

Hon Rob Valentine MLC, Chair and Committee Members,  
Legislative Council,  
Parliament House,  
Hobart, Tas

Invermay,  
Launceston 22  
August 2022

Dear Committee Members,  
Re the Legislative Council Inquiry into UTas

Thank you for the opportunity to participate in your Inquiry. This is a lengthy submission due to the nature of the claims, assertions and actions of the University of Tasmania in Launceston over a period of several years, in particular the past 10-12 years.

Please find below extracts from a study and analysis report that I carried out on the University of Tasmania's Launceston relocation project as at 2019. The study, ***Contextual Review and Analysis of UTas-City of Launceston Northern Suburbs Campus Relocation Project*** was carried out in conjunction with Mr Chris Penna's ***Evaluative Review of the University of Tasmania Inveresk Precinct Redevelopment Project*** 2019.

The ***Contextual Review and Analysis*** documents the misrepresentation, deception, omissions, and wilful blindness by UTas management and UTas Council together with the overall lack of transparency and accountability by UTas in bringing its co-called Northern Transformation Project, - ie the campus relocation from Mowbray-Newnham to Inveresk - to fruition.

Important sections of the ***Contextual Review and Analysis*** are the references to the UTas ***Strategic Asset Management Framework (Version 1.7 10 February 2015)***. This UTas document is relevant to both the Hobart Sandy Bay campus and Launceston campuses and demonstrates the deception carried out by UTas in its claims in relation to its campuses and its desire to relocate and, it seems, close the existing campuses. I have attached a PDF version of this document as part of this submission.

Kind regards,

Dr Jillian Koshin.

# CONTEXTUAL REVIEW & ANALYSIS OF UTAS-CITY OF LAUNCESTON NORTHERN SUBURBS CAMPUS RELOCATION PROJECT

(Extracts for Legislative Council Inquiry)

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## INTRODUCTION

This study is an evidence based review, assessment and analysis of aspects associated with, but not properly considered by, campus relocation proponents or political representatives and funding bodies in all levels of government, of the relocation of the UTas Mowbray-Newnham Campus from its current site to the Inveresk Precinct, a distance of 3.5 kilometres. Mowbray, Newnham and Inveresk all form part of the 'Northern' suburbs of Launceston.

We have examined copious relevant documents, studies, maintenance-management plans and master plans from 2007-2019/20 associated with the University of Tasmania Mowbray-Newnham campus's current location, the Mowbray Precinct and the Inveresk areas of the Northern suburbs...

## PART ONE A

### CAMPUSES – BACKGROUND, COMPARISON AND ANALYSIS

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#### MOWBRAY-NEWNHAM CAMPUS - HISTORICAL BACKGROUND

As a result of the 1991 merger with the Tasmanian State Institute of Technology (TSIT) and the subsequent relocation of Brooks High School<sup>1</sup> in the mid-1990s, the University of Tasmania (UTas) inherited and gained control of a vast array of infrastructure. This included the entire combined Brooks High school and TCAE-TSIT college/institute facilities – extensive sports fields, assembly hall-gymnasium, (used as one of two evacuation centres in Launceston for people evacuated from Inveresk-Invermay during the 2016 Tasmanian flood emergency), tennis courts, student accommodation, cafeterias, student centre, office and administration blocks, library block, student book shop, classrooms, several dedicated, specialised laboratories, human movement dance/group exercise hall-studio, music and drama (performing arts) centres and auditoria, small sound-proof instrumental practice rooms, small and large lecture theatres, computer centre, separate fully equipped child care centre with enclosed playground, efficient road and pedestrian access;

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<sup>1</sup> To a new facility some kilometres north on the very outskirts of Launceston

parking for over 1,400 vehicles, gardens, lawns and landscaped grounds, mature trees, outdoor seating areas and open space, a colonial homestead (c.1832) (previously providing boarding accommodation for female high school students. In 2007, amalgamation with the reluctant Australian Maritime College (AMC) added another series of buildings, accommodation, cafeteria, swimming pool, library etc to UTas infrastructure and assets.

UTas also inherited a high-functioning Distance Education or External Studies division. The TSIT, and before that the Tasmanian College of Advanced Education (TCAE) operated a full and efficient Distance Education section with study schools (something that UTas had never operated until it merged with the TSIT)) with well-organised provisions to complete additional subjects and/or degrees through the University of New England campuses.

All these facilities and infrastructure set on 52 hectares (180 acres) of parkland overlooking the Tamar River and Tamar Valley are located safely above long-term sea level rise and future flood level projections for Launceston. The facilities, infrastructure and location combine to form an attractive, successful campus with a high level of functionality, with room to expand, when or if needed. Studies show the importance to the health and wellbeing of students of easy access to green areas, open space, and room to move.

As the campus grew and consolidated from the 1970s through to the late 1990s and early 2000s, the campus with its on-site student accommodation progressively developed strong connections with the wider Mowbray-Newnham area and with the shopping-service-food/restaurants/takeaway centre. The growth of Mowbray precinct coincided with the growth of the campus - an interdependent correlation. The presence of the TCAE-TSIT-UTas has been one of, if not, the largest contributor to the success/vibrancy of the Mowbray centre and employment in the Northern Suburbs.<sup>2</sup> New specialised divisions were established and contributed to the success of the campus with further flow-on effects for Mowbray and Greater Launceston. For example, the CAA Air Traffic Control training school operated for several years, the School of Aquaculture and more recently the Computer HIT laboratory have been success stories.

### **Newnham CAMPUS INFRASTRUCTURE 2007-2015/16**

UTas Media Releases from 2007 to 2012/14 are full of reports about new developments at all of the campuses. Examination of UTas Annual Reports and departmental reports 2007-2015/16 quickly dispels the misleading claims promulgated by UTas management - and repeated by relocation proponents<sup>3</sup> - since 2015, that campuses are old and not fit for purpose. This is particularly so in relation to the Mowbray-Newnham campus. The 2007 Annual Report, under 'Investment in Infrastructure', refers to the then recently finalised Master Plans.

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<sup>2</sup> The Mowbray centre and retail/service centre hierarchy is discussed further on in this paper.

<sup>3</sup> Relocation proponents include the Launceston City Council, the CEO of the Launceston Chamber of Commerce, local MPs and the head of the Property Council in Tasmania.

These high-level ten-year plans, which include provision for an additional five-year life to 2022, are described in the 2007 Annual Report under “Investment in Infrastructure”, with the university clearly stating it was already “in the process of making a transition to this Master Plan”:

*The financial statements show the high level of investment the University has in its infrastructure, both building and information and communications technology (ICT). In recognition of this, a Master Plan was finalised during 2007 to establish a clear vision for the future stewardship of building infrastructure. The University is in the process of making a transition to this Master Plan. The projects reported below were initiated prior to the Master Plan.<sup>4</sup>*

The projects referred to in the 2007 Annual Report as being initiated prior to the Master Plan, and which had been carried out in addition to the new Master Plans were:

*Building projects completed during 2007 included the Nursing complex at Launceston; Stage 1 of the Cradle Coast campus expansion; a new Architecture building at Inveresk; and a new Corporate Services building at Hobart. A high level of other project activity was also under way in 2007, completion of which will be reported in subsequent years.”*

Unification with the Australian Maritime College is included in the 2007 Annual Report and it is noted

*that work on the unification of the University and the Australian Maritime College (AMC) continued throughout 2007 and culminated in the passage of Commonwealth legislation under which the AMC becomes an institute of the University.”*

At the same time, the entire AMC library was combined with the University Newnham Campus Library.

*A major focus for the Library in 2007 was a project to facilitate the integration of all AMC Library functions and services into the UTAS Library by the start of the academic year in 2008. All areas of the Library were involved in the project and the AMC Library is now a branch of the UTAS Library, offering the full range of University Library services...”*

Print journal volumes that had accessible electronic equivalents were moved to storage allowing the Library to meet the increasing demands for quiet study spaces for users of the Library, not just Hobart, but in the north and north-west:

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<sup>4</sup> University of Tasmania Annual Report 2007. As ten-year high-level plans with additional five-year life and beyond, the plans were obviously intended to take to at least 2022 and beyond. Within less than four years in 2011, the Launceston City General Manager, Robert Dobrzynski, was encouraging UTas and the Vice Chancellor Peter Rathjen, to carry out relocation projects, which they did, thereby ignoring the 2007 UTas ten-fifteen year plans.

*Similar collection movements took place in the Science and Launceston libraries. Library spaces were further developed with...the completion of a new building at the Cradle Coast campus.*

Expansion at the Cradle Coast (Burnie) campus 2007, is also covered in the Report.

*Construction of a new building at the (Cradle Coast) campus was completed, with handover of the new building made in November. The new building includes a Learning Hub, café, large teaching areas and new and refurbished spaces for staff and postgraduate students. The building project included a brief to create a clear entrance and arrivals area. The building has been hailed as providing a high-quality, contemporary learning environment for the region's increasing number of students."*

The descriptions of the newly established facilities at the Burnie campus in 2007 is evidence of the attitude and style of the current UTas management (2016-20202) and the alarming wasteful expenditure that is taking place under the Cradle-Coast 'relocation', 'transformation' banner.

In 2007-08 the Mowbray-Newnham campus was operating as it had been since the early 1990s - a vibrant, well-provided campus. The Student Association facilities included food outlets and an indoor sport and recreation area: Coffee Bar, Unicaf, Unibar, shop, Degrees licensed restaurant, Degrees Catering; the Sports Centre contained a weights and cardio room, and aerobics/dance studio, renovated multi-purpose court, and a reception office, and the human movement building contains an additional sizeable exercise/dance studio. The fields of study and departments included a vibrant community music program, consisting of several bands from beginner to concert and symphonic bands providing a wide range of instrumental choices and concert performance experience for UTas music students, electives for other UTas students, school students and members of the public.

## **ONGOING UTAS INFRASTRUCTURE DEVELOPMENT 2008-2015**

Over the next seven years from 2008 other new buildings and/or refurbished facilities and landscaped areas at Newnham included more on-site NRAS-funded student accommodation, the Queen Elizabeth Walk, a new student assistance centre and the extended printing and copying service shop (Uniprint). In c.2010 there were new facilities at the on-campus gym and the main cafeteria was completely refurbished to hospital standard c. 2011. **These new facilities and infrastructure were part of a long-term plan, "Northern Campuses Revitalisation Project – Newnham Campus", dated 2014-15.**

In 2014-15, under the heading "Northern Campuses Revitalisation Project – Newnham Campus" UTas reported that

*Revitalisation projects for Newnham will support the creation of five distinct precincts for the campus: <sup>5</sup>*

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<sup>5</sup> *Northern Campuses Revitalisation Project*, Campuses information document, 2014-15. (Not to be confused with either of the recent lower-quality plans, "Northern Suburbs Revitalisation Plan" or the "Northern Transformation Project".)

1. a student life and services precinct
2. a unification and arrivals precinct
3. a learning precinct
4. a science research precinct
5. a recreational precinct

These five 'distinct precincts' were described and planned under clear headings of what had been achieved so far, and what was to come.

*The recent delivery of the Walk Café, Bar and Terrace on Queen Elizabeth Walk is a core part of the University's long-term objectives to provide a reinvigorated central campus and enhanced student experience through focusing student support services within a centralised, single precinct.*

*Creation of a new pedestrian thoroughfare between sports fields, recreational facilities and the residential precinct is also planned as part of the broader urban design framework for the campus."*

**Note that in this document, 2014-15, there is no mention of relocation from Newnham.<sup>6</sup>**

Plans for refurbishing and the consolidating the library at Newnham were clearly stated.

*The Newnham Learning precinct will collocate (sic) learning and teaching activities and reinvigorate the central campus. It will also redevelop the Launceston Library to provide a modernised, refurbished, and expanded library for the campus and provide a range of contemporary learning spaces."*

Under the heading of "What has been achieved so far", the Revitalisation of Newnham campus listed the completion of the following facilities:

*new video conference facilities...phase 1"; consolidation of Education into Building A has commenced"; "relocation of University Centre for Rural Health from the Anne O'Byrne Centre onto the Newnham Campus"; a new Muslim prayer facility in Building D"; Launceston Learning Precinct redevelopment project user group established".*

Plans for the 'Science and Research precinct' stated that this precinct "*will integrate and embed research as a core campus activity*". It was intended that

*Consolidating and collocating (sic) research activity will increase opportunities for inter- and cross-interdisciplinary engagements. Works **will focus on***

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<sup>6</sup> This document appears to have since been erased from the UTas on-line record, but is available as a photocopy or as a PDF.

*creating research and higher degrees hub in existing, under-utilised spaces.*<sup>7</sup>

Work to this end had already been completed in the Connell Building Research hub by “*focusing on under-utilised buildings areas*” and delivering an additional 37 post-graduate research carrels.

This extended the existing Higher Degree by Research (HDR) centre

“*to allow HDR students from all faculties and institutes to study in an environment purpose-built for HDR programs*”.

Additional plans listed for the Science and Research precinct included the consolidation of AMC activities from Beauty Point onto the Newnham campus, and discussions and decision around the “*potential relocation of aquaculture complex*” into the Research precinct.

### **UTAS INFRASTRUCTURE, ASSETS SERVICES & MISREPRESENTATION**

These original high-level Master Plans for the Newnham campus and the Northern Campuses Revitalisation activities 2014-15 were thorough, well-considered projects, already achieved with ongoing plans for consolidation and completion. The combination of such comprehensive facilities and infrastructure at Mowbray-Newnham adds up to high level functionality.

The poorly planned relocation proposal, in contrast, and the consequent isolating or reducing/rationalising of leading or recent campus features – such as Aquaculture, HIT Lab, Library – features of what has been a successful campus and thereby leaving the AMC stranded, had, and still have, no basis. ...

The period 2012-13 appears to have been a turning point in emphasis of direction by UTas management – the Vice-Chancellors department, UTas Council, Academic Senate - relating to each UTas main campus. Without consideration for the above-mentioned plans and actions, discussions began to centre around possible relocations and the acquisition of waterfront land in all three centres – Hobart, Launceston and Burnie. (see also the discussion below on Inveresk campus). There was a very noticeable change from 2013 onwards, at around which time UTas management moved increasingly to presenting and promoting ad hoc relocation plans whether for student accommodation or new campus ‘hubs’ or similar.

In relation to the Launceston position and the Inveresk campus, this change of emphasis ... coincided with a reduction in quality and quantity of minutes of the University Council.<sup>8</sup> Students at Inveresk in architecture, performing arts and

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<sup>7</sup> As part of its current misrepresentation UTas management uses the notion of ‘under-used’ areas and ‘not purpose-built’ as part of its misleading relocation rhetoric.

<sup>8</sup> Misrepresentation and/or misleading or deceptive conduct, see for example s 18 of the *Competition and Consumer Act 2010*; Also ‘Actionable pre-contractual misrepresentation occurs where a party makes a ‘false representation’ (orally, in writing or by conduct, it is ‘made to the other contracting party’ and induces the contract). Australian Contract Law, <https://www.australiancontractlaw.com/law/avoidance-misleading.html> ; Clarke, P.H “The Hegemony of Misleading or Deceptive Conduct in Contract, Tort and Restitution”, 1985, 5 *Australian Bar Review* 109;

contemporary art and fine furniture were noticing changes to course offerings that were negatively affecting their choices and, increasingly, the ability to complete their degrees there<sup>9</sup>. Some UTas staff, as well as some TAFE art, craft and design staff were also noticing changes that were negatively affecting course availability.<sup>10</sup>

## **CREATING THE FEAR AND INVENTING THE MYTHS FOR RELOCATION:**

### **MAKING LAUNCESTON GREAT AGAIN: VIBRANCY- DISPARAGEMENT OF NEWNHAM CAMPUS - AGE - DISTANCE- CONTRADICTIONS**

When the idea of relocating the campus to Inveresk first emerged, (under the joint collaboration of then vice chancellor, Peter Rathjen, and for the idea to be take hold, UTas needed to persuade the public and politicians in all levels of government. Time was important, as it was a race against the clock if UTas was to gain funding promises from the political parties in the lead-up to the 2016 Federal election. The process of persuasion began during 2015 with a combination of small, semi-public, glossy slide presentation sessions for targetted groups by a UTas marketing team on the one hand, and/or individual personal approaches by a UTas management representative such as the then provost, Michael Calford, on the other.<sup>11</sup>

This lobbying, manipulation and co-optation by the UTas marketing team succeeded in obtaining the support of the executives of Launceston Chamber of Commerce, the Hobart-based Tasmanian Chamber of Commerce and Industry, the principals of five private schools, the local media, the Property Council's Brian Wightman, and the mayors of neighbouring councils, members of the major political parties, candidates and sitting parliamentary members including the Liberals, Labor, the Greens and Senator Jacqui Lambie.<sup>12</sup> The then sitting federal member for Bass, Liberal's Andrew Nikolic, was less susceptible to the UTas approaches and did not make any funding promises until the week before the June 2016 federal election, possibly only relenting due to party pressure.

In order to win the necessary support, **the tactic applied by UTas came in the form of a threat.** Audiences were told that if the university did not move from the Mowbray-Newnham campus, it would have to close, that it would be the end of UTas in Launceston. The use of the fear factor or threat - a standard text-book last-line tactical approach to managing change or resistance to change - was the only

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[https://www.artslaw.com.au/images/uploads/NEW\\_ACL\\_and\\_other\\_legal\\_actions\\_07.01.2016.pdf](https://www.artslaw.com.au/images/uploads/NEW_ACL_and_other_legal_actions_07.01.2016.pdf)

UTas Council minutes, 2009-2015. At least one senior state public servant and supporter of the Inveresk Precinct as a sporting and recreational facility, complained in 2011 and 2012 meetings about the extent of UTas waterfront land grab, and the acquiescing of the local councils, Hobart, Launceston and Burnie.

<sup>9</sup> Changes included the reduction in the number of units and even full course/degree removal from Launceston

<sup>10</sup> TAFE art, craft and design and UTas contemporary art were co-located.

<sup>11</sup> Invited groups or attendees included members of the York Park Inveresk Precinct Authority, tenants of the Inveresk Precinct, some aldermen. Second and subsequent rounds of marketing sessions aimed at the same groups of people continued to attract criticism and negative feedback on the plan.

<sup>12</sup> For more on the practice of manipulation and cooptation, see Bartol et al p. 581, and robbins, p.558- In many instances, members of these bodies or boards belong to more than one of these organisations, which has the effect of skewing the source and level of support for the UTas proposal..

approach open to UTas, because it did not have any, and/or was unable to provide any, proof of need to relocate.<sup>13</sup>

Audiences and selected targets were told that Newnham maintenance and general running was costing too much. To really make their point and to emphasise the apparent extent of the maintenance problem, the UTas lobbying team told audiences that “the library alone would cost \$25 million to do up.” This was aimed at creating the impression that if the library alone would cost that much, then the cost for the rest of the campus would clearly be prohibitive.

They did not tell their audiences about the existing high-level Newnham campus master plans or the existing Northern Campuses Revitalisation Project that were already being put into action, with substantial building and other projects already completed or underway. They did not mention the then still-current Mowbray Precinct master plan, a major component of the much-lauded, high-level Greater Launceston Plan.<sup>14</sup>

Perhaps one of the most serious misrepresentations was omitting to inform audiences of the actual satisfactory state of assets at Newnham, and of the then total cost of the full refurbishment of Newnham of \$59 million. Audiences were not told that the library had been overhauled and amalgamated with the AMC library in 2007-08. ...

## **PROPOSERS & DUE DILIGENCE**

UTas’ targeted audiences and organisations fell into two main groups – those who readily accepted the early UTas line on the one hand – and on the other, the vast majority of UTas staff, students and members of the public, who recognised the issues associated with the sites and with the relocation idea itself. Despite the absence of any evidence or modelling, UTas was taken at its word by the first group, who now formed UTas’ newly recruited supporters and proponents.

None of these supporters queried what sections of Newnham actually required refurbishing. No-one questioned the maintenance situation at Newnham or what the full maintenance bill was. None of them questioned the specious statements about Newnham no longer being ‘fit for purpose.’ No-one demanded costings or breakdowns of the cost for other sections nor for the full campus. It was never stated, and nor was it asked, which part or parts of Newnham required refurbishing.

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...Due to the lack of public support and lack of any verifiable evidence for the relocation, UTas realised that it needed to build up its case – by whatever means,

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<sup>13</sup> Coercion, the use of threat or force, is a classic text-book last-line tactical approach to managing change or resistance to change. Manipulation and co-optation are also techniques applied to win support of people who can then become agents of the change being sought. See for example, Robbins, S.P. *Organizational Behaviour*, Prentice Hall, NJ, 2003, pp 558-564; Bartol, et al, *Management A Pacific Rim Focus*, McGraw-Hill, NSW, 2003, pp. 580-582.

<sup>14</sup> Part of the Greater Launceston Plan which also included the Northern Suburbs Strategic plan.

whether factual or not. This was done by gradually adding more 'reasons' why a move was 'necessary', and concocting some 'good points' or 'advantages'. ...

... Over the next fifteen to eighteen months, in its effort to convince the public, UTas' initial claims about the cost of refurbishment or maintenance at Newnham evolved, under-pinned by further misleading assertions.

The list of 'advantages' of a campus relocation began with spurious claims of thousands of additional students enrolling in Launceston and bringing 'vibrancy' to the Launceston Central Business District (CBD). This claim particularly appealed to members of the Launceston City Council. ...

...

### **How to sell the idea: CRITICISE NEWNHAM, PRAISE INVERESK**

One of the challenges for UTas was how to damage the reputation of the Mowbray-Newnham campus to create the impression of a need to relocate. The second second challenge was how to promote the Inveresk precinct site as the new campus location...

... Firstly, the Mowbray-Newnham campus had to be disparaged and presented in a negative light. The very success and functionality of the current Mowbray-Newnham site as a campus over several decades has meant that in its push to relocate from the M-N campus, UTas management began disparagement of the campus by distributing and perpetuated misleading statements, deceptive/deceitful claims and serious inconsistencies.

Secondly, in order to sell the relocation plan, Inveresk-Willis St sites had to be promoted as having some advantage over the current high-functionality Mowbray-Newnham campus. ...

...

## **PART ONE B**

### **MOWBRAY-NEWNHAM CAMPUS – AGE, PURPOSE & REFURBISHMENT**

#### **CONTRADICTIONS & INCONSISTENCIES**

The existing 52 hectare Mowbray-Newnham (M-N) campus is a fully operating campus in a sustainable location with full services and infrastructure. This has meant that in order to justify the campus relocation plans, myth-making, a series of random, fragmented/disjointed fabrications and misrepresentation have been proffered by UTas in its effort to disparage the M-N campus.

In addition to the original misleading statements and exaggeration about the costs of maintaining that campus, the subsequent claims aimed at creating the negative, irredeemable impression that infrastructure at M-N is old, that the campus is not fit for purpose, thus implying that it was never purpose-built. This has been extended to the suggestion that the situation at M-N is irredeemable, that the campus is unable to

be repaired or remedied. The clear contradiction with this is that any construction at the Inveresk tidal flood inundation zone is far more difficult, far more costly and higher maintenance. Such claims also clearly contradict UTas' own high-level Mowbray-Newnham campus documents and actions.<sup>15</sup>

Furthermore, they also contradict UTas' own "Strategic Asset management Framework 2015", **which rated only one building at Newnham as 'poor' or 'very poor' - the Aquaculture building.**<sup>16</sup> Attempts to exaggerate the maintenance costs and the condition or suitability of buildings at Mowbray-Newnham Campus have prevailed, while omitting to mention recent developments or upgrades there. Meanwhile the main Mowbray-Newnham campus is being deliberately left languishing with minimal maintenance and some areas shut down in order to create the impression that it is 'ageing' or not 'fit for purpose'.<sup>17</sup>

The comparison with European universities also raised another obvious contradiction - one immediately recognised by the public. This contradiction was/is the clash between the comparisons with medieval universities and the age-factor used to disparage the value of buildings at Mowbray-Newnham campus. This contradiction is yet another in the long growing list of contradictions.<sup>18</sup> It is also an example of the questioning/sceptical response of the general public in stark contrast to the blind acceptance by political representatives and UTas proponents.

The constant reference to the age of buildings at Newnham, while talking up 14th Century universities and taking entourage of councillors and others to visit them, is a demonstration of the failure by elected representatives and/or some officials to carry out genuine consideration of the age of and distance from CBDs of Australian university campuses. They studiously neglect to say how many of the Newnham buildings are 'old' or unfit, while there is no mention of the recent addition and/or refurbishment of buildings, nor of the neglect of maintenance at Launceston and Hobart campuses.

The age, purpose and refurbishment contradictions also highlight the age and original purpose of Inveresk heritage-listed buildings. The claims by UTas that buildings/infrastructure at Mowbray-Newnham campus are old or not-purpose built, contrast with the age and purpose of railway buildings at Inveresk. The School of Architecture building (c. 1942), and the Arts Academy building (c.1951) were built for industrial/railway purposes, but were refurbished for their present educational use. Even without any understanding of construction or building codes, it is plain to any

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<sup>15</sup> See 2007 Master Plans and the 10-15 year time span.

<sup>16</sup> Strategic Asset Management Framework 2015, p. 11

<sup>17</sup> See *Strategic Asset Management Framework*, UTAS Commercial Services & Development, 10 February 2015 for estimates on maintenance backlogs were/are due to underfunding (p. 12) and requirements to bring all facilities up to TEFMA rating 'good' for comparison with exaggerated claims. Sandy Bay campus had 14 buildings and the off-campus Conservatorium on Sandy Bay Road rated as 'poor' or 'very poor'. The only building at Newnham rated as 'poor' or 'very poor' category was the Aquaculture building. (p.11)

<sup>18</sup> This is a similar contradiction of the claims that MN is too old and would be too costly to refurbish, yet the buildings at Inveresk were built for railway industries not university purpose-built, are considerably older than MN, have higher maintenance rates and costs etc etc... Due to the ad hoc approach by UTas, the list of contradictions grows every time UTas puts forward any new material or claim.

layperson, that if it was possible to refurbish old railway buildings at Inveresk site, it is more than possible, and more cost effective, to refurbish education buildings at Mowbray-Newnham site.

...

### **TOO BIG OR TOO SMALL?**

...Assertions by UTas management about the suitability of the Mowbray-Newnham campus are similarly baseless, and fraught with contradictions and inconsistencies. Unsupported statements such as the “Newnham campus is too big for a modern university”, or ‘the Newnham campus “is too small”, and/or that students “just don’t like it” or “that campus is bleeding students”... have been repeated constantly, implying, and on occasions, stating, that moving closer to the CBD will attract more overseas students.<sup>19</sup>

.... Within less than 10-20 minutes of stating adamantly at one stage that Mowbray-Newnham was too big, in response to a query about building/expanding at Mowbray-Newnham, VC Rufus Black stated equally adamantly and unyieldingly, that the campus was “too small” to put new ‘fit for purpose’ buildings... There is way too much unused space on the Newnham Campus.”<sup>20</sup>

### **MISINFORMATION**

As a campus, Mowbray-Newnham is successful, despite the management denials. One obvious contradiction and a dilemma of UTas management’s own making is that they still need to market M-N as attractive in order to appeal to prospective students for the next few years - has been to a lesser degree in 2018-19 than in all previous years.

Since the start of this UTas relocation process c. 2015, internal UTas inconsistencies and ‘fake news’ abound - from student statistics, projections, the state of M-N, and the innumerable misleading statements/claims. None of these statements/claims are borne out by any of UTas’ own internal documents, studies or reports.<sup>21</sup>....

### **THE AMC AND REFURBISHMENT CONTRADICTIONS:**

At the very same time that UTas management and proponents try to disparage the university side of the campus and downplay the quality facilities there, they celebrate the success of the Australian Maritime College (AMC).

Yet the same facilities and infrastructure also serve the AMC, thereby avoiding duplication and thus making full use of public funds that went into those projects.

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<sup>19</sup> Yet the among the number of additional students originally claimed (in 2016-2017), international and mainland students were only to be quite low (around 1000-1500 compared to the 10,000 Tasmanian and a few on-line – 2016 figs).

<sup>20</sup> Social Media, 14 June 2019. The date of the explanation by ‘Rufus and other members of the team’ was 13 June 2019.

<sup>21</sup> For example, Report to Academic Senate, April 2019, p.10; Annual reports, Master Plans etc etc ????

Moreover, the AMC library was amalgamated into the University library in 2007??FN!, to form a joint library, thus making efficient use of an expanded facility. **If the AMC, an internationally recognised institution, is successful on that site, then obviously the same applies for the rest of the university.** That is, if Mowbray-Newnham is not suitable for the university, why is it deemed suitable for the AMC, and possibly for AMC to expand, and, more recently, for the Blue Economy Cooperative Research Centre to set up there?<sup>22</sup> It must therefore be assumed that any failures within the university section of the Mowbray-Newnham campus rest not with the site or the location, but with the management, poor decision-making and/or strategic and internal operational weaknesses.

## **NEWNHAM CAMPUS MAINTENANCE 2007-2017**

A major area of deception by UTas from the start has been the false suggestion that maintenance costs of Mowbray-Newnham are prohibitive. UTas management, (as opposed to other staff areas, such as Maintenance Dept) have tried constantly to create the impression that Mowbray-Newnham campus is, or has been, a drain on UTas. This has been against the background of under-funding the maintenance budget, with UTas not keeping up with maintenance across all campuses. In addition to the extra engineering and materials costs of building on a tidal zone, relocating to a traffic-bound tidal zone subject to sea-level rise, rising water table, and with the intention to put parking ... on a tidal plain will be a greater ongoing drain on maintenance – not only for buildings but for all infrastructure, pathways, paved areas, underground systems etc. This will not only require greater initial set up costs but will result in greater ongoing maintenance costs than Mowbray-Newnham campus. Clearly, UTas management does not deem these factors as prohibitive or of budgetary concern...

As early as that 2007 Annual Report, mention is made of maintenance backlog, despite the level of building activity and upgrading at the time: *‘Despite this level of activity, and a provision for facilities maintenance at a rate of approximately 0.7% of asset replacement value, the condition, and hence the carrying value, of the University’s building reflects a deferred maintenance backlog of approximately \$24m.’*

In seeking relocation funding, and as part of the justification for that funding, UTas management have constantly attempted to create/emphasise the ageing impression and exaggerate Mowbray-Newnham building maintenance costs. This was especially evident in an early claim first started in 2015 and carried on since, that maintenance costs for the campus were prohibitive and that “the library alone would cost \$25 million”. Failure to make any mention of the \$59m total cost for full refurbishment for Mowbray-Newnham campus as per its 2014-15 Northern

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<sup>22</sup> *The Examiner*, 15 June 2019, pp. 23, 26-27 (full 3 pages spread)

Campuses Revitalisation Project Information has been a glaring omission, one that amounts to misrepresentation if not deception.<sup>23</sup>

Of greater interest for this analysis is the full maintenance report contained in the Strategic Asset Management Framework (SAMF) of 2015. This report on maintenance is a damning commentary on the state of and level of maintenance, and it supports the argument that assets have been left to deteriorate or with little or no maintenance. It also supports recent claims by UTas staff, students and community users that Mowbray-Newnham has been deliberately neglected/not maintained in order to create the appearance of 'old' or 'ageing' buildings.

The matter of ongoing maintenance treatment brings into question the competence of UTas management if, as the Strategic Assess Management Framework clearly states: "Overall responsibility for the University assets rests with VC and the Council who are effectively the 'owners' of all University assets."<sup>24</sup>

### **MAINTENANCE UNDERFUNDING AND NEGLECT**

UTas maintenance funding allocation, (inclusive of maintenance, cleaning, security, energy and waste management) has failed to meet the costs of maintenance, especially as the costs increase as UTas built footprint expands in addition to depreciation. See *Strategic Asset Management Framework*, UTAS Commercial Services & Development, 10 February 2015 for estimates on maintenance backlogs were/are due to underfunding (p. 12) and requirements to bring all facilities up to the Tertiary Education Facilities Management Association (TEFMA) rating 'Good' for comparison with exaggerated claims. Sandy Bay campus had 14 buildings and the off-campus Conservatorium on Sandy Bay Rd rated as 'Poor' or 'Very poor'. The only building at Newnham rated as 'Poor' or 'very poor' category was the Acquaculture building.<sup>25</sup> **So despite ongoing attempts to create the opposite impression and despite the low-level maintenance expenditure, Mowbray-Newnham buildings are of good or better standard.**

UTas' own statements/reports and conclusions "*The under-funding of maintenance has contributed to a significant **backlog maintenance liability (BML)** and is directly related to poor performance in respect of facility condition and functionality*". The backlog maintenance liability for 2012 was '*in the order of \$194M.*<sup>26</sup> "*The inability to address maintenance issues contributes to the University's 'Poor' facilities condition rating. A **reduction in the BML of \$113M would be required to achieve an average conditions rating of 'Good'**.*<sup>27</sup> This very clear internal assessment indicates the extent of the deliberate attempts to give a false impression that the Mowbray-

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<sup>23</sup> UTas 2014-15 Launceston campus information (online) Northern Campuses Revitalisation Project and consolidation review, pp. 1-4. The constant emphasis throughout 2015-16/17 was that the library alone would cost \$25M. The statement was always that simple. This was designed to have the effect of shock that if the library alone cost that much then the public it would assume that the cost for the whole campus must be prohibitive, even though that was not the case.

<sup>24</sup> UTas Strategic Asset Management Framework, (SAMF) 2015, p. 7

<sup>25</sup> UTas SAMF 2015, p.11

<sup>26</sup> UTas SAMF 2015, p. 12.

<sup>27</sup> UTas SAMF 2015 p. 13.

Newnham campus is in dire need of renewal, when the opposite is the case and when incomplete information and misinformation, such as the library alone costing \$25 million, is propagated by UTas management.

...

### **INTERIM CONCLUSION**

Given all the above, the only conclusion to be drawn is that as long as the current UTas management team constantly claim that they are unable to succeed at

- a) Mowbray-Newnham which is on such a well-placed, fully serviced site that has room for expansion, co-location and accommodation,
- b) on a site with proven functionality and sustainability,
- c) on a site that does not require massive expenditure on design and duplication of infrastructure and facilities, and
- d) if they are not able to market that campus where it is above the Tamar Estuary,

then they would not be able to succeed on such an inappropriate, unsustainable Inveresk-Willis Street sites with all the associated poor functionality, high traffic congestion, poor parking, ongoing flood risk, associated emergency evacuations and higher maintenance costs inherent in sub-tidal zones subject to sea level rise and rising water tables.

### **INVERESK CAMPUS PRESENCE – RECENT HISTORICAL BACKGROUND**

...In 2006-07, the University of Tasmania Schools of Architecture and Performing Arts & Contemporary Art moved from the Mowbray-Newnham campus to Inveresk into two specially re-purposed buildings, constructed in 1941 and 1952?. ...

At around the same time, the university was also in the process of taking over the TAFE School of Fine Furniture (SFF), which was located within 25 metres of the south-west edge of the CBD, ie within the 400 metre 'walkable catchment' of the city.<sup>28</sup> Claims, excuses and misrepresentation at the time in 2006, ...were similar to the ones currently in use by UTas.

**In taking over the School of Fine Furniture, UTas wanted to relocate it away from the 'walkable catchment' of the CBD to the Inveresk precinct, to a site further away from the CBD, and it received \$2 million Federal funding to do so. Then, as now, UTas used terms such as 'co-location culture' and 'brings more vibrancy'. The School of Architecture, it claimed, would 'add a lot of value to Launceston' and to the precinct. The same types of excuses and threats, then in 2006 as now, were put forward. For example, UTas described the School of**

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<sup>28</sup> Established in 1998, the Australian School of Fine Furniture was taken over by the Tasmanian government, TAFE, in 2005. With 18 students, it had a 'steady flow' of fee-paying overseas students for the 2-year full-time diploma of art in furniture design. *The Examiner*, 4 June 2005, p.6; Figure 2, Launceston Central Area Precincts, Renaissance Planning, *Launceston Retail Audit and Activity Centres Activities Strategy, Information Booklet*, 2011 p. 7.

**Fine Furniture in 2006 as ‘currently a basket case’, with the threat or warning that ‘if it can’t co-locate, it’ll be the end of Fine Furniture plus Interior Design’**

...

### **THE FALLOUT OF THE 2006 MOVE TO INVERESK**

The move by the Schools of Architecture and Performing Arts & Contemporary Art not only reduced student numbers at the main Mowbray-Newnham campus, it left space and resources under-utilised there. The removal of four schools from the main campus brought no nett gain to the university itself. At the same time, it also resulted in doubling up on services for the small Inveresk campus. It brought risks and monetary costs associated with flooding and with evacuations as in 2011 and 2016.

By 2012 the Inveresk Schools were showing signs of failure with falling student numbers brought on by the retirement of the energetic Head of Art, Vincent McGrath and the beginning of ‘rationalisation’ by UTas management and hastening corporatisation under Vice Chancellor Peter Rathjen, 2012-2017.

Gradual reduction of subjects and course offering and removal of certain services, such as an important printing service serving visual art, design and architecture, until 2018, reached the point of no more music, a course as basic as music degree - a course integral to a performing arts school – by 2018 was/is no longer available in the north, a serious loss to Northern Tasmania. The removal of subjects and courses from the north to Hobart has been occurring for some time. As a result, considerable numbers of students have chosen, or been forced by circumstances, to either drop out, change course/subject or to enrol in universities outside Tasmania.

This trend was set in motion and perpetuated by UTas itself, **not**, as UTas likes to claim, the result of the location or condition of any of its campuses. It is a major complaint by Northern students, who are happy with the Northern campuses, but who have been forced to reconsider their study plans/futures....

The same types of claims and secrecy as mentioned above for the 2006-07 relocations of Architecture, Art and Performing Arts and School of Fine Furniture, have been constant features of the current UTas relocation proposal. UTas and CoL continue to perpetuate the misrepresentation despite clear evidence to the contrary. Any success or ‘vibrancy’ resulting from these schools, (combined with the co-location with TAFE) at Inveresk was short-lived, reaching its peak in around 2011-2012, decreasing annually since then. By 2017 the School of Fine Furniture closed and no longer exists. By 2019 architecture is no longer available as a degree course and other course options within the school have been greatly reduced to a Bachelor of Design, also available in Hobart, with an ATAR entry score of 65.<sup>29</sup> ...

Similarly, the Academy of the Arts has been reduced to a handful of courses and subjects, as many have been closed down and/or removed to Hobart. Music, a staple component of a performing arts course and important for any Education

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<sup>29</sup> BD pamphlet: [utas.edu.au/design](http://utas.edu.au/design).

student who wishes to teach music, early childhood or primary school children, is no longer available in Launceston/Inveresk as a degree course.

There are a number of additional non-location factors - university-driven factors that are completely independent of campus location - that contribute to, and exacerbate, student dropout rates. These factors include: lower ATAR entry scores; lower course entry criteria, reduced student-lecturer face-to-face contact time, the greater chance of student dropout. Reduced requirement to attend lectures combined with more on-line content, the greater the chance of drop-out. In pursuing the corporate model of numbers-driven enrolments, UTas has driven its own student attrition rate, NOT the location of campuses as alleged by UTas management. To claim that the Mowbray-Newnham campus is “bleeding students” as stated by VC Rufus Black, is misleading and disingenuous.<sup>30</sup>

During the past three years (2016-2018/19) there has been general down-grading of the small campus at Inveresk. UTas has been closing facilities and reducing courses and student numbers have fallen dramatically there. A café, originally intended as a student café, but operated as a more expensive, ‘up-market’ style café, closed during 2018. This was in large part due to the uncertainty for the café owners trying to operate the business with UTas as their land-lord, with very short term (monthly) leases by UTas - an impossible situation for a small locally owned business. The premises remain unoccupied and unused as they have done for the past year, 2018-2019.

From approximately 2008-09 to 2011-12, a period of 4-5 years, the designated student and staff car parking spaces immediately adjacent to the UTas buildings at Inveresk, were usually fully occupied, Monday to Thursday. However, from approximately 2013, with the reduction in student numbers, use declined steadily until 2018-19 so that they are now more than half empty on any given semester day.

While the nearby local takeaway shop, newsagent and art supplies shop on Invermay Road and the on-site coffee stand, together with the former café, benefitted from the student presence, that presence was not reflected by any increased activity in the city centre.<sup>31</sup> To describe Inveresk as being on the edge of CBD is misleading. The ‘CBD’ is neither conveniently located nor particularly inviting for students. The central mall is approximately 1.9 km away from Inveresk, a full 25 minutes at a very fast walking pace to the main entrance of the School of Architecture, or 30 minutes’ walk to the free car park near the Round House.<sup>32</sup> The CBD offers few services, attractions or retailers to meet the needs or interests of tertiary students and is therefore unlikely to become a centre for them.

...

Anecdotally, the NRAS-funded student accommodation, which opened at Inveresk in c.2016, is noisy, (especially during windy periods), window leaks during periods of

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<sup>30</sup> Statement by Rufus Black, 3 March 2019.

<sup>31</sup> Refer also to the section on housing, shopping centres, K-Mart centre

<sup>32</sup> Test walk conducted, July 2017, fast walking, Brisbane, George, Cameron, Tamar Sts, Inveresk pedestrian route along the ‘Spine’, stopping only for lights at Brisbane George Sts, Tamar St opposite City Park, Cimitiere-Tamar Sts (x2 crossings); Victoria Bridge.

rain, and puddles of water forming in some hallways, has cracks in the walls (from ground movement/subsidence), ground movement can be felt within the building (a well-known and documented characteristic of streets and buildings around Inveresk). It has been described by student residents as expensive and unpleasant to live in. During 2016-17, while there was a waiting list for student accommodation at Newnham, the Inveresk building was only half occupied.

## **SPACE UTILISATION & OH&S MISREPRESENTATION**

Over the past four years UTas has sought to create an impression of Mowbray-Newnham campus as not only being 'old', 'aged', not 'purpose-built', or unpopular with students,<sup>33</sup> but also as being empty/unused with many rooms/ areas indeed being under-utilised, unused or empty. However, any underutilisation of areas of the campus has been the direct result of UTas actions. One glaring example is the under-utilisation since 2007 of the original performing arts area at Mowbray-Newnham campus. This was the direct result of the unnecessary relocation of these departments to Inveresk in 2006-07. Due to its original setting in relation the student cafeteria, restaurant and the library up until 2007, that section of the Mowbray-Newnham campus had been a natural arrival-greeting point, a sort of natural amphitheatre, for the rest of the campus and a truly lively and colourful part of the campus, since at least the mid-1980s. The removal of the performing arts departments was followed by the closure or decommissioning of the student cafeteria and restaurant despite a full hospital-grade upgrade of the kitchen there, c. 2011.

...

By reducing and/or removing the requirements for students to attend lectures/tutorials combined with the removal of certain rooms/spaces from the booking list, so that these are 'unavailable' for use, UTas management has excluded areas, rooms, theatres etc from use, thereby creating the impression of reduced demand. More recently, UTas manipulation of booking arrangements, with booking of some areas disallowed, has served to further close areas off from use. Any under-use of facilities at Mowbray-Newnham campus is an indictment on the combination of UTas management competency, deceit and inability to efficiently operate a such a campus rather than on the state or use of campus infrastructure.

UTas has wilfully ignored its own high-level four-volume Master Plan 2007 which states that '*with an expected longevity of 10-15 years*' "*The Master Plan takes a relatively high-level view of campus/site development to meet operational needs...to define precincts where University activities, research, teaching, learning and administrative, will be situated to to ensure efficient and economic use of land to meet emerging needs.*'<sup>34</sup>

UTas management action/decision-making over a ten-year period has effectively damaged performing arts and contemporary art and destroyed 'vibrancy' at both Northern campuses.

...

The manipulation and deception by UTas management has extended to using Occupational Health and Safety (OH&S) compliance selectively as a tactic to justify 'closure' of certain areas around the campus. Such misrepresentation of the true

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<sup>33</sup> Statement by Rufus Black, 3 March 2019, among other times.

<sup>34</sup> SAMF 1.2.4, University of Tasmania Master Plan 2007, pp. 5-6

situation in order to mislead by i) further emphasise the impression of ageing facilities and ii) to create actual under-utilisation, is akin to crying wolf on OH&S and therefore a serious mis-use of OH&S principles for deceptive purposes.

## **SPACE UTILISATION, SUSTAINABILITY – BREACH of UTAS PRINCIPLES**

Buildings occupied by UTAs at Inveresk are older than every UTAs-occupied building at Mowbray-Newnham campus, (with the exception of the 1832 colonial homestead, and two former high school rooms c.1950). The two buildings occupied by UTAs at Inveresk were constructed in 1942 and 1951 for the railway industry. Yet, in one of its standard contradictions, UTAs management frequently refers to the Mowbray-Newnham buildings, which were always dedicated to education, as unsuitable due to age and/or false claims about those buildings not being purpose-built or not fit for purpose. While UTAs management try to create the impression of redundant buildings and intentionally close off sections of the Mowbray-Newnham campus, large spaces/rooms/offices at Inveresk stand empty. Moreover, certain areas at Inveresk, would not meet OH&S standards.<sup>35</sup> The loss of some TAFE art, craft and design courses has reduced the original intent and value of co-location, and remains an unmentioned aspect of the downgrade of Inveresk as an education facility. This fails to meet the university's own '*Governance Level Principles*' (GLP) in relation to the built environment to '*make effective/efficient use of available resources*'<sup>36</sup>. Relocating to Inveresk also breaches GLP 9, '*Environmental management principle, which embeds environmental protection and sustainability as key university priority*'.

In 2015 the small Inveresk campus was one of UTAs' least populated or efficient campuses state-wide for 'space utilisation'. Space utilisation at Inveresk was 22.2 m<sup>2</sup>/EFTSL (square metres per Equivalent Full-time Student Load), and at Newnham, 16.9m<sup>2</sup>/EFTSL. With significant variations between the various university campuses Australia-wide, and the national average being 13m<sup>2</sup>, Mowbray-Newnham campus was within the national range based on Tertiary Education Facilities Management Australasia (TEFMA) averages.<sup>37</sup> Inveresk campus on the other hand, was always well outside the range with the trend at Inveresk tending towards reduced or poor space utilisation due to the closure/removal of several courses from that small campus.<sup>38</sup> In 2019, various areas of the Inveresk campus now stand empty or under-utilised. Indeed, on current student activity and removal of courses at Inveresk campus, the current space utilisation would be far less than the 2015 figure - ie the earlier 22.2m<sup>2</sup>/EFTSL could be reaching 40-50m<sup>2</sup>/EFTSL or more. Inveresk as a university campus has not been an outstanding success.

## **ALTERNATIVES AND RECOMMENDATIONS**

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<sup>35</sup> Such as the ceramics areas.

<sup>36</sup> GLP 10, & GLP 9, SAMF, P.4

<sup>37</sup> Strategic Asset Management Framework, UTAs Commercial Services & Development, February 2015, pp.13-15. TEFMA is Australasia's peak body for the tertiary education facilities management section. For more than 30 years, it compiles cost and performance data, performance reports, and sets benchmarks for best practice, SAMF, p. 9; Also note the Footnote on p. 13. and the use of TEFMA averages.

<sup>38</sup> See discussion above in relation to SAMF and TEFMA.

Referring to the above figures and **in full consideration of UTas Capital Works Objectives<sup>39</sup> and the “rational and sustainable development of the University’s built environment”**, no case or justification has been established to relocate **Mowbray-Newnham campus. On the contrary, the Strategic Asset Management Framework (SAMF), combined with the breakdown of the UTas-TAFE Inveresk co-location relationship, provides a case for** closing Inveresk UTas campus and **returning to Mowbray-Newnham.** Indeed, it would be logical, cost-effective and practical to

- a) return the remnant Inveresk courses to Newnham with its full infrastructure
- ...
- e) resume completion of the full Mowbray Precinct Plan section of the Greater Launceston Plan, *‘considered to be a project of state and regional significance’* as per the LCC (now CoL) Tender document for the Greater Launceston Plan (GLP), and the 2014 GLP and the GLP Summary Report July 2014.<sup>40</sup>
- f) in light of i) the need for sea level rise and climate change resilience and long-term sustainability and ii) the original long-term intentions and UTas links outlined for Mowbray Precinct Plan, return to the original high-level UTas Master Plan 2007, 2011 & 2014 editions, Vols 1-4 including Vol 3 for Newnham Campus.

The above six points, a) to f), are further strengthened by a combination of 1) material contained in the high level studies and master plans commissioned by the CoL and UTas’s own Master Plans and 2) analysis and comparisons between the local contexts of the two campuses, i.e. the contexts being Mowbray-Newnham and Inveresk. The relevant parts of the CoL’s studies and the local contexts of Mowbray-Newnham and Inveresk are discussed in the following analysis.

## **PART TWO**

### **DISTRICT & NEIGHBOURHOOD ACTIVITY CENTRES ANALYSIS**

#### **MOWBRAY DISTRICT PRECINCT**

Mowbray is one of only two District Centres in greater Launceston. A full retail audit was commissioned by Launceston City Council (CoL) in 2011 **“to provide an evidence based strategy to guide retail-commercial policy over the next 25 years and beyond.”** The authors point out in their summary of the resulting study that it **“provides an overview of the greater urban area for the first time”**. Three of the seven stated “key elements” are: - **“recommended consolidation of the district**

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<sup>39</sup> UTAs Strategic Asset management Framework February 2015, pp. 13-15; See 3.2 Capital Works Objectives, p. 15 and the dot points listed, p.13. See p. 15 for the quote.

<sup>40</sup> LCC, Greater Launceston Plan Briefing Document Request for Tender, 2012, pp. 25, 60-63. The Mowbray Precinct Plan (Project G.6), and the Kings Meadows Precinct Plan, both major components of the GLP, were both ‘considered to be projects of state and regional significance,’ Greater Launceston Plan 2014, pp. 182-183.

*centres of Kings Meadows and Mowbray”; “recommended consolidation of the neighbourhood centres of Launceston and the greater urban area” and “recommended long term development of a high access corridor extending from Kings Meadows to the CBD and north to Mowbray and the University of Tasmania campus”.<sup>41</sup>*

The Retail Audit was/is the basis for the subsequent full Greater Launceston Plan and the Individual Precinct Plans (by different consultants)

*District Centres represent the highest rank of urban centres. “District Centres are...comprehensive higher order activity centre complementing the CBD. Comprehensive food and grocery shopping role with a wider range of discretionary stores and services. Intended to serve district and regional catchments.”*

The Mowbray District Centre is approximately 3-4 kilometres north of the Launceston CBD and runs along Invermay Road north from Vermont Road to Haig and Beatty Streets. The area includes Coles and Woolworths supermarkets, a Target department store and a range of street-based activities including dining and retail. Around 50% of the activity centre area is devoted to parking. A bus route runs through the activity centre along Invermay Rd. It currently attracts the highest patronage of any route in Launceston.<sup>42</sup>

The Mowbray District Centre is considered to have a reasonably high level of pedestrian access, the highest in Launceston. The area has high-density residential development and is conducive to pedestrian access. Therefore, when compared to the one other District Centre, Kings Meadows (KM) and the Neighbourhood Activity Centres (NACs), Mowbray District Centre is the highest level centre in Launceston for access. As such, it is the most suitable centre/location in Launceston for tertiary students. (Kings Meadows by comparison has a range of retail and commercial frontages although the Retail Audit found less than 25% of the street frontage was active. The immediate area around the KM centre lacks high-density residential development. Access would generally be by private vehicle. Beyond the individual shopping complexes, the area of Kings Meadows is not conducive to pedestrian access.)<sup>43</sup>

Mowbray is the most accessible and convenient District Centre in Launceston. It has a high level of services, is within walking distance (pedestrian access) of the

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<sup>41</sup> Renaissance Planning, “Launceston Retail Audit and Activities Centres Strategy, Information Booklet. 2011. The other relevant key elements are: “*detailed understanding of Launceston’s contribution to the regional economy and the significance of tourism for retailing and employment; policies to maintain and consolidate the leading regional role of the Launceston CBD for retailing and employment; policies to maintain and consolidate the leading regional role of the Launceston CBD and the Launceston Central Area.*”

<sup>42</sup> The bus service to Northern Launceston area– incorporating Inveresk, Invermay, Mowbray, Mayfield, Alanvale and Rocherlea – is the highest level of the 5 main Launceston metropolitan bus services areas. It is “a high frequency corridor service operates Monday to Fridays from Launceston CBD to Mowbray Shopping Area, operating on average every 10 minutes during weekdays until 6pm. At other times services operate at least on an hourly basis. (p.50, GLMPTP, DEIR) , DOES THIS LEVEL OF PUBLIC TRANSPORT FOR MOWBRAY-NEUNHAM POSSIBLY WEAKEN THE UTAS ARGUMENT THAT THERE WILL BE 8.5% LESS TRAFFIC AT INVERESK – cf UTas claim, Information session, 6 June 2019, Traffic Impact Assessment 2019)

<sup>43</sup> Retail Audit, p.?

Mowbray-Newnham campus and much of the student accommodation, making it the ideal location for both the AMC **and** the main university campus (as is currently the situation).

Among the recommendations of the Retail Audit Study it is noted that both “KM and Mowbray have significant opportunities for higher order expansion and consolidation” It is important to note also that recommendations are not in isolation, they are linked, spatially, structurally and strategically, ie they form integral parts, to the overall success of Greater Launceston. The Study recommends a “higher order role for KM and Mowbray as the supporting higher order centres of the CBD” (pp. 23, 24, Considering all the recommendation, removing main campus from the mix is against all the recommendations (pp 23-25). Indeed, from the start, and as can be seen from all the evidence, the very suggestion and proposal to relocate the campus has been seriously flawed and remains without foundation.

### **LOCAL SURVEYS**

A survey conducted of small business and large outlets along the Mowbray Invermay Road shopping-service precinct revealed that there was/is **no** support among business owners, clients or customers for a UTas campus relocation.<sup>44</sup> There are over 550 existing jobs (full-time, part-time and casual) currently in the shopping-service precinct. These valuable jobs are at risk if the relocation of the campus proceeds. Most of the small business operators expressed strong and vociferous opposition to any relocation. Not only are most vehemently opposed, some are very angry about it. With few exceptions these small businesses rely on the presence of the university campus in the district. One owner made it very clear that their business plan had been based on the nearby presence of UTas. Some stated unequivocally that due to the nature of their business, a campus relocation will close them down. Only 3 businesses stated it would not affect their business due to their particular clientele. However, despite that, two of those are also vehemently opposed.

A second survey by an independent Mowbray researcher confirmed the results of this survey.<sup>45</sup> All business owners were opposed to the move. Three business owners said it would not affect them. Based on these two surveys and some other general questions put to business owners, it appears that neither UTas nor any of the proponents, (CoL, Chamber of Commerce, etc) conducted any such surveys on the relocation. In fact, the earlier extensive community surveys and consultation conducted as part of the investigations and studies for formulating the Greater Launceston Plan 2011-2014, did not involve any thought or suggestion of relocation.

### **NEIGHBOURHOOD ACTIVITY CENTRES**

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<sup>44</sup> L. Johnson, Survey September 2016. Jobs in the district are valuable because the locality is considered to be disadvantaged area constantly at risk of unemployment and further disadvantage. The survey included all small owner-operated businesses and national chains along the Mowbray precinct.

<sup>45</sup> Survey and interviews of all businesses, L. Murrell, 2017.

**As discussed above, Mowbray is a District Centre, the highest level in the retail audit, and one of only two in this category in Greater Launceston. The next level centre is the Neighbourhood Activity Centre (NAC).**

Neighbourhood Activity Centres are defined as “*Neighbourhood activity centres provide for daily and most weekly purchases. [They] are also intended to provide supporting medical and community services*”<sup>46</sup> In stark contrast to Mowbray District Centre and NACs in other parts of Greater Launceston there are no NACs in the Northern Suburbs.

### **INVERESK OR INVERMAY – UNCLASSIFIED LOCATIONS**

Neither Inveresk nor Invermay are classified under the Retail Audit. Neither area meets the criteria for Neighbourhood Activity Centre (NAC) classification. Invermay has lost most of any resemblance to, and features of, the NAC category, with only one independent supermarket-newsagency, no post office, no chemist and no medical service available. Previous residential blocks were systematically overtaken by commercial premises from the 1950s to 1960s and residents encouraged to move to new housing estates.

**Historically, the severe limitations of the nature of the low-lying land, (below high tide level, bounded along 80% of its perimeter by tidal estuary, high water table, stormwater runoff and drainage problems, areas of toxin-contaminated soils), the flood risk, and the single main through street, have determined the relatively consistent character and lack of major change to Inveresk over 150 years. With reduced residential scope and no capacity for expansion, it was, and remains a small, limited shopping area in a now largely commercial-business zone relying on flood levees to protect property. These issues and limitations are recognised in, and were the rationale behind, the 2006 GHD Report, the 2007 Flood Deed and the Flood Inundation Code land use prohibition of uses such as Education, Medical etc ...**

Although there was some housing department unit developments particularly for local aged and disabled residents during 1980s,<sup>47</sup> planning decisions/permits over time to the present (2018-19) have reinforced that situation to favour small businesses rather than residential activity.

As a result of its physical location, Inveresk’s trading strip is confined to the western side of the through road, (Invermay Rd), and is made up of a mixture of traders (with little change in number and type since the early twentieth century) - traders such as vehicle and battery service centre, an automobile accessories business, a bathroom/plumbing retailer, real estate agent, a restaurant, a ‘pub’, a car dealer, an art supplies shop, a newsagency with a small post office counter located within, a mixed takeaway-milkbar, an upholstery business, a betting establishment, a solar panel and battery retailer and a hunting gear/camping retailer, a delicatessen, two-three other takeaway establishments and a restaurant, a single outdoor automatic

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<sup>46</sup> Greater Launceston Metropolitan Passenger Transport Plan Background, Dept Infrastructure, Energy and Resources, Tasmania, YEAR??? p. 30

<sup>47</sup> As in Forster and New-Goderich Streets in Inveresk and in Dunning and Lytton Streets in Invermay.

teller, (the only one between the nearest city teller and the Mowbray Precinct, a distance of 4?? km). Unlike the well-serviced Mowbray Precinct, neither Inveresk nor Invermay have any personal services such as doctors' surgery, dental or medical centre, chemist or bank.

## **INVERESK-INVERMAY DISTRICTS - BACKGROUND**

While it might be the case that inner city areas elsewhere are undergoing a residential revival, the evolution of Invermay and Inveresk as 19 and early 20<sup>th</sup> century suburbs has been governed by the nature of their locations with little capacity for growth/expansion. They remain as such, tied to their 19<sup>th</sup> century origins through being constrained by, and working with, nature, (Flood planning, low scale/limited building, demolition of much housing as residents moved to new post-war housing suburbs during 1950s-1960s.)

However, during the past seven years, 2012-2019, a number of actions by the local council have created problems in the Inveresk area. These include: a) the change of planning emphasis, b) poor planning decisions, c) failure to recognise the rationale behind existing/previous planning zone provisions d) ad hoc amendments to the Planning Scheme and e) ad hoc amendments to the Flood Inundation Code.

As a result additional traffic congestion and access problems continue to increase across Inveresk and Boland St- Esplanade areas with no apparent solution given the current direction of planning. Due to the 19<sup>th</sup> century layout, the problems of traffic and parking congestion will become almost insurmountable if the same cavalier attitudes to planning continue.

The current urban trend in both suburbs, in Invermay in particular, is house renovation, by and/or for owner-occupiers, and an increase in conversion to Air-BNB and cottage holiday accommodation, especially in Inveresk, thereby reducing the rental housing stock available for students. Housing availability for a student population is extremely low, particularly compared to the Mowbray-Newnham district.

## **WILLIS STREET SITE**

Similarly, UTas' other intended location, the Willis Street block of land, on the southern side of the North Esk River between Boland Street and City Park, does not meet any 'centre' category. It is currently a car park for use by the general public. The block sits below high tide level and is in the flooding inundation zone, (and was underwater in the 1929 flood). The bank along that section of the river is subject to scouring and high water tables. It is permanently sandbagged in combination with a concrete levee and it is subject to the force of floodwater flows from the South Esk River.<sup>48</sup> The few houses further along Boland Street are subject to tidal rises and falls under the flooring.

Parking and traffic congestion in the area are further complicated by the presence of Centrelink with its entrance on the very busy, narrow Boland St, and less than 100

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<sup>48</sup> SES information, personal communication, 2019.

metres from Willis St. and poor access to bus services. Again, recent planning decisions have already worsened the traffic congestion situation in Boland St and at its junction with Tamar St/Esplanade.

Poor planning decisions in this area are creating unnecessary future long-term problems that will either require costly solutions, or more likely are not solvable and will worsen further. With the planned removal of Willis St as a parking asset, any additional need for parking will compete with visitors to City Park for the very limited parking in the area. Combined with the loss of the Automobile Museum from the area, this has the serious potential to damage tourism and other local businesses.

Given the existing issues and evidence, this UTas proposal is the worst possible use for the nominated sites, and it does not meet any of Launceston City Council planning guidelines, or traffic or land-use policies.<sup>49</sup>

### **K-MART PLAZA**

K-Mart Plaza in Henry Street is a stand-alone retail facility “Intended to provide for daily and weekly shopping needs together with a limited range of discretionary shopping requirements.” The K-Mart Plaza has been identified by the Retail Audit as being distinct from District or Neighbourhood Centres. The Plaza includes K-Mart department store, a K-Mart Tyre and Auto Service and a Coles supermarket and some smaller, ancillary retail outlets.<sup>50</sup> It provides ample parking with three points of vehicle access from public streets – Henry St and two off Boland? St. Access is not pedestrian-friendly (see discussion below).

The Plaza has a regional function and serves the eastern suburbs. Nearby establishments include a fruit-veg market, auto accessories, curtain-blinds retailer, pet barn, mower and small machinery, tiling and Laminex outlets, a printery and landscape gardening business. Owners are overwhelmingly opposed to the UTas relocation for a number of reasons. The area has low housing availability, due to the commercial and light industrial composition of the area. Henry Street, which carries high levels of traffic, is the only street in this area allowing east-west access and crosses the tidal North Esk River to the east of the Plaza. With rising sea levels and consequent rises in high tide levels, this low-lying section of the street has experienced of more frequent flooding at high tides with disruptive closures of Henry St towards the eastern suburbs.<sup>51</sup>

Access to K-Mart Plaza is mainly by private vehicle. It is within walking distance of Willis St and Inveresk Precinct via Black Bridge (a former rail, now mainly pedestrian, bridge), (From a personal safety point of view, this section of the pedestrian path is not always a safe area to walk.) A single footpath provides the only pedestrian access alongside the busy traffic-dominated Henry-Boland streets and the associated roundabout. There are no pedestrian crossings or safe areas or traffic islands for crossing to/from the Plaza. There is a public bus service, but the

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<sup>49</sup> See **EXTRACT** in next section p. 9

<sup>50</sup> Icecream parlour, café-bakery, Priceline, butcher, newsagent, key-cutting.

<sup>51</sup> Observation by BMT report author, Feb 2019; ongoing local anecdotal evidence; author’s observations 2018-19.

only access to or from one bus stop to the Plaza is via a 'mad dash' across busy Henry St, mainly by pedestrians going to/from the nearest eastern suburb, and only a very small number from the Inveresk direction.

The following information (shown in square brackets) is now out of date, but it has been retained here in order to demonstrate the ad hoc nature and flaws associated with each UTas plan. [The most recent (June 2019) UTas ad hoc proposal for car parking on the tidal flats at the privately-owned Glebe Farm appears foolish and irresponsible. The area is subject to full flooding approximately 3-4 times annually for days/weeks at a time. Access is via a short road, Glebe Farm Rd, turning onto/from Henry St directly next to a busy roundabout. The area is occupied by businesses not compatible with an education campus nor with a scientific agricultural research facility. It is not possible to add 500 cars and other facilities, such as hothouses as mooted for a relocation of the Tasmanian Institute of Agriculture (TIA), without major alterations to public road infrastructure, and the flow-on effects that will inevitably result. This latest parking plan by UTas is yet another random idea by the UTas NTP team in their constant search for solutions to problems of their own making.]

The UTas parking plan has changed yet again and is now proposed for the Show Society's lease at Inveresk. As at time of writing, 24 August 2020, this latest parking plan now the subject of a Development Application (DA 0/2020) advertised for the third time. The DA is subject to several representations and is also the subject of an appeal to the Resource Management Planning Appeal Tribunal, by one of the Inveresk Precinct tenants.

...

## **AMENITY ISSUES**

Issues associated with local amenity and public concern include housing availability, access to residential districts, parking, traffic, existing infrastructure, alteration/realignment of existing public infrastructure, replacement and/or duplication of infrastructure currently in operation at Newnham, evacuation procedures and priorities.

...

## **HOUSING, RENTAL AVAILABILITY: MOWBRAY-NEWNHAM**

The Mowbray-Newnham campus is set close to a wide range of affordable rental accommodation. The adjacent suburbs of Mowbray, Newnham/Alanvale and Mayfield encompass a continuous area of housing incorporating suitable private rental properties. The total number of houses/units is approximately 4,531, of which 1,675 are rented.<sup>52</sup> All housing in these areas has ample off-street parking for residents/tenants.<sup>53</sup> This means that the extensive on-street parking in streets neighbouring the campus is used by students and/or visitors who drive to the campus.

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<sup>52</sup> Calculated from Data by Hometrack, Homesales.com.au

<sup>53</sup> A majority of the properties have off-street parking to cater for more than one vehicle. Author's research.

Purpose-built student accommodation is within easy reach on the Mowbray-Newnham campus. UTas information for students promotes the benefits of this accommodation: “Walk to lectures...use our 24 hour computer labs, use on-campus sporting facilities. Close to support service.” Advertising for its Leprena, Kerslake Hall, Investigator Hall and the 180 NRAS Newnham Apartments, completed Feb 2014, included access to discounted meals, 7am-7.30 pm, at the on-campus café-restaurant.

The on-campus accommodation at Mowbray-Newnham is fully occupied and popular with students who appreciate the location and the convenience of the proximity to campus facilities. Student comments show the level of approval: “an easy environment to live in” (student resident); “It’s nearer to my lecture theatres, so” (female student); “It’s not too far to the library, not too far to the student centre...its in the middle of everywhere” (male student); “Coming here, it’s just so calm and peaceful, in the evenings if you want to go for a walk, you can just get out of your room...and see lots of greenery, you can go out the back and see the sunset” (female student); “It’s close, but it’s definitely a lot more separate to all the uni, like...(male student), “...and like our own oval” (female student); “and you can come out and like kick a ball round..” (male student). Cool, I’m so glad I got Leprena, I love it” (female student), “I like it, yeah, I love it” (male student).<sup>54</sup>

The student accommodation at Inveresk by contrast is unpopular and draws many complaints about noise, ground movement, water leakage, inconvenience, distance from services and easily accessed student sports facilities, general personal safety concerns (now exacerbated by the reduction in security presence across UTas’ northern campuses) and proximity to the men’s club opposite. Students occupying this accommodation or studying at the Inveresk campus rarely walk to the CBD and only very occasionally to the K-Mart Plaza. While there is a waiting list for the on-campus Mowbray-Newnham accommodation, the Inveresk block is never fully occupied and student stays are shorter than at the main campus.<sup>55</sup>

## **HOUSING, RENTAL AVAILABILITY: INVERESK-INVERMAY**

Across the Invermay-Invermay areas combined, the total number of houses/units is approximately 1,039, of which 657 or 48% are rented. Inveresk suburb consists of a very limited stock of available rental accommodation, with very little off-street parking and in some streets, none at all. Most of the Inveresk area is zoned commercial or urban residential combined with restrictive or prohibitive planning provisions for residential building and extensions. Further pressure is being placed on rental supply by an increasing tendency over the past 5 years for house owners in Inveresk and in Invermay streets closest to the city/Inveresk Precinct to convert rental/residential properties to holiday/visitor accommodation (such as Air BNB and/or privately operated with the tendency accelerated during the past 6-12 months).<sup>56</sup> In 2015/16

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<sup>54</sup> University of Tasmania, student accommodation promotional online information videos 2018-2019.

<sup>55</sup> Information provided by UTas students, male and female, and security over a two-year period.

<sup>56</sup> Review of CoL development applications and Planning Alert website 2014-2019.



## INVERESK

It should be pointed out that the largest parking area at M-N is larger in area than the original parcel of land at Inveresk gifted and designated for the campus relocation. It should also be pointed out that the current parking areas on Inveresk precinct and Willis St, will no longer be available once the sites are given over to a campus. ie the current parking is to be removed and/or reduced, and that the current angle parking in Forster street is also to be reduced for parallel parking as part of the so-called Invermay Traffic Management Plan (2018-19)<sup>57</sup>

All available parking at Inveresk is at full capacity on weekdays, (and on special event days, such as AFL football matches), with sections of most streets taken up by residents, small businesses staff vehicles and customer parking. It is not possible to cater for the same level of car-parking at Inveresk as that available on and around the Mowbray-Newnha campus, and certainly not possible when combined with the current parking usage around Inveresk.

Limited parking in and around Inveresk/Willis St – and already fully utilised. All Inveresk streets fully occupied, no space for any additional parking.

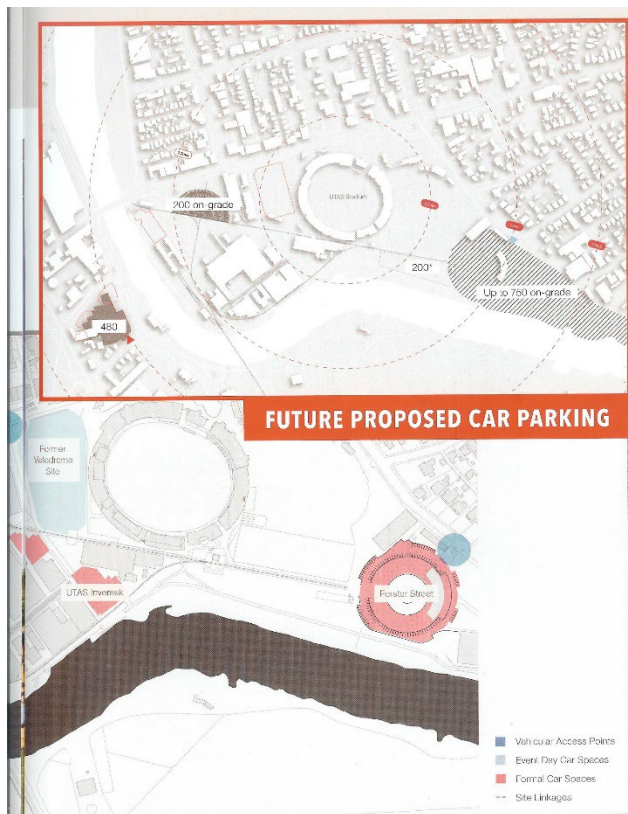
The removal of public car parking from the current Willis St car park The removal of that parking, together the mooted removal of parking from the circular public car park at Inveresk, and the loss of public and council employee parking at Cimitiere St, removes most of the public off-street car parking spaces on the eastern side of the city. The ad hoc suggestion of an underground car park at Willis St for 450 vehicles as per UTas July 2017 masterplan is (now was) a dubious, if not laughable, proposition given that this site is on the North Esk River tidal and flood inundation zone.<sup>58</sup> That proposal has recently been replaced with an equally dubious plan. The most recent parking plan for 500, followed by a sudden change of heart to 550 spaces, on the Glebe tidal/flood plain also demonstrates the inadequacy and ad hoc nature of the UTas case.

(See UTas 2017-early 2019 plan on next page)

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<sup>57</sup> This plan was first displayed in April 2018, then consideration by LCC was postponed prior to local govt elections in October 2018. The plan, with one small change to parking numbers in Forster St, was displayed July 2019. It has not yet gone to council, so the final council decision has not yet been made.

<sup>58</sup> *Transforming Lives. Transforming Cities. The Inveresk Precinct Redevelopment Masterplan, UTas, July 2017, pp. 18-19.*



From the University of Tasmania’s ‘The Inveresk Precinct Redevelopment Masterplan, July 2017, p. 19. This has since been replaced by the Glebe parking plan.

## PUBLIC TRANSPORT, TRAFFIC - MOWBRAY-NEWNHAM

The bus service to North Launceston suburbs – incorporating Inveresk, Invermay, Mowbray, Mayfield, Alanvale, Newnham and Rocherlea – is the highest level of the 5 main Launceston metropolitan bus services areas. It is “a high frequency corridor”, service that operates Monday to Fridays from Launceston CBD, via Inveresk to Mowbray Shopping Area, operating on average every 10 minutes during weekdays until 6pm. At other times services operate at least on an hourly basis.<sup>59</sup> Any talk of increased or improved bus services in relation to Invermay traffic plans is a calculated diversionary tactic intended to create the misleading impression that there is a need to improve public transport access for Invermay, and/or that the service will be improved to cater for a relocated campus.<sup>60</sup>

## TRAFFIC – INVERESK

The Inveresk Precinct is directly adjacent to the two most highly congested intersections in Launceston (and therefore in Tasmania, outside Hobart). The Victoria (Tamar St) bridge and the Charles St bridge, have approximately 25,000-

<sup>59</sup> GLMPTP, DEIR, p. 50

<sup>60</sup> This deception tactic employed by a presenter at the information session on the Invermay Traffic Management Plan, 24 July 2019, at the Tramsheds, Inveresk

30,000 & 35,000-40,000 traffic movements<sup>61</sup> respectively each per day, and growing rapidly as the direct result of City of Launceston planning decisions.

This growing level of traffic congestion is contrary to Infrastructure Australia's (IA) stated expectation in "building productive cities and regions", and it certainly does not "promote best practice in...improved asset utilisation". However, that did not prevent IA from placing the campus relocation plan on its priority projects list post-2019 election in July 2019.<sup>62</sup>

Three impacts of council planning decisions 2015-2019 have been clearly observable over the past twelve months:

1. The length of time between sets of traffic lights, the congestion minutes is greater, ie the time spent in traffic 'queues' is now greater.
2. The congestion or traffic build-up starts earlier and lasts longer. Build-up starting time has come forward from around 4.15 pm to 2.15 pm. End time has extended from 5.15 pm to 5.45 pm, sometimes later.
3. The length/distance of traffic build-up from Charles St bridge has extended in frequency and in length by kilometres to the Mowbray connector and beyond.<sup>63</sup>

The public bus service to Inveresk is increasingly hampered by the traffic congestion.<sup>64</sup>

Already the additional developments along Lindsay Street seriously compromising and act against the government provisions at Section 3.7: (*Fill details in*). With more developments in the pipeline and almost guaranteed to get council approval, the traffic congestion problems are growing rapidly. The UTas relocation plan will not meet any of the LCC Planning Scheme road network and/or traffic provisions. The additional traffic and parking problems that the relocation plan will generate and add to the current situation, the future traffic situation will severely worsen with little prospect for any viable solution.

In relation to traffic management around the two bridges and neighbouring intersections, these extracts from the Launceston Interim Planning Scheme 2015 are relevant and should be taken into consideration and acted upon.

([www.iplan.tas.gov.au](http://www.iplan.tas.gov.au)) Relative sections include 3.7 *Maximising the effectiveness of*

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<sup>61</sup> Communications, MTT drivers to PB, Per Comms, daily commuters. Compare this with the Coffs Harbour Bypass project. See IA's website information re traffic through Coffs Harbour CBD with 30,000-35,000 vehicles per day and 12 sets of traffic lights. "In 2018-19, the Australian Government committed up to \$971 million towards a bypass of Coffs Harbour. This builds on the \$5.6 billion currently invested by the Australian Government to duplicate and improve the Pacific Highway. The Coffs Harbour Bypass will reduce travel times and improve travel conditions for all road users by allowing traffic to bypass the CBD. Motorists will be able to avoid 12 sets of traffic lights, saving up to 12 minutes. The bypass will alleviate congestion on the local road network and improve safety and amenity for traffic, pedestrians and cyclists in Coffs Harbour." See Select Bibliography soon to follow for relevant Launceston Traffic studies.

<sup>62</sup> IA, Statement of Expectations (SoE), dot points, p.1; SoE p. 5.

<sup>63</sup> Pers comm local business operator, (Peter Winn), author's research and observations, Traffic studies and Lindsay parking plan papers.

<sup>64</sup> Pers cm MTT divrs,

*transport networks. ...Council has developed a hierarchy of roads to maximise the efficiency and effectiveness of its network...*

*The road network in Launceston and the pattern of interconnecting state and local roads have some longstanding deficiencies. Key problems for the network include: ... (b) poor east-west links... (c) poor traffic circulation around the CBD; (d) deficient links to ... [named suburbs] areas resulting in 'Rat-running' through residential streets... and (f) almost maximum saturation of north-south links across the North Esk and Tamar rivers.*

*The deficiencies in the existing network will inform planning ... it is necessary to identify opportunities for future network improvements and to ensure that new developments in the interim does not compromise those improvements.*

Clearly, any further development in the area will compromise the situation further. but the unnecessary addition of a university campus will create intractable long-term problems. The 'poor traffic circulation around the CBD will worsen severely and will further deter visitors to the CBD, already a major reality for LCC.

The UTas traffic management statements and plans have either been absent, inadequate and/or a demonstration of wilful persistence in face of the evidence throughout this process 2015-2019, and should therefore be dismissed as inappropriate and likely to cause further traffic problems.

## **PARKING - INVERESK**

Similarly, the UTas relocation acts against the parking provisions of the Launceston Interim Planning Scheme. ... ad hoc approaches to, planning requirements and defiance of all evidence. While the previous proposal was nonsensical, the revised proposal is equally fraught with problems. ...

According to the Planning Scheme, access to parking "... *Must be balanced with the need to achieve high quality urban design outcomes. Requirements to provide car parking within the CBD and surrounds reduces the intensity of development and therefore development viability, and can also*

*negatively impact on the streetscape and heritage values.*

*The planning scheme seeks to:*

- (a) Ensure a coordinated approach for planning of land use and transport... and enhance Launceston's 'liveability'. Potential impacts of land use on traffic will be considered...*
- (b) ensure an effective, safe, convenient and efficient transport system..."*

Moreover, the City of Launceston Strategic Plan 2014-2024 states among its priorities: "*Priority Area 5 – A city that values its environment. Ten Year Goal – To reduce the impacts on our natural environment and to build resilience to the changing intensity of natural hazards.*"

The Strategic Plan also refers to appropriateness in land use and transport solutions:  
*"Priority Area 6...Ten Year Goal – To drive appropriate development opportunities as well as infrastructure, land use planning and transport solutions..." ...*

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END of **Contextual Review** Extract document

Jillian Koshin, BA Hons, Dip Teach, PhD.

# Strategic Asset Management Framework

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Commercial Services & Development



Date: 23 December 2013 (Original Draft)

Version 1.7

10 February 2015

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# 1 Introduction

## 1.1 Purpose

The University of Tasmania (the University) has an extensive property portfolio of approximately \$800M value, with assets dispersed across some 14 sites throughout Tasmania and interstate.

The *Strategic Asset Management Framework* (SAMF) establishes high-level strategic objectives/ desired business outcomes for the development and management of the University's physical environment and assets for the period 2014–2019. The SAMF 2014–2019 replaces the *Strategic Asset Management Plan* 2006–2011.

SAMF principles are informed by the following internationally recognised strategic references:

- British Standards Institute PAS 55
- the International Infrastructure Management Manual
- the ISO 55000 Standard for Asset Management.

These are discussed in greater detail in the Infrastructure Asset Management Plan.

The purpose of the SAMF is to ensure that all asset management activities (acquisition, operations and disposal) are aligned with the University's strategic objectives to deliver optimal management and deployment of asset resources (in respect of location, condition, performance and cost-effectiveness) to meet operational needs. Its primary objective is to consolidate UTAS' resources to deliver quality facilities that enhance all aspects of the campus experience for students and staff.

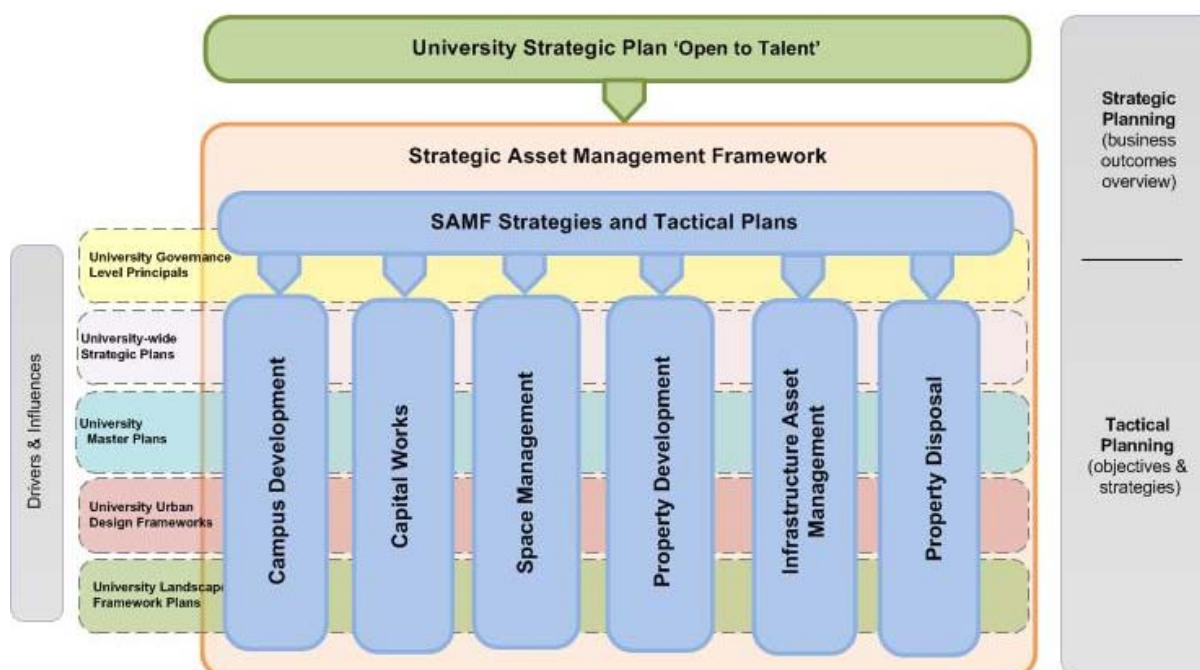
The SAMF is supported at the tactical and operational levels by a suite of tactical plans and sub-plans, which are:

- Campus Development Plan
- Capital Management Plan
- Space Management Strategy
- Property Management Strategy
- Infrastructure Asset Management Plan
- Property Disposals Plan.

The SAMF and associated strategies, plans and policies apply to all University assets, while also taking account of the custodial responsibilities associated with locally-owned and managed assets (see paragraph 1.4).

## 1.2 Asset Management Planning Hierarchy

The SAMF's place in the University's strategic planning hierarchy, as it relates to asset management, is illustrated in Figure 1.



**Figure 1: Planning and Governance Instruments Relevant to Strategic Asset Management**

Key elements of the documents governing and guiding asset development and management at the University are summarised below.

### 1.2.1 Governance Level Principles

Governance level principles (GLPs) are statements of the principles under which the University will operate. GLPs are established by University Council and are applicable university-wide.

The two GLPs of particular relevance to the SAMF are:

- GLP 10 – Built Environment Principle, which aims to ensure that facilities are:
  - consistent with the University's strategic direction
  - meet the requirements of learning & teaching/research activities
  - make effective/efficient use of available resources
- GLP 9 – Environmental Management Principle, which embeds environmental protection and sustainability as key university priority.

### 1.2.2 Open to Talent: Strategic Plan 2012 – onwards

In the context of asset management and the built environment, the SAMF seeks to facilitate delivery of the following *Open to Talent* objectives:

- designing campuses to create an intellectual and social milieu that encourages informal interaction (S5.3)
- restoring vibrancy to our campuses by providing inviting spaces for group study, expanded and improved student accommodation and high quality catering (S5.4)
- commitment to regional campuses (E2)
- consolidation of infrastructure (E2.2)
- invigorating communities (E2.4)
- guided by a vision of sustainability (E.3)

- provide access to international standard infrastructure (E4)
- ensure effective delivery of services unencumbered by internal boundaries (E.6)
- strengthen income stream (E.7)
- institution-wide planning and performance evaluation (E.8).

### **1.2.3 Other Council-Approved Plans and Subordinate Plans**

The SAMF also takes cognisance of a range of comparable Council-approved plans to ensure that strategic asset development and management aligns with the University's broader learning and teaching, research and service delivery goals. These plans include:

- *Strategic Plan for Learning and Teaching 2012-2014*
- *UTAS Student Experience Plan 2013-2015*
- *Research and Research Training Management Plan*
- *ICT Strategic Plan 2011-2014*
- *Sustainability Plan.*

At a tactical and operational level, the SAMF and its subordinate plans are also informed by the objectives of individual Faculty/Institute/Divisional plans in respect of asset prioritisation and deployment.

### **1.2.4 University of Tasmania Master Plan 2007**

An important driver for the SAMF, particularly in respect of campus development and property management, is The University of Tasmania Master Plan (Volumes 1-4). The Master Plan was approved by University Council in 2007 with an expected longevity of 10 – 15 years. The Master Plan takes a relatively high-level view of campus/site development to meet operational needs inasmuch as it does not aim to define building footprints, but to define precincts where University activities, research, teaching, learning and administrative, will be situated to ensure efficient and economic use of land to meet emerging needs.

The four volumes of the Master Plan are:

- Volume 1 – Background and Objectives
- Volume 2 – Sandy Bay Campus
- Volume 3 – Newnham and Cradle Coast Campus
- Volume 4 – City Planning Guide (Hobart CBD, Launceston CBD).

Changes to the economic environment in which the University operates have meant a shift in master-planning focus from expansion to consolidation since 2007, however the following key principles of the Master Plan remain relevant to the SAMF:

- co-location of like functions into activity-based precincts
- developing teaching and learning facilities in line with current best practice
- enhancing the distinctive characteristics of each campus
- enhancing or creating new entry and arrival points
- acknowledging and developing existing built heritage
- consolidating parking, improving traffic flow and creating pedestrian-focused central campuses
- ensuring sustainable development
- supporting growth and commercialisation.

### **1.2.5 Urban Design Frameworks (UDFs)**

A UDF is a campus or site-specific document that addressed campus/site development in greater detail than a Master Plan, but, where a Master Plan exists, seeks to develop key master-planning principles in the context of realistic growth and budget projections to propose achievable development options.

UDFs currently exist for the Newnham and Domain campuses.

### **1.2.6 Landscape Plans**

There are currently four University landscape plans, which are subordinate to the Master Plan:

- Landscape Subject Plan – Sandy Bay Campus Volume 1 (Nov 2004)
- Landscape Subject Plan - Sandy Bay Campus Volume 2 Reserve (Nov 2004)
- Landscape Subject Plan - Newnham Campus (April 2007)
- Landscape Subject Plan – Cradle Coast Campus (Oct 2007).

Broadly, the objectives of the landscape plans are to:

- build on the master-planning principles and values of amenity, safety, equity, efficiency and environmental sustainability
- address site planning issues
- capitalise on existing landscape elements
- clarify and improve accessibility and movement across the sites
- resolve access equity issues
- establish a strategic framework for management of external campus areas
- identify and prioritise landscaping projects.

### **1.3 Asset Types**

An asset is a resource controlled by the enterprise as a result of past events and from which future economic benefits are expected to flow to the enterprise.

Major asset classes within the University are:

- land
- buildings and associated plant, equipment and infrastructure
- in-ground services infrastructure
- works of art and other cultural or scientific collections
- library collections.

The SAMF addresses the development and management of all centrally owned University assets with the exception of:

- information and communications infrastructure (hardware and software)
- art, cultural and scientific collections
- library collections.

### **1.4 Asset Ownership**

At an operational level, the University has a two-tiered asset ownership structure comprised of:

- centrally-owned assets
- locally-owned assets.

Centrally-owned assets include all base building assets (e.g. building structure; floor, wall and ceiling elements; air-conditioning systems), services infrastructure (i.e. sewerage, water pipes, heating systems, electricity supply) and ancillary exterior infrastructure (outdoor lighting, roads, car parks, paths, etc.).

Locally-owned business and research assets include equipment acquired by an individual Organisational Unit for the purposes of fulfilling the core business requirements of that Organisational Unit, such as specialised research equipment and associated systems.

## **1.5 Asset Management Roles and Responsibilities**

### **1.5.1 Governance**

Overall responsibility for the University's assets rests with the Vice-Chancellor and University Council who are effectively the "owners" of all University assets.

### **1.5.2 Built Environment and Infrastructure Committee (BEIC)**

University Council delegates responsibility for the oversight of strategy and high-level policy related to the built environment and infrastructure to the Built Environment and Infrastructure Committee (BEIC). Under its terms of reference, the BEIC:

"... is responsible for considering, reviewing and advising Council on the development, approval and implementation of:

- Campus Framework Plans
- Priorities for major capital works
- Strategic asset management plan
- Preventive maintenance program
- Buildings and grounds plans
- Design standards for building works and landscaping
- Policies in respect of the built environment and sustainability."

### **1.5.3 Management**

Responsibility for day-to-day management and operations of the University's built environment and centrally-owned assets lies with the Chief Operating Officer (COO). The COO has delegated responsibility for management and control of all University assets including:

- development of and implementation of the SAMF and associated strategies, plans and policies
- financial management and reporting through the Chief Finance Officer
- physical management and reporting of building and property assets through the Executive Director, Commercial Services and Development (CSD).

Under the COO's direction, all associated activities, including asset and infrastructure planning, acquisition, maintenance and disposal and management of asset information are carried out by CSD.

Responsibility for the day-to-day management and maintenance of locally-owned assets (such as research equipment or collections) lies with the Head of the relevant Organisational Unit. Management of assets includes the development of Business Continuity Plans (BCPs) in order to ensure uninterrupted availability of all key resources supporting essential business functions following a significant loss or event. The procurement, disposal, asset information management and provision of accommodation for specialist collections and/or equipment must be considered within the broader University asset management context.

### **1.5.4 Capital Infrastructure Committee**

The Capital Infrastructure Committee (CIC) is a sub-committee of the Senior Management Team (SMT), and is responsible at management level for:

- corporate governance of capital infrastructure, including oversight of a capital infrastructure governance model aligned with University business activities.
- strategy, including:
  - alignment of strategic plans for information and communications technology (ICT), asset management and research infrastructure with University strategy
  - oversight of strategic plans for ICT, asset management and research, inclusive of initiative prioritisation and review and recommendation regarding funding arrangements, including consideration and approval/endorsement of the

- allocation of University funds to ICT, asset management and research infrastructure development and making recommendations to SMT and potentially through to the Built Environment and Infrastructure Committee (BEIC), Finance Committee and/or Council
- oversight of institutional ICT, asset management, infrastructure and research infrastructure development
- oversight of service delivery models that align with University strategy; and
- consideration of strategic opportunities
- policy, risk and compliance, including:
  - consideration of strategic policy related to ICT-based services or technology, asset management and infrastructure and research infrastructure development
  - consideration of associated risk
  - oversight of compliance with existing policy, security matters and legislative and regulatory requirements
- quality and availability, including:
  - oversight of performance measures of ICT based services, asset management and infrastructure development and research infrastructure development for effectiveness efficiency, and value
  - oversight of the preparedness and suitability of business continuity and disaster recovery plans, and the mitigation of operational risk.

In order to assure a whole-of-university approach to the development of capital infrastructure, all proposals for capital works projects (including new constructions, renovations and services infrastructure installation/redevelopment), irrespective of funding source, must be reviewed and prioritised by the Capital Infrastructure Committee (CIC) against a set of criteria designed to reflect key strategic and operational requirements.

Organisational Unit business continuity planning must be a key consideration in the detailed scoping of all construction, renovation and refurbishment works and major asset purchases or replacements submitted to the CIC.

Major capital infrastructure projects (ie those with a total estimated cost exceeding \$2.5 million) that have been prioritised and endorsed by the CIC are subsequently referred to the BEIC and Finance Committee for endorsement and to the Vice-Chancellor for approval. Where the estimated project cost exceeds \$5 million, approval is sought from University Council.

## **2 Portfolio Performance Data**

In addition to responding to institutional strategic and operational goals, SAMF objectives are informed by the University's performance against sector benchmarks.

### **2.1 Benchmarking**

As a member institution of the Tertiary Education Facilities Management Association (TEFMA), the University participates annually in a sector-wide benchmarking exercise, which, since 2013, has also been the source of institutional performance data for the Commonwealth Government<sup>1</sup>.

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<sup>1</sup> Prior to 2013, the University was also required to report annually on the condition and performance of its built environment to the Commonwealth Government through the Campus Asset Management Survey (CAMS), which was administered by the Department of Industry, Innovation, Science, Research and Tertiary Education (DIISRTE). The CAMS has since been abolished, with the Commonwealth obtaining the requisite information directly from TEFMA.

TEFMA is Australasia's peak body for the tertiary education facilities management sector. For more than thirty years, TEFMA has compiled cost and performance data for a range of facilities management services through an annual survey of member institutions. The resultant report enables the comparison of performance amongst peer institutions and the establishment of benchmarks for best practice within the sector in respect of:

- general Institutional data
- maintenance services
- refurbishments
- backlog maintenance liability
- cleaning and waste management
- energy consumption and expenditure
- grounds maintenance
- security services
- parking services
- water consumption and expenditure
- building operating costs
- strategic asset management
- space management.

Since 2012, the annual benchmark survey has also included an environmental performance survey to establish institutional and sector benchmarks on stationary energy, carbon, water, waste, space utilisation and sustainable development.

Based on the comparative performance data, TEFMA has developed best practice guidelines on:

- strategic asset management
- space planning and
- facilities auditing.

Given the status and primacy of the TEFMA benchmarks within the Australasian tertiary education facilities management sector, the University will use these wherever possible to measure and guide its performance. This has the additional benefit of facilitating annual performance reporting to TEFMA and the Commonwealth.

## **2.2 Building Condition and Functionality**

### **2.2.1 Building Condition and Functionality Audit**

In 2010, Council agreed to fund a condition and functionality audit of University facilities, the objectives of which were to.

- provide structured and accurate condition and functionality data to enable UTAS senior management to make strategic decisions and appropriate funding allocations to its property portfolio;
- allocate priorities for the range of works or maintenance activities to meet the UTAS core business needs;
- enable a planned maintenance and upgrading plan to be developed and implemented to prevent the deterioration of the UTAS assets and prolong their life;
- identify a process of data management into the future and change management of staff mindsets from reactive to planned programs.

The desktop study, undertaken in 2011, included all University buildings with a gross floor area (GFA) equal to or greater than 500m<sup>2</sup>; the size criterion being based on comparable studies undertaken at RMIT and QUT. Ninety-three buildings were audited, including the larger student residential facilities.

Approximately eighty buildings were excluded from the survey, some of which were close to the 500m<sup>2</sup> limit (such as the Old Wardens Lodge and Research House, Sandy Bay), but the majority of which are ancillary buildings and storage sheds of simple construction. The unaudited facilities together constitute approximately 17,000m<sup>2</sup> or just 9% of the University's total GFA.

The report on the condition and functionality audit was completed in 2012 and delivered:

- desktop condition assessments (in accordance with the TEFMA *Facility Audit Guideline*), which produced the following for each building:
  - building condition KPIs - Overall Condition Rating (OCR) and Facility Condition Index (FCI)
  - building functionality KPIs – Overall Functionality Rating (OFR) and Facility Functionality Index (FFI)
  - backlog maintenance liability estimate
- an Asset Replacement Value (ARV)<sup>2</sup> Model to provide an estimated ARV for each sample building by building element
- Life Cycle Cost (LCC) assessment of each building, which estimates the investment required to maintain the estate in an acceptable condition.

The relative rating benchmarks for condition and functionality are shown in the table below.

TEFMA Status	OCR/OFR Range	FCI/FFI Range
Excellent	4.0 – 5.0	0.97 – 1.00
Good	3.0 – 4.0	0.90 – 0.97
Fair	2.5 – 3.0	0.85 – 0.90
Poor	2.0 – 2.5	0.80 – 0.85
Very Poor	1.0 – 2.0	< 0.80

In order to ensure the currency of condition and functionality information and to measure progress in SAMF objectives against KPIs and benchmarks, an audit will be undertaken every five years, with the next being due in 2016.

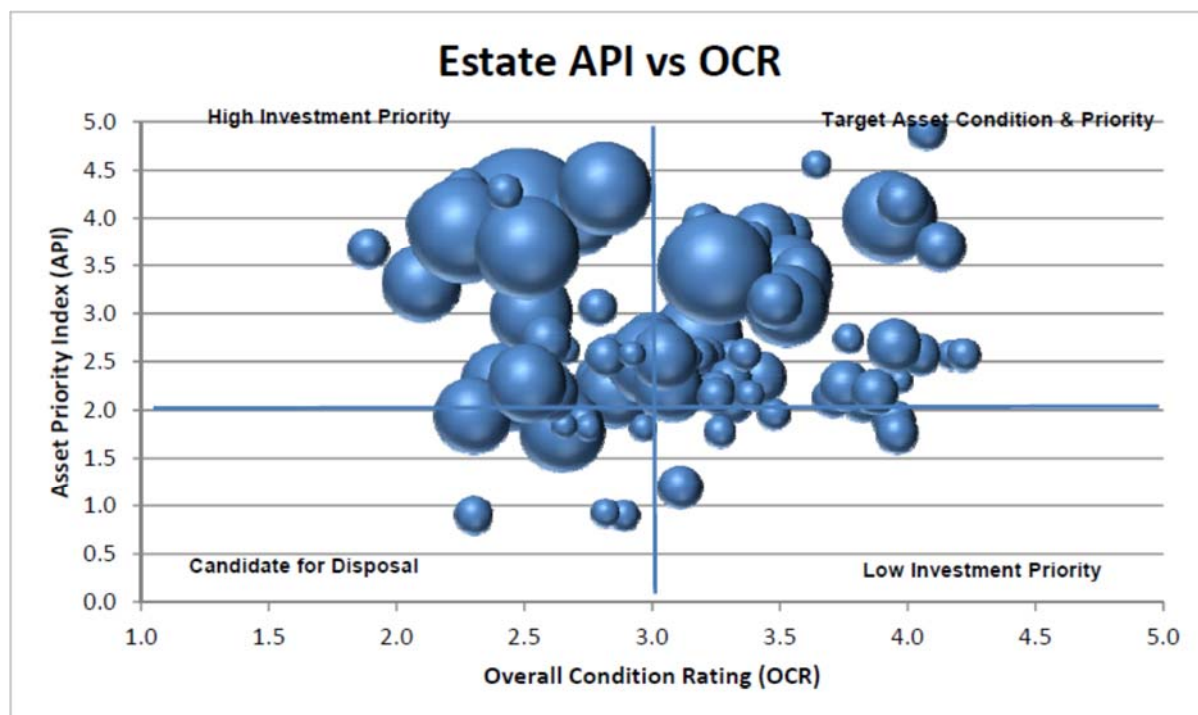
### 2.2.2 Asset Priority Index (API)

Concurrent with the Condition and Functionality Audit, CSD developed an API for the audited buildings. The API is a relative ranking of facilities based on:

- strategic alignment (i.e. the alignment of the asset with the University's strategic plan);
- dependency (i.e. the criticality of the asset to delivering strategic outcomes), comprised of:
  - intradependency (i.e. whether the asset functions be delivered elsewhere)
  - interdependency (i.e. whether the asset functions can be delivered by other means); and
- consequence (i.e. the implications for the University's strategic vision if the asset were not provided).

The API is used to inform capital investment decision-making. When considered in conjunction with asset condition, it enables identification of the most appropriate asset strategies (e.g. refurbishment, ongoing maintenance, redevelopment, disposal) for each building in the estate portfolio. A graph plotting the OCR of the University's audited buildings against their API is provided overleaf to demonstrate how this may be done.

<sup>2</sup> The ARV for buildings, fixed equipment, service and systems is the best estimate of current cost of designing, constructing and equipping for its original use, a new facility providing equal service potential as the original asset and which meets current accepted standards for construction and also complies with all contemporary environmental and other regulatory requirements.



### 2.2.3 Condition Audit Results

The Condition Audit revealed that the University has an average FCI of 0.84 (Poor), placing the University among the lowest 10% of the sector.

42% of audited building stock rated as 'Poor' to 'Very Poor', with 25 of the 34 poorest performing buildings (OCR < 3) being located at the Sandy Bay campus. This unsurprising given that several key buildings at Sandy Bay were constructed in the 1950s and 1960s and have reached the end of their serviceable lives.

### 2.2.4 Functionality Audit Results

The Functionality Audit indicated that the University's built portfolio has a low level of assessed functionality (FFI of 0.77), particularly at Sandy Bay.

Seventy-one per cent of audited buildings have an assessed functionality below the benchmark standard (OFR < 3), however the majority of these buildings are only just below the threshold in the 'Fair' range (OFR 2.5–3.0).

Seventeen buildings were assessed as 'Poor' or 'Very Poor'; 14 of which are located at Sandy Bay, two in the Hobart CBD (Wilmot Street Store and the Conservatorium of Music) and one at Newnham campus (Aquaculture Building).

There was a high degree of correlation between the poorest functioning buildings and those in the poorest condition, meaning that the bulk of functionality and condition issues can be addressed concurrently through a targeted program of renovation, repurposing and disposal.

## 2.3 Maintenance Expenditure

In 2013, the University's average annual building operating cost was \$63.82 per m<sup>2</sup>GFA (inclusive of maintenance, cleaning, security, energy and waste management), with preventive and corrective maintenance comprising \$21.38 of the total figure.

Maintenance and operating costs continue to increase as the University's built footprint expands and existing facilities age. However, budget constraints have meant that rather than

meeting the additional costs associated with a growing and ageing portfolio, in recent years the University's maintenance allocation has not covered annual increases in CPI.

The under-funding of maintenance has contributed to a significant backlog maintenance liability and is directly related to poor performance in respect of facility condition and functionality.

### **2.3.1 Expenditure per Percentage of ARV**

At 0.66% of ARV per annum, the University's maintenance spend falls below the sector average of 0.74% of ARV.

An annual increase of 0.8% in maintenance expenditure would achieve the sector average, but would remain well below the figure required to eliminate the portfolio's backlog maintenance liability.

An increase in the annual maintenance allocation of 0.5% (\$4M), in conjunction with the establishment of a recapitalisation fund and a targeted program of space rationalisation and property consolidation, would address recurrent maintenance and also reduce the University's backlog maintenance liability.

### **2.3.2 Recapitalisation**

As the property portfolio ages, base-building plant and equipment reaches the end of its serviceable life and must be replaced. The University has no dedicated fund for recapitalisation/end-of-life replacement of plant and equipment, meaning that these costs must also be funded from the annual maintenance allocation.

Should the University choose to allocate a dedicated recapitalisation budget in addition to the annual maintenance budget, this would allow maintenance funding to be utilised for its primary purpose, thereby contributing to improved facilities condition, reducing maintenance backlog and enabling more accurate tracking of maintenance expenditure.

Sector averages and the age and condition of the University property portfolio indicate an optimal annual recapitalisation spend of around 2% of ARV (\$16M). With implementation of the University's proposed programs for campus consolidation, space rationalisation, refurbishment and property disposal, \$5M per annum would be sufficient to meet recapitalisation costs for all retained, refurbished and new building stock.

### **2.3.3 Backlog Maintenance Liability (BML)**

Backlog maintenance is maintenance that is required to prevent the deterioration of an asset or its function, but which has not been carried out due to financial or operational constraints.

An institution's BML is the sum of money required to carry out all necessary backlog maintenance. The BML figure does not include:

- the cost of works required to ensure that an asset meets legislative compliance requirements (compliance liability)
- the cost of works required to ensure that an asset is optimally functional (functionality liability)
- the replacement cost of assets that have reached the end of their economically useful life.

The 2012 Condition and Functionality Audit revealed the University's backlog maintenance liability to be in the order of \$194M, or 24.95% of ARV, with 36% of the buildings assessed accounting for 77% of the total figure.

The inability to address maintenance issues contributes to the University's 'Poor' facilities condition rating. A reduction in the BML of \$113M would be required to achieve an average condition rating of 'Good'.

The University has established a five year rolling program to address backlog maintenance tasks in accordance with maintenance priorities and within available budget, however, achieving any significant reduction of the BLM is dependent upon adequate funding for recurrent annual building operating costs and recapitalisation, together with disposal of surplus properties and rationalisation of built space.

## **2.4 Space Utilisation**

Built space is a valuable University asset. Effective and efficient space utilisation is critical to the provision of optimally functional, high quality facilities and the management of maintenance and operating costs.

In 2013, the sector average for space utilisation was 13m<sup>2</sup> GFA/EFTSL and the University's average was 15.3m<sup>2</sup>/GFA/EFTSL, with the following variations between campuses<sup>3</sup>:

- Sandy Bay – 17.5m<sup>2</sup>
- Hobart CBD – average 15m<sup>2</sup> with significant variations:
  - Health Science Precinct – 9.3m<sup>2</sup>
  - Conservatorium – 10.6m<sup>2</sup>
  - Tasmanian College of the Arts – 37.9m<sup>2</sup>
- Newnham – 16.9m<sup>2</sup>
- Inveresk – 22.2m<sup>2</sup>
- Cradle Coast – 13.8m<sup>2</sup>.

Australia's best-performing Universities in terms of space utilisation are achieving averages around 8–9m<sup>2</sup>/EFTSL. This figure is achieved in the University's MS2 Building, which was designed in accordance with sector best-practice.

### **2.4.1 Teaching Space and Lecture Theatre Utilisation**

The TEFMA benchmark for both teaching space and lecture theatre utilisation is 56.25%, while the benchmark for specialist teaching laboratories is 37.5%.<sup>4</sup>

With utilisation figures between 15–21% (Hobart) and 12–16% (Newnham) for teaching space and lecture theatre utilisation and 9% for utilisation of specialist teaching laboratories, the University performs poorly against TEFMA benchmarks.

Occupancy rates of 31% at Sandy Bay and 34% at Newnham also fall well below TEFMA's suggested target of 75%. Falling occupancy rates over time may indicate that the number of students attending classes and lectures on campus is less than the total number of enrolments, resulting in a mismatch between real class size and allocated venue. This is

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<sup>3</sup> TEFMA uses an average rather than a benchmark because figures can vary significantly depending on the location of the institution (regional vs urban), the focus of activities (teaching vs research), the mix of disciplines taught (sciences vs humanities), the staff to student ratio; etc. Australia's GO8 universities, for example, average 18.4m<sup>2</sup> GFA/EFTSL due to higher research focus. If GO8 universities are excluded from the totals, average utilisation is 10.8m<sup>2</sup> GFA/EFTSL.

<sup>4</sup> Room utilisation = Room Frequency x Room Occupancy where:

- Room Frequency is the number of hours the room is used, divided by the number of hours the room is available for use during the core teaching period (8am – 6pm). (TEFMA suggested target: 75%)
- Room Occupancy represents the average number of students in the room when the room is in use, compared to the room capacity. (TEFMA suggested target: 75%)

supported by enrolment data, which indicates that only around 67% of enrolled students attend lectures; a trend consistent with the increased availability of online course delivery and lecture recordings.

The utilisation figures also suggest that the University's currently has too many bookable teaching spaces and lecture theatres and that many of these are of the wrong size. Data suggests that a reduced number of venues with a capacity of 50–80 students would better serve learning and teaching requirements.

Other factors contributing to low utilisation may include:

- resistance to change on the part of teaching staff who gravitate to favourite venues irrespective of class size; and
- poor functionality and amenity rendering some venues undesirable.

### **3 SAMF Objectives**

The University will take an evidence-based, whole-of-portfolio approach to asset management, founded on analysis of asset performance data to inform targeted expenditure which will meet strategic goals and operational requirements and provide a rational and sustainable basis for the management and development of University assets.

Managing property and space assets in line with sector benchmarks, divesting property that is surplus to operational needs, realigning infrastructure into activity-based precincts and concentrating activity around the campus core will create a more attractive and efficient campus layout and enable us to provide consistently high-quality facilities across all sites

#### **3.1 Campus Development Objectives**

The primary objective of current campus development planning is to consolidate the University's resources to deliver quality facilities that enhance all aspects of the campus experience for students and staff. The University's campus development objectives have been informed by the pressing requirement to address issues of inefficiency in campus layout and space utilization, to improve the performance of the property portfolio against key sector benchmarks and - critically – to enhance the campus experience for both students and staff.

Should the University continue to manage and develop its built assets according to current practice and usage – that is, at the current space utilization rate per EFTSL and without a holistic consolidation and disposal plan - total capital, maintenance and servicing costs over the next decade would be in the order of \$962 million.

A holistic program of rational development and consolidation to deliver a reduction in Gross Floor Area (GFA)/EFTSL of 0.8m<sup>2</sup> per annum for each of the years 2014-2023 would reduce this figure to around \$142 million, with future growth funded by recurrent savings

Campuses will be developed in line with the principles articulated in GLPs 9 and 10, to deliver on the built environment goals established in the *Open to Talent Strategic Plan* and cognisant of the relevant campus Master Plan and/or UDF.

The specific campus development objectives distilled from these guiding strategic documents are to:

- redevelop and reinvigorate campuses to give UTAS a distinctive presence, particularly in the Hobart CBD
- increase operational efficiency through:
  - consolidation of like functions into activity-based precincts
  - rationalisation of the property portfolio

- overall reduction of the built footprint
- reduction of maintenance backlog
- reduction of maintenance and service costs
- enhance UTAS image through refurbishment/repurposing of existing and creation of new facilities that support learning and research, and enhance the student experience
- ensure that space is fit for purpose and improve functionality, condition and utilisation of space
- ensure that development is economically and environmentally sustainable; and
- facilitate opportunities for commercialisation.

Based on these objectives, the University will develop site-specific development plans for each campus which will be supported by staged development plans and realised through implementation of individual capital works projects.

Campus Development Plans will utilise asset portfolio performance data to outline solutions targeted at addressing deficiencies and inefficiencies in the built environment by rationalising campus layout, consolidating facilities and reinvigorating campuses to deliver a better campus experience for all students and staff.

### **3.2 Capital Works Objectives**

Capital works such as new constructions, renovations and installation of services infrastructure will be planned and prioritised on a whole-of-university basis to implement institutional strategic goals and operational imperatives, including implementation of the Campus Development Plans.

Centralised planning and delivery of capital works is essential to ensure rational and sustainable development of the University's built environment.

All capital works proposals will be developed in consultation with CSD and prioritised by the CIC to:

- ensure that proposals align with the University's overall strategic and operational requirements, as well as fulfilling the objectives of individual Organisational Units;
- ensure that all matters affecting the long-term cost of the proposal have been considered, including:
  - lifecycle costs (operating, maintenance and services)
  - utilities infrastructure (water, power, gas) to support the proposal
  - capacity of existing and/or requirement for new/upgraded building services infrastructure (e.g. heating, ventilation, fire protection) to support the proposal
  - capacity of existing and/or requirement for new/upgraded ancillary building services (e.g. grounds, parking, catering) to support the proposal
  - capacity of existing and/or requirement for new/upgraded information and communications technology to support the proposal
  - compliance with environmental sustainability principles and policy
  - compliance with legislative and building code requirements
- ensure that the proposed works will fulfil the proponent's stated functional requirements and deliver the anticipated benefits
- facilitate improved planning of works projects to ensure timely and cost-effective delivery.

CSD will manage delivery of all University capital works projects in accordance with CSD processes, with input from relevant Organisational Units to maximise resources and create operational synergies by taking a 'whole-of-University' approach to infrastructure planning and development.

### **3.3 Capital Management Plan (CMP)**

The CMP is a dynamic document that provides a five-year forward plan for capital infrastructure expenditure.

The CMP budget comprises two components: major capital works and information communications technology (ICT) projects, with budget allocations made on an annual basis, in alignment with the broader university budget cycle. CSD is responsible for delivery of CMP capital works, which may include renovations, compliance works, infrastructure improvements and new construction activities, while delivery of ICT projects is managed by Information Technology Services.

Reports on the status of CMP-funded projects are submitted to each meeting of the CIC, with detailed reports on major capital works projects (i.e. those with a budget exceeding \$500,000) also submitted to the BEIC.

### **3.4 Space Management Objectives**

Consistent with University strategic goals, space will be centrally managed and allocated in accordance with sector best practice to:

- achieve strategic objectives relating to rationalisation and consolidation of the University's built footprint
- realise operational efficiencies
- deliver financial benefits by reducing recurrent operating costs, decreasing the BML and realising revenue through the sale of surplus property assets.

Key space management objectives to be achieved during the life of the SAMF include:

- sector average for m<sup>2</sup> GFA/EFTSL
- TEFMA suggested targets and benchmarks for teaching space and lecture theatre utilisation
- annual reduction of 0.8m<sup>2</sup> reduction in GFA/EFTSL.

#### **3.4.1 Space Management Strategy**

Strategies to achieve these objectives are articulated in the *Space Management Strategy*, which will be supported by incremental implementation of the *Space Management Policy* and *Space Allocation Guidelines* in all new capital construction projects, renovations and relocations.

### **3.5 Property Management Objectives**

Management of the University's leased property portfolio will be undertaken centrally in order to ensure that all property leases to which the University is a party (either as lessor or lessee):

- align with the University's strategic objectives and operational requirements;
- are commercially and legally robust
- are in the University's best interests, with all rents charged at commercial rates (unless special circumstances are determined)
- are consistently and professionally administered through a central Lease Register.

#### **3.5.1 Property Management Strategy**

Strategies to achieve these objectives are detailed in the *Property Management Strategy*, the implementation of which will be supported by a *Property Management Policy* and associated *Procedure*.

### **3.6 Infrastructure Asset Management Objectives**

The *Infrastructure Asset Management Strategy* (IAMS) applies to University building assets and associated fixed plant and equipment. It includes building fabric and structure, fixed plant and equipment that are part of a building's services, civil works (roads, paved areas, fencing, etc) and site services (water, gas, electricity, storm water drainage, sewerage). It does not apply to computers, telephones, vehicles or to assets managed by individual Organisational Units, such as specialist research equipment.

The IAMS establishes a structure for the strategic maintenance of University assets that optimises the asset life-cycle whilst ensuring the most efficient and effective expenditure of limited resources.

The key performance objectives of the IAMS are:

- assets are maintained to perform at optimum levels during their life cycle, reducing service disruptions and losses due to failure
- critical areas and risks are identified and managed
- performance of assets is reviewed to suit service delivery and to ensure assets are fit for purpose
- the cost of maintaining assets over their life cycle is quantified
- information is gathered to assist future decision-making and budgeting
- continual improvement of maintenance performance against Environmentally Sustainable Design (ESD) principles.

#### **3.6.1 Infrastructure Asset Management Strategy**

Strategies and operational activities to achieve these objectives are detailed in the IAMS and associated subordinate plans, which are also supported by the *Infrastructure Asset Management Policy*.

#### **3.6.2 Subordinate Plans**

The Infrastructure Asset Management Strategy is supported at the operational level by the Infrastructure Asset Management Plan and six sub-plans:

- Infrastructure Services Plan
- Infrastructure Assets Refurbishment/Replacement Plan
- Corrective Maintenance Plan
- Statutory/Preventive Maintenance Plan
- Backlog Maintenance Plan
- Environmental Refurbishment Plan.

These operational plans interact to deliver operational efficiencies and cost savings and to achieve KPI targets.

### **3.7 Property Disposal Objectives**

In order to fulfil its objectives in respect of asset consolidation, rationalisation and cost efficiency, the University will dispose of property that is:

- obsolete because:
  - its condition and functionality is such that retention and continued maintenance is no longer economically viable
  - its functions have been relocated to, or are duplicated at, an alternative site;
  - it was designed to support services or operations no longer offered by the University and cannot readily or cost-effectively be adapted for re-use
  - it is technologically outmoded and no longer capable of performing its required function and cannot cost-effectively be upgraded
  - it does not, or cannot cost-effectively be upgraded to, meet current legislative and/or regulatory requirements

- in an unsuitable location due to:
  - dysfunctional alignment in respect of operational activities
  - access issues that prevent cost-effective operation
  - insufficient operational demand for its functions at the existing location
- subject of other constraints that make its retention uneconomical or undesirable, including:
  - heritage issues
  - environmental issues
  - site contamination
  - lack of services infrastructure
  - local government planning/zoning constraints.

Disposals will be executed by sale or demolition, depending upon the location, condition and value of the built asset/property.

In conjunction with the campus development, capital works, space management and infrastructure asset strategies and plans, a targeted program of disposal will:

- contribute to reduction of the University's built footprint by 0.8m<sup>2</sup> GFA/EFTSL for each year of the SAMF
- facilitate achievement of TEFMA averages and benchmarks for space utilisation;
- contribute to reduction of ongoing maintenance and operating costs
- contribute to reduction of the BML
- deliver revenue from property sales for reinvestment in capital infrastructure development and renovation.

Disposal of built assets and real property will be executed in line with University strategic objectives and operational requirements and in accordance with the *Asset Management Policy*, *Asset Management Procedures*, *Delegations Policy* and attendant *Schedules*.

To ensure a whole-of-university approach, CSD will be involved in all preliminary internal and external discussions, negotiations and decision-making relating to the disposal of interests in University property, with all proposals for disposal to be submitted to the Finance Committee and University Council for approval.

### **3.7.1 Property Disposal Plan**

The property disposal objectives are supported by the Property Disposal Plan. The Property Disposal Plan is a dynamic document listing properties identified for disposal during the life of the SAMF, the proposed method of disposal and expected financial return (in revenue or maintenance/operating cost savings) for each building. Development and review of the plan is based on building condition, functionality and API data.

### **3.7.2 Other Surplus Assets**

Other assets that no longer meet the strategic and/or operational needs of the University are to be disposed of in a structured and prioritised manner, in full knowledge of prevailing market conditions and in accordance with the *Asset Management Policy* and associated *Procedures*.