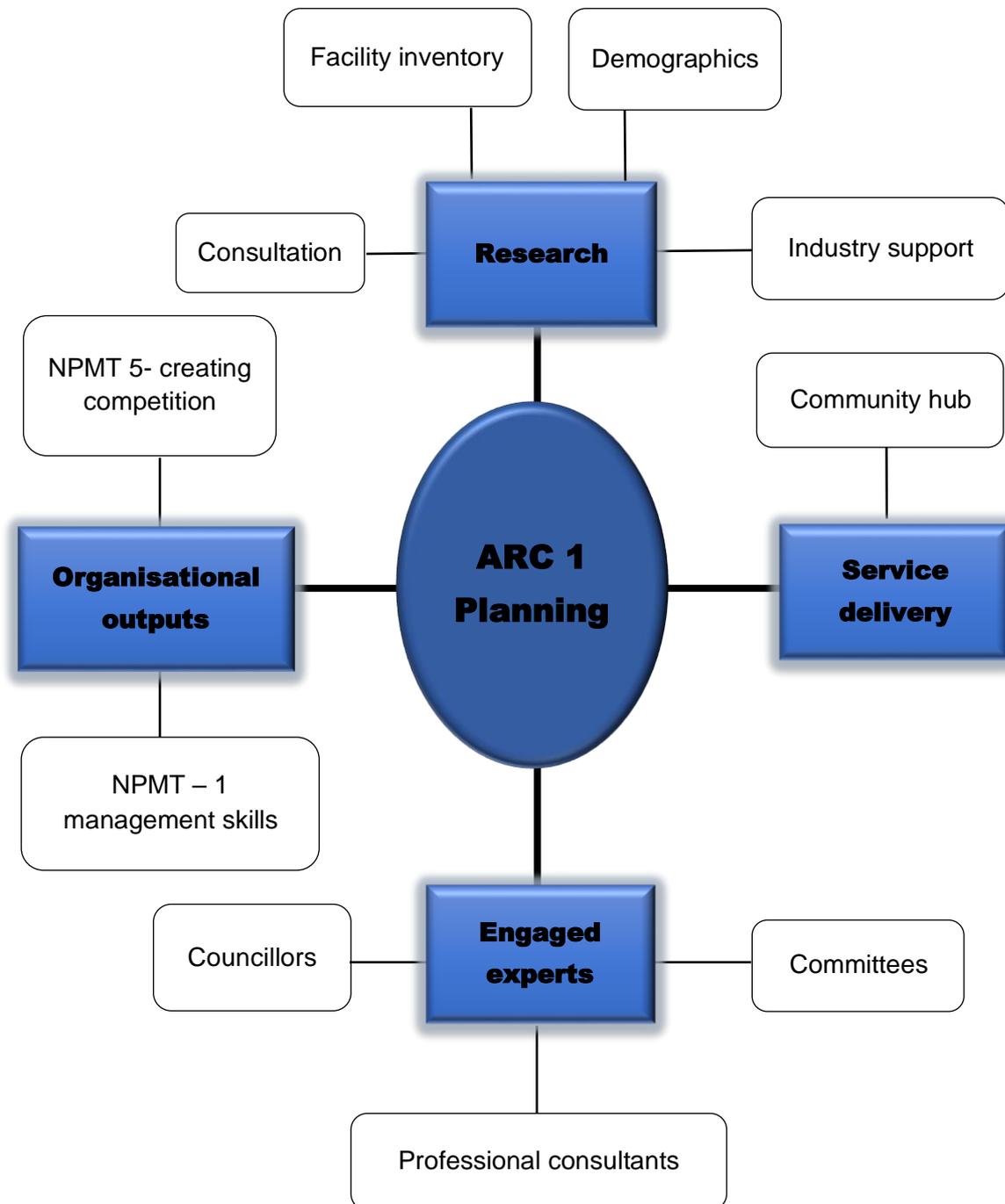


Table 4.3

Global Theme: ARC 1 Planning Inductive and Deductive Themes and Codes

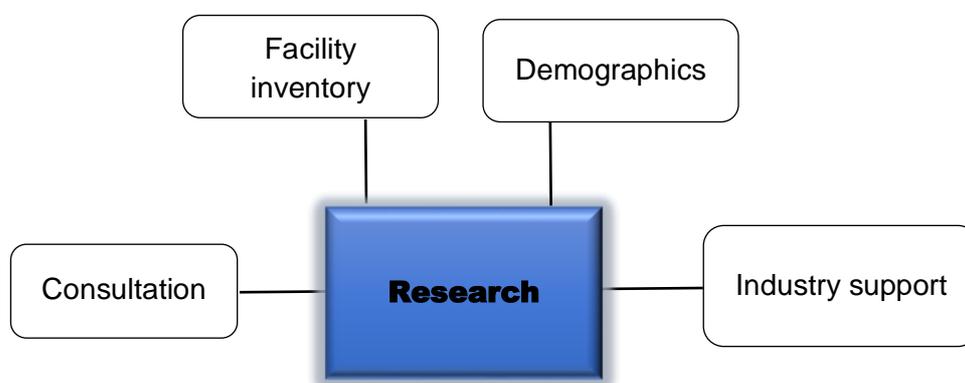
Coding method	Organising theme	Basic theme	Document codes	Interview codes	
Inductive	Research	Consultation	Stakeholders	Stakeholders	
			Consultation process	Market research	
			Market research		
			Facility inventory	Feedback	
			Demographics	Existing facilities	
			Industry support	Age profile	Site visits
	Service delivery	Community hub	Principle activity centre	Principle activity centre	
Engaged experts	Committees	Community hub	Planning scheme	Project steering committee	
			Project steering committee	Community consultative committee	
	Professional consultants	Councillors	XXXX & Partners Pty Ltd	Specialists	
			Specialist reports	Specialist reports	
		Briefing sessions	Briefing sessions		
Total Inductive	3	8	14	9	
	Organisational outputs	NPMT 1 – management skills	Local government reports	Expertise	
		NPMT 5 – creating competition	Tendering process	Tendering process	
			Operations tendered	Local government reports	
Total Deductive	1	2	3	3	
Total ARC 1 Planning	4	10	17	12	

Organising Theme: Research

The research organising theme represents strategies implemented by the local government to collect, collate and evaluate data when planning. Four basic themes evolved from the analysis: consultation; facility inventory; demographics, and industry support (Figure 4.2).

Figure 4.2

Basic Themes for Research Organising Theme



The basic themes and codes related to Research are presented in Table 4.4. Five codes were identified under consultation and one code was represented in the facility inventory, demographics and industry support basic themes. These themes and codes were important contributors to understand how research was used in the ARC planning process.

Table 4.4*Research Organising Theme: Inductive Basic Themes and Codes*

Basic themes	Codes	*No. of documents	**No. of document references	*No. of interviews	**No. of interview references
Consultation	Stakeholders	7	10	7	10
	Informing	11	12	4	8
	Consultation process	10	13	0	0
	Market research	5	16	3	5
	Feedback	5	6	0	0
Facility inventory	Existing facilities	3	8	3	3
Demographics	Age profile	3	6	0	0
Industry support	Site visits	0	0	4	5

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

Basic Theme: Consultation. Consultation represents the process of engaging the community in the ARC 1 Planning. Consultation played a key role in the ARC planning process; it appeared in 27 documents and was mentioned by seven of the nine respondents. The documents primarily assisted in outlining the process used and establishing the timeline for the consultation process, whereas the interviews provided insights into the relevance and purpose of this process. The five codes that formed the consultation basic theme were: stakeholders; informing; consultation process; market research; and feedback.

Stakeholders refer to the local government's efforts to engage people who hold an interest in or concern for the development of ARC 1 in the consultation process. The documents and interviews revealed the importance of engaging

community stakeholders such as retailers and businesses in the consultation process. In order to achieve this, their information sessions were conducted to address the specific concerns of the stakeholders in year seven of the ARC planning. Stakeholders were encouraged to attend a range of information sessions to ensure their interests were expressed (refer to [Appendix K Table 1](#)).

Informing refers to the local government providing details to the residents through the consultation process. The documents and interviews revealed the process adopted to inform the community about future consultations and the current status of ARC planning. For example, one respondent stated, “they had public hearings so that they gave people the idea of what was happening” (Olivia).

Consultation process refers to the phases undertaken by the local government when they were inviting the community to articulate their thoughts on the ARC development. Documents revealed the consultation process was conducted over an eight-year period (refer to [Appendix K Table 1](#)), starting in year two of the ARC planning process and continuing until year ten (with the exception of year three). It was not until the second year after the potential ARC was announced that community consultation was conducted. Consultation was in the form of an information session on the planning of the principal activity centre. Two years later, a committee was formed to gather insights from the community on the development of the centre. Consultation involved 20 information sessions, one exhibition, two information bulletins placed on the local government website, and three public hearing sessions regarding the planning scheme amendment.

Market research refers to a strategy used to systematically gather and interpret data about individuals and communities to determine their needs. The documents provided details on the methods used to undertake the market research, including:

- 1,000 resident telephone surveys;
- 200 user surveys (per centre) at eleven public aquatic centres in the region;

- public submission;
- operational reviews;
- technical reviews; and
- survey of 65 commercial aquatic/leisure facilities completed by centre managers (ARC 1 Doc 1 p, 1; ARC 1 Doc 3, p.2).

The interviews provided insights into the relevance of market research. Key responses included identification of strategies adopted, such as community satisfaction surveys and household surveys, e.g., “[we would complete] community satisfaction surveys” (Oakley).

Feedback refers to the local government’s commitment to providing avenues for the community to react to the development of the project. Five documents provided insights into the process incorporated by the local government to encourage feedback from the community. An example of this process was in the feasibility studies which explained how residents were encouraged to put submissions forward with ideas on current and future aquatic facilities (ARC 1 Doc 1, p.1).

Basic Theme: Facility Inventory. Facility inventory represents ARC planning strategies employed by the local government to understand and evaluate the existing provision of sporting infrastructure. One facility inventory code evolved from the analysis, titled ‘existing facilities’. Reference was made to this in the documents and interviews.

Existing facilities refers to establishing an inventory of operational sport and recreation facilities to identify the number and type of facilities operating in and around the local government. Documents explained research undertaken through the feasibility studies to understand the current facility provision in the region, providing details on council and commercial facilities. For example:

The inventory of Council and commercial aquatic facilities indicates there are approximately 67 centres in the region, which sees a

provision of approximately 1 facility per 8000 people (ARC 1 Doc 1, p. 6; ARC 1 Doc 2, p. 42).

The interviews did not provide details into the type of facilities that currently existed within the local government. Respondents did acknowledge, however, that the current provision of facilities in the area was very poor (Olly; Olivia; Oscar).

Basic Theme: Demographics. Demographics represents the research conducted to understand the population and particular groups within it. A range of variables was noted in the documents for demographics such as age, gender, income, education, etcetera, however, after applying the coding restrictions (refer to Phase Two: Repeated Reading of Code Text section) age profile was identified as the only code. Respondents noted no reference to demographics.

Age profile refers to the life stage of people in ARC 1's region including children, teenagers and older adults. Three documents explained the planner's use of age profiles to understand their infrastructure and programming needs, for example:

The population projections for [older adults] in XXXX alone will increase by 36% between now and 2021. It should be recognised that aquatic programs and facilities for older adult activities will form an important component of meeting future aquatic needs for this age cohort (ARC 1 Doc 5, p. 10).

Basic Theme: Industry Support. Industry support represents the local government receiving advice and insights from other local governments and the ARC industry sector through conducting site visits. Site visits were the only code identified under this theme.

Site visits refer to travelling to other operational ARCs to learn about the successes and failings of ARC planning approaches or outcomes. Site visits were

not recognised in the document analysis; however, four of the nine respondents recognised this as an important component of ARC planning. Site visits throughout Australia provided an opportunity to view the operations of the centres and talk to managers from an ARC planning perspective. The site visits provided councillors with the opportunity to view operational components and understand the associated benefits. As explained by one respondent:

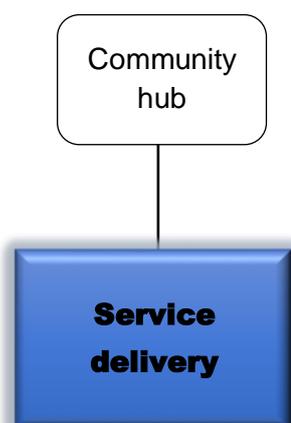
Looking at the other centres provided me with a great opportunity to put a technical term to a piece of equipment, it assisted me to understand what it did and how it could benefit the centre (Octavia).

Organising Theme: Service Delivery

The service delivery organising theme represents ARC planning strategies employed by the local government to deliver their services. One service delivery basic theme evolved from the analysis: community hub (Figure 4.3).

Figure 4.3

Basic Theme for Service Delivery Organising Theme



Two codes were identified under the community hub basic theme: physical activity centre and planning scheme (Table 4.5). This theme was important to

understand the influences that determined how the local government planned to deliver their ARC services.

Table 4.5

Service Delivery Organising Theme: Inductive Basic Themes and Codes

Basic themes	Codes	*No. of documents	**No. of document references	*No. of interviews	**No. of interview references
Community hub	Principal activity centre	20	46	4	20
	Planning scheme	6	6	0	0

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

Basic Theme: Community Hub. The community hub represents the local government's plan to develop the ARC to become a central place to provide a range of services and activities to the community. The documents identified the process used in developing a community hub, while the interviews assisted in explaining the important role the community hub has in the ARC planning process. The two codes that evolved were: principal activity centre and planning scheme.

Principal activity centre refers to Victoria State Government's 2030 policy to develop 'Principal Activity Centres' throughout metropolitan Melbourne. Documents outlined the process involved in planning a principal activity centre, and the respondents provided insights into how this vision guided the ARC planning process. Twenty documents, with 46 references (Table 4.5) explained how the ARC was designed to be a focal point for the principal activity centre. This influenced the ARC planning process, for example, "developing a new aquatic facility for the XXXX

region, creates a focal point for the XXXX Principal Activity Centre” (ARC 1 Doc 1, p. 10).

Four respondents provided insights into the important role the development of the ARC had on the local government vision for the principal activity centre. The principal activity centre and ARC formed part of key local government strategies to revitalise the community centre. As explained by Olly:

XXXX was identified around an [principal] activity centre, and the regional aquatic centre was seen as a key part of that, so strategically in terms of the location and our growth and all that type of stuff, all the KPIs in terms of the area.

Planning scheme refers to the Victorian Government’s regulations on local government ARC planning. Local planning schemes detail land use and how it is to be developed. This is conducted by classifying areas for land use, including provisions to develop infrastructure within a local government area. If a local government wants to make changes to its planning scheme, it needs to prepare a planning scheme amendment.

The documents revealed planning scheme amendments were conducted over two years (years five and six of the ARC planning process). This was a significant process that involved letters to the community; five information sessions; an exhibition at a community festival; an information bulletin and public submissions (ARC 1 Doc 6, p.1; ARC 1 Doc 7, p. 2; ARC 1 Doc 13, p. 2; ARC 1 Doc 42, p. 1, 3, 10, 12; ARC 1 Doc 139, pp. 71-75). Year six saw the development of a planning scheme report, which involved three public hearings before amendments were passed in mid-year six (ARC 1 Doc 13, p. 2) (refer to [Appendix K Table 1](#)).

Organising Theme: Engaged Experts

The engaged experts organising theme represents the roles of the key people who were involved in the ARC planning process. Three basic themes evolved from the analysis: committees, professional consultants and councillors (Figure 4.4). The people involved were essential for the completion of the ARC planning process.

Figure 4.4

Basic Themes for Engaged Experts Organising Theme



The basic themes and codes related to 'Engaged experts' are presented in Table 4.6. Three committee, two professional consultants and one councillors codes were identified. This theme was important to understand the key stakeholders involved in the ARC 1 planning process.

Table 4.6*Engaged Experts Organising Theme: Inductive Basic Themes and Codes*

Basic themes	Codes	*No. of documents	**No. of document references	*No. of interviews	**No. of interview references
Committee	Project steering committee	54	54	5	19
	Community consultative committee	13	18	7	29
	XXXX & Partners Pty Ltd (X&P)	3	3	0	0
Professional consultants	Specialists	23	39	7	40
	Specialist reports	24	29	3	12
Councillors	Briefing sessions	6	7	3	6

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

Basic Theme: Committee. The committee represents working groups formed in the ARC planning process. A large set of data represents the three codes featured under this theme (Table 4.6). Data from the interviews and documents provided details on timelines, who was on the committees, the responsibilities of the committees, and provided insights into the influence these committees had on the ARC planning process. Three main committees were established in the ARC planning: the project steering committee, community consultative committee (CCC), and XXXX & Partners Pty Ltd (X&P).

The project steering committee refers to the group of people, including councillors and local government officers who provided guidance, direction, and control of the project. The project steering committee was formed in year eight of the

ARC planning process (ARC 1 Doc 48, p.1). According to three internal local government respondents (Olly, Olivia, and Orlando), the project steering committee comprised the entire project management in-house team. Ten people sat on the project steering committee, including:

- two nominated elected officials (councillors);
- the CEO;
- executive team, representatives from different departments

including; assets and city services, engineering; community programs and leisure operations;

- four directors.

The project steering committee had monthly project steering group meetings from which they would have detailed “discussions, [share] ideas, come to an understanding amongst that group, and then take [these details] to the council [for] decisions” (Orlando).

The CCC refers to the external team representing residents, businesses and the local community, designed to encourage stakeholder engagement (ARC 1 Doc 31, p. 1; Olly; Olivia; Oakley). Data regarding timelines was found solely in the documents and explained that the CCC was established in the third year of ARC planning and continued until the ARC was opened (ARC 1 Doc 140, p. 1) (Figure 4.10). The two data sources provided insights into who was involved in the CCC. Data confirmed the committee comprised 15 members (ARC 1 Doc 31, p.1) including representatives from the returned and services league (RSL), local swimming clubs, residents, traders and stakeholders in the community (ARC 1 Doc 140, p.1; Olly; Ozzy). The CCC was a group that met “regularly to discuss new developments and milestones as well as to provide feedback and comment” (ARC 1 Doc 29, p. 2; ARC 1 Doc 30, p. 7; ARC 1 Doc 31, p. 1; ARC 1 Doc 140, pp 1–7).

The X&P refers to the committee that was formed when the “local government entered into a development agreement with a property development and management organisation, together they formed X&P” (ARC 1 Doc 30, p.1). Three documents provided insights into the role the X&P committee had in the planning of the ARC. These described how its members worked together to develop the plans for the principal activity centre, conduct community consultations, apply for permits and make amendments to the planning scheme (ARC 1 Doc 30, pp.1, 3-4, 10-11; ARC 1 Doc 32, p. 1; ARC 1 Doc 42, p. 1-18). The committee was terminated in [date] when the development agreement dissolved (ARC 1 Doc 42, p. 18).

Basic Theme: Professional Consultants. Professional consultants represent the organisations engaged to assist the ARC planning process. Professional consultants were sought in speciality areas for expert advice. The documents and respondents identified the organisations who assisted in the ARC planning and the respective roles. Reference to timelines was made only in the documents, specifically the specialist reports and the project steering committee meeting minutes. Two codes that formed the professional consultants’ basic theme were: specialists and specialist reports.

Specialists refer to a third-party entity the local government engaged in the ARC planning process to provide additional expert advice in specialised areas. Specialist reports refer to reports provided to the local government by specialists. Twenty-four organisations were engaged to assist with ARC planning. Of these 24 organisations, 12 submitted a written report to the council; eight tendered their services (refer to ARC 1 Organising Theme: Organisational Outputs – Basic Theme: Creating Competition section), one legal consultant provided advice and one financial auditor reviewed financial records. [Appendix K Table 2](#) details the different organisations engaged in the ARC planning process in chronological order.

Basic Theme: Councillors. Councillors represent the elected officials in a local government council; their role is to ensure local interests are represented in local government decision-making. Councillors are an integral part of the decision-making process (refer to ARC 1 Organising Theme: Government Influence – Basic Theme: Local Government Decision-makers section) and therefore engage in the life span of the ARC planning process. The documents primarily outlined the processes used to engage councillors in the ARC planning process, whereas the interviews provided insights into the relevance and purpose of these processes. One councillor's code evolved from the analysis, which was briefing sessions.

Briefing sessions refer to the local government officers providing the councillors with updates on current aspects of the project. The use of briefing sessions throughout the ARC planning process was explained through six documents, particularly through the meeting minutes where briefing sessions were identified as a process that had been conducted or needed to be completed. Three respondents explained that this process was undertaken as a method of education and communication with the councillors and to ensure they were able to make informed decisions. Briefing sessions were considered an essential part of the ARC planning process with local government officers briefing councillors "all the way along" (Ozzy). For example, "we would brief a lot, we would brief councillors a lot, so all the environmental side of things we would brief them on; on the financial modelling we would brief them on; on management decisions we would brief them on" (Olly).

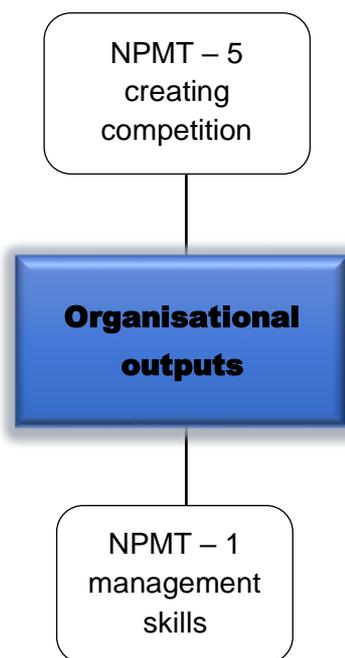
Organising Theme: Organisational Outputs

The organisational outputs organising theme represent the process activated to improve personnel and management practices grounded on the need for financial efficiencies. Organisational outputs are the only theoretical driven deductive

organisational theme to appear in the ARC planning process. Two basic themes, NPMT 1– management skills and NPMT 5 – creating competition, evolved from this organising theme (Figure 4.5).

Figure 4.5

Basic Themes for Organisational Outputs Organising Theme



The basic themes and codes related to ‘Organisational outputs’ are presented in Table 4.7. Two NPMT 1- management skills and NPMT 5 - creating competition codes were identified in the data. These codes assist in explaining how NPMT components were identified in the ARC planning process.

Table 4.7*Organisational Outputs Organising Theme: Deductive Basic Themes and Codes*

Basic themes	Codes	*No. of documents	**No. of document references	*No. of interviews	**No. of interview references
NPMT 1 – management skills	Local government reports	12	20	8	46
	Expertise	0	0	3	6
NPMT – 5 creating competition	Tendering process	30	51	3	3
	Operations tendered	16	25	0	0

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

Basic Theme: NPMT 1 – Management Skills. NPMT 1 – management skills represent the specialised skills and clearly defined roles that have been identified in the ARC planning process. The two codes identified in the data emphasising NPMT 1 – management skills are local government reports and expertise.

Local government reports refer to documents written by planning officers throughout the ARC planning process, 12 documents represented this code identifying the 12 local government reports written as part of the ARC planning process (refer to [Appendix K, Table 3](#)). The first report was a strategic plan written in the second year of ARC planning as an initial response to the local government's inclusion in the Victoria State Government 2030 policy. This plan identified the inclusion of an aquatic facility; however, the plans were vague on the components. In year five, the strategic plan was amended, and a regional ARC formed a major component of the principal activity plan. The nine local government reports that

followed were based on the concept of a regional ARC and developed policy and plans around this.

Eight of the nine respondents provided insights into the relevance of the local government reports. Responses identified that these reports provided planners with clear and precise guidance to encourage efficient and sustainable management practices and established accountability mechanisms in the ARC planning process. As typified by one respondent, “the reports actually assisted in aligning the different departments, as we all had different areas of expertise they helped, let me say align us” (Oakley).

NPMT 1 – management skills encourage professional management practices, which involves employing staff who are experts in their areas. Respondents explained how the skills and expertise of their staff enabled them to plan for the ARC in-house, for example, “our internal people that we valued enough for their expertise to take offline from their own jobs to invest their time solely into this” (Olivia).

Basic Theme: NPMT 5 – Creating Competition. NPMT 5 – creating competition represents the process used by the local government to create competitive markets by engaging services that are open to competition. Documents were dominant in this basic theme detailing the process and timeline, while the respondents provided little insights. Two codes formed the NPMT 5 – creating competition basic theme: tendering process and operations tendered.

Tendering process details the steps the local government took to advertise, select and contract an external organisation to complete a service. There were limited details from the interviews on the tendering process; however, the presence of tendering process was present in 30 documents which suggests this was a frequent step undertaken in the ARC planning process. The meeting minutes from the project steering group committee provided details on the process undertaken

when a tender was sought, the same process was repeated for each tender. The steps in the tendering process are shown in [Appendix K, Table 4](#).

Operations tendered refers to the services local government advertised as an expression of interest, for commercialised business to apply. Operations tendered were not recognised in the interviews; however, 16 documents recognised the services tendered throughout the ARC planning process. Operations tendered provided an overview of the services local government sought to tender throughout the ARC planning process. There were 14 different services tendered (refer to [Appendix K, Table 5](#)), aligned with either the construction or operations of the ARC.

Summary ARC 1 Planning

Data obtained from the documents and interviews provided insights into research question number one 'How is a leisure planning process used in ARC planning?' Research, service delivery, engaged experts, and organisational outputs were the main themes identified in the current study to explain how a leisure planning process was used when planning ARC 1. The next section provides the results of the decision-making process related to ARC 1 planning.

Decision-making Process Used in ARC Planning

The global theme of ARC 1 Decision-making comprises three organising themes: government influence; financial influence; and political influence, which have seven basic themes (Figure 4.6). Table 4.8 focuses on the organising themes and their associated basic themes and codes to list these themes and identify the inductive and deductive themes and codes. ARC 1 Decision-making consists of one inductive organising theme: government influence, derived from eight basic themes and 27 document and interview codes. Furthermore, two deductive organising themes: financial influence and political influence, were developed from six basic

themes and 22 document and interview codes emerged deductively from NPMT and PCT components.

Figure 4.6

Thematic Map of Global Theme ARC 1 Decision-making (Research Question Two)

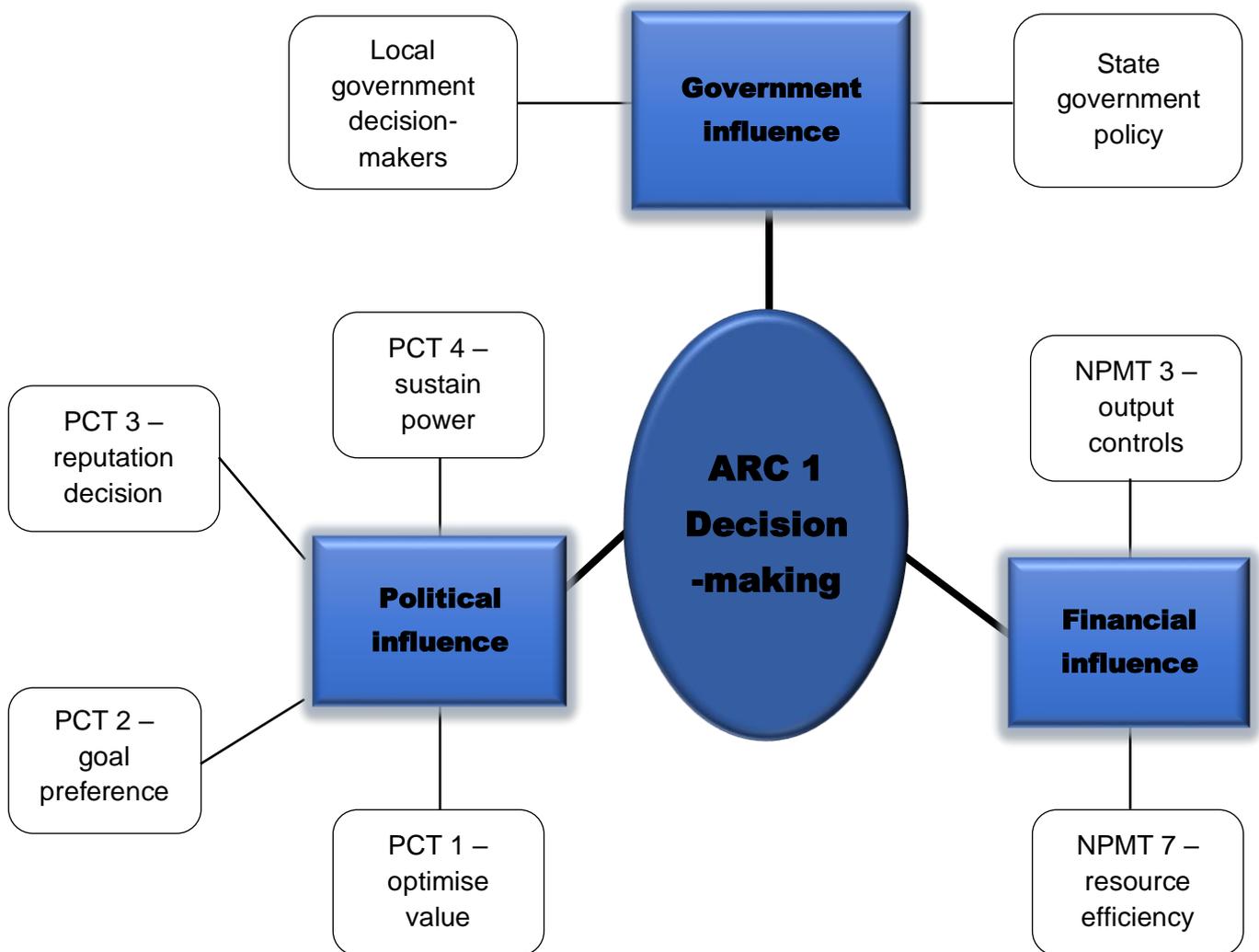


Table 4.8

Global Theme: ARC 1 Decision-making Inductive and Deductive Themes and Codes

Coding method	Organising theme	Basic theme	Document Codes	Interview codes
Inductive	Government influence	Local government decision-makers State government policy	Council group Regional facility	Council group Project steering committee Regional facility
Total inductive	1	2	2	3
Deductive	Financial influence	NPMT 3 - output controls NPMT 7 – resource efficiency	Performance indicators Government grants Financial goals Public-private partnership Budget Economics Operational goals Quality secondary spend	Performance indicators Government grants Financial goals Public-private partnership Budget Economics Operational goals
	Political influence	PCT 1 – optimise value PCT 2 – goal preferences PCT 3 – reputation Decision PCT 4 – sustain power	Stakeholder and community goals Government acknowledgement	Community social value Evidence-based decision-making Stakeholder and community goals Local government goals Officer power
Total deductive	2	6	10	12
Total ARC 1 Decision-making	3	8	12	15

Organising Theme: Government Influence

Government influence represents the role government had in the decision-making process. Two basic themes were identified: local government decision-makers and state government policy (Figure 4.7).

Figure 4.7

Basic Themes for Government Influence Organising Theme



The basic themes and codes related to 'Government influence' are presented in Table 4.9. Two local government decision-makers and one state government policy codes were identified in the data. These codes assist in explaining the role governments agencies had in the ARC decision-making process.

Basic Theme: Local Government Decision-makers. Local government decision-makers represent the people leading the decision-making process. Documents and respondents provided details about the processes undertaken in the decision-making, while respondents also provided details on the relevance and purpose of this process. The two codes that form the decision-makers basic theme are, council group, and project steering committee.

Council group refers to the team of officials that have been elected to represent, deliberate, and make decisions for the people and businesses that live in their ward/district. The documents and respondents revealed that key decisions were made through the council

Table 4.9*Government Influence Organising Theme: Inductive Basic Themes and Codes*

Basic themes	Codes	*No. of documents	**No. of document references	*No. of interviews	**No. of interview references
Local government decision-makers	Council group	27	31	8	38
	Project steering committee	0	0	3	12
State government policy	Regional facility	4	6	6	12

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

group in chambers. Decisions taken to council chambers were decided by a vote undertaken by the councillors to form a resolution. As explained by Ozzy, “the key decisions were always made by council resolutions, so that is by the seven councillors voting on a proposal or a proposition”.

The project steering committee refers to the group of people, including councillors and local government officers who provided guidance, direction, and control of the project. This code was not present in the documents; however, three respondents explained the project steering committee was able to make decisions, although due to local government governance procedures, there were limitations to their decision-making capabilities. Decisions were confirmed during council meetings. As explained by Orlando, “[the project steering committee could] make day-to-day decisions [however] from a governance point of view council needed to make its decisions in the council meetings”.

Basic Theme: State Government Policy. State government policy represents the infrastructure development policies developed by the Victoria State Government, which directly affected the decision-making at a local government level. The documents explained specific state government policy guidelines which guided decision-making, while the interviews explained how state government policy affected ARC decision-making. One code, regional facility, informed this theme.

Regional facility refers to the decisions around the size, type and catchment area of the planned facility. Four documents explained explicit state government directive that influenced the local government's decision to build a regional facility (ARC 1 Doc 6; ARC 1 Doc 62; ARC 1 Doc 139; ARC 1 Doc 141). The regional facility recognised as a principal activity centre (refer to the ARC 1 Organising Theme: Service Delivery – Basic Theme: Community Hub section) had to “include or aspire to a very large catchment covering several suburbs and attracting activities that meet the needs of the community” (ARC 1 Doc 141, p. 47). This statement was also mirrored in the principal activity plan (ARC 1 Doc 139, p.19, 27, 31, 42, 44).

Six respondents provided insights into the correspondence, meetings and agreements entered into in order to gain support to develop a regional facility. These agreements included the state government and surrounding local governments. As one respondent explained:

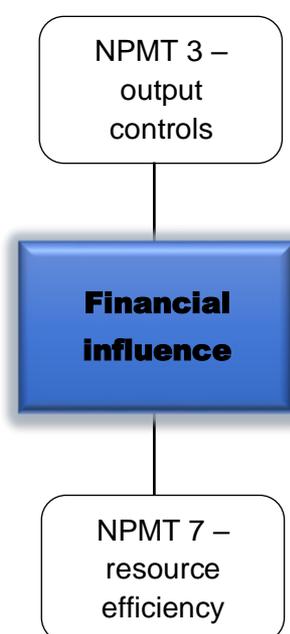
Through my contacts there I knew that they were very supportive of the development of the regional facility. So, from the [State government] department's perspective, they were 100 per cent behind it. It fitted into their broader regional facilities' plan in terms of it was seen as a gap in the market (Oakley).

Organising Theme: Financial Influence

Financial influence refers to the NPMT principles used to assist in explaining decision-making. Two basic themes NPMT 3 – output controls and NPMT 7 – resource efficiency (Figure 4.8) emerged.

Figure 4.8

Basic Themes for Financial Influence Organising Theme



The basic themes and codes related to 'Financial influence' are presented in Table 4.10. One NPMT 3 – output controls and seven NPMT 7 – resource efficiency codes were identified in the data. These codes explain how NPMT components inform the understanding of the ARC planning process. Financial influence was the most prominent organising theme in the data (Table 4.10).

Table 4.10*Financial Influence Organising Theme: Deductive Basic Themes and Codes*

Basic themes	Codes	*No. of documents	**No. of document references	*No. of interviews	**No. of interview references
NPMT – 3 output controls	Performance indicators	8	29	4	8
NPMT – 7 resource efficiency	Government grants	33	51	9	41
	Financial goals	22	30	6	17
	Public-private partnership (PPP)	10	16	6	28
	Budget	15	23	5	9
	Economics	7	14	4	7
	Operational goals	7	9	6	12
	Secondary spend	3	4	0	0

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

Basic Theme: NPMT 3 – Output Controls. NPMT 3 – output controls refer to the use of performance targets and resource allocations to measure performance (Hood, 1991; Yamamoto, 2003). One NPMT 3 – output controls code was present in the analysis; this was performance indicators (Table 4.10).

Performance indicators refers to the tools adopted to measure the ARCs efficiency. The use of performance indicators was a prominent factor in the decision-making process (Table 4.10). First, eight documents and four respondents provided insights into the types of performance indicators used to measure performance targets. Examples of these targets included:

- visits per meter;
- expense recovery ability including capital repayment;

- operating profits per visit;
- program range returns and attendances;
- secondary spend returns;
- range of attendance types (adult/child ratio);
- catchment area;
- revenue returns from health and fitness.

(ARC 1 Doc 1, p.49, ARC 1 Doc 2, p. 33)

Second, the data from the documents and respondents showed the application of these performance indicators assisted in decision-making. The performance indicators in the documents provided ARC planners with commercialised data from an operational perspective that provided guidance to make informed decisions (ARC 1 Doc 16; ARC 1 Doc 136; ARC 1 Doc 137). The respondents also provided a commentary on how commercial performance indicators assisted in decision-making, in particular the size of the gym, for example:

The gym was sized to get a commercial return, and the components of the gym were designed to get a commercial return as well, yeah. So, there were commercial elements certainly layered onto it to then provide what we think was a — a model, an operating model (Orlando).

Basic Theme: NPMT 7– Resource Efficiency. NPMT 7– resource efficiency represents the effective use of resources to deliver efficient and financially effective outcomes. Seven NPMT 7 – resource efficiency codes were identified in the data: government grants; financial goals; public-private partnerships (PPP); budget; economics; operational goals; and quality secondary spend.

Government grants refers to the money provided to the local government by federal and/or state government agencies to assist in funding infrastructure development. The documents revealed the local government applied for seven state and federal government grants and was successful with four. The local government received over \$12 million in

government grants, consisting of federal (\$5 million) and state government (\$7 million + unknown amount from Sustainability Victoria) funding from a variety of sources (refer to [Appendix K Table 6](#)).

The respondents provided insights into the effect the termination of the PPP had on the local government's ability to apply for government grants, policy alignment with government sector and conditional factors guiding funding applications. For example, Olivia explained:

Along with [the funding] comes some conditions. So, we got money from federal and state government. And they wanted to see more community rooms within the facility. So, we had to go back and do some remodeling on the conditions of the grants.

Financial goals referred to the local government's desire to develop a financially viable facility. The documents and respondents provided insights into decisions that assisted to explain the financial goals that influenced ARC Decision-making. The data identified the strategy of combining the high-income areas of health and fitness with the high operational cost swimming pools to assist local government to achieve its financial goals. As explained by one respondent, "your multi-purpose side of things represents financial efficiency. The idea [of] building a stand-alone pool or something like that, you cannot do it these days" (Olly).

PPP refers to the relationship developed between the local government and a commercialised business to plan and develop ARC 1. The documents and respondents explained the relationship of the PPP describing the exchange of land and property investments in return for the development of the principal activity centre. The strategy to use a developer was underpinned by the local government's financial abilities to develop not only the ARC but also the office buildings. Ozzy explained:

[We wanted to] partner with another party to actually construct the facility.

We're talking reasonable funds, the aquatic facility back then in its own right was about 40 plus million dollars and to build an – an office building on top, it

was probably about 30 odd million dollars. So, you're talking substantial ... rate payer's dollars XXXX who owned the Plaza, put their hand up and said, Well, we're interested in being part of the future of XXXX.

Eight years into the ARC planning process the PPP relationship was terminated due to the global financial crisis.

The budget code refers to how the local government was accountable for all monies allocated and spent in the decision-making process. Documents explained the extensive use of budgeting, with 15 documents identifying how a variety of budgets were set, for example, a council budget, an operational budget including fees and charges, and a budget to pay specialists. These budgets were set to ensure the project remained within the local government's financial expectations and could deliver potential positive financial outcomes and ensure correct decisions were made. For example:

This project also involved developing a detailed operating budget utilizing relevant wage rates and operating structures for the potential management models so as to provide Council with a clear indication of potential financial outcomes (ARC 1 Doc 72, p. 3).

The respondents explained the importance of making decisions guided by budgets. Key components included the identification of processes affecting decision-making such as different organisational values in terms of financial outcomes between the commercial developer and the local government and the effect of the ten-year ARC planning process on budgeting decisions. As identified by Oscar: "XXXX had a very large profit margin built into the overall costs and XXXX weren't willing to pay for that".

Economic refers to decisions and their impact on the local economy. The documents explain the economics of the project predominately in their marketing and communication methods. References were found in documents such as newsletters, community question and answer sheets, and key message sheets. An example includes, "these integrated centres are more economically viable and offer a broader range of services to the community" (ARC 1 Doc 41, p.1). However, only four of the nine respondents discussed the

economic benefit of the project, for example, “[the development of an ARC would] be more economically beneficial to council than to be doing a smaller scale facility” (Oakley).

Operational goals refer to the operative financial expectations the local government had for the ARC. The documents related to the operational goals and recommended processes such as the integration of health and fitness and aquatic facilities.

For example:

Health and fitness have the capacity to record high expense recovery returns, with many centres returning 125% to 180% of expenditure. Locating these facilities at aquatic centres increases the potential of cross-selling and spin-off use. It also improves the membership/program user and casual user ratio (ARC 1 Doc 2, p. 33).

Six respondents provided insights into the importance of ensuring the facility was financially viable throughout its operations and how this influenced ARC planning decisions. For example, Oakley noted that the local government needed to operate sustainably to ensure financial viability, “developing a facility that was as sustainable as possible in terms of financially sustainable as possible”.

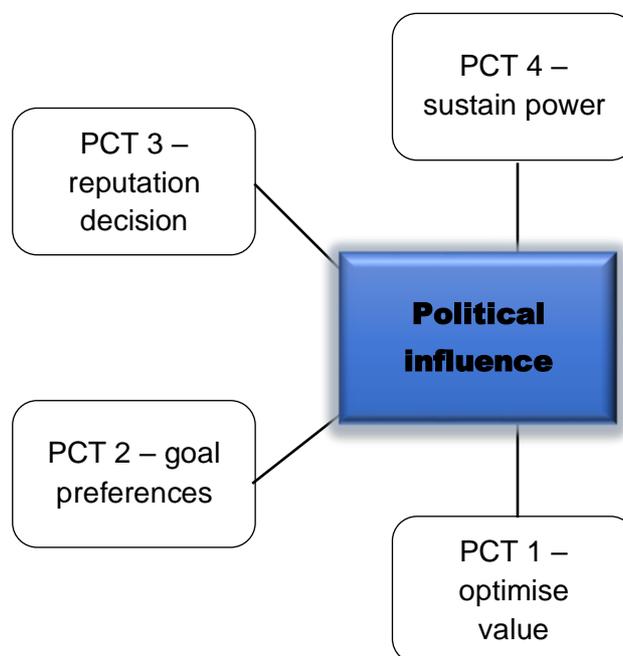
The secondary spend code refers to the placement of complementary services such as a café, merchandise etcetera to maximise spending and encourage people to stay in the centre longer. Three documents provided insights into the reasons the local government decided to implement secondary spend outlets into its ARC. An example of this was in the feasibility studies which explained how the application of secondary spend provided additional opportunities to supplement operational costs and “provide high-quality secondary spend areas (café, merchandising, etc.) to assist in supplementing high-cost aquatic areas” (ARC 1 Doc 1, p. 10).

Organising Theme: Political Influence

The final organising theme for decision-making is political influence. This organising theme identifies the political components of PCT in the data. The four basic themes were: PCT 1 – optimise value, PCT 2 – goal preferences, PCT 3 – reputation decision and PCT 4 – sustain power (Figure 4.9).

Figure 4.9

Basic Themes for Political Influence Organising Theme



The basic themes and codes related to 'Political influence' are presented in Table 4.11. Two PCT 1 – optimise value and PCT 2 – goal preferences codes and one PCT 3 – reputation decisions and PCT 4 – sustain power codes were identified in the data. These codes explain how PCT components inform the understanding of the ARC decision-making process.

Table 4.11*Political Influence Organising Theme: Deductive Basic Themes and Codes*

Basic themes	Codes	*No. of documents	**No. of document references	*No. of interviews	**No. of interview references
PCT 1 – optimise value	Community social value	0	0	3	5
	Evidence-based decision-making	0	0	3	5
PCT 2 – goal preferences	Stakeholder and community goals	13	15	5	7
	Local government goals	0	0	7	18
PCT 3 – reputation decisions	Government acknowledgement	4	10	0	0
PCT 4 – sustain power	Officer power	0	0	3	12

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

Basic Theme: PCT 1 — Optimise Value. PCT 1 — optimise value represents the utility that was added to the ARC development by a decision that was made. Two codes that formed PCT 1 were: community social value and evidence-based decision-making. Reference was made by the respondents about this code, however, not in the documents. The term, 'community' has been used to reflect the term, 'citizens' in the literature review because the respondents have used this word, so community is used from this point.

Community social value refers to rational decision-making made with the community's values in mind. The ARC decision-makers optimised the value of their decision-making by considering the community's values. When redeveloping a much-loved

community asset, it is essential to understand the social value the community place on this asset (Olly; Oakley; Olivia; Ozzy; Orland; Octavia). The respondents identified the community put a lot of social value on having 50m outdoor pool. Ozzy explained:

[The community] saw it from the '60s, it meant a lot to them, it was a place where people met, it was a congreg[ation] – it was almost like a country pool, town.

Evidence-based decisions refers to gaining facts and data to optimise the value of decision-making. For example, the local government authorised feasibility studies, conducted site visits, and commissioned specialists to provide professional advice. Three respondents explained the local government sought to obtain up-to-date information from professionals to assist them make informed decisions. For example:

“Our architects, our urban designers and our aquatic advisors were able to demonstrate quite clearly even around the world what the demand was (Ozzy).

Basic Theme: PCT 2 –Goal Preferences. PCT 2 – goal preferences refer to the desires or ambitions of the actor, citizen or stakeholder when making ARC planning decisions. Two codes informed PCT 2, these were: stakeholder and community goals and local government goals. The documents and interviews provide evidence that different contributors to the ARC decision-making process had different goals that were shaped by their individual preferences.

Stakeholder and community goals refer to decision-making that was influenced by the preferences of the community and organisations that have interests in the ARC development. The goals of the stakeholders were present in the documents and interviews. Thirteen documents and five respondents provided insights into the preferences of local businesses and the community and how these preferences explain decision-making. For example, data revealed a strong desire within the community to have an outdoor 50-meter

pool included within the redevelopment, even if they were not going to use it. Orlando explained:

They'd say 'oh, we want an outdoor – oh, we miss our outdoor pool', you know, 'we're going to miss the outdoor pool, we want the outdoor pool' and I say 'so how many times have you been there in the last three years?' 'Oh, I haven't been, but I want an outdoor pool'.

Local government goals refer to the subjectivity of preferences from the municipality when decision-making. Data provided by seven of the nine respondents explain how the local government goals were rationalised by two dimensions. First, was to respond to the community's desires to have a multi-purpose indoor swimming pool and to meet the needs of the community. Second, was to develop an ARC that was financially viable. As explained by Octavia:

I remember going through all the figures, and potentially XXXX was meant to break even, if not a small profit, but it's proven very popular and council actually make – You're never going to get your money back for what you invested into it, but from an operational point of view, they make very good money out of it, and it's very popular.

Basic Theme: PCT 3 – Reputation Decisions. PCT 3 – reputation decisions represent the government officials' behaviour, and methods employed to enhance their reputation and status. Government acknowledgement was the only code identified under this theme.

Government acknowledgement refers to the recognition expected by government agencies in response to funding that was provided for the development of ARC 1. Respondents did not discuss this code; however, four documents recognised its influence on decision-making. These documents provided examples of the grant conditions and expectations of the government agencies. For example, "Acknowledgment: The organisation must acknowledge the contribution of the Department's Creating Better Places program in

all publicity associated with the Project including seminars, brochures, media releases and job advertisements relating to the Project” (ARC 1 Doc 45, p. 1).

Basic Theme: PCT 4 – Sustain Power. PCT 4 – sustain power represents the behaviours of people involved in ARC decision-making process to establish and maintain control. Officer power was the only code under this theme.

Officer power refers to the behaviour adopted by the local government officers to determine and maintain control. Officer power was not recognised in the document’s analysis; however, three of the nine respondents recognised this was an influence in the decision-making process. As identified in the local government decision-makers organising theme (refer to ARC 1 Organising Theme: Government Influence – Basic Theme: Local Government Decision-makers section), the council group had the final decision when it came to the decision-making process. The respondents, however, revealed that the local government officers were very determined to get the ARC developed and not afraid to push the boundaries. An example includes:

[They] had to be bullish to deliver the project but they were a bit ... they probably operated outside of the ... the realms of what was the right thing to do. Like [local government officers] they were going beyond their jurisdiction a little bit too much, would be my take on it (Oscar).

Summary ARC 1 Decision-making

Findings have been provided in this section to answer the second research question ‘How is a decision-making process used in ARC planning?’. Government influence, financial influence (NPMT) and political influence (PCT) attributed to the process used for decision-making in ARC 1. To assist visualise the analysis of the sequence of the ARC planning process and when decisions were made, a process map for ARC 1 was developed. The process map is explained in the following section.

Process Map ARC 1 – ARC Planning and Decisions

The process map was created to understand the sequence of ARC planning process, which led to decisions over the ten-year planning period. The map (Figure 4.10) is organised into chronological order, based on the 11 ARC 1 Planning basic themes (Figure 4.1 and Table 4.3). These themes were aligned to the timing of when actual decisions were made. The ARC decision-making basic themes including government, financial and political influences, do not appear in the process map as these findings represent decision-making behaviours rather than the process towards implementing a decision.

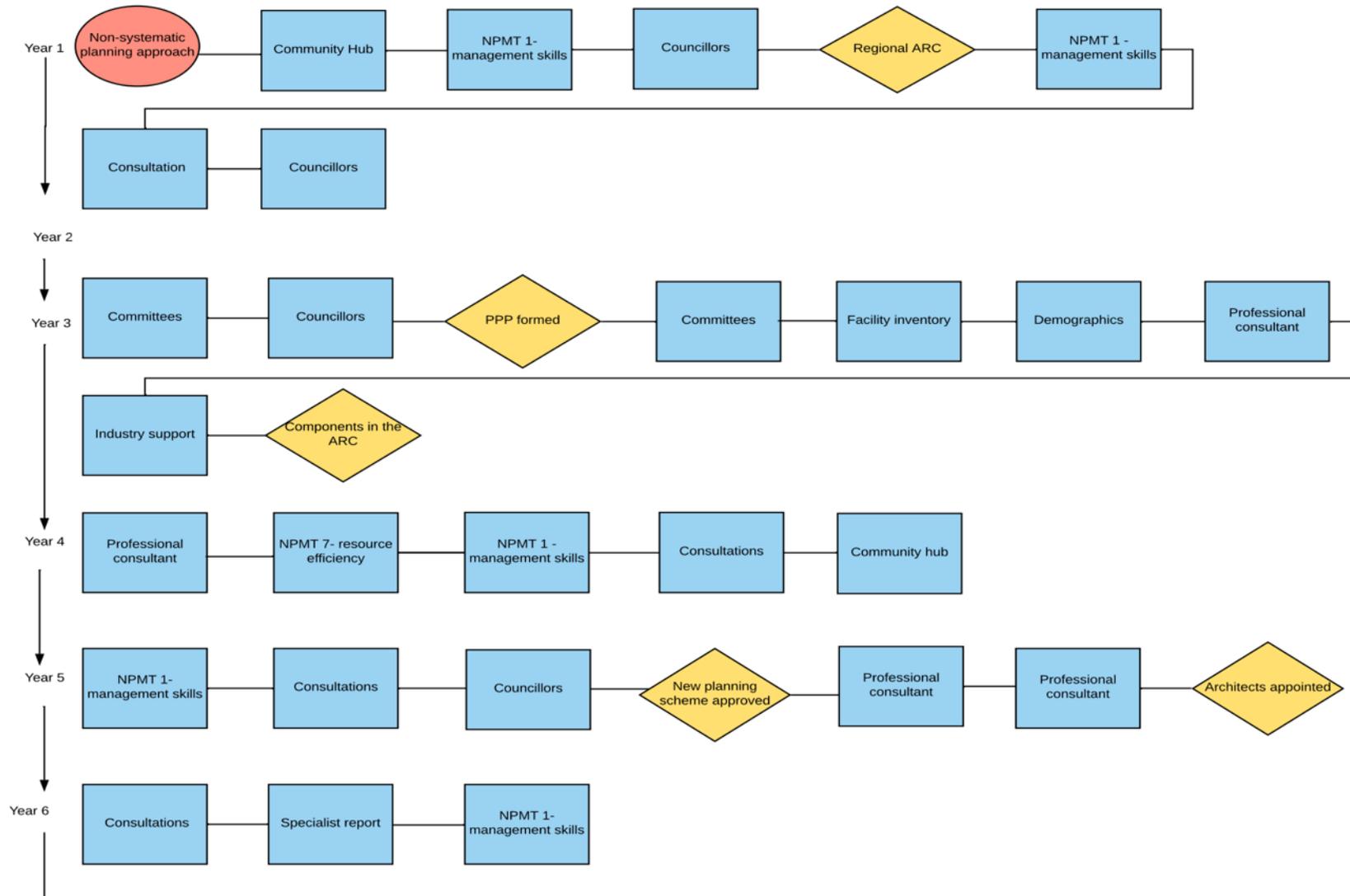
Findings reveal the non-systematic planning approach adopted (Figure 4.10). That is a structured framework or leisure planning model had not been used. The ARC planners did not have a predetermined plan for how or when components would be applied; instead, local government planning was based on "anecdotal needs" (Oakley). This discovery served as a starting point that identified the ARC planning process adopted by the local government.

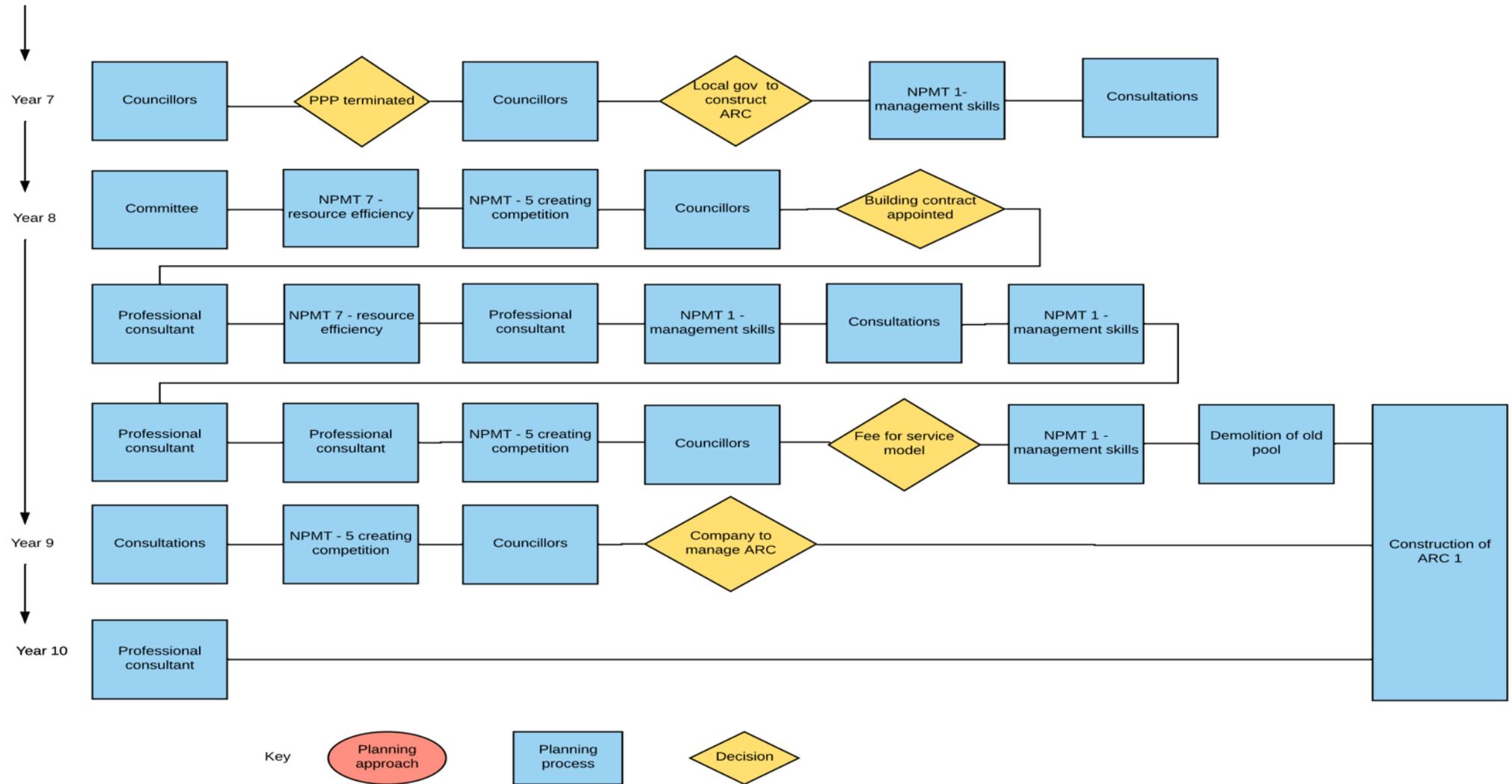
The ARC planning process is represented in the process map by a blue box (Figure 4.10). The chronological order of the process was primarily guided by documents that were dated, particularly meeting minutes. The interviews, although they did not refer to dates, did refer to the order of ARC planning or when decisions occurred. These descriptors enabled cross-referencing with documents to confirm dates.

A yellow diamond represents the decisions in the process map. The documents and respondents provided details on when decisions were made. For example, meeting minutes identified when the decision was made to appoint and then terminate the PPP. The interviews responses were not date-specific; however, they described the process and decisions made, for example, when the local government continued the project independently.

Figure 4.10

Process Map: ARC 1 Planning Basic Themes and Decisions





Sources: ARC 1 Doc 1; ARC 1 Doc 2; ARC 1 Doc 3; ARC 1 Doc 5; ARC 1 Doc 7; ARC 1 Doc 8; ARC 1 Doc 13; ARC 1 Doc 18; ARC 1 Doc 20; ARC 1 Doc 23; ARC 1 Doc 32; ARC 1 Doc 33; ARC 1 Doc 34; ARC 1 Doc 36; ARC 1 Doc 36; ARC 1 Doc 41; ARC 1 Doc 42; ARC 1 Doc 44; ARC 1 Doc 46; ARC 1 Doc 53; ARC 1 Doc 72; ARC 1 Doc 73; ARC 1 Doc 74; ARC 1 Doc 78; ARC 1 Doc 81; ARC 1 Doc 82; ARC 1 Doc 122; ARC 1 Doc 140; ARC 1 Doc 141; Olly; Olivia; Ozzy; Orlando; Owen, Oakley; Orlando; Olive

Two major findings are illustrated in the process maps. First, the order in which basic themes were applied to the ARC planning process. The process map illustrates that there is no consistent application of the basic themes. The order revealed in the process map shows there is no logical consistency with the order the components were applied. The only exception to this applies to year three, when the facility inventory, demographics and professional consultants basic themes were conducted after each other. This formed a logical sequence as facility inventory and demographics formed part of the report completed by professional consultants. Second, the process map illustrates the affect councillors, had on decisions, in this case the councillors were involved in eight of the ten decisions made. This evidence indicates the councillors played a key role in the decision-making process.

The data from the process map will be discussed further in the Discussion chapter in three ways. First, to understand the dependence the planning and decision-making processes have on each other, second, to explain the influence of the planning process on decisions, and third how decision made can affect the application of the planning process.

Triangulation of ARC 1

The purpose of this section is to present the triangulation results for ARC 1. The sources of documents and interviews allowed the researcher to explore the research questions from multiple perspectives, thus deepening the level of understanding and providing a more informed knowledge base. The triangulation process was undertaken to confirm the dependability of the two data sources and was conducted according to Farmer et al.'s (2006) six steps (refer to Triangulation Protocol section).

Step One: Data Sorting

Data sorting was conducted to align data from the documents and interviews with the appropriate research question (Farmer et al., 2006). Theoretical triangulation (refer to Triangulation section) was applied in the data sorting phase. Inductively, 28 codes (16 from the documents and 12 from the interviews) emerged from the data and deductively, 28 codes (13 from the documents and 15 from the interviews) (Table 4.12) emerged from the NPMT and PCT data.

Table 4.12

Summary of Inductive and Deductive Codes

Global theme	Inductive codes		Deductive codes	
	Documents	Interviews	Documents	Interviews
ARC 1 Planning	14	9	3	3
ARC 1 Decision-making	2	3	10	12
Total codes	16	12	13	15

Step Two: Convergence Coding

Convergence coding compares the meaning of each code between the two data sources (Briller et al., 2008; Farmer et al., 2006). This process enabled the researcher to identify whether the codes in the document and interview analysis agreed, partially agreed, were dissonant or were silent. No codes were allocated too partially agreed or dissonant, in other words the identified codes were a valid representation of the documents and the interviews.

Agreement. There were 22 instances where the two data sources agreed in meaning, indicating data was consistent between the two data sources (Table 4.13). The agreement classification was present in all the organising themes. Agreement was particularly dominant in the engaged experts and financial influence organising

themes. The engaged experts organising theme identified the committees involved in the ARC planning process, how the local government used professional consultants and how the councillors were involved in the ARC planning process. Documents such as the meeting minutes outlined the meeting group and attendees and the allocation of meeting actions. Similar evidence was also noted from the local government and specialist reports. The interviews provided evidence on the people involved in the ARC planning process, their related actions and associated influence over ARC planning. Thus, the corresponding data from these two sources were coded as agreement.

The financial influence organising theme comprised eight codes; seven aligned to data gained from the documents and interviews (Table 4.13). While the representation of the data sources differed, the meaning portrayed by the data was similar. For example, government grants were identified in the documents reporting application process and funding amounts received including the associated dates. Whereas the respondents acknowledged they had received state and federal government grants and generally noted how these grants assisted them financially.

Silence. Instances of silence between the documents and interviews occurred in the data 15 times (Table 4.13). Eight codes appeared in the documents, seven in the interviews. The silence classification appeared in all the organising themes; however, it was particularly prominent in the research and political influence organising themes. The research organising theme was derived from eight codes with four of these appearing in only one data source. Three of these: consultation process, feedback, and age profile were found only in the documents.

Table 4.13

Convergence Coding Matrix for ARC 1

Global theme	Organising theme	Basic theme	Code	Code classification: meaning and prominence				
				Agreement	Partial agreement	Silence	Dissonance	
ARC 1 Planning	Research	Consultation	Stakeholders	✓				
			Informing	✓				
			Consultation processes			✓		
			Market research	✓				
			Feedback			✓		
		Facility inventory	Existing facilities	✓				
		Demographics	Age profile			✓		
	Service delivery	Community hub	Industry support	Site visits			✓	
			Principle activity centre	Planning scheme	✓		✓	
	Engaged experts	Committees	Project steering committee	Community consultative committee	✓			
			XXXX & Partners Pty Ltd				✓	
			Professional consultants	Specialists	✓			
		Councillors	Specialist reports	✓				
			Briefing sessions	✓				
	Organisational outputs	NPMT 1- management skills	Local government reports	Expertise	✓			✓
			NPMT 5 – creating competition	Tendering process	✓			
			Operations tendered				✓	

Global theme	Organising theme	Basic theme	Code	Code classification: meaning and prominence				
				Agreement	Partial agreement	Silence	Dissonance	
ARC 1 Decision-making	Government influence	Decision makers	Council group	✓				
			Project steering committee			✓		
		State government policy	Regional facility	✓				
	Financial influence	NPMT 3- output controls	NPMT – resource efficiency	Performance indicators	✓			
				Government grants	✓			
				Financial goals	✓			
				Public-private partnership	✓			
				Budget	✓			
				Economics	✓			
				Operational goals	✓			
				Secondary spend				✓
	Political influence	PCT 1 – optimise value		Community social values			✓	
				Evidence based decision-making			✓	
		PCT 2 – goal preferences		Stakeholder and community goals	✓			
				Local government goals				✓
PCT 3 – reputation decisions			Government acknowledgement				✓	
PCT 4 – sustain power		Officer power				✓		
Totals				22		15		

The political influence organising theme was mainly formed from the interviews. This organising theme was derived from personal experiences rather than written process. For example, respondents explained what the influence of political pressures, along with the rationality of decision-making, had on the ARC decision-making process, which would not necessarily be explained in the documents. This could account for why the code was silent in the documents.

Step Three: Convergence Assessment

The purpose of the convergence assessment was to review all the triangulated codes to report the degree of convergence (Farmer et al., 2006). The convergence assessment identified 22 agreement codes representing 59 per cent agreement (Table 4.13). These codes were evenly spread with 12 ARC 1 Planning and ten ARC 1 Decision-making codes agreeing in meaning. The classification of silence was present in 41 per cent of the codes. An instance of silence was present in all the organising themes. There were no instances of partial agreement between the documents and interviews.

Step Four: Completeness Comparison

The completeness comparison assessment was conducted to understand the meaning from each data set to ultimately produce unified data between the two sets and to ensure completeness of the code with the merged sources (Farmer et al., 2006). The high percentage of convergence coding to meet the agreed classification determined the different data sources regularly complemented each other and confirmed the organising themes. However, 41 per cent of codes remained silent.

Step Five: Researcher Comparison

The researcher comparison was completed to ascertain a completeness comparison among the research team. It is recommended that there is an intercoder agreement of 85 to 90 per cent to ensure credible and trustworthy findings (Miles et al., 2014). The researcher comparison revealed that between the researcher and supervisors, there was complete agreement on 100 per cent of the codes.

Step Six: Feedback

Feedback from the two supervisors was continually sought by the researcher at every step of the triangulation process; this allowed for open and progressive discussions to be undertaken. Primarily, discussions focused on the agreement, and partial agreement codes and deliberations continued until complete agreement was achieved. Silent codes were self-evident as identified in Tables 4.4 - 4.7, and Tables 4.9 - 4.11, no dissonant codes were evident.

Chapter Summary

This chapter has presented descriptive results of the planning and decision-making processes for ARC 1. The chapter provided background information on ARC 1 and reported the thematic analysis for the two global themes ARC 1 Planning and ARC 1 Decision-making. Each global theme commenced with the presentation of a thematic map to identify the global, organising and basic themes related to the respective research question. The planning and decision-making processes were then placed in a process map to visualise interrelationships between these processes. The chapter concluded by proceeding through the triangulation protocol, to compare the findings from the documents and interviews, and to ensure a succinct amalgamation of the data sources occurred.

The planning global theme of ARC 1 process was ARC 1 Planning. Four organising themes were associated with the global theme — three inductive and one deductive. The

inductive themes of research, service delivery and engaged experts assisted to understand emerging themes involved in the ARC planning process. The deductive theme of organisational outputs were themes associated with NPMT, supporting evidence that the principles of financial efficiency contributed to the ARC planning process. However, this was not the case for the deductive codes related to PCT, findings identified PCT had no effect on the ARC planning process.

The decision-making global theme of ARC 1 was ARC 1 Decision-making. Three organising themes were associated with the global theme — one inductive and two deductive. The inductive organising theme of government influence identified who made decisions and the influence state government policy made to decisions. The two deductive organising themes represent the theoretical components of NPMT and PCT, assisting to explain the ARC decision-making process.

A process map has assisted to understand and visualise the interrelationships between ARC planning and decision-making over the ten-year period. Eight basic themes and 10 decisions were plotted on the process map.

Finally, the findings from the six-phase triangulation protocol were presented. This process allowed the similarities and/or differences in the meaning of data from the documents and interviews to be analysed. The triangulation process resulted in 22 instances where two data sources agreed in meaning and 15 times where data was silent, i.e., only present in one data source. These findings signify the value of the triangulation protocol to confirm the dependability of the two data sources. The next chapter presents the case analysis for ARC 2.

Chapter Five: Case Analysis ARC 2 Results

A similar reporting structure in Chapter four is presented in this chapter, however the focus is on the planning and decision-making processes for ARC 2. The results are presented in thematic maps relating to the two research questions followed by the descriptor of the ARC 2 process map. Finally, the data triangulation process is applied.

Two thematic maps were developed based on the document and interview analysis to illustrate their relationships (Figure 5.1 and Figure 5.6). ARC 2 Planning has three inductive and one deductive organising theme (Table 5.3), and ARC Decision-making ARC 2 has one inductive and two deductive organising themes (Table 5.8). Separate tables (Tables 5.4 - 5.7 and Tables 5.9 - 5.11) present the codes associated with the basic themes, identifying the number of documents or interviews that informed the basic theme and number of times the code appeared.

Overview for ARC 2

ARC 2 was a replacement pool for two-community outdoor 50m pools. The local government had two outdoor 50-metre (war) memorial pools built following the 1956 Melbourne Olympic games. By the mid-2000s, these pools were considered to be “structurally, financially and environmentally unsustainable as a result of design and age” (ARC 2 Doc 23, p. 350). ARC 2 was the redevelopment of one of these two older pools, with the planning and construction undertaken over a nine-year period. ARC 2 meets the guidelines for inclusion in the current study in all four aspects of the sample selection criteria (refer to Case Study Selection section). To ensure confidentiality of these two outdoor pools pseudonyms have been incorporated: outdoor pool 1 (ODP1) and outdoor pool 2 (ODP2). ARC 2 is located at ODP1.

Methods of Analysis

Documents

One hundred and fifteen documents were analysed for ARC 2; these documents came from a variety of sources including local government council documents, consultancy reports, council minutes, newspaper articles and other related documents including relevant articles in journals, relevant data developed from the Centre of Environmental and Recreation Management (CERM PI) and State government reports (Table 5.1). The documents were placed in chronological order by date and allocated a sequential number as their identifiers (for example ARC 2 Doc 1, ARC 2 Doc 2 etc.). This was essential for the researcher to understand the ARC planning and decision-making timeline and highlight how the process affected the next step. The documents were then coded, applying the principles of thematic analysis (refer to Thematic Analysis section).

Table 5.1

Documents Received

	Local government documents	Specialist reports	Local government minutes	Newspaper articles	Related documents	Total documents
Documents received	23	26	6	45	15	115

Interviews

Ten interviews were conducted over a period of three months to understand the ARC planning and decision-making processes. The respondents played a role related to the ARC planning including an operations manager, local government officer, councillor, or professional consultants. The interviews were over 30 minutes in duration, the longest lasted two hours and five minutes. Respondents were assigned a pseudonym, starting with the letter T. The respondents' pseudonyms and roles are presented in Table 5.2.

Table 5.2*Respondents' Pseudonym and Roles*

Respondent pseudonym	Role
Tori	Operations manager
Travis	Local government officer
Tim	Local government officer
Tobias	Local government officer
Taj	Local government officer
Theodore	Local government officer
Troy	Councillor
Trent	Councillor
Todd	Professional consultant
Trevor	Professional consultant

Leisure Planning Process Used in ARC Planning

A leisure planning process is a framework that incorporates various components to assist in understanding the steps involved in the specific ARC planning process. The documents and interviews analysed indicated local government used a non-systematic approach for the ARC 2 planning process. Evidence revealed there was no referral to a formal planning process. Instead, it was acknowledged, that a feasibility study, consultation, business planning, and the recruitment of a centre manager formed part of the ARC planning process. These findings contribute to an understanding of how ARCs are planned. That is, no systematic approaches were applied to the ARC 2 planning process.

Four organising themes emerged from the ARC 2 planning process. Each organising theme had associated basic themes (Figure 5.1). The organising themes and their associated basic themes and codes are listed in Table 5.3, this includes the inductive themes and codes. The three inductive organising themes were research, service delivery and engaged experts. These themes were derived from eleven basic themes and 33 documents and interviews codes. One deductive organising theme: organisational outputs explained how NPMT was used in the ARC 2 planning process. Two basic themes and six document and interview codes emerged from the data.

Figure 5.1

Thematic Map of Global Theme ARC Planning ARC 2 (Research Question One)

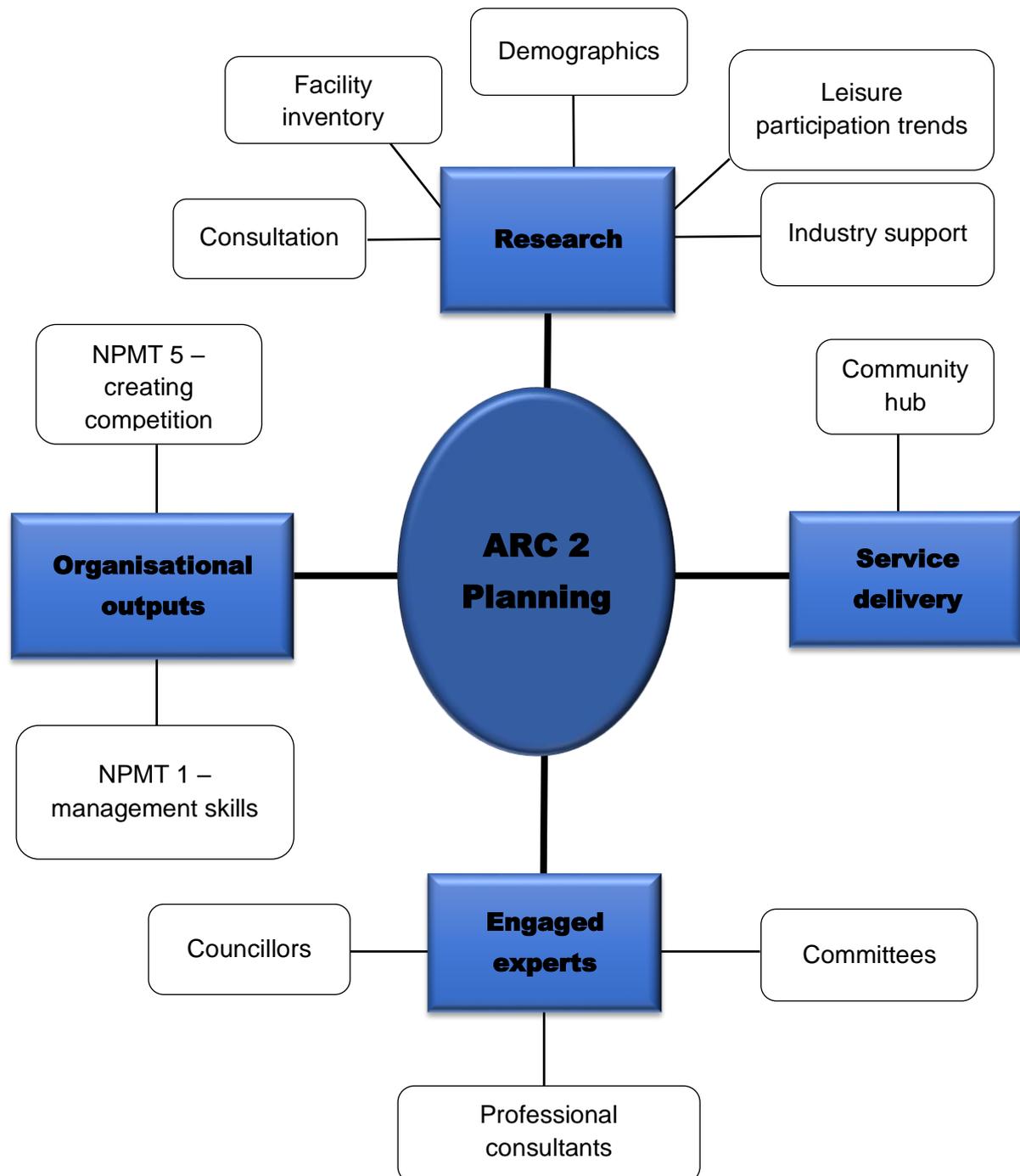


Table 5.3*Global Theme: ARC 2 Planning Inductive and Deductive Themes and Codes*

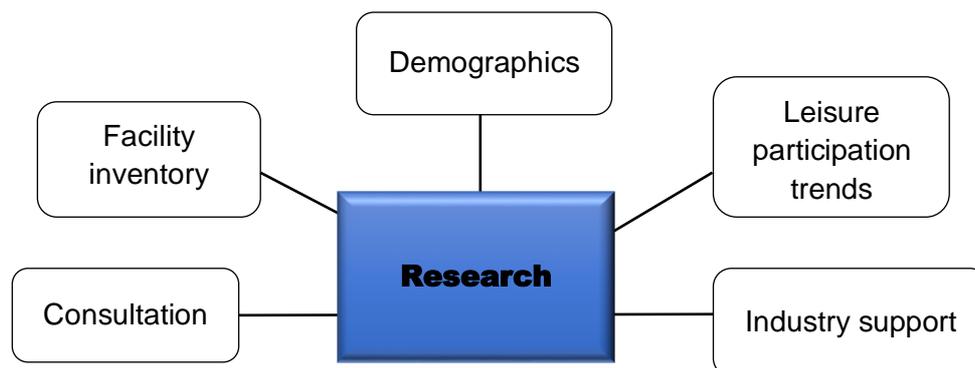
Coding method	Organising theme	Basic theme	Documents codes	Interview codes	
Inductive	Research	Consultation	Market research	Market research	
			Feedback	Feedback	
			Consultation process	Consultation process	
				Informing	
			Facility inventory	Existing facilities	
				Condition analysis	
			Demographics	Age profile	
				Cultural	
				Travel	
			Leisure participation trends	Recreation and sport trends	
		ARC trends			
		Industry support		Site visits	
	Service delivery	Community hub		Community	
	Engaged experts	Committees	Project steering committee	Project steering committee	
				Project working group	
		Professional consultants	Specialists	Specialists	
		Councillors	Specialist reports	Specialist reports	
				Buy-in	
				Briefing sessions	
				Budget	
Total Inductive	3	9	13	13	
Deductive	Organisational outputs	NPMT 1 – management skills	Local government reports	Local government reports	
				Centre manager	
				Expertise	
		NPMT 5 – creating competition	Operations tendered	Operations tendered	
Total Deductive	1	2	2	4	
Total ARC 2 Planning	4	11	15	18	

Organising Theme: Research

The research organising theme was important for understanding the process used by the local government to collect, collate and evaluate data in the ARC planning process. The organising theme identifies the ARC planning process undertaken by the local government to determine the ARC that would best suit the needs of the community. Five associated basic themes were identified: consultation; facility inventory; demographics; leisure participation trends; and industry support (Figure 5.2).

Figure 5.2

Basic Themes for Research Organising Theme



The basic themes and codes related to 'Research' are presented in Table 5.4. Five codes were identified under consultation, four under demographics, two codes were represented in the facility inventory, leisure participation trends and one code under the industry support basic themes.

Table 5.4*Research Organising Theme: Inductive Basic Themes and Codes*

Basic themes	Codes	*No. of documents	**No. of documents references	*No. of interviews	**No. of interview references
Consultation	Market research	11	22	5	15
	Feedback	6	10	8	23
	Consultation process	6	11	5	13
	Informing	0	0	9	22
Facility inventory	Existing facilities	5	10	0	0
	Condition analysis	5	9	0	0
Demographics	Age profile	6	8	0	0
	Cultural	4	8	0	0
	Affluence	4	5	0	0
	Travel	3	4	0	0
Leisure participation trends	Recreation and sports trends	5	8	0	0
	ARC trends	4	11	0	0
Industry support	Site visits	0	0	6	20

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

Basic Theme: Consultation. Consultation refers to the process of engaging the community in the planning of ARC 2. The codes were: market research; feedback; consultation phases; and informing (Table 5.4). The documents have assisted in developing the consultation timeline, providing insights into when and how the consultation was undertaken, whereas the respondents provided insights into the relevance and purpose of these process.

Market research refers to a strategy used to systematically gather and interpret data about individuals and communities to determine their needs. The documents identified that market research was undertaken through two main documents — the needs analysis (ARC 2 Doc 2) and the second feasibility study (ARC 2 Doc 16). Methods used to undertake the market research included:

- Household telephone sample (350 people) (ARC 2 Doc 1, pp. 40-42);
- resident infield survey (126 face-to-face interviews) (ARC 2 Doc 1, pp. 42-44);
- 2 community forums 77 attendees (ARC 2 Doc 1, pp. 44-46);
- community submissions 18 received (ARC 2 Doc 1, pp. 46-47);
- telephone survey 500 randomly selected residents were interviewed (ARC 2 Doc 16, p. 19).

The interviews provided insights into the relevance of and need to complete market research. Key responses identified market research was undertaken to understand the need for a new development and to consider the views of the community. As typified by one respondent, “[we were] using market research to prove [what is needed] instead of [just going by] what I think is right” (Todd).

Feedback refers to the local government’s commitment to providing avenues for the community to react to the development of the project. Six documents provided insights into the process used to encourage feedback. The process involved residents providing verbal feedback at any of the public meetings they attended. If residents could not attend a public meeting, they were invited to send feedback through a written submission to the local government (ARC 2 Doc 1, ARC 2 Doc 4, ARC 2 Doc 74, ARC 2 Doc 84, ARC 2 Doc 85).

The interviews provided insights into the purpose of feedback and the reason it was sought. Eight of the ten respondents recognised feedback was an important component in the ARC planning process. Feedback provided an opportunity for planners to understand what the community wanted and enabled the community to

express their needs and interests with local government. As explained by Travis, “[the community] were giving us feedback about what they saw as being a priority, that is, we should be building a facility there”.

Consultation process refers to the phases undertaken by the local government when they were inviting the community to articulate their thoughts on the ARC development. The consultations were undertaken in a four-phase process over a four-year period ([Appendix L Table 1](#)). Phases one and two comprised several community meetings, where residents were encouraged to provide comments and submissions. Phase three allowed residents the opportunity to view the concept plans by attending an exhibition, visiting the library or a service centre, or by viewing the Council website. The final phase was a question-answer session. This phase was organised to allow the residents to ask questions on the development of the new ARC. In addition to the residents, this session was attended by the councillors, council officers and a professional consultant was involved in this process.

Five respondents explained the relevance of the consultation process. They identified the consultation process was a key component to inform and listen to what the residents wanted. As explained by Tobias, “[In the consultations] we find out exactly what are their main issues and interests, and then we deal with those.”

Informing refers to the local government providing details to residents through the consultation process. Nine of the ten respondents believed informing was an important component of ARC planning. Informing was a powerful tool the local government used to educate the residents on the conditions of ODP1 and ODP2, which in turn eased the pressures they were under from the “save the pool” campaigners. Informing through the consultation process also enabled residents to understand the current thinking of the local government planners in terms of the location of the new ARC and the conceptual plans and assisted in dealing with propaganda campaigns conducted by councillors and residents against the development. As explained by Tobias:

We did a video for the community that showed them the age of the plant, the condition of the pools and the old filtration systems. And it's basically falling to bits. Now when they saw the video, they could understand that this thing's about to go anyway.

Basic Theme: Facility Inventory. Facility inventory represents strategies employed to understand and evaluate the existing provision of sporting infrastructure. Two codes formed the facility inventory basic theme: existing facilities and condition analysis. All the facility inventory codes were provided through the documents.

Existing facilities refers to establishing an inventory of operational sport and recreation facilities to identify the number and type of facilities operating in and around the local government. This involved completing an analysis of all the aquatic facilities, sport halls, sporting grounds and sports-based facilities that were operational in the local government area. Existing facilities was referred to in five documents revealing that extensive research was conducted to understand facility supply.

Condition analysis refers to research initiated by the local government in order to understand the condition of ODP1 and ODP2. Documents showed that extensive investigations were conducted to understand the conditions of the outdoor pools. This included employing professional consultants such as structural engineers, pool specialists, operational specialists and consulting engineers to conduct reviews on both the outdoor pools and provide reports.

Basic Theme: Demographics. Demographics represents the research conducted to understand the population and respective groups within it. Four codes forming the demographic basic theme are age profile; cultural; affluence; and travel. The demographics basic theme only appeared in the documents, and no reference was made by the respondents.

Age profile refers to the life stage of people in ARC 2's region. It was referred to in six documents to provide insight on the age groups of the local residents and assist in determining future infrastructure provision, for example:

The age distribution of the XXXX population (Census 2001) indicates what can be described as a "mature" population. This data indicates that future leisure provision in XXXX will need to increase provision for older residents (ARC 2 Doc 8).

Cultural refers to the birthplace of local residents and how this would affect the programs and services delivered by the local government. Four documents provided evidence that planners sought to understand the cultural diversity of the community to assist in ARC planning, e.g.:

XXXX is a multicultural community with 37.4% of people being born overseas (compared to 34.3% for all of Melbourne). Of those born overseas, the four main countries of birth are UK (3.9%), Greece (2.1%), Poland (2.1%), and South Africa (1.7%) XXXX has a relatively high proportion of its population, which is culturally diverse. [This will have] implication[s] upon the types of recreation and sporting facilities and services to be provided (ARC 2 Doc 1, p. 11).

Affluence refers to the earning capacity of the municipality. Four documents explained the planners' use of income to access the socio-economic capabilities of residents in the local government municipality. For example, the analysis determined that the residents could afford to pay for a high standard of facilities that would provide a range of programs, targeted at families, small groups and individuals. However, it was also determined that pricing needed to be sensitive to all members of the community and to not exclude anyone from accessing the facilities and programs (ARC 2 Doc 7, pp. 6-7).

Travel refers to how people commute to facilities. Three documents explained the planners' use of travel information in order to understand future provisions such

as car parking and public transport. An example of this was in the feasibility studies which explained that residents travelled to the two existing outdoor pools by car, public transport, cycling or walking (ARC 2 Doc 16, p. 33).

Basic Theme: Participation Trends. Participation trends refer to the collection and interpretation of recreation participation rates providing planners with an understanding of the contemporary recreation and physical activity interests of the community. Two participation trends codes that evolved from the analysis are recreation and sports trends and ARC trends. Reference was made in the documents to these codes however not in the interviews.

Recreation and sports trends refer to research undertaken to identify current recreation and sporting practices in Australia and around the world. Five documents related to a needs analysis and four feasibility studies, provided details on current infrastructure, programming and user trends. For example, participation data indicated an increased variety in recreation and leisure options. In this case, recreation and sports options have changed towards newer more varied activities offered over a greater range of time frames compared to previous decades where limited variety in activities and scheduling occurred. This provided the local government with valuable new information to understand and adapt to changing recreation and sport trends.

ARC trends refer to the current local, national and international directions in ARC development. Four documents identified the community expectations of services delivered by ARCs including facilities to cater for all ages, a broad range of services in one multi-purpose facility and strong links between physical activity and health. The following example typifies this expectation:

Different people want different activities. The broadening different cultural, age, gender of the population sees the need for facilities to offer potential users a much more varied range of programs and

services than previously offered. All year-round indoor aquatic facilities also provide the greatest diversity of activities throughout the different seasons impacted by Victoria's weather (ARC 2 Doc 16, p. 8).

Basic Theme: Industry Support. Industry support represents the local government receiving advice and insights from other local governments and the ARC industry through conducting site visits. One industry support code contributed to understanding the ARC planning process, this was site visits.

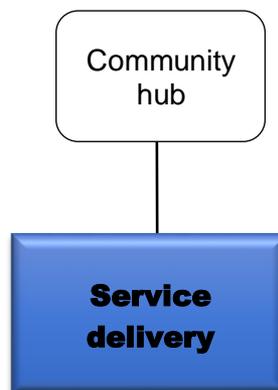
Site visits refer to travelling to other operational ARCs to learn about the successes and failings of ARC planning approaches or outcomes. This code was only present in the interviews. Site visits were mentioned by six of the ten respondents recognising this as a valuable tool for the ARC planning process. These visits enabled councillors and local government officers to gain an understanding of operations from an ARC planning perspective. The ARC planners were provided with an opportunity to talk to local government officers and operational managers, view what effectively worked within an existing ARC, and listen to the lessons learnt from the experiences of these officers and managers. Reflecting on a site visit, one respondent commented that visiting another facility had a "very strong impact on me" (Tim). He explained how one operator had mentioned he wished the planners had developed more gym space based on usage, Tim noted this was a valuable insight to take away.

Organising Theme: Service Delivery

The service delivery organising theme represents ARC planning strategies employed by the local government to deliver their services. One basic theme identified how the local government was planning to deliver its services. This was through a community hub (Figure 5.3).

Figure 5.3

Basic Theme for Service Delivery Organising Theme



The basic theme and code related to 'Service delivery' are presented in Table 5.5. One code, community was identified under this basic theme. This key finding explained the local government's vision to develop a community hub.

Table 5.5

Service Delivery Organising Theme: Inductive Basic Themes and Codes

Basic themes	Codes	*No. of documents	**No. of documents references	*No. of interviews	*No. of interview references
Community hub	Community	0	0	8	12

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

Basic Theme: Community Hub. The community hub represents the local government's plan to develop the ARC to become a central place to provide a range of services and activities to the community. Reference was made to this code in the interviews however not in the documents.

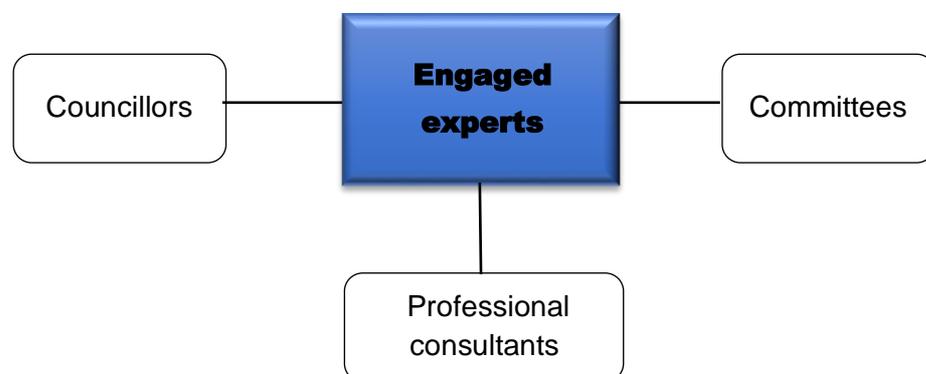
Eight of the ten respondents explained the strong vision evident from the local government to ensure the ARC provided service that would cater for all members of the community and would become a central community hub. As explained by Todd, "the vision to build a community hub was to look after as many people as possible – on the one site".

Organising Theme: Engaged Experts

The engaged experts organising theme represents the roles of the key people who were involved in the ARC planning process. Three basic themes emerged from the data identifying the main experts who were engaged in the ARC planning process. Committee, professional consultants and councillors (Figure 5.4).

Figure 5.4

Basic Themes for Engaged Experts Organising Theme



The basic themes and codes related to 'Engaged Experts' are presented in Table 5.6. Two committee, professional consultants and councillors codes were identified under each basic theme. These themes were key to understand who was involved in the ARC planning process.

Table 5.6

Engaged Experts Organising Theme: Inductive Basic Themes and Codes

Basic themes	Codes	*No. of documents	**No. of documents references	*No. of interviews	**No. of interview references
Committee	Project steering committee	6	9	10	43
	Project working group	0	0	5	6
Professional consultants	Specialists	3	5	10	62
	Specialists reports	10	14	5	11
Councillors	Briefing sessions	0	0	4	7
	Budget	0	0	3	4

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

Basic Theme: Committees. The committee represents working groups formed in the ARC planning process. Two codes represent the committee's basic theme, project steering committee and project working group. Documents explained when the committees were formed and provided insights into why the committees

were formed, whereas the interviews provided insights into who made up the committee and the purpose and relevance of the committee.

The project steering committee refers to the group of people, including councillors and local government officers who provided guidance, direction, and control of the project. Documents reveal the project steering committee was formed towards the end of the second year of ARC planning as part of the resolutions of a council meeting (ARC 2 Doc 74, p. 15). The project steering committee was developed to serve as an advisory committee to make recommendations for the development of the project and to ensure the project was run according to the time frames and budgets set by the local government (ARC 2 Doc 11, p. 735).

The interviews explained the project steering committee comprised three councillors, the CEO, directors, and the project manager (Trent; Tobias; Taj; Trevor). The committee met every month to have group meetings or tour the construction site. The interviews revealed two different perspectives for the project steering committee. The local government officers explained the project steering committee was established to give the councillors ownership and create buy-in for the project, for example:

One of the ways [to establish buy-in] was to create this steering group chaired by a councillor so that it gave the councillors ownership of the project. If they felt that they were driving it, that was great (Taj).

The councillors believed their role was to keep a consistent, clear message about the outcomes. One particular councillor believed his in-depth involvement in the project assisted with debate in the council chambers, which enabled resolutions to be made (Troy).

Project working group refers to an internal team primarily comprising council officers and managers to ensure an “integrated planning, management and governance structure” (ARC 2 Doc 61, p. 15) was evident. This code was not recognised in the document analysis; however, half of the respondents (five of the

ten) recognised this was an important committee in the ARC planning process. The committee led by the CEO comprised the senior construction managers, project manager, ARC centre manager, and council officers from human services, finance, human resources, recreation and the local government's in-house lawyer (Travis; Todd). The committee met every fortnight and dealt with the "day-to-day issues" (Tobias) of planning an ARC.

Basic Theme: Professional Consultants. Professional consultants represent organisations engaged to assist the ARC planning process. The local government sought professional advice when there was a gap in their planning team. Two codes emerged under professional consultants: specialists and specialists' reports. The documents and interviews assisted in providing insights into the professional advice that was sought in the planning process.

Specialists refer to a third-party entity the local government engaged in the ARC planning process to provide additional expert advice in specialised areas. Ten documents and all ten respondents identified the specialists used to assist in the ARC planning and services they provided in the ARC planning process. A list of these specialists is identified in [Appendix L Table 2](#). Nine organisations were commissioned by ARC management to complete specialised reports (the three feasibility studies completed in year two were completed by one organisation), and a project manager, architect and a builder were employed (refer to [Appendix L Table 2](#))

Basic Theme: Councillors. Councillors represents the elected officials in a local government council; their role is to ensure local interests are represented in local government decision-making. Councillors are an integral part of the decision-making process (refer to ARC 2 Organising Theme: Government Influence – Basic Theme: Local Government Decision-makers section) and therefore engage in the life span of the ARC planning process. Two codes emerged from the data to understand

the role councillors had in the ARC planning process. These codes were briefing sessions and budget. Reference to these codes was made in the interviews but not in the documents.

Briefing sessions refer to the local government officers providing the councillors with an update on current aspects of the project. Four respondents mentioned the relevance of briefing sessions. Key responses identified that briefing sessions were held to inform and educate councillors. As typified by one respondent, “[we] spend as much time as they need[ed] in the briefing to make sure that the councillors were completely across it” (Taj).

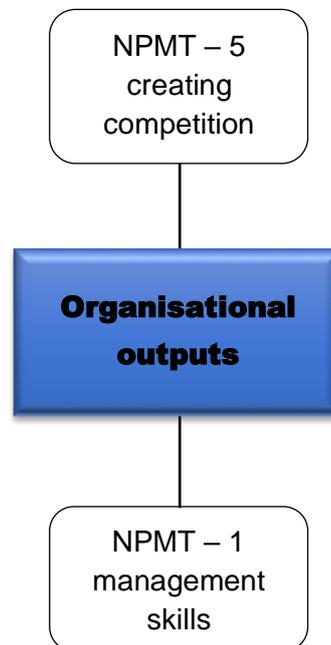
Budget refers to how budgeting details were discussed with the councillors. Three respondents explained the councillors were involved in all budgetary process such as the construction costs, operational costs and projections. As Tobias explained, “[we] had to go through significant budget process with councillors, you know given the fact that it’s the biggest project we’d ever done”.

Organising Theme: Organisational Outputs

The organisational outputs organising theme represents the process activated to improve personnel and management practices grounded on the need for financial efficiencies. Two basic themes were identified as strategies employed by local governments when planning for their ARC, NPMT 1– management skills and NPMT 5 – creating competition (Figure 5.5).

Figure 5.5

Basic Themes for Organisational Outputs Organising Theme



The basic themes and codes related to ‘Organisational outputs’ are presented in Table 5.7. Three NPMT 1- management skills and one NPMT 5 creating competition codes were identified in the data. Organisational outputs were controls that identified the dimensions of NPMT and assisted in explaining the ARC planning process.

Basic Theme: NPMT 1 – Management Skills. NPMT 1 – management skills represent the specialised skills and clearly defined roles that have been identified in the ARC planning process. Three NPMT 1 – management skills codes appeared in the data, local government reports, centre manager and expertise. Documents provided details on the written reports and associated dates, while the interviews assisted in explaining what local government reports were written. The interviews also provided insights into the reason’s professional management skills were important in the ARC planning process.

Table 5.7*Organisational Outputs Organising Theme: Deductive Basic Themes and Codes*

Basic themes	Codes	*No. of documents	**No. of document references	*No. of interviews	**No. of interview references
NPMT 1 – management skills	Local government reports	13	29	7	17
	Centre manager	0	0	8	14
	Expertise	0	0	3	3
NPMT – 5 creating competition	Operations tendered	6	7	0	0

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

Local government reports refer to the documents written by planning officers throughout the ARC planning process. Thirteen documents and six respondents referred to four local government reports (refer to [Appendix L Table 3](#)). The first report, Pools: Past, Present and Future, was the first document given to the community and was the catalyst for community discussion. The Community plan, Strategic resource plan and the Asset management plan all served as important local government plans for community development and as strategic asset infrastructure resource and maintenance documents. For example, the Greenfields enterprise agreement outlined the terms of employment “reflective of industry standards” (ARC 2 Doc 34, p. 3).

Centre manager refers to the employment of the facility’s principal administrator in year six of the ARC planning process. Eight of the ten respondents

agreed this appointment was an important part of the ARC planning process and allowed for an “operational” (Travis) skill set to assist in the final ARC planning phases. Employing the centre manager early meant the local government “could get the input of a person who’s actually going to run the show” (Tobias).

Expertise refers to employing staff within local government in specialised areas of ARC planning, i.e., planning consultants, architects, and engineers. It was mentioned by three respondents, detailing the importance of having well trained expert local government officers employed within the ARC planning process. The respondents explained the importance of drawing on expertise of other departments to provide knowledgeable advice. For example, Trevor explained:

[We went to the] in-house experts on playgrounds because obviously councils do a lot of playgrounds. This is just a wet playground. So, we took, you know, whatever expertise they had and tried to apply it to a wet playground environment. And they were great. They were really informative. Because in terms of child safety, they’re all over that. That’s their expertise.

Basic Theme: NPMT 5 – Creating Competition. NPMT 5 – creating competition represents the process used by the local government to create competitive markets by engaging services that are open to competition. One code represents the basic theme of NPMT 5 – creating competition, operations tendered. This was mentioned only in the documents.

Operations tendered refers to services local government advertised as an expression of interest for commercialised businesses to apply. Operations tendered was mentioned in six documents explaining that five different services were tendered (Table 5.7). The services tendered were aligned with either the construction or operations of the ARC. The construction tenders for the architect and builder were aligned with the design and construction phases of the ARC planning process. The

operations tendered revealed that local government sought tender interest for the management of the centre and café and for basketball clubs to fill basketball court contracts (refer to [Appendix L Table 4](#)).

Summary ARC 2 Planning

Data obtained from the documents and interviews provided insights into research question number one 'How is a leisure planning process used in ARC planning?' Research, service delivery, engaged experts, and organisational outputs were the main themes identified in the current study to explain how a leisure planning process was used when planning ARC 2. The next section provides the results of the ARC 2 Decision-making global theme.

Decision-Making Process Used in ARC Planning

The global theme of ARC 2 Decision-making explains the process used by the local government when making related decisions. The three organising themes are government influence, financial influence, and political influence. There are nine basic themes (Figure 5.6). The first organising theme of government influence emerged inductively, while the final two organising themes emerged deductively from NPMT and PCT components (Table 5.8).

Figure 5.6

Thematic Map of Global Theme ARC 2 Decision-making (Research Question Two)

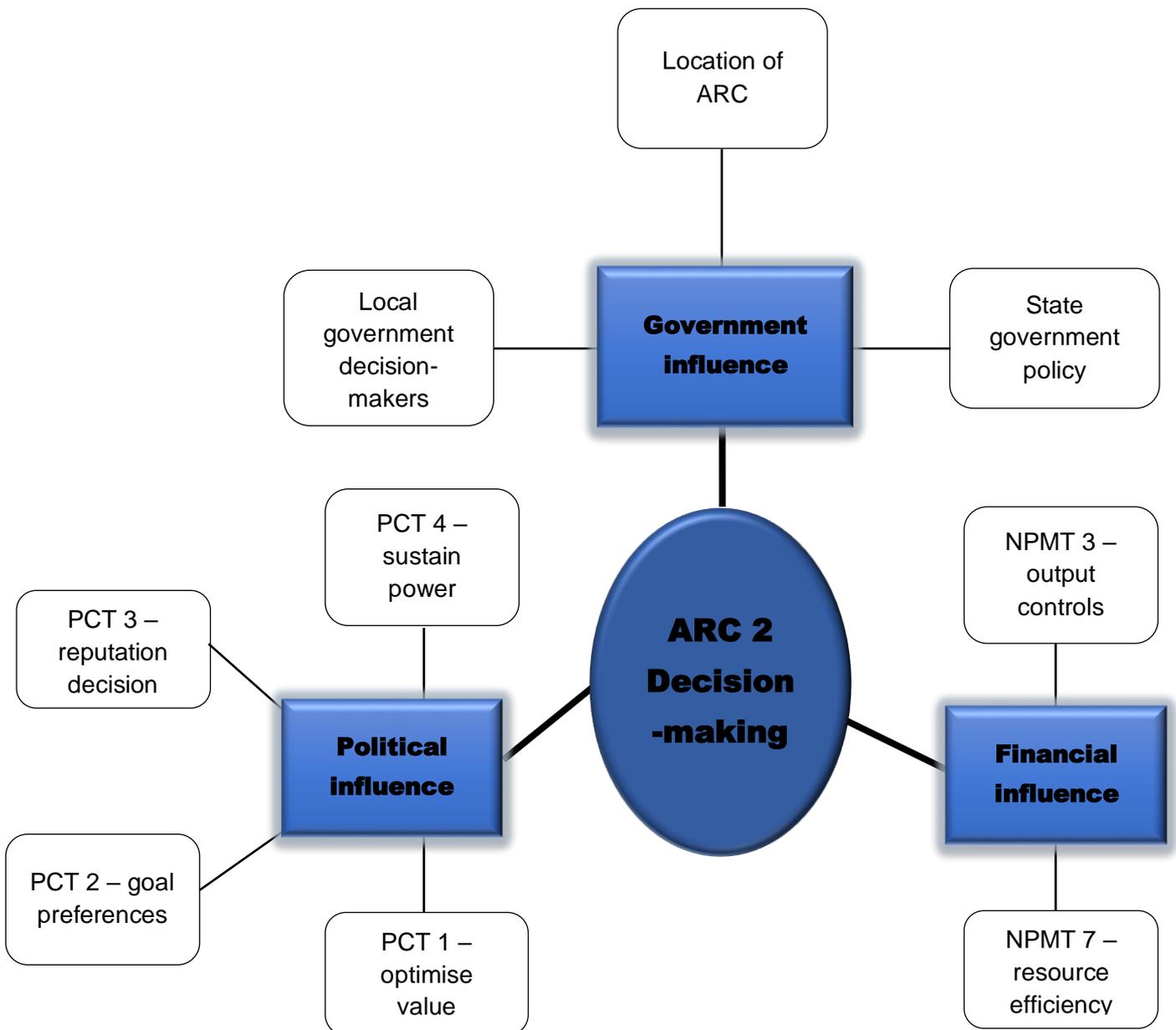


Table 5.8*Global Theme: ARC 2 Decision-making Inductive and Deductive Themes and Codes*

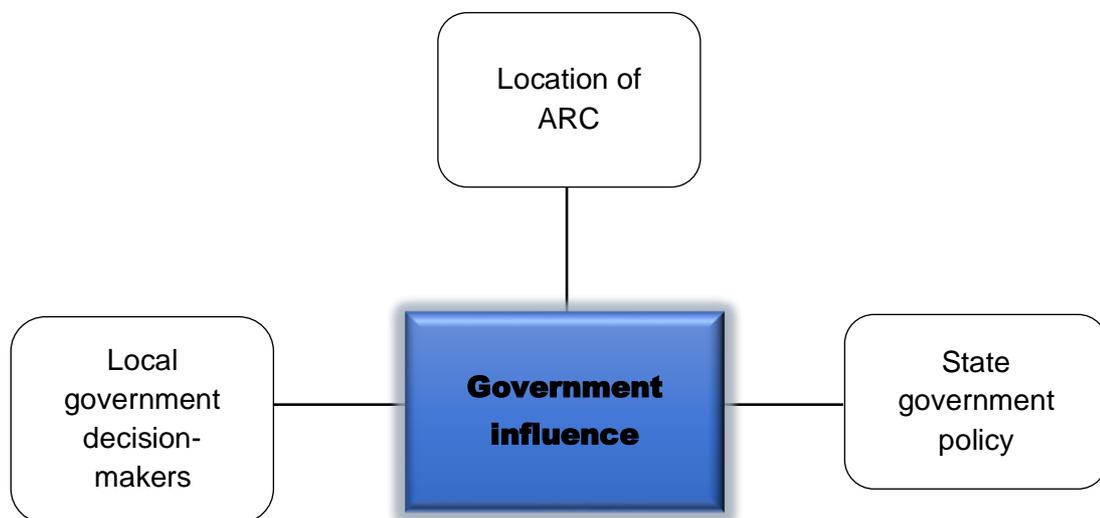
Coding method	Organising theme	Basic theme	Documents codes	Interview codes
Inductive	Government influence	Local government decision-makers	Council group	Council group Project steering committee
		Location of ARC		Location Traffic
		State government policy	Regional facility	Regional facility
Total inductive	1	3	2	5
Deductive	Financial influence	NPMT 3 – output controls	Performance indicators	Performance indicators
		NPMT 7 – resource efficiency	Government grants Operational goals Financial goals Complimentary businesses	Government grants Operational goals Financial goals
	Political influence	PCT 1 – optimise value	Evidence-based decision-making Community social value	Evidence-based decision-making Community social value
		PCT 2 – goal preferences		Local government goals Stakeholders' goals
		PCT 3- reputation decision		Councillor acknowledgement
	PCT 4 – sustain power		Legacy Community power Councillor power Officer power	
Total deductive	2	5	7	13
Total ARC 2 Decision- making	3	8	9	18

Organising Theme: Government Influence

Government influence represents the role government had in the decision-making process. Three basic themes were local government decision-makers, location of ARC and state government policy (Figure 5.7).

Figure 5.7

Basic Themes for Government Influence Organising Theme



The basic themes and codes related to 'Government influence' are presented in Table 5.9. Two local government decision-makers and location of ARC and one state government policy code were identified in the documents and interviews. These codes assist in explaining the differing roles state and local governments have in the ARC planning process.

Table 5.9*Government Influence Organising Theme: Inductive Basic Themes and Codes*

Basic themes	Codes	*No. of documents	**No. of document references	*No. of interviews	**No. of interview references
Local government decision-makers	Council group	4	6	7	28
	Project steering committee	0	0	4	11
Location of ARC	Location	0	0	9	29
	Traffic	0	0	4	6
State government policy	Regional facility	3	4	3	3

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

Basic Theme: Local Government Decision-makers. Local government decision-makers represents the people leading the decision-making process. Two local government decision-makers codes were identified in the data describing the people responsible for decision-making. These codes were council group and project steering committee. The codes represent the people that held key roles in the decision-making process when planning ARC 2.

Council group refers to the team of officials that have been elected to represent, deliberate and make decisions for the people and businesses that live in their ward/district. Council group was mentioned in the documents and interviews as a strategy adopted by the local government where a group comprising elected officials was formed to make high-level decisions. First, a decision would come through as a recommendation from the project steering committee, next the required decision was placed as an agenda item at a council meeting. At this stage, the councillors would be presented with relevant information to make

a decision. This information provided evidence for the councillors to discuss and debate until a decision was made. The decision would then be put forward as a resolution and voted on (ARC 1 Doc 14, p. 3; Tim; Travis; Trent and Taj).

The respondents also explained that the council group was the highest level of decision-makers. Major decisions requiring a resolution were put to the council chambers. As explained by Trent, “we would formalise [decisions] in a resolution at a formal council meeting”.

The project steering committee refers to the group of people, including councillors and local government officers who provided guidance, direction, and control of the project. This code was mentioned in the data for both ARC planning and decision-making global themes. Five respondents provided insights into the role the project steering committee had in decision-making. They explained strategic decisions that required discussion were taken to the project steering committee. One respondent explained this committee could not make decisions, only recommendations, which would then be forwarded to the council group (Trent).

Basic Theme: Location of ARC. Location of ARC refers to the decisions surrounding where ARC 2 should be positioned. Two codes evolved from the analysis: location and traffic. Reference was made to these codes in the interviews however, not in the documents.

A range of infrastructure elements were considered in the decision on location including the physical environment, traffic and access to the site. Examples of these elements were explained by Troy:

It was decided eventually to be in the ODP1 site, because it was larger and had better traffic access, and there were concerns the roads around OPD2 wouldn't cope because there's a lot of very narrow side streets around there. There was concern that they wouldn't cope with the XXXX traffic.

Traffic refers to the influx of people that would be coming into the surrounding area because of the new ARC development. It also refers to which location could handle an increased level of traffic. Tobias explained:

We were looking at building that centre at the two different sites. We understood that we would have a lot more public negative reaction potentially at ODP2 because of the traffic impacts.

Basic Theme: State Government Policy. State government policy represents the infrastructure development policies developed by the Victoria State Government, which directly affected the decision-making at a local government level. The documents explained how the local government interpreted state government policy guidelines which guided decision-making, while the interviews explained how state government policy affected ARC decision-making. One code, regional facility, was derived from this theme.

Regional facility refers to the decisions around the size, type and catchment area of the planned facility. Three documents explained that in order to construct a regional facility, the local government needed to consider the “facility size” (ARC 2 Doc 76, p. 3), the facility included features such as “state of the art aquatic[s], fitness, sports, rehabilitation, wellness, café and occasional care facilities” (ARC 2 Doc 67, p. 6). Finally, the catchment area needed to “extend beyond the municipality” (ARC 2 Doc 1, p. 30). All of these components were required to attract state government funding.

Three respondents provided insights into how the promise of an extra \$10 million from the state government influenced their decisions to build a regional facility. These insights included how the state government policies explained ARC decision-making; the promise of additional funding was an attractive proposition to the ARC planners and this funding enabled the local government to build a bigger centre. As explained by Travis:

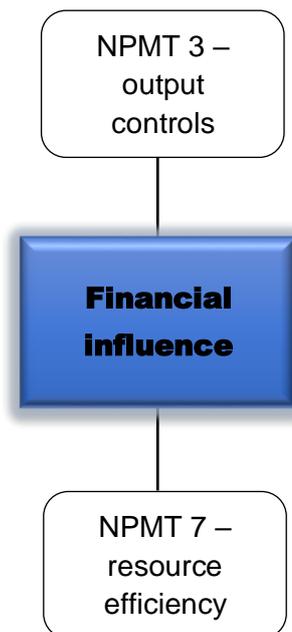
To obtain more funding — the state government grant — we applied for the regional development fund, which was \$10 million for the aquatic and gym side, this meant we needed to build a bigger centre.

Organising Theme: Financial Influence

The financial influence organising theme represents the NPMT components that contributed to ARC decision-making. This organising theme assists to explain how NPMT components were used in ARC 2's decision-making process. Financial influence was the most prominent organising theme derived from the data. Two basic themes evolved from the data NPMT 3 – output controls and NPMT 7– resource efficiency (Figure 5.8).

Figure 5.8

Basic Themes for Financial Influence Organising Theme



The themes and codes related to 'Financial influence' are presented in Table 5.10 and identify the one code, performance indicators related to NPMT 3 - output controls and four NPMT 7 – resource efficiency codes government grants, operational goals, financial goals and complementary businesses.

Table 5.10*Financial Influence Organising Theme: Deductive Basic Themes and Codes*

Basic themes	Codes	*No. of documents	**No. of document references	*No. of interviews	**No. of interview references
NPMT – 3 output controls	Performance indicators	9	24	3	7
NPMT – 7 resource efficiency	Government grants	17	39	8	47
	Operational goals	15	27	9	41
	Financial goals	12	18	6	15
	Complementary businesses	4	9	0	0

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

Basic Theme: NPMT 3 – Output Controls. NPMT 3 – output controls refer to the use of performance targets and resource allocations to measure performance (Hood, 1991; Yamamoto, 2003). One NPMT 3 – output controls code was present in the analysis; this was performance indicators (Table 5.10). Documents outlined the strategies used to assist in understanding the organisation’s potential performance, and respondents provided examples of how some of these indicators were used in practice.

Performance indicators refer to the tools adopted by decision-makers to measure the ARC’s proficiency. These tools were acknowledged in nine documents (Table 5.10) and were used to assist understand an organisation’s performance. The same leisure planning specialists completed the feasibility studies for ARC 1 and ARC 2; therefore, the same eight performance indicators were recorded, these being:

- high visits per meter;
- high expense recovery ability including capital repayment;
- high operating profits per visit;
- excellent program range returns and attendances;
- high secondary spend returns;
- excellent range of attendance types (adult/child ratio);
- draws users from a large catchment area;
- high revenue returns from health and fitness.

(ARC 2 Doc 16, p. 11)

Important elements such as catchment analysis, return on investment and visits per meter to measure performance were identified by three respondents. For example, “the catchment analysis we did [was] a point-of-sale review of where people come from and how much they spend at the centre” (Todd).

Basic Theme: NPMT 7 – Resource Efficiency. NPMT 7– resource efficiency represents the effective use of resources to deliver efficient and financially effective outcomes. Four NPMT 7 – Resource efficiency codes emerged from the data identifying the effect resource efficiency policies ARC 2 had on decision-making. These were government grants, operational goals, financial goals and complementary businesses. The documents assisted in determining the grants received, establishing timelines and provided insights into resource efficiency recommendations. The interviews assisted in determining the government grants received and provided insights about how the local government implemented resource efficiency practices.

Government grants refer to the money provided to the local government by state and/or federal government agencies to assist in funding infrastructure development. Funding in the form of grants played a key role in the decision-making process, was acknowledged in 33 documents and mentioned by nine of the ten respondents. The local government applied to the federal and state government grant programs to assist in the development of the ARC.

The local government received over \$15 million in federal (\$10 million) and state government (\$5 million) funding. Three of the four funding allotments were drawn from specific funding programs, while the \$2 million provided from the state government in year five was not from a specific program, rather it was the result of local government lobbying to the state government (refer to [Appendix L Table 5](#)).

The interviews provided insights into the circumstances surrounding the applications for gaining funding. The respondents explained the Victoria State Government's better pool program involved funding local governments who were building a pool at the time. The \$10 million received from the federal government as part of the Liberal party's economic stimulus package. The second state government funding identified as 'no specific program' was achieved through political lobbying.

Operational goals refer to the operative financial expectations the local government had for the ARC. Fifteen documents identified the importance of making operational-based financial decisions. Responses included commentary on the deficit operational expenditure of the two outdoor pools, how a multi-purpose pool can assist in covering operational costs and the local government's desire for the new ARC to cover operational costs. One example is in the feasibility study, "this is indicative of multi-purpose facilities being more financially profitable than a 50-metre pool when used in conjunction with indoor courts" (ARC 2 Doc 9, p. 8).

Nine of the ten respondents noted the relevance of operational goals on the decision-making process. Respondents discussed how the outdoor pools were operating at a deficit and costing the local government "a lot of money" (Trent, Tim, Taj and Troy). The respondents spoke about the need to cover operational costs, and how the multi-purpose aspect of the facility assisted the local government to achieve its operational goals which were for the centre to pay for itself. For example, "some economic analyses show that, if you put in things that made money, like gyms, you could cover the inevitably high-cost structure of outdoor water" (Tim).

Financial goals refer to the decisions made by local government officers to develop a financially viable facility. This code evolved from the documents and interviews and explains how the local government made planning decisions based on the need to achieve a financially independent ARC. One example mentioned of reaching this achievement was to develop a multipurpose ARC that had a health and fitness area and swimming pools. The data suggest that financial viability could be achieved by combining the high-income earnings of the health and fitness areas with the high operational costs of the swimming pools. As explained by Theodore:

The dry areas will provide the financial return, the wet areas are obviously people pay for. If you can get the balance right, then hopefully you'll end up making a small profit. So, things like the gym, we recognised if we could make that as large as practically as we could then that was going to help to drive the financial.

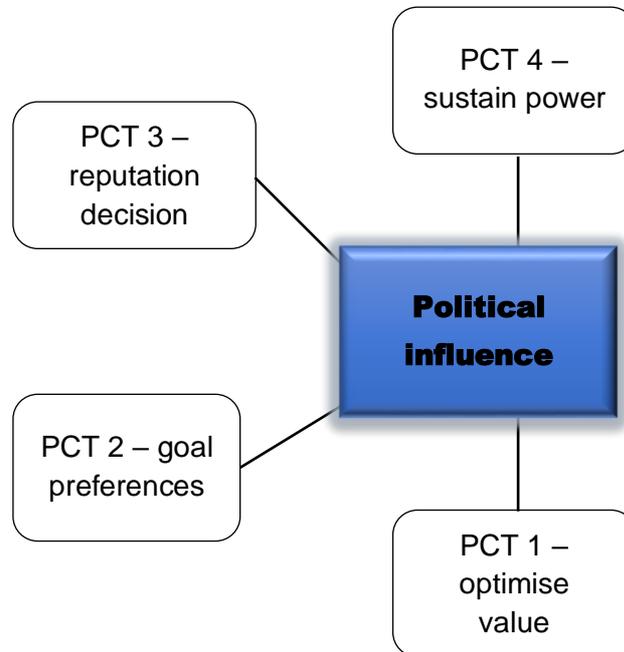
Complementary businesses refer to additional businesses strategically located in the ARC to generate increased sales and improve revenue provisions. Documents explained how these complementary businesses were a means of increasing the number of people into the centre for varied services. For example, “the massage and beauty therapy are high yield sales activities and also can have high linked merchandising product sales” (ARC 2 Doc 16, p. 12).

Organising Theme: Political Influence

Political influence represents how PCT components have explained decision-making. Four basic themes evolved from the data including PCT 1 - optimise value, PCT 2 – goal preferences, PCT 3 - reputation decisions and PCT 4 - sustain power (Figure 5.9).

Figure 5.9

Basic Themes for Political Influence Organising Theme



The themes and codes related to 'Political influence' are presented in Table 5.11. Two codes were identified under the PCT 1 - optimise value, PCT 2 - goal preferences and PCT 3 - reputation decisions basic themes and four codes represented the PCT 4 - sustain power basic theme. These basic themes and codes assist in explaining the role rationality and self-interest had in ARC decision-making.

Basic Theme: PCT 1 – Optimise Value. PCT 1 - optimise value represents the level of worth that was added to the ARC development by a decision that was made. Two PCT 1 - optimise value codes contributed to explaining the decision-making process; these are evidence-based decision-making and community social value. The documents provided evidence that several different sources were used to make value-based decisions. The interviews provided insights into understanding whether decisions were made to optimise community value, utility or profit.

Table 5.11*Political Influence Organising Theme: Deductive Basic Themes and Codes*

Basic themes	Codes	*No. of documents	**No. of document references	*No. of interviews	**No. of interview references
PCT 1 – optimise value	Evidence-based decision-making	11	47	6	19
	Community social value	4	7	8	20
PCT 2 – goal preferences	Local government goals	0	0	5	15
	Stakeholder and community goals	0	0	4	12
PCT 3 – reputation decisions	Councillor acknowledgement	0	0	3	5
	Legacy	0	0	4	4
PCT 4 – sustain power	Community power	0	0	8	21
	Councillor power	0	0	6	23
	Officer power	0	0	5	12
	Pork barrelling	0	0	5	9

Note. * Data in these columns identifies the number of documents or interviews attributed to this code.

**Data in these columns identifies the number of mentions attributed to the code in the documents or interviews.

Evidence-based decision-making refers to gaining facts and data to optimise the value of decision-making. Research was completed internally and externally to the local government. This code was referred to in the documents and interviews. Eleven documents revealed the ARC planners' commissioned reports and drew on the information provided in past internal and external reports and survey results to ensure well-informed decisions were made. An example of evidence collected and used to assist decision-making is:

Research undertaken found that all groups consulted were concerned that the [ODP1] and [ODP2] Swim Centres were ageing and that they did not provide facilities and programs targeted to their specific needs (ARC 2 Doc 2, p. 4).

Six of the ten respondents provided insights into the importance of obtaining and using the different types of information to add value to the decision-making process (Table 5.11). Tori explained, “providing supporting evidence was probably a big resource to help with the decision-making”.

Community social value refers to rational decision-making made with the community’s values in mind. Reference in the documents and interviews explained how the decision-makers optimised the value of their decision-making by considering the community’s values. Both sources of data explained how the local government valued the community’s thoughts and wanted to construct a venue that people would visit. The data showed that community-based decisions are not always rational. For example, to build an outdoor 50-metre pool, would not be the most financially viable option for the local government; however, it was what the community wanted. Tobias explained:

We were always going to keep the 50 outdoor anyway. Even though it’s in terms of the business model, a 50-metre outdoor pool, is it loses money, it doesn’t make money. But we knew it was something the community wanted.

Basic Theme: PCT 2 – Goal Preferences. PCT 2 – goal preferences refer to the desires or ambitions of the actor, citizen or stakeholder when making ARC planning decisions. Two PCT 2 –goal preferences codes contributed to explaining the ARC decision-making process; these were local government goals and stakeholder and community goals. Reference to these codes was made only by the respondents.

Local government goals refer to the subjectivity of preferences from the municipality when decision-making. Four of the ten respondents provided insights into how the local government goals were shaped around the desire to respond to the wants and needs of the community and to develop an ARC that was financially viable. For example, Tori explains, “[we were planning] a centre for everybody. So, you want your outdoor pool, we’re going to give you that”.

Stakeholder and community goals refer to decision-making that was influenced by the preferences of the community and organisations that have interests in the ARC development. Four of the ten respondents clarified how stakeholder preferences explained ARC decision-making. The data showed there were strong community preferences for the local government to replace the outdoor pools with a year-round indoor multi-purpose ARC. Taj explained that a multi-purpose ARC was “what people wanted”. Taj also described how the goal preferences of stakeholders were closely aligned with community expectations to have a modern venue to go and recreate. For example:

They wanted their council to produce these recreation [facilities] - that's what they expected. [The community] expect indoor sports and aquatic centres so that I can go and take my children to swimming year-round. I can swim year-round. I can go and play basketball. I can go and use the gymnasium. My wife or I can take the children and leave the children at the crèche if they're too young. So that theme was coming through all the time. People have an expectation that they will have these facilities available to them.

Basic Theme: PCT 3 – Reputation Decisions. PCT 3 – reputation decisions represent the behaviour of government officials and methods employed to enhance their reputation and status. Two PCT 3 – reputation decisions codes contributed to understanding the ARC decision-making process; these were councillor acknowledgement and legacy. Reference to these codes was made only by the respondents. There was no mention of them in the documents.

Councillor acknowledgement refers to the recognition the elected officials wanted for their contribution to the development of the ARC. The respondents explained how councillors wanted to become members of the pool steering committee to enhance their reputations and gain acknowledgement by having their names on the plaque, for example, “there were members of the council, [who] suddenly wanted to become chairman of the pool

steering committee and get on the committee, because you could put a plaque on the wall” (Trent).

Legacy refers to the councillors’ desires to be remembered by future generations for what they have contributed. The respondents explained how hard the councillors worked in the planning of the ARC and how they endeavoured to make informed decisions to improve the community and ensure ARC 2 was going to be a positive “legacy for the rest of their lives” (Todd).

Basic Theme: PCT 4 – Sustain Power. PCT 4 – sustain power represents the behaviours of people involved in ARC decision-making process to establish and maintain control. Four PCT 4- sustain power codes emerged from the data identifying power struggles about the ARC decision-making process. These were: community power; councillor power; officer power and pork barrelling. The respondents referred to this basic theme; it was not evident in the documents (Table 5.11).

The community power code refers to the influence the community had on ARC decision-making. Eight respondents explained how the community had an influence on ARC decision-making in areas such as the construction, location and retention of the outdoor 50-metre pool. Residents conducted protests and presented signed petitions to the local government. Trevor explained, “ODP1 site won the day purely because of strong advocacy from community groups that were trying to protect and keep that outdoor pool open”.

Councillor power refers to the elected officials and their influence within the decision-making process. Six respondents provided insights into the councillor power code; however, this code was emphasised significantly more by one person than the others. Examples provided by this councillor-related statements include, “we had six councillors out of nine that we controlled, so we got it through”, “we’re just going ahead anyway, we’re not going to listen to those people, and we just pushed it through”, and “I wasn’t too fussed about what the community wanted, because the community don’t know what they want, alright. Because people don’t want change” (Trent).

Officer power refers to the behaviour adopted by the local government officers to determine and maintain control. Five respondents explained how they published a video demonstrating the poor conditions of the two outdoor pools. This video allowed the council officers to convince community members that were against the new ARC, that a new ARC was needed and is typified by one respondent who commented: “that short video did the trick, and the ‘save the pool’ constituency just metamorphosed”.

Pork barrelling refers to the use of public money to maximise a minister’s chances of re-election. Government grants rewarded loyalty or to entice voters, especially in marginal seats. Five respondents provided insights into how the local government was able to obtain supplementary state government funding to assist in paying additional infrastructure when there was no funding available. For example:

The seat of XXXX was the most marginal electorate in Victoria. So, we asked for extra funding for the [basketball] courts and we got it, even though there was no category of funding for it. Premier XXXX came out and made the announcement and got a lot of favorable publicity (Tim).

Summary ARC 2 Decision-making

The findings of this section have provided insights into the second research question ‘How is a decision-making process used in ARC planning?’ Government influence, financial influence (NPMT) and political influence (PCT) were the main themes identified in the current study to explain how a decision-making process was used when planning ARC 2. The associated process map is presented in the next section.

Process Map ARC 2: ARC Planning and Decisions

The process map for ARC 2 (Figure 5.10) illustrates the sequence of the planning process, which led to decisions over the eight-year planning period. In the same manner, as in ARC 1, the ARC 2 Planning basic themes were placed in chronological order based on

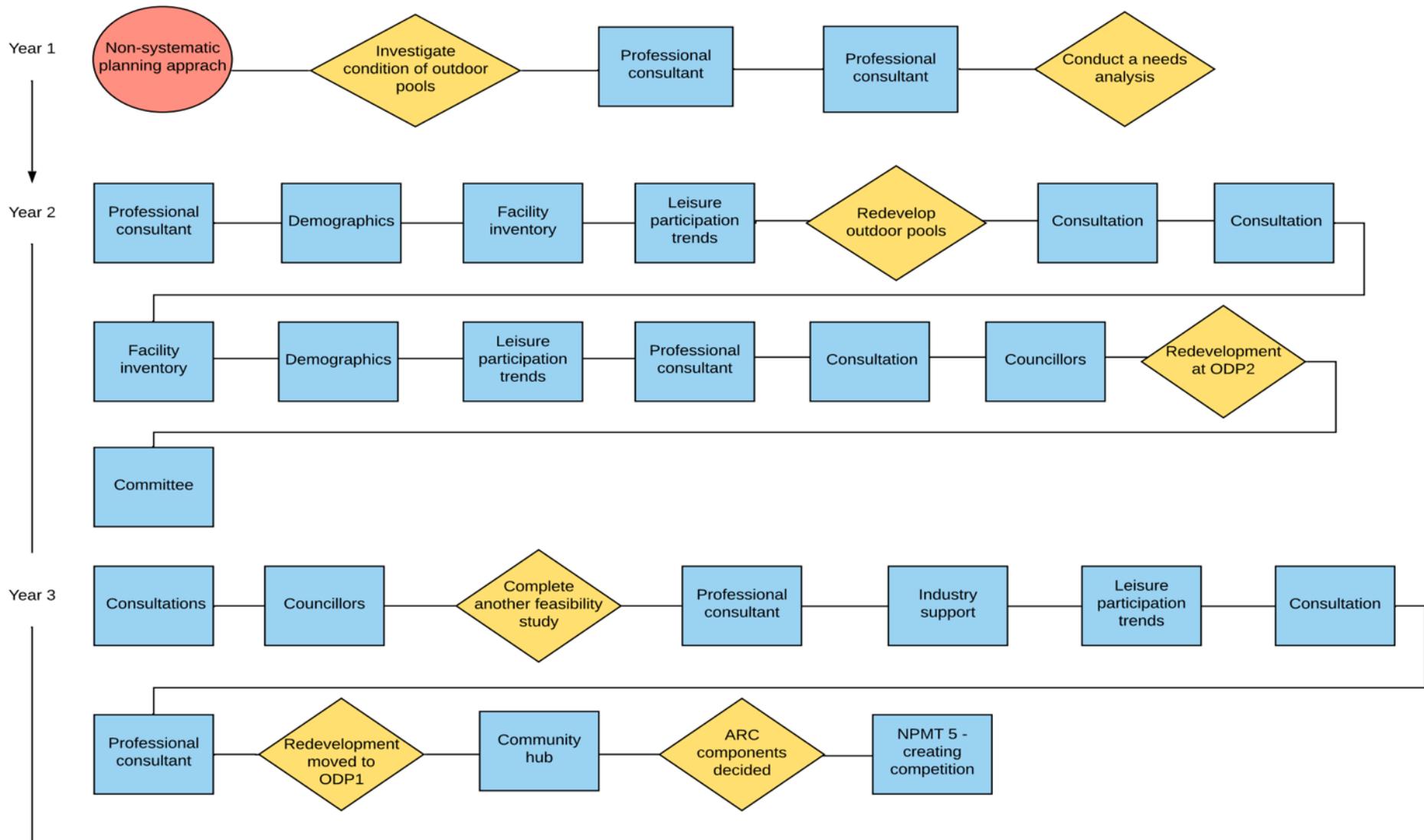
the 11 basic themes associated with the ARC 2 Planning global theme (Figure 5.1 and Table 5.3). These basic themes were then aligned with the decisions made. As explained for ARC 1, the ARC 2 Decision-making organising themes of government, financial and political influences do not appear in the process map, these findings represent decision-making behaviours rather than the process towards implementing a decision.

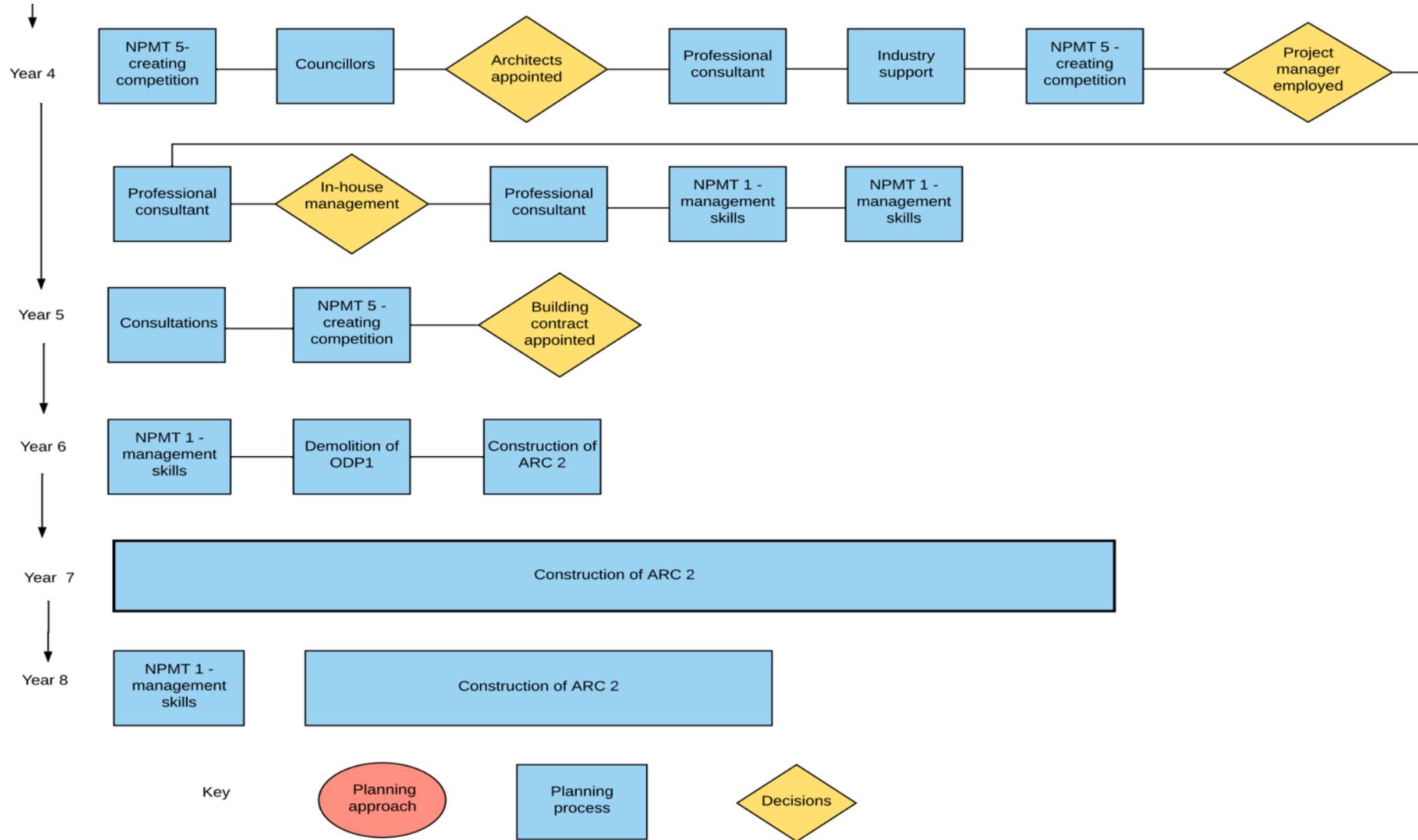
A non-systematic planning approach was adopted, and no predetermined plan was evident. The sequence in which ARC planning and decisions were conducted is illustrated in Figure 5.10. A blue box represents the planning process. The chronological order was identified through the dates provided on the documents. Organising the documents in chronological order early in the data collection phase was crucial to developing the process map. The interviews assisted in determining the order of the planning process and decisions, which enabled cross-referencing procedures to occur.

A yellow diamond represents the decisions. Together the documents and interviews assisted in clarifying when decisions were made. For example, through analysing the documents, the meeting minutes showed the council chambers had ratified the decision to redevelop the new ARC at ODP2 (year two). However, the next document noted the development of a new feasibility study suggesting the pool was to be developed at ODP1. To clarify this, the interviews verified the process that led to the decision for the ARC to be developed at ODP2. Two major findings are illustrated in the process maps for ARC 2. First, similar to ARC 1 the process map shows there is limited strategic order in the timing of the planning basic themes application. The only consistency illustrated in the process map was identified when the basic themes from the research organising theme were grouped together. This identified a phase in the ARC planning process where the ARC planners were gathering information. This was identified twice in year two and once in year three. For example, in year two the demographics, facility inventory and leisure participation trends were conducted in a similar time frame.

Figure 5.10

Process Map: ARC 2 Planning Basic Themes and Decisions





Sources: ARC 2 Doc 1; ARC 2 Doc 5; ARC 2 Doc 7; ARC 2 Doc 8; ARC 2 Doc 9; ARC 2 Doc 11, ARC 2 Doc 13; ARC 2 Doc 14; ARC 2 Doc 15; ARC 2 Doc 16; ARC 2 Doc 18; ARC 2 Doc 19; ARC 2 Doc 20, ARC 2 Doc 21; ARC 2 Doc 23; ARC 2 Doc 24; ARC 2 Doc 26; ARC 2 Doc 32; ARC 2 Doc 34; ARC 2 Doc 61; Tori; Travis; Tim; Tobias; Taj; Theodore; Trevor.

Second, the process map identified two main components that lead to a decision. These were professional consultants and councillors, both appeared three times directly before a decision was made. The influential role these people had in decision-making is noted by the constant referencing to these sources in Figure 5.10.

Triangulation of ARC 2

To conclude the results for ARC 2, the document and interview analysis was subjected to the rigour of the six-step triangulation protocol (refer to Triangulation Protocol section). The triangulation protocol began with data sorting, followed by the convergence coding assessment and completeness comparison. Once these steps were completed, researcher comparison and feedback were undertaken.

Step One: Data Sorting

Data sorting for ARC 2 was conducted in parallel with ARC 1, with the thematic analysis presented to the researcher's supervisors to discuss the meaning and ensure the data represented the labels applied. Codes and themes were discussed, with discrepancies debated until a consensus was met. This resulted in 34 codes emerging inductively (15 from the documents and 19 from the interviews) and 26 codes being identified deductively (nine from the documents and 17 from the interviews) (Table 5.12).

Table 5.12

Summary of Inductive and Deductive Codes

Global theme	Inductive codes		Deductive codes	
	Documents	Interviews	Documents	Interviews
ARC 2 Planning	13	14	2	4
ARC 2 Decision-making	2	5	7	13
Total codes	15	19	9	17

Step Two: Convergence Coding

Convergence coding was used to compare the meaning of each code, between the two data sources (Briller et al., 2008; Farmer et al., 2006), determining whether the two data sources agreed, partially agreed, were dissonant or were silent. The classifications for each code are displayed in Table 5.13. The table was developed to draw the thematic analysis and triangulation classifications together to understand the reliability of the data sources. After the meaning for each code was analysed, it was determined that the codes corresponded with two categories: agreement or silent. No codes were allocated too partially agreed or dissonant.

Agreement. There were 16 instances where the two data sources agreed. This highlights that there were inconsistencies between the two data sources. The highest representation of the agreement classification was found in the financial influence organising theme, with four of the five codes agreeing in meaning: performance indicators, government grants, operational goals and financial goals. This highlighted that the resource efficiency components of NPMT were consistent in the interviews and documents providing rigorous data to confirm these components had a strong impact on the ARC 2 Decision-making process. The representation of the data sources differed; however, the meaning portrayed by the data was similar. One example relates to the operational goals; documents provided details on trends and recommendations on how to achieve the operational goals, whereas the interviews explained how people went about achieving the operational goals.

The research organising theme had agreement under three of the ten codes: market research, feedback and consultation process. The documents explained the process used to conduct these codes. For example, the market research process was discussed in the feasibility studies, with the feedback and consultation process explained in the meeting

Table 5.13*Convergence Coding Matrix for ARC 2*

Global theme	Organising theme	Basic theme	Code	Code classification: meaning and prominence			
				Agreement	Partial agreement	Silence	Dissonance
ARC 2 Planning	Research	Consultation	Market research	✓			
			Feedback	✓			
			Consultation process	✓			
			Informing				✓
		Facility inventory	Existing facilities				✓
			Condition analysis				✓
		Demographics	Age profile				✓
			Cultural				✓
			Affluence				✓
			Travel				✓
	Leisure participation trends	Recreation and sport trends				✓	
		ARC trends				✓	
	Industry support	Site visits				✓	
		Advice				✓	
	Service delivery	Community hub	Community				✓
	Engaged experts	Committees	Project steering committee	✓			
			Project working group				✓
		Professional consultants	Specialists	✓			
			Specialist reports	✓			
		Councillors	Briefing sessions				✓
		Budget				✓	
Organisational outputs	NPMT – 1 management skills	Local government reports	✓				
		Centre manager				✓	
		Expertise				✓	
	NPMT 5 – creating competition	Operations tendered				✓	

Global theme	Organising theme	Basic theme	Code	Code classification: meaning and prominence			
				Agreement	Partial agreement	Silence	Dissonance
ARC 2 Decision-making	Government influence	Decision-makers	Council group	✓			
			Project steering committee			✓	
		Location of ARC	Location			✓	
			Traffic			✓	
		State government policy	Regional facility	✓			
	Financial influence	NPMT 3 – output controls NPMT 7 – resource efficiency	Performance indicators	✓			
			Government grants	✓			
			Operational costs	✓			
			Operational costs	✓			
			Financial goals	✓			
			Complimentary business				✓
	Political influence	PCT 1 – optimise value	Evidence-based decision-making	✓			
			Community social value	✓			
		PCT 2 – goal preferences	Local government goals				✓
			Stakeholder and community goals				✓
		PCT 3 – reputation decisions	Councillor acknowledgement				✓
Legacy						✓	
PCT 4 – sustain power		Community power				✓	
	Councillor power				✓		
	Officer power				✓		
	Pork barrelling				✓		
Totals				16	0	30	0

minutes. The interviews provided a narrative for this process detailing how they were implemented and how they affected the ARC planning process.

The engaged experts organising theme contained six codes; three were in agreement: project steering committee; specialists; and specialist reports, the remainder were silent. Documents, such as the council meeting minutes and the specialist's reports outlined who was involved in the project steering committee and the specialists involved in the ARC planning process, providing the study with a clear understanding of how the planning process was established. Aligned to this data were the interviews that provided evidence on the people involved in the planning process, their related responsibilities and influence over the planning of ARC 2. Therefore, the data from these two sources were coded in agreement.

Silence. Thirty silent codes emerged from the two data sources — ten document and 20 interview codes (Table 5.13). The silence classification appeared in all the organising themes except for the performance indicators organising theme. The political influence organising theme was mainly present in the interviews, verifying that rational and self-interest decision-making cannot be documented but, rather, experienced and identified verbally. The high level of silence appearing in the ARC 2 data, places the trustworthiness of the data under scrutiny and therefore the silence codes underwent an additional validity test – pattern-matching (refer to Cross-case Analysis section and applied in Chapter Six). As a result, the findings showed basic themes were represented in ARC 1 and ARC 2 that matched, enabling these themes to be used in the cross-case analysis.

Step Three: Convergence Assessment

The convergence assessment was completed to identify the level of convergence between the documents and interviews. Applying a percentage calculation to the 16

agreement codes — seven ARC planning and nine ARC decision-making — identified 35 per cent of the ARC 2 codes were in agreement. There were no instances of partial agreement or dissonance; however, 66 per cent of the codes were only present in one data set and not the other.

Step Four: Completeness Comparison

The convergence coding and assessment steps demonstrated that the deductive codes within NPMT and PCT, identified in the literature review, and the inductively emerging codes, contributed to understanding the planning and decision-making processes used in ARC planning. Thirty-three per cent of codes agreed in meaning and showed the data corresponded from different sources; however, 66 per cent of the codes remained silent. This result shows that while data contributed to the understanding of the planning and decision-making, there was a considerable amount of data that did not pass the rigor of the triangulation protocol. To apply a further layer of rigour to this data pattern-matching techniques were applied in the cross-case analysis (refer the Cross-case Analysis section).

Step Five and Step Six: Researcher Comparison and Feedback

Step five, researcher comparison and step-six, feedback for ARC 2 were undertaken using the same process as for ARC 1. The researcher comparison undertaken by the researcher and supervisors revealed that there was agreement on 100 per cent of the codes. Agreement was due mainly to the constant feedback sought through the research process and because many of the code discussions had been completed during the research for ARC 1.

Chapter Summary

Thematic analysis of the two global themes, ARC 2 Planning and ARC 2 Decision-making, have been provided in this chapter. Each global theme began with the presentation of a thematic map to identify the global, organising and basic themes related to the respective research question. Following this, a process map was created that identified the process of ARC planning and decision-making. The purpose of this map was to assist in understanding the steps undertaken and how they influenced the ARC planning process.

The global theme for ARC Planning was created from four organising themes, three were inductive and one was deductive. The inductive themes of research, service delivery and engaged experts emerged from the data, these organising themes assist to explain the evidence gained by the local government to plan their ARCs. The deductive theme of organisational outputs represents the theoretical concept of NPMT and explains the influence NPMT had on the ARC planning process. Similar to ARC 1, the findings identified that PCT did not have an effect on the ARC planning process.

The global theme of ARC 2 Decision-making was created from three organising themes, one was inductive and two were deductive. Government influence was the inductive organising theme, this contributed to understanding who was involved in ARC decision-making and assisted in the decision-making processes, such as how the location for the ARC was determined and the decisions around developing a regional facility. The two deductive organising themes of financial influence and political influence represent the theoretical concepts of NPMT and PCT, respectively, and provide evidence of their influence in the ARC decision-making process.

Finally, the findings from the six-phase triangulation protocol were presented. This process allowed the similarities and/or differences in the meaning of data from the documents and interviews to be analysed. The triangulation process resulted in 15 instances where two data sources agreed in meaning and 30 times where data was silent, i.e., only

present in one data source. This reveals that 66 per cent of the data did not pass the rigour of the triangulation protocol, determining a further layer of rigour (pattern-matching) was required to verify the data. This has been explained and applied in Chapter Six.

The within-case analysis presented in Chapters Four and Five provide results on each of the individual cases. The results indicate that similarities and differences exist in the ARC planning and decision-making processes between the two centres. The findings from these two chapters provide a starting point for the next chapter. Chapter Six presents the results for the cross-case analysis, which explores the similarities and differences between the two cases in further detail.

Chapter Six: Cross-case Analysis

The following chapter presents the results from the cross-case thematic analysis from ARC 1 and ARC 2. The cross-case analysis comprised a data reduction process which searched for patterns and identified similarities and differences between the two cases. The analysis was completed by implementing pattern-matching techniques to identify the similarities and differences between the cases relating to the ARC planning and the decision-making processes. The global, organising and basic themes are the focus for the cross-case analysis (refer to Cross-case Analysis section). Any significant difference within the basic themes was eliminated in the data reduction process.

The cross-case analysis identified four ARC Planning organising themes: research, service delivery, engaged experts, and organisational outputs. Three ARC Decision-making organising themes were also identified including: government influence, financial influence and political influence. These themes emerged from the convergence coding through the within-case triangulation protocol, which within these organising themes identified 21 ARC Planning basic themes and 17 ARC Decision-making basic themes.

Leisure Planning Process in ARC Planning

The cross-case analysis of the ARC Planning global theme identified organising themes that comprised three inductive: research, service delivery, engaged experts and one deductive: organisational outputs. The findings from the within-case triangulation protocol and the pattern-matching techniques applied in the cross-case analysis are presented in Table 6.1. Within the 21 ARC Planning basic themes, 12 were identified as in agreement (a) between the two data sources; these basic themes pass the trustworthy criteria (refer to Reporting the Results section). Eight basic themes represented a pattern-match between the two ARCs (b), providing trustworthiness between the ARCs, and one was identified as a silent theme (c) the only difference identified between the two cases.

Table 6.1*ARC Planning Cross-case Analysis*

Global theme	Organising theme	Basic theme	
		ARC 1	ARC 2
Planning	Research	Consultation ^a	Consultation ^a
		Facility inventory ^a	Facility inventory ^b
		Demographics ^b	Demographics ^b
		Industry support ^b	Leisure participation trends ^c Industry support ^b
	Service delivery	Community hub ^a	Community hub ^b
Engaged experts	Engaged experts	Committees ^a	Committees ^a
		Professional consultants ^a	Professional consultants ^a
		Councillors ^a	Councillors ^b
Organisational outputs	Organisational outputs	NPMT 1 – management skills ^a	NPMT 1 – management skills ^a
		NPMT 5 – creating competition ^a	NPMT 5 – creating competition ^b
Key	Triangulation agreed ^a	Pattern-matching ^b	Triangulation silence ^c

The following sections will describe the ARC Planning similarities and differences between the two cases as shown in Table 6.1. The similarities were presented first, these themes were synthesised from both cases based on the agreed-upon triangulation and pattern-matching techniques incorporated in the current study. These organising and basic themes address the first research question, 'How is a leisure planning process used in ARC planning?' The ARC Planning differences are then presented. Leisure participation trends was the only basic theme to differ in the ARC Planning process, this was identified in ARC 2.

Similarities

The leisure planning process for ARCs 1 and 2 was managed in a non-systematic manner, where local governments used a process to suit their individual needs. Four organising themes were identified in the current study that exist between the two case studies. These comprise research, service delivery, engaged experts and organisational outputs.

Research. The research organising theme refers to the process used by the local government to collect, collate and evaluate data in the ARC planning process. Four basic themes for the research organising theme were: consultation, facility inventory, demographics, and industry support.

Consultation appeared in 42 documents and was discussed by nearly all the respondents (18 of the 19). Consultation was a key feature in the ARC planning process and referred to initiatives used by the local government officers to engage the community in ARC planning. ARC 1 formed a CCC as their primary form of consultation. This was supplemented with information sessions, attendances at festivals, and information bulletins for the general public. Whereas ARC 2 had a very structured consultation process conducted over four phases, which were open to everyone in the community and solely based on the location and design of the ARC (for additional examples refer to ARC 1 Organising Theme: Research – Basic Theme: Consultation section and ARC 2 Organising Theme: Research – Basic Theme: Consultation section).

Facility inventory appeared in six documents and was discussed by three respondents. The facility inventory details for ARC 1, were noted in the feasibility study, which provided details such as the number of aquatic centres available in the region at the time of ARC planning. For example:

The aquatic facility stock is very traditional with the following overall provision of water areas provided in the centres: No indoor 50m pool in the region 4 outdoor 50m pools 13 indoor 25m pools. 6 indoor learners' pools and 4 outdoor learner pools. 1 indoor leisure pool. 1 indoor warm water pools (specialist hydrotherapy pool) (ARC 1 Doc 1, p. 7).

The facility inventory detailed for ARC 2 were provided in documents related to the needs analysis and the first of the two feasibility studies. The inventory was used to assist local government to understand current details such as leisure facilities located in the local government region, what services were provided and associated facility conditions.

Demographics was only referred to in documents for both ARCs, the cross-case analysis pattern-matching identified eight documents that recognised demographic analysis conducted in the ARC planning process. Similar to facility inventory, demographics data was presented in specialist reports. These reports explained in detail the implications of the demographic profiles about ARC planning. For example, the implications of an ageing population would have on future program development (for additional examples refer to ARC 1 Organising Theme: Research – Basic Theme: Demographics section and ARC 2 Organising Theme: Research – Basic Theme: Demographics section).

Industry support was identified in the interview data, it was mentioned by the majority of respondents (11 of the 19). The frequency that industry support was mentioned (n=17) indicates it was a component of the ARC planning process. Examples of industry support included visiting other ARC developments that were operational and seeking advice from others that had developed a new ARC.

Service Delivery. The service delivery theme refers to strategies employed by the local government to deliver their services. One basic theme, community hub, was incorporated across the two case studies.

Reference to the community hub was found in 11 documents and identified by nine respondents. The focus of this theme signifies the desire for these local governments to incorporate their ARC developments into central community meeting places that encourage residents to be socially connected (for additional examples refer to ARC 1 Organising Theme: Service Delivery – Basic Theme: Community Hub section and ARC 2 Organising Theme: Service Delivery – Basic Theme: Community Hub section).

Engaged Experts. Engaged experts represents the roles of the key people who were recognised as the most influential in the ARC planning process. These people were involved in committees, were professional consultants, and were elected councillors.

The formation of committees was identified in 66 documents and by nearly all the respondents (17 of the 19), indicating this was an important aspect of the ARC planning process. Several committees were formed in each ARC ranging from a CCC to a project steering group committee. Additional details on the evolution and duties of these committees are in ARC 1 Organising Theme: Engaged Experts – Basic Theme Committee section and ARC 2 Organising Theme: Engaged Experts – Basic Theme Committee section.

Professional consultants were an important aspect acknowledged in 47 documents and identified by nearly all the respondents (18 of the 19). Professional consultants were sought in areas such as leisure planning, architecture, engineering, and business modelling. The professional consultants were also sought to educate the local government officers and councillors.

The role councillors played in the ARC planning process was identified in six documents and by five respondents and illustrated in the process maps (Figure 4.10 and Figure 5.10). Data provided details on the importance of councillors being fully briefed, educated, and engaged throughout the whole ARC planning process. Respondents recognised the need for councillors to be involved in the ARC planning and to take other council members on a journey to enable a clear understanding of the facility and ask questions along the way.

Organisational Outputs. Organisational outputs represent the processes activated to improve management practices about financial efficiencies. Organisational outputs were the only deductive organisational theme to appear in the ARC planning process. Two basic themes NPMT 1 - management skills and NPMT 5 - creating competition informed the organisational output organising theme.

NPMT 1 - management skills include responsibility, accountability, people's satisfaction and feelings of being respected in their roles. Management skills were identified by both ARCs as an important component to ensure that people involved had the relevant skills to undertake the ARC planning process. This appeared in 25 documents and was identified by 18 of the 19 respondents. The ARCs relied on the management skills of their local government officers and commissioned specialists to guide the ARC planning and provide reports.

NPMT 5 - creating competition was explained across the two ARCs in 46 documents and was identified by three respondents. Examples of creating competitive markets include the advertisements of expression of interests and related tenders. Engagement of services was sought from specialists including builders, ARC management, and café operations.

Differences

One organising theme, research, contained a basic theme that was used differently between the two cases in the ARC Planning process. This difference is discussed below.

Research. One basic theme, leisure participation trends, represented a difference in the planning process used by both cases. Leisure participation trends only appeared in one source of data (documents) and was identified in one ARC (ARC 2). Seven documents presented leisure participation trends from an international, state and local perspective to understand current sport and recreation practices and current thinking on ARC developments. The leisure participation trends basic theme did not meet the trustworthy criteria and therefore was eliminated from the analysis.

ARC Planning Summary

The ARC planning process for ARCs 1 and 2 were very similar. The cross-case analysis identified four organising themes and 21 basic themes, 20 of these were similar and

one was different. These 20 basic themes confirmed the ARC planning process. The one different theme related to leisure participation trends, did not meet the trustworthy criteria and was eliminated from the analysis.

Four organising themes informed the ARC planning process. First, was research that involved local government conducting research focused on understanding the needs of their community. Second, ARC planning focused on creating community hubs, a central place for people to meet and be physically active. Third, local government engaged people in the ARC planning process through the development of committees, seeking assistance from professional consultants, and engaging councillors in the ARC planning process. Finally, ARC planning was influenced by NPMT principles, namely organisational outputs that included ensuring that people with relevant management skills were involved in the ARC planning process and engaging in CCT practices to assist in creating competitive markets.

Decision-making Process in ARC Planning

The following section presents the organising themes identified in the cross-case analysis to highlight the similarities and differences between the two cases in the ARC decision-making process. Three organising themes evolved and comprise one inductive (government influence) and two deductive (financial influence and political influence) organising themes.

The cross-case analysis of the ARC Decision-making global theme identified three organising themes, one was inductive: government influence and two were deductive: financial influence and political influence organising themes. The findings from the within-case triangulation protocol and pattern-matching techniques applied in the cross-case analysis are presented in Table 6.2. Within the 17 ARC Decision-making basic themes, ten were identified as agreement (a) between the two data sources; these basic themes pass the trustworthy criteria (refer to Reporting the Results section). Six basic themes represented a pattern-match between the two ARCs (b), providing trustworthiness between

the ARCs, and one was identified as a silent theme (c) the only difference identified between the two cases.

The sections that follow will explain the similarities and differences between the two cases' ARC Decision-making processes, as identified in Table 6.2. The similarities are first presented. These organising themes address the second research question 'How is a decision-making process used in ARC planning?' The ARC Decision-making differences are then presented. The only basic theme that differed was the location of ARC, this was identified in ARC 2.

Table 6.2

ARC Decision-making Cross-case Analysis

Global theme	Organising theme	Basic theme		
		ARC 1	ARC 2	
Decision-making	Government influence	Decision-makers ^a	Decision-makers ^a	
		State government policy ^a	State government policy ^a	
	Financial influence	NPMT 3 - output controls ^a	NPMT 3 - output controls ^a	
		NPMT 7 – resource efficiency ^a	NPMT 7 – resource efficiency ^a	
	Political influence	PCT 1 – optimise value ^b	PCT 1 – optimise value ^a	
		PCT 2 – goal preferences ^a	PCT 2 – goal preferences ^b	
		PCT 3 - reputation decision ^b	PCT 3 - reputation decision ^b	
		PCT 4 – sustain power ^b	PCT 4 – sustain power ^b	
	Key	Triangulation agreed ^a	Pattern-matching ^b	Triangulation silence ^c

Similarities

Three organising themes were identified across the two ARCs: government influence; financial influence; and political influence. Findings revealed seven basic themes in the cross-case analysis were similar within these organising themes. These similarities are identified in the following sections.

Government Influence. Government influence represents the role local government had in the ARC decision-making process. Two basic themes were incorporated across the two case studies, decision-makers and state government policy.

To understand who the decision-makers were, was an important contributor to understanding ARC decision-making. Data emerged from 31 documents and was identified by most of the respondents (16 of the 19). The staff involved in the decision-making process and the hierarchy of respective local government decision-makers are explained in ARC 1 Organising Theme: Government Influence – Basic Theme: Local Government Decision-makers section and ARC 2 Organising Theme: Government Influence – Basic Theme: Local Government Decision-makers section. For example, the council group, the project steering committee and the local government officers.

State government policy data emerged from eight documents and was discussed by nine respondents. Both ARCs explained the importance of understanding state government ARC infrastructure development to develop a regional facility. This meant they were able to attract federal and state grants for the project.

Financial Influence. The financial influence organising theme identifies the NPMT principles influencing decision-making. Financial influence has two basic themes similar across both of the cases, NPMT 3 - output controls and NPMT 7 - resource efficiency. The cross-case analysis provided the evidence that components of NPMT had influenced the ARC decision-making process.

The NPMT 3 - output controls basic theme was explained in 17 documents and identified by seven respondents. The inclusion of output control measures in the decision-making process was a deliberate and controlled process to assist financial modelling and determine the feasibility of the project. Reports written by specialists, in particular the feasibility studies (ARC 1 Doc 1; ARC 1 Doc 2; ARC 2 Doc 16), highlight the use of output controls in the ARC planning process. These are noted in ARC 1 Organising Theme: Financial Influence – Basic Theme: Output Controls section and ARC 2 Organising Theme:

Financial Influence – Basic Theme: Output Controls section. The feasibility studies recommend the use of output controls, which were then incorporated as measures to determine the feasibility of the project.

NPMT 7 - resource efficiency is acknowledged in 75 documents and by every respondent (n=19), across both ARCs as an important component in the decision-making process. Successful ARC development required applications for government grants, the achievement of financial goals and fulfilment of operational expectations. The ARCs commissioned the same leisure planning consultants, as a result, similar resource efficiency decisions were not unexpected.

Political influence. Political influence represents the PCT components identified in the data. Political influence has four basic themes incorporated across the two case studies; PCT 1 - optimising value, PCT 2 - goal preferences, PCT 3 - reputation decisions, and PCT 4 - sustain power. The similarities between the cases are presented below.

PCT 1 - optimise value was identified in 14 documents and by most of the respondents (14 of the 19). The data showed that the decision-makers for these ARCs conducted processes to ensure that rational decisions were made to optimise community value or profit.

Community values were achieved by the extensive consultation process and provision of opportunities for residents to be involved in the ARC planning process. Examples include the conduct of public meetings and information sessions. These forums were well documented, and evidence shows the actions taken by these two local governments were based on the responses gained from these forums on community needs. One example is that both communities wanted to keep their existing 50-metre pools. The business model presented in the two cases identified the redevelopment and maintenance of a 50-metre pool was not the most effective financial decision; however, the local governments decided to retain the size of the pools.

PCT 2 - goal preferences, contributed to understanding how local government stakeholders, and community goals influenced the ARC decision-making process. Fifteen documents and seven respondents informed this basic theme. Data explained that the local government's goal preferences were based around politics and economic decision-making, such as the need to develop an ARC that was financially viable. Whereas the stakeholders and community had more project-based goals, such as, to develop a multi-purpose ARC or to maintain a 50m pool. These goal preferences were similar across both ARCs.

PCT 3 - reputation decision-making was explained in four documents and by six respondents who referred to reputation decision-making, in particular in the form of gaining acknowledgement for being involved in planning the ARCs. Two different decision-making parties sought acknowledgement; these included the councillors and state government. Councillors sought acknowledgement to assist with re-election and the state government sought acknowledgement for grant money provided for the development.

PCT 4 - Sustain power basic theme, was referred to by respondents in the form of power-driven behaviours. Sustain power did not appear in any of the documents but it was discussed by 13 of the 19 respondents. For ARC 1, sustain power only identified the behaviours used by the local government officers to determine and maintain control. For ARC 2, power was demonstrated by the community, councillors, local government officers and through pork barrelling politics (for additional examples refer to ARC 1 Organising Theme: Political Influence – Basic Theme: Sustain Power section and ARC 2 Organising Theme: Political Influence – Basic Theme: Sustain Power section).

Differences

One organising theme, government influence, contained a basic theme that was used differently between the two cases in the ARC Decision-making process. This difference is discussed in the following section.

Government influence. Government influence represents the role local government had in the ARC decision-making process. One basic theme, location of ARC, represented the only difference in the ARC decision-making process.

This basic theme only appeared in the interviews and was only identified in ARC 2. All ten ARC 2 respondents discussed the location of ARC basic theme, representing the impact this basic theme had in the ARC 2 Decision-making process. The local government had two locations under consideration for ARC 2, both comprised an outdoor 50-meter pool located at these sites. This basic theme provided examples of how the local government decided on the final location of the ARC, considerations included traffic congestion, land size and residential considerations (for additional examples, refer to ARC 2 Organising Theme: Government Influence - Basic Theme: Location of ARC section). The location of ARC basic theme did not meet the trustworthy criteria and therefore was eliminated from the analysis.

ARC Decision-making Summary.

The cross-case analysis for the ARC decision-making process explains that both cases incorporated a similar process in the decision-making process. Sixteen basic themes were similar across these ARCs and one was different. The one that was different related to location of ARC, it did not meet the trustworthy criteria and was eliminated from the analysis.

The findings identified three organising themes informed the ARC decision-making process. The first, was government. Evidence provided through the documents and interviews identified the key people involved in the ARC decision-making process and the role state government policy had in the ARC decision-making process. Second, ARC decisions were influenced by two NPMT principles output controls (NPMT 3) and resource efficiency (NPMT 7). Finally, the findings explain how four of the six PCT components assisted in understanding the ARC decision-making process.

Chapter Conclusion

The purpose of this chapter was to describe the cross-case analysis, which involved presenting the similarities and difference between the ARC planning and decision-making processes for both cases studied. The analysis identified that the planning and decision-making processes were very similar between the two ARCs. However, there was one basic theme from the ARC planning process (leisure participation trends) and one basic theme from the ARC decision-making process (location of ARC) that only emerged from one ARC, representing a slight difference in the processes adopted by the two ARCs. These two basic themes did not meet the criteria to form part of the ARC planning and decision-making processes represented across the two cases and therefore were eliminated from the current study.

The cross-case analysis for the ARC planning process produced four organising themes that represented the process used by these two cases:

- Research: Understanding the research process undertaken to determine the best facility to meet the community's needs.
- Service delivery: How the local government was going to deliver the service to the community.
- Engaged experts: People involved in the ARC planning process.
- Organisational outputs: How the theoretical components of NPMT; management skills (NPMT 1) and creating competition (NPMT 5) explained the ARC planning process.

The cross-case analysis for the ARC decision-making process produced three organising themes that represented the process used by these two cases:

- Government influence: Influence governmental structures had on the decision-making process.
- Financial influence: NPMT components of output controls (NPMT 3) and resource efficiency (NPMT 7) explained ARC decision-making.

- Political influence: PCT components of optimise value (PCT 1), goal preferences (PCT 2), reputation decisions (PCT 3) and sustain power (PCT 4) explained the rationality of decision-making and the influence of politics on decisions.

The results presented in this chapter serve as the foundation for the Discussion chapter. Thematic maps presented in Figures 6.1 and 6.2, illustrate data that informs the Discussion chapter and provide answers to the two research questions. These answers will be explored further in the following chapter.

Figure 6.1

Thematic Map of Global Theme ARC Planning Cross-case Analysis

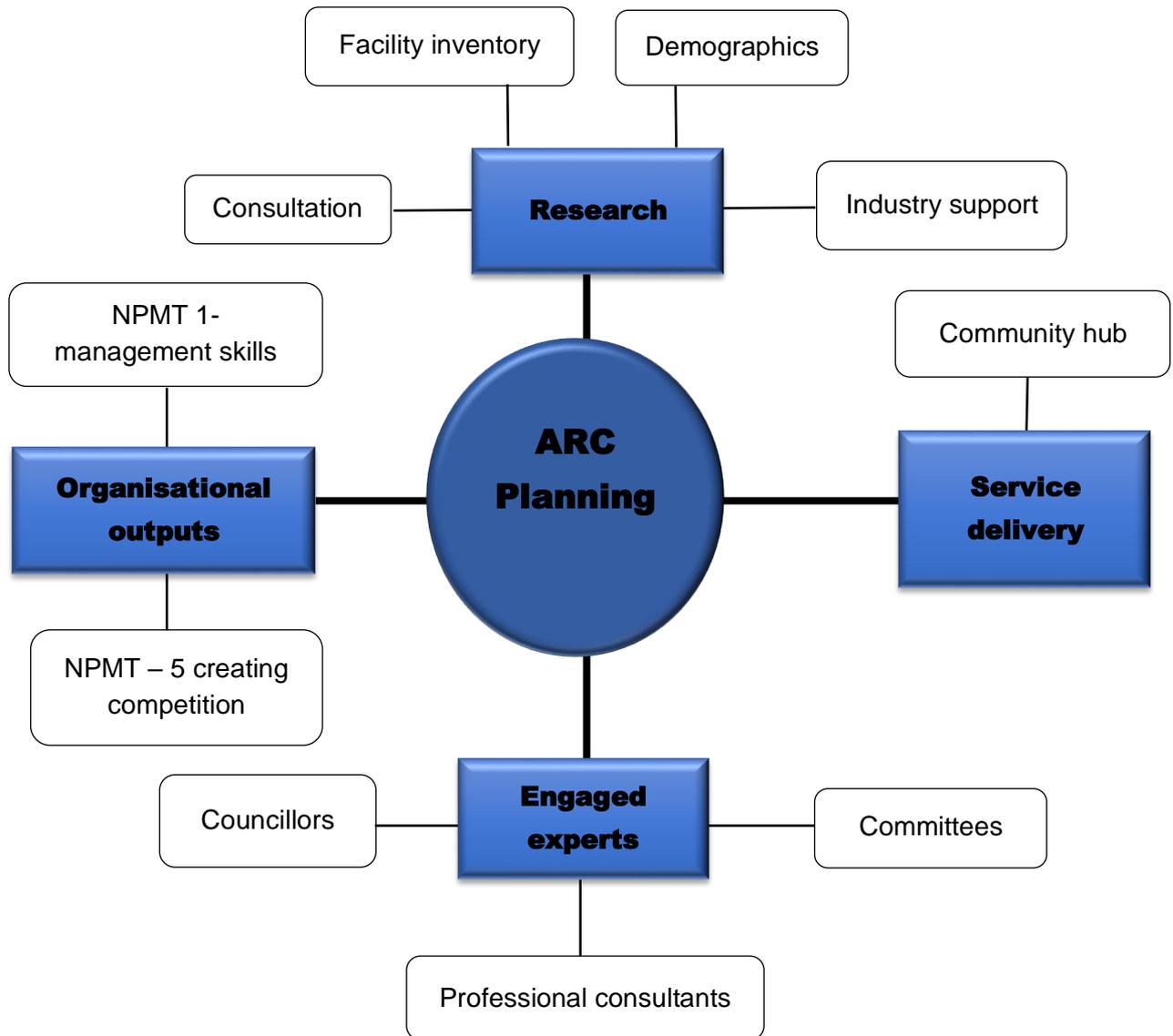
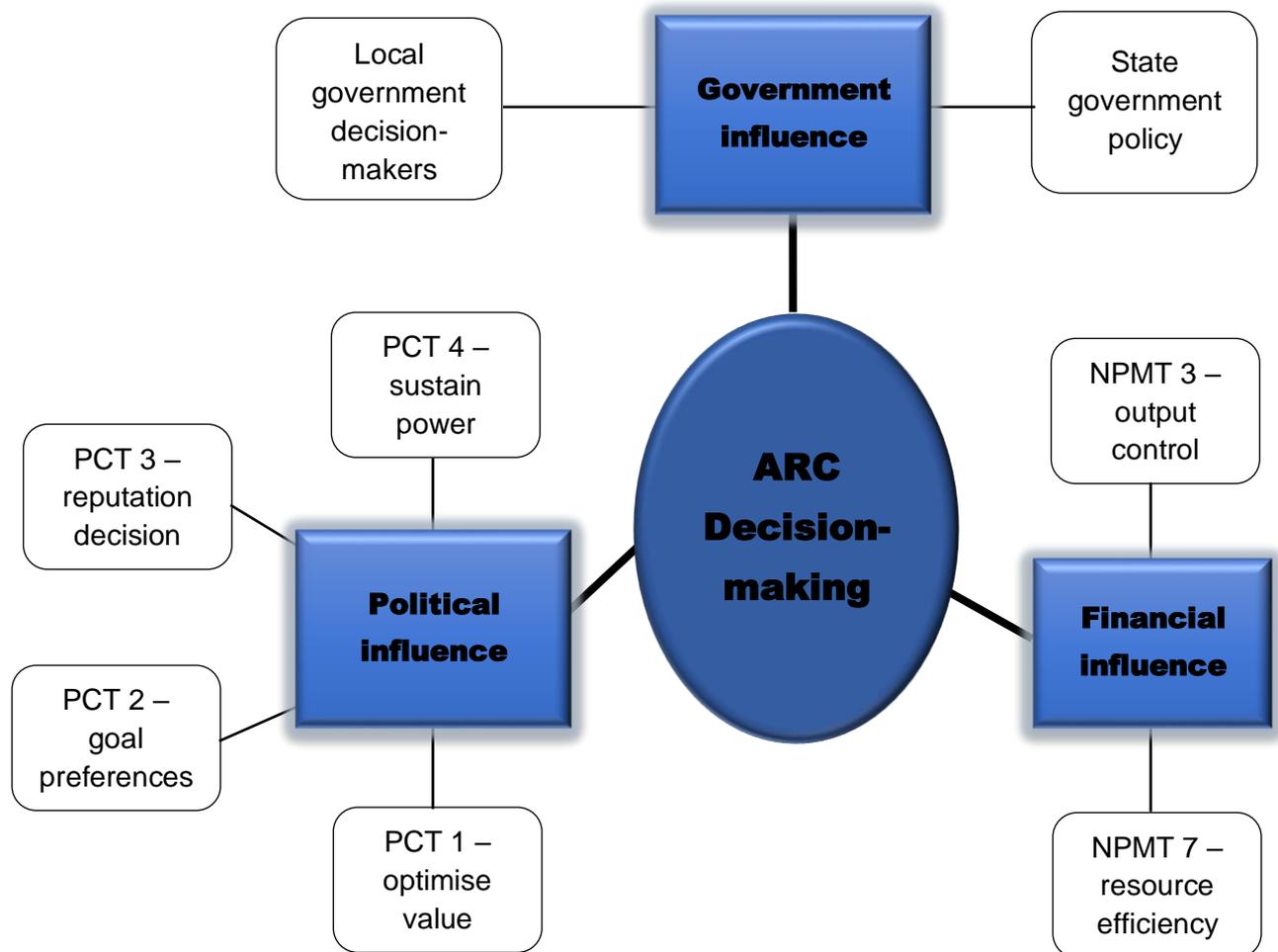


Figure 6.2

Thematic Map of Global Theme ARC Decision-making Cross-case Analysis



Chapter Seven: Discussion

Prior to the current study, it has been unclear how leisure planning and decision-making processes are used in ARC planning, despite some local governments investing up to \$50 million to construct their ARCs (VAGO, 2016). The current study aimed to understand the leisure planning and decision-making processes used in ARC planning in metropolitan Melbourne, Australia. Two research questions have guided the investigation about the ARC planning and decision-making processes:

1. How is a leisure planning process used in ARC planning?
2. How is a decision-making process used in ARC planning?

The discussion is divided into four sections associated with understanding how ARC planning and decision-making processes are used in ARC planning. The first section discusses the alignment of these processes with leisure planning models. The following two sections analyse the current study's data and literature reviewed to explain how leisure planning and decision-making focus areas and components are used in ARC planning. Finally, the connecting relationship between ARC leisure planning and decision-making processes is discussed to explain the linkage between the two processes.

Alignment of the ARC Planning Process with Leisure Planning Models

The two case studies did not formally incorporate a leisure planning model. Instead, the leisure planning process resembled a hybrid approach. That is, a structure stemming from a mixture of leisure planning components that was predominately non-systematic. The findings identified that ARC leisure planning fits somewhere between an ad-hoc and structured planning model.

Ad-hoc planning is a reactive leisure planning method (Jenkins & Young, 2008; Marriott 1980a) that resolves singular problems; therefore, it tends to treat developments in isolation (Jenkins & Young, 2008). This form of leisure planning does not follow any leisure planning models; there is generally no attempt to relate one phase of the leisure planning

process to another (Marriott 1980a). One advantage of an ad-hoc method is that it can be tailored to all individual circumstances (Marriott, 1980b); however, a disadvantage is that leisure planners are doing what they believe is right and may miss important components in the ARC planning process. To reinforce this point, there was no evidence the two case studies had reviewed and developed their missions, applied project-based goals and objectives (Taylor, 2011; Veal, 2009c, 2017a), or established strategies to monitor and evaluate the leisure planning process (Taylor, 2011; Veal, 2017a). Ad-hoc planning was the most widely used leisure planning approach for recreation facility planning in 1980 (Marriott 1980b), and the current study suggests that this method is still being used. Although the two ARC case study planners did not plan how they would approach the development of their ARCs, they did apply leisure planning components that suited their developments. Therefore, ARC planners did not systematically plan for their ARCs; instead, they applied components they believe were required to suit their individual leisure planning needs.

Formally incorporating a model with associated components for leisure planning has been recommended (Taylor, 2011; Veal, 2017a). It is important for local governments to understand and apply an appropriate leisure planning model to ensure community demand and needs are met by providing appropriate resources. An advantage of applying a leisure planning model is that it guides the components' timing and application (Taylor, 2011). Despite this recommendation, the current study identified that a leisure planning model was not used; instead, some components within a model were applied. For example, the case studies applied leisure planning components to understand their community, such as consultation, facility inventory and demographics. Evidence from the current study shows ARC planners knew what they wanted to achieve; however, there was little explanation and expectation about how the plan would evolve. For example, a respondent demonstrated an ad hoc planning approach when they stated that there was not any guidance provided in the planning process, they used their intuition by following their 'gut' instincts. Adopting a leisure planning model may lead to more guided and comprehensive leisure planning processes to assist with the sequential implementation of leisure planning model components. The

effectiveness of implementing a leisure planning model, however, is untested.

The lack of information regarding the usefulness of leisure planning models may be one of the reasons why the analysis of the two cases identified a non-systematic leisure planning procedure. Veal (2011) identified over 80 distinct leisure planning models, but no evaluations have been conducted to determine whether or not these models have been adopted or how they can contribute to positive leisure planning results. The objective of this study was not to determine which leisure planning model is superior; nonetheless, this is an area that requires further investigation in order to fully appreciate the usefulness of leisure planning models. According to the VAGO (2016) report, local governments engage effectively with their communities, have a firm grasp on their communities' requirements, and are generally well-planned. Despite this finding, the current study has identified that there is no systematic approach to ARC planning. The conclusion that no leisure planning models drove the ARC planning process will be especially significant for local government, which invests substantial funds and resources in ARC development. This highlights the study's scope and the importance of more research on the efficacy of structured leisure planning models in guiding planners and meeting community requirements.

How is a Leisure Planning Process Used in ARC Planning?

The purpose of this section is to answer the research question 'How is a leisure planning process used in ARC planning?' The terms organising and basic themes used in the Results chapters are methodological terms identified in the thematic analysis. To make the Discussion chapter more relevant to the industry and to align the results and literature, the organising themes will now be referred to as focus areas and the basic themes as components. The findings from the current study identified that the four focus areas of research, service delivery, engaged experts, and organisational outputs and ten associated components were identified in the ARC planning process (Figure 6.1). The four focus areas have been identified in the current study outlined the processes used in the ARC planning

process. Each of these focus areas encompasses components to assist with implementing the ARC planning process. A typology of the current findings related to the ARC planning process focus areas and components has been presented in Table 7.1. The typology has incorporated the leisure planning models, the NPMT theoretical components and the ARC planning process focus areas and their associated components. The tick symbol in this table indicates the alignment of components that occurred in the cases studied with existing literature components. The two NPMT components i.e., management skills (NPMT 1), and creating competition (NPMT 5) are present in public sector management literature (Brunetto & Farr-Wharton, 2007; Carlin, 2004; Hood, 1991; Sayers, 2012; Webster & Harding, 2000). However, this is the first time these components have been identified in an ARC planning process. Therefore, they are new findings to advance knowledge and demonstrate how NPMT principles are applied in ARC planning. The components without a tick i.e., industry

Table 7.1

ARC Planning Typology

ARC planning process		Leisure planning models			Theoretical components
Focus areas	Components	U-plan	Torkildsen's ten-stage leisure planning process	Standards	NPMT
Research	Industry support				
	Consultation	✓	✓		
	Facility inventory	✓	✓	✓	
	Demographics	✓	✓	✓	
Service Delivery	Community hub				
Engaged experts	Committees				
	Councillors	✓			
	Professional consultants	✓			
Organisational outputs	Management skills (NPMT 1)				✓
	Creating competition (NPMT 5)				✓

support, community hub and committees, represent new knowledge that has evolved as a result of the current study that have not previously been identified.

The findings from the current study show that there were similar processes that were adopted by the two ARCs. Neither of the ARCs used a leisure planning model to assist them with their leisure planning, therefore, this alignment seems to be more influenced by a range of external and internal factors. External factors included Victorian local government legislation and policy (i.e., consultations, creating competition (NPMT 5) and community hub) and the local governments commissioning the same leisure planning company to complete the feasibility studies (facility inventory and demographics). Internally, the ARC planning process was influenced by local government management practices (management skills (NPMT 1)) and the people engaged in the decision-making process (refer to The Connection between ARC Planning and Decision-making Processes section).

The understanding of how ARCs are planned has not been discussed before, therefore the typology presented in Table 7.1 provides a starting point to understand the process used for how ARCs are planned in metropolitan Melbourne. The rest of this section explains the details about the focus areas and components associated with the ARC planning process.

Research

The research focus area was used as a mechanism to understand how local governments collected, collated, and evaluated data to inform the ARC planning process. Evidence from the current study identified that industry support, consultation, facility inventory, and demographics were used to inform the ARC planning process. Conducting research provided local government with the opportunity to understand the community's recreation requirements, the current circumstances to assist and guide future ARC provision and increases the probability of a sustainable development (SGL Consulting group, 2014;

Taylor, 2011; Veal, 2009c, 2017a). For example, 'industry support' enabled the planners to learn from recent ARC planning successes and failures. The current study showed that the ARC planners understood the benefits and importance of applying research-based components to the ARC planning process. The data gained from the research focus area provide reliable evidence to support future decision-making (refer to The Connection between ARC Planning and Decision-making Processes section). Applying these four research components could assist local government to achieve diverse and reliable information to plan their ARC.

Industry support is a new component identified by the current research. Findings revealed that local government sought advice and insights from previous ARC developments to learn about the successes and failings of the ARC planning approaches or outcomes. These visits were considered a valuable part of the ARC planning process as they provided opportunities for research-focused discussions to inform the ARC planning process. Local governments are encouraged to share knowledge to improve service quality; the current study has shown a range of positive influences as a result of seeking advice and insights from other local governments (Hartley & Benington, 2006). The current study identified that the ARC industry throughout Australia is supportive and willing to share knowledge to improve ARC development outcomes. From a practical perspective, conducting site visits allows ARC planners to view benchmarks, designs and speak with operational managers who have been through the same experiences and understand ARC developments.

The three remaining components in the research focus area, consultation, facility inventory and demographics, align to the leisure planning models: U-plan and Torkildsen's ten-stage leisure planning process and standards (Table 7.1). These components reinforce the important role research has to guide the ARC planning process. The adoption of these components provided ARC planners with practical information to guide the ARC planning process. Leisure participation trends was a basic theme identified by ARC 2. This was a research component used in the ARC planning process, however, as it was only represented by one ARC, it did not pass the triangulation protocol.

The consultation component referred to the local government's methods to engage stakeholders and the community in the ARC leisure planning process. The current study identified that consultation was a key ARC planning component used by the two ARCs and an essential contributor to the ARC planning process. The contribution that consultation has in a leisure planning process has also been recognised in previous literature, i.e., two of the three leisure planning models (Taylor, 2011; Veal, 2009c, 2017a) and the government audit study that assessed local governments' effectiveness of ARC delivery (VAGO, 2016). Therefore, it warrants individual discussion. Consultation is an effective component to understand community needs (VAGO, 2016), particularly when it is applied in conjunction with the internationally recognised IAP2 framework (IAP2, 2014, 2019; International Association of Public Participation, 2016) (refer [Appendix D](#)). VAGO (2016) concluded that local governments in Victoria, Australia demonstrated a strong understanding of community consultation and engagement strategies when planning for an ARC. The findings from the current study agree with this conclusion. The two local governments engaged with their communities by applying a range of consultation strategies such as information sessions, market research, exhibitions and attending festivals over an extended period of time (refer Figure 4.10 and Figure 5.10) to effectively engage with their communities. In addition to applying the aforementioned strategies, ARC 2 established a consultation committee, to bring together a diverse group of community stakeholders together to serve as an advisory group. This finding demonstrates how two ARC planning components, consultation and committees (refer Engaged Experts section in Chapter Seven), were combined to develop a long-term consultation strategy. These findings emphasise the importance of consultation as a research tool for determining community needs.

Additional research components identified in the literature could aid ARC planning, these include policy analysis, report reviews, and facility utilisation (Veal, 2009a). This reinforces the significance of maintaining a structured approach and ensuring important research components are applied into the leisure planning process in order to prevent relevant information from being overlooked (Taylor, 2011). Additionally, the failure to include

some research planning components could result in substandard leisure planning outcomes, such as where provision falls short of community need. The current study's data complements existing literature (Taylor, 2011; Veal, 2009c, 2017a) and shows a list of eight research planning components that help clarify the items that inform the research focus area. These include industry support, consultation, facility inventory, demographics, leisure participation trends, policy analysis, report reviews, and facility use. The application of these components to the ARC planning process allows the ARC planners to have a comprehensive understanding of a wide range of information to ensure local government resources are allocated effectively, while also satisfying community needs.

Service Delivery

The service delivery focus area identified how the local government planned to deliver their sport and recreation services. The development of a community hub environment within an ARC was a key component recognised in the current research. This has been mentioned as a method of delivering community aquatic services in previous research (Griffiths et al., 2013; SGL Consulting Group, 2014) but has not previously been discussed in terms of how ARCs are planned. A community hub is a multi-purpose centre or building that is specifically created for the benefit of the local community. It provides a variety of community services i.e., health, library or specified services (Richards et al., 2018). A community hub is a term widely used in contemporary local government literature which addresses community connectedness (Department of Infrastructure, 2002), health (Rosenbaum, 2016), schools (Horn, Freeland, & Butler, 2015), open spaces (Burrage, 2011) and sport and recreation (Davies, 2016; Richards et al., 2018). The current study digs deeper into community hubs within the sport and recreation sector to explain how these are used in an ARC context and signifies how these are more than just leisure facilities. In the case of the two ARCs studied, community hubs incorporate multi-purpose recreation facilities that consist of multiple aquatic areas, which may include a lap swimming pool,

hydrotherapy pool, teaching pool and a zero-depth water-play area; a gymnasium; group fitness; café; creche, complementary services such as a physio and nutritionist and community meeting spaces.

Community hubs provide a sense of community and are places to encourage and foster co-located and integrated services for the community (Horn et al., 2015; Settiani et al., 2019). The current study findings deemed a community hub was a necessity by local government. The development of community hubs in sport and recreation has helped local government deliver self-sustainable services through the capacity to diversify income streams, assisting in developing partnerships, and focusing on the community's specific needs (Davies, 2016; Richards et al., 2018). From a practical perspective, the current study findings indicate that applying the multi-purpose aquatic areas and complementary services of a community hub into ARC planning will increase the ability of ARCs to provide and integrate community services. It will also increase the ability of ARCs to plan activities and events that enable residents to socially connect to their communities (Richards et al., 2018). The development of an ARC within community hubs align favourably to the ARC decision-making components of state government policy and resource efficiency (NPMT 7); this connection will be discussed in The Connection between ARC Planning and Decision-making Processes section.

Engaged Experts

The engaged experts focus area identified the roles of key people involved in the ARC planning process. This focus area comprised three components: committees, councillors and professional consultants. The findings from the current study showed that the two cases understood the differing roles of the engaged experts in the ARC planning process. The U-plan (Veal, 2009c, 2017a) is the only leisure planning model that referred to the roles of people involved in a leisure planning process including councillors and professional consultant. The current study identified that committees are an important

contributor to the ARC planning process; this has not been recognised in previous research (Table 7.1).

Committees were established to fill specialised requirements in the ARC planning process. The committees comprised people that had expert knowledge to achieve the purpose and objectives of the committee. Committees in the ARC planning process included a project steering committee, community consultative committee, the X&P committee, and project working group. The U-plan (Veal, 2009c, 2017a) mentions the use of committees in the leisure decision-making process; however, there is no discussion on committees' formation and how they can assist the leisure planning process, thus, leaving a gap in the literature on the important role committees have in a leisure planning process. Evidence from the current study shows that committees in the ARC planning process were created to render a specific service to the ARC planning process. For example, the project steering committee was formed to provide guidance, direction, and control of the project. The formation of relevant and purposeful committees was an essential part of the ARC planning process to assist in decision-making (refer to The Connection between ARC Planning and Decision-making Processes section).

The two remaining components, councillors and professional consultants, align with the U-plan (Veal, 2009c, 2017a). These two components have specific roles in the ARC planning process and warrant independent discussion.

Councillors are principal local government decision-makers and are essential to any planning process (Getimis et al., 2013; Tewdwr-Jones, 1995). The findings from the current study found that councillors were involved in the ARC planning process to complete various tasks such as leading committees, establishing and maintaining budgets, being involved in briefing sessions, attending community meetings, and advocating the interests of the community. Such tasks led to the councillor being able to make high-level planning decisions. In addition, to the tasks undertaken by the councillors, the process maps for both ARCs illustrate that the councillors were involved in several steps before many of the decisions were made in the ARC planning process (refer to The Connection between ARC

Planning and Decision-making Processes section). These findings align with the U-plan (Veal, 2009c, 2017a) and explain the various roles and importance of including councillors in the ARC planning process. Involving the councillors, who were the primary decision-makers for the local government in the ARC planning process, ensured that they appreciated all aspects of the project, were educated on the technicalities of ARC development and could make informed decisions.

Professional consultants were a third-party entity engaged to provide technical advice during the ARC planning process. A professional consultant is a highly skilled individual with specialised knowledge who can contribute to local government planning while maintaining a degree of objectivity (Linovski, 2019; Momani & Khirfan, 2013). The use of professional consultants aligns with the U-plan (Veal, 2009c, 2017a) and reinforces the important role professional consultants have in the ARC planning process. Professional consultants are mainly contracted by a local government for functional reasons (Momani & Khirfan, 2013). This means a professional consultant provides the local government with technical skills when there is a lack of knowledge (i.e., providing expert advice in a highly specialised area such as an engineer or architect) or resources (i.e., the local government have the capacity to complete a task that cannot complete due to tight timelines). They are frequently contracted in numerous phases of a planning process (Linovski, 2019). The inclusion of professional consultants as key members of the ARC planning process is also reflective of NPMT practices, i.e., management skills (NPMT 1) (Linovski, 2019; Momani & Khirfan, 2013; Wargent et al., 2020). In this case, professional consultants are contracted to perform a clearly defined role, utilising their specialised skills to assist with effective outcomes related to ARC planning. This will be discussed in more detail in the Organisational Outputs section (Chapter Seven). Scholars have observed an increasing reliance on professional consultants in local government planning. This can be seen due to the increase in legislative compliance, regulatory capitalism (i.e., CCT), and the reduction of public sector resources (Levi-Faur, 2009; Linovski, 2009; Loh & Norto, 2015; Sporrang & Kadefors, 2014). The findings of the current study reinforce the local government planning

literature by indicating that it is common practice for local governments to contract professional consultants to assist with various aspects of an ARC planning process. Professional consultants provide objective technical expertise, which enables projects such as the development of ARCs to be planned with a degree of objectivity.

Organisational Outputs

The organisational outputs focus area explains how NPMT principles impacted on the ARC planning process. NPMT literature (Andrews & Van de Walle, 2013; Fatemi & Behmanesh, 2012; Gruening, 2001; Hood, 1995) identifies seven components that make up the NPMT discourse. However, Hood (1991), the pioneer of NPMT, suggests these components are "not always equally present in all cases" (p. 4), and therefore not all seven are expected when reviewing NPMT influences. The suggestion from Hood is reinforced in the current study; results indicate that only two of the seven NPMT components were present in the ARC planning process (Table 7.1). These components comprise personnel skills (management skills – NPMT 1) and improved management practices and efficiency (creating competition – NPMT 5). The findings identified that the organisational outputs focus area of the ARC planning was influenced by the effectiveness of services rendered, the work environment's professional nature, and applying cost-effectiveness and quality service measures to the ARC planning process.

These two components, NPMT 1 and NPMT 5, provide new insights into the ARC planning process, which is an area of research that has not previously been investigated in ARC planning. Management skills (NPMT 1) was a personnel skills component where NPMT practices influenced the experts engaged in the ARC planning process. In comparison, the creating competition component (NPMT 5) was a component used to achieve improved management practices and efficiency.

The personnel skills component of management skills (NPMT 1) brought together teams of specialised people with relevant skills to ensure that the local government achieved

efficient and effective ARC planning outcomes. The two local government cases established a professional working environment in which they engaged employees and professional consultants with clearly defined roles to ensure the ARC planning process was as efficient and effective as possible. This ensured the provision of adequate services, the maintenance of established norms and standards, and the reliability of professional work (Evetes, 2009; Noordegraaf, 2016; Suddaby & Viale, 2011). The current study demonstrates that the ARC planning team members, internal (local government officers and managers) and external (professional consultants), were brought on board to ensure high-quality and efficient outcomes. These findings reinforce previous studies that identified the NPMT management skill components that aided in the definition and standardisation of local government management through the employment or contracting of personnel with specialised skills to improve departmental professionalism (Kalimullah et al., 2012; Lodge & Gill, 2011; O'Flynn, 2007). For example, ARC 2, drew on the skills of the local government playground specialists to assist in developing the water-based playground. They were engaged because of their specialised skills, i.e., to develop safe and enjoyable play space for children. From a practical perspective, the current study findings indicate that planning for an ARC is a very comprehensive process that necessitates a range of specialised skills. From a theoretical perspective, the findings indicate that the local government developed clearly defined roles and matched them with specialised skills in order to ensure long term professional outcomes were achieved.

Creating competition (NPMT 5) was achieved through CCT; this is a regulatory process adopted to achieve cost-effectiveness and quality service (Nichols, 1996; Webster & Harding, 2000). This was a process where services were completed by organisations on behalf of the local government. CCT was applied to plan for a range of services associated with the development of the two ARCs. This enabled service rendered to be subjected to marketplace competition and open to suitable applicants within the market. The process associated with CCT comprised local governments advertising, selecting and contracting organisations. This process aligns with the Local Government (competitive tendering) Act

1994 (Vic), which states, "Councils [are required] to participate in competitive tendering arrangements with respect to a specified percentage of their total expenditure" (p. 801) to seek the best value for their communities (VAGO, 2010; Victoria State Government, 2020). This process was implemented to ensure that local governments use their resources as efficiently and effectively as possible (Victoria State Government, 2020). The CCT process applied by the two cases studied also align with leisure management studies (Pitas et al., 2019; Webster & Harding, 2000) and is discussed in business practices for recreation facilities (Sayers, 2012). Findings signify that the market liberation driven by government legislation influenced the ARC planning process, creating an environment where ARC planners regularly apply CCT practices for the procurement of services.

Summary

This section has explained how a leisure planning process was used by two cases studied when planning for an ARC. Findings identified four focus areas and their associated components were used in the ARC planning process including: research, service delivery, engaged experts, and organisational outputs.

Research provided planners with relevant and specific information related to ARC planning development. Components associated with conducting the research included gaining industry support, conducting consultation, facilitating a facility inventory, and identifying demographics. Industry support was an important component to the ARC planning process that has not been previously explained in literature; it was used to conduct site visits and learn from past experiences when developing an ARC. Consultation, facility inventory and demographics components were adopted to provide ARC planners with practical information to guide the ARC planning process. However, it was also noted that the additional research components of policy analysis, report reviews, and facility use, could be used to assist in the ARC planning process by providing ARC planners with a wide range of information to adequately plan for their community. This emphasises the importance of

adopting an “appropriate planning process” (Taylor, 2011, p. 391) to eliminate circumstances where important information is omitted.

The service delivery focus area identified how the local government planned to deliver their sport and recreation services within a community hub. The provision of a community hub was associated with service delivery. This finding is new knowledge for this field of study, in particular how community hubs are used in an ARC context and how they are more than just leisure facilities. The establishment of a community hub provided the local government with an opportunity to provide a range of services in a self-sustainable manner.

The engaged experts focus area identified the roles of key people involved in the ARC planning process. Committees, councillors and professional consultants were key people involved in the ARC planning process. The formation of committees was a key aspect of the ARC planning process that informed the ARC decision-making process. The formation of committees has not been previously recognised in leisure planning literature and provides new knowledge. Involving the councillors in the ARC planning process allowed the primary decision-makers to be educated on the technicalities of ARC development and make informed decisions. Councillors were recognised in the U-plan (Veal, 2009c, 2017a), however the findings expand this knowledge to explain the various tasks they had in the ARC planning process. Professional consultants provided technical advice to the ARC planning process, allowing the project to be planned with a degree of objective expertise. This finding was also evident in the U-plan, reinforcing the important role professional consultants’ play in the ARC planning process.

Finally, the organisational outputs focus area was a mechanism used to understand how NPMT principles impacted on the ARC planning process. Two theoretical components of NPMT: management skills (NPMT 1) and creating competition (NPMT 5) were associated with these outputs. Management skills (NPMT 1) involved personnel skills whereby the local government officers, managers and professional consultants engaged in the ARC planning process were recognised for their specialised skills, expertise and ability to create long term outcomes. Creating competition (NPMT 5) was a process applied through government

legislation. This process involved implementing improved management practices and efficiency practices such as CCT for the procurement of services. These components shed new light on the complexities of the ARC planning process, which are shaped by local government expectations and legislative requirements. Management skills (NPMT 1) and creating competition (NPMT 5) are private sector management practises that have been integrated into a local government planning practise to establish a quality and performance-oriented approach to the ARC planning process. These components are also associated with resource efficiency and cost-effectiveness strategies that have influenced the ARC planning process.

How is a Decision-making Process Used in ARC Planning?

The discussion in this section answers research question number two, 'How is a decision-making process used in ARC planning.' As explained in the How is a Leisure Planning Process Used in ARC Planning section (Chapter Seven), organising and basic themes will now be referred to as focus areas and components. Three focus areas of decision-making influenced the process used in ARC planning. These comprised government, financial and political influence. Eight components were associated with these three influences (Figure 6.2). These focus areas help to clarify how ARC planning decisions are made, and the components provide insights into the details of how the local government made decisions when planning their ARC. In addition, Table 7.2 lists how these focus areas and components align to the leisure planning models and NPMT and PCT (these are represented by the ticks in Table 7.2). One decision-making component, local government decision-makers, was previously recognised in the U plan leisure planning model (Veal, 2009c, 2017a), therefore reinforces the importance of these decision-makers. Four other decision-making components, output controls (NPMT 3), resource efficiency (NPMT 7), reputation decisions (PCT 3) and sustain power (PCT 4), were previously recognised in public sector management literature (Considine et al., 2008; Considine & Doran, 2016;

Fatemi & Behmanesh, 2012; Hood, 1991; John, 2006). However, this is the first time they have been identified in an ARC decision-making process, therefore provide new knowledge to advance understanding on the decision-making process used in ARC planning. The state government policy component provides new knowledge as a result of the current study, it has not previously been identified in the decision-making process. These findings provide valuable insights into how local governments make decisions about ARC developments, an area that has received limited scholarly attention. These three focus areas and components are discussed in more detail below.

Table 7.2

ARC Decision-making Typology

ARC decision-making process		Leisure planning models		Theoretical components	
Focus areas	Components	U-plan	Torkildsen's ten-stage leisure planning process	NPMT	PCT
Government influence	State government policy Local government decision-makers	✓			
Financial influence	Output controls (NPMT 3) Resource efficiency (NPMT 7)			✓ ✓	
Political influence	Optimise value (PCT 1) Goal preferences (PCT 2) Reputation decisions (PCT 3) Sustain power (PCT 4)	✓ ✓	✓		✓ ✓ ✓ ✓

Government Influence

The government influence focus area provides insights into how governmental decisions influence ARC decision-making process. This section discusses the influence state government has on local government decision-makers involved in the ARC decision-making process. The two government influence components have specific roles in the ARC decision-making process and therefore warrant independent discussion.

The state government policy component provides new knowledge to inform the understanding of ARC decision-making. Past studies have not recognised the influence state government policy has on ARC decision-making; instead, studies have focused on areas including government funding for not-for-profit organisations (Lu, 2018; Luksetich, 2018; Schatterman, 2017), the impact of sport infrastructure on public health policy (Ishkineeva & Ozerova, 2017), and state planning reforms (Ruming et al., 2014). State government policy refers to decisions related to sport and recreation infrastructure development funding policy, in this case developed by the Victoria State Government (SRV, 2003, 2004, 2005, 2006, 2007, 2008, 2009, 2013, 2016). This policy directly affects decision-making at a local government level from two perspectives identified in the current study. First, local governments are encouraged by state government to consider their entire regions and to develop a multi-purpose facility when planning their ARCs. This perspective aligns to previous research (Howat, 2005a; McShane, 2006a; VAGO, 2016). Second, state government policy guidelines require supporting evidence from the local government on how the ARC project had considered regional and subregional planning and integrates multi-use capacities (i.e., resource efficiency (NPMT 7) principles) within the facility and integrated service delivery by developing community hubs (Deloitte Touche Tohmatsu, 2016; Greater Dandenong City Council, 2020; SRV, 2005, 2006, 2007, 2008, 2009, 2014). This perspective provides new insights into the relationship between state government policy, community hubs, and resource efficiency (NPMT 7) (see The Connection between ARC planning and Decision-making section). The findings also highlight anomalies between policy guidelines and funding allocations, which are discussed in the following paragraphs.

The Victorian State Government's Better Pools Program provided a \$2.5 million funding opportunity for the development of an ARC. This was the largest allocation made in Victoria, Australia, for the development of an ARC. However, the findings from the current study found that the implementation of this policy was inconsistent. ARC 1 completed a regional feasibility study that consulted with five surrounding local government areas. ARC 2 did not conduct a regional feasibility study and as a result, the ARC is located less than five

kilometres from an existing operational ARC in a neighbouring local government. Ineffective regional planning for ARCs by local government has previously been recognised (VAGO, 2016). As a result, recommendations were made to state government on the need for local government to develop regional planning strategies and more inclusive regional consultation planning approaches (VAGO, 2016). Findings from the current study revealed that one of the case studies considered their region (ARC 1), however, the other (ARC 2) did not adhere to state government regional planning strategies. Despite one ARC not following guidelines, both were successful recipients to receive state government funding (refer [Appendix K Table 6](#) and [Appendix L Table 5](#)). Funding agencies, such as the Victorian State Government, need to strengthen alignment between their selection criteria in the sport and recreation infrastructure development funding guidelines and evidence of applicants providing inclusive regional consultation planning approaches.

ARC development decisions were changed to adhere to funding requirements rather than the needs of the community. The findings suggest that even though the local governments go to great lengths to ensure processes are undertaken to involve the community and make informed decisions, the decisions were also influenced by state government policies. For example, local government included additional spaces in ARC 1 at the request of the state government in order to receive funding. These adjustments were not necessarily based on consultation outcomes, rather stipulations placed by the state government. As a result, the local government associated with ARC 1 prioritised decisions that would gain additional funding rather than drawing on the data from their research about community needs.

The local government decision-makers component represents the hierarchy and people involved in the ARC decision-making process. These included: councillors, committees, the CEO, and local government officers. Their roles determined the delegation of decision-making responsibilities. The U-plan (Veal, 2009c, 2017a) was the only leisure planning model to refer to decision-making (Table 7.2), by embedding the rational comprehensive decision-making process (refer to [Appendix B](#)) and the key task of 'Establish

decision-making structure', forming part of the leisure planning model (Figure 2.2). The current study identifies how the councillors were the key decision-makers who delegated decisions to the committees, CEO and local government managers. A decision-making structure is not only reliant on the actual decisions, but structures also need to be established to ensure advice, recommendations and opinions are sought from a range of stakeholders to assist in the decision-making process (Getimis et al., 2013; Skelcher & Snape, 2001). As a result, the focus is on establishing a proven and reliable decision-making hierarchy that ensures decisions are made at an appropriate level of authority that has full appreciation of a project's requirements.

Financial Influence

The focus area of financial influence explained how NPMT was used in the ARC decision-making process. The findings recognised that the ARC decision-making process was influenced by financially based decisions, agreeing with the works of Carroll and Steane (2002), who state that "NPM has become the dominant paradigm in Australia" (p. 208). Components were enacted to ensure resources were efficiently used and controlled measures were implemented to calculate outputs. Two components of NPMT were found to influence ARC decision-making: output control (NPMT 3) and resource efficiency (NPMT 7). The NPMT literature explains that not all NPMT components need to be present for NPMT to have an influence (Hood, 1991). The current study supports this notion, where similar results have emerged surrounding ARC decision-making. Two of the seven NPMT components were found to influence ARC decision-making, both essential to achieving effective management practices and efficiency (Hood, 1991; Kalimullah et al., 2012; Yamamoto, 2003). The two components had specific roles in the ARC decision-making process, therefore warrant independent discussion.

Output control (NPMT 3) was not acknowledged in the leisure planning models reviewed; however, this component was discussed in a study that concludes that there is

validity in using output control measures to assist in ARC planning decision-making (Howat et al., 2005a). These controls support literature that recognises output controls mechanisms are common in governmental organisations (Taylor, 2014). Output controls assist, support, and improve decision-making (Agasisti et al., 2019; den Heyer, 2011) by providing formalised quantifiable data. This numerical value provides decision-makers with information that needs to be analysed and used to guide actions. Findings from the current study reinforce the NPMT literature to suggest that output control measures assist decision-makers and advances knowledge to understand how it is used in the ARC decision-making process. In this situation, both the cases exhibited what VAGO (2016) describes as business cases to support their development which included the use of output controls principles to assist ARC decision-making.

The resource efficiency (NPMT 7) component in the current study aligns with the NPMT literature that suggests that the local government leisure industry is influenced by the implementation of resource efficiency practices (Murdock, 1994; Thibault et al., 2004). This component has not previously been identified in ARC decision-making. However, a range of studies explain that due to a decline in financial resources available to sport and recreation departments, efficiency practices are present in local government leisure services (Cureton & Frisby, 2011; Frisby et al. 2004; Thibault et al., 2004). The implementation of resource efficiency strategies helps increase efficiency and reduce running costs (Flynn, 2002). The current study expands the understanding of resource efficiency and its capacity to influence the ARC decision-making process and signifies these decisions were strategically applied to ensure profitable outcomes from the ARC developments. For example, ARC 2 was originally going to build two smaller aquatic centres to replace the two obsolete outdoor pools. Instead, one larger regional facility was developed as a community hub. This bigger development provided the local government with the opportunity to include resource efficiency strategies such as a large space for a gymnasium, multiple secondary spend options and complementary services. These findings reveal that resource efficiency strongly influenced how the local government made decisions and planned for their ARC. This

connection is discussed in The Connection between ARC Planning and Decision-making section. From a theoretical perspective, the current study findings suggest that resource efficiency decisions were prioritised in the ARC decision-making process. This new knowledge provides insights into a lack of alignment that exists between local government and community priorities. Rather than investing in the core foundations to support the community or the purpose of the ARC, this form of governance leads to decisions that were weighted more towards profit-enhancing strategies than community social strategies.

The financial outputs within the NPMT principles explain the financial discourse that dominated ARC decision-making. These findings are consistent with previous studies (Griffith et al., 2014; McShane, 2006a). ARCs are planned under a neo-liberal policy discourse, where local governments pursued aggressive asset rationalisation and renewal initiatives (McShane, 2006a) to reduce the financial dependency of community facilities. To achieve this result, local governments have recognised that applying "market principles and competition are the most effective and efficient means of making goods and services available to the public" (Griffith et al. 2014, p. 284).

Local governments build ARCs because they are not attractive investments for the commercial sector (Grieve & Sherry, 2012), yet local governments establish them as commercial businesses. This highlights how financial outputs such as output controls (NPMT 3) and resource efficiency (NPMT 7) have influenced ARC planning decisions. These findings reinforce concerns raised by leisure management researchers (Murdock, 1994; Thibault et al., 2004), noting that local government desires to meet economic criteria may fail to meet their community's needs. These researchers suggest that policies to promote efficiency and market growth have become the sole criterion for assessing performance. Findings from the current study agree with this assessment as per evidence from annual reporting documents provided (ARC 1 Doc 137 and ARC 2 Doc 67) showing that reporting criteria were solely based on quantitative financial performance.

No community-based performance assessments were completed. This emphasis on financial discourse may impact community-based policy, resulting in a diminished focus on

community objectives (SGL Consulting Group, 2014). Public governance research states that profit should not always be a goal for public organisations, rather, public value should be determined through an analysis of political policies and the provision of programs and service and, as such, financial structure and solvency are not perceived as relevant (Liguori et al., 2012). The danger for local governments and their communities is that financial output controls do not measure community outcomes and provide only a narrow assessment of performance (Liguori et al., 2012). For example, when developing an ARC, the local government could make a choice between two alternatives. First, they could decide to expand the gymnasium floor space, this may be an area that could produce a financial return on investment. Second, the expansion could include the development of several smaller activity rooms. These rooms could provide opportunities for community-driven programs that enable people to connect with others or learn new skills i.e., an arts or self-defense program. Market driven decisions in the ARC planning process may limit the ability of ARCs to develop community-driven program spaces. The findings from the current study indicate that financial outputs were a priority in ARC decision-making, emphasising financial sustainability rather than community-focused outcomes (SGL Consulting Group, 2014).

Political Influence

The political influence focus area facilitates an understanding of how PCT has influenced ARC decision-making. PCT recognises the contributions of the human being within the political environment and the impact economic analysis has on the products of decision-making (Pincus, 2014). The findings identify how PCT components are attributed to the ARC decision-making process. Four PCT components are evident: optimise value (PCT 1), goal preferences (PCT 2), reputation decisions (PCT 3), and sustain power (PCT 4). The four PCT components provided differing perspectives on how PCT has influenced ARC decision-making; however, similarities exist between optimise value (PCT 1) and goal

preferences (PCT 2). These similarities are discussed first, followed by the individual discussion of the four PCT components.

The Optimise value (PCT 1) and goal preferences (PCT 2) provide different perspectives of how PCT were represented in the ARC decision-making process, however, they also exhibited two similarities. First, the local governments applied profit-enhancing and community-focused values and goals into the ARC decision-making process. As a result, decisions were made based on the complexities of balancing financial efficiencies with local preferences (McShane, 2006a). Second, the two components were identified in the U-plan leisure planning model. The U-plan (2017a) embedded values and goals through the nested planning/decision-making process (refer [Appendix E](#)). The U-plan discusses how values and goals are 'applied' to a decision-making process. In the current study, value and goals were analysed under a PCT lens, thus, the findings from the current study differed from how the U-plan presented values and goals. These findings extend the use of values and goals to explain how the local government sought to optimise their value and weighted their goal preferences by applying profit-enhancing and community-focused strategies to the decision-making process. This section will continue with an individual discussion to explain how optimise value (PCT 1) and goal preferences (PCT 2) informed the ARC decision-making process.

Optimise value (PCT 1) represents how the ARC planners made rational decisions to maximise their utility. ARC planners tried to guarantee their ARC's value by employing profit-enhancing and community social values. Profit enhancing values were prioritised in the ARC decision-making process (refer to Engaged Experts section in Chapter Seven), however, there was also evidence to suggest that the ARC planners also applied community social values. These were identified by implementing community consultation into the ARC planning process, i.e., developing an indoor aquatic facility that was operational all year round. The difference between the profit-enhancing and community social values creates a balancing act between the two values (Cureton & Frisby, 2011; McShane, 2006a; Thibault et al., 2004). From a theoretical perspective, the findings from the current study found that the

local government optimised social and collective values to support the priority of economic decisions i.e., the local government made decisions that were reflective of what the community wanted, a reason for this could be to gain community support at future elections (application of rules). However, the two cases also focused on making economic decisions around efficiency, guided by the local governments desire to develop a financially efficient ARC (homo economicus). These differing values blend the two PCT themes (Russell, 2013a). The rationale for achieving optimised value in ARC decision-making is very convoluted (Bryson et al., 2014), which presents a challenge to the local government during ARC decision-making process. Key decision makers, such as councillors, committees, the CEO and local community need to be simultaneously engaged in the decision-making process to ensure stakeholder values are respected and considered during the ARC decision-making process. This will contribute to a more balanced view of community needs, while also assisting the local government to focus on economic efficiencies. The connection between ARC planning and the ARC decision-making process is discussed further in The Connection between ARC Planning and Decision-making section.

The local government approaches to ARC decision-making reflect a 'new pragmatism' in local government governance (Alford & Hughes, 2008; Kwang, 2018; O'Flynn, 2007). The new pragmatism approach allows managers to select the most appropriate management approach to suit the situation. This form of management reflects the work of Hughes (2006, as cited in O'Flynn, 2007) where he stated, "if a bureaucratic solution is best for a particular task, then use it, if a market solution will work then use it" (p. 362). Evidence from the current study shows that local government prioritised improved management and efficiency practices (refer to Financial Influence section in Chapter Seven); however, they also considered community social values in their decision-making process. For example, building a 50m pool was not financially beneficial for the local government, but this was something that the community wanted, thus the decision to build one. Additional examples of community values that influenced decisions, include the modernising of the aquatic facilities, an indoor aquatic facility that was operational all year round, and increased

facilities and programs to create recreation opportunities for children and older adults.

Alternatively, financial business modelling (Richards et al., 2018) indicated that integrating various services was more economically viable, i.e., developing a community hub. This finding provided evidence to suggest that the local government was shifting towards a multi-dimensional construct, allowing for a more collaborative decision-making process between councillors, local government officers and the community. The multi-dimensional aspect of the ARC decision-making process has been applied in a manner that it can consider multiple perspectives and be adaptable to the needs of the community and local government.

However, evidence discussed in the Financial Influence section (Chapter Seven) suggests that decision-making values were weighted more towards profit-enhancing strategies than community social values.

Goal preferences (PCT 2) are the weighted preference of the desired result (Arrow, 2012). Evidence suggests that the goal preferences to employ profit enhancing strategies were not project-based goals; instead, they were bound by political economics to serve the local government's preferences, and a desire to be re-elected. The data identifies how the community preferences were based around specific project related goals such as, to develop a multi-purpose ARC or to maintain a 50m pool. The current study expands the effect goal preferences has on the ARC decision-making process and highlights the influence of the political environment on goal-related decisions. For example, the local government had prioritised NPMT goals in terms of employing profit-enhancing strategies. However, this was counteracted by the community and stakeholders goal preferences where their goals were not financially based and more aligned to community social value. The findings of the current study indicated that there are contradicting goal preferences that can influence ARC decision-making when planning in a political environment. Goal preferences can often differ between the councillors' political disposition, local government, stakeholders, and community; however, the goal preferences can also be intertwined. To achieve the political economic goals that the councillors and local government want to achieve, ARC planners need to understand and be reactive to the stakeholder and community goals.

Employing profit-enhancing and community social goal preferences offers another example of a blended approach between the PCT's application of rules and homo economicus themes. The findings from the current study revealed that ARC decision-making rationality was influenced not only by self-interest, i.e., local government goal preferences; but the stakeholders and community preferences were also considered. Appealing to voters' wants and needs may have influenced this decision. This decision-making process identifies that the decision-makers were trying to maximise their net benefits by applying preferences that generated the most significant benefits (Faggini & Vinci, 2010) at a personal and the local government level. These findings demonstrate that the local government considered not only its preferences but it also those of the community. From a theoretical perspective, the profit-enhancing and community-enhancing goal preferences were applied to ensure the actors could maximise their utility from their economic decisions. These self-interested and politically minded goal preferences (PCT 2) made by the local government were mutually beneficial to the community, the local government and the councillors. For example, the community gained an indoor aquatic facility that was operational all year, the local government developed a multi-purpose resource-efficient ARC and state, and local government officials were able to gain community goodwill for the ARC development.

Reputation decisions (PCT 3) component was reflected in the current study in the form of behaviours to sustain power and influence. This has not been previously identified in the ARC decision-making process. Findings revealed that state and local government elected officials decided to provide additional funding or join a committee based on the influence this would have on their reputation and status. Such involvement meant that they would be present at important media events or ceremonies, or involved in the decision-making process, highlighting the actors' contribution to the community. These decisions reflect self-interested (*homo economicus*) behaviours to enhance their reputation. Being involved in a significant, popular community development makes the actors look empathetic to voter wants and needs, which could assist them with their desire to be re-elected (application of rules). Findings from the current study align with PCT literature that

acknowledges actors, particularly those whose position is reliant on public opinion, will act in the "public interest [when] it coincides with their private interests" (Considine & Doran, 2016, p. 39). The findings from the study showed that actors made personal political decisions to enhance their reputation and status. As identified in goal preferences (PCT 2), this form of decision-making was mutually beneficial to the community and the local government. The findings showed that the actors increased their profile positively, and these actors provided the community with robust advocacy to develop an ARC.

Sustain power (PCT 4) represented the individual choices people made in the ARC decision-making process. These choices were reflective of their individual desires to sustain power and influence. This is also a component that has not been previously identified in the ARC decision-making process. Findings from the current study revealed that power was a method employed by a range of stakeholders within the ARC decision-making process to assert self-interest. These people included councillors, local government officers, the community and state government ministers. The founder of PCT, James Buchanan, states that self-interest drives human behaviour and that "people [are] rational utility-maximisers in all of their behavioural capacities" (Buchanan 1991, p. 139). Actors, stakeholders and the community seek political outcomes to achieve homo economicus ambitions (Mashaw, 1997). They enforce decision-making through the use of their positions in order to wield power to influence decisions (Flyvbjerg, 2006). Findings from the current study align with this literature and reinforces those individuals involved in the ARC planning process will behave and make decisions driven by their individual desires to sustain power and influence. For example, a state government member of parliament influenced the provision of additional funding because they were in a marginal seat and had self-interested motivations to be re-elected. From a theoretical perspective, this confirms that power is attached to homo economicus motivations identified in the ARC decision-making process. Practically, this finding reveals that the people involved in the ARC planning process i.e., councillors, local government officers, the community and state government ministers, understood their position of power in the ARC decision-making process. They used this position to ensure

their self-interests were reflected in the decision-making process, which may or may not have been in the best interest of the ARC development.

Summary

This section has explained the ARC decision-making process. Findings identified the ARC decision-making process comprised three focus areas: government influence, financial influence and political influence.

Government influence identified how state and local government influenced the ARC decision-making process. Associated components include state government policy and local government decision-makers. State government policy is a new insight because it identifies that ARC decisions were shaped around state government sport and recreation infrastructure funding policies. The local government decision-making component identified the roles and the hierarchy involved in the decision-making process. The hierarchy shows there was a clear line of decision-making that was determined by a person's level of authority.

Financial influence indicated that two components of NPMT assisted to explain the ARC decision-making process. Improved management and efficiency practices associated with output control (NPMT 3) and resource efficiency (NPMT 7) were prioritised in ARC decision-making. Output control (NPMT 3) is a process of collecting measurable data to assist decision-making. This finding aligned with Howat's (2005) study, to suggest that the use of output control mechanisms is a valid method to apply to the ARC decision-making process. Resource efficiency (NPMT 7) provides new knowledge to the ARC decision-making process because it highlighted practices implemented by the local government to ensure profitable outcomes were achieved from the ARC development. The ARC planners in the two cases made decisions that were prioritised by financial outputs signifying that financial outcome was given precedence over community focused outcomes.

Political influence indicated that four PCT components assisted in explaining the ARC decision-making process: optimise value (PCT 1), goal preferences (PCT 2), reputation decisions (PCT 3) and sustain power (PCT 4). The rationality components of optimise value (PCT 1) and goal preferences (PCT 2) agreed with the leisure planning models (Veal, 2009c; 2017a; Taylor, 2011) and the PCT literature. Optimise value (PCT 1) explains there are multiple values (i.e., profit-enhancing and community social values) that effect the ARC decision-making process. This evidence suggests that local government may be shifting to a new pragmatism approach to governance, however, profit enhancing strategies were still dominant. Goal preferences (PCT 2) explains how the two cases made decisions reflecting profit enhancing and community goal preferences. The different goal preferences impacted each other, and ARC planners need to understand and be proactive based on these preferences. The self-interested components of reputation decisions (PCT 3) and sustain power (PCT 4), align with PCT studies (Considine & Doran, 2016; Johns, 2006; Meadowcroft, 2014; Suiter & O'Malley, 2014) and provide new insights into the ARC decision-making process. Reputation decisions (PCT 3) was reflected in the current study in the form of behaviours to sustain power and influence. The findings found that actors will act in a particular manner if this enhances their individual interests, which were influenced by a desire to be re-elected. Sustain power (PCT 4) reflects the behaviour choices that people made in the ARC decision-making process. The findings identified that the councillors, local government officers, the community and state government ministers will behave and make decisions driven by their individual desires to sustain power and influence, which may or may not reflect the best interests of the ARC development.

The application of rules and homo economicus themes were applied to the four PCT components. The finding identified that the two themes were identified in a blended format for optimise value (PCT 1), goal preferences (PCT 2) and reputation decisions (PCT 3) and homo economicus was singularly present in the sustain power (PCT 4) component. Evidence from the current study found that when the application of rules and homo economicus were blended, the outcomes were mutually beneficial to the local government

and community. In conclusion, the ARC decision-making process was influenced by the political economic environment from which it was planned. The ARC decision-making process was exposed to political extremes, which were neutralised by an actor's desire to be re-elected. However, the findings were very clear that the ARC planners in the two cases made decisions that were prioritised by financial outputs determining that the financial outcomes were given precedence to community focused outcomes.

The Connection between ARC Planning and Decision-making Processes

The connection between the ARC planning and ARC decision-making explains the mutual relationship between the two processes and how they complement each other when planning an ARC. A range of leisure planning models recognise the connection between leisure planning and decision-making (Gold, 1980; Veal, 2009a, 2017a; Western Australia Department of Sport and Recreation, 2007). There is, however, an absence of studies that have discussed the actual connection or their reliance upon each other. This leaves a gap in the literature regarding the evidence of how implementing ARC planning components contributes to informed decisions. The findings in the current study identified that in conjunction with the ARC planning and ARC decision-making processes, a set of components exist that connect the two processes. This connection was identified in three ways. First, the findings explained how the ARC planning process provided context for a decision to be made. Second, local government decisions can influence how ARC planning components are used. Finally, the findings identified the important role committees and councillors' have in unifying the ARC planning and decision-making processes.

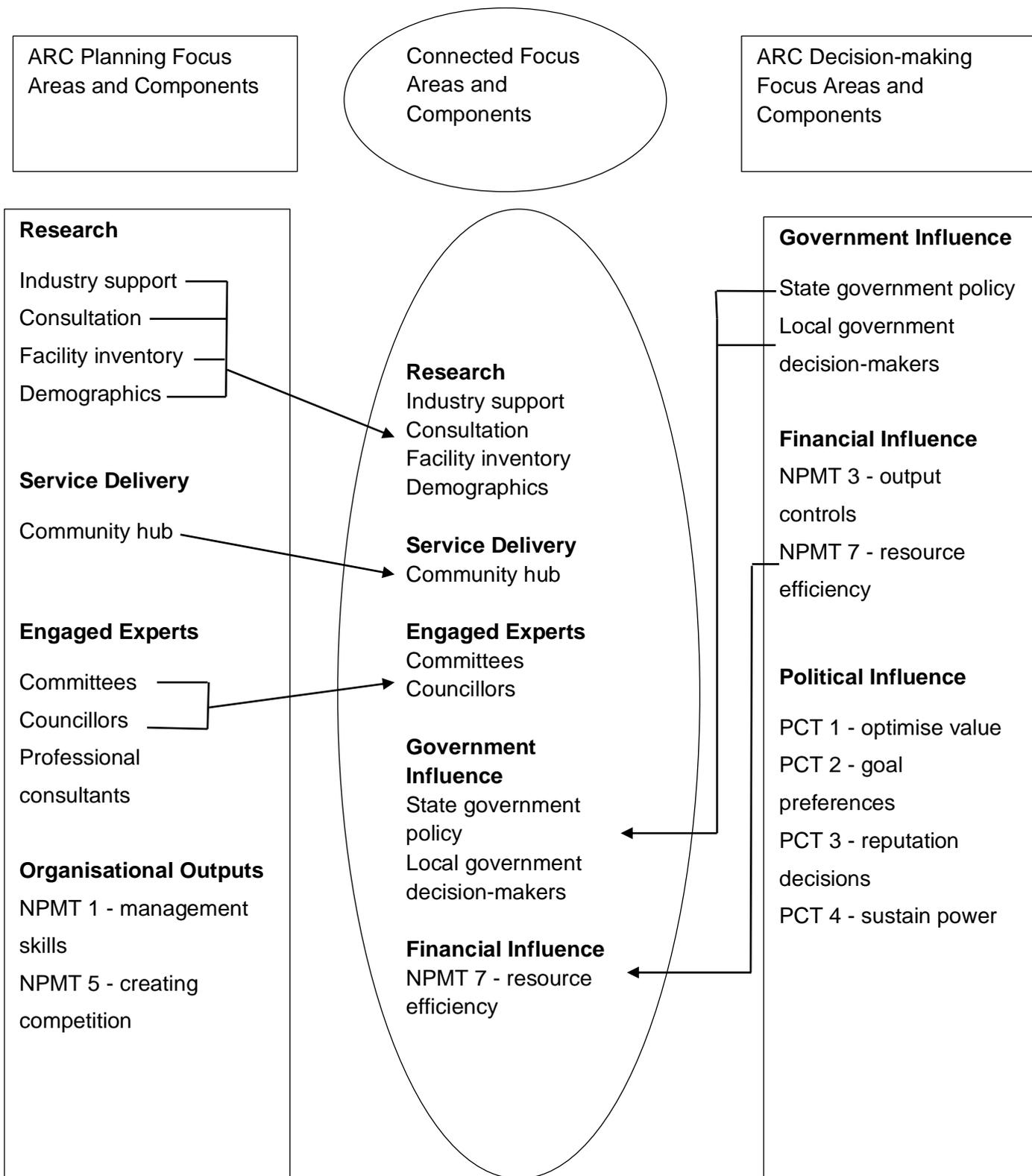
The findings from the current study identified that the ARC planning focus areas of research, service delivery and engaged experts informed the ARC decision-making process. In addition, the ARC decision-making focus areas of government influence and financial influence informed the ARC planning process. A model of the focus areas and components that connected the ARC planning and decision-making processes are presented in Figure

7.1. The rectangle columns in the figure, contain the focus areas and components for the ARC planning and ARC decision-making processes. The arrows illustrate the specific focus areas and components that connect the processes. The oval column represents the five focus areas and their associated components that connect the ARC planning and decision-making process. The ARC planning and decision-making of Figure 7.1 illustrates additional components that could be considered for the “nested planning/decision-making processes” from Veal (2017a, p. 145) (refer to [Appendix E](#)). The nested planning/decision-making processes is centered on the need to ‘consult with stakeholders’. Evidence from the current study agrees with Veal (2017a) that consulting with stakeholders is an important aspect of the ARC planning and decision-making process. However, additional focus areas and components exist that also inform the two processes. The findings from the current study expands current leisure planning and decision-making models to include focus areas and components that strategically connect the ARC planning and decision-making processes (Figure 7.1). The following paragraphs explain the connections in more detail.

Evidence derived from the process maps (Figure 4.10 and Figure 5.10) indicated that the ARC planning process provided context to guide a decision. For example, the ARC planning components from the research focus area (i.e., industry support, consultation, facility inventory and demographics) provided data to make informed decisions. These components explained ARC decision-making. Decisions could only be made after evidence was gained from the ARC planning process (Grünig & Kühn, 2013). For example, it was only after the consultation process that the local government realised how important the 50-meter pool was to the community, despite it not meeting resource efficiency expectations. These findings are supported by the U-plan (Veal, 2009c, 2017a) and Torkildsen’s ten-stage leisure planning model (Taylor, 2011). The U-plan participation module (Figure 2.2) was

Figure 7.1

A Model that Connects ARC Planning and ARC Decision-making



designed to help understand community needs, i.e., to compile demographic data and conduct residential and facility user surveys. Torkildsen's ten-stage leisure planning process (Figure 2.3) was based on identifying leisure needs and demands. The ten-stages (or components) relating to the leisure planning process were ordered to encourage decision-making and guide the next stage. The U-plan and Torkildsen's ten-stage leisure planning process reinforce the importance of a systematic planning process to guide ARC planning and decision-making, identifying an area of leisure planning that has not been investigated before. The connection between ARC planning and decision-making provides an advancement in knowledge.

Evidence from the current study identified that local government planners need to adopt ARC planning components to inform the ARC decision-making process. From a practical perspective, the connection between a planning process and a decision-making process is essential to understand. The nature of the planning undertaken will influence decision-making and the application of planning components provides structure to the ARC decision-making process. Adopting this form of planning model assists ARC planners to apply the planning and decision-makings components in a logical and sequential manner.

Local government decisions can affect the application of ARC planning components. The current study's cases indicated that ARC decision-making components of state government policy and resource efficiency (NPMT 7) explained why the ARC planning component of community hub was applied in the current study. Resource efficiency (NPMT 7) principles embedded into state government policy determined how the local government delivered their services i.e., through a community hub. The state government policy stated that to achieve full funding approval, ARCs need to deliver their services as a regional facility constructed within a community hub. In addition, the evidence suggests that the state-government policy and community hub components were explained by NPMT management principles. The findings identified that ARC decision-making reflects neo-liberal policy, which in turn impacts potential decisions about components applied to the ARC planning process.

This new knowledge will assist ARC planners to appreciate how management theory such as NPMT principles explains ARC decision-making and planning processes.

Committees and councillors were crucial to guiding the ARC planning process that then informed the ARC decision-making process. The formation of committees was part of ARC planning applied to gather people together to encourage collaborative and democratic decision-making (Loch et al., 2017). Furthermore, councillors were engaged in the ARC planning process as the primary decision-makers (Getimis et al., 2013; Tewdwr-Jones, 1995). From a practical perspective, the findings from the current study identified that the committees and councillors were highly engaged in the planning and decision-making processes. Guiding the planning process enabled the committee and councillors to obtain required information to make informed decisions which allowed the development of the ARCs. This finding provides new insight to understanding how the planning and decision-making processes come together. The importance of committees and councillors involved in the ARC planning and decision-making process simultaneously provides clarity and consistency between the processes.

Chapter Summary

The discussion in this chapter compared, contrasted, and discussed the literature reviewed (Chapter Two) with the findings of the current study (Chapter Four, Chapter Five and Chapter Six). The discussion incorporated three leisure planning models, NPMT and PCT to assist in understanding ARC planning and decision-making processes.

The chapter began by discussing the predominately non-systematic planning process applied to ARC planning. The findings identified that local governments do not follow a set planning process; instead, they use a predominately non-systematic model. In this case, leisure planners apply components they perceive to be required rather than following a particular structure.

The first research question, 'How is a leisure planning process used in ARC planning?' was then addressed. The findings identified research, service delivery, engaged experts and organisational outputs comprised the leisure planning process used to guide ARC planning (Figure 6.1). A range of components within the four focus areas of the process aligned with components of existing leisure planning models i.e., the U-plan (Veal, 2009c, 2017a), Torkildsen's ten-stage leisure planning process (Taylor, 2011) and standards planning (Engles, 2019; Gold, 1980; Marriott, 1980a; Veal, 2009b, 2020). From a practical perspective, the research focus area included a range of components that assisted local government to understand the community's recreation requirements and current circumstances to guide future ARC provision. Service delivery identified that the local government planned to deliver their sport and recreation services as a community hub. Engaged experts identified the roles of key people that were involved in the ARC planning process, including committees, councillors and professional consultants. The organisational outputs focus area explained how NPMT principles impacted on the ARC planning process. From a theoretical perspective, the findings indicated through the management skills (NPMT 1) component that people with specialised management skills were engaged in the ARC planning process. In addition, the creating competition component (NPMT 5) was a regulatory process adopted to achieve improved management practices and efficiency.

In addition to the identification of the four focus areas used to guide ARC planning, three components related to these focus areas, were identified and provide new knowledge to this field. The three include: industry support (research), community hub (service delivery), and committees (engaged experts). Two additional components used in the ARC planning process identified in the current study that have not been previously identified are management skills (NPMT 1) and creating competition (NPMT 5). These align with NPMT literature. The NPMT components are complemented by existing knowledge from three leisure planning models i.e., the U-plan (Veal, 2009c, 2017a), Torkildsen's ten-stage leisure planning process (Taylor, 2011) and standards planning (Engles, 2019; Gold, 1980; Marriott, 1980a; Veal, 2009b, 2020). This is the first study to explore how a leisure planning process

is used in ARC planning and has identified the focus areas and components that serve as a starting point for future analysis in this field. Theoretically this chapter discussed how the NPMT components of management skills and creating competition had a role in the ARC planning process. The model presented in Figure 6.1 identified how ARCs are planned in metropolitan Melbourne and serves as a starting point in the development of a model of how ARCs are planned.

The chapter then addressed the second research question, 'How is a decision-making process used in ARC planning?' The discussion concentrated on the three focus areas used in the decision-making process including government, financial and political influences (Figure 6.2). Government influence recognised that councillors were the final decision-makers, with committees and government officials delegated decision-making responsibilities. Government influence represented the influence of state government, in particular policies related to sport and recreation infrastructure development and associated funding. Decisions were made to align with these funding guidelines. Financial influence was used where output control (NPMT 3) and measures and resource efficiency (NPMT 7) strategies were priorities in the ARC decision-making process. Political influence was used from a local government perspective to optimise value (PCT 1), primarily through profit-enhancing values; however, there was evidence to suggest that decisions were also based on community-focused values. These decisions were also reflective of the goal preference (PCT 2), the reputation and status (PCT 3) and the assertion of power (PCT 4). Within the government influence focus area, state government policy was identified as a component that has not been previously recognised in ARC decision-making. Theoretically, output controls (NPMT 3), resource efficiency (NPMT 7), reputation decisions (PCT 3) and sustain power (PCT 4) are explained in NPMT and PCT literature, however, this is the first time they have been identified in an ARC decision-making process. In particular, the identification of how NPMT management practices and the PCT sections of rationality and self-interest inform the understanding of ARC decision-making. This is the first study to explore ARC decision-making processes and the three focus areas and associated components serve as

a starting point for future analysis. The model presented in Figure 6.2 identified the ARC decision-making process and explains how decisions were made when planning for an ARC in metropolitan Melbourne.

Finally, the chapter discussed the connection that exists between the ARC planning and decision-making processes. The discussion focused on the five focus areas used to connect planning and decision-making including: research, service delivery, engaged experts, government influence and financial influence. The two processes are connected in the development of an ARC. Evidence suggests the need for an ARC planning model that considers the planning and decision-making processes simultaneously. As a result, a model that connects ARC planning and decision-making (Figure 7.1) was developed. The model shows these two processes working in unison to ensure relevant planning components are incorporated and viable decisions are made. The findings from the current study provide the ARC industry with new knowledge that can be used to guide planners through the planning and decision-making processes.

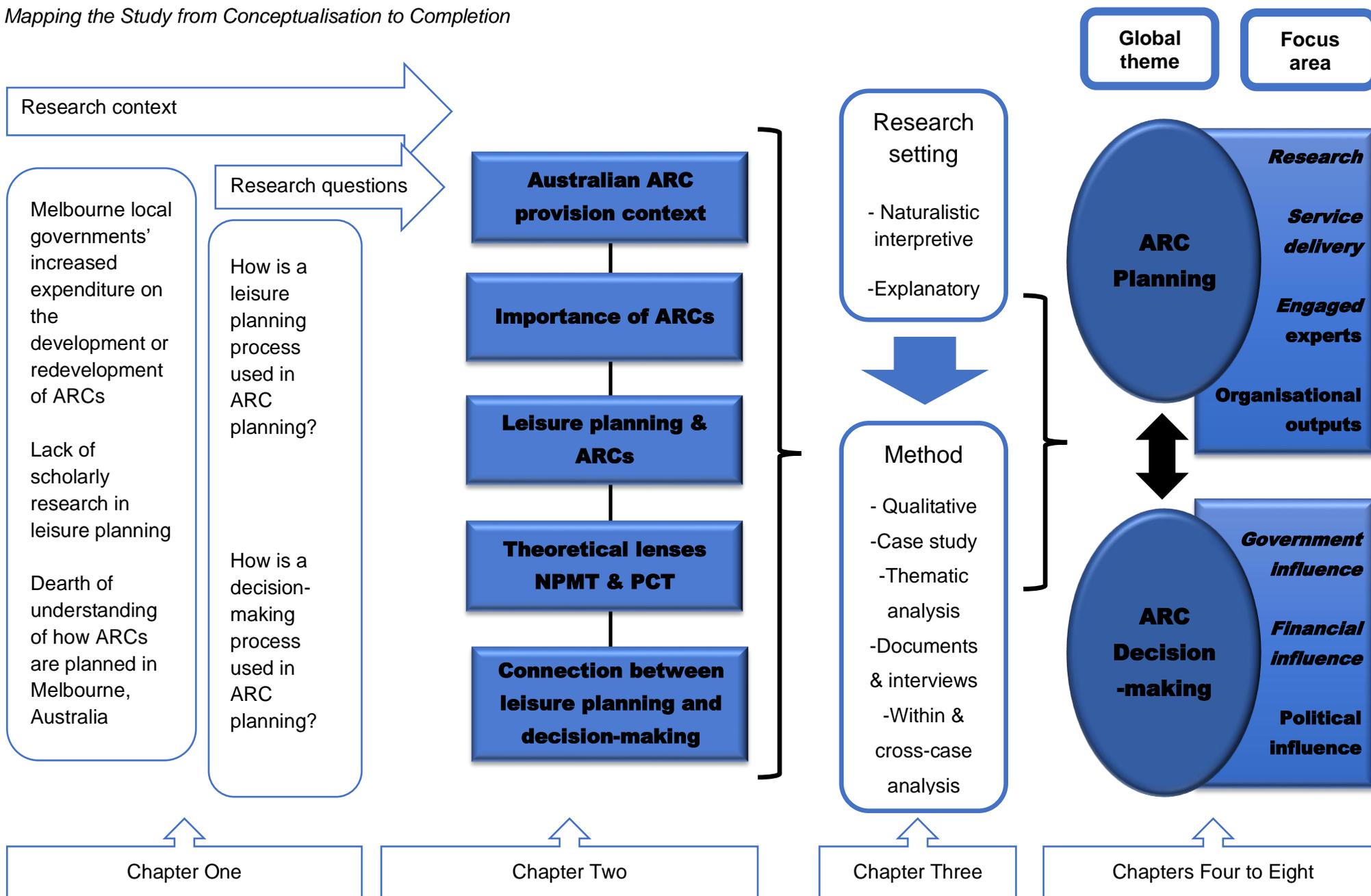
Chapter Eight: Conclusion

Chapter Eight concludes the study with a summary of the key findings, its unique contribution to theory and practice, limitations, and future research directions. The final section provides an overall conclusion on ARC planning and decision-making processes.

The entire research process has been mapped from conceptualisation to completion (Figure 8.1). The diagrammatic representation illustrates the structure of the thesis and visually captures how this research project was conducted. The diagram initially shows the research project was conceived due to Melbourne local governments' increased expenditure on the development of ARCs, the lack of scholarly research into leisure planning, and a dearth of understanding of how ARCs are planned particularly in metropolitan Melbourne, Australia. The conceptual framework was developed in Chapter Two, examining five key areas. This framework was then built into a qualitative, multiple case study to understand how leisure planning and decision-making processes were used in ARC planning. The nature of the study meant that a naturalistic, explanatory qualitative methodology was the most effective means of achieving the research aim. A multiple case study approach was adopted, involving two ARCs in metropolitan Melbourne, Australia (Chapter Three). Following this, a narrative of the findings is presented in Chapters Four to Eight, presenting and discussing the ARC planning and decision-making global themes. Finally, the black arrow between the ARC planning and decision-making global themes represents the connection between the ARC planning and decision-making processes. The focus areas that are in italics i.e., *research*, *service delivery*, *engaged experts*, *government influence* and *financial influence* identify the ARC planning and decision-making components that connect the two processes when planning for an ARC. The research used an iterative process to understand the planning and decision-making.

Figure 8.1

Mapping the Study from Conceptualisation to Completion



Overview of Key Findings

The purpose of this section was to summarise the key findings to understand how leisure planning and decision-making processes were used in ARC planning. Two research questions operationalised the research aim. These research questions were re-visited based on the contribution they make to the overall discussion.

NPMT and PCT were applied to the current study to assist in explaining the ARC planning and decision-making processes. The findings were derived from the predetermined theoretical components of NPMT and PCT (deductive coding), while allowing for the provision of new categories to emerge from the raw data (inductive coding) (Braun & Clarke, 2006; Brixey et al., 2007; Fereday & Muir-Cochrane, 2006). This is the first time these theories have been applied simultaneously to an ARC planning and decision-making process, with the findings contributing to current leisure planning literature.

How is a Leisure Planning Process Used in ARC Planning?

Two aspects of the findings contribute to the understanding of the ARC planning process. First, the findings identified that ARC planning was conducted in a predominately non-systematic manner. This provided new insights to understand the process used by local government when planning an ARC. Second, four focus areas of research, service delivery, engaged experts, and organisation outputs and their associated components were identified as the planning process used in ARC planning (Figure 6.1). These two factors provided a useful insight and important knowledge into how local government apply a planning process in ARC planning.

Non-systematic Planning. Evidence gained from the current study indicates a formalised planning process was not used in ARC planning. The two case studies did not follow an established leisure planning model, instead, local government intuitively applied different components to achieve their desired outcomes. The findings identified that ARC leisure planning fits somewhere between an ad-hoc and structured planning model. Local government planners did not implement a formalised process or strategy to guide the ARC planning process. Instead, ARC planners decide what they want and set about informally planning their ARCs by applying planning components to guide their approach. Common focus areas used in the two ARC case studies were research, service delivery, engaged experts and organisational outputs. However, the current research suggests there is no guarantee that this same process would be used next time these local governments engage in planning. The lack of a systematic planning process suggests a different process could potentially be chosen, pending on the need and outcome of the local government.

It is not known why leisure planning models are not incorporated into the planning process. Possible reasons could be the lack of awareness that they exist or there is a confusion about which model to use. Veal (2011) identified over 80 leisure planning models between 1956 and 2007, however no assessments have been reported to understand if these models have been implemented or how they can help achieve positive leisure planning outcomes. Therefore, there is a need for more education and dissemination of leisure planning literature and processes to assist ARC planning. Including the model created in the current study (Figure 6.1) tailored for ARC planning.

The lack of systematic planning in the current study might be explained by the lack of available research and resources applicable to the leisure planning industry. The literature review identified that most research conducted on this topic was primarily between the 1960s – 1980s. Only seven academic articles on leisure planning have been published since the 1960s; many of these articles explain the need to move away from standards planning (Engels, 2019; Veal, 1984, 2012, 2020). Consequently, no research has explained how ARC planning has been implemented. The current study is the first to document the process

undertaken by two ARCs. It is apparent that increased rigorous research is required to enhance the understanding and practical application of ARC planning.

There has been limited research into the development of leisure planning models to assist local government planners. The three leisure planning models that have guided the current study (Engles, 2019; Gold, 1980; Marriott, 1980a; Taylor, 2011; Veal, 2009a, 2009c, 2017a, 2020) have not been rigorously tested or applied to the leisure industry, therefore, there is no data to suggest their effectiveness. Thus, there is a lack of conclusive research about the effectiveness of leisure planning models. The identification of how local governments plan for their ARCs provides the leisure planning industry with the knowledge that leisure planning models are not used and do not guide the leisure planning process. This signifies the need for more research into understanding why local government do not follow a formal planning process and the effectiveness of structured leisure planning approaches to guide planners. These findings provide researchers with the foundation for future studies.

ARC Planning Process. The findings for the ARC planning process reveal that research, service delivery, engaged experts and organisations outputs were the ARC planning process's focus areas (Figure 6.1). These four focus areas and their respective components provided unique insights into the process used by local government when planning their ARC.

The research focus area identified the importance of gaining evidence to understand the community specific needs when planning an ARC. The two cases' research focus area components were gaining industry support, conducting consultation, implementing facility inventory, and identifying community demographics. Industry support provided new knowledge to the ARC planning process, with the remaining three components complementing existing leisure planning models: U-plan (Veal, 2009c, 2017a), Torkildsen's ten-stage leisure planning process (Taylor, 2011), and standards (Engles, 2019; Gold, 1980;

Marriott, 1980a; Taylor 2011; Veal 2009a, 2020). In addition to the components identified in the current study, there were a range of research components identified in the literature (Veal, 2009a), that could assist with providing informed and updated information to ensure the most appropriate ARC is built for the community. These are key findings in this investigation of the ARC planning process. The data gained provides local government with a range of research-based components that will provide ARC planners with informed evidence to assist with ARC decision-making.

The service delivery focus area identified how local government used a community hub to deliver its ARC services. Previous studies have established that community hubs can provide a sport and recreation services (Davies, 2016; Richards et al., 2018), however, no literature recognises the delivery of an ARC within a community hub. Thus, the current study broadens the definition of 'community hub' in the academic literature to include sport and recreation facilities that can include an ARC. Furthermore, findings demonstrated that the development of a community hub was strongly influenced by state government policy and resource efficiency strategies. The provision of state government funding and the possibility of delivering self-sustainable services explained how local government planned to deliver its sport and recreational services. This finding provides a new contribution to the knowledge of ARC planning. The ARC planning process is vulnerable to external factors, a change to government policy or management practices could see the development of a different type of ARC. For example, the last ten years has seen a directive from the Victorian local government towards the design and development of multi-purpose infrastructure (Deloitte Touche Tohmatsu, 2016).

The engaged experts focus area identified the roles of the key people involved in the ARC planning process. These roles comprised committees, councillors and professional consultants. Committees were formed for the purpose of the ARC planning process. New knowledge gained from the current study has enabled the understanding of timelines from which committees were formed, who were on the committees, the responsibilities of the committees, and insights into the influence these committees had on the ARC planning

process. Councillors and professional consultants were recognised in the U-plan leisure planning model (Veal, 2009c, 2017a) to form part of a leisure planning process. However, the findings extended this knowledge to explain the various roles that councillors had in the ARC planning process and identify the types of professional consultants engaged in the ARC planning process i.e., engineers, architects and leisure planners. Based on the differing roles of the committees, councillors and professional consultants, local government employed processes to ensure these roles could be implemented effectively.

The organisational outputs focus area identified how the local government management system of NPMT was incorporated in the ARC planning process. These have not been previously associated with the ARC planning process and expand the understanding of NPMT's principles into another sector. The NPMT components explained how the two local governments strived to achieve efficient and effective outcomes. Findings revealed management skills (NPMT 1) and creating competition (NPMT 5) were used in the ARC planning process. The two cases implemented private sector management skills (NPMT 1) to establish a professional working environment where they engaged employees and professional consultants with clearly defined roles to ensure the ARC planning process was as efficient and effective as possible. Creating competition (NPMT 5) was used in ARC planning in the form of a government legislative process of CCT for the procurement of service.

Common components from leisure planning models (consultation, facility inventory, demographics, councillors and professional consultants) were incorporated in ARC planning. It seems, however, the alignment of these components to aspects of the leisure planning models, in particular the U-plan (Veal, 2009c, 2017a), was influenced by a range of internal and external factors. Adopting a leisure planning model will assist in eliminating poor planning outcomes i.e., where provision does not meet the needs of the community (Taylor, 2011), and instead guide the process using an evidence-based ARC planning model.

How is a Decision-making Process Used in ARC Planning?

The decision-making process used in ARC planning by the two cases in the current study comprised three focus areas and eight components (Figure 6.2). These focus areas and components are summarised in the following section. This is the first time that an ARC decision-making process has been rigorously analysed. The findings provide important new knowledge into how local government makes decisions when planning for an ARC.

ARC Decision-making Process. The three focus areas of government, financial and political influences were used in the decision-making process in ARC planning. These focus areas provided unique insights into the process used by local government when making decisions for their ARC.

The government influence focus area identified that state and local governments influenced the ARC decision-making process. In particular, state government sport and recreation infrastructure policy influenced the ARC decision-making process where local government was bound to the state government assessment criterion to successfully receive funding. Evidence showed that at times, additional program spaces were included in the ARC development due to advice from state government. The decision to make these infrastructure changes were associated with gaining millions of dollars of funding, rather than collaborative, community-focused decision-making. Local government influenced decision-making; this was also recognised in the U-plan leisure planning model (Veal 2009c, 2017a). Findings identify the need to establish a proven and reliable decision-making hierarchy within local government to ensure decisions are made at an appropriate level of authority.

The financial influence focus area identified that NPMT practices are embedded in the ARC decision-making process. In particular, the components of improved management practices and efficiency, i.e., output controls (NPMT 3) and resource efficiency (NPMT 7) were used as part of the ARC decision-making process. These two components were part of core decision-making activities, a trend encouraged in local government practices beyond

that of planning (Agasisti, 2019; Sole, 2010). The findings reinforce the ethos of achieving better management practices and improved efficiency which remains embedded in contemporary local government practices (Agasisti, 2019; Andrews, 2013). These are critical findings of the current ARC decision-making process. Local governments need to consider their motivations towards achieving financial efficiencies and determine the impacts this approach has on their abilities to develop ARCs that meet the needs of their communities.

The political influence focus area identified how PCT shaped the ARC decision-making process. Rationality and self-interest, together with four PCT components, explained the political actions of those involved in the ARC decision-making process (Pincus, 2014). The four PCT components included: optimise value (PCT 1), goal preferences (PCT 2), reputation decisions (PCT 3), and sustain power (PCT 4). Optimise value (PCT 1) and goal preferences (PCT 2) explained the contradictions that rationality can bring to local government decision-making. Rationality presupposes decisions are made with reason or with a degree of logic (Faggini & Vinci, 2010). The findings from the current study identified that local government decision-makers made decisions that applied neo-liberal profit-enhancing policies and community-focused outcomes (Cureton & Frisby, 2011; Thibault et al., 2004). Consequently, local government was faced with a contradictory balancing act: to deliver services to assist with the health, well-being and connectedness of the people in their communities; on the other hand, to deliver sustainable financial outcomes to the local government that do not necessarily align with the required services. The application of PCT's two themes, application of rules and homo economicus, can assist to explain this balancing act of decision-making. Reputation decisions (PCT 3) and sustain power (PCT 4) refer to the self-interest motivations of the actors, stakeholders and community in the ARC decision-making process. These findings complement PCT literature which asserts that human behaviour is motivated by self-interest, decision-makers motivated by the desire to improve their reputation and status to sustain power (Considine & Doran, 2016; Flyvjerg, 2006). The ability to balance stakeholder expectations are critical in the ARC decision-making process. Local governments need to be aware that political agendas and self-

interests can influence the ARC decision-making process, acknowledging and monitoring how these components influence the project, can assist to minimise these influences.

Three of the four PCT components i.e., optimise value (PCT 1), goal preferences (PCT 2) and reputation decisions (PCT 3) were explained by a blended or combined version of the two PCT themes, i.e., application of rules and homo economicus. When the economic influences of decision-making are applied within a political environment, actors are highly likely to respond in a self-interested manner (Buchanan & Tullock, 1999; Samuels, 1980). Findings from the current study indicate however, that when the actors' self-interests are affected by the democratic processes of collective choice decision-making (i.e., voting), mutually beneficial outcomes can be achieved. This was evident by actors listening and responding to the wants and needs of the community, implying that when the two themes of PCT are blended, a positive response to community needs was the result. This blend of the PCT themes signalled that local government could be shifting from a profit enhancing management approach towards a multi-dimensional construct, allowing for a collaborative decision-making process. However, this shift is gradual as NPMT components of improved management practices and efficiency was prioritised in the ARC decision-making process. In contrast, there was also evidence to suggest that, at times, the rationality of decision-making was primarily focused on self-interest. This was particularly evident with the singular application of the homo economicus theme. Additionally, this finding demonstrates that while ARC planners have a strong desire to meet the needs of the community, they should be aware of the political environment that can affect planning decisions. These planners may need to take measures to ensure self-interest components do not impact the aim of the project.

The Connection between ARC Planning and Decision-making

The connection of the planning and decision-making processes highlights the dependence planning and decision-making have on each other. As a result, when planning

an ARC, the planning and decision-making processes were entwined. This connection is consistently identified in the process maps (Figures 4.10 and Figure 5.10) and has been conceptualised into a model (Figure 7.1). The connection between planning and decision-making processes has previously been identified (Veal 2017a), however, data was not evident in the literature reviewed that explained how these processes are reliant on each other. Findings from the current study provide evidence of this reliance and this new knowledge is critical when developing an ARC leisure planning model or planning policy. ARC planners need to ensure the planning and decision-making components are considered simultaneously and applied to complement each other. It is important to note that a strategic and measured use of planning and decision-making components, as identified by the current study, will assist in implementing an informed decision-making process.

Key Limitations and Future Research

While efforts have been made to ensure that appropriate methodological approaches have been utilised, limitations exist with the current study. The following section identifies the key limitations and future research opportunities.

Limitations experienced in the interview phase concerning the time-lapse between the actual implementation of ARC planning and decision-making and the interviews were acknowledged (refer to Document Review section). The time-lapse had the potential to affect respondents' memories of certain events. There is an opportunity for future research to expand the current study and conduct an ethnographic study on an ARC planning project as it evolves, where insights could be gained based on planning and decision-making as they occur.

Data triangulation and pattern-matching minimised the differences between the two centres. Data assessed as silent in the triangulation protocol and not pattern-matched were eliminated from the current study (refer to Table 6.1 and Table 6.2). The elimination of data aligned the components used in the two cases; however, it also eliminated discrete

differences in how local governments plan for their ARC. Future research should consider the components eliminated from the current study, i.e., leisure participation trends and location of ARC. These components may exist in other settings and provide additional knowledge to an ARC planning and decision-making process.

A final limitation of the current study is that it is a metropolitan Melbourne-based study specifically associated with the planning approaches from two city-based cases. As a result, the interpretation of findings should be approached with caution, as strategies may not be transferable to different settings within Australia or other countries. However, it is a start! To incorporate a more state, national or global perspective, future research could employ similar methodologies to the planning of an ARC or similar sport and recreation infrastructure development. This could lead to state, national, and global knowledge based on sport and recreation infrastructure planning and decision-making processes and likely enhance the effectiveness and enhance the ARC decision-making process.

The current study is a foundation from which further research can evolve. Future research could be sevenfold. First, research could use the findings from the current study as deductive components to further develop an understanding of ARC planning and decision-making processes. Second, surveys based on the focus areas and components of this study could form items for a quantitative research project. In this case, leisure planning specialists from Australia or globally could be surveyed to quantify the focus areas and components used in planning and decision-making for ARC planning. Researchers could use the quantitative data to gain a broader scope of the leisure planning process beyond the local government setting. Third, findings from the current study could assist in the development of a rigorous model to guide local government on ARC planning. Fourth, the findings could assist in a study to understand why local government choose their current ARC planning approaches and what typifies an effective structured approach. Fifth, the ARC planning model developed in the current study could be piloted to identify the effectiveness of it guiding ARC planners during the planning and decision-making process. Sixth, new findings in the current study such as the lack of structure applied to the ARC planning process, the

influence of NPMT and PCT and the connection between the planning and decision-making process could lead to more focused research to better understand the complexities of ARC planning and decision-making. Future studies could investigate the impact of policy, the effectiveness of structured leisure planning models, the influence of local government management practice, the impacts of homo economicus actors on local government decision-making and the impacts planning and decision-making have on each other in leisure planning models. Finally, there has been limited analysis of how NPMT and PCT have impacted the local government leisure industry. Findings from the current study provide evidence to explain ARC planning practices and an opportunity exists on how these could be applied to other local government leisure or planning settings such as community libraries or open space planning. This could be used to understand the influence of NPMT and PCT on environments that do not have the same commercial viability.

Final Conclusion

The aim of current study was to explore the planning and decision-making processes used by local government when planning for an ARC in metropolitan Melbourne, Australia. The limited literature to explain how local government planned an ARC acted as a motive for this study. The current study has provided the leisure industry with the first rigorous analysis of ARCs planning and decision-making processes. Findings were twofold. First, it expands leisure planning literature to understand how theoretical concepts (i.e., NPMT and PCT) explain the planning and decision-making processes of ARC planning. Leisure planning literature is expanded based on the model in Figure 7.1 that shows the connecting focus areas and components between planning and decision-making specific to ARC planning. Second, the findings expand practical knowledge to understand the processes used by local government when planning and making decisions for their ARC. The findings can assist local government by providing a real-life example of how two local governments planned for their ARCs, the processes they used and when and how they were applied. This

information was not previously available to local governments and any other planning authorities. Research opportunities to further understand leisure planning and decision-making in ARC planning have been identified as a result from the current study. The current study and subsequent studies will stimulate dialogue, critically analyse, and direct future research in order to advance knowledge and understanding of ARC planning and decision-making, and the broader leisure planning context.

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Appendix A: National Funding for Community Sport and Recreation Centres

[Link one - Literature review](#)

Year	Government	Administrative responsibility	Name of program	Fund appropriated (\$millions)	Actual expenditure (\$millions)
1973 – 1975 ^a	ALP	Department of Tourism and Recreation	Capital Assistance for Leisure Facilities (CALF)	15	8
1975-1980 ^b	Liberal	1975-1978 Department of Environment Housing and Community Development 1978-1980 Department of Home Affairs	CALF & Montreal Olympic backlash	0	18.3*
1980-1987 ^c	No funding was allocated to Community Sports and Recreation Centres by either party, focus was on elite sport.				
1987-1991 ^d	ALP	Arts, Sport, the Environment, Tourism and Territories	Community Recreational and Sporting Facilities Program (CRSFP)	13	17
1991-1995 ^e	ALP	1991-1993 Department of Arts, Sport, the Environment, Tourism and Territories 1993-1995 Department of Environment Sport and Territories	Community Cultural, Recreational and Sporting Facilities Program (CCRSFP)	49	52
1995-2004 ^f	No funding was allocated to Community Sports and Recreation Centres by either party, focus was on elite sport				
2004-2007 ^g	Liberal	Department of Communication, Information Technology and the Arts	Party room decisions	0	38
2008-2012 ^h	ALP	Department of Infrastructure and Regional Development	Regional and local community infrastructure program (RLCIP)	1,120***	37

2011-2013 ⁱ	ALP	Department of Infrastructure and Regional Development	Regional Development Australia Fund (RDAF)	Not stated	576
2013-2026 ^j	Liberal	Department of Infrastructure and Regional Development	Community Development Grants Program (CDGP)	342 ^{***}	623# still in operation
2015-2020 ^k	Liberal	Department of Infrastructure and Regional Development	Stronger Communities Program (SCP)	45	57

Note. Adapted from: ^{hijk}Department of Infrastructure, Transport, Regional Development and Communications (2020). ^dDepartment of Infrastructure and Regional Development (2013). Department of Infrastructure and Regional Development (2015). ^{ab}House of Representatives Standing Committee on Environment Recreation and the Arts (1997). ^{cdefg}Johns (2006). ^{eg}Jolly. R (2013).

*This figure includes provisions from the CALF program but is not exclusive to this program.

** The remains of the ISSFP that was not spent between 1980-1983 was rolled into the NSFP

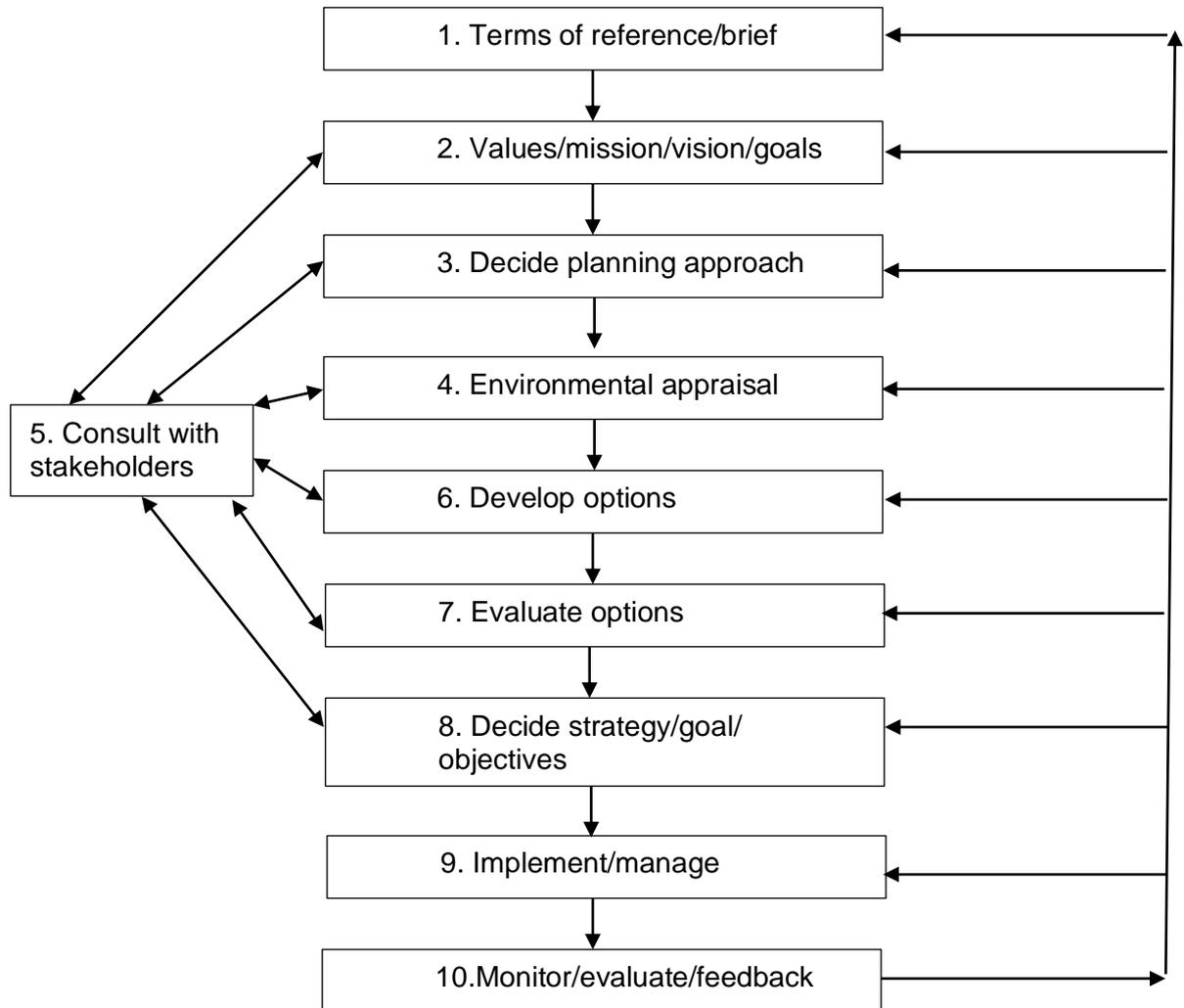
*** These programs were designed for community infrastructure programs, which includes ARCs. Actual expenditure includes funding to all community infrastructure programs funding.

Program still in operation.

Appendix B: The Rational - Comprehensive Decision-making Process

[Link one – Literature review](#)

[Link two – Discussion](#)



Note. From "Leisure, sport and Tourism, politics, policy and planning," by A.J Veal, 2017a, p.

134.

Appendix C: Relationship Between the Rational- Comprehensive Model and the U-plan System

[Link one – Literature review](#)

Model item (Appendix C)	U-Plan task/comment
1. Terms of reference/brief	Terms of reference/brief for public bodies are generally provided by the legislation or charter under which they are established and regulated and this generally finds expression in the organisational mission, as discussed in point 3 below.
2. Mission/goals	The process of establishing the organisational mission and broad goals is not outlined in the U-plan system since it is assumed that these will have been established in a broader context, particularly regarding 1. above, but there may need to be some fine-tuning to make clear the link with participation/benefits, which is the basis of the U-plan method.
3. Decide planning approach	Task 1. The decision is taken to use the U-plan system, based on participation/benefits, is taken in consideration of the organisation's mission.
4. Environmental appraisal	Tasks 5-8, 10,14. Involves the collation of information, which, in the U-plan system, is focused and itemised in a number of tasks concerned with surveys, examining passive change and establishing a facility/service inventory.
5. Stakeholder consultation	Task 2. Some consultative mechanisms will be built into the organisational structure, then as indicated in Appendix C (above), stakeholder consultation takes place at various points during the planning process.
6. Develop options	Task 4. Options are developed primarily in relation to the setting of broad participation targets i.e., the broad target setting decision-making strategy.
7. Evaluate options	Tasks 11, 16. This part of the process, is divided into two stages, in relation to activities and facilitate facilities/services.
8. Adopt strategy	Tasks 12, 13, 17, 18. A two stage process, in regard to selection of activities and related participation targets and in regard to facilities/services.
9. Implement/ manage	This item is not part of the U-plan system
10. Monitor/ evaluate/ feedback	Tasks 3,4. Concerned not only with setting budgetary constraints and participation targets respectively, but with periodically reviewing them at points during the planning period

Model item (Appendix C)	U-Plan task/comment
	and at its culmination and this periodic updating of the data collection exercises.

Note. From “Leisure, sport and Tourism, politics, policy and planning,” by A.J Veal, 2017a, p. 180.

Appendix D: IAP2’s Public Participation Spectrum

[Link one - Literature Review](#)

[Link two - Discussion](#)



	Inform	Consult	Involve	Collaborate	Empower
Public Participation Goal	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
Promise to The Public	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

From. “IAP2’s Public Participation Spectrum,” by IAP2, 2014, Retrieved from

https://iap2.org.au/wp-content/uploads/2019/07/IAP2_Public_Participation_Spectrum.pdf.

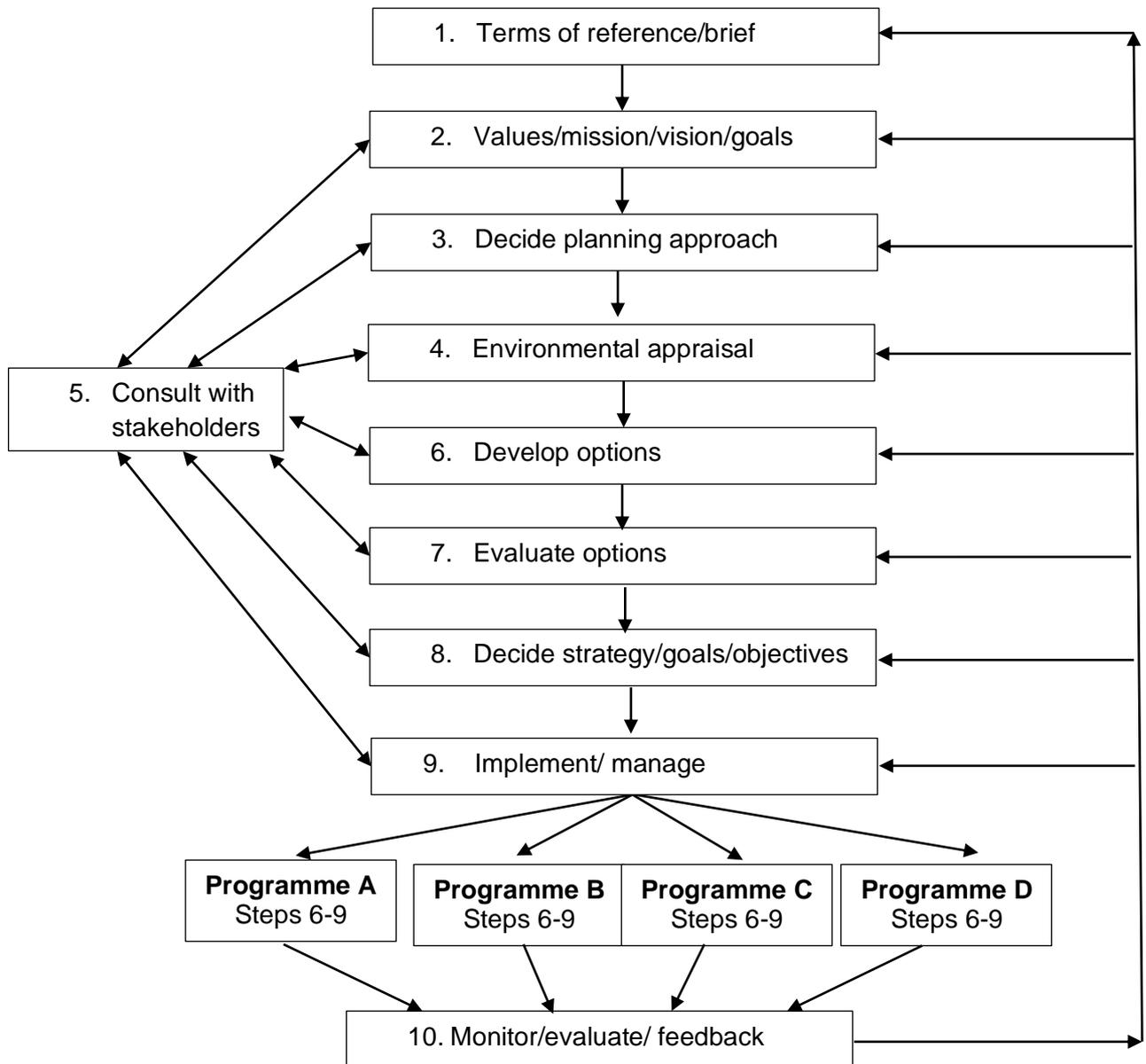
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Appendix E: Nested Planning/Decision-making Processes

Link one - Literature review

Link two – Discussion

Link three - Discussion



Note. From “Leisure, sport and Tourism, politics, policy and planning,” by A.J Veal, 2017a, p.

145.

Appendix F: Semi-structured Interview Schedule

[Link one - Methods](#)

Thank you for your time and taking part in this study. Your insights will be valuable to help me understand the planning and decision-making processes used when redeveloping ARCs in Melbourne.

- There are no right or wrong answers, and feel free to expand on anything at any time.

Question	Prompts	Comments
1) At the time of planning [insert organisation] what was the organisation you worked for and your job title?		
2) Tell me about your role in the planning of [insert organisation].		
Now I will ask questions about the planning processes and then the decision-making processes in the redevelopment of [insert organisation].		
3) Describe the processes that were used to plan [insert organisation], from your initial involvement until the time that you finished.	<ul style="list-style-type: none"> • Explain how you went from the initial brief to the design decisions? • Was there a set plan or philosophy that guided the planning? • How were decisions made on what needs to be done next? 	

4) In your opinion, what was the rationale behind developing a multi-purpose aquatic and recreation centre?		
5) Describe the political environment that surrounded [insert organisation] when it was being planned?	<ul style="list-style-type: none"> • Did this have an effect on decision-making? 	
6) Upon reflection of your involvement with [insert organisation], explain any resources, people or systems that helped you in your role during the planning process.	<ul style="list-style-type: none"> • Local government - commissioned documents? • Government funding guidelines? • Other - these could be provided by the local government 	
7) Explain how decisions were made about the development of [insert organisation].	<ul style="list-style-type: none"> • influential people? • Explain the influence they had. • How did this effect planning? • How did this effect decision-making? 	
8) Describe the rationale behind decisions made about government spending when planning for [insert organisation]	<ul style="list-style-type: none"> • Describe the process that you went through in order to achieve the funding. • Describe the negotiations to secure the money. • Was there anyone that was influential in this negotiation? • If so, what was their interest? 	

9) Upon reflection of your involvement with [insert organisation], explain any resources, people or systems that helped you in your role during the decision-making process.	<ul style="list-style-type: none"> • Local government - commissioned documents? • Government funding guidelines? • Other - these could be provided by the local government 	
10) Are there any more comments that you would like to make about the planning or decision-making of [insert organisation]?	<ul style="list-style-type: none"> • 	
11) Are there any other people that you recommend that I speak to about the planning and decision-making of [insert organisation]?	<ul style="list-style-type: none"> • 	

That concludes the questions, is there anything you would like to add?

Thank you for your time

The results for this study will be published in approximately one year. I'm happy to send you the link if you wish to read them

(Turn off the recorder)

Appendix G: Letter of Invitation to Respondents

[Link one - Methods](#)

Dear

You have been identified as a valuable contributor to the planning and/or decision-making of [insert organisation]. As part of my PhD focused on 'A critical analysis of aquatic and recreation centre planning,' I would like to invite you to participate in a confidential interview about the planning and decision-making of [insert organisation]. The interview will be held at a place most convenient to you and will take a maximum of one hour. Your identity and comments will be anonymous and confidential.

Your participation in this project will allow me to build a body of crucial knowledge about the ways in which ARC in Melbourne have been planned. It is expected findings will provide new insights to advice local governments, policy advisors and leisure consultants on current practices and why these strategies have been adopted. Overall, the research will assist government, sport and recreation organisations to better understand the importance of the planning of ARCs in Melbourne and how they support the Australian community to more productively engage with the world of sport, exercise and physical recreation. Attached is additional information about my research

I look forward to your response that hopefully confirms your willingness to participate in the research. Feel free to email your response or contact me on 0412 922 330.

Kind regards,

Katie McDonald

PhD Researcher

ANZALS Board Student Representative

Institute of Sport, Exercise and Active Living (ISEAL)

College of Sport and Exercise Science

Victoria University Footscray Park Campus

Appendix H: Semi-structured Interviews Information to Participants Involved In Research Form

[Link one - Methods](#)

INFORMATION TO VICTORIA UNIVERSITY MELBOURNE AUSTRALIA PARTICIPANTS INVOLVED IN RESEARCH

You are invited to participate

You are invited to participate in a research project entitled **A Critical Analysis of Aquatic and Recreation Centre Planning: A Tale of Two Cases in Metropolitan Melbourne**. This project is being conducted by Katie McDonald, Dr John Tower and Associate Professor Clare Hanlon, associates of Victoria University's Institute of Sport, Exercise and Active Living (ISEAL), and members of the School of Sport and Exercise Science (SSES).

Project explanation

The aim of this research project is to understand the current leisure planning and decision-making processes used by a local government when planning their aquatic and recreation centres (ARC) in Melbourne.

The ARC industry is a significant part of the sport and recreation services delivered for local communities. Governments at all levels make significant contributions to the construction and operation of the centres. Surprisingly, there is limited research that has focused on the planning of ARCs. This research will identify the current leisure planning and decision-making processes that currently exist in the planning of ARCs in Melbourne.

What will I be asked to do?

If you agree to participate in this project you will be invited to take part in an interview where we will ask you to talk about your role in the planning of the ARC involved in this research. The interviews are likely to take 60-70 minutes. They will be conducted in a space of your choosing at a time convenient to you, but they must be situated in a place that is quiet, comfortable and private. The interviews will be confidential, with complete anonymity assured. The interviews will be recorded and transcribed.

What will I gain from participating?

Your participation in this project will allow us to build up a body of crucial knowledge about the ways in which ARCs in Melbourne have been planned. We will use this data to advise local governments, policy maker's leisure consultants on current practices and why these strategies have been adopted. Overall, the research will assist government, sport and recreation organisations to better understand the importance of the planning of ARCs in Melbourne and how they support the Australian community to more productively engage with the world of sport, exercise and physical recreation.

How will the information I give be used?

The information you provide will be distilled in to a series of scholarly papers and reports that will be disseminated to all major stakeholders, especially ARCs, governments and sporting bodies

What are the potential risks of participating in this project?

This is a low risk project. The only risk to informants is the possibility of feeling coerced into responding to questions. However, if, having agreed to participate, you find yourself being invited to comment on things that

might cause you distress, you are reminded that you can refuse to answer any questions asked of you, and additionally, terminate the interview if need be. Moreover, if required, the interviewer will refer informants to a registered psychologist with clinical experience in handling anxiety and mild levels of trauma. Dr Janet Young, a registered clinical psychologist, and a member of the School of Sport and Exercise Science (SSES) at Victoria University will be available to provide counselling services.

How will this project be conducted?

This project will be undertaken as a qualitative study. This means that the 'data' we will collect from you will comprise the details of documents that you provide and your oral responses to our questions. You will NOT be required to complete a survey or questionnaire.

Who is conducting the study?

This project is being conducted by Katie McDonald, Dr John Tower and Associate Professor Clare Hanlon, associates of Victoria University's Institute of Sport, Exercise and Active Living (ISEAL), and members of the School of Sport and Exercise Science (SSES).

Any queries about your participation in this project may be directed to Katie McDonald. Email Kathryn.mcdonald1@live.vu.edu.au or phone 04129 22 330.

If you have any queries or complaints about the way you have been treated, you may contact the Research Ethics and Biosafety Manager, Victoria University Human Research Ethics Committee, Victoria University, PO Box 14428, Melbourne, VIC, 8001 or phone (03) 9919 4148.

Appendix I: Semi-structured Interview Consent Form

[Link one - Methods](#)

CONSENT FORM VICTORIA UNIVERSITY MELBOURNE AUSTRALIA

FOR PARTICIPANTS INVOLVED IN RESEARCH

INFORMATION TO PARTICIPANTS:

We would like to invite you to be a part of a study into **A Critical Analysis of Aquatic and Recreation Centre Planning: A Tale of Two Cases in Metropolitan Melbourne.**

The aims of this research project are in two parts, the first aim is to identify and critically examine the factors that have guided local government's decisions to design and develop aquatic and recreation centres (ARCs) in Melbourne. The second aim is to examine the ways in which new public management theory and public choice theory have shaped decision-making around the design and development of ARCs in Melbourne.

In order to gather detailed data on ARC design and development we are inviting you to participate in an interview. In the interview we may ask you questions that appear to be intrusive, you will have the right to refuse to answer them, and as confirmed below, to withdraw altogether from the interview process at any time.

CERTIFICATION BY SUBJECT

I,participant's name
Of.....participant's organisation

certify that I am at least 18 years old* and that I am voluntarily giving my consent to participate in the study: **A Critical Analysis of Aquatic and Recreation Centre Planning: A Tale of Two Cases in Metropolitan Melbourne** being conducted at Victoria University by: Katie McDonald, Dr John Tower and Associate Professor Clare Hanlon.

I certify that the objectives of the study, together with any risks and safeguards associated with the procedures listed hereunder to be carried out in the research, have been fully explained to me by Katie McDonald, Professor Bob Stewart and /or Dr John Tower, and that I freely consent to participate in a confidential recorded interview that invites me to discuss at length a range of issues relevant to the design and development of the ARC in Melbourne.

I certify that I have had the opportunity to have any questions answered and I understand that I can withdraw from this study at any time and that this withdrawal will not jeopardise me in any way.

I have been informed that the information I provide will be kept confidential.

Signed:

Date:

Any queries about your participation in this project may be directed to the researcher, who, in this instance is...

Katie McDonald – phone 0412 922 330

Dr John Tower – phone 0404 280 431

Associate Professor Clare Hanlon - phone +61 3 9919 4383

If you have any queries or complaints about the way you have been treated, you may contact the Research Ethics and Biosafety Manager, Victoria University Human Research Ethics Committee, Victoria University, PO Box 14428, Melbourne, VIC, 8001 or phone (03) 9919 4148.

Appendix J: Victoria University Ethics Approval for Document Review and Semi-Structured Interviews

[Link one - Methods](#)

QUEST | RME 5.18.0 User: s3550932 MS Kathryn McDonald [Logout](#)

Home Ethics HDR Help

HRE14-321 : A Critical Analysis of Aquatic and Recreation Centre Design and Development: A Tale of Two Cases in

Application Status: **Finalised - Approved** Process Stage: **Review complete: Application Approved** Form: v.13-07 Human Resea

Form	Action
Expand » Collapse «	
<ul style="list-style-type: none"> Introduction <ul style="list-style-type: none"> ✓ Important Information ✓ Quest Guide ✓ [Office Use Only - Administration] ✓ [Office Use Only - Risk Assessment] SECTION 1 - PROJECT OVERVIEW SECTION 2 - PROJECT INVESTIGATORS SECTION 3 - NATURE OF THE PROJECT SECTION 4 - PROJECT DESCRIPTION SECTION 5 - PARTICIPANTS SECTION 6 - RECRUITMENT OF PARTICIPANTS SECTION 7 - RISKS ASSOCIATED WITH THE RESEARCH SECTION 8 - DATA PROTECTION AND ACCESS SECTION 9 - DISSEMINATION/PUBLICATION OF RESEARCH RESULTS SECTION 10 - OTHER DETAILS 	<div style="border: 1px solid #ccc; padding: 10px;"> <h4>Important Information</h4> <p><small>Form Version: V.13-07. Last Updated: 08/09/2014.</small></p> <div style="border: 2px solid black; padding: 10px; margin: 10px 0;"> <p>IMPORTANT INFORMATION FOR ALL APPLICANTS:</p> <ul style="list-style-type: none"> Applicants are advised to follow the guidelines provided on the Human Research Ethics website prior to submitting this application. Ensure all questions are appropriately answered in plain language with correct spelling and grammar. All applications must be sighted and approved by all members of the research team and any relevant parties. Applications will not be reviewed without appropriate authorisation. To avoid unnecessary delays, please ensure application is submitted in full by the submission deadline for the relevant HREC. <p><u>You are reminded that your project may not commence without formal written approval from the appropriate Human Research Ethics Committee.</u></p> </div> <p>Contact:</p> <p>Ethics Secretary For help and further information regarding ethical conduct, refer to the Human Research Ethics website: http://research.vu.edu.au/hrec.php or contact the Secretary for the Human Research Ethics Committee, Office for Research. Phone: 9919 4781 or 9919 4461 Email: researchethics@vu.edu.au</p> <p>Quest Service Desk For technical help, refer to the Quest website: http://research.vu.edu.au/quest.php or contact a member of the Quest team. Phone: 9919 4278 Email: quest.servicedesk@vu.edu.au</p> <p>External Resources</p> <ul style="list-style-type: none"> NHMRC: National Statement on Ethical Conduct in Human Research NHMRC: Human Research Ethics Handbook NHMRC: Australian Code for the Responsible Conduct of Research </div>

Appendix K: Background Documents for Chapter Four – ARC 1 Results

Appendix K Table 1

Consultation Process

[Link one – ARC 1 Results](#) [Link two – ARC 1 Results](#) [Link three – Results ARC 1](#)

Year of planning process	Consultation processes
Year 2	Community information session
Year 3	XXXX Project development consultative committee formed
Year 5	<p>Planning scheme amendments</p> <p>3,500 letters sent to residents inviting them to attend Community consultation information sessions</p> <p>Five community information sessions</p> <p>Exhibition on the centre held at local government community festival</p> <p>Information bulletin</p> <p>Public invited to make submissions to the local government</p>
Year 6	Three public hearing sessions for planning scheme amendment
Year 7	<p>One information session — traders</p> <p>Two information sessions — residents</p> <p>Two Information display sessions — everyone</p>
Year 8	Two information sessions — everyone
Year 9	Two information sessions — residents
Year 10	<p>Information bulletin</p> <p>Two information sessions — everyone</p>

Source: ARC 1 Doc 7; ARC 1 Doc 8; ARC 1 Doc 30; ARC 1 Doc 36; ARC 1 Doc 37; ARC 1 Doc 38; ARC 1 Doc 39; ARC 1 Doc 55; ARC 1 Doc 57; ARC 1 Doc 160).

Appendix K Table 2**Specialist Organisations and Services Provided**[Link one – ARC 1 Results](#)

Year	Organisational specialist engaged	Year report completed	Service provided
Year 3	Leisure planner's feasibility study	4	Report
Year 5	Business plan consultants	5	Report
	Peer review sustainability assessment	6	Report
Year 6	Flora and fauna	6	Report
	Architects		Employed
Year 7	Acoustics consultant	7	Report
Year 8	Builders		Tendered
Year 9	Disability access	9	Report
	Operational and financial modelling	10	Report
	Car parking consultant management plan	9	Report
	Royal Lifesaving desktop review	9	Report
	Landscape architect		Tendered
Year 10	Pool design consultant		Tendered
	Underground power consultant		Tendered
	Demolition specialist		Tendered
	Legal consultants		Legal document
	Drainage consultant		Tendered
	Fire consultant		Assessing plan
	Structural consultant		Tender

Financial auditor		Assessing documents
Branding consultant	10	Report
Cogeneration consultants	10	Tendered

Source: ARC 1 Doc 1; ARC 1 Doc 2; ARC 1 Doc 3; ARC 1 Doc 5; ARC 1 Doc 11; ARC 1 Doc 12, ARC 1 Doc 16; ARC 1 Doc 33; ARC 1 Doc 50; ARC 1 Doc 53; ARC 1 Doc 55; ARC 1 Doc 57; ARC 1 Doc 58; ARC 1 Doc 60; ARC 1 Doc 65; ARC 1 Doc 67; ARC 1 Doc 72; ARC 1 Doc 74; ARC 1 Doc 81; ARC 1 Doc 95; ARC 1 Doc 101; ARC 1 Doc 122; ARC 1 Doc 128; ARC 1 Doc 136; Olly; Oakley; Olivia; Oscar; Octavia; Ozzy; Olive.

Appendix K Table 3

Local Government Reports

[Link one – ARC 1 Results](#)

Year completed	Report conducted
Year 2	Strategic plan XXXX Principle Activity Plan Structure plan
Year 5	Strategic plan XXXX Principle Activity Plan amended Planning scheme report
Year 7	Business and financial model Competitor neutrality report
Year 8	Procurement policy
Year 9	Construction management plan New works and services evaluation report Cogeneration report Car park management plan
Year 10	Communication strategy

Sources: ARC 1 Doc 1; ARC 1 Doc 41; ARC 1 Doc 46; ARC 1 Doc 57; ARC 1 Doc 62; ARC 1 Doc 67; ARC 1 Doc 74; ARC 1 Doc 139; Olly; Olivia; Ozzy & Orlando

Appendix K Table 4

Compulsory Competitive Tendering Process

[Link one – ARC 1 Results](#)

Process number	Process order
1	Contact documentation prepared.
2	Expression of interest documentation prepared.
3	Expression of Interest put out to organisations with a specified closing date.
4	Presentations given for interested parties (this was only provided for bigger contracts such as the building and operational management contracts).
5	Evaluation panel set up to access candidates.
6	Expressions of interest closed.
7	Evaluation panel meet to conduct initial analysis of candidates, additional information sought if required. Shortlist of candidates.
8	Financial and reference completed on shortlisted candidates.
9	Evaluation panel meet to discuss who they are wanting to interview.
10	Conduct interviews.
11	Presentation to council chambers.
12	Select organisation to provide service.

Source: ARC 1 Doc 48; ARC 1 Doc 61; ARC 1 Doc 62; ARC 1 Doc 63; ARC 1 Doc 97; ARC 1 Doc 98; ARC 1 Doc 99; ARC 101; ARC 1 Doc 102; ARC 1 Doc 103; ARC 1 105; ARC 1 Doc 107; ARC 1 Doc 111; ARC 1 Doc 104; Oscar; Olivia; Orlando.

Appendix K Table 5**Services Tendered**[Link one – ARC 1 Results](#)

Construction	Operational
Building	ARC management
Landscape	Point of sale
Pool design	Café operations
Underground power installation	Access control
Demolition	Furniture and fit out
Drainage	Gym equipment
Structural consultant	
Cogeneration supply and install	

Source: ARC 1 Doc 49; ARC 1 Doc 55; ARC 1 Doc 58; ARC 1 Doc 60; ARC 1 Doc 78; ARC 1 Doc 94; ARC 1 Doc 97; ARC 1 Doc 118; ARC 1 Doc 120; ARC 1 Doc 121; ARC 1 Doc 125; ARC 1 Doc 126.

Appendix K Table 6**Government Grants**[Link one – ARC 1 Results](#)[Link two - Discussion](#)

Year applied	Grant program	Government	Successful/ Unsuccessful	Year granted	Amount \$
Year 5	Application to federal government any program available	Federal	Unsuccessful		
	Sustainability Victoria	State	Successful	5	Unknown
Year 7	Better Pools Program	State	Successful	8	2.5 million
	Creating Better Places Program	State	Successful	8	4.5 million
	Smart Energy Zone Funding	State	Unknown outcome		
Year 9	Regional and Local Community Infrastructure Program – Strategic Projects.	Federal	Successful	9	5 million
Year 10	Regional Development Australia Fund (RDAF)	Federal	Unsuccessful		
Total					12 million

Sources: ARC 1 Doc 12; ARC 1 Doc 18; ARC 1 Doc 42; ARC 1 Doc 104; ARC 1 Doc 107.

Appendix L Background Documents for Chapter Five – ARC 2 Results

Appendix L Table 1

Consultation Process

[Link one – ARC 2 Results](#)

Year of planning process	Consultation processes
Year 2	<p>Phase one – Initial consultation</p> <p>Pools: Past, Present and Future – Public consultation report</p> <p>Article in the local paper to advertise upcoming meetings</p> <p>Four community meetings were held over one week</p> <p>Comments and submissions welcomed</p> <p>Phase two – Public meetings</p> <p>Two public meetings held</p> <p>Comments and written submissions welcomed</p>
Year 3	<p>Phase three – Public exhibition</p> <p>Public exhibition of detailed concept plans including key stakeholders</p> <p>Concept plans available on local government website, libraries and service centre</p>
Year 5	<p>Phase four – Question and answer</p> <p>Question and answer session</p>

Source: ARC 2 Doc 2; ARC 2 Doc 3; ARC 2 Doc 4; ARC 2 Doc 11; ARC 2 DOC 14; ARC 2 Doc 21; ARC 2 Doc 23.

Appendix L Table 2

Specialists Organisations and Service Provided

[Link one – ARC 2 Results](#) [Link two – ARC 2 Results](#)

Year engaged	Organisational specialist	Year report completed	Service provided
Year 1	ODP1 and ODP2 swim centres – Capital works consultancy	Year 1	Report
	Australian spa and pool services	Year 1	Report
	Recreation needs study	Year 2	Report
	XXXX recreation centre feasibility study	Year 2	Report
	XXXX swim centre- XXXX feasibility study	Year 2	Report
	City of XXXX recreation – Strategic analysis of XXXX and XXXX aquatic redevelopment options	Year 2	Report
Year 3	Quantity surveyors	Year 3	Report
	Project manager		Employed
	XXXX city council – XXXX ARC feasibility study	Year 3	Report
	Architect		Tendered
	Architect predesign brief	Year 4	Report
Year 4	Facility management model: Trends and benchmarking	Year 4	Report
	Facility business and financial model	Year 4	Report
Year 5	Builders		Tendered

Source: ARC 2 Doc 1; ARC 2 Doc 7; ARC 2 Doc 8; ARC 2 Doc 9; ARC 2 Doc 16; ARC 2 Doc 18; ARC 2 Doc 19; ARC 2 Doc 20; ARC 2 Doc 23; ARC 2 Doc 24; ARC 2 Doc 26; ARC 2 Doc 37; ARC 2 Doc 67; ARC 2 Doc 74; ARC 2 Doc 78; Tori; Travis; Tim; Tobias; Taj; Theodore; Troy; Trent; Todd & Trevor)

Appendix L Table 3

Local Government Reports

[Link one – ARC 2 Results](#)

Year completed	Report conducted
Year 2	Pools: Past, Present and Future
Year 4	Community plan Strategic resource plan
Year 6	Greenfields enterprise agreement
Year 8	Asset management plan

Source: ARC 2 Doc 2; ARC 2 Doc 11; ARC 2 Doc 17; ARC 2 Doc 34; ARC 2 Doc 67; ARC 2 Doc 74; ARC 2 Doc 79; ARC 2 Doc 80; ARC 2 Doc 84; ARC 2 Doc 85; ARC 2 Doc 88; ARC 2 Doc 93; Travis; Tim; Tobias; Taj; Theodore; Troy.

Appendix L Table 4

Services Tendered

[Link one – ARC 2 Results](#)

Construction	Operational
Architect	ARC management
Builder	Basketball courts Café operations

Source: ARC 2 Doc 15; ARC 2 Doc 32; ARC 2 Doc 41; ARC 2 Doc 74; ARC 2 Doc 84; Travis; Tobias; Theodore; Taj; Trevor.

Appendix L Table 5**Government Grants**[Link one – ARC 2 Results](#)[Link two - Discussion](#)

Year applied	Grant program	Government	Successful/ Unsuccessful	Year granted	Amount \$
Year 3	Better Pools Program	State	Successful	Year 4	2.5 million
Year 5	Federal government stimulus program	Federal	Successful	Year 5	10 million
	No specific program	State	Successful	Year 6	2 million
	Access for all Abilities	State	Successful	Year 6	0.5 million
Total					15 million

Source: ARC 2 Doc 2; ARC 2 Doc 23; ARC 2 Doc 24; ARC 2 Doc 26; ARC 2 Doc 61; Travis, Tobias, Trevor; Trent; Taj; Tim; Troy, Theodore.