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***Facilitating a
Large Scale Collaborative Venture (LSCV) Project:
an approach to economic growth based on a
strategic marketing evaluation of the
Multifunction Polis Project (1987– 1990)***

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**Facilitating a Large Scale Collaborative Venture Project:
A Strategic Marketing Evaluation of the Multifunction Polis**

Dedicated to:

my parents

Jack and Veronica;

my brothers and sisters

Robert, Paul, John, Barbara, Denise and Christine;

my wife Nancy

and our children

Lara, Andrew, Natalie and William;

and to

visionaries,

who see things as they are not —

— not as they are.

Abstract

This study is fundamentally about how governments and business in Australian have approached development initiatives and it represents a search for ways to improve this approach. The thesis nominates large scale projects which involve collaboration between government and the private sector (termed: *large scale collaborative venture* – LSCV) as one aspect of competing in the modern global economy. It subsequently pursues the research proposition – that a LSCV can be effectively facilitated by following a theory based process model employing strategic marketing theory and concepts. In justifying this proposition, this study outlines an approach to managing such ventures involving government and business participants that may possibly enhance Australia’s success in managing such ventures and thereby, help Australia to compete more successfully in this aspect of global competition. A set of inherent questions guide the approach of this thesis:

- What theory underlies successful business management?
- How is this theory utilised in successful planning and implementation?
- What is the process in business through which organisational, planning, implementation and management decisions are made?
- How are various areas of theory integrated in this process?
- Can this process apply effectively to a LSCV and if so, how?

The following research objectives were subsequently compiled and, with reference to grounded theory and action research methodology, provide the basis for the design and methodology of this thesis:

1. Identify and document the activities and arrangements evident in a LSCV.
2. Identify and document the elements of theory from the literature which constitute good business practice relevant to the research situation.
3. Develop a model of effective business practice (consistent with the information produced for objective 2).
4. Develop the basis for an evaluation of the research situation.
5. Evaluate the activities and arrangements evident in the planning and implementation of an LSCV.

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A summary of the background factors relating to Australia's society and economy introduce the study. In particular, Australia's industry development concerns in the period 1960 – 1990 and attempts made to find a strategy and direction for the development of a broader, more substantial industry base for the nation are outlined. It is with reference to this situation that an initial question is raised: How can Australia effectively compete in the global economy? and consequently, LSCVs are nominated as one aspect of competition that is the focus of this research.

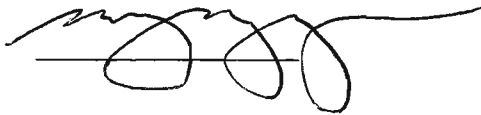
It is proposed that major projects fail possibly because of flaws in their management and that they may not follow a rational process. Research is undertaken to understand the research situation by documenting the activities and processes involved in the planning and implementation of a case representative of such major projects. The Multifunction Polis feasibility study (1987-1990) is selected as the case study representative of a LSCV and one which emerged in the Australian context described initially. This represents the initial research component of the thesis wherein the issues, implications, problems and initiatives associated with an LSCV are evident.

The thesis proposes that the problems inherent in the case could be effectively addressed by a more rigorous process — a process that could be identified from the examination of theoretic literature. Through reference to relevant literature, it identifies practices successfully used in corporate planning and management in the way they develop and implement their programs and projects. An idealistic scenario is developed with reference to the literature and an evaluation is subsequently undertaken based on a comparison of the case and the scenario.

This thesis makes several contributions in addition to addressing the research question and associated objectives, including the value of the comprehensive account of the MFP and secondly, and the demonstration of strategic marketing practices beyond the corporation, in a higher and more complex context. It also identifies a myriad of issues, implications and potential applications that may induce further research.

Statement of original authorship

To the best of my knowledge and belief, the work presented in this thesis is the original and independent work of the author, except where specifically stated. This work has not been submitted in whole or part to any university for the attainment of any other formal qualification.



Maxwell James Briggs

8th July 2004

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I am gratefully indebted to my supervisor for this thesis, Dr Thomas Mandeville and thank him for his constant support, encouragement and direction throughout this study. I also wish to thank all who have helped me during this period — personally, professionally and academically.

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Abbreviations

AAK	Arthur Andersen and Co and Kinhill Engineers
ABC	Australian Broadcasting Commission/Corporation (Australia)
ABS	Australian Bureau of Statistics
AMA	American Marketing Association
ANU	Australian National University (Australia)
ANZ	Bank (Australia)
ANZSIC	Australia and New Zealand Standard Industry Classification
ASIO	Australian Security Intelligence Organisation
BIE	Bureau of Industry Economics
CFR	Consultancy Final Report (JS, 1990)
CSIRO	Commonwealth Scientific and Industrial Research Organisation (Australia)
DFAT	Department of Foreign Affairs and Trade (Australia)
DISR	Department of Science, Industry and Resources
DITAC	Department of Industry, Technology and Commerce (Australia)
FIRB	Foreign Investment Review Board
GDP	Gross Domestic Product
GMD	General Marketing Document
GSM	Growth Share Matrix
GVC	Generic Value Chain

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GVM	Growth Vector Matrix
IDC	International Development Centre (MFP Scenario)
IDPS	International MFP Development and Participation Symposium (MFP Scenario)
ILSU	International Liaison Special Unit (MFP Scenario)
IPP	Investor and Participant Program
IRR	Inventor Response Report
IRU	Information Research Unit (University of Queensland Economics Department)
JDC	Japanese Domestic Committee (MFP Feasibility Study)
JSC	Joint Steering Committee (MFP Feasibility Study)
JSWD	Joint Secretariat Working Document (MFP Feasibility Study)
LSCV	Large Scale Collaborative Venture
McKinsey	McKinsey and Co.
MFP	Multifunction Polis
MFPAR	MFP Australia Research Ltd. (MFP Feasibility Study)
MFPPA	MFP Project Authority (MFP Scenario)
MFP NSW	The Sydney proposal
MFP VIC	The Melbourne Docklands proposal
MFP SA	The Adelaide proposal
MFP NQ	The North Queensland proposal
MFP QLD	The Queensland Gold Coast proposal

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MITI	Ministry for International Trade and Industry (Japan)
NCDA	National Capital Development Authority (Australia)
NEC	Computer Company (International)
NIEIR	The National Institute of Economic and Industry Research
NPD	New Product Development
PCP	Pilot Concept Paper (MFP Feasibility Study)
PDR	Project Development Report (MFP Feasibility Study)
PIMS	Profit Impact on Marketing Study
PLC	Product Life Cycle
QANTAS	Airline (Australia)
RFT	Required For Tender
SAP	Spatial Attributes paper (MFP Feasibility Study)
SBU	Strategic Business Unit
SCA	Sustainable Competitive Advantage
SISU	Social Issues Special Unit (MFP Scenario)
SRF	Strategic Research Foundation (Victoria, Australia)
STP	Segmentation, Targeting and Positioning
SWOT	Strengths, Weaknesses, Opportunities, Threats
USP	Unique Selling Proposition

Chapter One —

Introduction and Overview

Introduction

This study addresses the issue of how governments and business in Australia have approached economic development initiatives and how potential participants and stakeholders have responded to the planning and implementation of such economic development initiatives.

The thesis begins with a brief overview of factors which have influenced Australia's society, its economy and its economic development up to the end of the 1980s. It examines influences on the Australian business environment and the practices followed with regard to progressing and implementing significant development initiatives. It is concerned particularly with collaboration between industry and government in industry growth initiatives in Australia and the processes through which new business opportunities are identified and developed.

This chapter provides background information relating to the identified problem and research question which are further articulated in Chapter 2. It then provides an overview of the thesis and a summary of areas where this study makes a contribution to knowledge.

Background: The Australian context (1900-1990) ¹

Australia entered this century as a newly-formed federation of states, all of which shared a common British colonial heritage with a population comprised almost totally of British and Irish working class. This heritage influenced the formation of a

¹ This section draws from numerous accounts of Australia's economic and social history, notably Maddock & McLean (1987); Dyster & Meredith (1990); Horne (1965).

national psyche and ideals which were a mixture of ‘she’ll be right’ complacency, ‘leave us alone’ anti-authoritarianism, and ‘stand by your mates’ egalitarianism. The new nation, rich in natural resources, enjoyed the world’s highest per-capita Gross Domestic Product (GDP), and was content to ride on the riches provided by its abundant grazing, farming and mining land without any significant value-added industrial activity. Australia sought security for its fledgling and remote economy and its equally remote white society through protectionist policies in industry tariffs and a *White Australia* policy which, in essence, restricted immigration to white Anglo-Saxons.

Australia as a society was also rich in ideals. It began the world’s first successful union movement, it elected the world’s first labor government, and it achieved previously unparalleled workers’ conditions and awards in the eight-hour working day, minimum wage rights, the right to strike and job security, regardless of the skill level or seniority. With unequalled living standards and a strong but unsophisticated economy, Australia enjoyed its role as a supplier to other overseas industrial economies (mainly Britain) and neglected to develop its own manufacturing industry to any significant extent. It was not until the advent of World War II, when Britain called on its Commonwealth countries to contribute munitions and manufactures to the war effort, that manufacturing activity gained momentum.

For a twenty-year period after the war, this growth in Australia’s manufacturing sector continued. Steel production, car factories and a wide range of industrial and consumer products enjoyed strong growth, still shielded from international competition by protectionist policies. This success was artificial, however, as these industries were uncompetitive due to poor technology and lack of experience, while the protection they enjoyed from international competition only served to make them inefficient.

The 1960s saw the start of significant changes in the world order, the effects of which Australia — inward-looking, isolated and seemingly insulated by its industry and social protectionist policies — could not escape. In the USA, the devaluation and eventual floating of the dollar marked the end of stable international exchange rates. Oil price rises in 1973 and again in 1979 sent shocks through the world’s leading

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economies and helped trigger the recessions of 1974–75 and 1980–83. Rising inflation, high unemployment, the closure of industrial plants in the face of domestic economic downturn, and new international competition were all hallmarks of a destabilised USA economy in need of dramatic restructuring.

The effects spread far beyond the USA domestic market. International markets were destabilised; markets for labor, finance, natural resources and consumer products were all adversely affected by various macro-environmental changes. Changes as diverse as:

- the Beatles Pop music culture and ‘flower power’ movement, which symbolised a non-violent revolution in social attitudes, expectations and priorities; and
- the Vietnam war and conscientious objection groups, which challenged the elected government’s judgment and the right to become involved in another country’s conflicts.

The world economy underwent fundamental structural change as Japan emerged as a leading international trading, production and financial power. Socio-political and social systems and culture in many countries throughout the world began experiencing change and adjustment, as manifested in:

- the shift of focus to the Pacific Rim;
- the opening up of China and the emergence of Asian economies;
- the fall of the Berlin wall (November, 1989) ;
- the collapse of USSR and the communist system in Europe (1990).

It was an age of rapid technological change, buoyed by the space program which put man on the moon, by transportation advances, information and telecommunications technology and by significant scientific breakthroughs affecting health and social behavior. It was indeed a time of unprecedented change!

Australia thereby became more conscious of international forces and recognised that it was not immune to or isolated from such forces, regardless of its internal

protectionist policies. Genuine concern with international competitiveness and its role in the international economy increased as it faced up to its declining economic performance in terms of per-capita GDP and economic growth. The 1960–70 period saw the economic growth rate halved, a slower population growth rate and unacceptably high levels in inflation and unemployment. The manufacturing sector declined steadily throughout the 1960s and 70s to the extent that, by the end of the 1970s, the manufacturing share of GDP in Australia was among the lowest of industrialised countries. Australia had slipped from top spot in per-capita GDP at the start of the century to 5th in 1960, to 17th in 1986, and Australia's share of world trade had fallen by more than half from 2.8 per cent in 1950 to 1.2 per cent in 1986.

An inquiry into Australia's postwar development and ways to further encourage growth was commissioned by the Menzies government in the 1960s [*The Vernon Report*] (Australia 1965). The main recommendation of the report was that an independent group of economic policy advisers be established but no further action was made at that time.

Historically, Australian society has looked to government rather than to private enterprise for solutions to the nation's social or economic problems. This has ensured a primary role for government in social and economic development. A unique style of business–government relationships has developed through such factors as the 'high levels of involvement by governments in Australia's economy, frequent elections, a system where ministers are advised by and policies shaped, refined and implemented by a bureaucracy that lives and works in a specially built city, remote from business and the day to day realities of Australian life.' (Lewis 1993).

This dependence on the government role in guiding the economy, combined with market characteristics such as low-level competition in a remote market geographically isolated from other major world players, and the control of many 'Australian companies' by overseas parent corporations may explain a general distrust of markets by Australians. Because of this distrust, Australians have often accepted government decisions and policies which may not have been most efficient or suitable.

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In 1972, Australians elected their first Labor government since 1949 on a platform of social change and political reform. This period of the Whitlam Labor government (1972–75) had significant impact on Australian political, social, economic and cultural life. On the economic and industrial reform agenda, it was swift and resolute in implementing changes to redress the ‘problems’ which had accumulated during Labor’s long period in opposition. It introduced tariff cuts of 25 per cent (the first since 1901), applied closer scrutiny to foreign direct investment, and social expenditure increased sharply. It moved to deregulate currency and began an inquiry into Australia’s industry — Australian Committee to Advise on Policies for Manufacturing Industry [Jackson Report] (Australia 1975) — as a preliminary step towards industry restructuring. All of this happened at a time when global economic circumstances were anything but favorable, so the timing of these long-overdue initiatives proved to be somewhat unfortunate. By the time the Jackson Report was tabled in August 1975, Australia was in recession and the government was in political trouble and facing a hostile electorate. When the Federal election was called in December 1975, Australians voted for a return to conservative government with the hope of a return to prosperous times.

The Jackson Report pointed to the need to reform Australian industry so that it could be competitive in world markets. Removal of tariffs and the provision of export incentives were the main themes of the report. Four years later, the Fraser government tabled the report on its own inquiry into industry development, Australian Study Group on Structural Adjustment [Crawford Report] (Australia 1979). Its recommendations concurred with the Jackson Report, again proposing a gradual reduction in tariffs and assistance for export initiatives.

In 1983, Labor was again voted into government. The Hawke Labor government targeted industrial relations and work-practices in its approach to improving Australian industry productivity and its international competitiveness. In what was termed the *Accord*, a conciliatory and pragmatic approach was taken, involving representation from government, business and the workers’ unions to arrive at a set of agreed work practices and common goals. Other economic reforms were introduced, including floating the dollar and deregulating financial markets, allowing foreign banks to enter the Australian market.

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Industry plans were compiled for cars, textiles and steel but the initiative to respond was generally left with the private sector operators and investors. The attitude was that government need only set macro-economic policy and the system would work itself out, with the weak falling out and stronger companies gaining economies of scale. As a result of this approach, it was expected that greater industry efficiency would be achieved.

Despite a period of relative stability and pragmatic reform, the economy made little improvement, the trade imbalance continued to deteriorate and commodity prices fluctuated widely. There were, however, indications of industry growth in the high-tech and other sunrise industries, and also indications that, at a fairly small level, Australia had a number of enterprising exporters who were *born global*, showing that they could take on world competition in these emerging product areas and succeed (Rennie 1993).

Australia's trading relationships and prospects with its major Asian trading partners were the focus of another government commissioned study, 'Australia and the North-east Asian Ascendancy' [The Garnaut Report] (Australia 1989). The findings released in November 1989 recommended that Australia take the initiative in unilateral trade liberalisation, removing tariffs by the year 2000. Another government report by Austrade indicated that the areas which represented the best prospects for Australian manufacturing industry were in simply-transformed manufactures, elaborately-transformed manufactures (ETMs) for the provision of infrastructure in developing countries, and niches in high technology areas.

A study commissioned by the Australian Manufacturing Council (AMC) provided a different view of the problems and solutions (Pappas, Carter, Evans & Koop/Telesis 1990). It used a strategic management perspective, in contrast to the orthodox economic foundations of the Garnaut Report and the other earlier industry studies. It acknowledged the problems of inefficiency and complacency caused by protectionism, but it went further to identify a number of other reasons for the lack of growth and competitiveness of Australian businesses. These included high power costs, high transport costs, unreliable ports, institutional barriers to agricultural

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product processing inherent in agri-marketing arrangements, the inaccessibility and high cost of capital and currency fluctuations driven by commodity prices.

The report indicated areas of new industry and nominated sectors for special support, including cars, computers, telecommunications, aerospace and pharmaceuticals, and recommended that tariffs should be reduced with discretion and not unilaterally to the levels of our trading partners. It stressed the need for changes in taxation to offset high capital costs and the need for a new workplace culture to redress the protectionist shaped mindset, particularly the complacency, short-sightedness and lack of long-term planning and commitment.

What was apparent and consistent in government and business actions in Australia in recent decades was that Australia was in need of an economic overhaul. There had been significant economic restructuring in recognition of global trends in business and trade and the erosion of Australia's traditional economic base of commodities and low value-added, low-tech manufactures. Once this predicament was recognised, the challenge then was how to respond in more than just a piecemeal, politically contrived way. The lifestyle and affluence of Australians was under threat as the *lucky country* found that its traditional economic base could not sustain its excesses. There was a need to set the directions for industry development and economic policy using longer-term horizons, and a need to rediscover a national identity and consensus that was lacking in Australia.

Identification of Research Problem.

It is evident from this background that there was a perceived problem with Australia's economy and that both government and business were concerned about how it to effectively facilitate industry growth to sustain the economy and preserve the Australian lifestyle for future generations. This background account indicates Australia's aspirations to improve its economy by expanding its economic base and, to this end,

- to foster new industry in Australia, and
- to attract foreign participation in industry development programs.

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It also implies the lack of success in a number of initiatives aimed at achieving this industry growth, raising questions about how such initiatives could be managed more effectively.

From some perspectives, Australia has not performed well in the area of industry planning and development. Historically, it has demonstrated a reluctance to instigate formal planning and implementation procedures. Despite the flow of industry and economic reports, the absence of evidence of significant follow-up and sustained commitment to actions emanating from these reports supports this negative view.

Even when projects and initiatives are implemented, decision-making processes and planning of major initiatives in Australia are often poorly executed. Aligned with this is the allegation of sub-standard management and leadership practices in Australia, as stated in official reports [The Karpin Report] (Australia 1995a) and other political and economic commentaries (Hamilton 1991). Numerous failed projects, abandoned proposals and lost opportunities attest to this poor record (Scott 1992; Mackay 1993; Hamilton 1991).²

In the emerging era of the 1990s defined by globalisation and the New Economy, there was strong competition between countries as they each strove for the same goals as Australia — economic growth and foreign investment and participation. Large and complex projects involving collaboration and active participation of governments and multinational industrial corporations are one of the means of transforming economies and achieving the growth and participation goals. It would appear that Australia, like other competing countries, may need to be able to participate effectively in such projects, to be able to attract, plan and implement innovative concepts that will grow into wealth producing industries that support Australia's future.

² Australia is not without its successes. Major projects such as the Snowy Mountains Hydro-electricity Scheme, the national capital city Canberra, the Sydney Opera House and the Sydney 2000 Olympics, all testify that Australia has been able to undertake and complete internationally significant projects. The history of these projects also reveals many of the problems and issues that are the causes of failure alluded to in this thesis.

A relevant research situation: The Multifunction Polis

In 1987, such a large-scale, innovative and complex project was proposed for Australia that encompassed the characteristics of a large, complex international project as described above. The Multifunction Polis, as it became known, was a proposal by the Japanese government to Australia's national government to build a city of the future in Australia, involving investment and participation from business in Japan and Australia, and also from other countries. More than a city with leading edge infrastructure and facilities, it would be a seat of learning and knowledge exchange, where ideas were shared and new industries for the 21st century were spawned and even showcased. An elaborate feasibility study of the proposed project was subsequently undertaken — an exercise that exposed Australia's shortcomings in many areas, notably, the capacity to successfully undertake a large scale and complex project involving multinational, multi-sector participation.

A simple question arising from that experience was “How could the MFP proposal have been better managed?” This thesis builds on that question to address it more generically as: “How can complex projects involving a myriad of stakeholders and issues be effectively managed?” The overall research question for this thesis, together with associated research questions and research objectives are further discussed and articulated in Chapter 2.

The research process.

From this introduction of the research problem and resultant question it is evident that the research proposal for this thesis is derived from an experience, rather than a review of academic literature. This represents a departure from the process most commonly followed by other theses. It is, however, an approach consistent with grounded theory and action research, where a research situation is explored first, then relevant theory identified that can be subsequently applied to the research situation. This process is also explained in Chapter 2.

The research outcome

The focus of this research and the outcomes are much broader than a situation involving a single project such as the MFP. This research addresses national economic development strategy and applies to the type of large scale collaborative venture that has become a feature of the modern era — where governments form strategic alliances and where numerous specialist business corporations and social interest groups are consulted and have the opportunity to participate in the process. The outcome is not just the application of strategic marketing principles to a project situation; it is an organisational model that extends the scope of marketing principles specifically, and business theory generally, to a broader context, involving national economic portfolios and a national decision making context — one which corresponds to a corporation's industrial portfolio and its multi-level organisational hierarchy.

Contribution to knowledge

This thesis is concerned primarily with Australia's national development. The thesis refers to the use of large scale projects as a means of achieving economic reform and growth in the era of globalisation and the new economy. If Australia is to successfully compete with other countries striving for the same goals of economic growth and international participation, it may need to be capable of responding to such opportunities effectively. With regard to large scale projects, it should have the capacity to work through the process of analyzing, planning and implementing the proposal and managing the project throughout its evolving stages.

This thesis analyses a large project situation that represents the issues and challenges involved in effectively facilitating this type of opportunity. It proposes a process model based on business theory and corporate practice that can be applied at national level. The model is tested through the application to a hypothetical version of the project, and its effectiveness evaluated by cross comparison between the case and the scenario.

This thesis presents a **new evaluation** of the Feasibility Study experience, in the context of strategic marketing concepts and practices. This evaluation is warranted

and timely for a number of reasons. Previous evaluations done on the MFP experience during and soon after the completion of the Feasibility Study were predominantly negative, condemning the proposal as inappropriate or lacking merit and criticising the Feasibility Study as being poorly managed all round. This thesis develops, through reference to marketing theory and practices, a set of criteria which, when applied to the MFP experience, can expose the positive aspects as well as the shortcomings associated with the MFP proposal and Feasibility Study.

The reverse also applies. The application of marketing concepts and practices in the contextual framework developed for this thesis illustrates the wider application and relevance of business and marketing theory beyond traditional commercial and institutional practices. The application of strategic marketing practices to planning in a national context, especially in a situation involving both industry and government stakeholders, wherein the scope is extended to a portfolio of industries comprising a nation's economic base is a potential contribution of this study. Strategic marketing in this expanded context has the potential to be used with effect in a structured approach to national level planning, at sub-levels in regional development and industry development, and to any large scale complex project such as the MFP.

Thesis structure and approach

The structure of this thesis is illustrated in Figure 1. The thesis proceeds through the steps depicted in this diagram, beginning with this chapter's background information on the Australian situation and identifying the concerns for a more advanced economy or industry base in Australia.

Chapter 1. Introduction and Overview.

This chapter introduces the theme underlying the thesis, namely Australia's economy, and summarises historical examples of Australia's approach to economic development. It advocates the need for a better way. The chapter identifies the significance of global trends involving collaboration of corporations and governments, especially in large scale complex projects (LSCP). introduces the question:

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“How can complex projects involving a myriad of stakeholders and issues be effectively managed?”

The chapter presents a summary of the contribution to knowledge this thesis will make and outlines the proposed structure of this thesis with a synopsis of each chapter.

Chapter 2. Methodology.

This chapter elaborates on the research topic and outlines the structure and methodology adopted in this thesis. It formulates the research question: “How can a large scale collaborative venture (LSCV) be effectively facilitated?” and the related proposition: “Could corporate planning and management processes be effectively applied to a large scale complex project” and subsequently develops a set of associated research objectives to guide this study.

The chapter refers to literature on research paradigms and methodology with particular regard to qualitative research and social science research methodology. In so doing, it explains and justifies the choice of research design and the selection of methodologies and research activities engaged in this thesis, notably:

- the overall approach based on grounded theory and action research;
- the use of case study research to compile data on the research problem and
- the use of futures research principles in compiling an idealistic scenario as the basis for comparing and evaluating the research data.

The chapter further elaborates on the relevance of the Multifunction Polis as the case study selected for this study and on the selection of business theory as the body of theory to undergird this study.

Chapter 3: The Research Situation: MFP Case Study.

The purpose of this chapter is to examine a research situation to compile a body of data relevant to the research question: “How can a large scale collaborative venture (LSCV) be effectively facilitated?” The chapter presents a case study of the Multifunction Polis from its conception in January 1987 through to the completion of the Feasibility Study in May 1991. This is a particularly detailed account, aimed at

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covering the activities and contributions of all key participating groups. It provides a comprehensive account of the MFP concept as it was initially proposed and its subsequent analysis and interpretation by Australian planners. The chapter describes the manner in which Australian states, particularly Queensland, approached the planning process, how Australian national government authorities reacted, and how the national Feasibility Study was arranged and conducted.

Chapter 4. Initial Evaluation.

This chapter draws on the information detailed in Chapter 3 to perform an initial evaluation of Australia's response. It highlights key issues to emerge from the MFP proposal and Feasibility Study, establishing that a need exists for a more structured means of evaluating the process. By implication, it also identifies the need for a more structured national response and approach to managing a complex project like the MFP. From this point, it establishes the need for Chapter 5's contribution to the thesis — a literature review of successful business practices with particular reference to marketing theory and concepts and the strategic marketing process.

Chapter 5. Theory Relevant to Research Situation.

This chapter explores approaches to successful business practice and the key concepts and theories identified in business literature relevant to the research situation described in Chapter 3. A strategic planning and implementation process model is developed from the literature that provides the guidelines for effective planning and operation practices at various levels in a corporate context. It indicates the need for separation of roles while maintaining an integrated approach that accommodates the various parties involved in a venture. This chapter introduces a 3x3 contextual matrix, using the three levels of planning and three areas of operational scope to present the various planning and operational contexts. The matrix forms the framework from which the relevance of strategic marketing as it is applied at different levels of planning, with their different considerations of scale and scope, can be illustrated. The chapter then outlines how these concepts and practices are applied in a corporate business context.

Chapter 6 demonstrates the applicability of the strategic marketing process and marketing concepts at national level. The chapter demonstrates how the process is relevant to national planning and development and, through a hypothetical example,

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how that process would be followed for a major project initiative such as the MFP. The hypothetical scenario incorporates the fundamental requirements of planning, decision making and management as practiced by successful businesses and organisations in their selection and implementation of new ventures. Accordingly, it presents a benchmark against which Australia's approach to the MFP, as evident in the Case Study, can be objectively evaluated.

Chapter 7. Cross Evaluation.

This chapter undertakes a further evaluation of the MFP project. It uses the theoretical considerations in the extended national context for this theory, as developed in Chapter 5, and the MFP Hypothetical Scenario as outlined in Chapter 6 as a benchmark against which the management of the MFP as described in Chapter 3 is evaluated.

Chapter 8. Conclusions.

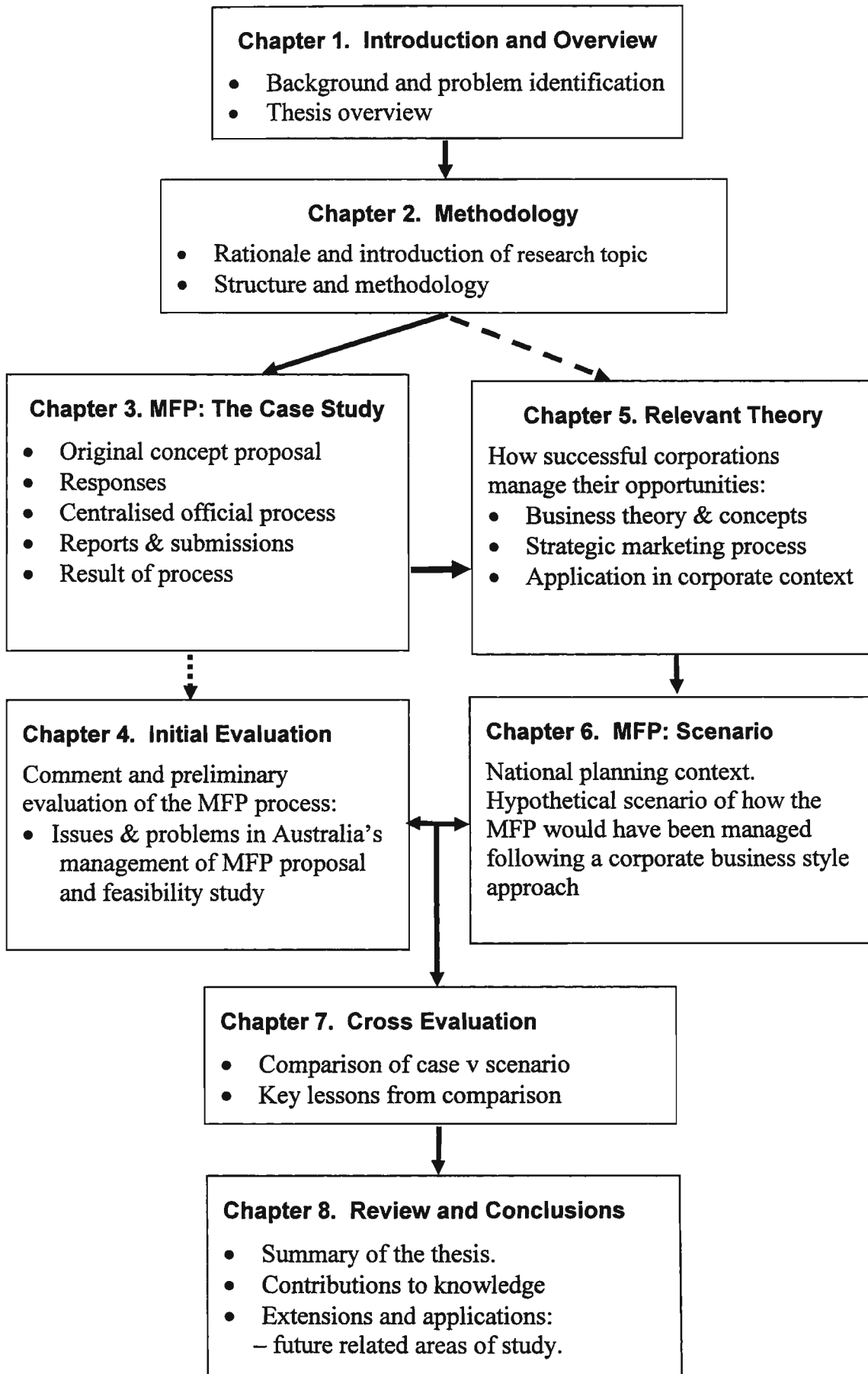
This concluding chapter presents a review of the thesis, summarizing the contribution of each chapter to the thesis and an overall evaluation of the thesis's contribution to knowledge.

Conclusion

This chapter has summarised the economic and socio-political factors which have influenced Australia's society, its economy and its economic development in the 20th Century. It examined influences on the Australian business environment and the practices followed with regard to progressing and implementing significant development initiatives, with particular regard to collaboration between industry and government in industry growth initiatives in Australia and the processes through which new business opportunities are identified and developed. This background account has provided the basis for identifying the research problem and the formulation of the overall research question. Chapter 2 will now expand on the research problem, research questions and objectives, and will outline the structure and methodology adopted in this thesis.

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Figure 1.1: Thesis Overview



Chapter Two —

Methodology

Introduction

This chapter introduces the research topic and outlines the structure and methodology adopted in this thesis. It addresses key considerations listed in Figure 2.1 compiled from literature on research paradigms and methodology, with particular regard to qualitative research and social science research methodology (Black 1993; Denzin & Lincoln 2000, 2003; Gummesson 2000, 2001; Marshall & Rossman 1995; Miles & Huberman 1985). In so doing, it explains and justifies the choice of research design and the selection of methodologies and activities engaged in this thesis, notably:

- the overall approach based on grounded theory and action research (Dick 1999; Glaser 1992; Gummesson 2000, 2001);
- the use of case study research to compile data on the research problem (Marsden, Oakley & Pratt 1994; Marshall & Rossman 1995; Yin 1993, 1994); and
- the use of futures research principles (Glenn 1994) in compiling an idealistic scenario as the basis for comparing and evaluating the research data.

The research topic: context and issues

This study is motivated by the issue of how Australian governments and business have approached economic development initiatives. Chapter 1 summarised the economic and socio-political factors in Australia coming into the current era, and the various initiatives undertaken to address new industry development. From this it is evident that Australia saw a problem with its economy and was concerned about how it could most effectively facilitate industry growth to sustain its economy for future generations. It indicated Australia's aspirations to improve its economy by expanding its economic base and, to this end,

- to foster new industry in Australia, and
- to attract foreign participation in industry development programs.

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It also implied the lack of success in a number of initiatives aimed at achieving this industry growth, raising questions about how such initiatives could be managed more effectively (Ellyard 2003; Hamilton 1991; Neville 2003; Scott 1992).

Figure 2.1: Considerations and Elements of a Research Plan

Methodology Considerations (from methodology literature*)	Chapter Outline
<p>Preliminary Planning Considerations</p> <ul style="list-style-type: none"> • Background issues • Problem being addressed • Overall question • Specific research issues • Underlying assumptions • Formulation of hypothesis • Relevance of the research • Potential beneficiaries of the research outcomes <p>Implementation Considerations</p> <ul style="list-style-type: none"> • Overall approach and rationale of research • Focus of enquiry • Research paradigm that undergirds the study • Academic paradigm and literature fields of reference • Research methods, techniques and tools • Site and sample selection • Data collection and analysis • Formulation of results 	<p>The research topic: context and issues</p> <p>Framing the overall research question - Specific research questions / considerations</p> <p>Thesis design and overall methodology - Approach and process - Grounded theory - The use of literature - Study overview</p> <p>Research paradigm / methodology options - Research paradigm - Qualitative research.</p> <p>Research methods - Case study methodology - Ethnography / participant observer - Futures research and scenario</p> <p>Data sources and collection Reference to literature</p> <p>Relevance of research Conclusion</p>

* Compiled with reference to Black 1993; Denzin & Lincoln 2000, 2003; Gummesson 2000, 2001; Marshall & Rossman 1995; Miles & Huberman 1985

These challenges are not unique to Australia. During the past several decades, governments worldwide have searched for new and innovative ways of maintaining and growing their economies. In the era of globalisation and the new economy phenomena in the 1990s, countries seeking to grow beyond established commodity

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and manufacture-based economies have focused on the creation and ownership of intellectual capital as the basis of growing their economy through innovation and the use of knowledge and ideas (Hanson 1999; Hearn, Mandeville & Anthony 1998; Ford 1997). This is consistent with the requirements of successful participation in the new economy where the emphasis is on the provision of innovative services based on information technology (Barnard et al 1998; Mandeville 2000).

Another trend in this period has been to undertake large scale projects that facilitate economic development (Cheung et al 2004; Ford 1997; Leman 2002; Matutinovic 1998) – projects requiring high capital, high intellectual and advanced technological input, such as

- major infrastructure works,
- new industry facilities,
- new technological products in communication and transportation,
- technological and scientific research leading to new product application,
- iconic cultural and sporting events and facilities,
- higher education and research institutions
- science and technology cities, and
- new forms of residential, leisure and resort facilities.

In many instances, these projects require collaboration and participation from governments and business in the host country and sometimes from foreign countries. This is again consistent with a feature of the new economy – the creation of new ways of networking and collaborative alliances between economic agents (Hearn, Mandeville & Anthony 1998; Mandeville 2000; Reinhardt 2002). One of the major driving forces for the new economy is globalization (Friedman 2000) and in combination with the global trade and commerce aspects of this period, this networking and collaboration extends across national economies and involves new collaborative arrangements — not just between firms but also between firms and government and between governments (Mandeville 2000). The new economy therefore requires new perspectives and new approaches, not only with regard to business and industry, but also in public policy.

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This in turn indicates that policy makers are in need of more relevant conceptual models to effectively respond to the requirements of the new economy. Just as Rooney and Mandeville (1998) argue that a policy framework based on the approach to managing intellectual capital in firms can be adapted to the public policy arena in managing the new economy (Svieby 1997), it is proposed in this thesis that strategic planning and marketing processes used in the corporate context can be applied to the public policy arena, specifically with regard to formulating roles, responsibilities and relationships for government, industry and other participants involved in a collaborative venture.

Framing the overall research question

The key issues evident from the above overview are Australia's desire to foster new industry in Australia and to attract foreign participation in industry development programs. Furthermore, these issues need to be considered in the context of the new economy where networking and collaboration in business and governments are key ingredients in pursuing major projects which, in turn, facilitate economic development. This research looks at the management of such projects and refers to them as *large scale collaborative ventures (LSCV)*. A LSCV is defined here as a large scale project involving collaboration between government and the private sector. The term, *effectively facilitated* used in this thesis refers to the implementation of a management system for a LSCV project where all stakeholders (governments, business and community) are represented, have input to the process and where there are clear and agreed lines of communication and authority in the consultation, decision making and implementation process. The overall research question articulated for this thesis for a special case of LSCV involving foreign government participation is:

“How can a large scale project involving collaboration between government and private sector within the host country plus foreign governments and corporations be effectively facilitated?”

This can be stated in an abbreviated form:

“How can a large scale collaborative venture (LSCV) be effectively facilitated?”

Specific research questions and considerations

A number of subsequent considerations are stimulated by this overall research question. Does the answer lie in examples of procedures in successful large scale projects or can it be best found in practical sources such as business practice? Does it lie in an even more fundamental source — theory? Clearly, both the practical and theoretic areas can provide relevant information and can be considered rich and appropriate sources; but while a study of various large scale projects would provide useful examples, these are likely to be project specific. They are also likely to exhibit general business and management practices which, in turn, are based on business theory. This assumption leads to the proposition that:

*Business related academic theory, concepts and practices as adopted by a corporation in planning and implementing a major venture can provide a model for adoption in a large scale project involving collaboration between government and private sector (LSCV); and the corollary is:
A LSCV can adopt corporate business practices for its successful planning and implementation.*

This subsequently leads to the following questions relating to this proposition:

What theory underlies successful business management?

How is this theory utilised in successful planning and implementation practices?

What is the process in business through which organisational, planning, implementation and management decisions are made?

How are various areas of theory integrated in this process?

Can this process apply effectively to a LSCV and if so, how? (Marshall & Rossman 1995).

To address the overall research question and its inherent questions, assumptions and issues, and to direct the design and methodology for this thesis, the following set of research objectives for this study are compiled:

6. Identify and document the activities and arrangements evident in a LSCV.
7. Identify and document the elements of theory from the literature which constitute good business practice relevant to the research situation.

8. Develop a model of effective business practice consistent with the information produced for objective 2.
9. Develop the basis for an evaluation of the research situation.
10. Evaluate the activities and arrangements evident in the planning and implementation of an LSCV.

Thesis design and overall methodology

This section relates to the design and methodology adopted for this thesis. As the approach and structure for this thesis is somewhat unconventional, reference is made to grounded theory and action research as the basis for justifying the adopted approach, and to the particular role of literature in this approach.

Approach and process

In order to address the research question through the research objectives stated above, this thesis follows a different design and sequence of discovery to that which is now commonly followed in marketing and management theses (Dick R 1999; Gummesson 2000, 2001; Marshall & Rossman 1995; Perry & Coote 1994; Perry, Riege & Brown 1999). A review of dissertations and related publications (Benton 2000; Christie 2000; Eynstone-Hinkins 2001; Healy 2000; Miyauchi 2002; Perry, Alizadeh & Riege 1997; Riege 1997; Riege & Nair 1996;) shows a common approach for the development of a thesis. It begins with a review of the literature on a topic within the selected discipline from which a problem or gap in knowledge is identified and the research question subsequently formulated. Research is then designed and implemented to address that question or test a hypothesis.

This thesis takes a different approach. It begins with the proposition that major projects fail because of flaws in their management and because they do not follow a rational process. Research is then undertaken to understand the research situation by documenting the activities and processes involved in the planning and implementation of a case representative of major projects. The thesis then proposes that the problems inherent in the case could be effectively addressed by a more

rigorous process — a process that could be identified from the examination of theoretic literature. Through reference to relevant literature, it identifies practices successfully used in corporate planning and management in the way they develop and implement their programs and projects. Disciplines relevant to the planning process are identified, and related literature examined for its suitability to the management of the project outlined in the case study. An idealistic scenario is developed with reference to the literature and an evaluation is subsequently undertaken based on a comparison of the case and the scenario.

Grounded theory

The approach adopted in this thesis is aligned with that adopted in action research and grounded theory (Dick 1999; Glaser & Strauss 1967; Gummesson 2000, 2001). This methodology begins with the research situation. The researcher's first task is to understand what is happening, how the participants manage their roles within that situation, and either progressively or subsequently to search the literature for theory that accounts for the research situation and the behaviour therein. Grounded theory is explicitly emergent and the aim is to discover the theory implicit in the data (Glaser 1992).

In grounded theory, a pragmatic approach is adopted that underlines "realism". The problem is either self-evident or has been revealed by prior studies and therefore, there is no need to analyse the literature to identify the problem (Ashill et al 2003; Dick 1999). In order to understand the research situation, the researcher compiles data about that situation, usually through observation, discussion, interviews and reference to recorded information, and sets out to find what theory may relate to that research situation. The heart of the process lies in comparing different data sets (Corbin & Strauss 1990; Markoff 1990; Ragin 1981, 1987; Strauss & Corbin 1990). From this process, theory emerges and when it emerges the researcher compares data to theory.

Another characteristic of grounded theory is the formulation of propositions which indicate generalised relationships between a category and its concepts and between discrete categories. The grounded approach produces conceptual and not measured

relationships and therefore 'propositions' is the term considered more appropriate than 'hypotheses' as used by Glaser & Strauss (1967) since propositions involve conceptual relationships, whereas hypotheses require measured relationships (Whetten 1989).

The use of literature

In any methodology, it is expected that the researcher locate the study within a relevant field of literature (Glaser 1992; Marshall & Rossman 1995; Perry 2001). In this research, as in grounded theory and action research, it may not be obvious initially which literature precisely will turn out to be relevant; this therefore supports the approach where relevant literature is accessed as its relevance becomes evident (Ashill et al 2003; Dick 1999). In this way the researcher may adopt an eclectic use of literature and widen the field of relevant literature by referring to slightly different but related fields.

With regard to literature therefore, its role in this thesis (again consistent with grounded theory and action research) lies in it being relevant to the research situation as described in the case study, in contrast to it being the defining source of the research problem. It is a literature identification–examination exercise rather than a literature review. This progressive accessing and reading of relevant literature becomes a part of the researcher's data collection procedures where the literature is treated as data, with the same status as other data from the research situation compiled through case study research. Similar to how comparison of data underlines the process in grounded theory, the researcher compares the literature to the emerging theory evident in the case study research data, and the reverse comparison of that data to the literature. The aim is to interpret and extend the theory so that it makes sense of both the data from the study and the data from the literature.

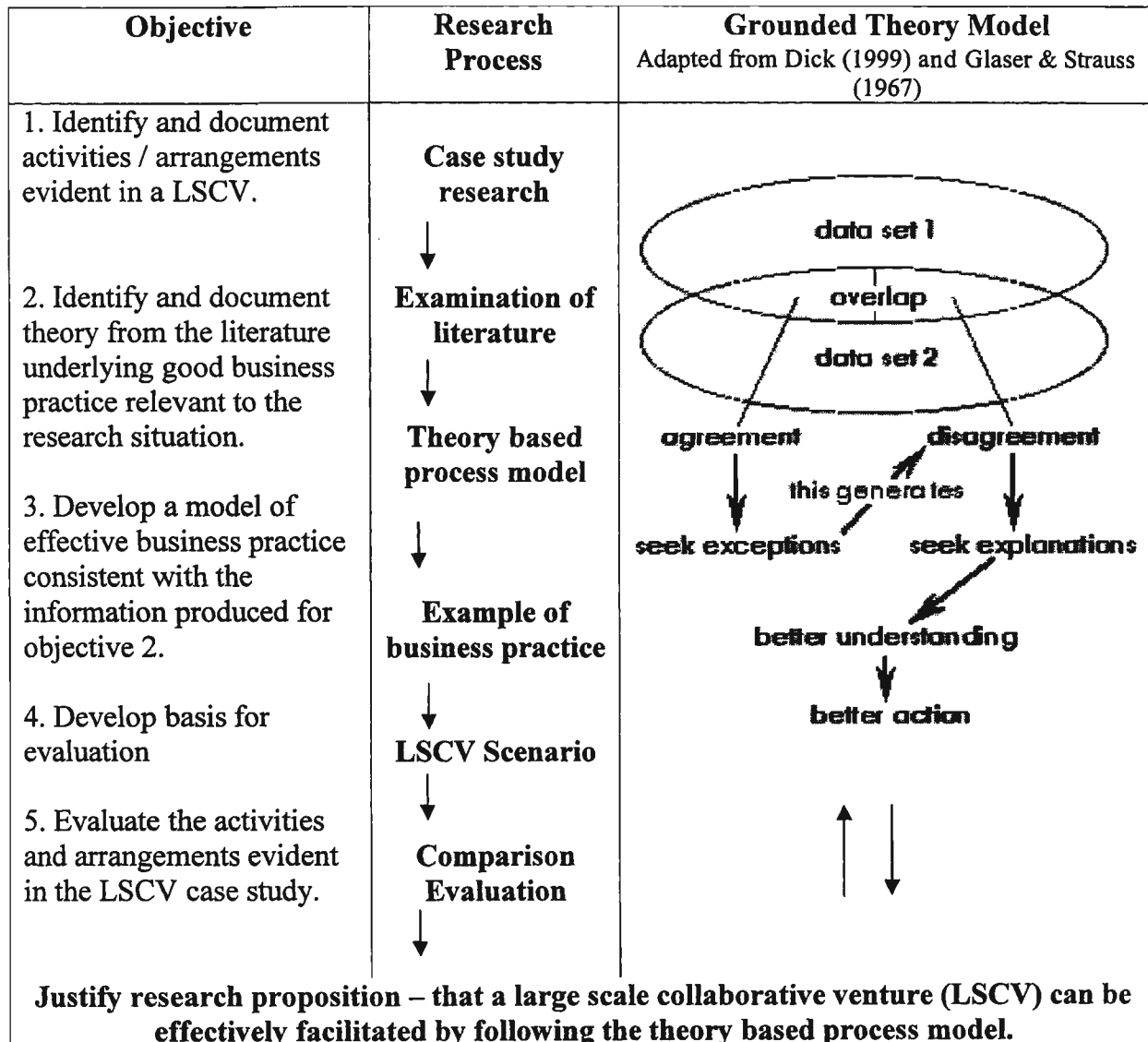
Study overview

The research objectives previously stated in this chapter are used to direct the study design for this thesis. The structure involves distinct research processes which require separate methodologies, notably: case study, grounded theory, eclectic use of literature and future scenario.

The first process addresses objective 1, identifying and documenting the activities and issues associated with the research situation. Case study methodology is employed, using a single embedded case study that documents the actual planning and management activities and the issues incumbent in the case of a LSCV. This case represents the source of information for data set 1 as represented in Figure 2.2. The second process identifies theoretic areas considered relevant to the research situation as outlined in the case study. A body of relevant theory is compiled from an eclectic use of literature to form a data set relevant to the research problem. This is represented as data set 2 in Figure 2.2 and addresses objective 2. As a bridge to developing the basis for evaluation, a corporate application example is outlined (objective 3) based on the literature data set. The third process addresses objective 4 and is concerned with establishing a basis for evaluating the activities and arrangements evident in the planning and implementation of an LSCV as outlined in the case study. This process draws on data sets 1 and 2 to produce an idealistic scenario of how the LSCV case situation would be managed if it followed the principles and process outlined from data set 2. This then enables an evaluation of the case through comparison of the research data and the idealistic scenario, the outcome of which is to justify the research proposition – that a large scale collaborative venture (LSCV) can be effectively facilitated by following the process model as in the corporate example.

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Figure 2.2:³ Thesis Approach and Structure: Grounded Theory



Paradigm and methodology options

Selection of the research methodology is determined by the characteristics of the problem to be addressed (Easterby-Smith et al 1991; Eisenhardt 1989; Glaser & Strauss 1967; Yin 1989). Figure 2.3 represents the various categories and options and indicates (in bold) the ones selected for use in this thesis. This section considers the various research paradigms and their appropriateness to this research and justifies the appropriateness of the key methodologies used in this thesis.

³ Figure 2.2 is expanded in Figure 2.5 to indicate thesis chapters linked to research objectives.

Figure 2.3: Research Categories and Options

	CATEGORIES & OPTIONS
RESEARCH PARADIGM	Positivism; Critical Theory; Constructivism; Realism
RESEARCH METHODOLOGY	Quantitative; Qualitative
RESEARCH METHODS / TECHNIQUES	Survey; Focus Groups; Case Study; Interview; Content Analysis; Ethnography; Participant Observer; Archival Data; Reference to literature Futures Study; Scenario.

Research paradigm

A theoretical paradigm is the underlying basis used to construct a scientific investigation. It is defined as ‘a loose collection of logically held-together assumptions, concepts, and propositions that orientates thinking and research’ (Bogdan & Biklan 1992) and ‘the basic belief system or world view that guides the investigation’ (Guba & Lincoln 1994). This section refers to four different paradigms – positivism, critical theory, constructivism and realism – and proposes **realism** as the paradigm for this research (Gabriel 1990; Guba & Lincoln 1994; Hunt 1991; Perry et al. 1997; Riege 1997).

The philosophical assumptions that support these theoretical paradigms relate to ontology, epistemology and methodology (Guba & Lincoln 1994; Parkhe 1993). Ontology (reality) consists of the assumptions made regarding the basic elements, configuration and character of reality. Epistemology is the relationship between that reality and the researcher and examines the character and basis of knowledge

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Figure 2.4: Summary and Evaluation of Alternative Inquiry Paradigms

Philosophical Approaches	Paradigms			
	Positivism	Critical theory	Constructivism	Realism
Ontology	<p><i>Naïve realism</i></p> <p>reality is 'real' and apprehensible</p> <p align="center">NOT RELEVANT</p>	<p><i>Historical realism</i></p> <p>virtual reality shaped by social, economic, ethnic, political, cultural, and gender values, crystallised over time</p> <p align="center">NOT RELEVANT</p>	<p><i>Critical relativism</i></p> <p>multiple local and specific 'constructed' realities</p> <p align="center">SOMEWHAT RELEVANT</p>	<p><i>Critical realism</i></p> <p>reality is 'real' but only imperfectly & probabilistically apprehensible – requires triangulation from many sources to try to know it</p> <p align="center">RELEVANT</p>
Epistemology	<p><i>Objectivist</i></p> <p>findings true</p> <p align="center">NOT RELEVANT</p>	<p><i>Subjective</i></p> <p>value mediated findings</p> <p align="center">SOMEWHAT RELEVANT</p>	<p><i>Subjectivist:</i></p> <p>created findings</p> <p align="center">SOMEWHAT RELEVANT</p>	<p><i>Modified objectivism</i></p> <p>findings probably true, with awareness of values between them</p> <p align="center">RELEVANT</p>
Common methodologies	<p><i>Experiments / surveys:</i></p> <p>verification of hypothesis; chiefly quantitative methods</p> <p align="center">NOT RELEVANT</p>	<p><i>Dialogic/dialectical</i></p> <p>researcher is a <i>transformative intellectual</i> who changes the social world within which participants live</p> <p align="center">NOT RELEVANT</p>	<p><i>Hermeunetical / dialectical</i></p> <p>researcher is a <i>passionate participant</i> with the world being investigated</p> <p align="center">SOMEWHAT RELEVANT</p>	<p><i>Case studies / convergent interviewing</i></p> <p>triangulation, interpretation of research issues by qualitative and/or quantitative methods.</p> <p align="center">RELEVANT</p>

Source: Adapted from Perry, Alizadeh & Riege (1996); Guba & Lincoln (1994).

of that relationship. Methodology is the set of techniques and procedure adopted by a researcher to examine that reality. The relationships between these three elements and the four paradigms, and their relevance to this research are represented in Figure 2.4.

The positivism paradigm represents the deductive approach as distinct from the inductive approach in the paradigms of critical theory, constructivism and realism (Perry 1998a; Healy & Perry 2000). Positivism requires that only observable occurrences be researched and asserts that science can ascertain the exact nature of reality (Easterby-Smith et al. 1991). It requires that the researcher be objective and value free and explore a direct cause and effect outcome (Healy 2000; Riege & Nair 1996). Positivism usually aims to test an established theory or to find a cause and affect relationship. It does not usually make allowances for the contribution of relatively unobservable realities present in a business or working environment, such as attitudes, perceptions and bias. It is not considered suitable for this research as it is unable to accommodate the experiences and interpretations of humans interacting within a work environment such as the planning and implementation of a LSCV (Perry, Riege & Brown 1999).

Critical theory requires the researcher to critically evaluate social, political and cultural values, or the social realities of its subject (Healy & Perry 2000). The researcher becomes a 'transformative intellectual' creating change in the social world (Guba & Lincoln 1994) through the researcher influencing social consciousness (Masters 2000; Riege & Nair 1996). Although this paradigm is somewhat suitable in the epistemological aspect, this research does not seek to influence the consciousness of participants but rather to investigate how to assist with the planning and implementation of LSCVs. Therefore, the Critical Theory paradigm is considered unsuitable for this research.

Constructivism, similar to critical theory, considers how people create meanings about the world. Constructivism requires that the researcher examines the perspectives, beliefs and values of individual people which shape their perception of reality, conceding there are multiple realities shaped by the individual (Perry, Riege & Brown 1999; Healy & Perry 2000). Constructivism also requires that the

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researcher work from within the research environment, closely involved with participants and contributing to the research outcomes (Guba & Lincoln 1994). Although there is some degree of compatibility between this paradigm and the research topic, it does not allow the examination of the external realities such as those involved with the planning and implementation of a LSCV and is therefore considered inappropriate for this research.

Realism asserts that an external reality or “real world” exists but this is a complex phenomenon and not easy to apprehend (Healy & Perry 2000; Godfrey & Hill 1995; Guba & Lincoln 1994). It exists within a dynamic framework where there are many perceptions of it, based on the various perceptions and beliefs of individuals (Guba & Lincoln 1994; Perry, Alizadeh & Riege 1997). Realism reflects the imperfect world and accepts that there is no factual account of the situation under investigation, but rather a fallible understanding of the phenomena (Masters 2000). Within the realism paradigm, researchers seek to develop models from empirical data and from prior theory that improve on the level of understanding of the phenomena (Healy 2000).

In considering the ontological aspect of the research topic for this thesis, the configuration and character of reality regarding this research is best defined as **critical realism**, as is commonly the case with managerial process problems (Christie 2000; Perry, Alizadeh & Riege 1997). The research topic for this thesis also relates more closely to the epistemological and methodological aspects of realism than to the other paradigms as summarised in Figure 2.4. Other characteristics of a research topic that make it suited to the realism paradigm include:

- the research topic is contemporary (Hunt 1991) and lacking in established constructs and principles (Perry & Coote 1994);
- the social phenomena relating to the research topic are fragile; their fundamental impacts are not firmly established but contingent on their environment (Perry, Alizadeh & Riege 1997).

All of these characteristics apply to this research topic and therefore make the adoption of the realism paradigm appropriate for this research.

Qualitative research

In the same way that the selection of the appropriate research paradigm is determined by the characteristics of the problem to be addressed (Eisenhardt 1989; Glaser & Strauss 1967; Yin 1989), so too is the selection of the research methodology.

Research methodologies are generally categorised as qualitative and quantitative. Qualitative research is considered an appropriate research form where the research question is exploratory, seeks to describe the phenomena, does not require control over behaviour and relates to a contemporary phenomenon (Yin 1989). In qualitative enquiry, initial research questions often come from real world observations, dilemmas and questions and have emerged from the interplay of the researcher's direct experience and tacit theories (Dick 1999; Gummesson 2000, 2001; Marshall & Rossman 1995).

The research question in this thesis complies with all of these criteria. In addition, the following characteristics of qualitative research are put forward to show the consistency of qualitative research with the realism paradigm, and its suitability to this research.

- Qualitative research is a creative process that depends on the insights and conceptual abilities of the analyst (Patton 1999), whereas quantitative analysis is bounded by statistical rules and formulas.
- Qualitative research methods frequently probe deeper but are less structured than quantitative techniques and thus are useful when the research is exploratory in nature (Jarratt 1996).
- Qualitative research methods can assist in providing rich descriptions of phenomena that may be difficult to convey with quantitative methods (Jarratt 1996; Sofaer 1999).
- Qualitative research has a significant role in clarifying the values, language and meanings ascribed to the various actors within an organisation or community (Sofaer 1999).
- Qualitative research allows for more inventive and intensive analysis of the phenomenon being explored to identify what may have been missed and what is still waiting to be discovered (Hurley 1999).

- Qualitative research is action orientated (Devers 1999) and provides a closer, less abstract framework for research.

The research question for this thesis complies with all of the above points and therefore qualitative research methodologies are adopted for this study.

Research methods

Within qualitative research, numerous research methods are used including surveys, focus groups, interviews and case studies, content analysis, ethnography, participant observation, narrative analysis, document and archival data, futures study and scenario. Although any of these can be used in its own right, a multi-method approach whereby the same dependent variable is investigated using multiple additional procedures can be more effective (Glaser & Strauss 1967). This approach is referred to as *triangulation* — the multiple employment of various sources of data, observers, methods, and/or theories in investigations of the same phenomenon (Ammenwerth et al 2003). Triangulation is particularly effective with case studies where the collection of data using several different but complementary techniques enhances the quality of data. Various other research methods and techniques within the main methodological categories are discussed in this chapter. The research paradigms and methodologies as they relate to the research objectives and research activities undertaken in this thesis are represented in Figure 2.5.

Case study methodology

The case study is a method of learning about a complex instance, based on a comprehensive understanding of that instance obtained by extensive description and analysis of that instance taken as a whole and in its context (Anastas 1999; GAO 2003). A case study can have a particular focus to present a particular point of information. It can be one (or combination of) an illustrative, exploratory or cumulative account that presents and analyses a critical instance, a program implementation, or a program's effects. The case study in this research is predominantly an illustrative account and analysis of a project experience in Australia that was considered so significant in size, complexity and importance to be regarded as a critical instance. The case reflects human and organisational behaviour within the social, cultural, economic and political environment of a project

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(Hentschell 1999). It places the research issues into context and thereby supports the qualitative methodology (Perry & Coote 1994; Perry 1998b; Yin 1993, 1994).

Like qualitative research in general, the case study approach is considered appropriate where the research question is exploratory, seeks to describe the phenomena, does not require control over behaviour and relates to a contemporary phenomenon (Yin 1989). Case study methodology is considered an effective approach where the project is a source of information that is relevant, timely, accurate and usable (Cernea 1985) and where the investigator has liberal access to sources of information and the observation of factors relevant to the study.

Figure 2.6 depicts four basic types of case studies that can be considered in case study research design – single and multiple-cases studies that in turn are divided between holistic and embedded case studies. A holistic case study is defined as an examination of the global nature of a phenomenon (Yin 1989). In contrast, the embedded case study occurs when more than one unit of analysis is studied (Yin 1989). An embedded case has a number of units of analysis within a single case where: ‘... the analysis might include outcomes from individual projects within the program’ (Yin 1989). A single case study is considered an appropriate when the case is critical or unique or where the investigator has an opportunity to observe and analyse a phenomenon previously inaccessible to scientific investigation; where the case is critical for testing a well formulated theory; where the case is an exploratory study or pilot study wherein the characteristics and outcomes of the study are shown to be representative of a large population (McKinney 1966; Smith 1988; Yin 1989).⁴

⁴ For this research (see earlier note section 2.xx) use of case that is considered broadly representative of the issues relevant to complex lscv projects.

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Figure 2.5: Research Activity and Methodology

Research Objective		Thesis Research Activity	Methodology
1. Identify and document activities and arrangements evident in a LSCV.	Ch 3 (+4)	<p>Prepare Data: Describe and analyse a research situation that exemplifies the research problem.</p> <p>Case study: Compile a single embedded case study through ethnographic research which documents the planning and management activity and the issues incumbent in the case of a LSCV.</p>	<p>Realism paradigm.</p> <p>Qualitative research.</p> <p>Case study research.</p> <ul style="list-style-type: none"> • Ethnographic • Participant observer • Interview • Secondary research: document review.
2. Identify and document theory relevant to the research situation.	Ch 5	<p>Theory: Refer to literature to identify theory and concepts relevant to the research situation, as documented in the case study.</p>	Grounded theory
3. Develop a theory-based process model and an outline of effective business practice based on this model.	Ch 5	<p>Strategic marketing process: Create a strategic marketing process model reflecting best practice based on examined theory.</p> <p>Apply this model to a Corporate Practice situation.</p>	Grounded Theory
4. Develop basis for evaluating the research situation represented in the case study.	Ch 6 (+4)	<p>Scenario: Develop an idealistic scenario where the strategic marketing process model is applied to the research situation, following the corporate example.</p>	Futures Research Scenario
5. Evaluate the research situation represented in the case study.	Ch 7 (+4)	<p>Comparison / cross-evaluation: Compare the activities and arrangements evident in the case study with the idealistic scenario.</p>	Grounded Theory Cross Evaluation

Figure 2.6: Research focus of single and multiple case study methods

Single case study-holistic	Multiple case studies - holistic
Single case study-embedded	Multiple case studies - embedded

Source: Yin (1989, p. 46)

Ethnography and participant observer

Ethnographic research is a phenomenological methodology in which the researcher uses acquired and shared knowledge to understand the observed patterns of behaviour (Hussey & Hussey, 1997; Denzin & Lincoln 2003). While originally and most commonly used with respect to anthropological studies and human behaviour, it can be effective in the study of business and organisational phenomena, as applied in this thesis. Participant observation is a method commonly used to collect data in ethnographic research, where the researcher becomes closely involved with relevant groups and is considered a working member of the society or organisation (Anastas 1999; Sekaran 2003). The aim is to interpret the situation in the way that participants in that situation do and thereby provide insights which help build an understanding of their situation (Bogdan & Bikland 1992; Boyle 1994; Patton 1990).

Futures research and scenario

Futurism or futures research is the study of alternative paradigm perspectives of the future (Black, in Glenn 1994). The purpose of futures research is to systematically explore, create and test possible and desirable future visions with the result or intent that policies, strategies, plans, objectives and processes can be evaluated and improved.

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The purpose of futures research is not to know the future, but to explore and develop the means to more effectively manage the future (Schultz 2002). This includes how projects such as LSCVs can be more effectively managed now and in the future. It is decision-oriented and seeks to identify and describe current forces which should be understood in order to make more intelligent decisions (Glenn 1994). Futures research tends to create a broad set of issues and questions to address policy problems. It investigates insight from diverse sources and, similar to triangulation, may use a number of approaches drawing from a broad set of research activities and methods, as tabled in Figure 2.7.

Figure 2.7: Futures Research Activities and Methods

• Environmental Scanning	• Participatory Methods
• Cross Impact Analysis	• Relevance Trees
• Cross evaluation	• Scenarios
• Decision Models	• Statistical Modeling
• Delphi	• System Dynamics
• Econometrics	• Structural Analysis
• Futures Wheel	• Technology Sequence Analysis
• Gaming and Simulation	• Time Series Forecasts
• Genius Forecasting	• Trend Impact Analysis.
• Morphological Analysis	

Of these, the methods primarily used in this thesis are (as shaded) the idealistic scenario and the comparison / cross-evaluation. The environmental scanning and decision analysis activities are inherent in the development of the scenario and in addition, they contribute to other sections of the thesis, notably the case study and corporate practice model.

The Multifunction Polis (MFP) project stands out as a unique exercise in Australia's history and represents an appropriate LSCV project and planning experience to research. Relevant characteristics include

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- it was a large scale project proposal initiated on a government to government level;
- it had broad representation of participants and stakeholders including Australian Federal and state governments and more than 150 business corporations in Australia, Japan and other countries;
- it was complex and ambitious in its scope;
- it was a challenging and innovative project.

With these characteristics the project is consistent with the elements incorporated in the research problem, notably “ ... a large scale project involving collaboration between government and private sector within the host country plus foreign governments and corporations ... ” and is also consistent with those cited in the literature for a suitable single embedded case study approach (Marshall & Rossman 1995).

This large scale collaborative project complies with the features for successful case study research as just described, and in particular it is a project that is a source of information that is relevant, timely, accurate and usable. It was also a research situation to which the researcher had liberal access. The case provides a rich mix of the processes, people, interactions and structures that are broadly representative of a LSCV and directly relevant to the research question. The Multifunction Polis project (MFP) stands out as a unique exercise in Australia’s history that relates to the research problem in that it was a very large scale and long term project, involving participants from government, industry and community in Australia and Japan, as well as from other nations. With regard to access, the researcher had open access to the environment because, as a formal member of the project and being charged with the role of monitoring activities in the feasibility study across all aspects, the researcher was able to observe and participate comprehensively and in an unobtrusive way. As a participant observer and official member of the project, the researcher was able to build normal relations with other participants that produced trust and lack of bias or reservation from other participants, and through this official

involvement and open access to activities and records, the quality and credibility of data was assured.

Data sources and collection

Sources of information and information gathering techniques considered appropriate within the case study methodology include:

- documentary information (and archival records) in the form of letters, memoranda, meeting agendas and minutes, written reports, promotional material, proposals, formal studies and reports, newspaper articles and other media material;
- interviews, particularly of an open ended nature, where ‘the interviewer can ask key respondents for the facts of a matter, opinions on events, and even ask the respondent to propose his or her own insights into certain occurrences and may use such propositions as the basis for further inquiry’; and
- direct observation and participant-observation such as ‘serving as a staff member . . . or decision maker in an organisational setting’ (Yin 1989).

The Multifunction Polis (MFP) Case Study (hereafter, the Case Study) was compiled from extensive personal involvement in the project as a representative of Queensland Government Premier’s Department in 1989–90 in the Queensland MFP Task Force.

Consistent with the case study approach, a number of research strategies were employed within the ethnographic approach, including field studies and personal interviews. Data was collected through

- participant observation of the various forms of communication and activity of groups and individuals involved in the feasibility study,
- interviews with a cross-section of personnel,
- observation and participation at conferences and meetings
- access to conference presentations and papers,
- access to reports, correspondence, minutes, other relevant documents and archives.

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In the capacity of a government representative in the feasibility study process, the researcher had full access to documentation on the project from most of the various parties involved in planning and facilitating the Feasibility Study. In addition to government records, the business and community participants compiled and maintained a comprehensive set of records through their community forum organisations. The researcher had full access this data.

As a participant observer, the researcher attended community meetings, official government meetings and state conferences on the project, as well as the national MFP conference held at Bond University in August 1989, where representatives from major interest groups were interviewed. A further series of interviews with prominent officials involved in the project was conducted by the researcher at the Bond University MFP conference (see *Bond University Conference program Appendix C*) and after the MFP Feasibility Study had concluded. List of interviewees is presented in Figure 2.8.

In addition to previous points regarding the MFP being an appropriate LSCV project and planning experience to research, the selection of the Multifunction Polis as the case study for this research is further validated by:

- the uniqueness of this project in its approach to national industry planning and development;
- its direct relevance to ‘Australia’s approach to managing the evaluation and development of complex projects’ (the study focus as stated on page 1);
- the contemporary nature of the phenomenon;
- the manner in which such a major proposal was conducted and managed in Australia; and
- the author’s access to information on the project proposal and Feasibility Study process.

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Figure 2.8: List of Interviewees.

Interviewee	Position
Trevor Berthold	CEO of the Australian Domestic Committee;
John Craig	Queensland Premier's Department. The initial advocate of an 'open consultation strategy' for the MFP; major contributor to MFP debate on social issues and national security.
Clem Doherty	Partner and Senior Consultant with McKinseys; the initial CEO of the Australian Domestic Committee
Dennis Gastin	Secretary of the MFP Joint Secretariat
Walter Hamilton	Australian Broadcasting Commission. Tokyo based reporter during the period 1987–1990; filed special reports on the MFP throughout the Feasibility Study
Dr Bongo Ishizaki	EIE Japan Corporation
Prof Craig Littler	University of Southern Queensland
Prof Mal Logan	Vice Chancellor Monash University. Higher Education MFP Think Tank
Neil McDermott	Senior Manager Anderson Consulting
Dr Morris-Suzuki	University of New England
John Newman	Senior Consultants, Anderson Consulting
Prof Don Nicklin	University of Queensland. Science MFP Think Tank
Dr Craig Rimmer	Australian National University
Yoshio Sugimoto	La Trobe University. Major contributor to the MFP debate in the area of social issues and national security
Prof Don Watts	President and Vice Chancellor Bond University. Higher Education MFP Think Tank
Jeremy Webb	Department of Foreign Affairs and Trade. Consultant and member of Queensland Premier's Department MFP Task Force
David Yencken	University of Melbourne, author of the Social Issues Study

Reference to literature

As referred to earlier, the use of literature in this thesis follows the grounded theory approach wherein literature is identified as relevant to the research situation. The areas relevant to this thesis, such as economic development, industry development, project management and others, are broad-ranging areas to which many academic disciplines and their literature apply. In addressing the question of how large and complex projects (or the proposal of such) are analysed and managed, the disciplines of business management and strategy, entrepreneurship, public policy and project management emerge as highly relevant; but no single area of theoretic or empirical

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literature can fully encompass the research question. It is therefore appropriate in this thesis to consider literature from a number of disciplines considered relevant to the research situation — that relate to and support a model process for the management of a complex project.

The overriding role of process is of major relevance to the case study and to the research question it addresses. It is also an aspect to which various areas of theory can be attached and applied. As such, process constitutes an area of relevant theory in its own right. The strategic marketing process is generically relevant to any management process involving a proposed offering and exchange. It addresses the interests of a wide set of stakeholders and publics beyond those actually and potentially involved in the exchange, and issues associated with the wider social and environmental impact of the event. The strategic marketing process is particularly open to linkage with other disciplines and can incorporate the various discipline areas relevant to this study, as previously listed.

Justification for the adoption of strategic marketing process as the theoretic area to undergird this study can also be found with reference to the case study research literature. A consideration in relation to the ethnographic approach adopted here in the selection of academic theory is the background of the researcher and the assumptions and values the researcher brings to the research enterprise (Marshall & Rossman 1995). In this thesis, the researcher's perspective is predominantly influenced by the discipline of strategic marketing management.

Strategic marketing management involves a process of analysis, planning, implementation and control that incorporates many of the theoretic areas above and is therefore considered appropriate for this study for the following reasons|:

- It relates to economic development and new product / new industry development.
- It relates to other disciplines referred to in the literature in the model building process.

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- It includes a process and set of programs that embraces an eclectic use of literature that enables the composition of an appropriate best-practice scenario model.
- Its process and programs also embrace concepts important to the research such as hierarchy in management, and the diversity in participants and stakeholders.
- It is an appropriate basis for grounded theory development in that it provides “theoretical constructs and categories on which data can be organised and enables comparisons and relationships between theory and real world phenomena” (Marshall & Rossman 1995).
- It is the area of knowledge that most strongly shapes the researcher’s perspective.

Relevance of research

The outcomes from this study are relevant to planners, participants and stakeholders involved in LSCV projects and other areas of economic planning and industry development in general. As described earlier with reference to the new economy, such projects are increasingly common globally, and while the interest in this thesis is in an Australian context, the results are equally relevant and adaptable to a variety of projects involving industry and government collaboration in other countries, such as:

- new and replacement infrastructure projects ranging from an individual facility, to multiple integrated elements of infrastructure, to an entirely new city (e.g. Japan’s technopolis program; Pudong new city, Shanghai, China),
- new industry projects which may include new manufacturing and handling facilities and associated institutions (European aerospace industry’s Concorde and Airbus),
- iconic cultural and sport structures and facilities (Darling Centre, Singapore; Sydney Opera House;), and
- Major sporting, cultural and trade events (Olympic Games; International expositions).

This study is regarded as particularly relevant to Australia in view of the issues identified in Chapter 1, notably: Australia’s desire to develop its economy; the

perceived lack of success in facilitating new industry initiatives; and attracting international investment and participation in industry development proposals.

Correspondingly and in addition to these practical benefits in the fields of planning and implementation, the results make an academic contribution in demonstrating the effective application of business theory in a wider context, particularly with regard to large scale and complex projects involving government, corporate and community participants.

Conclusion

This chapter has introduced the research topic and outlined the structure and methodology used in this thesis. It shows how key considerations in research design and methodology are incorporated in this thesis, with particular reference to qualitative research and social science research methodology (Marshall & Rossman 1995; Black 1993; Denzin & Lincoln 2000, 2003; Miles & Huberman 1985). It has explained the basis for the research design and the selection of key methodologies and research activities engaged in this thesis with particular reference to:

- the influence of grounded theory and action research (Dick 1999; Glaser 1992),
- the use of case study research to compile data on the research problem (Yin 1993, 1994; Marshall & Rossman 1995); and
- the use of futures research principles (Glenn 1994) in compiling an idealistic scenario as the basis for comparing and evaluating the research data.

It also introduced the MFP as the project to be analysed as the case study representative of LSCVs and outlined the methods used to collect data for this thesis.

Chapter Three —

The Multifunction Polis Case Study

Introduction

The purpose of this chapter is to present a comprehensive account of how Australia responded to a complex project proposal. This case study represents the research situation which will provide data relevant to the research question.

This chapter investigates the manner in which the Multifunction Polis project — a large-scale, innovative project considered representative of a LSCV — was approached in Australia. The body of information produced in this chapter addresses the first of the research objectives: *Identify and document the activities and arrangements evident in a LSCV.*

This investigation is conducted through compiling a comprehensive case study of the MFP proposal and Feasibility Study based on research through:

- personal involvement in the MFP Feasibility Study as a member of the Queensland MFP Task Force (hereafter, the Task Force), responsible for liaison with community and government bodies concerned with the study;
- interviews with personnel involved in the MFP process at senior level and with prominent commentators on the process;
- participation in meetings and conferences on the MFP; and
- review of more than 600 documents and official minutes relating to the concept and its Feasibility Study.

The chapter is structured in three parts:

- **Part One** provides background information on the initial MFP proposal. It includes early attempts to define the concept by Japanese Ministry for

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International Trade and Investment (MITI) and responses by Australia's commonwealth and state governments.

- **Part Two** describes the official Feasibility Study. This includes details of the management structure for the study, the main participating bodies and major elements and reports produced through the study. Major reports are summarised.
- **Part Three** covers state submissions to the Feasibility Study. It includes submission guidelines and evaluation criteria, summaries of the states' final submissions, and the final site selection decision.

Part One: the MFP concept: initial proposal and response

At a meeting of senior government ministers from the Japanese and Australian governments held in Canberra in January 1987, the then Japanese Minister for International Trade and Industry (MITI), Mr. Tamuara, introduced an idea for a major cooperative undertaking between Australia and Japan, reported in a Department of Industry, Technology and Commerce (DITAC) minute and as follows:

The Japanese Minister for International Trade and Industry put forward a proposal for a Feasibility Study on a private sector project to build a multifunctional facility in Australia. The centre would incorporate future-oriented high technology and leisure facilities and could promote international exchange in the Pacific Region on new industry and lifestyle. Australian ministers expressed interest in the proposal but explained that further time was needed to explore the idea with the Australian business community. It was agreed that officials of both countries would discuss details of the matter further (DITAC 1987c).⁵

With this proposal began a project planning exercise unprecedented in Australia's history in terms of:

- the vision, scale and scope associated with the concept; and

⁵ Extract from official meeting minutes supplied by DITAC officer, Canberra.

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- the level and extent of participation by government and private sector.

For the next three and a half years, this ‘multifunctional facility’ proposal underwent definition, multiple re-definitions and an elaborate Feasibility Study before reaching an ambiguous and unconvincing decision regarding what and where it would be. The deliberations on the proposal reached out to and received input from potential stakeholders throughout Australia, Japan and numerous other countries. It aroused strong passions, for and against, from many different sectors of the Australian community. It seemed that every interest group with a barrow to push saw, in the MFP, a wagon onto which they could hitch their baggage. Social activists, opinion leaders, environmental conservationists, anti-war groups, returned servicemen — just to mention a few — all had their opinion on how the concept would affect our society. On the negative side, there were accusations of a Japanese conspiracy, of criminal involvement and underpinnings from Japan’s infamous Yakusa, of the risk of Japan siphoning off our research, leaving Australia’s interests stripped bare. All were held up as reasons for not proceeding with the joint venture (Mouer and Sugimoto 1990).

Australia’s response to the initial proposal at the ministerial conference in January 1987 was one of polite interest and curiosity; but to government officials, the idea was a surprise, sprung on them without any prior notification, and it needed much more explanation before it could be seriously considered. Australia requested more details on the proposal so that it could be given proper consideration (AFR 1987b).

While this particular proposal by Japan for a ‘multifunctional facility’ was unheralded, many events and ensuing emotions in Australia’s trading relationship with Japan throughout the 1980s can be seen to have been influential in motivating and inspiring the offer. An active trade relationship had developed between Australia and Japan in the post World War II era. From tentative initial exchanges involving Australian agricultural products for a variety of simple and crude manufactured products, the trade steadily expanded to unprocessed agricultural produce, minerals and tourism offered by Australia, and to a comprehensive range of elaborate manufactured goods from Japan —such as motor vehicles and electronic items. By the 1980s, Japan was Australia’s largest trading partner and its fastest growing

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investor, with total accumulated investments of \$32 billion, exceeded only by Britain (\$55 billion) and USA (\$48 billion). By 1988, additional Japanese investment proposals for Australia approached \$10 billion. But the perceptions by Australia were that this investment was limited to areas which did not significantly help the Australian economy and that Japanese investors were neglecting Australia's priority areas, particularly in the manufacturing sector.

While this trading relationship prospered, it was frequently contentious as far as the terms of trade and trade balance issues were concerned. During the 1970s and 1980s, such tensions heightened. In consequence, regular consultations took place and, at the height of these concerns, in 1986, trade delegations were exchanged involving representation at the highest levels of government and industry. Regular two-yearly ministerial conferences involving appropriate senior ministers and their advisers from both national governments were held, to discuss trading issues and identify ways of closer development between Australia and Japan. It was at such an occasion, the January 1987 meeting, when Japan first proposed the 'multifunctional facility' — the MFP.

So great was Australia concern over Japan's trade and investment practices that relationships were under significant strain in the 1970s and 1980s, when Australia's economic problems became more pronounced, particularly with the decline of the manufacturing sector. Amongst perceptions of trickery and unfair practices, Japan was accused of:

- Reneging on trade contracts such as prices for coal and sugar.
- Rewriting trade deals with USA to satisfy USA demands at Australia's expense.
- Lacking local managerial equity, as most of the Japanese companies operating in Australia had little if any Australian senior managerial involvement.
- The low net-benefit contribution to Australia's economy, considering that its investments in Australia's burgeoning international tourism sector, for example, seemed to be orchestrated to benefit only Japanese company operators and the Japanese economy (AFR 1987c, 1987d).

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These concerns were discussed between government officials at the highest level. In 1986, Australia's Prime Minister Hawke and Japan's Prime Minister Nakasone agreed to organise trade missions between the two countries. These missions would look for ways of redressing the imbalance, the key objective being to attract Japanese investment into Australian manufacturing and processing industries.

In November 1986, a group of fifty Australian executives representing manufacturing interests in automotive components, bio-technology, computer software and the processing of minerals, wool, textiles and food visited Japan and presented their case for investment⁶. The mission was well received, attracting enthusiastic interest from Japanese businesses. Two months later the Japanese return mission led by Naohiro Amaya,⁷ Special Adviser to MITI, visited Australia in force and included sixty business and senior government representatives. In May 1987 the report from the Japanese mission titled the *Amaya Mission Report* (Amaya 1987) was completed. The report referred to Australia as 'Japan's closest friend' and that 'Japan should do everything in its power to respond to Australia's expectations for industrial cooperation'. The report was businesslike and somewhat cool and straightforward in stating its findings and recommendations, observing that Australian businesses 'think lightly of the difficulties of international competition', that 'management of its economy has lacked rigor', and that 'Australia should look specifically at:

- tax incentives for manufacturing industry;
- designation of priority areas for investment;
- issuing of industrial revenue bonds to raise capital;
- the setting up of an agency to seek foreign investment; and

² These industry categories are consistent with subsequent lists prepared by DITAC as listed earlier.

⁷ Mr. Amaya had been a trade attaché in Australia in his earlier career and was sincere in his desire to do whatever possible to build industrial co-operation between Australia and Japan. He was to become a leading representative in the Multifunction Polis study.

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- further reduction of labour costs' (Amaya 1987).⁸

In addition to these activities in Australia–Japan trade relations, there were other developments in Japan which could be seen as being consistent with the MFP proposal and as steps leading up to such an idea. Initiatives such as the *Silver Columbia Program*, *Extended Leisure Stays Overseas*, and the extension of the *Technopolis Program* to other Western Pacific Rim locations (Inkster 1991) all had something in common with the MFP proposal and were part of Japan's plans to promote the international flow of people, cultural exchanges and industrial collaboration. These plans were outlined in the Japanese government document, 'An outlook for Japan's Industrial Society towards the 21st Century' (MITI 1986).

The initial concept

Within weeks of Australia's request at the January 1987 meeting for more information on the proposal, the MITI produced the first official outline of the proposal. Their succinct and straightforward elaboration was tabled in a paper titled *A Multifunction Polis Scheme for the 21st Century*, sub-titled, *Development Plan for an International, Futuristic and Hi-tech Resort through Australia-Japan Cooperation* (MITI 1987c). The contents of this document are now summarised.

The introduction section of the paper summarised the proposal as follows:

Japan and Australia located at the northern and southern tips of the Pacific Rim, will cooperate to build a multifunctioned and futuristic cosmopolis to become a forum for international exchange in the region and a model of new industries and new lifestyles looking ahead to the 21st Century (MITI 1987c).

The simple twelve-page description of the concept focused in general terms on lifestyle aspects such as recurrent education, resorts and leisure facilities, intertwined with research functions in biotechnology and new technology applications. This

⁸ In the end little action eventuated from the visits or the report, which could indicate a lack of commitment from both Australian business and government. The mission did, however, introduce issues and indicate responses relevant to the MFP which were later incorporated in the MFP study.

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initial proposal suggested that three future-oriented elements or functions be integrated in the MFP, incorporating leading edge 21st century-type infrastructure and amenities. The three functions nominated in the paper were a:

- high technology function, which would create a pool of industrial expertise and support functions for 21st century-oriented industries;
- resort function which would embody a model of new lifestyles and involve recurrent adult education in response to the modern extended life span of 80 years; and
- *Cosmopolis*, providing an opportunity and a forum for international exchange in the Pacific Basin.

The paper referred to important forthcoming events in Australia such as Australia's bicentenary and the 1988 World Expo in Brisbane on the theme of *Leisure in the Age of Technology*. The paper suggested: 'It may be opportune to formulate plans for further development for the 21st century, riding on the momentum of these successes' (MITI 1987c: 2). The paper made direct reference to the 1986 MITI report, *An outlook for Japan's Industrial Society towards the 21st Century* to explain Japan's reasons for the project. It stated Japan's intent on finding ways of redirecting its energies, declaring that 'Japan's tremendous economic growth has been achieved by indulging in parochial self-interest, all the while taking the international economic system for granted. The time has come for Japan to transform its perspective, awaken to the call to shoulder more responsibility in the international community and contribute more readily to the world' (MITI 1987c: 2).

Such rhetoric was consistent with other statements by Japan about its economic and social strategies, for example to explain the rapid growth in the country's overseas aid budget, the increased defence budget, a greater contribution to major environmental and conservation concerns such as the Greenhouse effect, ozone depletion and the traffic in endangered species, and the sponsorship of international science through *the Human Frontiers Science Program*. The Human Frontiers Science Program was first proposed by MITI in 1986 as a huge international bio-science project into which Japan would pour thousands of millions of dollars to

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develop new technology for the 21st century. Other Japanese ministries would join the project from fiscal year 1990, and other nations were also expected to join in (*Nature* 1988). These were all clear indications that Japan was starting to respond to its poor reputation in these areas, a trend accompanied by this rhetoric of *international responsibility*.

The MITI MFP paper provided some elaboration on the new city's major functions:

- plants, laboratories and training institutes will be located and know-how pooled in such hi-tech fields as information technology and bio-engineering, as well as the lifestyle creating 'high-touch' businesses ... such as resort creation and fashion industry;
- an information centre will be created for the facility ... charged with data processing and information management for the local area (and to) provide advanced support functions for business activities such as security and energy control systems for the area; and
- a high-tech Information Centre will be established to efficiently carry out the exchange of technology and information for research in advanced areas.

The human focus of the paper looked at the need for societies to cater for the longer life expectancies and increased leisure activities, particularly after retirement. 'In an age when life expectancy is eighty years, a strategy is required to make full use of the increasing amount of free time after normal retirement.' (MITI 1987c: 5).

The paper explained that the MFP would double as a place to experience another life apart from one's working career and outlined a scenario for a life of recurring education, work and leisure, shifting continuously from one activity to another throughout a person's life. In addition to the recurrent education facility, it would also be a place for the short-stay visitor to enjoy the pleasures of a resort, specifically in the following fields and facilities:

- *Sports and Health Facilities*: marine sports facilities, swimming pools, golf courses, tennis courts, hang-glider launch areas, stables, medical check-up facilities, health care.

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- *Fine Arts Facilities* for music, arts, literature: concert hall, arts and craft center, studios, libraries.
- *School of Foreign Cultures*: Japanese garden, tea ceremony room, Japanese martial arts gym, hermitage.
- *Business School* or perhaps a Japanese university: lecture halls, computer training rooms, language drill rooms, seminar rooms (MITI 1987c: 9).

The amenities of the MFP were described in the document, consisting of:

... high-quality housing including quite a number of condominiums owned by Japanese corporations to house employees attending refresher courses. Green belts, promenades and driveways will be appropriately aligned. The whole site will be scenic. The community will get its news through advanced media systems and shop at a mall tenanted by world-class boutiques. There will be hotels, chalets and camping grounds for short-stay visitors who may be on holiday or attending a conference. Community infrastructure such as the energy supply, water and sewerage, sanitation and public transport will be state-of-the-art (and) to make the site more easily accessible from Japan, an exclusive airport that can handle chartered flights will be constructed (MITI 1987c: 8–9).

A scenic coastal site was suggested as ‘most promising’ and Australia the ‘best possible location because its climate is mild, its time zone is similar to Japan’s, the inhabitants speak English and land prices are markedly lower’ (MITI 1987c: 10).

The establishment of a ‘Japan-Australia Forum’ was recommended to propel the scheme, comprised of ‘so-inclined corporations from both countries.’ (MITI 1987c: 10) The MITI paper further advised **that a Feasibility Study be undertaken that would develop the MFP concept, select a site, draw up a basic design, test its commercial viability and decide what government support might be needed** — the major steps all set out in a hand-written schedule on page 12. It suggested that the results of the Feasibility Study would be announced during *Expo 88* (Brisbane, April–October 1988), an opportunity when ‘all eyes around the Pacific Rim will be

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on Australia' (MITI 1987c: 11). The paper further suggested that construction of the MFP would be undertaken by a new corporation established in Australia which would finance the project by recruiting shareholders, but in addition, 'both the MITI overseas investment insurance and the Japanese Ex-Im (Export-Import) Bank overseas investment credits will be utilised' (MITI 1987c: 11).

The paper was graphic in its broad-brush description of the proposed city and its functions, but somewhat vague and economically naïve with regard to the array and scale of its facilities, and the timeframe within which the proposal could proceed. For all its simplicity and general treatment of project requirements, the paper made quite clear what the major functions, form, location, and implementation considerations were, particularly from Japan's point of view.

The MITI paper was analysed by Australian government ministers and officials in the DITAC and the Department of Foreign Affairs and Trade (DFAT). They carefully considered the document contents and implications, pondering Japan's motivation and underlying reasons for putting up the concept, and what the proposal represented for Australia. Was it a genuine response by Japan to Australia's request for more effective development investment and could it be an effective remedy for Australia's economic malaise? Or was it a diversionary tactic, a red herring thrown into official negotiations by Japan? Might it be something even more sinister, a conspiracy through which Japan could penetrate and control Australia's economy? (Sugimoto 1990) ⁹

Australian politicians and officials felt diplomatically obliged to respond, having asked for and received an elaboration on the original proposal. In addition to this sense of obligation, there was sufficient interest from the Australian side to investigate the proposal further, so their response was to initiate a series of discussions and deliberations within Australia, at federal and state levels. It was felt

⁹ Professor Yoshio Sugimoto, expatriate Japanese at La Trobe University Melbourne advocated prominently against the MFP, warning of Japanese underworld implications and 'Trojan horse' infiltration of Australia's social, political and economic systems by Japan through the MFP. His comments were widely reported in Australia's press, e.g. Brisbane *Sunday Mail*, page 7, 24/9/89.

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that the proposal still required more detail, so while Australia set about its own deliberation, Japan was again asked to expand further on the preliminary document and produce a more professional, detailed version.

MITI paper Mk 2: *Basic Concept*

Japan formed a special MFP planning committee to work on the proposal. This group had representation and input from a wide range of Japanese firms involved in finance, leisure and tourism, high-technology industries and from non-profit areas. Unofficially, there was also input from senior Australian government officers, most likely in the form of advising on what areas should receive more emphasis in the interest of being more acceptable to Australian officials (Personal communication).¹⁰

In September 1987, the expanded concept paper was completed by Japan's MFP planning committee and presented to Australian government officials. The new paper was titled: *A Multifunction Polis Scheme for the 21st Century: Basic Concept*, (hereafter the *Basic Concept* paper). This more detailed concept paper (MITI 1987b) was consistent overall with the earlier paper, but expanded the concept in two small volumes to indicate a wider range of more specific activities and objectives. It consisted of a 65-page elaboration of the concept (Vol. 1) and an addendum (Vol. 2) which provided information on relevant technology projects in Japan, USA and France, and an assessment of Australian industry and potential Australian-Japan cooperation.

In essence this paper advocated a new city with an international role and focus, with particular reference to the Pacific Rim Region, Australia and Japan being partners in providing a wide spectrum of activities facilitating economic and social development for nations within that developing region. Two sets of industries were envisaged, technology and lifestyle based. These industries would be accommodated in a new city with leading edge infrastructure, a city which would accommodate a transient international population of researchers, business investors and entrepreneurs all

¹⁰ From personal interviews with Canberra officials, comments considered confidential and names withheld at their request.

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enjoying the benefits of this ultimate infrastructure and enhanced lifestyle in a collaborative working environment.

The lifestyle and economic challenges facing Australia and Japan were the underlying themes of the paper. In the economic development area, the paper emphasised research and development and the industrial and high-technology components of the proposal, reflecting Australia's main interest in the project. From the Japanese perspective, the lifestyle considerations were the main justification and driving force for building this City of the Future, encapsulated in the 'Fifth Sphere' concept described in the paper.

The Fifth Sphere concept argued that modern urban living had become an aggregation of separate functions rather than an integration of the various aspects of life. It emphasised the need for cities to have human dimensions and traced the disintegration of functions through a series of stages, or spheres, each corresponding roughly to historical periods. The paper explained that *first sphere* was a time in which home and workplace were one. This changed over time to a *second sphere* associated with the industrial age, a period when the two were divided. The *third sphere* came with the modern age in which recreation emerged as a realm distinct from the other two. Currently, advanced industrial societies are experiencing the *fourth sphere*, which the paper described as 'building sophisticated industrialised societies of great convenience and comfort in life but which, at the same time, suffer the drawbacks of centralised control. Stresses of urban living require residents to escape into nature from time to time. The next step is a leap to the fifth sphere' (MITI 1987b: 7–8).

The *Basic Concept* paper argued that 21st century lifestyles would require a city that was not just residential or industrial in its function, or merely convention and resort-oriented. It must have all the elements of the four spheres of life (home, workplace, recreation and nature) but at the same time be a city not classifiable under any one of them. Therefore, the requirement of a MFP 'Future City' would include 'the proximity of amenities necessary for everyday living and simultaneously abundant natural beauty and comfort. Everyday living, recreation and workplace must be located close to each other as one united whole' (MITI 1987b: 9). The MFP would

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function as ‘a semi-residential city’, one where stays ranging from several weeks to several years would be the usual expectation.

Software infrastructure for this future city would include the provision of ‘information of diverse aspects, strata, and form, as well as for relaxation, comfort, surprise, joy, entertainment and intellectual stimulation.’ This ‘completely new structure ... has no precedents today and therefore is expected to generate new industries’ (MITI 1987b: 10).

The MFP envisaged in the paper would provide a springboard for science, technology, and advanced enterprise. It would be a centre for research and application of advanced technology and social science in the *high-touch* industries, and a city with a innovative infrastructure. The *high-touch* industries were those essentially associated with people and lifestyle, such as resort and leisure, education, health and entertainment. The MFP would involve substantial investment and participation not just from Japan and Australia, but also from many other countries, and would be a truly international development.

This paper, again like the initial document, did not specify a location for the MFP, other than the preference for a scenic coastal location, but press articles in Japan and Australia at that time indicated a preference for Queensland’s Brisbane — Gold Coast area.

Brisbane, site of the upcoming World EXPO ‘88 was named as the most promising candidate (Hamilton 1991).

The *Basic Concept* paper addressed the industrial potential of the MFP highlighting industry areas to be incorporated in the city and an assessment of Australia’s strengths and weaknesses relating to these industry areas. The *Basic Concept* paper described the industry potential as follows.

Biotechnology:

- Australia is judged to be ‘significantly strong’ in biological research.
- The country has abundant raw materials needed for biotech manufacture.

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- Australia's capacity in development and commercialisation is low in contrast to research.
- Swift growth could follow 'the right stimulation from an international export partner' (MITI 1987b: 14–16).

New materials and rare metals industry:

- This industry is 'likely to become a major pillar supporting the MFP.
- Supply of rare metals in Australia is 'extremely promising.
- Development of R&D for new industries and supporting infrastructure may be accumulated as know-how in the MFP and exported as intellectual products (MITI 1987b: 20).

Computer software industry:

- This industry is growing steadily and can be expected to make 'a dramatic leap' with the introduction of the MFP.
- Japanese technical know-how will be able to boost Australia's software development capability.
- Standardisation, quality management of software assets and training of engineers would be required.
- '... despite the large number of inventions and discoveries made in Australia, they have faced problems in commercialisation due to the small size of businesses' (MITI 1987b: 23) ... 'fusing' of Australian innovation with Japanese production engineering would 'lead to the development and manufacture of highly competitive software packages' (MITI 1987b: 22–25).¹¹

Convention industry:

¹¹ See Chapter 4 regarding this issue — the protection and exploitation of intellectual property.

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- The number of international conventions in Oceania is overwhelmingly small in comparison to other regions.
- Australia is equipped with the basic requirements and the MFP could provide the necessary competitive edge (MITI 1987b: 28–29).

Resort industry:

- Acquisition of extensive land is ‘relatively easy due to scarcity of regulations’ on development projects and ‘extremely low prices’.
- Resort development in Australia is ‘extremely promising and many projects are already underway’.
- In the MFP, the resort concept ‘may be interpreted as covering all free-time activities and resort development would be integrated with everyday activities, compared with Honolulu, Hawaii which is ‘closest to the MFP concept in this respect’.
- To realise this ‘an academy for sports, education and culture is necessary’ (MITI 1987b: 33–36).

The paper went on to describe the features of the infrastructure supporting the futuristic city, highlighting four functional areas which are again summarised here from the *Basic Concept* paper.

Medical and health care industry:

- A central medical center with computer records on all MFP residents and linked to homes, office and resorts.
- A model private medical insurance scheme.
- Special emphasis on sports medicine, including services to the general public.
- A centre for basic medical research as a Pacific Rim project (MITI 1987b: 42–44).

Education and training industry:

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- Stress on internationalisation and interdisciplinary research.
- Programs for recurrent adult education as depicted in original MFP paper.
- Staff drawn from overseas using special agreements for accreditation and degrees.
- Educational specialty in MFP functions such as life science and new materials, sports instruction, sports medicine and resort management (MITI 1987b: 45–47).

Information industry:

- Advanced communications within the MFP and to world centers.
- Databases linked to research and educational institutes in Australia via AUSSAT satellites.
- International Tele-conferencing.
- An information base for the world, drawing on the MFP's innovative technologies, culture and lifestyle.
- Management control systems for security, energy use, health and accounting (MITI 1987b: 50–52).

Transportation industry:

- A linear motor system with trains of up to 500 km/h would be a distinctive feature for an experimental city (MITI 1987b: 53).

The MITI *Basic Concept* paper may have paid some reference to the Australian Government's target investment sectors but added some of its own. Only three of DITAC's seven target industries¹² received attention as industry opportunities within

¹² See footnote 2, p 47. The DITAC Industry Paper prepared in 1986 to support the Australian investment mission to Japan in November 1986, listed seven manufacturing sectors, based on Japanese marketing consultants' advice, considered to have greatest potential for export growth through foreign investment: food processing, wool processing and wool textiles, processed minerals and metals, automotive components, biotechnology, computer software, and communications equipment (DITAC 1986: 13).

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the framework of MITI's MFP proposal (processed minerals and metals, automotive components, computer software).

The final section of the *Basic Concept* paper presented a number of distinguishing features and Key Factors for Success (KFS) for the MFP. It raised issues likely to be relevant in the future development of the proposal, beginning with an emphasis on 'the importance of building the MFP based on a new and innovative concept'. This would require defining at the outset of the Feasibility Study 'the actual functions and supporting software as well as the size of the city ...'¹³ (MITI 1987b: 56). The future-oriented industries described in the paper would need to be further considered and prioritised as to 'which areas will assume greater importance'. The section outlined the purpose and nature of the Feasibility Study, the procedure the study might take and the composition of its participants. Points highlighted included:

- '... the joint venture arrangement, with Australia providing the location and Japan providing assistance and therefore, the requirement of bilateral co-operation and agreement';
- '... the MFP is an international project that will affect the entire world . . . and therefore it will require the establishment of an international cooperative relationship as well as definition of roles, responsibilities and funding'; and
- '... the role of governments will be important, and the cooperation of the Australian and Japanese private sectors will be of crucial importance' (MITI 1987b: 57).

The paper provided a management committee structure, a program outline and proposed timetable for the Feasibility Study to commence in January 1988 and conclude at the end of 1989. 'It is expected that Australia will prepare a response by the 'end of 1987'' (MITI 1987b: 59). It was now over to the Australian counterparts to evaluate the concept proposal, to arrange necessary consultations with business and state governments and to decide whether to proceed with the Feasibility Study.

Motivation for proposal

Before proceeding with an examination of Australia's initial responses to MITI's proposal, closer consideration of the motivation for the proposal is warranted. Numerous factors could be cited, from both within Japan and elsewhere, which might explain why such a proposal was first put forward. At the political bilateral level, the offer by Japan could be interpreted as responding to Australia's calls for more investment in manufacturing and related research and development activities in Australia, as described earlier in this chapter. Cynical observers accused Japan of introducing the MFP at the ministerial talks as diversionary tactic, to draw attention away from issues in dispute, such as the contentious beef trade issue at that period. The Japanese were well aware of Australia's fury over the reduction in import quotas for Australian beef, enacted by the Japanese to allow for more USA beef and thereby appease trade problems in that relationship. Indications were that this issue would be high on the agenda for the forthcoming ministerial level conference (Hamilton 1991).

Beyond such superficial explanations, however, a number of more substantial issues were evident: some altruistic, others more self-preservation.

- The MFP could be interpreted as part of a structural change in Japan's industry and trade policy, documented in 'An outlook for Japan's Industrial Society towards the 21st Century' (MITI 1986) which outlined plans to promote the international flow of people, cultural exchanges and industrial collaboration.
- Japan was conscious of its shortcomings as a pure research contributor and its place in the information technology industry. It had tried to emulate the success of USA's Silicon Valley through its Science City and Technopolis programs (Tatsuno 1986; Mandeville 1987) and had involved itself in other international research efforts, notably in the *Human Science Frontiers Program*. Japan recognised that despite its economic success internationally, it was not seen by the international community as a fair contributor to development and progress.

¹³ This emphasis became lost as the Feasibility Study proceeded, when the concept became linked to or dependent on established systems and industries — See page 67 'a place where the spirit of the future won't be swamped by the institutions of the past. A place where Australia is going in the 21st century, not where it has been.' (Mandeville 1987: 6).

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- Japan conceded that it did not have many true international friends. As Australia was counted amongst its closest¹⁴, it should respond positively to any complaints and requests for help (Amaya 1987).
- Japan's construction industry was very much part of Japan's global expansion thrust and, consequently, part of that globalisation strategy was to create major projects for its construction industry to build (McCormack 1990).
- Internally, Japan saw the need to reward its people for their economic success with a more enhanced lifestyle with recreation and leisure options as well as ongoing, recurrent education. The dilemma is summed up in an article titled, 'Japan: Rich in pocket, confused at heart' (*The Economist* 1987).

More sinister interpretations of Japan's intentions with the MFP and similar international projects were put forward by several commentators, notably by Yoshio Sugimoto, a Japanese-born expatriate at Melbourne's LaTrobe University, and John Craig of Queensland Premier's Department.¹⁵ Australia harboured fears regarding Japan's expansionary activities and suspicions of its specific intentions regarding the MFP: these were mirrored in the apprehensions expressed by many other countries, including the USA. The highly respected USA journal, *Fortune*, paid attention to the growing disquiet in USA in an article titled *Fear and Loathing of Japan* (Smith 1990). Questions about the underlying strategy of Japan's commercial growth were raised: Where would this expansion end? Did they intend to conquer the world through economic might, in place of their failed military approach?

A more restrained and reasoned explanation of Japan's intentions is offered by Hamilton (1991), based on an intimate knowledge of the Japanese and their culture gleaned through his residency and reporting activity from Tokyo base for the Australian Broadcasting Commission (ABC). He suggests that the Japanese were experiencing great difficulty in coming to terms with their success, and that they were searching for ways of rewarding their people for the success. The MFP was an

¹⁴ A nation-wide survey of Japanese attitudes to foreign countries conducted by the Australian Embassy in Tokyo in December 1988 indicated that Australia was the best liked and most trusted country, ranked against over twenty other countries (QJCCI Newsletter, April, 1989).

¹⁵ These views are presented in Chapter 4..

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attempt to look for ways of improving lifestyle for all city-dwellers — particularly their own. Japanese were much more conscious of the inhumane conditions in industrial society than were Australians, who enjoyed such a leisurely lifestyle that such problems did not readily occur to them.¹⁶

One can look at this situation as a paradox, or an inversion of Australian concerns with their economic problems. Australians, who had for so long headed the world economic rankings in terms of per-capita GDP and living conditions, were now faced with the deterioration of these and a somewhat pessimistic outlook on their future prosperity and lifestyle. In this change of circumstances, there is the contrasting but potentially complementary situation between the two countries. Japan, having been down in the past and now succeeding, was having difficulty in coming to terms with prosperity and freedom. Conversely, Australia, having been prosperous for so long, was now having difficulties facing up to its deteriorating economy and sliding lifestyle prospects.

The Australian response

There was clearly much to consider in responding to this intriguing proposal for a ‘multifunctional facility’. Initially government officials, particularly in DITAC, were unwilling to accept the proposal in good faith. They were subsequently persuaded by DFAT personnel that it was a genuine offer from Japan to address Australia’s concerns, and that a reciprocal gesture from Australia to participate in investigating the proposal was warranted.¹⁷ Eventually Senator Button, the Australian Minister for Industry, Trade and Commerce, officially thanked Japan for the proposal¹⁸ and committed his department to working on an appropriate Australian response. A MFP working unit was formed within DITAC, charged with the responsibility of furthering investigation of the proposal and preparing a formal response to MITI.

¹⁶ Hamilton’s views were obtained through personal interviews in January 1991 and access to his notes and documents relating to his radio and television reports for ABC on Japan and the MFP.

¹⁷ Information obtained from government personnel in DFAT and DITAC, who were involved in early deliberations following the February ministers’ conference.

¹⁸ Comment by Stevens on Button letter on page 4: Record of Meeting Between DITAC and MITI on the Multifunctionpolis. 29/1/88.

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The federal government's initial response was to communicate with and facilitate discussion about the proposal by governments and private sector organisations. A series of meetings was arranged with state and territory government officials, representatives from other commonwealth departments, and leading business and industry groups, such as the Business Council of Australia. The main purpose of these initial discussions was threefold:

- to ascertain the level of interest in it from both private sector and government;
- to canvass views on how Australia should respond; and
- to establish a group which would ensure participation in further MFP investigation should Australia decide to proceed.

The tone at these meetings was cautionary and restrictive, implying that it was up to the states and private enterprise to pursue the proposal and obtain agreement with Japanese counterparts on the location, form and functions and general nature of the project.¹⁹ DITAC preferred to play a facilitating role, to ensure that communications were appropriately directed and any arrangements were in Australia's national interest.

Unofficially, commonwealth department personnel collaborated with MITI on the *Basic Concept* paper, as requested by the Australian government. They influenced the revision of the proposal so that it incorporated Australian development concerns, particularly internationalisation, and new industry development. They also focused on perceived dangers inherent in the proposal such as Japanese domination of the project, draining from rather than contributing to Australia's intellectual resources, isolation rather than integration with Australian industry, the possibility of a foreign enclave and, not least, the question of who would carry the costs of the project. Another aspect which received considerable attention was the structure of a study to further investigate the proposal. It was clear that this was a large and complex project proposal, and that a major feasibility study was warranted. Precisely what would be investigated, by whom and with what links and participation?

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The initial deliberations by DITAC were documented in papers circulated at state and special MFP meetings in early 1988²⁰ (DITAC 1987a; 1987b; 1988a). The issues and concerns raised in these papers were ultimately summarised in a set of principles prepared to guide further investigation and development of the proposal and setting out the terms of further participation by Australia. The *Nine Principles*²¹ — as they became known — in summary, were:

1. The MFP shall meet Australia's interests and be geared towards exports.
2. It shall provide a leading edge in telecommunications, information and education.
3. It shall be truly international.
4. The MFP shall not be an enclave.
5. It may only proceed by attracting new foreign capital investment.
6. There shall be no government subsidies.
7. It shall be integrated with the remainder of Australian society.
8. The Commonwealth Government shall represent Australia in all negotiations.
9. All governments in Australia shall facilitate investment in the MFP.

Regular meetings between commonwealth and state government representatives were specifically convened throughout 1987 to discuss the MFP proposal. At an Industry and Technology Council meeting of commonwealth state and territory governments in December 1987, agreement was reached with regard to joining the Japanese government in what was to be called the *Joint Feasibility Study* to

¹⁹ An approach which was inconsistent with number 8 of the Nine Principles – that all negotiations be through the federal government.

²⁰ See section on DITAC activities, page **Error! Bookmark not defined.**

²¹ The full text of these Nine Principles is presented in Figure 3.1. They warrant close analysis as they embody not only the main concerns and objectives of the Australian government, but also give insight into inconsistency and ambiguity that were to plague the project Feasibility Study later. An analysis of the Nine Principles is undertaken in Chapter 4.

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undertake further examination of the MFP concept. The *Nine Principles* prepared by DITAC to guide this Feasibility Study were adopted, and agreement was also reached in principle on expectations of cooperation and competition between the states for the project.²² These decisions were conveyed to the Japanese government and arrangements made for a meeting between DITAC and MITI officials to formalise the agreement and announce arrangements for the MFP Feasibility Study. A description of the Feasibility Study, its organisation and implementation and output is presented in Part Two of this chapter.

Parallel with the planning and liaison activities at federal government level, a series of activities was orchestrated by the Queensland state government throughout 1987, following the first report of the futuristic proposal. These activities represent a substantial contribution to Australia's initial response to the MFP proposal and to the scope of interpretation of the proposal. Therefore, they are covered next in this thesis before returning to responses by DITAC and other Australian interest groups.

Queensland Response

Possibly because early reports in Japan suggested that the project would be located in South-East Queensland (AFR 1987a; Australian, The 1987; Courier Mail 1987), the Queensland state government took the lead during 1987 in advancing the discussions and undertaking research and concept development activities in relation to the MFP proposal. Discussion papers explaining the MFP proposal, its background and issues for the state's involvement were prepared and distributed (Queensland Premier's Department 1987b). A Queensland view of how the MFP might operate was included in these early communiqués, and this evolved into a separate statement attached to the discussion paper titled *The Multi-Function-Polis²³ of the 21st Century: A Queensland View* (Queensland Premier's Department 1988e). Independent interpretations and research by consultants and academic organisations were commissioned by the Queensland Premier's Department in August 1987 to analyse background factors which influenced the MITI proposal. These included the

²² See newspaper article *States to Cooperate on High Tech City*. (Ford 1987a).

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Figure 3.1: The Nine Principles

1. The development of an MFP based around internationally traded information, education and training, leisure and tourism, and research and development activities should be in Australia's interest, with particular emphasis on the pursuit of scientific and technological excellence. It should be developed as a way of assisting structural change in the Australian economy geared towards the development of an internationally competitive and export oriented industry structure.
2. Fundamental to the competitive advantage of the concept will be the development of leading edge infrastructure in areas such as telecommunications, information and education.
3. Ensure that the MFP is truly international in terms of its link with the world economy, its investment sources and the people participating.
4. Develop the MFP as an entity which is not an enclave but is linked with the remainder of the Australian economy and provides a leading edge test bed and technology transfer.
5. Further work to be undertaken on the assumption that the proposal will proceed to fruition only if it can mobilise significant private sector support, particularly in Japan and other countries, which result in a net addition to available capital resources in Australia.
6. The MFP will not be financed through the provision of special location-specific Commonwealth and State subsidies.
7. Investigates a range of urban development options, including those involving multiple site, all of which should assume that the MFP should not be a cultural enclave, but rather should be integrated with the remainder of Australian society.
8. The Commonwealth Government to have carriage of all negotiations with the Japanese Government for the implementation of the MFP principles. The States may discuss commercial proposals and provide information to Japanese Government representatives.
9. The Commonwealth and State Governments are committed to examining the regulatory environment with a view to facilitating investment in the MFP. In particular, that the Commonwealth Government will examine the climate for the movement of people, money and goods in a positive way so as to enhance the MFP proposal.

Source: DITAC 1988a.

²³ Various spelling of *Multifunction Polis* were used in early stages until the acceptance of a common standard spelling by the Steering Committee in 1989.

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relevance and implication of Japan's Technopolis Program to the MFP proposal and the strategic issues and implications associated with a MFP in Queensland and Australia (Mandeville 1987; Queensland Premier's Department 1988a). Extensive discussion and concept development work was undertaken to examine various alternative forms the concept may take, and a workable management and development process for the project (Mandeville & Lamberton 1988; Moss & Loaney 1988; Queensland Premier's Department 1988b).²⁴ A management and interaction process was also proposed, with emphasis on an *open*, bottom-up approach from a very early stage.

A significant aspect of Queensland's response to the MFP proposal was the consideration of alternative concept definitions other than a new city on one site. The Queensland MFP concept saw the MFP firstly as a network process, a project without geographic limitations, a development program rather than a distinct project or a place. As such, it emphasised some of the features of Japan's Technopolis Program approach, namely a bottom-up initiative, soft infrastructure and a-spatial configuration.

The a-spatial concept implies a predominantly corporate type of administration role. There would be a core facility, coordinating a dispersed set of research and industry activities located anywhere in Australia, Japan and any other participating country, like nodes in a network. This would truly internationalise the MFP, a point which both MITI and DITAC planners saw as crucial. The core facility or 'hub' in a 'hub and spokes' concept would provide a physical base and focal point for the project. Its location was important on the basis of space, identity and aesthetic environment rather than from existing industry and infrastructure, or — 'a place where the spirit

²⁴ Early Queensland papers:

- Multi-Function-Polis: Discussion Paper, Premiers Department July 1987.
- Technopolis Program. Mandeville. Sept 1987.
- MFP – A Queensland View. Premiers Department. February 1988.
- MFP Concept Development Paper. Mandeville & Lamberton. May 1988.
- MFP Concept Development Paper. Moss & Loaney 1988.
- Discussion papers by John Craig (Queensland Premiers Department).

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of the future won't be swamped by the institutions of the past. A place where Australia is going in the 21st century, not where it has been' (Mandeville & Lamberton 1988: 53).

The following section provides extracts from significant documents produced in the Queensland process, and shows the evolution of alternative MFP concepts, and the consultation and development process involved.

Queensland Premier's Department Discussion Paper (July 1987)

Prior to the MFP proposal, Queensland had accepted the need for a change from its traditional economic base and outlined the states future options and intentions in a departmental publication, *Quality Queensland* (Queensland Premier's Department 1987c). Its approach to development in the discussion paper was summarised in the following set of objectives:

- a shift towards a more liberalised market economy as the wealth associated with agriculture and mineral production cannot be relied on to underpin the economy;
- an emphasis on human resources development, technological development and internationalisation of the economy;
- a concern for the implications of these trends on regional areas;
- the provision of assistance to the private sector in identifying opportunities; and
- the strengthening of the hard and soft infrastructure within the state sector required for international business and technological development.

Areas of improved economic performance expected to be achieved from this approach were seen as:

- niche markets for high value added manufactures and services; and
- processing and usage of the states agricultural and mineral resources and commodities.

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The initial Queensland response to the MFP proposal referred to the *Quality Queensland* document and concluded that: in consideration of these objectives in Queensland's economic development strategy, it was agreed that 'the MFP concept appears compatible with this approach and Queensland's general requirements' (Queensland Premier's Department 1987b: 7).

With regard to roles and responsibilities in the development of the MFP, the paper proposed that 'the primary stimulus to the growth and development of a MFP could be the requirements and interests of firms serving the needs of their customers. Governments at various levels would co-operate in this process consistent with the requirements of other interests in their jurisdiction' (MITI 1987b: 10).

Its location and form were also indicated: 'While it is envisaged that the Australian MFP would be located within south-east Queensland, related facilities in other regions of Australia would be considered (e.g. Sydney and Melbourne)' and in addition, 'a complementary MFP could be established in one or more of Japan's Technopolis and provide scope for incubating Japanese enterprises which are seeking to operate in a western, innovative and entrepreneurial style' (MITI 1987b: 11).

The process was to be similar to the local initiative approach characteristic of Japan's *Technopolis Program*, and the idea of a formal or organised strategic planning approach was introduced: 'it could be desirable to draw upon private initiative and 'bottom-up' planning processes, in the framework of a strategic plan agreed by participating companies and governments' (MITI 1987b: 15)²⁵.

Queensland MFP Discussion Paper (February 1988)

The second Queensland MFP Discussion Paper emphasised the role of the MFP as fostering 'international collaboration' and the means of 'establishing international host centres for new industries and new lifestyles of the 21st century' (Queensland Premier's Department 1988e: 1). It explained that the Government's role was like 'assembling the frame and canvas for a painting ... to enable private sector and community interests to examine the concept and develop their involvement. This will

²⁵ See interactive and integrated planning approach in Figure 5.5.

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ensure that these details will meet the real requirements of the private sector and the community' (Queensland Premier's Department 1988e: 2).

This discussion paper described the steps and major focus of planning studies for the development of the MFP option for Queensland, consisting of three phases:

1. Concept development.
2. Background studies.
3. MFP proposal.

In each case, the need was emphasised for a bottom-up approach and open nature in the consultation and development process. Ten principles intended to guide the process are reproduced in Figure 3.2. By way of example, and 'without pre-judging necessary future research work' (Queensland Premier's Department 1988e) and such things as concept form, location and functions, a brief description of a possible MFP concept was included in the discussion paper as Attachment B. This Queensland concept regarded the MFP as an umbrella network arrangement rather than a project at one place; not a single, contained city but spread over multiple sites. It was, fundamentally, a management process through which a large number of individual projects, each with decentralised control, would emerge. It would develop through private sector initiative and bottom-up planning; it would receive little (if any) government funding but considerable indirect facilitation by government. A description of the concept, according to its physical arrangements and managerial arrangements, was prepared and summarised as follows.

Physical arrangements

- **Nucleus or core facility.** A new development located on a new site housing central management and communications facilities for the project with supporting facilities such as restaurants, bars, and retail and leisure areas.
- **Adjacent facilities.** Located within 30 minutes of the nucleus, include short and long-term residential areas, commercial services, entertainment, convention, hotels, resorts, shopping villages, transport, government, world trade centre,

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university, research centers, facilities for R&D, education, and cultural exchange functions and all the characteristics which provide for a quality lifestyle.

- **Affiliated facilities.** Centres of excellence throughout Australia which provide a specialist, high standard service in research or lifestyle activity.

Managerial and regulatory arrangements

These were the aspects which would comprise the environment of 'soft' infrastructure for the MFP:

- networks between organisations and facilities;
- strategic planning of facilities and projects;
- networking management and facilitation;
- government and regulatory issues (international trade, travel, patents, contracts);
- a supporting 'soft' infrastructure.
-

Queensland MFP Concept Study I

The Premier's department commissioned two concept development studies by consultants to investigate what the MFP could be. The study by Queensland University Economics Department's Information Research Unit (IRU) involved an Australian and international survey of 85 persons who were known to be knowledgeable about the MFP (Mandeville & Lamberton 1988). The results of this survey showed that a majority of respondents agreed with the Queensland view of the MFP with 46% perceiving that the MFP would be 'primarily an organisational process rather than a new city project.' (Mandeville & Lamberton 1988: 26)

Concepts put forward as 'other' included: 'both an organisational process and a new city project; a future prototype environment; a resource sharing, transfer and

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Figure 3.2: Draft Principles for Queensland MFP Investigation

1. The MFP arrangements are to evolve from constructive views of the future in which international tensions and problems are reduced. Proposals under the MFP arrangements are to represent feasible steps towards that future.
2. The MFP arrangements are to produce a qualitative improvement in Queensland's level of post-industrial development. Proposals under the MFP arrangements are to fit Queensland's overall requirements.
3. The MFP arrangements are to be the long-term advantage of all participants. Proposals under the MFP arrangements are to recognise issues such as mutual on-going interdependence; and Australian participation in high productivity activities. Long term changes which result from the MFP are to be considered.
4. The MFP arrangements are to be in the overall interest of participating nations. Proposals under the MFP arrangements are to relate individual requirements to such a comprehensive view.
5. The MFP arrangements are to be driven by the requirements, contributions and creative energy of the private sector and the community. Proposals under the MFP arrangements are to reflect recognition of diverse community views.
6. The MFP arrangements are not to be confined to a specific geographical area in Australia, though South East Queensland is proposed as the focus for activity. Projects emerging from the MFP arrangements are usually to be affiliated closely with existing major urban centres.
7. The MFP arrangements are to recognise the contribution which can be made to other nations in the Asia/Pacific region.
8. The MFP arrangements are to consider the complementarity of concessions and facilities between Australia, Japan and other participating nations.
9. The MFP arrangements are to minimise barriers to social, commercial, or cultural transactions between international participants. Individual proposals under the MFP arrangements are to incorporate steps to reduce such barriers.
10. The MFP arrangements are to involve international standards and excellence in all areas.

Source: Queensland Premier's Department (1988e)

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exchange process; an interactive co-operative venture; a scientific workshop of excellence; a process to project Australia into the 21st century; a concept only.’ (Mandeville & Lamberton 1988: 26)

Figure 3.3: Respondents’ Opinions on What is an MFP

A new city project	15%
An organisational process	46%
Other	39%
TOTAL	100% (57 respondents)

Source: The MFP: Inventing an Institution (Mandeville & Lamberton 1988).

Supported by the survey results, the IRU study team proposed that the MFP could be regarded as: ‘a new international institution, or organisation, incorporating networking and a-spatial, nodal elements. It’s a network concept locally and internationally; part of a world-wide chain or network of links’ (Mandeville & Lamberton 1988: 27). They further described it as being about information flows, knowledge creation, communication and utilisation which would occur through all types of communication processes, ranging from people movement and face to face contact, to the most advanced telecommunications technology. The MFP functions would be a combination of scientific and technological knowledge, with education. Despite the non-physical emphasis of this concept, they maintained that ‘the MFP is still a polis — a city — but partly like the ‘invisible’ college of science, it is an invisible city — an invisible Pacific Rim regional city’ (Mandeville & Lamberton 1988: 29). The IRU then proceeded to explain and justify the MFP concept in this context, taking into account the MITI Basic Concept, but focusing on the application of their concept to Australia’s economic and social position and the emergence of information technology.²⁶

²⁶ This aspect of IRU’s work (the concept development process and survey of opinion leaders) and the similar approach by Moss & Loaney in the following section are significant in the corporate strategic marketing process as used in Chapters 5 of this thesis.

Queensland MFP Concept Study II

The second concept development study commissioned by Premier's Department was undertaken by consultants, Coopers and Lybrand (Moss & Looney 1988). This study used a strategic planning format to analyse the proposal and identify core objectives, then propose a concept that would effectively address these objectives. The outcome was an 'International Development Centre (IDC)' which they described as follows:

'The International Development Centre would be a totally new form of 'university' for people, companies and even countries. It could provide a new focus for the development of Australia's people, companies and processes through the provision of:

- sophisticated research and development facilities;
- unique integrated education facilities; and
- a range of specialised service functions.

These would be designed to accelerate human development and decrease research and development time frames' (Moss & Looney 1988: 6).

The IDC would act as a commercial hub of a domestic and international network of resources, structured and coordinated for participants from private and public organisations and individuals, including corporations and education and research institutions. The IDC could accommodate joint research facilities such as 'a Pacific Forum for Economic Co-operation and Development, or an international campus for Pacific studies which combines people from U.S., Japanese, Australian and Island Nations educational institutions' (Moss & Looney 1988: 6-7).

The consultants described the benefits for Australia of this IDC as creating the basis for 'achieving better international strategic relationships, improved human development, and a platform for the development of the Australian economy for next century. Importantly though, it could also provide a valuable symbol of commitment to the broad-based development necessary for our future' (Moss & Looney 1988: 7)

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The report by Coopers and Lybrand concluded that ‘Australia faced major challenges as it moved towards the 21st Century ... some of these challenges could be met with some of the elements of the MFP’ (Moss & Loaney 1988: 76). From this perspective, the consultants proposed an alternative concept, an *International Development Centre* which embraced some of the MFP concepts, plus some new ideas: notably, ‘more innovative approaches to education, research and development and corporate services’ (Moss & Loaney 1988: 76).

Coopers and Lybrand’s concept was influenced from a strategic planning perspective, while the IRU concept came more from an information economics and technology focus. Both reports contributed to opening up wider views on the MITI concept and were consistent with each other and with the earlier Queensland concept on significant aspects of an Australian MFP. The common elements included:

- the hub and spokes network arrangement for multiple projects incorporated in an MFP as opposed to all on one location;
- concern more for an organisational process for industry development than just a new city;
- the international participation in the project beyond just Australia and Japan; and
- the requirement for private sector led, local initiative in developing the project and that involvement be open to all interested parties.

The Queensland Open Process

From the earliest months of the MITI MFP proposal, personnel in Queensland’s Premiers Department actively sought both wide involvement from the business and academic community in discussions about the MFP and their participation in any MFP concept developments. To facilitate awareness and participation, the following arrangements were made:

- an open forum was established in which any interested organisation or individual could join and attend meetings for information and discussion of MFP; and

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- an 'open file' of all relevant MFP correspondence and reports was maintained in the offices of the Queensland Chamber of Commerce, available for perusal by any interested persons on request.

In addition to the concept development consultancies and the groups which participated in their studies,²⁷ think-tank sessions were organised by Premier's Department which could be attended by any interested parties. This group became known as the *MFP Investigation Forum* and regular meetings were called to disseminate information in an effort to stimulate public participation in the development of the MFP proposal in Queensland.

Queensland Multifunction Polis Task Force

In August 1988, Premier's Department advertised in *The Courier Mail* seeking expressions of interest from individuals and organisations in becoming involved in further development of MFP concepts. It also sought, through selection from applicants, to form a *Multifunction Polis Task Force* (hereafter, the Task Force), a group to operate within the Premier's Department and be responsible for matters relating to participation in the MFP Feasibility Study, particularly the liaison with all relevant and interested sectors of the community and the preparation of Queensland's submissions to the national MFP process.

As an interim exercise and as part of the selection process to form the MFP Task Force, fifteen applicants from some two hundred responses to the advertisement were asked to participate in intensive MFP think-tank sessions. Specific objectives set for the first stage, a three-day intensive conference, were:

- to list likely opportunities and futures for Queensland;
- to identify possible forms for MFP in Queensland;
- to define the nature of the tasks required by Queensland to capitalise on available opportunities;

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- to identify potentially viable options for undertaking these tasks, taking into account a range of factors; and
- to establish the level of commitment to progressing MFP (Coopers & Lybrand 1988).

Through a structured sequence of activities, the think-tank sessions produced views which were discussed and consolidated in a series of plenary sessions, and progressively documented. The output included:

- future search, describing the Australia and Queensland's possible future in 30 years time, using environmental categories of physical, political-legislative, technological, economic and social-demographic;
- SWOT analysis, summarising Queensland and Australia's ability to respond to the future environment;
- vision for Australia — a desired view as distinct from the likely view;
- vision for Queensland;
- the MFP's place in this vision and achieving that vision; and
- exploring possible MFP concepts.

Possible MFP concepts which could be considered consistent with the future vision were proposed and discussed by the whole group. The outcome was the description of thirteen different MFP concepts, outlined in Figure 3.4.

²⁷ Coopers and Lybrand advertised in *The Courier Mail* (30 March 1988) for expressions of interest in participating in their concept development study for the new futuristic 'city'. IRU also surveyed a wide range of people knowledgeable about the MFP in their study (May 1988).

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Figure 3.4: Queensland MFP Task Force Concepts

MFP Concept	Description
1. New city	High tech, high touch city on a greenfield site
2. Core in existing environment/upgrading of existing institutions	Redevelopment of existing facilities taking into account 21 st Century needs
3. Regional, Australia-wide hard infrastructure network/Centres of excellence	Upgrading and linking of distributed centres — each centre having a unique service and capitalising on the strengths and opportunities in its area.
4. Organisation program or process/change catalyst/aspatial soft infrastructure	Programs of learning and other activities which, together with advanced management processes, achieve high added value through knowledge and linkages.
5. Free enterprise zones	Specific stimulation of private sector and critical industries on a zonal basis
6. Education complex	New age education using advanced learning technologies.
7. Big project spin-offs	Technological and learning gains from participation in big projects.
8. Industrial firms in joint ventures/ Government-private sector joint ventures	Economic and other returns from joint ventures — possibly a variation of (7).
9. Business information exchange centre/international	Information and idea exchange development
10. MFP zone eg. Quadrangle Park	Concentrated development of existing and new adjacent complementary entities in an existing region eg. Brisbane-Gold Coast quadrangle.
11. New state or principality	Creation of a new area with new social, economic, political etc, structures.
12. International MFP	An organisation for securing and disbursing development bank funds and other resources for MFP related investigation centre projects and processes.
13. World problem solving centre	Centre with expanding expertise and reputation for tackling major world problems eg. greenhouse effect, pollution, regional facilitator.

All participants as a group then discussed ways in which the various MFP concepts might contribute to the visions outlined earlier in the process. Most interest was on the ability of the MFP to generate economic growth, through production of internationally competitive goods and services using acquired advanced technology. It was also thought that the MFP would make a contribution through generating higher appreciation of life, lifestyle and overall living environment.

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Thirdly, it was considered that the MFP would make a valuable contribution by virtue of its being a major initiative that would inject something new, exciting and stimulating in our environment, such as:

- fostering international integration;
- greater scientific and educational orientation;
- diversification of the economic base; and
- exposure to other ways of doing things.

Following debate and discussion of the various concepts by the whole group, four of these concepts were selected for further development: Futuristic city; Integrated MFP Network; Quadrangle Park; and International MFP Development Fund and Investigation centre.

Futuristic city

This city would be a new urban form on a new site. It would be functionally integrated and have a critical mass to be self-sustaining. Key industries were likely to include information/communication, high-tech R&D, tourism/leisure, transport (including aerospace), health and advanced manufacturing. It could possibly be independently regulated with a population mix of Australians (60%) and transitory internationals (40%). Possible locations included Cairns region, Tweed Heads/South-East Queensland, and Albury/Wondonga. Major benefits seen for the city concept were that it was tangible and therefore marketable, and that it provided a decisive quantum leap. Possible disadvantages were that it might be too fast a development for the community to accept, and that it would generate strong interstate rivalry.

Integrated MFP network

This concept was based on linking established centres and a new centre, taking advantage of existing centres of excellence. While it would have a national profile and existence, it could start in one area such as the Brisbane-Gold Coast corridor. The objective of this concept would be to build, in a stepped and integrated manner,

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a national and possibly international network based on what Australia was already doing best, such as areas of education and some advanced technologies. Major advantages perceived for this concept were that it enabled gradual development of both hard and soft infrastructures, and it was an integrative approach able to involve everyone, thereby avoiding state and international rivalry. Possible disadvantages were that it could be too slow and diffuse, and that it was more of the same, an approach that was already being pursued in many other places.

Quadrangle park

This idea influenced by the USA's *Technology Triangle* was a concept based on the further development of the Brisbane-Gold Coast corridor. It embraced both further development and linkage of the extensive educational facilities already existing in this region especially the four established universities, together with continuing development of other facilities, such as leisure, health, transport and residential.

This concept was considered eminently saleable because the area was well known internationally. Other perceived advantages were that this was a development approach already happening in the region, the area had a positive attitude to change and the region was physically attractive in its climate and environment. Possible disadvantages were that it could be seen only as a real estate deal, would be speculator driven, and would be constrained by having to fit existing institutions.

MFP development fund and investigation centre

The centre would be a focus for the funding of projects and investigations which fell under the MFP umbrella. Funds could come from international sources, thereby moving the focus of MFP away from Japan. Returns to investors could be generated through sales of products and intellectual property which resulted from the funded activities — e.g. patents, processes, goods and services. An important advantage seen for this concept was its potential to provide a real return to investors in MFP.

The group acknowledged that sensible decisions on the MFP, like any major development, required adequate information. Research would need to ascertain information on crucial matters such as migration, foreign investment policy, the

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economic benefits of major projects and the intentions of other Pacific Rim nations. The economic benefits of tourism, seen as a vital functional area in the MFP, needed to be assessed against its environmental and social impact. It was argued that existing tourism industry performance in Australia was contributing a very low return to Australian operators. Also, an optimum population size and mix for the MFP also needed to be estimated.

The approach taken by the Queensland government in utilising a diverse group of participants in a think-tank process, as outlined here, provided a number of distinct advantages which included:

- an opportunity to expand, in a condensed timeframe and without constraints, the boundaries of a concept which lacked clarity and tangibility;
- an opportunity for people in senior positions in the private sector to contribute to MFP developments without excessive load on their valuable time; and
- an opportunity to extend MFP concepts without committing to any one particular solution.

Queensland MFP Task Force

Following the group exercises, a full-time Task Force was set up within the strategy division of Premiers Department. Four persons were contracted in from external organisations (BHP; Queensland University of Technology; Commonwealth Department of Foreign Affairs and Trade; and Brisbane based consultants, Gibson Associates). The fifth member and head of the Task Force was appointed from within Premiers Department.

The Task Force role was to concentrate on all matters relating to the MFP:

- to prepare briefings on the MFP and communicate with all interested bodies in Queensland;
- to liaise with other participants in the Feasibility Study (beyond Queensland);

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- to prepare Queensland's input to and responses to Feasibility Study documents;
- and ultimately, to prepare Queensland's submission for the locating the MFP in Queensland.

The focus of the Task Force was to prepare the submission for the site selection part of the Feasibility Study. This submission was prepared for the scheduled September 1989 deadline. It nominated a site between Brisbane and the Gold Coast as the hub, with a substantial node located in North Queensland to accommodate tropical and equatorial elements such as aerospace, tropical health and architecture.

Two other significant tasks were organised by the Task Force:

- a series of scoping studies on MFP related industries in Queensland; and
- the organisation of an international conference on the MFP.

The scoping studies were commissioned by the Queensland government and were conducted by external consultants under the leadership of members of the Task Force. The following categories were researched:

1. Health and medical.
2. Urban planning and lifestyle.
3. Higher value added industries.
 - a. Primary industries.
 - b. Materials and minerals based industry.
 - c. Other industries.
4. Environmental management based industries.
5. Information and communication industries.
6. Tertiary services.
7. Transport services.

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8. Workforce skill requirements.

9. International perspectives.

10. Arts and culture.

In each scoping study, people prominent in that area were invited to attend briefing sessions on the MFP and to consider how their industry might be involved with and participate in the MFP based in Queensland. Inventories were compiled of the infrastructure and resources existing in the state (personnel, institutions and facilities), likely opportunities to be pursued as part of the MFP, and possible inaugural/seed institutions.

The international conference on the MFP was held at Bond University in November 1989. The conference was open to the public and was attended by delegates from all Australian states and overseas. Prominent speakers included

- Japanese and Australian members of the JSC
- International academics — George Kozmetski (IC² Institute, Texas), Dr Steven Gomes (Bechtel California) and Professor Henry Ergas (Melbourne)
- Leaders in the Feasibility Study — Dennis Gustin, Will Bailey, Trevor Berthold and Neil McDermott of AAK consultants
- Australian and Japanese politicians
- Representative from leading overseas technology institutions including the Sophia Antipoles (France) which was widely regarded as an example for the MFP to follow, and The Technopolis Development Program (San Francisco).

Track sessions on each of the industry areas being investigated for the MFP were conducted by consultants and members of the think-tanks which included leading Australian businessmen.²⁸

²⁸ See copy of Bond University MFP Conference program included in Appendix C of this thesis.

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The Task Force was disbanded following the Bond conference having compiled the state submission for the site selection process in September and, at this point, having fulfilled the government's liaison and community briefing role. For the remainder of the Feasibility Study process in the extended period up to May 1990, when the second site selection process would be completed, the task of compiling submission was passed on to the regional community. This effectively placed the responsibility in the hands of private enterprise and community organisations, as advocated in number five of the Nine Principles — that the MFP be private sector led.

While the Queensland government clearly endorsed a site in south-east Queensland nominated by the Gold Coast syndicate, interest in the MFP was so strong in North Queensland that this region formed its own syndicate and proceeded to prepare an independent bid for an alternative model located in North Queensland. In the final round Queensland had two nominations for the MFP — one officially endorsed by the Government (Gold Coast) and the privately organised and funded (North Queensland). The Gold Coast and North Queensland submissions are summarised later in this chapter along with those from other states.

This chapter now looks at early activities at national level and in other Australian states.

DITAC Response: One Australian Perspective

In June 1988 DITAC formally presented a view on the MFP in a paper titled: *The Multi Function Polis — One Australian Perspective* (DITAC 1988a).²⁹ The paper stated its purpose as 'providing some exposition of issues and possibilities of the concept for Australian organisations' (DITAC 1988a: 4). Perhaps more significantly it represented Australia's first official documented response to MITI's initial MFP proposal in January 1987 and to MITI's documents of February and September 1987. This response by Australia, specifically requested by Japan in their earlier proposals,

²⁹ An earlier restricted draft was circulated to state governments in May 1988.

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was an obligation that Australian officials had been slow to observe.³⁰ The DITAC paper is now summarised.

Essentially, DITAC adopted the MITI September version of the MFP *Basic Concept* with some elaboration on its functions and form. In what it described as 'substantially modified', the emphasis in their concept of the MFP was on:

- creating a truly international city involving people from Australia, Japan and other nations, particularly from the USA, Europe, Asia and Pacific, and also involving international cultural exchange;
- creating an advanced urban infrastructure involving new advanced communications, transport, education and research facilities;
- establishing a series of 'leading edge' industries which would drive the development of the MFP, including:
 - an education and research sector;
 - other information related industries;
 - leisure and tourism activities; and
 - other mixed industries, such as the conference industry.

It also opened possibilities for alternative physical arrangements, adopting the Queensland option as an example — a nucleus with adjacent and affiliated elements dispersed over several locations (DITAC 1988a: 7).

The DITAC paper proceeded to speculate on Japan's reasons and its internal motivating factors for proposing the project. DITAC's interpretation produced the view that the Japanese wanted the MFP to:

³⁰ This delayed response is symptomatic of DITAC's role which seemed to be playing catchup with other participants. Several of the states were already well underway with their investigations and interpretations.

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- help restructure their economy from resource-intensive industries to knowledge-based industries;
- internationalise the country's industrial culture;
- put more emphasis on quality-of-life issues;
- foster better relations with its trading partners; and
- identify avenues for overseas investment.

While these points were not specifically stated in the early MITI concept papers, this interpretation seems justified in the light of the set of objectives that later emerged in the course of the Feasibility Study.

Australia's reasons for pursuing the proposal were based more on its own economic concerns and on a view to what potential benefits the proposed international collaboration and investment could deliver for Australia. In short, the MFP had to be commercially viable and as such, Australia saw the MFP as a means to:

- restructure its economy and make it more internationally focused;
- commercialise its R&D and inventions more effectively; and
- develop further its commodity based export sector (DITAC 1988a: 13).

More specifically, Australia's economic interests in the Multifunction Polis, as set out by DITAC, were to:

- develop technology-related industries;
- link Australian industry with the world;
- make Australia a Pacific Basin investment base for countries outside the region;
- act as a catalyst for structural change;
- generate expertise;

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- provide an industrial ‘test bed’ for the rest of the economy;
- attract Japanese and other foreign equity investment; and
- develop new service and network capabilities (DITAC 1988a: 11–12).

Specific examples of commercial opportunities³¹ were nominated in the areas of:

- telecommunications/information industries;
- medical research;
- marine science and technology;
- building and construction industries;
- space and aerospace;
- robotics;
- food processing;
- new materials;
- biosciences;
- transport; and
- lifestyle, leisure and tourism.

Administrative suggestions and guidelines for progressing the proposal were outlined, guided by the set of Nine Principles outlined in Attachment A of the DITAC document. The paper concluded with an outline of the proposed Feasibility Study and a proposed schedule of major steps in the Feasibility Study process.

DITAC’s *One Australian Perspective* again showed the cautious approach and lack of vision they began with from the time of the initial MITI announcement in January

³¹ See Figure 3.13 page 116 for comparison of target industry lists. Note the similarity with list provided by DITAC for 1986 investment mission earlier in this chapter.

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1987, and the attitude of leaving any initiative to other participating parties. It was essentially a resume of ideas and views previously put forward without adopting or proposing a position of its own. The list of eleven commercial opportunity areas was not significantly different to MITI's earlier list, and in view of areas on the investment mission list of November 1986, it suggests a pattern of going around in circles. Furthermore, these opportunity areas are not peculiar or special to the MFP, but were initiatives that were already happening — or should have been happening — regardless of the MFP proposal. This lack of leadership by DITAC, when considered with the cautionary, hands-off-by-government sentiment imbedded in the Nine Principles, posed serious restrictions on the capability of Australia's efforts to achieve a workable MFP, regardless of the level of support from other interested parties.³²

Response by other states

During 1987, involvement by states other than Queensland was essentially limited to government department activity and their attendance at MFP meetings convened by DITAC. The limited action by other states may be explained by the very same reason which motivated Queensland — the assumption (in the initial period) that the proposal was intended for location in Queensland. Following the November 1987 meeting at which it was agreed that all states should participate and cooperate in the project, monthly MFP working party meetings were scheduled and all states were advised to produce and share views on the possible nature and operation of the MFP.

Each of the states prepared position papers on the MFP during 1988, with their views of possible MFP form and functions. It was evident that no one had a definitive version of the MFP, but each state was enthusiastic in interpreting it as a means of achieving industry development and market development goals for Australia with their state as host to the physical institution or hub — whatever form the MFP might take. At the February Commonwealth–States working party meeting on the MFP, held on 22 February 1988, DITAC distributed a set of working papers for the purpose of initiating 'discussion of possible concepts of the Multifunction Polis'

³² For further comment on DITAC's role and the suitability of the Nine Principles, see Chapter 4.

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(agenda item 4, page 1). The papers titled *The Spatial MFP* (DITAC 1988d) and *The Financial MFP* (DITAC 1988c) raised issues of location and form and the relevant implications for transport, production, communication and workstyle. These issues were covered superficially in the paper in the form of *need-to-consider* advice. The options of location at a concentrated single site and the scattered projects approach were indicated. A hub and spokes model was described in the summary conclusion as the most likely form of the MFP, and its description closely resembled the Queensland concept that had circulated since July 1987. Since the personnel responsible for preparing each state's MFP concept paper were in attendance, and since they all had copies of DITAC's working papers to refer to when drafting their state's version of an MFP, it was inevitable that similarities and tacit agreement were evident in their responses. Predictably, they favoured a dispersed MFP concept in which project development was shared around state and national centres — with their state hosting the core physical hub.

Characteristics of approaches to MFP proposal

A number of distinct characteristics can be seen from the various views on participant involvement in the MFP study. There were similarities and differences in areas such as the degree of government leadership and involvement, the level of government commitment, the extent of government and private sector interaction, the level of private sector involvement and initiative. There were also issues such as emphasis on process, emphasis on international participation and investment, and the balance of emphasis on lifestyle, economic, technological, environmental and social aspects of the project. Participants also differed in their perceptions of the concept — e.g. whether it was a bricks and mortar project or more of an organisational program, and whether it needed to be considered in terms of spatial or a-spatial requirements. Some groups emphasised the product/production nature of the project, the industrial components, investment opportunities and its potential for wealth creation for investors, and for the region and nation. For other groups, the interest and concerns were focused more on the social and environmental issues and the social and national security implications for Australia. Then there were debates over leadership, financing and facilitation roles and responsibilities; debates over spatial arrangements — core site versus dispersed network; and debates over environmental

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and social issues versus economic development objectives. A summary of these characteristics and where the various participating groups were placed according to these characteristics is presented in Figure 3.5.

From the various activities and outputs from the individual states, it was evident that there were chinks in national solidarity on many of the above matters, notably site, form and management, but each state was potentially making a significant contribution through its interpretation and its recommended approach to the project. The states were running and new players were constantly emerging in the *race* that was not a race, to win the *future city* that was not necessarily a city. Enthusiasm, combined with confusion, preceded order or direction, and in the developing chaos, hopes turned to the structure, system and leadership that the official Feasibility Study would provide. In April 1988, the Feasibility Study was officially underway with the call for submissions from consultants. Much enthusiasm was already apparent in the activities of the state governments, and to a lesser extent at that stage, the private sector. The task ahead was to bring together the energies and efforts of the states and private sector and mould a cohesive approach to developing what Senator John Button described as ‘Australia’s most exciting and important project.’

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Figure 3.5: Characteristics of Participant Approaches to MFP Proposal

Approach characteristics	MITI	DITAC	QLD	NSW	VIC	SA	MFPAR	AAK
Government lead & commitment	High	Med	High	High	Very high	High	N/A	N/A
Government + non-government (govt facilitated)	Med	Low	High	Low	Low	Very high	Low	Med
Non-government (self-initiated)	Low	Low	Med to high	Low	Very low	High	Very high	Med
Emphasis on product /production	High	High	Med	Very high	High	Med	Very high	High
Emphasis on process	Med	Med	Very high	Med	Med	High	Med	Med
Emphasis on core site	Very high	High	Med	High	Very high	High	low	Very high
Emphasis on dispersed model /network	Low	Med	Very high	High	Med	Low	Med	Low
Emphasis on A-spatial	Low	Med	High	High	Med	Med	Med	Low
Emphasis on lifestyle	Very high	Low	High	Med	Med	Med	Low	Med
Emphasis on new industries economic devt.	High	Very high	High	High	High	High	Very high	High
Emphasis on international participation	Med	Very high	High	Med	Med	Med	Med	High
Concern for environment	Med	High	High	Med	Med	Med	Low	Med to high
Concern for social issue	Med	High	Med	Med	High	Med	Low	Med to high

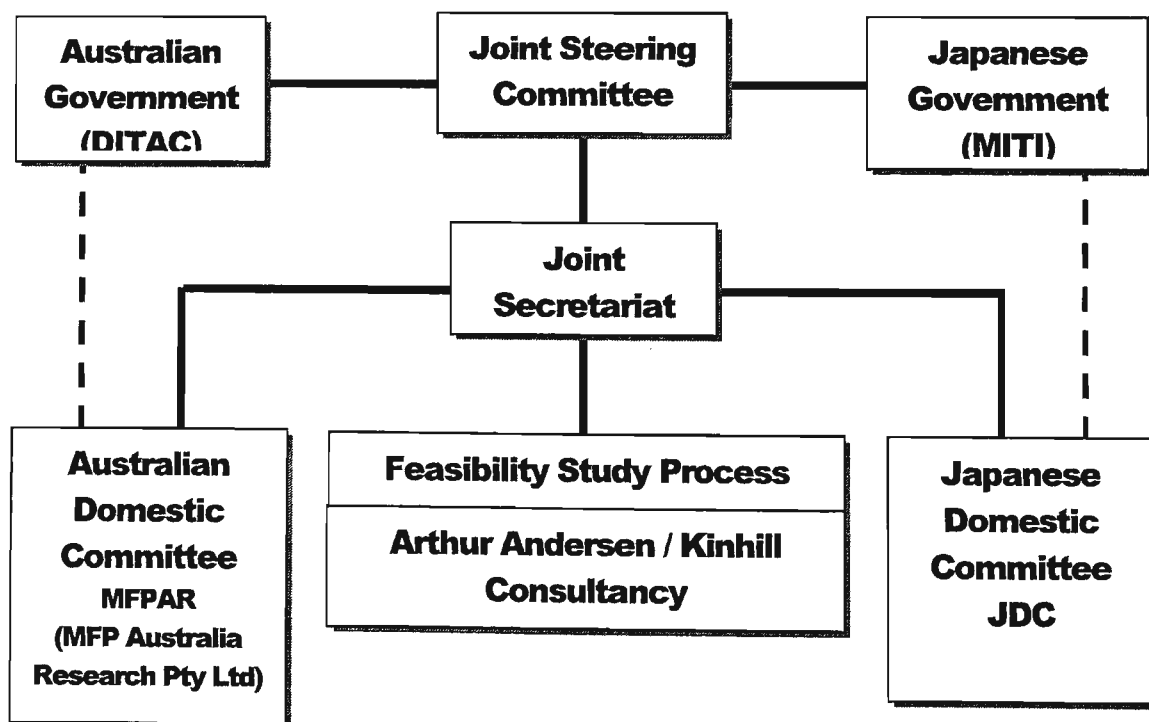
¹ DITAC – MITI meeting on the Multifunctionpolis. 29/1/88. 9th floor, Jetro. Room 9A.

Part Two: The Feasibility Study

Feasibility Study Arrangements

At a meeting of commonwealth, state and territory governments in December 1987, participants agreed to cooperate in furthering the examination and development of the MFP proposal, joining the Japanese government in undertaking the Multifunction Polis Joint Feasibility Study (hereafter Feasibility Study).³³ Following this decision, a meeting was arranged between DITAC and MITI officials to formalise the agreement and announce arrangements for the Feasibility Study. Plans for organising and managing the study were prepared, including an initial organisational diagram (Figure 3.6) which indicated the key groups participating in the study, and the structure of the process with regard to lines of authority and communication.

Figure 3.6: MFP Organisation Diagram



Source: Multifunction Policy Joint Feasibility Study: Consultancy Final Report.

³³ It was officially named *The Joint Feasibility Study*, but commonly referred to as the MFP Feasibility Study or just Feasibility Study. This thesis uses its shortened name: Feasibility Study

The Joint Steering Committee

A board of directors consisting of seven high-ranking persons from Japan and seven from Australia would form the Australia–Japan Steering Committee, the executive group who would oversee the study. This body which was officially termed *The Joint Steering Committee* (JSC) was commissioned to be the link between Australia and Japan on the Multifunction Polis. It had the responsibility for directing the Feasibility Study on the MFP and for reporting on its development to both governments. Australian and Japanese members of the JSC are listed in Figure 3.7. The Australian members were predominantly of financial and scientific expertise, while Japanese members were from a broader cross-section of business and government.^{34 35}

Joint Secretariat

The JSC was serviced by a secretariat, officially called Joint Secretariat (JS) jointly funded and staffed with personnel by the Japanese and Australian governments. It was headed by Dennis Gastin formerly Australia’s DFAT representative in Japan. In theory, the Joint Secretariat was to manage the Feasibility Study process and have the overall coordination role — collating, interpreting and summarising all relevant information produced from the various Feasibility Study inputs. This information would then be presented to the JSC in a form that would enable informed decision-making.

³⁴ Was this the best representation for this type of project in terms of the vision and nature of proposed industry activity? Did it represent expertise relevant for MFP? Were these reps available and capable to contribute to an effective Feasibility Study? What could and did each contribute?

³⁵ Neville Stevens replaced the original Commonwealth government nomination, Alan Wrigley, formerly Head of Australian Security Intelligence Organisation (ASIO).

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Figure 3.7: Joint Steering Committee Members

The Australian members of the committee:	
Will Bailey	Group Chief Executive of the ANZ Bank (Appointed Chairman of the Joint Steering Committee)
John Menadue	CEO of QANTAS Airlines; former Ambassador to Japan
Colin Adam	Director of CSIRO's Institute of Industrial Technologies
Ralph Slatyer	Head of the Research School of Biological Sciences at the Australian National University (ANU)
Ralph Ward-Ambler	Company Director and Chairman of the Management and Investment Companies Licensing Board
Ross Garnaut	Senior Fellow, Pacific Studies at the ANU; Chairman of Rural and Industrial Bank of Western Australia
Neville Stevens	Deputy Secretary DITAC. Australian Govt. representative
The Japanese members of the committee:	
Kisaburo Ikeura	Chairman of the Industrial Bank of Japan and leader of the Japanese side of the Joint Steering Committee
Naohiro Amaya,	Chairman of the International Economic Development Foundation of Japan; leader of the 1986 Japanese investment mission to Australia
Hiroshi Kida,	Chancellor of Dokkyo Gakuen
Yukiharu Kodama	Director General of the Industrial Policy Bureau of MITI
Tadahiro Sekimoto	Chairman of the New Business Council; President of NEC
Yutaka Takeda	Chairman of Japan Iron and Steel Foundation
Takehiro Togo	Director General of the European and Oceanic Affairs Bureau in the Ministry of Foreign Affairs

Domestic committees

The private sectors in Japan and Australia formed their own groups, called the Japanese Domestic Committee (JDC) and the Australian Domestic Committee (ADC) respectively. The Australian Domestic Committee incorporated and became known as MFP Australia Research Ltd (MFPAR). It brought together sixty-seven companies and another nineteen research institutions, universities, public authorities and governments. All states and territories as well as the commonwealth were represented. In principle MFPAR was to be the Australian corporate arm of the Feasibility Study and would link to the companies of the JDC through the JS and the JSC. Under very active leadership from Clem Doherty³⁶, a senior partner with the consulting firm McKinsey and Co, MFPAR assumed responsibility for coordinating involvement in the Feasibility Study by participants Australia wide, including liaison with federal, state and territory governments. MFPAR made a substantial contribution to the Feasibility Study through its systematic search for commercial opportunities using a number of specialised working groups called industry think-tanks. This activity constituted one of the most progressive and productive aspects of the Feasibility Study and is detailed later in this chapter.

In Japan, the JDC was serviced by a secretariat within the Industrial Research Institute, a body affiliated with MITI. Initially, eighty-three corporations were persuaded to join the JDC, including six steel firms, nine electronics firms, eleven construction firms, sixteen banking firms and eight trading firms among the members. Each of these firms contributed one million Yen, the equivalent of about \$10,000. While its members contributed financially and, in principle, were available to become involved if called on, they played little part in Feasibility Study activities. The links between the JDC and MFPAR were never activated by either end, with MFPAR choosing to be suspicious of Japanese corporate motives and therefore working independently and in an atmosphere of secrecy. Their Japanese counterparts were content to stick with MITI's *Basic Concept* approach and do nothing until the

³⁶ Clem Doherty resigned in September 1989, when the Think-tank opportunity search was completed. He was replaced by Trevor Berthold, a senior officer with Westpac bank.

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Feasibility Study examination of the MFP concept was completed and Australia nominated the site for the city.

Figure 3.8: Feasibility Study — Critical Events and Reports

November 1987:	State and Territory Governments agree to work together with Commonwealth departments, led by the DITAC
Jan–Feb 1988:	Discussions continue between Australian and Japanese Governments.
April 1988:	Social Issues Study (Yencken) commissioned by Commonwealth Government.
April–July 1988:	Submissions for main consultancy for Feasibility Study.
May–August 1988:	Private enterprise forums — Australian Domestic Committee and Japanese Domestic Committees established to participate in the MFP Feasibility Study.
June 1988:	Australia's official response to <i>Basic Concept</i> paper (incorporating <i>Nine Principles</i> for development of the proposal) submitted to MITI.
August 1988:	Joint Australian and Japanese Secretariat (JS) established in Sydney.
August 1988:	Australian and Japanese members appointed to Joint Steering Committee (JSC).
September 1988:	First meeting of the JSC held in Sydney.
September 1988:	Consortium of Arthur Andersen–Kinhill (AAK) selected as principal consultant.
October 1988:	Australian Domestic Committee forms company MFP Australia Research (MFPAR).
December 1988:	Third JSC meeting scheduled in Tokyo December 1988 cancelled
December 1988:	AAK begin work on Feasibility Study.
February 1989:	Social Issues Study completed.
March 1989:	Initial Pilot Concept presented by consultants
April 1989:	Second Joint Steering Committee meets in Tokyo and endorses pilot concept.
July 1989:	Target Industry Analysis
July 1989:	Spatial Attributes Paper (SAP) presented
August 1989:	General Marketing Document (GMD) presented
September 1989:	Preliminary Site Ranking presented
September 1989:	International Investor Survey undertaken
October 1989:	International Investor Response presented
October 1989:	Site Submissions presented
December 1989:	Project Development Report presented
December 1989:	Consultant's Final Report (CFR) presented
January 1990:	Supplementary studies undertaken by BIE, NIEIR, JS
April 1990:	Final state submissions received for site selection
May 1990:	Site selection decision
June 1990:	Fourth and final JSC meeting endorses Adelaide.

Organisational structure

The MFP organisational diagram (Figure 3.6) is an official representation of the structure, participants, linkages and reporting lines that were supposed to be followed in the Feasibility Study. It places the role of leadership and coordination with the JS along with the domains of responsibility and lines of communication of various players. In effect, MFPAR put itself where the JS is positioned and worked somewhat independently of the Feasibility Study process as conducted by the JS and official consultants, even to the point of dictating the manner of approach and input from consultants and state governments.

Project consultants

Central in the Feasibility Study arrangements was the role of the principal consultant. The consultant's work was to encompass undertaking major research with regard to the most appropriate definition of the project and developing the concept to a stage where key decisions on form, location and functions could be made with some degree of confidence. This would provide both the basis for a realistic assessment of the concept's viability and the requirements for successfully developing and implementing the MFP.

The role of the consultant, as set out in the official call for nominations (*Required For Tender [RFT] Brief*) was described as follows:

The consultant will form one part of the total team³⁷ involved in investment research and concept development for the MFP. The consultant will be particularly responsible for:

- initial research and assessment of interest amongst potential investors internationally (other than in Japan or Australia) in participation in an MFP in Australia, including identification of the environment

³⁷ While a team approach is intimated here, the structure and lines of participation are not stipulated. Details about leadership and who the consultant ultimately reported to and was answerable to are unstated. It is also notable that the brief did not stipulate 'defining the concept' as the first step.

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required for that investment to be forthcoming (physical, regulatory, infrastructure, incentives, . . .);

- evaluation of proposals for a site or sites for the MFP as presented by individual states or territories in specific submissions for that purpose; and
- following site selection, re-confirmation with potential international investors of their interest in investment in the MFP, firming up of the investment environment required, and establishment of investment likely to be made by international organisations.

The Consultant will be engaged by the JSC, with day-to-day liaison and administration of the consultancy being managed by the JS (DITAC 1988b: 3–5).

Submissions were called for the consultants to undertake the Feasibility Study and the project attracted teams of consultants worldwide.³⁸ In September 1988, the consortium headed by Arthur Andersen and Co and Kinhill Engineers (AAK) was awarded the contract as the major consultant for the Feasibility Study. The team claimed that its composition was planned to provide the range of expertise necessary to identify the key technologies pertinent to the MFP through an understanding of the

³⁸ The final selection of who would undertake the main consultancy for the MFP Feasibility Study came down to six consortia involving international and Australian firms. The contenders were:

- The 'Plan Team' comprised of Price Waterhouse Urwick, Arthur D. Little of Massachusetts, the Austen Company of Cleveland Ohio, Nikken Sekkei.
- The 'Pacific Community 2000 Group' comprised of Coopers & Lybrand, W.D. Scott, Shimizu Corporation, Gutteridge Haskins & Davey, Maunsell and Partners.
- The group of Jones Lange Wooton, Arthur Young, Nomura Research Institute, Research Institute for Asia and the Pacific, MacDonald Wagner, University of Sydney.
- Stanford Research International, and Australian engineering firm Pak Poy and Kneebone.
- The group of Arthur Andersen & Co., and Kinhill Engineers of Adelaide, plus numerous smaller firms and individuals.
- Bechtel Civil Incorporated of the United States and Sumitomo Corporation with a number of smaller firms and individual experts.

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issues affecting technology transfer, such as international property regulations and agreements.³⁹

On being commissioned, the consultant's role was further clarified — to conduct research leading to critical information in five broad areas:

- presentation of a pilot concept;
- conducting a general marketing program to promote investor interest;
- defining the physical form and possible location(s) of the MFP;
- setting the selection criteria to choose the MFP site; and
- soliciting responses to the proposal from investors and companies worldwide.⁴⁰

Their brief further emphasised the following considerations:

- To ensure that Australia maximises its benefits from the MFP and from the future direction of international industrial development;
- to identify investor interest in specific aspects of the MFP proposal;
- to further develop the MFP concept;
- to ensure involvement of investors in the development of the MFP; and
- to ensure widespread involvement and consultation with the community in the assessment of project feasibility and that the MFP would not be restricted only to business and industry, or science and technology — but would also provide an important focus for social and cultural activities.

³⁹ Other members of the consortium: Malleon Stephen Jaques; Social Impacts Pty. Ltd.; Cameron McNamara; the Australia-Japan Research Centre at the Australian National University; the Massachusetts Institute of Technology; and a group of academic representatives which included Ed Blakely, Professor of City and Regional Planning at the University of California in Berkely; John de Monchaux, Professor of Architecture and Planning at the Massachusetts Institute of Technology; and Professor Alan Patience of Flinders University, South Australia. The project team was headed by Mr Jim Hudak, a partner in Arthur Andersen's world wide strategic services.

⁴⁰ The consultant's reports on these activities are covered later in this chapter on pages 102 and 119.

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Competitors and knowledgeable commentators reacted to the selection of AAK negatively, claiming that this group did not have the relevant experience for this project. The concern was that they were better suited for designing systems for existing concepts, but had limited expertise for developing new ideas through from the concept stage. Inside sources reported that their selection was strongly debated and that DITAC was persuaded by McKinsey and Co (McKinsey), another consulting firm, to select AAK as a compromise (personal communication). McKinsey was involved in the selection as advisors to DITAC and had assumed a prominent role in the Feasibility Study through the formation and management of MFPAR.

Feasibility Study Output

A number of organisations in Australia and Japan actively participated in the Feasibility Study and made important contributions to the study. The main participants and their output included:

- The principal consultant in AAK, Arthur Andersen, who dealt primarily with commercial aspects, concept development, investor research and international marketing; and their sub-consultant, Kinhill, who dealt primarily with spatial attributes and site selection. Key documents produced were:
 - Pilot Concept (March 1989);
 - Target Industry Analysis (July 1989);
 - Spatial Attributes Analysis (July 1989);
 - Preliminary Site Ranking (August–September 1989);
 - General Marketing Document (September 1989);
 - Investor Response Report (October 1989);
 - Consultants Final Report (December 1989);

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- The Joint Secretariat (JS) who compiled agglomerate reports, including the *General Marketing Document*, and *Working Document*, and commissioned a number of additional consultants' studies;
- The Department of Industry, Technology and Commerce (DITAC) commissioned a number of key studies by:
 - Professor David Yencken (Social Issues);
 - National Capital Planning Authority (Strategic Concepts for Urban Form);
 - Bureau of Industry Economics (Additional Economic Analysis); and
 - McKinsey and Co (Commercial Viability Analysis).
- MFPAR's work focused on concept development and identifying commercial opportunities. Material from the MFPAR papers was used substantially in *The General Marketing Document* (GMD) and subsequent reports by the consultants. MFPAR produced four papers:
 - Establishing Objectives for the MFP Feasibility (February 6, 1989);
 - Developing a Commercially Viable MFP Concept: An Australian Perspective (March 28, 1989);
 - MFP Status and Future Direction: An MFPAR Perspective (June 13, 1989);
 - MFP Hypothesis (August, 1989).
- Various project teams and syndicates in the Australian States;
- Individual media commentators and critics, academics, politicians, and community interest groups; and
- State submissions in October 1989 and May 1990.

The following section outlines the important contributions from each of these sources.

The Consultants: AAK

A considerable amount of material on the MFP had accumulated in the period leading up to the commencement of the Feasibility Study. The first task for the consultants was to work this material into a cohesive and generally acceptable form, and therein provide a basic starting point for their contribution. This was the lead up to their first document, *The Pilot Concept Paper*.

The Pilot Concept Paper (PCP)

This first offering by the consultants was their attempt to present a unified concept for the MFP. The Pilot Concept Paper (PCP), submitted on 6 March 1989 was poorly received by many key players involved in the Feasibility Study. MFPAR was critical that its work presented in their February paper, made available to the consultants prior to their PCP, was not incorporated or acknowledged sufficiently. MFPAR leader and spokesman, Clem Doherty, further commented that the PCP confused image with content, that the opportunities listed in the PCP lacked justification and needed greater elaboration. The 'biosphere' theme made the PCP so narrow that it restricted many worthwhile commercial opportunities in other fields already identified in MFPAR's first paper (MFPAR 1989c: 12–14; JS 1989). Australian and Japanese members of the JSC were so unimpressed with this work that they recommended sacking the consultants; but again, as happened with the initial appointment of AAK, they were defended by McKinsey personnel (despite McKinsey's own criticism of their report) and the JSC was eventually persuaded to keep them on (personal communication).

McKinsey's influence as advisers to DITAC and the MFP process was based on their long association with DITAC in performing many other consultancies. In addition, through their role in organising MFPAR, McKinsey had quickly assumed an unofficial leadership position in the Feasibility Study process. Ultimately, the consultants AAK continued their work on the Feasibility Study throughout 1989, tabling their final report in December 1989.

Following AAK's abortive first offering, a series of discussions was arranged between AAK, MFPAR, JDC and JS. From this, a revised PCP was produced and

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submitted on 28 March 1988, in time for consideration by key parties and JSC members prior to the second JSC meeting, scheduled for April 10. The revised PCP was presented as a working model to guide and stimulate further work on the Feasibility Study. It outlined a vision for the MFP which was considered to be consistent with the objectives of both nations: Australia's wealth creation objectives and Japan's ideals of internationalisation. This vision incorporated three main components:

- a biosphere in which an Australian MFP would become a focus for global cooperation in fields such as environmental management;
- a technopolis which would promote new developments in areas such as agricultural technology, biotechnology, information technology and new materials; and
- a renaissance polis which would provide innovative services in the areas of education, health, sports and recreation, tourism, resorts and conventions (AAK 1989g: 10).

The PCP proposed that developing a Multifunction Polis on these elements would present many opportunities:

- linking international investors into the technological strengths of Australia and Japan to develop 21st Century industries, such as solving the world's ecosystem problems;
- greater internationalisation of Australian research and development to add downstream value to production, in areas such as new materials;
- linking Asian/Pacific economies into a range of services currently focussed only on domestic markets. For example, the provision of health care and education services to Asia/Pacific; and
- using new technologies to enhance resource based industries to provide value-added manufacturing. For example, application of biotechnology to produce high value biochemical from animal by-products (AAK 1989g: 15)

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The report explored specific business opportunities within each of the three elements. It identified within the biosphere element indicators of market potential in environmental management, citing the continuing rapid increase in expenditure by corporations and governments in this area, exceeding US\$80 billion in 1987.

Opportunities were listed as:

- potential national and global legislation against pollution;
- application of existing technologies (such as fluidised bed processes, bio-engineering and membrane technology) to environmental management, pollution control, resource recovery and waste management; and
- developing new technologies to improve efficiency of energy use' (AAK 1989g: 19-20).

For the technopolis element, target areas were identified in agricultural technology, biotechnology, information technology and new materials (AAK 1989g: 40).

Examples of Australia's expertise and achievements were provided in each category to justify their choice (AAK 1989g: 41–44) and to show where 'Australia is a recognised world leader in application of these technologies' (AAK 1989g: 41).

Renaissance elements were seen as important for several reasons apart from industry and commercial factors, notably, 'because they relate to the quality of life, so important to attracting human resources, (and) also provide a stimulus for cultural exchange' (AAK 1989g: 56). In the renaissance element, an MFP in Australia would provide an ideal environment in which to demonstrate how technology can be applied to promote better living standards. The report proposed that Australia had considerable potential in a range of life-style services such as health, education, sport and recreation and tourism.

The PCP also allowed for exploration of a range of spatial alternatives for the MFP.

The form of the MFP will be decided largely by the unique social and technological objectives of the MFP project. These objectives call for a place that:

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- demonstrates an integrated economic, social, cultural and physical pattern of living;
- sets the standard for the community of the next century through advanced planning, design and construction;
- is not bound by location, but is linked comprehensively to the rest of the world through advanced communications and information processing technologies;
- invites and supports recreation and work within the same location;
- is culturally diverse; and
- demonstrates how technology can promote a better living environment (AAK 1989g: 86).

The PCP was put forward as being fundamental to the development of a general marketing package for the MFP as it would direct an industry-specific approach to identifying commercial opportunities consistent with the MFP vision. At the meeting of the JSC in April 1989, the revised PCP was supported as ‘a very substantial improvement’ (JSC 1989: 10) and subsequently accepted by the JSC.

The work of the consultants following the PCP involved input from other participants in the Feasibility Study, and subsequent reports should therefore be seen as closely integrated with other input, particularly from MFPAR. For example, the GMD was a combined effort, with considerable input from JS, and work undertaken by MFPAR through their ‘industry think-tanks’. These complementary activities undertaken in parallel with the consultancy are now covered, before returning to the other major outputs of the consultancy on page 119.

Joint Steering Committee

The JSC met on 10th April 1989. Despite having strong reservations about the Pilot Concept Paper⁴¹, they accepted its basic conceptual thrust as a working model for a general marketing package for the MFP, but they directed that:

... further detailed analysis be conducted to establish more convincingly the commercial rationale for the various business opportunities in MFP foreseen by the consultants (JS 1989c: 3).

At this meeting, the Committee also ratified a set of objectives to guide the remainder of the Feasibility Study. It stated the common goal shared by Australia and Japan in developing an MFP was 'to create a new dimension in international cooperation and development for the 21st Century' (JS 1989d). The separate sets of objectives for Australia and Japan as tabled in Figure 3.9 were also acknowledged.

MFPAR: business opportunities

MFPAR worked from November 1988 to August 1989, searching for the commercial viability component of the MFP concept. Their approach using groups of industry experts was very effective in identifying many commercial opportunities for consideration in the MFP and, importantly, it was instrumental in introducing a large number of personnel and organizations into the Feasibility Study process. In one of the most positive and productive aspects of the Feasibility Study, over 600 leading Australians were involved in the process, either directly as think-tank members or as part of the information-gathering process. Many respected people from both the private and public sectors willingly gave their valuable time and energies to the think-tanks, an indication of the recognised need for Australia to plan toward the future in all facets of business. It was on the basis of the think-tank process that MFPAR was able to develop Australia's industry vision for the MFP, described later in this section. This vision was incorporated into the GMD, which was widely circulated and used to test market the MFP concept in Australia, Europe, North

⁴¹ This can be seen as another compromise and a weak foundation for the Feasibility Study, undermining both the concept and leadership.

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America, Japan and Asia. This section describes the approach taken by MFPAR in identifying commercial opportunities and developing their vision for the MFP.

Figure 3.9: Common Objectives

<p>For Australia, the objectives were:</p> <p>WORLD</p> <ul style="list-style-type: none"> • achieve its economic and social potential <p>REGIONAL</p> <ul style="list-style-type: none"> • establish a strategic role for Australia in the Asia/Pacific growth economy <p>NATIONAL</p> <ul style="list-style-type: none"> • establish wealth creation opportunities for all Australians by restructuring the economy, fostering greater internationalisation of industry, adding value to manufacturing & science, strengthening the connection between research & development and downstream markets <p>PEOPLE</p> <ul style="list-style-type: none"> • enhance Australia's unique physical and social environment. 	<p>For Japan, the objectives were:</p> <p>WORLD</p> <ul style="list-style-type: none"> • play a role commensurate with its economic status in such a way as to contribute to world peace, economic development, environmental preservation and cultural exchange <p>REGIONAL</p> <ul style="list-style-type: none"> • establish a basis for economic cooperation and clarify Japan's role in the developing Pacific region <p>NATIONAL</p> <ul style="list-style-type: none"> • develop ways of advancing the internationalisation of Japanese companies, people and systems • establish a foundation for basic research, skill development and technical cooperation in order to develop industries central to the future <p>PEOPLE</p> <ul style="list-style-type: none"> • develop opportunities which will enable people to enjoy the benefits of economic development.
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Source: Agenda JSC Meeting 2: Schedule 2.

MFPAR began its input to the Feasibility Study with their first paper on 6 February 1989. It described Australia's future environment, developed objectives and examined the *Nine Principles* in some detail to arrive at and justify their focus:

... that for the feasibility of the MFP to be established, it had to be commercially viable (MFPAR 1989d: 1).

The overriding message in the paper was that the MFP was potentially hugely significant and offered big business opportunities:

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It could have more profound significance for our international business linkages than anything else attempted by us (MFPAR 1989d: 1).

This claim was supported by reference to the following observations:

- Australia's traditional areas of wealth creation are threatened by the changing global environment;
- opportunities now exist for major areas of Australian business to enter international markets;
- the MFP could be used as a platform for this international growth and could enhance international cooperation; and
- the key issues affecting future collaboration need to be addressed (MFPAR 1989d: 3).

In exploring these issues, MFPAR pointed out that the low value-added nature of Australia's trade in commodities made it particularly vulnerable to changing trade patterns, and that major challenges were faced in those areas in which Australia was competitive, such as product and service development capabilities based on human skill and technology. Examples such as the emergence of Taiwan's expertise in microelectronics and computer systems, of Singapore's expertise in system software, and of Hong Kong as a venture capital centre, were cited as threats to Australia's competitiveness, but they also reinforced the potential role a MFP in Australia could play. The paper explained:

As these smaller nations expand their economic influence, they present a growing challenge to US and Japanese power and, given our traditional alliances, a problem for Australia. We could resolve this problem if we become more adaptive and 'Swiss like' in our behaviour, providing a market and cultural bridge between trading blocs (MFPAR 1989d: 2).

Australia is ideally placed to offer networking or brokerage of services in and out of the Asian region. Outside Japan, we are still the major advanced consumer of services and products, and of technological and

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scientific resources in Asia. We can use this position to our advantage, to maintain a share in regional growth and create major new wealth in international markets. Doing so will also protect Australia's position from emerging trade block challenges (MFPAR 1989d: 3).

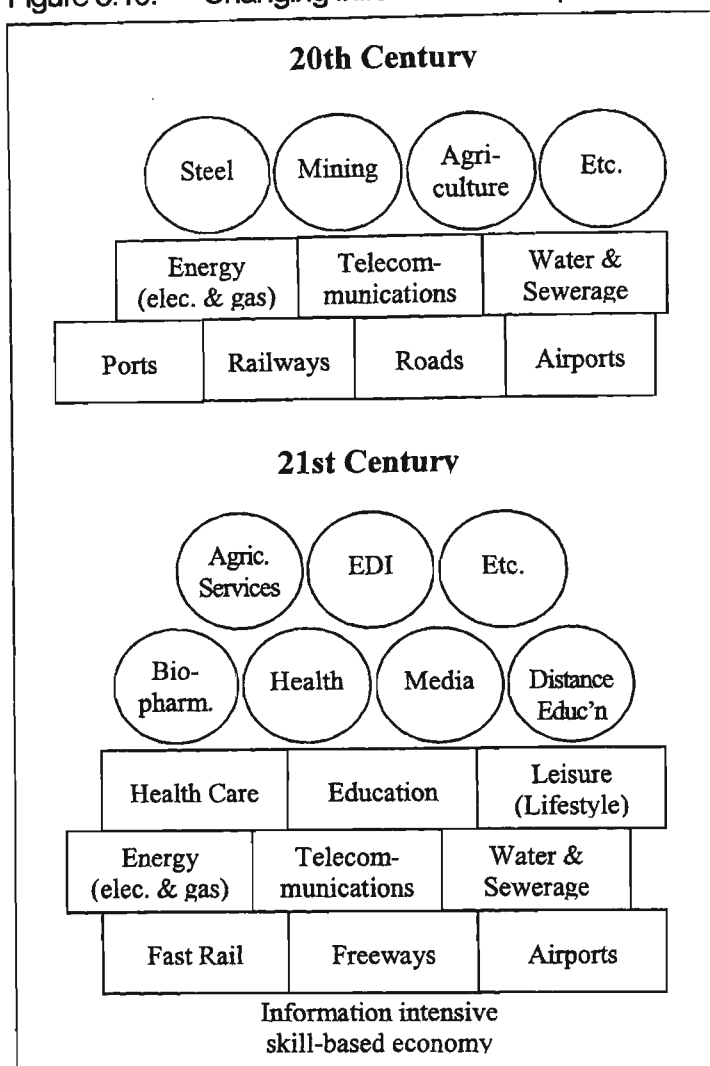
MFPAR explained its own purpose and approach in the following set of objectives:

- to establish wealth creation opportunities for all Australians into the 21st Century through the restructuring of the Australian economy, particularly by fostering:
 - greater internationalisation of Australian business;
 - increased focus on the Asia-Pacific region;
 - development of international trading positions in value added manufacturing and services;
 - stronger connection between R&D and downstream markets.
- to establish greater international cooperation and understanding; and
- to maintain Australia's unique environment (MFPAR 1989c: 2).

The future environmental context in which MFP commercial opportunities would emerge was considered. Fast transport, more sophisticated human development facilities, access to information and communications systems, improved health services and leisure environment would all require, but also provide, new business opportunities. Through building such advanced facilities and services, infrastructure industries would develop, capable of being exported to other countries as well as creating a sustainable infrastructure advantage for all Australia. These changing infrastructure requirements are illustrated in Figure 3.10.

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Figure 3.10: Changing Infrastructure Requirements



Source: MFPAR August 1989.

MFPAR began its search for commercial viability by specifying twenty-one units of analysis, defined on the basis of industry categories and issues categories, through which new business opportunities that could be incorporated in the MFP would be identified. These initial units listed in the first paper (MFPAR 1989d: 4) are listed in Figure 3.12, referred to as *MFPAR Opportunity Areas*.

The analysis for each unit was undertaken by a selected group of leaders in that area — people from throughout Australia with the highest levels of experience and expertise in that area — drawn from business, administration, government, and academia. Groups of about fifteen were formed for eighteen of the selected units, and

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these were referred to as *industry think-tanks*. Over two hundred leading Australian industry figures were directly involved in the process.

Each think-tank was instructed to focus on its area of interest, referred to as its *industry*, and to visualise what this industry would look like in 20-30 years time, all barriers and obstacles removed. It was in essence an industry analysis, projected into a futuristic setting. Factors such as science and technology, natural environment, global trade and legislation, the nature and structure of competition, market and consumer behaviour, and the likelihood of major disruption to trends and development in their industry were all thoroughly contemplated. The think-tank then addressed the question: 'In the light of these considerations, therefore, what are likely to be the most significant business opportunities for Australia in this industry in 20 years time?' Each think-tank was challenged to produce a list of the twenty most attractive opportunities in their industry as its final task in this stage of the process (MFPAR 1989c: 3).

Approximately four hundred specific business opportunities were listed in the outcome of this activity, the results of which remained confidential within the Feasibility Study. The think-tanks met several times in the period up to August 1989, continually developing and refining their ideas for future business opportunities. The process then moved to assess these and rationalise the findings according to:

- the potential and need for collaboration among Australian businesses; and
- the most promising industry categories for Australia, considered on the basis of Australia's traditional strengths and its projected competitive strengths and resources.

The work of the think-tanks provided much substance for the analysis concerning attractive opportunities and sources of competitive advantage in each of the target industries. In conjunction with the consultants AAK, twelve industries were subsequently nominated. These industry areas are shown in Figure 3.13 referred to as *MFPAR Target Industries*.

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Following discussion involving MFPAR, the JDC, AAK and other key Australian officials, these industries were prioritised into two groups:

- Five priority industries being those supported by both Australia and Japan:
 - health services;
 - education;
 - information services;
 - media, sport and entertainment; and
 - environmental management.
- Four industries supported by either Australia or Japan as a potential core.
 - telecommunications;
 - transportation;
 - construction and design; and
 - agriculture.

Biotechnology and New Materials were also retained, but they were regarded as technology applications rather than industries in their own right.

The next step undertook a more creative, searching approach to build on perceived strengths and identify more specialised areas of opportunity through synergy and industry collaboration. This involved the opportunities associated with one industry being superimposed on other industry sets, such as Health with Education, Health with Information, Education with Information, and both Health and Education with Information. The process is illustrated in Figure 3.11. Synergies were identified around a number of common industry infrastructure requirements and industry convergence, notably:

- knowledge intensive industries requiring leading information infrastructure;
- education is converging with other lead businesses;

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- the application of distance communication techniques ... ties other lead areas into broadcasting, media and entertainment; and
- a balanced industrial and quality of life environment is required to attract knowledge intensive skills to Australia and the MFP and this implies synergies with health, leisure and environment (MFPAR 1989b: 12–13).

Resultant opportunities were based on the strengths and resources of two or more target industries, such as Distance Education and Distance Health Education using advanced Information Communications technology, or Remote Health diagnosis. Through this process, numerous opportunities were identified in each category, examples of which are listed in Figure 3.12.

On the basis of the industry opportunity search, and the subsequent analysis and refinement of the target industries and opportunity areas, MFPAR was able to develop its explanation of what the MFP would be and the industry opportunities therein. This was summarised in their final paper as follows.

1a. A core group of new industries which fit the MFP vision:

- education;
- health;
- information services;
- media and entertainment;
- leisure and environment; and
- transport services.
- mineral processing and new materials; and
- clean energy.

1b. Gaps in old industries:

- agricultural information and biotechnology;

2. These industries provide synergies of co-location or interconnection.
3. These industries are supported by world competitive infrastructure.
4. The whole MFP environment is branded as world class:

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- A quality branded international environment supported by the world's most competitive infrastructure (MFPAR 1989b: 14–15).

Figure 3.11: Synergies and Industry Convergence

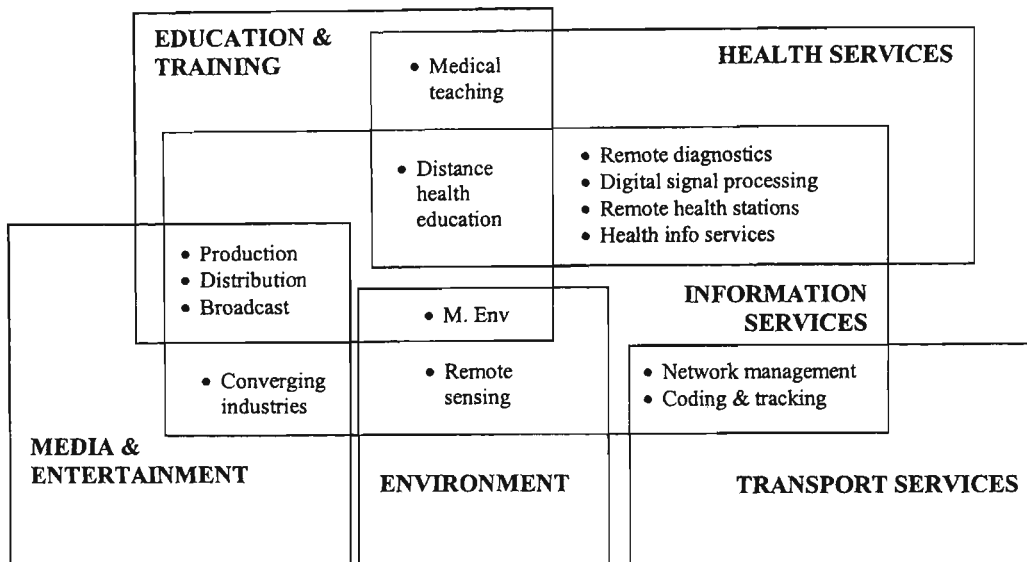


Figure 3.12: MFP Opportunity Areas

<p>Media and Entertainment Film & TV studio production complex Pan-Asian HDTV network International communication network International home services network</p> <p>Education/Human Capital Development World university Distance education Language training and linguistics International corporate training Information technology training Environmental research & management International space university</p> <p>Lifestyle Industries Resort city/city of the future Cultural interchange Construction & lifestyle technologies Health and medical services International conference centre</p>	<p>Information & Communication Services Voice/electronic mail Video conferencing International database Freight and transport monitoring World telecommunications network, 4th node Education/information/communication technology</p> <p>New and Research Based Industries Bio-technology applications Health Food production/agriculture Value added new materials Environmental management industries Energy and chemical industries Spaceport and aerospace industries</p>
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In addition to this output on commercial opportunities, MFPAR commented through its series of papers in February, April, June and August on other contributions to the Feasibility Study, including work by the consultants. It further refined and elaborated on its target industry opportunities, and the process of furthering feasibility analysis and implementation of specific opportunities. The MFPAR think-tank contribution culminated in its fourth paper, *MFP Hypothesis* (MFPAR 1989a), which provided a summary of the revised output of its ongoing opportunity identification process. Material produced by MFPAR constituted a major part of the GMD, which was used as the basis of early international promotion and investor survey exercises and which generally set the proposed direction for MFP development.

MFPAR's contribution to the Feasibility Study overall was significant and substantial. The leadership, structure and process, together with the recruitment and involvement from industry, were all professionally and enthusiastically done. Material generated through the think-tanks provided an exciting set of opportunities to be further examined and pursued. MFPAR's role in the overall context of the Feasibility Study was somewhat divisive however, and its effect and influence need to be critically appraised ⁴².

Social Issues Study (Yencken report)

The *Social Issues Study*, referred to as the Yencken report, was a detailed study of social issues relevant to the MFP concept and its future implementation. It was commissioned by DITAC and undertaken under the leadership of Professor David Yencken of Melbourne University. It incorporated the views of other prominent social commentators on the MFP, including Dr Morris-Suzuki of New England University and Professor Self, Urban Research Unit at the Australian National University. The original report, completed in February 1989, ⁴³ consisted of two separate studies. The first looked at the context of the MFP proposal and the related

⁴² This critical evaluation is undertaken in subsequent chapters of this thesis.

⁴³ The first draft was circulated among Feasibility Study participants in February 1989 and a final revised report, which took into account feedback from participants, was tabled in May 1989.

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issues of new towns and urban development, while the second addressed social, cultural and environmental issues that might be associated with integrating a MFP with Australian society. The final report, made public in June 1989, was a composite of the two studies.

Figure 3.13: MFP Target Industry Identification

MITI	DITAC	MFPAR Opportunity Areas	MFPAR Target Industries
Biotechnology	Bio-sciences	Aerospace/defence	Agriculture
Computer software	Building & construction	Agriculture value-adding	Bio technology
Convention industry	Food processing	Buildings & construction	Communication
Education & training	Lifestyle, leisure & tourism.	Business information services	Construction/design
Information	Marine science & technology	Communications	Education
Medical & health	Medical research	Education & training	Environmental management
New materials and rare earths	New materials	Electronics.	Health
Resort industry	Robotics	Energy	Information industry
Transportation	Space and aerospace	Financial services	Media
	Telecommunication /information industries	Government policy	New materials
	Transport	Hospital services	Sports & recreation
		Information industry	Tourism, resorts & conventions
		Lifestyle/tourism	Transportation (advanced)
		21st century manufacturing	
		Media & entertainment/arts	
		Medical electronics	
		Pharmaceuticals	
		Physical environment	
		Physical transportation	
		Software	
		Valued-added materials	

The published report consisted of four sections. Parts A and B explored some of the strategic issues relevant to the MFP project, comparing Japanese background and potential Japanese motives with Australia's own objectives. This was used as the basis in the study for suggestions made as to the sorts of strategic response that should be adopted to develop the Australian side of the project. Parts C and D looked at new town development and urban development experiences in Australia, Japan, Europe and the USA, identifying lessons that could be learnt from these. This was done to 'ensure that, if by chance the MFP does manifest itself into an actual town of

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some sort, we know and understand the parameters on which that town should be developed. Given the mismanagement of so many recent Australian town initiatives, it is important that the basic rules for success are clearly understood' (Yencken: 157).

Japanese urban development over the last 20 years was considered so that those working on the Feasibility Study could have a good understanding of the context in which the Japanese proposed the Multifunction Polis (Yencken: 214). Professor Yencken's report also identified specific aspects of the Japanese experience that we should look at more closely. Attention was drawn to the Technopolis program and Japan's other regional and international initiatives in science, technology and lifestyle areas. The evidence suggested that 'one of the striking aspects of recent Japanese urban development has been the attempt to coordinate technology, regional development and land use and settlement policy (and that) .. this integrated planning ... appears to offer many significant opportunities for Australia' (Yencken: 259).

The Yencken report argued that the MFP provided a significant opportunity for Australia and should be used creatively as a major agent of change. An important objective should be to encourage new thinking and new activities that would position Australia more effectively for the 21st century. It suggested that we should use Tsukuba or Technopolis cities to imagine not what an MFP would look like in a physical sense, but how and why it might come into being. Technopolis cities as well as other important 'new living' developments in Japan (such as the teleports and technoports under construction in the cities of Tokyo, Osaka and Yokohama) all shared the vital ingredient of advanced communications technology which had the function of supporting international trade, finance services, leisure, media and convention facilities, research, and 'in-touch' residential living. These projects helped provide a new geographical focus for existing cities and equip them with an economic base for the twenty-first century. From a funding and management point of view, these projects generally were financed through so-called 'third-sector corporations' composed for private and public sector interests. Even in a country as prosperous as Japan, governments or local authorities alone could not or would not finance elaborate infrastructure projects, without significant private sector input. This 'third-sector' approach to major projects with its new set of regulatory and planning

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implications had to be recognised by Australia as the means of progressing and implementing major new projects such as the MFP.

A number of possible Australian responses to the MFP idea were put forward, but fundamentally, it pointed out that ‘the polis concept cannot succeed without a high degree of political commitment by the Federal Government and any participating states (Yencken: 271). With regard to the special needs of a new city development, the report clearly stated a number of essential requirements:

- government must follow through with its support and financial commitment until the new town becomes viable (Yencken: 271);
- the project will require appropriate government machinery at local, state and federal government levels with responsibly vested in one senior minister (Yencken: 271);
- close cooperation of local government in the planning and development stages (Yencken: 187); and
- in the present economic climate, a satisfactory public-private partnership is of first importance (Yencken: 191).

Professor Self, a contributor to the Yencken report, suggested that a partnership of public and private interests be pursued by way of a model under which a development agency sells sites to a variety of private developers, ‘being careful to preserve environmental features and a good layout, and to allocate land for recreation, for social purposes and low-income housing. The town centre should be designed comprehensively and preferably developed on a leasehold basis so as to protect its architectural and social features’ (Self: 28).

The report covered a number of specific issues it had referred to throughout the report, such as the social, cultural and environmental implications of the project, leading to its final comments in *Conclusions* and *Implications for the Polis*. Guidelines for successful integration of MFP developments into the Australian scene were suggested and the report examined vexing questions about transient populations, racial enclaves and new communities. It concluded that ‘there were no

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insuperable social, cultural or environmental problems associated with the polis proposals' (Yencken: 282), but cautioned that there were many major issues facing Australia which had to be addressed in the future. The study implied that not only should these issues be taken into consideration in the Feasibility Study, but also they could become incorporated as important MFP objectives. These included:

- the need to restructure the Australian economy and move quickly towards an information economy;
- the need for closer ties with our region;
- the need for a more facilely tolerant cosmopolitan society;
- the need to deal with global and national environmental problems;
- the need to find imaginative ways of using the new technologies for social and environmental as much as for commercial objectives, and to prevent new social divisions between those who have use of the new technologies and those who don't; and
- the need for more livable cities (Yencken: 22–24).

The Yencken report provided a detailed compendium of social issues to be considered, and offered some pertinent views. It represented a valuable social critique and source of information on many issues and views relevant to the MFP. However, like MFPAR, it suffered from a confused view of its role in the overall context of the Feasibility Study. It appeared to confuse its own purpose when it progressed beyond identifying the various views – inevitably, a number of conflicting sets of views. It is best seen as an information compendium, not a decision making analysis, and it should be left to decision makers to rationalise and resolve such conflicts, rather than the report making conclusions for or against.

Spatial Attributes Paper (SAP)

The consultants second major output for the Feasibility Study was the *Spatial Attributes Paper* (SAP) prepared by Kinhill and presented in July 1989. Work on this

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study was concurrent with the development of the Pilot Concept, but its original due date was put back following discussions that followed the consultant's early and abortive pilot concept work. This paper examined the trends and forces pertinent to the location of MFP. It reached a number of conclusions which had significant impact on the form and geographical focus within the MFP process. These included:

- MFP has to have a physical manifestation. The so-called diffuse or non-physical information network⁴⁴ would not achieve all the various objectives identified by the parties;
- most indicative or proposed target industries exhibited a strong preference for location within the realm of a metropolitan region with high amenity and within comfortable commuting distance of related businesses and service centres, a central business district and an international airport;
- agglomeration of target industries would be important for their efficient growth;
- target industries should be concentrated at relatively few locations to achieve critical mass and efficiencies in the provision and utilisation of support services and infrastructure;
- the developments should be highly visible and their locations must be internationally recognisable; and
- the Fifth Sphere objectives could be satisfied through development or redevelopment within existing metropolitan areas and at a much smaller scale than would be required for a self-sufficient greenfield development (AAK 1989e: 5.12 – 5.14).

Effectively, the analysis ruled out a remote greenfield site, and suggested that the most appropriate site for MFP would be closely located and connected with one of the larger capital cities in Australia. The SAP provided the consultants with the basis on which they set their site evaluation and site selection criteria, to be applied to state

⁴⁴ See Figures 3.4 and 3.5 plus other references in Queensland Response section, page 65, including Mandeville & Lambertson 1988 where this non-physical concept was proposed as a possible MFP arrangement.

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submissions due in September 1989. A checklist in Chapter 6 of their report was the criteria around which states were asked to construct their submissions, and against which the consultants would perform their next task of assessing and ranking nominated sites (AAK 1989e: 6.1–6.3).⁴⁵

In the SAP, the consultants continually made reference to the need to take a new look at the way industries and cities were evolving, and the need to think differently when assessing MFP site selection criteria, citing Peter Drucker's⁴⁶ views that:

... change in market or industry structure is a major opportunity for innovation. One highly visible indicator of impending change in industry structure is a convergence of technologies that hitherto were seen as distinctly separate. This is the process that many of the target industries are now undergoing (AAK 1989e: 4.24).

However, their decisions were ultimately based on traditional factors and a view of things as they are now, rather than as they could be in the future. This conservative approach throughout the Feasibility Study, particularly the methods and criteria for assessing spatial criteria, was widely criticised in that it lacked the vision inherent in the original MFP concept proposal. The consultants, in their own defence, claimed that:

... different aspects of the MFP concept tend to be emphasised at different stages of the study⁴⁷ ... (and) the analysis of constituent parts often undermines the vision of large-scale, imaginative projects such as the MFP. In relation to the MFP, the visionary elements are inherent in its design and configuration, and the imaginative ways industries are co-located. In contrast, the location needs to be determined on the basis of economic realities, including burgeoning competition within the Asia–Pacific region (AAK 1989e: 4.16).

⁴⁵ The checklist is reproduced in Figure 3.14 in Part Three of this chapter, page 130.

⁴⁶ Source not provided in report.

⁴⁷ This difficulty is addressed in Chapter 6 of this thesis, which recommends different arrangements for management and decision making as the project evolved through distinct stages.

However justified this defence may have seemed to the consultants, the result was that the SAP short-circuited the innovation process, and consequently was the point at which the Feasibility Study was effectively derailed. In effect, its conclusions were premature in the timeframe of the overall Feasibility Study and again indicate the lack of coordination and cohesion in the overall process. As was the case with the Yencken report, the SAP was intended to provide information to the ultimate planners and decision-makers who could analyse this information then make suggestions and provide a rational assessment of options. It did not provide a balanced assessment of the various form options and location considerations.

Preliminary Site Ranking

Following the SAP release in July, the states were directed to prepare their MFP development proposals, making due reference to the criteria arrived at by the consultants in their SAP report. The primary aim of this exercise was stated to be to provide feedback to each proponent to assist in the enhancement of their proposal prior to the final round of the site evaluation and selection process.

While the states complied with the directive and proceeded with their proposals, there was confusion and suspicion about the process to the extent that many involved in the states' MFP teams had lost confidence in the consultants and the whole process — and it got worse. Officially however, the work went ahead and when the submissions deadline closed, a total of seven MFP development proposals were submitted. Kinhill consultants evaluated and ranked the submissions by applying different weighting to the set of location criteria generated by the SAP⁴⁸. This enabled an assessment of the strengths and weaknesses of each proposal and these results were presented in the Preliminary Site Ranking Report.

Kinhill ranked Sydney as clear winner for every category, placing Adelaide second on most categories and overall second ranking. Queensland performed poorly on all criteria and was placed last in the overall ranking⁴⁹. Following the announcement of

⁴⁸ The process bore similarities to the SCA assessment outlined in Chapter 5. The major difference here is that criteria were not necessarily the right ones to guarantee market advantage.

⁴⁹ Given the desire by Japan to have the city in south-east Queensland, it is questionable how appropriate the ranking criteria were, and how objective the assessment was.

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these rankings, there was general outcry and dissatisfaction from all participants in the Feasibility Study with the exception of those involved in the NSW bid (Inkster 1991: 51). Again, the consultants and the Feasibility Study process were under serious attack from public and private sectors in both Australia and Japan.⁵⁰

General Marketing Document (GDM)

Although specified as part of the consultants brief, the preparation of the GDM was very much a joint effort, involving substantial input from MFPAR and JS. This joint approach had become the *modus operandi* in the Feasibility Study since the consultants abortive first PCP in March, with much more sharing and collaboration between the Australian parties in the Feasibility Study. Consequently, the material in the GDM was significantly influenced by and included material from MFPAR think-tanks, particularly the MFPAR fourth paper *MFP Hypothesis*. More than just a promotional document inviting participation in the project, the GDM was a pivotal communication instrument that was intended to:

- provide background information on the MFP that would be relevant to the decision making process of potential investors and participants;
- present a hypothesis of the MFP; and
- encourage discussion and feedback about the concept's feasibility.

The GDM explained where the MFP concept came from and how it evolved, possible form and spatial configuration options, target industries and their locational characteristics, information on Australia's industry and commercial environment and a proposed implementation schedule. Industry and investment opportunities were outlined with special emphasis on synergies among the core industries. Lifestyle and infrastructure benefits were also emphasised.

Detailed summaries were provided for special business opportunities in:

⁵⁰ The unsuitability of the spatial criteria and subsequent failure by major players to correct this mistake early in the process reflects poorly on the leadership and organisation of the Feasibility Study.

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- education;
- information and telecommunications;
- leisure, entertainment and media;
- health;
- environment and agriculture;
- construction and design; and
- advanced transport (JS 1989b).

The GMD was best considered as, primarily, a market research document to accompany the International Investor Research exercise. Prospective participants and other qualified commentators were invited to comment on the proposal and especially, to provide opinions on critical issues of site, form and core industries.

Inventor Response Report (IRR)

Following the refinement of the target industry analysis, and the development of the GMD, the Feasibility Study undertook the international test marketing phase in September and October 1989. The results were presented by AAK in the *Inventor Response Report (IRR)*. Arthur Andersen conducted 62 interviews at chief executive or senior management level in North America, Europe, Japan, Australia and Asia/Pacific in large multinational organisations from a range of the targeted industry groups (AAK 1989b). The survey drew on respondents from five geographic areas (North America 19; Europe 17; Japan 12; Australia 7; Asia/Pacific 7) and across seven principal industry groups.

This survey provided the first significant international feedback on the MFP concept. The MFP features that received positive marketing feedback were:

- the ‘city of the future’ idea, the notion of deliberately setting out to define and demonstrate the future was inherently exciting, and offered commercial opportunities (AAK 1989b: 14);

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- a truly international forum, as opposed to a limited Australia-Japan joint venture, would be a critical element in attracting international support (AAK 1989b: 17);
- the Fifth Sphere living concept was widely accepted, though with differing views as to whether this needed to be created or merely made more accessible (AAK 1989b: page ii);
- the focus on environment was seen as an important theme, though only Japanese companies believed there were commercial opportunities in this area (AAK 1989b: 24–25); and
- education, broadly defined, was seen as essential and as the core industry in MFP (AAK 1989b: 38), with telecommunications a critical support element (AAK 1989b: 33–34)

Other features found to be less appealing by the research included:

- the ability to develop cross-industry links (AAK 1989b: 21);
- MFP as a showcase and test bed for new products and ideas (AAK 1989b: 18);
and
- MFP as a springboard into the Asia/Pacific region (AAK 1989b: 18).

The international test marketing response confirmed to the consultants that the industry sectors nominated for the MFP were the right choice, but also indicated that the primary focus of the polis would need to be on education. Activities which received clear investor endorsement were:

- an international teaching and research institute specialising in environmental sciences and telecommunications;
- a world-class health-care teaching facility;
- corporate training, conference and teleconference facilities; and
- language translation institutes to support regional media production and broadcasting.

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While North American and European respondents were generally positive about commercial opportunities in the MFP, this was not shared by Asian counterparts who 'could not envisage Asian corporations conducting R&D and manufacturing activities out of MFP' (AAK 1989b: vi). A number of recommendations were also offered from respondents, which included the suggestion that high profile champions were needed for MFP, people who had a high profile in their industry and would actively promote the idea. Political commitment to MFP would be critical and strong supportive statements from Australian and Japanese governments were required. It was also suggested that plans be modified to aim for a city of at least 200,000 people based near one metropolitan site and it was generally presumed 'that the MFP would have a broadly 'deregulated' framework' (AAK 1989b: vii).

Project Development Report (PDR)

In the closing months of the Feasibility Study, between the state preliminary submissions and the scheduled consultants final report, the JS strove to bring together the various elements of the study, including concept, form, location, commercial opportunities, financial and economic considerations, implementation and governance. This work was documented in the *Project Development Report* (PDR) (JS1989a). The PDR drew on the work of the earlier AAK and MFPAR reports and addressed implementation issues. As an additional input to the project development process, the JS commissioned special studies on economic analysis, urban form, governance, international implementation, economics and finance.⁵¹

The Project Development Report adopted the recommendations from the SAP and IRR regarding the form and location of the MFP, and for the first time in the Feasibility Study process, officially stipulated the site and form options, stating that it be concentrated at one substantial site and be a 'real city'. The *network* and *hub-and-spokes* options that had been possibilities since being proposed in the

⁵¹ These studies included: National Institute of Economic and Industry Research (preliminary economic analysis), Peter Droege (MIT) on urban form, John Mant (Phillips Fox Consultants) on governance, Fred Collignon (BFS Consultants, US) on international implementation experience, Professor Ed Blakely on economics and ANZ McCaughan on finance. McKinsey were also commissioned to produce more detailed analysis of commercial opportunities.

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Queensland Premiers Department Discussion Paper July 1987 were now officially invalidated (JS 1989a). This was seen as a significant change in the criteria, undermining earlier guidelines by which states had prepared submissions and the basis for their evaluation and feedback. It caused even more confusion and antagonism among participants in the process.

Consultancy Final Report (CFR)

Andersen and Kinhill consultants completed their role in the Feasibility Study with the tabling of their *Consultant's Final Report* (CFR) in December 1989. This report summarised the key findings from their other major reports (PCP, SAP, IRR) and incorporated material from other studies by MFPAR, JS and DITAC. The report sought to present a preliminary conclusion about the MFP's feasibility based on three criteria — that it be compelling, viable, and implementable (AAK 1989a).

On the first criteria, they concluded 'The concept is complete in that it can be described in terms of vision, themes functions, people and form. It is compelling in that it matches the aspiration of its Japanese proponents, the objectives of its Australian sponsors and is of appeal to potential international investors (and thus) meets the first of the three criteria' (AAK 1989a: 2.31). For the second criteria, viability was considered in terms of social, financial and economic viability. The consultants drew on the Social Issues Study (Yencken report) and relied on scenarios developed by the National Institute of Economic and Industry Research (NIEIR) for the JS for their financial and economic conclusions. The consultants gave a reserved conclusion 'On balance, it must be concluded that viability could be achieved but only under specific economic and financial scenarios, and only if particular attention is paid to building Australian community participation and support.' (AAK 1989a: 3.26) A similarly guarded conclusion was reached regarding the third criteria, implementation, pointing out that there were still political and administrative issues to be resolved before it could be determined whether the MFP idea was implementable. In particular, the consultants referred to the prerequisites that 'a suitable and, indeed, outstanding site for the MFP can be found; and that appropriate mechanisms for governing and directing the MFP's implementation can be identified' (AAK 1989a: 4.1).

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The consultants work was again widely criticised as being superficial, lacking an adequate definition of what MFP *means* as a concept and leaving too many questions unanswered. Their report presented desirable characteristics of a MFP which were not supported by necessary evidence of their economic, financial and social feasibility. Overall, it was criticized as presenting a concept and a range of commercial opportunities which were unproven and were essentially the same as in the *Basic Concept* paper more than a year earlier. More detailed criticism was included in the Joint Secretariat *Working Document* in March 1990, and these are outlined in the following section.

Joint Secretariat Working Document (JSWD)

This report simply titled *Working Document (JSWD)* was produced by the JS for the Australian and Japanese Domestic Committees on 31 March 1990. It was essentially a reasoned assessment of the state of play with the Feasibility Study and an attempt to re-focus on the realities of what the MFP was and what it needed to succeed. In the wake of the criticism and confusion which followed both the CFR and the PDR, the JS again moved to shore up elements of the study considered most inadequate. Supplementary studies were commissioned on economic viability and implementation. These were undertaken by the Bureau of Industry Economics (BIE) and the National Capital Development Authority (NCDA).

The JS in their JSWD attempted to give a clearer interpretation of the MFP and its requirements, highlighting that:

- MFP will be a city that leads the commercial opportunity, not the reverse;
- MFP will attract enterprises to the MFP as a source of local employment, and at the same time produce results that are of benefit to the national economy;
- MFP will exist as a place, not just a system;
- MFP will engender popular and government support and real international commitment;

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- MFP will be located in or adjacent to a major metropolitan region which is experiencing healthy population and economic growth and provides exceptional lifestyle opportunities in its natural environment, culture, entertainment and infrastructure; and
- MFP will be a project in which enhancement of land values accrue to the MFP to offset development costs (JS 1990b: 3–5).

While critical of the results of the consultant's work and the lack of demonstrated feasibility of its nominated commercial activities, the report recognised the difficulties inherent in the order of defining different elements of the MFP, such as site, form, commercial opportunities and governance. It conceded that it was not realistically possible for the economic categories identified in the Feasibility Study to be tested before site and spatial configuration were decided. Only after the physical form and site were decided and clearly postulated could private and government investors be consulted as to what circumstances would make it sufficiently feasible and attractive to convince them to locate activities in and participate in MFP. In addition, governments had to show their level of commitment, noting that 'commercial viability from the point of view of private enterprise rarely precedes public sector commitment' (JS 1990b: 5)

The JSWD expressed the concerns of many participants and observers regarding the thoroughness of the process and whether the conclusions made by the consultants were credible, given the absence of a definitive MFP concept and substantial knowledge about the concept in terms of the national economy and the economic viability of the project. Ultimately, JS personnel resorted to an intuitive judgement driven by an obvious sense of frustration over the lack of basic common sense prevailing in the project, suggesting that: 'The surest way to credibility, tangibility and salability of the MFP is to outline its development program as a project, how it will evolve/materialise over a 20 year period. In that context, infrastructure can be posited on the basis of net benefit to the local and national economy and this in turn can be assessed by firms in reaching judgement about the commercial viability of individual corporate projects (JS 1990b: 21).

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In spite of the advice provided in the JSWD regarding the inadequacy of the concept definition, feasibility and selection criteria reached through the Feasibility Study process, the call proceeded for state submissions which were to be constructed around the guidelines and criteria provided by the consultants. Details of the submissions which constituted this final stage of the Feasibility Study are now presented in Part Three.

Part Three: MFP development proposals

Proposal guidelines

The Guidelines for MFP Development Proposals distributed to the state governments outlined five groups of issues to be addressed in their submissions:

- **investment programme** — to describe the investment programme of the proposal and to demonstrate the potential for commercial success;
- **enabling and management arrangements** — to demonstrate how the proposal will be implemented and managed, and to demonstrate the level and development of community support;
- **economic assessment** — to describe the impacts of the proposal on the regional and national economies and to determine net economic benefits;
- **site-specific proposal** — to describe the site and its location, and to demonstrate and illustrate a conceptual development of the site; and
- **MFP vision** — to demonstrate, overall, fulfilment of the MFP objectives, and ideals of the MFP concept.

A detailed set of evaluation criteria (Figure 3.14) was provided by the consultants to participants and these were expected to guide the preparation of their submissions. In adhering to these guidelines, state proposals would demonstrate how their proposed approach would meet MFP objectives and incorporate the range of important elements identified for the MFP during the Feasibility Study.

Figure 3.14: Evaluation Criteria

Evaluation Criteria

The following factors were considered in selecting a site for the MFP:

- Is the concept right?
- Is the city image distinctive in reflecting the differences between traditional urban settlements and a 'city-of-the-future' ideal?
- Does its image clearly identify it internationally as a centre of excellence and a model for 21st century cities?
- Does it have a clearly recognisable urban structure?
- Does it have the potential to satisfactorily address these requirements?
- What will be the core activities of MFP?
- Are the activities proposed relevant and achievable?
- Is there private sector support?
- Are target industries and related business opportunities internationally attractive?
- What are the first jobs the early workers will be coming to?
- Does it integrate the technopolis, biosphere and renaissance city themes?
- Are these themes given equal importance?

As a technopolis city:

- Are all types and levels of 'high-tech' and 'high-touch' enterprises considered?
- Is it easy to work from home?
- Does the proposed infrastructure support the proposed business and other activities?

As a biosphere city:

- Is the city in harmony with its selling and the natural environment?
- Does the proposal realise energy conservation?
- Is there potential to minimise fossil fuel consumption and emission?
- Is waste management considered?
- Is the climate acceptable, and the natural setting acceptable?

As a renaissance city:

- Does it produce an appropriately balanced environment?
- What are the opportunities for new and improved lifestyles?
- Is there an international flavour?
- Is there a balance between opportunities for housing, employment and recreation?
- Can the requirement for 'state of the art' infrastructure be met?
- Is the provision of trunk services and energy sources identified? Available?
- Can these be sourced or staged easily?
- How will new technologies be applied (for example, intelligent buildings; communications)?

..... (Continued)

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Evaluation Criteria (continued)

- Does the proposal integrate into its social setting?
- Does the city provide for a full range of housing opportunities, including provision for service and specialist workers, short-term and long-term residents?

- Is the land already in Government ownership, or can it be acquired expeditiously and at an affordable value?
- Is there sufficient land available?
- What assembly mechanisms are proposed?
- Is the land suitable for urban development?
- Will there be an adverse impact on existing natural systems and settlements?

- Are the linkages to international, regional, and wider metropolitan activities adequate?
- Is it within one hour of an international airport?
- Is the city located within close proximity of a major urban area?
- Are there good linkages to universities or other research centres?
- Does the proposal capitalise on existing skills and resources?
- Will the city be located on rail/road transport links with major cities?
- Can the proposal be staged? Is the city capable of staged development?
- Will it be capable of responding to social, technological and other changes?

- Are the enabling mechanisms and administrative structures appropriate?
- Is a national and international focus sustainable?
- How will planning, development and construction be coordinated?
- What sort of legislative arrangements are proposed?
- Will the proposed planning and approval process enable expedited approvals to be given?

- Consultation? Any development which meets widespread community hostility is unlikely to proceed, or at best its long-term development could be significantly hindered.
- How has the Australian community been consulted?

- What is proposed?

Source: AAK 1990.

The key objective for each submission as recommended by the guidelines was:

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To describe and demonstrate a credible and realisable package for an integrated and complete economic and urban development project based on a specific site, which builds on regional strengths, benefits the whole nation, and can be implemented in accordance with Australia's guiding principles (AAK 1990).

The following submissions were received and evaluated:

- New South Wales government, nominating a site in Sydney (MPF NSW 1990a);
- Victoria government, nominating the Docklands redevelopment site in Melbourne (MPF VIC 1990a);
- South Australia government, nominating a disused wasteland site in Adelaide (MPF SA 1990a);
- A private Queensland syndicate, nominating a site in North Queensland (MPF NQ 1990a); and
- Queensland government, nominating a site between Brisbane and the Gold Coast (MPF QLD1990a).

Predictably, all submissions were similar in their treatment of the MFP concept, its format and its various functions, having been virtually compelled to adopt the findings of the Feasibility Study. Each of these submissions is now summarised and the main industry projects proposed by these submissions listed in Figure 3.15.

The Sydney proposal (MFP NSW)

The New South Wales Government proposed a multi-site MFP development in the Sydney region based on its vision of 'a quality branded environment, supported by the world's most competitive infrastructure, for the growth industries of the 21st century'. In essence, it proposed a 'value-added network' with some physical presence (MFP NSW 1990a: 7). It identified the growth industries as education, health, telecommunications and information services, media and entertainment, leisure and the environment, with information and telecommunications systems being the central elements of the proposal (MFP NSW 1990a: 8–9). The

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development of these industries would be focused around 'nodes'. Each node would be part of the MFP and would be linked by corridors of existing or planned infrastructure, drawing on strengths located along the corridors and in nearby environments (MFP NSW 1990a: 27). Eventually there would be four nodes:

1. Pyrmont/Ultimo and adjacent areas, close to the western edge of the CBD, where about 300 hectares of government owned land was available for redevelopment. This would be the initial focus of MFP development and accommodate MFP Headquarters buildings (MFP NSW 1990a: 37).
2. Homebush Bay, the node of the Route 33 corridor. A total of 660 hectares mostly government owned, currently in low grade uses (MFP NSW 1990a: 40).
3. Werrington Campus (200 hectares) of the University of Western Sydney with an adjacent 264 hectares earmarked for a technology/research park. This would form the Route 69 node, linked with Homebush Bay by the F4 highway corridor/freeway (MFP NSW 1990a: 41).
4. South Creek Valley, 9,100 hectares of gently undulating rural/agricultural land incorporating the site of the proposed second Sydney airport at Badgerys Creek. A large proportion of this land was in small private holdings (MFP NSW 1990a: 42).

The multi-site MFP would be supported by leading edge telecommunications infrastructure. This would form the base for the proposed development of five core industry elements over a 20-year period. The core elements proposed are now summarised (MFP NSW 1990a: 10–26):

- **World Health Centre** — starting with a proposal to develop the Health Net information system. The Nepean Hospital, to be significantly upgraded during the 1990s, was proposed as a possible option for the MFP world-class teaching hospital (MFP NSW 1990a: 10, 15 & 21);
- **World University** — Sydney's five metropolitan universities would start negotiations leading to a collaborative research institute, software centre and supercomputer facility in common ownership. Within five years, it was

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proposed, the University of Western Sydney would become a central agency for the management and coordination of the higher education elements within MFP, and, in due course, the core of a world university (MFP NSW 1990a: 12, 15, 21 & 22);

- **Fourth Global Telecommunications Node** — based initially on a proposal by Telecom to establish the Homebush Bay Prototype Media Centre with the most modern telecommunications facilities. The concept of the MFP as a major crossroads in global telecommunications traffic was central to the NSW vision. It envisaged the establishment of a ‘fourth node’ in the world telecommunications network (after Tokyo, London and New York) to provide for increased efficiency, traffic sharing and redundancy (MFP NSW 1990a: 13, 16, 19 & 23);
- **World Media and Entertainment Centre** — incorporating the hub of a media production network, was expected to get its initial impetus from the relatively concentration of media activity in the Prymont Ultimo region, and subsequently from the Prototype Media Centre at Homebush Bay (MFP NSW 1990a: 14, 16, 19, 20 & 22); and
- **Global Resource Monitoring Centre** — building on the CSIRO Research Divisions centred in the Ryde area and the Pacific Centre for Environment Management currently being assessed as a project by the University of NSW. It was suggested that eventually the entire South Creek Valley be developed as an ‘Ecozone’ - a test bed for environmentally sustainable urban development — and that the Hawkesbury catchment area act as an environmental simulation laboratory (MFP NSW 1990a: 14, 17, 18, 20 & 24).

The Melbourne Docklands proposal (MFP VIC)

Victoria’s submission was forwarded by The Committee for Melbourne, under a covering letter from the Victorian Minister for Industry and Economic Planning, for the development of Melbourne’s Docklands, most of the core area being state government owned.

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The proposal offered a Docklands vision as the solution of two principal issues facing the Australian economy — the demand for urban infrastructure, and export performance. The vision itself addressed the potential for improved port and transport infrastructure, advanced telecommunications networks, revitalisation of central Melbourne, and the promotion of new knowledge-intensive uses and activities in the Docklands (MFP VIC 1990a: 4–5).

The greater Docklands area comprised 22 square kilometres immediately west of the CBD. With the planned rationalisation of existing port and rail freight uses over a twenty year period, an area of 350 hectares could become available for new developments. The site, which could eventually house up to 30,000 people, was described as a waterfront development, an extension of the CBD westwards and incorporating ‘Marvellous Melbourne’ architectural traditions (MFP VIC 1990a: 5–6). Key land uses for the site were based on the target industries, residential and leisure activities. Six core industries were identified as part of the proposal, building on Melbourne’s comparative or natural advantage. These were:

1. Information and telecommunications.
2. Media and entertainment.
3. Advanced transport services.
4. Health, medical and agricultural research.
5. Environmental management.
6. Education and training (MFP VIC 1990a: 12–13).

The Committee for Melbourne and the Docklands Task Force identified a range of specific initiatives, which would form the basis of new economic activity in Docklands, using the most up-to-date infrastructure. Most of the proposed initiatives would be linked to or supported by the Strategic Research Foundation (SRF), formed to centralise and rationalise relevant planning and research. Specific initiatives included:

- Australian Institute of Advanced Computing (MFP VIC 1990a: 30);

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- Supercomputing facility involving CSIRO, Leading Edge Technologies and IBM (MFP VIC 1990a: 31);
- Optoelectronics Research Institute (MFP VIC 1990a: 32);
- Media and Communications Centre, building on the proposed Olympic Media Centre (MFP VIC 1990a: 32);
- the Australian/Pacific Telecommunications Node (MFP VIC 1990a: 35);
- Media Production and Services Centre (MFP VIC 1990a: 34);
- Integrated Global Fast Freight Systems, and Advanced Transport Research and Development (MFP VIC 1990a: 35);
- Biomolecular Research Institute (MFP VIC 1990a: 37);
- Agricultural Biotechnology Research Institute (MFP VIC 1990a: 38);
- Climate and Ocean Sciences Institute (MFP VIC 1990a: 39);
- Docklands Campus, drawing on visiting overseas academics and attached to existing institutions located outside the Docklands area (MFP VIC 1990a: 39);
- Information Technology Training Centre, a concept supported by IBM, Computer Power Group, Telecom and Fujitsu (MFP VIC 1990a: 42);
- International Company Training Centre (MFP VIC 1990a: 42);
- Language and Cultural Resource Centre (MFP VIC 1990a: 42);
- Industrial Skills Training Centre (MFP VIC 1990a: 43); and
- National Design Centre (MFP VIC 1990a: 44).

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Figure 3.15: Core Industries in State Submissions

Sydney	Melbourne	Adelaide	North Qld	Gold Coast
World Health Centre	Health, Medical & Agricultural research	Health Management Centre	Tropical Health & Food Centre	International Institute for Advanced Studies
World University	Education & Training	World University	Lifestyles & Leisure Industries, incl World University, & Resort City	Centre For Regional Education
Global Tele-communication node	Information & Telecommunications	Advanced Learning Technologies Centre	Mineral Processing	Film & TV complex
World Media & Entertainment Centre	Media & Entertainment	Languages & Culture Centre	Energy Fuels & Chemical Industries	Centre For Advanced Materials Processing
	Advanced Transport Services		Space Technology	Advanced transport corridor
Global Resource Monitoring	Environmental Management	Environmental Management	Environmental Management	Advanced construction & Design

The Adelaide proposal (MFP SA)

The South Australian MFP proposal based on Adelaide (MFP SA 1990a) envisaged a MFP of two elements — a major new urban development on a specific site, and activities in the existing Adelaide metropolitan area linked to the main site focus.

The proposed 3,500 hectare site of flat, estuarine land with frontage to the Port River could be readily assembled, the great majority being in government ownership. The site's history of 'rough use' for landfill, drainage and miscellaneous purposes was cited as a positive, presenting opportunities for innovative and environmentally sound development and restoration (MFP SA 1990a: 2.1).

The site was 20 minutes north of the Adelaide CBD, and 15 minutes from the international/domestic airport. It was promoted as being close enough to the existing facilities of metropolitan Adelaide, but far enough away to enable a discernible new development. The proposal stated that basic infrastructure and transport were readily available and easily extended and was proximate to relevant existing activities,

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including Technology Park-Adelaide and the submarine construction site and its spin-off industries (MFP SA 1990a: 2.2).

The proposal was strongly led by the urban design concept for the site. In essence the MFP site development would be composed of a series of ‘villages’ of identifiable character and function, with populations ranging from 2,000 to 10,000. These would be linked to each other and integrated with Metropolitan Adelaide by transport and communications infrastructure and by the extension of Adelaide’s urban design fabric. The target population would be around 100,000 people (MFP SA 1990a: 3.1).

Development of the site would seek to provide a high quality lifestyle in close proximity to a high-mass urban area. A variety of housing forms and mixed development buildings, at a human scale and linked by advanced telecommunications, would be provided. Substantial parts of the site were available for immediate development (MFP SA 1990a: 3.5–3.6).

MFP economic activities addressed within this urban development focus were to be based on the following essential elements:

- the quality of life at the personal level;
- the quality of infrastructure at the enterprise level; and
- the ability to implement the project at the national and international levels.

These were reflected in a proposed ‘information utility’ as an element in the creation of a ‘systems city’, the quality of educational establishments enabling the creation of a ‘world university’ and Adelaide as a transport hub of Australia (MFP SA 1990a: 4.1–4.2).

Specific seed institutions and activities proposed were:

- World University Headquarters (MFP SA 1990a: 4.4);
- Environmental Management Centre (MFP SA 1990a: 4.13);
- Advanced Learning Technologies Centre (MFP SA 1990a: 4.20);

- Health Management Centre (MFP SA 1990a: 4.15); and
- Media and information technology industry (MFP SA 1990a: 4.19).

The North Queensland proposal (MFP NQ)

A privately organised Queensland submission by *Future North Queensland Syndicate* proposed an MFP encompassing three localities in North Queensland — Cairns, Townsville and Whitsunday — with its focus on a 5,600 hectare site 30km north of Townsville. The submission challenged the notion that North Queensland did not have the infrastructure and attributes required to support MFP, based on the belief that the region is in the right place at the right time, with the ideal set of natural attributes (climate and natural environmental) to attract the resources, interest and participation necessary for a successful MFP (MFP NQ 1990a: 1–2).

The proposal listed a range of 86 indicative investment opportunities in the areas of:

- food production;
- mineral processing;
- energy fuels and chemical industries;
- space technology;
- environmental management;
- tropical health;
- technology for tropical conditions; and
- lifestyles and leisure industries (MFP NQ 1990a: 12–14).

In addition the proposal argued it had the capacity to adopt the industries and key institutions proposed by the MFP Feasibility Study and that they could be incorporated in the Resort City — ‘city of the future’ urban development component of the North Queensland MFP with links to other sites.

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Nominated major projects were:

- **Resort City**, a concentration of eight international resorts to be established, capable of catering for one million visitors annually. Each resort would have its own distinctive identity on the basis of national themes, leisure or specialist activities (MFP NQ 1990a: 16);
- **Asia-Pacific Medical Centre**, linked with other pioneering health centres in Australia and overseas, with an important focus on geriatric medicine (MFP NQ 1990a: 17);
- **World University**, established by a consortium of institutions and corporations of world standing (MFP NQ 1990a: 17);
- **University Research Centre**, with major international and Australian university involvement, would initially concentrate on space engineering, marine and agricultural biotechnology, tropical health and environmental management, energy production and natural gas and chemicals (MFP NQ 1990a: 18);
- **Cape York International Spaceport**, planned by the Cape York Space Agency (MFP NQ 1990a: 20);
- **International Business Centre**, providing world-class business training, research, design and delivery facilities (MFP NQ 1990a: 20);
- **Distance Education Centre**, providing a comprehensive range of decentralised education, training and development services to corporate institutional, government and individual clients in the Asia/Pacific Rim (MFP NQ 1990a: 22);
- **Communications and Information Centre**, to be eventually established on the base of the Distance Education Centre (MFP NQ 1990a: 25);
- **World Environment Foundation**, to include activities which focus on all aspects of environmental management (MFP NQ 1990a: 25); and

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- **International Space University**, for which a ‘mother’ campus was currently being sought and North Queensland was a leading contender (MFP NQ 1990a: 26).

The Queensland Gold Coast proposal (MFP QLD)

The Queensland Government proposed an identifiable, private sector driven, international centre of excellence. It would incorporate a 21st century economic base, an unparalleled quality of life, integration with surrounding communities, under Australian governance (MFP QLD 1990a: 1.1–1.2). It proposed a 4,700 hectare site in the Brisbane — Gold Coast corridor, 50km south of the Brisbane CBD and 20km north of Surfers Paradise. The site located was bounded by rivers north and south, the Pacific Highway to the west, the wetlands of the Broadwater, protected from the Pacific Ocean by North and South Stradbroke Islands, to the east. The land was generally low-lying and undulating rural land with forest vegetation of native eucalypts (MFP QLD 1990a: 1.3).

The nominated site had a number of individual landowners, some large and some small, some Australian and some foreign. The government asserted that assembly of the site would be achieved through cooperation between government and private sector interests. The value of the land was estimated by the Department of Lands at \$320 million (MFP QLD 1990a: 3.7).

The proposal emphasised the attraction of the region, based upon climate, environment, and lifestyle, as evidenced by the annual population growth rate of about 2.9% — more than twice the national average — over the past 10 years. It also emphasised the opportunity to ensure that planning for the area was integrated, taking account of existing land uses and environmentally sensitive areas (MFP QLD 1990a: 2.4–2.5).

The proposal suggested the site offered scope for a full range of MFP elements, including commercial, other developments and lifestyle characteristics. The central design theme was to ensure compatibility and an acceptable balance between the economic opportunities stimulated by the MFP and the essential quality of life aspects. In particular, the coastal wetlands and the important fish habitats of the

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Broadwater presented a specific constraint that had to be recognised in ongoing design stages (MFP QLD 1990a: 4.1).

The Queensland Government's proposed economic activities were based generally on education, and research and development. Specific business opportunities were being developed by 'opportunity teams' composed of representatives from the corporate, academic and public sectors, each team working on a project seen as central to the proposal, and on which market trends, regional strengths and the emerging concept were reported in detail in an appendix to the proposal. All the opportunities were conceived as fully self-supporting enterprises owned by consortia of public and private sector organisations from Australia and overseas (MFP QLD 1990a: 5.1).

The following opportunities were identified:

- **International Institute for Advanced Studies**, would concentrate on the fields of management education, environmental management and telecommunications software development. The Techquad consortium of South East Queensland Universities would combine with other European, Asian and American universities of world standing to establish and operate the Institute (MFP QLD 1990a: 5.4);
- **Pacific Rim Centre for Regional Education** (or The Asia/Pacific Open Learning Agency, involving a substantial element of distance education), would incorporate an International Language Centre, middle management and corporate training, technical skills training programmes, and training in the application of interactive communication technologies in business and education (MFP QLD 1990a: 5.4);
- **Pacific Film and Television Complex**, would provide advanced production and post-production facilities to support TV and HDTV, SBS-style broadcasts to Asia/Pacific countries, feature film production and corporate and marketing film and video production (MFP QLD 1990a: 5.4);

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- **The Advanced Transportation Corridor Corporation**, would be a commercial organisation using the Brisbane-MFP-Gold Coast road/rail corridor as a testing, development, demonstration and monitoring facility for advanced transport vehicles and systems (MFP QLD 1990a: 5.5);
- **Centre for Advanced Materials Processing**, would concentrate on research into the development of new materials and the advancement of processing, manufacturing and recycling technologies (MFP QLD 1990a: 5.5); and
- **Centre for Advanced Construction and Design**, would research and develop new products, systems and services for the construction industry (MFP QLD 1990a: 5.5).

Feasibility Study outcomes and decisions

The MFP submissions demonstrated a number of developments which should have been cause for concern; rather they were accepted with the feeling of relief that the Feasibility Study and site selection process was nearing an end. It is evident in the state submissions:

- that a standardised approach had been achieved, with compliance to a somewhat restrictive and untested form, format and set of activities;
- that the MFP would become a state regional project and remain predominantly the domain of the host state and region;
- that there was confusion over the integration of local, state and national responsibilities and interests with regard to implementing the MFP; and
- that submissions were over ambitious in being project heavy (too many proposed opportunities with unspecified priority and depth of treatment), and lacked a project planning perspective with regard to the implementation and development of the MFP over time.

In the final decision-making on site, it appeared that criteria and rationale were abandoned. Sydney and Melbourne bids were virtually eliminated on the basis that

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they made some provisos as to the implementation and governance of the project, 'that the Melbourne and Sydney submissions had failed because their backers lacked commitment and the site proposals did not meet the specialised needs of the MFP'.⁵² Gold Coast was selected, arguably because it was intuitively the right place for it and, quite likely, because it was where the initial proposal intended the MFP to be. In the final analysis, performance against the consultants' criteria seemed irrelevant.

Within hours of the May 1990 announcement, even the winner had no cause for celebration. Land owners near the proposed site, who feared that the government would compulsorily acquire their land, began protesting. By Monday, 18 June, protestors had assembled enough opposition to the project by demonstrating outside the Queensland Premier's office to effectively terminate any plan to build the MFP in their neighborhood. With complaints about the MFP process and demands for funding from the Queensland government in effect rejecting the 'award', the MFP Steering Committee changed their decision and nominated Adelaide as the MFP site.

Feasibility Study wrap

Phase One of the Feasibility Study effectively concluded with the fourth meeting of the JSC in July 1990. The nomination of Adelaide as the site was endorsed by the committee and in addition, the JSC recommended:

1. That further investigation of the MFP as a national project at the Adelaide site be carried out to established conclusively whether or not the project is viable.
2. That the Australian Government and State Governments retain ultimate responsibility for the project until a decision is made to proceed or not to proceed with project implementation.
3. That a formally constituted organisation be established to manage the next stage of the Feasibility Study work. It should comprise representation from the private and public sectors, and should be jointly funded by the Federal and South Australian Governments, and committed institutions and firms.

⁵² Will Bailey's comments made after the site announcement, as reported in 'The Age', 16/6/90).

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4. That this organisation have a single governing body with clear lines of accountability, and the resources necessary to complete the task.
5. That this organisation be responsible for managing all necessary studies and work, including the development of a detailed brief for MFP development, preparation of an implementation timetable, and evaluation of social, economic and environmental impact.
6. That an International Advisory Committee be established to provide advice on all aspects of the project's development and to foster international participation in the project.
7. That the Australian Government ensure that relevant areas of public policy are addressed in parallel with the further feasibility assessment work.
8. That the Japanese Government continue to support the project, including through the operation of the Japanese Domestic Committee.
9. That foreign companies and institutions be invited and encouraged to actively contribute to the development of MFP-Adelaide and its core industries.
10. That there should be wide dissemination of information and broadly based public discussion (JS 1990a).

The Feasibility Study process under the direction of the Joint Steering Committee concluded with the presentation of the Joint Secretariat report to the Australian and Japanese Governments on 13 July 1990 (JS 1990a). Despite a decision having been made on a successful applicant for the project, much still remained to be done in defining the project and harnessing the necessary participation, resources, and most important, the resolve to see the project successfully implemented. In its failure to address these requirements, the process had exposed underlying issues in Australia's approach to planning and managing industry initiatives. These issues and the Feasibility Study performance are now analysed further in Chapter 4.

Conclusion

This chapter presented a comprehensive case study of a large and complex project proposal and how Australia responded to it. This case study firstly provided background information on the initial MFP proposal, including early attempts to define the concept by Japanese Ministry for International Trade and Investment (MITI) and responses by Australia's commonwealth and state governments. It then described the official Feasibility Study with details of the management structure for the study, the main participating bodies and major elements and reports produced through the study. Major reports are summarised. Part three outlined the final selection process, detailing the submission guidelines, the evaluation criteria, summaries of the states' final submissions, and the final site selection decision.

The body of information produced in this case study addressed the first of the research objectives: *Identify and document the activities and arrangements evident in a LSCV.*

Chapter Four –

MFP Case Study: An initial Evaluation.

Introduction

This chapter presents an initial evaluation of the MFP project, by identifying a range of significant issues which arose from the MFP proposal and the Feasibility Study, and highlighting the need for more effective ways of managing this type of project. It makes an initial contribution to research objective 4:

Develop the basis for an evaluation of the research situation;

and research objective 5:

Evaluate the activities and arrangements evident in the planning and implementation of an LSCV;

in that it provides support for the need for a more systematic evaluation of the project and for designing an effective planning and management system that addresses the requirements of a large scale complex project.

Issues evident in the MFP case study

The MFP opened up a plethora of issues from all parts of the Australian community — industry, politics, and many particular interest groups and activists. These issues can be categorised as:

- **Concept issues:** issues aroused by the concept proposal;
- **Feasibility Study issues:** issues manifested through the responses and the Feasibility Study; and
- **Implied Issues:** issues exposed by or derived from the overall MFP experience.

This chapter identifies the range of issues from the case study as documented in Chapter 3 and elaborates on these issues. Its purpose is to highlight what was flawed

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in the overall response and activities associated with the MFP, thereby justifying the need for a more considered approach to such projects.

Concept Issues

Four distinct types of issues arose out of the Multifunction Polis concept proposal and subsequent deliberations:

- cultural attitudes,
- public consultation,
- national destiny and
- project interpretations.

Cultural Attitudes

Any proposal involving high levels of foreign participation, foreign capital and immigration is likely to cause reactions from various quarters of Australian society. The traditional White Australian policy, while effectively defunct since the 1960s, still prevails in the minds of large sectors of the community, as evident in the Pauline Hanson 'One Nation' phenomenon of 1996–98. Relationships and attitudes toward Japan are especially dichotomous; while Australians enjoy and encourage extensive trade and accept Japanese tourists on one hand, bitter memories of the war and a sense of mystery and distrust of their ways still persists.

A series of emotional arguments against the MFP proposal emerged based on these attitudes. John Craig, of Queensland Premier's Department, Professor Yoshio Sugimoto, a Japanese expatriate at Melbourne's La Trobe University, and Professor Gavan McCormack of Australian National University were prominent from the beginning of the proposal, in cautioning Australia against Japanese intentions and their motivation for the MFP. Craig urged for an open process so that no secret deals or trickery by the Japanese interests might occur behind closed doors, and to ensure that any subsequent development of an MFP in Australia was clearly in Australia's interests (Craig 1988a). He warned about the dangers from Japanese underground organisation, *Yakusa*, which had significant control of major industries in Japan and

could make its way into Australian society and business through this project. Sugimoto (1991) was particularly suspicious of Japan's motives and promoted the Trojan Horse and Manchuria revisited scenarios, warning that a MFP could provide the conduit for Japanese take-over of Australia's economy and society. McCormack (1991), like Craig, warned about criminal infiltration and pointed to *Yakusa* ties with the Japanese construction industry particularly, and how construction activity was a driving force in Japan's internationalisation.

Public Consultation

The issue of public consultation, combined with criticism of secrecy by MFP organisers persisted throughout the Feasibility Study. Sugimoto argued that MFP organisers had been 'extremely secretive' and tabled as evidence an excerpt from the minutes of the second meeting of the Joint Steering Committee in Tokyo in April 1989:

... control of public consciousness in relation to the MFP project is a matter on which the Australian side is concerned. This is thought to be a basic stage in realising the possibility of the MFP... It is necessary to control the consciousness of public and related organisations carefully (JS 1989c).

McCormack included similar criticism during his presentation at a public MFP conference in Adelaide in June 1989. Federal Government Minister Barry Jones, also a speaker at this conference, defended this by listing the numerous public speeches he and fellow politicians had given, plus innumerable press articles on the MFP in 1987-89. Canberra officials backed this with evidence of over 250 print items on MFP during 1988-9, plus speeches and conferences, thereby claiming that 'the record belies claims of secrecy' (Hamilton 1991: 156). Senator Button pointed to an uninterested media as an obstacle to his attempts to get information to the public. He recounted one experience when he and Will Bailey held a press conference in September 1989 for an hour and a half with 45 journalists, going over the whole MFP concept with them, but only one of the 45 journalists wrote about it. Despite such evidence and assurances, MFP critics continued to make their claims, McCormack delivering the same paper unaltered at MFP conferences throughout 1989.

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National Destiny

Concerns were also expressed about Australia's ability to protect its own interests and its capacity to participate effectively as partners in a joint venture project of such grand proportions. The relative strengths of Australia and Japan — Japan as an international economic and political superpower and Australia somewhat on the periphery — and the dangers this posed for Australia in a joint venture partnership were cited as reasons to exercise caution. Dr Joseph Camilleri, (politics and international relations) saw Australia as a passive player in major projects such as the VFT, Cape York Spaceport and the MFP with Australia virtually being dictated to by more powerful international forces — both corporate and political. Consequently, Australia was not in charge of its own destiny. Senator Button accepts this historical position when he argued for the project:

I don't think Australia has ever in the past been terribly successful at controlling its own destiny. We were subject to very strong influences from the British for many, many decades, then from the United States. Increasingly, we will be subject to strong influences from countries like Japan. But we've really got to think about how we handle those relationships in the future; not how they handle us, how we handle the relationship (Hamilton 1991: 158).

Many Australians of all walks — government, business and community — recognised the need for Australia to do more in shaping its own destiny, and saw in the MFP a means of addressing many of our future objectives. In fact, the MFP became an enigma in that it had the capacity to include such a multitude of interests and functions and that almost every interest group could see in the MFP either a vehicle for their own particular cause, or a threat in some way. Many interest groups, whether their focus was social, commercial or political, attempted to hijack the process to their own limited field of concern, for example:

- MFPAR and their quest for commercial opportunity;
- the cities and states competing to win the MFP site competition;
- governments lobbying for industry development;

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- opinion leaders (Sugimoto, McCormack and Craig) advocating social issues, national security and conspiracies; and
- politicians (eg. Andrew Peacock, as Federal Opposition leader) using the MFP and related public opinion towards their own political agenda and goals.

The list could be extended much further. While every one of these was important and necessary in the MFP deliberations, each had to be seen in the overall context of the whole project. In this way, with patience, tolerance and due consideration of the various concerns, rather than scare mongering and confrontation, the various interests could be accommodated. The MFP was meant to be multifunctional and, with proper management, it could accommodate a wide agenda of elements and aspirations, to be inclusive but not be captured or dominated by any one area in such a way as to be mutually exclusive.

Project Interpretations

The MFP by its very name, *multifunction*, was meant to be a project consisting of many functions and elements. Most tended to interpret it narrowly or only partially, according to their own field of experience, expertise or interest — such as a technology transfer facility, resort and conventions, urban development, finance and investment. Even the more comprehensive interpretations, which did include multiple functions in an MFP, omitted essential ingredients such as an ‘*innovative new city*’— the need to break from institutions of the past, their industry structures, and their traditional arrangements for living and working. Many understood it to be just a city, a new futuristic city with significant or dominant Japanese involvement. Other interpretations were focused on product – what the main industry or product would be, such as ‘the information centre of the world’ (NSW Government 1988). However, it was much more complicated than any of these interpretations. It needed to be seen as the integrated sum of many parts. It needed to be approached as a long-term, future oriented project, not in terms of a relatively quick development based on established strengths and traditional methods and activities. It needed to be seen as a complex joint venture, involving not just Japan and Australia, but organisations and corporations from many other countries.

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The emphasis in Japan's original proposal was on the development of a new city which would accommodate new lifestyles — the Fifth sphere concept. The idea of a new city per se did not have significant appeal for Australians who, generally speaking, are quite satisfied with their present living conditions and lifestyle and, therefore, the lifestyle issues which were to be addressed by the new-city venture were of little concern for most Australians. Australians were concerned, however, with threats to their living conditions and lifestyle, threats which they intrinsically linked to problems in the Australian economy. In this regard, therefore, there was considerable interest in how this project could help solve many of these perceived problems and in particular, how the MFP might provide the means or be the catalyst for a new breed of high-technology industries that would ensure a place for Australia in the global economy of the 21st century.

Feasibility Study Issues

In the wake of the Feasibility Study, issues enunciated by the following questions emerged:

- How well managed was Australia's response?
- How appropriate was representation in the Steering Committee?
- How effective were arrangements for the consultation, representation, involvement and participation of business, community/special interest groups?
- How committed to the proposal was Australia's national government, particularly the designated government department?

Management of the Feasibility Study

In their early concept document, *Basic Concept* (MITI 1987b), Japan outlined the management structure and program for further considering and implementing the concept. Australia qualified its future participation around the set of Nine Principles, but generally adopted the MITI arrangement with minor modification.

The schedule and framework for the Feasibility Study, as outlined in MITI's early *Basic Concept* paper, was basically flawed in that it oversimplified the process and

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assumed a much tighter timeline than was possible, given the arrangements involved in accommodating all affected parties. Such assumptions may have occurred because of other inherent assumptions by the Japanese :

- that the essentials of the MITI proposal would be readily accepted and therefore agreement reached early in the process on the city's site, form and functions; and
- the site would be in the Brisbane to Gold Coast corridor, or another similarly attractive environment near Sydney (Powel 1990).⁵³

In practice it is not that easy, especially where there are so many stakeholders involved and the proposal is so innovative and potentially complex and far-reaching. In their separate and individual approaches, the states made rapid progress in 1987 in assessing and interpreting the proposal according to their own circumstances and objectives. Progress was encumbered when the process became centralised⁵⁴ and Canberra assumed control of Australia's deliberations. The acceptance by the Australian states of the Nine Principles that became the centrepiece of DITAC's approach to the MFP was of particular significance. Very early in the Feasibility Study, it was clear to many participants that these principles were unnecessarily restrictive, some just unrealistic. The error was aptly described by Hamilton:

The Australians first drew themselves a map describing the paths from which their journey must not deviate ... but as with the explorer who draws his map before setting off, the risk was that we would find only what we could imagine and miss the unexpected treasures (Hamilton 1991: 44).

The Nine Principles are examined in detail later in this section.

⁵³ Tony Powel (former commissioner of the National Capital Development Commission) speaking at an MFP Seminar in October 1990 stated: '... that south-east Queensland offers the best — and probably the only — prospect for success' (Powel 1990).

⁵⁴ Centralising was not a problem in itself if it had an effective interaction and consultation process.

Representation and Roles

On paper, the arrangements described in the Feasibility Study diagram (Figure 3.7) seemed appropriate, depicting the groupings of the major interested parties and the hierarchy or reporting lines. It assumed, however, that the hierarchy together with accompanying lines of control and authority would be understood and accepted readily by all parties. This was not the case as the leadership of the Australian private enterprise grouping, MFPAR, was not so passive and assumed quite an aggressive approach that challenged all other parties in the process, even on the Japanese side.

MFPAR represented the Australian corporate sector in the Feasibility Study and, in theory, was to report to and provide input to the Joint Secretariat who would assimilate this input with that from other sources, including the states and the consultants and the JDC. This processed information would then be presented to the JSC for appraisal and final decisions. MFPAR chose not to comply with these arrangements and its leadership was recalcitrant, criticising the role of the consultants and others in the process and laying down the rules as to what they would do, who they would talk to, and who should report to them. Without established leadership of the project from the highest level involved (Canberra), the arrangements were not enforced. Subsequently, the roles, information flows and linkages were never coordinated.

MFPAR's focus was, as it should have been, on commercial opportunities, but the problem was that it was allowed to dominate the Feasibility Study. Hamilton maintained:

The narrow commercial focus in developing Australia's position on MFP was able to prevail because there was no policy framework in Australia against which the MFP's larger ideas could be tested (Hamilton 1991: 62).

Issues integral to the project, such as the strategic economic issues, decentralisation, industry policy and urban and regional development were not effectively examined and there was no apparent reference to Australia's other strategic interests at that time, such as:

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- the booming Pacific Rim economies or the developing trade blocs in Europe and North America;
- furthering the Australia-Japan relationship beyond the prevailing status of economic complementarity, e.g. the possibilities of social and cultural complementarity; and
- lifestyle trends and changes in urban development as referred to in MITI's proposal as the 'fifth sphere'.

Such preoccupation with profit centres may be understandable from a corporate point of view, but Australia's position as a society should have been balanced with a wider set of considerations in responding to the MFP proposal and assessing its worth.

This wider set of considerations might have been affected through a strong and representative membership of the JSC, but again Australia mismanaged this selection. Australian membership of the Joint Steering Committee warrants criticism on two points:

1. Representation of Australian industry and relevant interests.
2. Suitable characteristics of the chosen representatives.

Were the seven Australian members the most appropriate representation for Australia interests? In terms of the vision and nature of proposed industry activity, did this represent expertise relevant for MFP? What could they contribute? Were these representatives available and capable to contribute to an effective Feasibility Study?

Australia's representatives came from financial and academic institutions and not one from manufacturing. Given Australia's interest in developing its manufacturing sector, representation from that sector would seem fundamental. *What criteria was used for selecting Australian members of the JSC?* Visionary, forward-thinking, appreciation of innovation, sense of adventure, enthusiasm, or at least a positive disposition towards the concept? All would seem highly desirable traits. Due consideration might also have been given to the role expected of members and the time involved, and whether such a level of commitment could be reasonably

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expected of that person, given their normal employment responsibilities. In the case of Will Bailey, CEO of ANZ Banking, his organisation was undergoing major restructuring during the Feasibility Study period, and despite his genuine interest and commitment to the MFP, he found himself unable to attend crucial MFP meetings. He, like other honorary participants, quite clearly found it impossible to allocate the amount of time that leadership of the MFP required, and which he would have wanted to do. Australia's government representative Neville Stevens⁵⁵ also seemed to be an inappropriate choice for other reasons, notably a perceived lack of enthusiasm for the project and an overcautious, obstructive approach to MFP business. It would appear that insufficient thought went into selecting Australia's JSC representatives. Selection should have warranted forward-thinking people, experience in similar projects, recognised ability, respect and acceptance from others participating in the project at all levels, and able to commit significant time and energy to the project and be devoted to the project almost exclusively.

The Joint Secretariat was headed by Dennis Gastin who joined the MFP from his former position as Australia's chief trade representative in Tokyo. He was eminently qualified for the position of CEO, meeting all the criteria listed above; however, the JS was seriously under-resourced for the job it was expected to do. He, like other willing and able participants, was handicapped by the lack of resources to do the job, coupled with the lack of cooperation from other parts of the Feasibility Study.

Perhaps it was assumed that the principal consultants in the process would perform the bulk of research, consultation, communication and outcome recommendations required from the Feasibility Study. Such high expectations are common with the appointment of consultants.⁵⁶ In this regard, a duty exists on both sides of the contract to ensure that the brief is fully-detailed and clearly understood. In view of the debacle that surrounded the consultant's role and performance throughout the

⁵⁵ Neville Stevens held the position First Assistant Secretary DITAC when he replaced Alan Wrigley (former ASIO chief) on the JSC. His membership was opposed by leading figures in the MFP process, but he remained on the JSC for the duration of the Feasibility Study, and was promoted to Secretary DITAC in this period.

⁵⁶ Expectations by government are often too high concerning what consultants can achieve. One comment overheard from a group of consultants leaving a meeting with government: 'If they (government officials) were half as smart and capable as they expect us to be, we would be out of business!'

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Feasibility Study, from their appointment to their final report, this clearly was not the case. The following concerns relate to the appointment and performance of the principal consultants: their apparent lack of track record in fields pertinent to the requirements of this job; the negative reaction to their early pilot concept; opposition and dissatisfaction expressed from many participants from both Australia and Japan; omissions of critical information areas in the study such as economic analysis; extensions of time; and tenuous relationships with other key players. From the consultant's point of view, their performance was hampered by: the lack of cooperation from MFPAR; the somewhat competitive attitude from McKinsey consultants in their involvement with MFPAR and their close ties with DITAC; the ambiguous lines of authority; and differences in expectations of what could be achieved.

The principal consultancy in the Feasibility Study poses a number of questions and issues. Who made the decision on consultants and why? Why did McKinsey influence the decision? Why was AAK selected, and what was McKinsey's role and interest in supporting their appointment?

As a leading supplier of consultancy services to government, McKinsey had close ties and the confidence of DITAC officials and were in a position to advise on the selection of the MFP consultant. It could be interpreted that McKinsey understood the complexity of the project, and the minefield therein for the principal consultants. McKinsey therefore chose not to apply for the consultancy, but could see their interests being threatened if the appointed consultants performed successfully. It would be naïve to think that a company would not protect and promote its own interests above its competitors. It was not in their interest to have the most qualified applicants appointed, hence their support for Andersen, who were considered somewhat weak relative to other applicants. McKinsey could further guard their position with the government by acquiring a prominent role in the study through the private sector group, MFPAR, a role that had the potential to dominate the study, but not be responsible for addressing the dispersed intricacies involved. It is easier to comment and criticise than to actually perform the tasks, just as it is easier to account for a competitor who fails than one who succeeds at a complicated task. Given McKinsey's involvement in the MFP through its advisory role with ADC cum

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MFPAR, it was in a position to comment on and criticise the performance of the core consultants, and even to obstruct.

It is noteworthy that McKinsey vacated the study in September 1989, just as many of the contentious issues began to assert themselves. When their turn came to provide hard detail of commercial viability, they too were found wanting (Davidson 1990).⁵⁷

MFPAR was credited with developing Australia's vision for the MFP through the eighteen think-tanks. That vision formed the substance of the GMD, which was widely circulated and used to test-market the MFP concept in Australia, Europe, North America, Japan and Asia. While commendable, closer analysis of their output and comparison with the original MITI document suggests that it was essentially a process of reinventing the MITI proposal. Other aspects of MFPAR's performance perhaps contained issues of greater significance.

MFPAR's part in the Feasibility Study could be seen as successful and impressive from the point of view that it attracted widespread participation from business and industry, together with expertise from R&D and higher education institutions. Over 600 leading Australians were involved in the process, either directly as think-tank members or as part of the information-gathering process. This enabled MFPAR to develop innovative proposals based on Australia's competitive advantages. The willingness of so many senior, respected people to devote their valuable time and energies to the think-tanks can be seen as widespread recognition of the need for change, the need for Australia to plan toward the future in all facets of business. It shows that the MFP was a powerful means of doing this. However, it was a complex assignment without precedent in Australia, having different firms and organisations work together on such large scale, long-range planning. While Australians approached the exercise with enthusiasm and noble intentions, they had neither the strategies nor the leadership in place.

If Australia was seen to be reactive and somewhat without a clear sense of direction, the MFP was an opportunity to address this; but like a catch-22 situation, it meant

⁵⁷ Kenneth Davidson, in the *Age* 23/6/90, was severe in his criticism of McKinsey documents on the commercial viability of proposed MFP projects and that their proposals were 'ludicrous'.

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that Australia was ill-prepared to handle a major proposal like the MFP. It was proposed at a time when Australia recognised the need for change and future planning, but the necessary industry policies and strategy were not developed. It is commonly argued that there is only rhetoric and no policy or strategy when it comes to Australia's approach to economic and industry development. Governments (state and federal) were poorly equipped with policy, and the experience and skills to undertake planning and development exercise of this size and complexity, a situation highlighted by prominent economic development historian, Professor Butlin (Butlin 1986: 39–42) and still acknowledged by candid government bureaucrats.⁵⁸

It was a similar situation with industry groups and private enterprise participating in MFPAR. In general, Australian businesses had not fared well in their dealings with Japan. The prevailing disputes over coal, beef and sugar contracts, plus failed attempts to entice Japanese investment in areas other than tourism and real estate or those directly linked to their channel control, all contributed to an underdog mentality. The reaction was pent-up emotion, rather than a positive and trusting relationship. The MFP was seen as an opportunity by many involved in the MFPAR think-tanks to get even with their Japanese counterparts, to beat them or at least not be beaten with this project.

The pity of it was that it was an unprecedented opportunity for both sides to work together, a project where each country needed the other. Japan needed Australia for many of the reasons cited in their *Basic Concept* paper including lifestyle, environment, space and natural resources, and our English speaking western culture. Australia needed Japan's technology and capital reserves to inject into the development of the new industry opportunities linked with the MFP.

The Nine Principles

The Nine Principles were an important influence on Australia's approach to the MFP and on attitudes of both government and business participants. They were compiled before leadership of the MFP process was established and imposed on the process prematurely, before they could be adequately discussed by key participants. They

⁵⁸ Mr Ross Rolfe, Director General, Department of State Development Queensland, QUT Conference, 10/11/98.

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had the effect of locking Australia into positions on the MFP before the concept had been satisfactorily explored, and its key elements defined. In short, no one was at all sure what they were talking about when they tried to define what it could and could not be, and what business and government would and would not do. The Nine Principles should have been re-evaluated and revised early in the Feasibility Study, and room allowed for interpreting them very broadly.

Principle One, that: *The MFP shall meet Australia's interest* is acceptable to any Australian, but what does it mean? It entails that Australia has defined its policies and plans against which MFP activities could be checked. It was one of its failings that Australia came into the MFP study without a clear idea of what it wanted, without clear policies and plans for itself as a nation. In effect, therefore, Principle One was a cautionary note, meaning that 'it shall not be a threat to Australia'.

Figure 4.1: Nine Principles (Abbreviated)

1. The MFP shall meet Australia's interests and be geared towards exports.
2. It shall provide a leading edge in telecommunications, information & education.
3. It shall be truly international.
4. The MFP shall not be an enclave.
5. It may only proceed by attracting new foreign capital investment.
6. There shall be no government subsidies.
7. It shall be integrated with the remainder of Australian society.
8. The Commonwealth Government shall represent Australia in all negotiations.
9. All governments in Australia shall facilitate investment in the MFP.

Source: Summarised from DITAC 1988a.

Principle Two, in combination with number one, sought to summarise the elements of the MFP, that: *It shall provide a leading edge in telecommunications, information and education*. Again, few would argue with this, but it serves to limit the scope of the MFP before the study was able to explore a range of options and other

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possibilities for the MFP, such as a strategic location, a theme place, incubator for new industries and a network of commercial linkages. Towards the end of the Feasibility Study, the Joint Secretariat described the potential scope of the MFP more appropriately, as follows:

MFP will be a strategic location which, as a result, will attract industries to Australia and be an incubator for new industries. The establishment of a network of commercial linkages as an end in itself is not an MFP objective, but such a network will be essential if the MFP is to serve its strategic role (JS 1990b: 35).

Principle Three, *It shall be truly international*, is superfluous given the nature of the original proposal but it was inserted to ensure that it was not just Japan and Australia involved. It could have been phrased in a more positive, meaningful way as:

International participation in MFP will be encouraged in the process of MFP development and implementation. International contributors to MFP could be drawn from foreign private enterprise, foreign government institutions⁵⁹ and international organisations such as World Health. Equity holders in the MFP and organisations which will consume services provided by MFP would be invited to invest and help raise finance. It would include other countries, organisations or institutions which could collaborate with the MFP in ways other than business and investment (e.g. cultural, and as beneficiaries).

The opportunity to link the MFP with existing government policy initiatives in international investment should also be pursued in relation to this principle.

Organisations and their home countries which gain major contracts to supply Australian tenders and markets (e.g. with aircraft, defense contracts, technology products, even food chains) would be encouraged, or compelled to enter into participation in MFP as part of a national offsets arrangements.

Principle Four, *The MFP must not be an enclave* was intended to ensure that it not be a racial enclave. By its very nature, however, the MFP had to have an identity

⁵⁹ Parallels exist in national capital cities with the presence of international embassies and institutions.

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that was new and different from other centres in Australia, to do things differently, and to enjoy better, leading edge facilities. It would be an enclave in the sense of being a centre of excellence, and it would be distinguishable from other centres of industry and commerce in Australia. Its workforce and residential community would expect to be mixed in general terms, and this mix would be expected to be more professionally and technically oriented than many others in Australia, and with a higher than average income level. To the extent that other communities, institutions and occupations are theoretically or potentially open to anyone in Australia, participation and residence in MFP would be open to any Australians. Principle Seven, that: *It shall be integrated with the remainder of Australian society*, suggests that it be assimilated both culturally and physically with existing Australian cities and industries, an arrangement which ensures that principle four is met.

Principles Five and Six are virtual corollaries: Principal Five, *It may only proceed to fruition if it can mobilise significant private sector support*, and Principal Six, *The MFP will not be financed through provision of special location specific subsidies*.

They were widely interpreted by government and business in a way that was too narrow and limiting. They did not mean that the private sector must lead the development exclusively or that public sector facilities were excluded from viability calculations. The government had at its disposal numerous means and existing programs that assist industry development and R&D which would apply to MFP. What was required from government was a show of commitment and willingness to contribute — perhaps a large commitment to the development of normal city infrastructure of a standard consistent with the MFP concept and the necessary linkages with the outside world. This commitment needed to be displayed through a program and timetable showing what precisely would be provided and a timetable detailing when it would be achieved.

The dilemma of public sector and private sector leadership was highly contentious in the Feasibility Study and the unsuitability of Principles Five and Six were vindicated by results and comments throughout the study. Yencken and Gastin were in agreement that 'Commercial commitment either follows public sector seeding or arrives in conjunction with public sector commitment.' (JS 1990b: 18)

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Principle Eight, *The Commonwealth Government shall represent Australia in all negotiations*, effectively centralised the control of the project and put it in the hands of those least committed or enthusiastic about the project. It was a case of government saying that they would not contribute to it, but they were going to control it.

By insisting that the Commonwealth Government take charge of the Feasibility Study through DITAC, the initiative was taken away from states that had made impressive early progress with concept development and exploring processes that would best accommodate a Feasibility Study and the various requirements of involving and informing stakeholders. Queensland and New South Wales in particular had provided excellent material, but this insight and enthusiasm was replaced by a cautious restrictive bureaucracy directed by persons manifestly unsuited to the task.

Some states were less willing than others to agree to this principle and reserved their confidence in DITAC's ability and their proposed system to progress the proposal. One of the main concerns identified by South Australia was the management approach required for progressing and developing the concept, noting that the proposal was potentially extremely large and complex, and its management would be difficult. For this reason, it was considered paramount that early and ongoing management processes were arranged, and that they did not detract from the core concept. Despite pressure on all states from DITAC not to engage in direct consultations with Japan and MITI on the MFP proposal, South Australia had continuing consultations with MITI throughout 1987 and during the Feasibility Study.

While some aspects of management and negotiation might require central control in the national interest, the Feasibility Study and concept development process would have been better served by a more flexible management structure which placed responsibilities in the hands of those wanting (and best positioned) to perform that task in a positive, visionary way. This includes membership of the JSC. The positives of having eminent persons on this steering committee have to be weighed against their limited availability in physical presence and mind applied to the task.

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CEOs of major national and international corporations should not be expected to forego their corporate responsibilities to attend to matters requiring considerable amounts of time and deep contemplation.

Too much control was in the hands of those further removed from the point in focus at different stages of the Feasibility Study. There was no coordinated approach other than a federal style of information-gathering and dissemination, and more often than not, a top-down decision-making style. A system of referral and consultation with strategic parties in the process and with those at an operational level in relevant elements of the project would have been more appropriate.

Principle Nine, *All governments in Australia shall facilitate investment in the MFP* was a somewhat hollow statement, given that the form, location and functions of the MFP were not known, and the regulations for investment and participation would be tailored to fit the project as determined by the Feasibility Study. What did it really imply? Direct financial contribution from Australian states, or a marketing role by them to attract investment and participation in the MFP? Given the international focus and the emphasis on international investment and participation, it would seem more appropriate to have the federal government responsible for this role in consultation with the winning state and the MFP management.

There is much to be critical about with the Nine Principles. At best, much of what was stated therein was unnecessary as it was implied in the concept itself. More critically, it obstructed the process by imposing unclear and inefficient arrangements. Had the issues which these principles addressed been left open for due consideration to guide the Feasibility Study, they would have served their intended purpose of guarding the government's position, without making the process inefficient and cutting off options before they had the chance to be discovered.

Government Role — DITAC

The problems associated with the government's role in the Feasibility Study are evident from the discussion of the Nine Principles: in particular that they attempted to downplay the role of government and put the onus on business, while insisting on control of negotiations. The problems that pervaded the Feasibility Study therefore

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can be attributed to the government department responsible, DITAC. Hamilton is damning in his assessment:

DITAC was charged with the responsibility of providing the analysis and direction for the MFP Joint Feasibility Study so that the Australian interest would be served. It failed conspicuously to do so. The public confusion and alarm associated with the project have reflected DITAC's own shallowness and poverty of ideas. ... , the Department seems to be making no attempt to address its shortcomings and lack of leadership (Hamilton 1991: 62).

The MFP was a catalyst for addressing many of the economic and social issues facing Australia, and it provided the opportunity to try new approaches for industry and government to work together for international collaboration and for long term planning — all areas in which Australia was perceived as weak. They are also areas in which government should take the lead or at least have an active interest. The fact that they are weak to begin with points to government failure; the evidence that they did not use this opportunity to correct this weakness is inexcusable.

Despite the public rhetoric and despite clear evidence that Australia needed to do something about its declining fortunes, there were indications throughout the Feasibility Study that government did not really want the MFP. This over-cautious approach by government and officials is symptomatic of an unwillingness to change. Australia needs vision and better leadership in this area, and one way to it might be through better defined processes, particularly for dealing with large and innovative proposals like the MFP.

Was DITAC the right department for the MFP exercise? It reinforced the focus on industry development and commercial opportunities, and as such gave tacit endorsement of MFPAR's domination of the process. The wider set of issues associated with the MFP might have received a more balanced treatment if a special cross-departmental integrated unit was set up and made responsible for MFP at a national level, similar to the Queensland arrangement.

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The MFP was an opportunity to develop better working relationships between private enterprise and government in Australia. Australia does not have a history of close cooperation between industry and government in industry planning and in research and development. While it is the norm for business to look to government for hand-outs, to wait for government to lead with policy regarding investment and incentives for economic development, there is a general lack of confidence and trust in their policies and programs. The fact that the government had stated its position against providing specific subsidies with the MFP, and expecting that it be private sector led, demonstrated a 'them and us' mentality and was interpreted as such by many business people.

In his study, Professor Yencken explains the role of government and the need for ongoing government involvement in the MFP:

'Government must follow through with its support and financial commitment until the new town becomes viable'; 'responsibility for the new town [will need to be] allocated to a strong center in the machinery of government'; close cooperation of local government in the planning and development stages are essential; and in the present economic climate, some form of public-private partnership will be 'of the first importance' (Yencken 1989: 271).

Feasibility Study sequence

Many of the problems incurred in the Feasibility Study can be attributed to the poorly thought-out sequence in the overall program of activities, and in key activities of the study. The decision to centralise the process under the leadership of DITAC, and the adoption of the Nine Principles are cases in point. The problem of sequence and scheduling is compounded further by the role and delegation of leadership at key points in the program, and access or referral to persons best qualified to make judgement on key issues. It should be recognised that no single authority — DITAC, the consultants, MFPAR, JS or JSC — is the best judge of all key decisions with such a complex project. For this reason, a carefully thought-out program, carefully sequenced, with key referral points and personnel nominated for major decisions during the program, is imperative. Such a process is explored in subsequent chapters

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of this thesis, but for the purpose of supporting the following discussion of issues, a list of key considerations is presented in Figure 4.2.

Overall, the project required three decisions early in the process:

- agreement on the concept;
- agreement on location or locations; and
- a preliminary project plan for the project's development and implementation.

At an early stage in MFP deliberations, it was evident that the MFP could be a physical entity, a management process and a network arrangement. The three were not mutually exclusive; in fact, over time all three would be required. It would have been a straightforward process to decide on location, given the views of major proponents. It should not have become a competition between states and cities for the physical location, and an implied winner-loser outcome.⁶⁰ However long it took to define the concept, its spatial configuration and locational requirements, these needed to be decided (at least on a tentative basis) before marketing the concept.

Those most qualified to advise were of the opinion that it would have been better to go forward with a concept which had physical form and location outlined. Dennis Gastin argued:

The surest way to credibility, tangibility and saleability of the MFP is to outline its development program as a project, how it will evolve/ materialise over a 20 year period. In that context, infrastructure can be posited on the basis of net benefit to the local and national economy and this in turn can be assessed by firms in reaching judgement about the commercial viability of individual corporate projects (JS 1990b: 21).

Former Australian ambassador to Japan, Geoff Miller, pointed to the success of Australian developers in securing Japanese involvement in their projects. They had detailed and graphic models of their proposals with specific information about place, market, costs, expected returns (Miller 1991). The MFP had none of such and as

⁶⁰ Attitudes and appraisal of the concept were less critical when it became a contest between the states.

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long as the concept remained nebulous throughout the Feasibility Study, it was impossible to secure interest from would-be investors, let alone their participation.

The Sydney proposal, as outlined on page 133 of this thesis, saw the MFP project as a sequential development, starting with a physical core: 'The MFP is most likely to be most successfully developed sequentially from a core set of activities spreading out in time and space' with the potential for all five concept options as described in their proposal being incorporated and developed over time (NSW Government 1988: 2.6). The example outlined an implementation strategy of a phased development, beginning with elements considered essential to the concept (ie. gave it vision and viability), then radiating out to other centres over a thirty year period. With the concept, location and project plan in hand, it would then be possible to undertake the marketing of the project effectively, and obtain relevant feedback on the proposed project, as was attempted through the IRR survey.

The marketing document used in the survey presented a set of possibilities, but was far too nebulous to achieve sensible comment from potential participants. It would have failed the first question required to establish usable feedback on a new product concept, 'Is the concept of the MFP clear to you?' The MFP was a most complicated proposal and one which they would not have fully grasped when they offered their feedback and intentions. The interviewer would have needed to spend considerable time explaining the concept, and the issues still to be resolved regarding its form and location. Only then might they be confident that the interviewee had a good grasp of the concept. Given the disputed quality of the consultant's output, it is questionable that even the interviewers fully understood what they were offering as a concept.⁶¹

⁶¹ The research should have started with specific core elements proposed in the MFP, not the vague and complex total thing. For example, proceed as follows:

- What is your firm's/country's level of interest/concern with (Specify key elements)?
- Elaborate on this interest/importance to you and your organisation.
- Then canvass *their* possible approach to that issue.
- Then suggest an MFP proposed approach, and seek their views on this.

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Figure 4.2: Critical Development Considerations⁶²

1. Analyse proposal. Understand it. Be clear about it
2. Relate to own situation and objectives. Why is it relevant?
3. Relate to prevailing forces, nationally and internationally;
4. Define objectives for proceeding with the project
 - What do you want to achieve through it?
5. Concept development 1
 - call for concept proposals nationally
 - states coordinate initial development and appraisal of concepts
 - national group formed to review and assess initial concept proposals
 - identify various concept options
6. Review and identify key objectives/elements of project: functions and industry opportunities
7. Call for submissions based on options, each one indicating:
 - Key Factors for Success (KFS): what will be required to make it succeed
 - How key elements will be incorporated in their plan
 - How it will be developed / implemented
 - How it will be marketed.
8. Concept development 2 — Select option and refine it
9. Specify spatial requirements for option
10. Develop profile of types of persons required for advisory and management tasks.
11. Develop selection criteria for advisors/specialists
12. Advertise and appoint advisory team to review plans & be responsible for decisions.
13. Advertise and select persons for key management tasks.

It was evident at the end of the Feasibility Study that:

- leadership of the MFP would not come from private sectors in either Japan or Australia;
- commercial viability of leading sectors of the MFP was not established;

⁶² Figure 4.2 incorporates the views of many of the critics of the process. It proposes a set of critical considerations and steps that give the process a more deliberate and disciplined approach.

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- there was no clear indication of a willingness by international institutional or corporate investors to participate in MFP as a project;
- MFP was not yet an internationally saleable product; and
- MFP would only materialise when and if it was broached as an urban development project addressing particularly desirable economic characteristics.

Implied issues

The issues which can be identified through the MFP exercise and related to it seem endless. Many were formally identified through the Social Issues Study (Yencken report) and the output from the Feasibility Study. However, it is by reflecting on how Australia handled the proposal, how Australians reacted at all levels from ordinary citizen to corporate, political and government leadership, that the root issues are identified.

Many of the issues surrounding the MFP concept and Feasibility Study can be dismissed relatively simply by asking the question:

Are they founded on well-informed and rational thought, or are they myths, based on emotional, biased opinions and misinformed interpretations?

Many, however, run deep into the Australian culture and are of great significance. They present a crucial and complex set of problems which Australia must face, and develop a better approaches to in the future if our economy and society are to prosper. These are predominantly issues of vision, leadership and process. The MFP provides an expose of many issues of great significance to Australia. These include:

- Australia's international trade and diplomacy relationships;
- Australia-Japan trade and diplomacy relationships;
- the handling of disputes over trade arrangements;
- the performance of Australia's economy and industry;

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- Australia's ability to respond to a proposal such as the MFP, to sift through the self-doubts and self-imposed constraints that have produced the mediocrity mindset and cultural cringe that have held Australia back as a nation — socially and economically;
- Australia's capacity to instigate the planning and organisational study that an effective Feasibility Study requires — arrangements that allowed for participation from a wide range of parties who might benefit from or be effected by the project, and to manage relationships between these factions to ensure a productive interaction;
- Australia's ability and willingness to address contentious issues such as foreign investment, immigration, cultural integration, urban development and social issues relating to Australia's identity and ethos; and
- Australia's commitment to address its future through long-term planning and the development of solid, realistic, policies, and its willingness to follow them through.

The quality of Australia policy making processes reflected the inefficiency of the state and was commented upon as follows by the Task Force on Economic Policy which reported to the Royal commission on Australia government Administration:

There is lacking an explicit systematic approach to developing a framework of goals and objectives, and priorities and programs, within which economic policy decisions are to be taken. Also lacking is a machinery whereby such a framework can be established or reviewed (Royal Commission on Australia Government Administration 1976: 301).

The weakness of Australia's national policy making processes are only too evident in the MFP decision procedures and demonstrate that the verdict of the 1976 Task Force is as valid now as it was at the time of the above assessment.

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Underlying these issues are matters of leadership, vision and process. In addition, there are other basic issues of priority and commitment — in how we develop Australian individuals and organisations:

- to make Australians more research oriented, creative, hungry for knowledge and committed to ensuring Australia's long-term security and prosperity; and
- to articulate holistic national policies and plans which will provide direction and purpose for our endeavours in all other aspects of industry and society.

In that way, Australia might effectively integrate its research, industry and education programs and manage its economic endeavours in a way which will contribute to the welfare of our society as a whole.

Conclusion

This chapter has highlighted a range of issues as they emerged in the case study presented in Chapter 3. It represents an initial evaluation of the MFP project and, like other previous accounts, is critical of the overall performance. Again like previous accounts, it represents a somewhat intuitive and superficial evaluation and leaves the question open as to how a better, fuller, more meaningful evaluation might be pursued. What theory and practical examples exist against which this genuinely rare, even unique experience encapsulated in the MFP can be analysed and appraised?

The issues identified here are not in themselves exceptional and could be reasonably expected in any complex national project. What is exceptional — and identified as a major concern from this case study — is the need for an effective planning and management system that addresses the requirements of a large, complex project in the context of national development and security. The issues identified here are not dissimilar to those faced by a diversified corporation when it undertakes a major new venture. It may therefore be possible — and relevant to this case — to identify appropriate planning and management methods from the corporate business sector and related business literature which could be applied to a case involving business and government collaboration, such as the MFP.

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Through this initial evaluation of the MFP project, the chapter has verified the need for objectives 4 and 5 of this study:

Develop the basis for an evaluation of the research situation; and

Evaluate the activities and arrangements evident in the planning and implementation of an LSCV.

This thesis now attempts to construct such a framework for an improved evaluation of the MFP. Chapter 5 will undertake a review of theory and practices which are purported to be the foundation of successful corporate practice and which are particularly relevant to strategic planning and management. This is intended to provide a basis for defining a benchmark that will allow a better evaluation of the MFP case.

Chapter Five —

Theory Relevant to Research Situation

Introduction

This chapter addresses objectives 2 and 3 of this thesis:

- *Identify and document the elements of theory from the literature which constitute good business practice relevant to the research situation.*
- *Develop a model of effective business practice consistent with the information produced for objective 2.*

The case study in Chapter 3 described the research situation that typified a large scale collaborative venture and Chapter 4 identified a range of issues that undermined the success of the project in that research situation. Using an approach similar to the methodology of action research and grounded theory (Earl-Slater 2002; Gummesson 2000, 2001), this chapter will identify areas of theory that relate to the research situation as documented in Chapter 3. From this reference to literature, a body of theory-based data is produced to be used in the subsequent evaluation of the research situation.

The chapter begins with a rationale for selecting the area of theory that will be the focus of this task. It is proposed that the body of theory, concepts and practices relevant to the research situation is contained in business literature. More specifically, it is proposed that marketing is a key paradigm guiding modern business practice, and that the process, concepts and techniques of the strategic marketing process can provide the basis for evaluating the research situation of Chapter 3.

The chapter then presents an overview of the theory, concepts and process involved in successful business practice (objective 2) and how that constitutes *a theory based process model*, followed by an account of strategic marketing practice at corporate level that demonstrates the application of that model (objective 3).

Rationale for business literature

The situation represented in the case study is vague with regard to purpose, permanence, managerial structure, lines of authority, accountability and responsibility; it is also fragmented with regard to participants, stakeholders and publics. All of these characteristics make it difficult to identify and apply theoretic principles and concepts from the relevant disciplines directly to the research situation. A corporation may be similarly diverse and complex in its organisational and operational aspects but it does not have the vagaries and fragmentation as in the research situation; therefore, the application of theoretic principles in a corporate context is more straightforward.

For the purpose of this research and especially to enable application of theoretic principles to the research situation, it is proposed that the research situation be interpreted as a virtual organization engaged in practices akin to a business, and that it therefore be regarded as a virtual business corporation. In interpreting the research situation as such, this research proposes that the body of theoretic data relevant to the research situation is, *ipso facto*, the theory, concepts and practices referred to in business literature – in particular, the area of business management and strategy as applied in a large business corporation.

Overview of business theory

Early sources of business theory are commonly attributed to documentation of military and government ideologies dating back millennia (Henderson 1981; Kotler & Singh 1981; Tzu 1981). In the modern industrial era since the industrial revolution, Adam Smith's *Wealth of Nations* has had significant and sustained influence relating the theory of economics to the industrial age business environment (Smith 1776). Management theory during the 20th Century passed through a number of distinct phases, often inspired by developments in business, industry and political practice. With the advent of mass production in the 1920s, theory developed around the organisation of the firm, focusing on how its resources (people, machines and

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money) and its functions could be best managed to maximise profit or to create wealth (Weber 1997). From this evolved the *classical school of thought*, which emphasized four areas of business management – division of labour, scalar and functional processes, structure and control (Scott & Mitchell 1976). This provided the foundations for elaboration on planning, organising, leading and controlling to emerge and the scope increased from the efficient operation of the firm to how organisations formed, functioned and grew (Ansoff 1965; Chandler 1962; Drucker 1958; Kotler 1994; Lynch 2003; Mintzberg 1967).

The wars of the 20th century, particularly World War II, provided many practical lessons on organisation and production efficiency which were applied to the manufacturing boom in the decades following World War II. Two influential areas of theory evolved from this – systems theory (business processes) and behavioral theory (industrial psychology and orientation). Associated with these two areas was the recognition that the act of exchange was pivotal in the process (Bagozzi 1975; Bonoma 1984, 1985; Day & Wensley 1983), and that knowledge of the customer and attention to customer needs was the prime determinant of orientation (Bartels 1974; Drucker 1954, 1958; Levitt 1960; McKitterick 1957). The link was established between process and orientation, showing that efficiency and profitability of the firm greatly increased when the firm pursued a process of first understanding its customers, and then serving their needs as fully as possible (Howard 1983; Hammer and Champy 1993, Mintzberg 1987).

The dominant paradigm that emerged emphasized the organisation of strategy, structure and processes (Alderson & Cox 1948; Chandler 1962; Drucker 1958; Lynch 2003; Mintzberg 1967, 1987) – consistent with the four elements of classical thought but with a customer orientation and particular focus on integration of strategy, structure and process (Anderson 1982; Kohli & Jaworski 1990). This paradigm underlies the marketing *concept* which holds that the key to achieving organisational goals lies in determining the needs and wants of target markets and delivering the desired satisfaction more effectively and efficiently than competitors (Amit et al 1979; Day 1994; Kotler 1994; Shapiro 1988).

Marketing as an academic and professional discipline has evolved as a rich and comprehensive field of business theory (Anderson 1982; Drucker 1958; Kotler

1994). In addition to theory and concepts that relate specifically to the marketing concept and the management of core marketing functions (the management of product, price, promotion and distribution), marketing has adopted from and integrated with strategy and management theory to provide a pragmatic body of literature which can be applied across all functions, at all levels throughout the organization (Day 1994; Drucker 1958; Lynch 2003; Thompson & Strickland 1987).

Strategic marketing management is an area of theory that combines marketing principles with the strategic management process (Anderson 1982; Bennett & Cooper 1981; Day & Wensley 1983, 1988; Doyle 1994). It addresses three areas: managing the business, interacting with customers and adapting to the numerous environmental factors that actually and potentially impact on the business, including the business's competition. It incorporates a process of analysis, planning, implementation and control that includes and relates to the activities throughout the organization – at corporate level, business strategy level and at operational or functional level. Therefore, and for the reasons outlined in methodology Chapter 2, marketing (incorporating the strategic marketing process) is selected as the principal academic paradigm from which theory relevant to business management and strategy and, consequently, applicable to the research situation is identified and examined.

Principles relating to strategic marketing management are now examined, leading to the formulation of a strategic process model and an example of corporate practice.

Marketing — the fundamentals

A wide-ranging set of activities is commonly associated with the term marketing, including advertising, selling, sales promotion, market research, introduction of new products, pricing, packaging, distribution and after-sales service (Alderson 1957; Bartels 1974; Bennett 1996; Kotler 1994). These activities contribute to the desired end result of exchange by influencing supply and demand (Meldrum & McDonald 1995). The core activities of product, promotion, distribution and pricing are so central and inter-related in marketing that they are referred to as the four Ps of marketing (McCarthy 1981) and the marketing mix (Borden 1964). Plans and programs are organised around these variables and each becomes a distinct but integrated part of the firm's business strategy and operations.

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In practice Marketing becomes much more complex than the above description implies. Consumer buying behaviour and their perceptions of product and value, in addition to industry competition and the constantly changing environmental factors, all make the practice of marketing particularly challenging and important to business success. To address these challenges, marketing as a discipline has developed theories, concepts and processes which represent a particularly rich and practical reference base for business (Anderson 1982; Drucker 1958; Kotler 1994). These include generic processes, which can be followed at different levels of planning and implementation, plus concepts and techniques which can be employed at key stages in the process (Anderson 1982; Day & Wensley 1983; Kohli & Jaworski 1990). (See Figure 5.1)

The importance of marketing is based as much on philosophical grounds as on process and operational activities (Day 1994; Deshpande & Webster 1993). Marketing is a distinct way of doing business where the underlying orientation in the business is to know, understand and satisfy its customers. The importance of this orientation as a business philosophy has long been articulated (Alderson & Cox 1948; Drucker 1954; McKenna 1991b). These opinions are given formal recognition in the literature:

... under modern capitalism, marketing has become not only all pervasive, but central to the whole economic system (Encyclopedia of the Social Sciences. 10.133.9, cited in Hollander and Rassuli 1993).

Studies have illustrated that companies which practice this philosophy are more likely to succeed than those which do not (Aaker 1995; Buzzel & Gale 1987; Gale 1994; Peters & Waterman 1982). Although successful business practice is ultimately a factor of the internal and external circumstances affecting each particular firm, a body of literature on business strategy and marketing management is generally consistent in outlining what are considered to be foundations for success. These indicate how a firm should approach the task of assessing its business situation and capability, identifying and catering to customers needs, competing more effectively and thereby translating its operations into acceptable profit levels (Ansoff 1977;

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Kollatt 1972; Leighton 1966; McDonald 1992; Thompson 1962; Thune & House 1970).

The body of theory evident in business and marketing literature is, by necessity and by its origins, pragmatic (Alderson & Cox 1948; Kotler 1994; McKenna 1991b). Theory has evolved from approaches taken in business using observations, evidence and experience gleaned from business practice and by drawing on knowledge from other relevant academic and professional disciplines. Furthermore, the theory is intended to be applied to business practice as and where appropriate. Therefore the following section on what constitutes theory relevant to a business situation is structured around the tasks involved in organizing and operating a successful business. An extensive range of concepts and techniques are commonly used in marketing and the strategic process in planning, organizing and operating a successful business. Figure 5.1 provides an overview of these tasks and concepts.

Marketing in practice: a corporate example

The modern industrial firm can be defined as a collection of operating units, each with its own specific facilities and personnel (Chandler 1962, 1994; McDonald 1991, 1992; Mintzberg 1987, 1994). The way in which the corporation's resources and activities are co-ordinated, monitored and allocated by a hierarchy of managers contributes to the growth and efficiency of the firm; the aim is to achieve operation efficiencies and outcomes for the *whole* enterprise which are greater than what could be achieved from the sum of its units in individual isolation. Organisations may differ widely in their arrangements for management, planning and decision making, however these various arrangements draw on a common body of business theory.

In a corporate context the critical tasks involved in organizing and operating the business can be considered in the following four categories that include preliminary and overriding arrangements and an overall strategic process (Drucker 1958; Kotler 1994)

- Governance and leadership: There is a system of senior management and leadership.

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- **Corporate intelligence:** There is an information and intelligence system capable of monitoring, analyzing and communicating relevant information as required.
- **Strategic Process:** There is a defined process of analyzing, planning and decision making leading to the implementation of programs.
- **Organisational Structure.** There is a hierarchy of levels involved in Planning and Management and Decision making.

The overall process, which incorporates the four critical task areas above and the integration of commonly used concepts and techniques, is illustrated in subsequent diagrams (Figures 5.1, 5.2 and 5.3) and described in the following sections.

Governance and Leadership

Corporate governance refers to the top management process that manages and mediates value creation for, and value transference among, various corporate claimants in a context that simultaneously ensures accountability towards these claimants (Drucker 1958; Lynch 2003; Monks 1993, 1994). It includes the processes by which the objectives of an organization are determined, and the business philosophy and methods that will best enable the organisation to achieve these objectives are adopted ⁶³ (Sundaram, Bradley, Schipani, & Walsh, 2000).

Governance implies that the corporation has a senior management group (a board of directors and executive managers) consisting of individuals who are experienced in business matters generally and who have specific experience and expertise in the areas of commerce and industry in which the corporation operates. The role and importance of managers to the success of the corporation lies fundamentally in the realm of greater efficiency in resource utilization and lesser costs (Ansoff 1965; Chandler 1994; Drucker 1958; Lynch 2003; Mintzberg 1967). This can be achieved through informed decisions leading to a portfolio of business areas which best match

⁶³ Corporate governance in this context is broader than the finance-oriented definition which emphasises compliance with regulatory and security requirements and the separation of ownership from control. This is a specific process within the broader framework of corporate governance (Sundaram et al., 2000).

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the capabilities of the firm, the exploitation of economies of scale in production and distribution operations by the firm and through collaborative arrangements with other organizations.

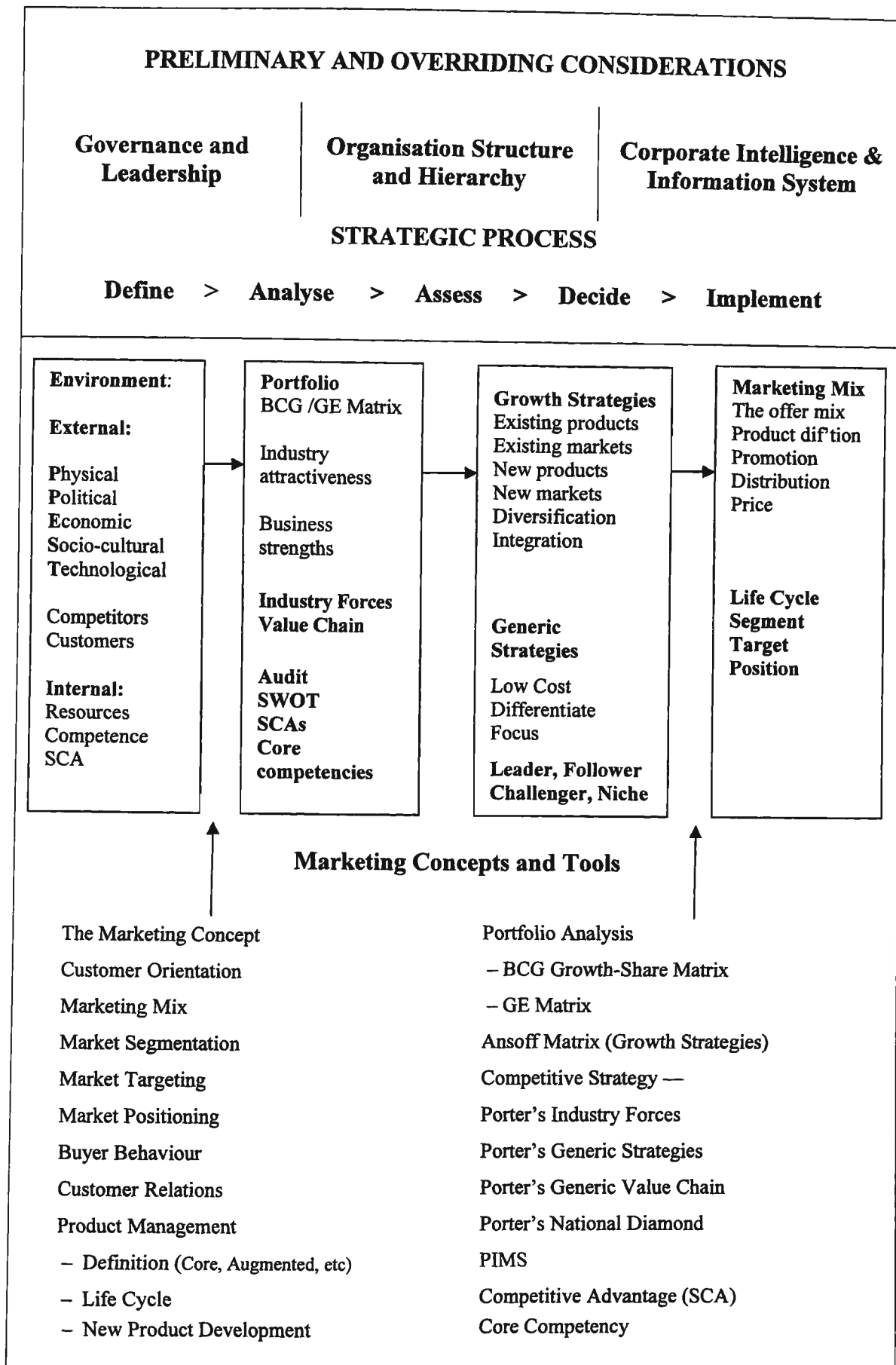
The role extends to identifying and selecting opportunities, ensuring the firm's growth and competitiveness through effective growth strategies and managing the firm's business portfolio (Ansoff 1965).

... the large industrial enterprise has rarely continued to grow or maintain its competitive position over an extended period of time unless . . . (decisions by management for) ... the addition of new units (and elimination of old ones) permitted the hierarchy to reduce costs, to improve functional efficiency in marketing and purchasing as well as production, to improve existing products and processes and to develop new ones, and to allocate resources to meet the challenges and opportunities of ever changing technologies and markets (Chandler 1994).

The importance of visionary, informed leadership and astute governance to selection of strategic options and the ultimate success of the firm is emphasised in the literature (Brinkley 2003; Frederick 1978; Lynn 1999; Matheson 2003; Selznick 1957; Story 2003; Westley & Mintzberg 1989). The governing board of the corporation and senior management are entrusted with many of the decisions which define the corporations business and consequent arrangements for pursuing the firm's growth and performance in the most efficient manner. They effectively define the business through the selection of opportunities and allocation of resources based on their judgement of the firm's capabilities (Forbes & Milliken 1999; Pettigrew 1992). It is therefore imperative that the appointees to these positions have experience, knowledge and skills required to make the best judgements and decisions for the firm. In the wake of corporate scandals and disasters over recent decades, and the increasing complexities associated with the new economy, there are demands for a more systematic process for identifying, selecting, screening and educating appointees to senior corporate management positions (Barratt & Korac-Kakabadse 2002; Garratt 2004; Mentzer 2003; Taylor 2003; Troubh 2004).

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Figure 5.1: Strategic Marketing Process Concepts and Tools



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In some situations, new initiatives and investigative planning involve special tasks and processes that require new and special arrangements. As such initiatives evolve, project leadership and participation may need to change according to the changing scope and focus over the evolution period⁶⁴. Once the initiative is fully defined and the relevant stakeholders and participants accommodated in the planning and implementation process, appropriate structures and management systems can be formed on a more permanent basis.

Corporate intelligence.

The quality of leadership and decision making in the corporation depends on the quality of information available and accessible throughout the organisation (Hulbert 1977; Tecker et al 2002). This quality of information will impact on all aspects of strategic marketing ranging from the environmental analysis, situation assessment, and the correct decisions on selecting market opportunities most suited to the resources and competencies of the firm. (Aaker 1995; Brown 1997)

Corporate intelligence requires the corporation to have an effective information system responsible for informal and formal research activities, ranging from

- environmental scanning and monitoring overall factors and trends,
- maintaining and analysing internal records,
- undertaking secondary and primary research related to specific issues of importance to the firm, and
- operating effective decision support systems (Kotler 1994).

Past performance data and trends identified from this data also contribute to the planning process (Rothe, Harvey & Jackson 1997; Schuman 1959).

The information system continually provides the firm with information on the performance of the firm and its main competitors, the nature of its competitive environment, and the prevailing factors likely to be relevant to the firm's current and

⁶⁴ See scenario section in Chapter 6 – Defining the MFP: an evolving process.

possible future activities. This information enables corporate management to ascertain the corporation's current health, its prospects for the immediate future and, on this basis, to formulate longer-term scenarios⁶⁵.

Strategic process overview

Because of the complexities involved, marketing practice demands a systematic approach, one that provides guidelines but is also flexible, allowing creative responses to the diversity of circumstances that can confront business (Lynch 2003; Peters & Waterman 1982). Such an approach is summarized in the following definition of Marketing Management:

Marketing Management is the analysis, planning, implementation and control of programs designed to create, build and maintain beneficial exchanges with target buyers for the purpose of achieving organisational objectives (Kotler 1994).

This definition indicates four key tasks in the process of establishing marketing objectives and operations — Analysis, Planning, Implementation and Control — without specifying the sequence or detailing the approach. Many prominent business writers have emphasised the importance of process and have outlined the steps they regard as fundamental to the strategic marketing process. These approaches are summarized in Figure 5.2. Gorge S Day's four-step sequence is: define the business; set a mission; select functional plans marketing activities; set budgets for these plans (Day 1990). No specific mention is made of analysis and planning activities in this four step approach, however these analysis activities are an integral part of the exercise of defining the business (step one) preliminary to the planning process. Malcolm McDonald embellishes the four tasks indicated in the definition by Kotler, identifying nine key stages in the process enroute to formulating the marketing plan. This approach places more emphasis on the determination of

⁶⁵ Examples of information gathering and utilization follow in the strategic planning and implementation sections of this chapter.

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functional marketing program outcomes (McDonald 1992). David Aaker describes the strategic market management process as having five key sections: external analysis; self analysis; opportunities, threats, trends and strategic questions; strategic strengths, weaknesses, problems, constraints and questions; strategy identification and selection (Aaker 1995). Drucker (1958) summarises a company's strategic planning under three broad activities of: analysing, allocating and deciding and advocates looking at the products of a business collectively, rather than one at a time.

While there are differences in these prescribed approaches, due essentially to differences in perspective and context, there is a general consistency in the elements of the overall process. The differences in sequence, particularly with analysis and mission, suggests cyclical and repetitive attention to particular activities in order to review and refine the firm's mission and activities according to an ever-changing and volatile external environment. Associated with this area of difference are considerations regarding preliminary and overriding arrangements, notably with regard to governance, executive leadership, organisational arrangements (such as hierarchy, channels of command and communication responsibility), and distinct categories of activity which define business units in the organisation.

An eclectic list of activities is derived from these various process outlines and is adopted as the blueprint for the strategic marketing process used in this thesis. It also provides the basis for Figure 5.3 which depicts the generic strategic marketing process. This diagram also draws on similar models in the literature by the abovementioned and other prominent authors (Assael, Reed & Paton 1995; Bennet 1996; Browne 1997; Doyle 1994; Drucker 1973; Kotler 1994; Mintzberg 1967). The main components of the strategic marketing process as depicted in Figures 5.2 and 5.3 are further discussed following the Organisational Hierarchy and Structure section.

Organisational hierarchy and structure

In general, the steps represented in figures 5.2 and 5.3 can be considered universally applicable (McDonald 1992), but there will be differences in the application of these steps depending on the nature and size of the company concerned. Where the

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company is a small or medium size enterprise marketing a narrow business mix to well-defined groups, the steps are performed almost intuitively and it is a straightforward process (Carson & Gilmore 2000; Perry 1992). For larger firms with many business areas to consider, the process is much more complex. Marketing planning and decision-making may occur in a number of different contexts as determined by corporate size, diversity and structure (Chandler 1994; Kotler 1994). Consequently, the process may be repeated at different levels of planning within the organisation, each having a different scope and different time horizon (Aaker 1995; McDonald 1992). It is commonly assumed (and adopted for the purposes of this thesis) that planning activities in large corporations occur at three levels: corporate level, strategic business unit level (SBU), and functional/operational level (Doyle 1994; Kotler 1994; Mintzberg 1967)⁶⁶. Figure 5.4 represents the three planning levels in a corporation and the particular responsibility and distinctive focus of each level.

⁶⁶ There are variations in the literature on number and terminology of levels within the organisation. This thesis refers to corporate, business level and operational level. Some authors refer to a divisional level between corporate and business levels, while the operational level is also referred to as product and functional level.

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Figure 5.2: Strategic Marketing Process: An Eclectic List

Day	McDonald	Aaker	Drucker	Eclectic List
Define the business	Corporate objectives		Define the business	DEFINE <ul style="list-style-type: none"> • <i>Mission (what the business will be)</i> • <i>Opportunity selection</i> • <i>Governance and Leadership</i> • <i>Organisational Structure</i>
	Marketing audit	External and Self analysis	Analyse Identify facts:	ANALYSE <ul style="list-style-type: none"> • <i>Market factors</i> • <i>Competition</i> • <i>Resources</i>
	SWOT analysis Assumptions	Trends Competencies Constraints & questions	Consider: <ul style="list-style-type: none"> • opportunities and true costs of a product • potential contribution of staff activities • economically significant cost centers 	ASSESS <ul style="list-style-type: none"> • <i>Strengths / Weaknesses</i> • <i>Opportunities / Threats</i>
Set mission	Objectives and strategies Estimate results Alternative plans and mixes	Strategy identification and selection	Decide: <ul style="list-style-type: none"> • steps to get from present to desired state • methods to achieve this most efficiently. • Allocate resources according to anticipated results. 	DECIDE <ul style="list-style-type: none"> • <i>Objectives: what the business will do</i> • <i>Strategy formulation</i>
Functional plans for marketing, production and other marketing activities	Programs		Consider: <ul style="list-style-type: none"> • how currently allocated • how to allocate to support activities of greatest opportunity. 	IMPLEMENT <ul style="list-style-type: none"> • <i>Programs: who, where, when, how tasks will be done</i> • <i>Budgets & resources</i> • <i>Control.</i>
Budgets for these plans.	Measurement and review.			

At corporate level, management takes an industry perspective and a long-term view in setting the firm's objectives and goals. In essence, their planning and decision-making concentrates on businesses the corporation should be involved in to achieve maximum corporate growth and other objectives of the corporation (Kotler 1994). This top level determines how the corporation will be structured, the number and types of divisions or strategic business units (SBUs) defined, and the allocation of resources to these units. Selection criteria for SBUs include the need for specialised or focused activity within the corporation's management and operations, usually based on a combination of product area, technology and customer needs criteria.

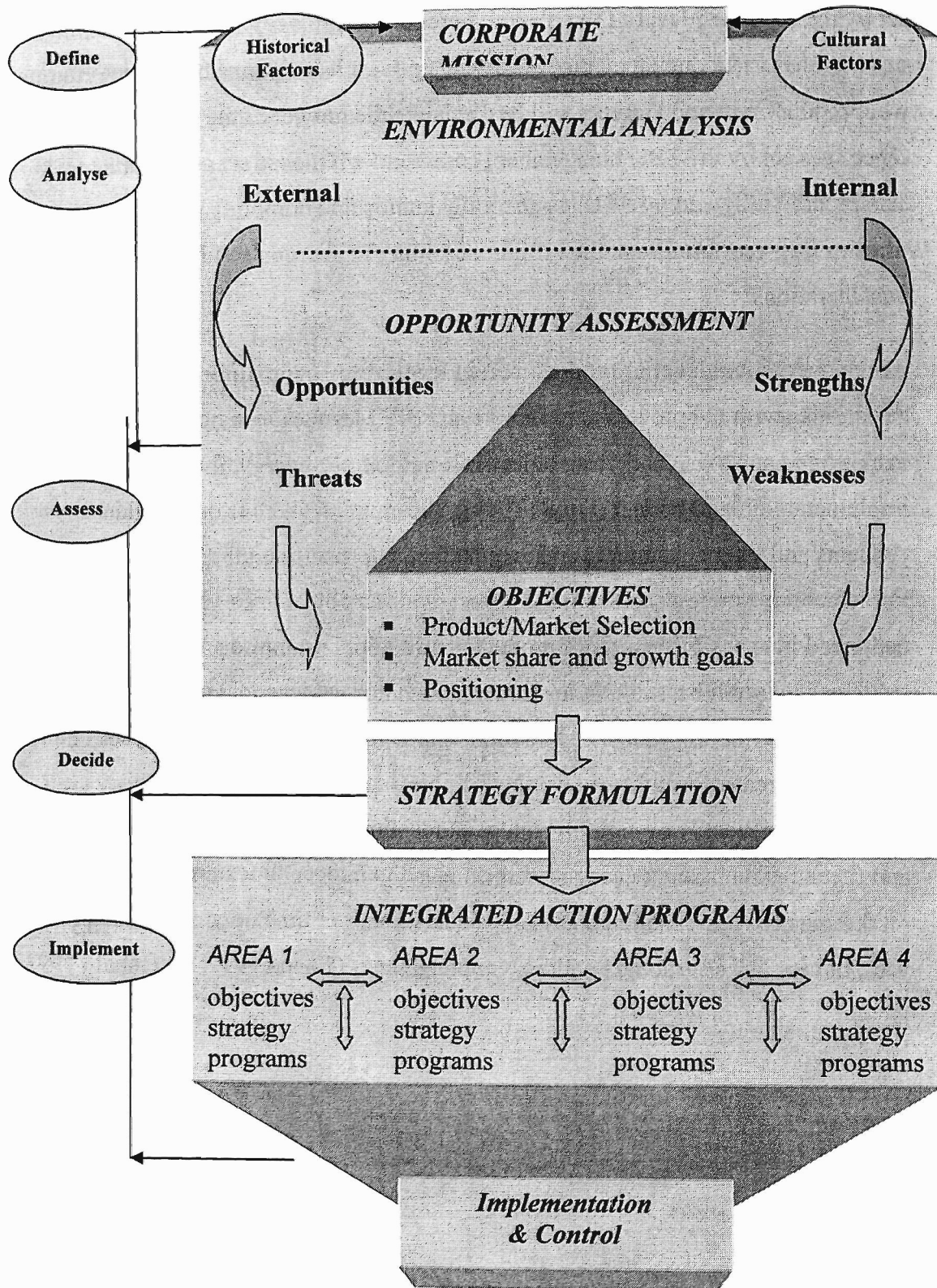
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At the SBU level, strategic planning takes its cue from the objectives and decisions set by the corporate level of the planning process and it is responsible for mapping out what has to be done to achieve those objectives. It is responsible for determining what product mix and markets will best achieve the growth of the unit and other objectives set by the SBU management consistent with those set at corporate level. The process followed by SBUs is generally identical to corporate planning, sharing a three to five-year timeframe, the difference being in the scope and focus of business considerations.

At the operational level or product/market level, the planning process again has similarities with the process at corporate and SBU levels, the major steps being background analysis, marketing objectives, marketing strategy, the marketing mix, implementation and budget (Doyle 1994). The emphasis here is on individual products and target customers and is more tactical, specifying the actions required to implement the strategy and achieve the set goals and objectives. These actions are described in terms of the mix of product, distribution, promotion and pricing strategies that will best satisfy the target market and achieve maximum sales and profits for particular products. Operational implementation and control issues include preparing forecasts, setting the breakeven point, sales projections, periodical cash flows such as weekly or monthly, budget allocations, monitoring expenditure, sales and revenue and making necessary adjustments to budget allocations and the various marketing activities. Planning at this level has a shorter time horizon, basically one year, but readily adjustable to address contingencies (Cohen 1995; McDonald 1992).

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Figure 5.3: Generic Strategic Marketing Process



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Figure 5.4: Strategic Marketing Contexts

	CUSTOMER FOCUS	MARKET FOCUS	INDUSTRY FOCUS
CORPORATE Business Portfolio Long-term (3–5 yrs)	LIGHT	MEDIUM	HEAVY
BUSINESS (SBU) Product Portfolio Long-term (3–5 yrs)	MEDIUM	HEAVY	MEDIUM
Operational Marketing Mix Short-term (<1 yr)	HEAVY	MEDIUM	LIGHT

In many corporations, the decision-making process and allocation of resources tends to be a top down process, internally focused and driven by the company's own perceptions of its strengths and weaknesses. This approach may be appropriate in determining the business mix and leadership arrangements in accordance with the firm's available resources, but it is fraught with danger when it lacks an external orientation. A market-driven, customer orientated approach as advocated by Levitt (1960) looks at external factors, in particular the needs and perceptions of customers. To this end, planning in the corporation should draw heavily and constantly on the insight developed at the operational level. Each level has its own set of strengths and limitations and the successful approach will draw both ways, from top and bottom, for effective planning and operation. The following quotations from research conducted by Norman Berg represent the two opposing but compatible views:

... nobody at the corporate level knows as much about the division manager's job as he does. Things have to go from the bottom up ... [and]

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... corporate level has to take a large part in managing the affairs of the divisions so that they come out in the corporate interest. It is more efficient than refining the rules and procedures (Berg 1988: 272).

The cyclical and interactive nature of the planning process in a corporation involving the three levels is represented in Figure 5.5. Each level has a distinct role to play in the process, first as a part of the overall corporate planning and development process, then somewhat independently in the implementation and operational functions. Further elaboration on the application of this interactive process at different planning and operation levels is provided in subsequent sections of this chapter.

The key steps in the strategic marketing process together with related concepts and techniques commonly used in practice and referred to in the literature are now outlined.

Steps and concepts in practice

Define

In defining its mission and setting objectives, the firm begins to address the fundamental questions: *What business(s) are we in?* and *What business(s) do we want to be in?* In addition, it expresses what type of firm it aspires to be in its relationships with various stakeholders and its approach to achieving its objectives. Basically, it reflects on and acknowledges its business, its culture, and its overall corporate objectives (Corey & Star 1971; Day 1994; McDonald 1991, 1992; Webster 1988). This area is revisited periodically throughout the strategic planning process.

There is inconsistency in the literature and in corporate practice as to what constitutes a corporate mission statement and other corporate statements (Brown 1997; Deshpande & Webster 1989). For the purposes of this thesis, the corporate mission incorporates a set of statements or declarations by the organisation covering

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Figure 5.5: Interactive Planning Process

	CORPORATE	BUSINESS (SBU)	OPERATIONAL
STAGE 1 <i>Preliminary</i>	State corporate objectives and call for SBU input Approve SBU proposals	Define SBU charter, objectives and strategy. Prepare specific goals and requirements	
STAGE 2 <i>Formulation</i>	State corporate strategy and tentative corporate and SBU goals Call for SBU programs Set corporate and divisional goals	State SBU objectives and strategy and call for program alternatives Select best mix of programs Recommend programs and resource requirements	Identify program alternatives Analyse options and recommend
STAGE 3 <i>Allocation</i>	Make tentative resource allocations to SBUs. Call for divisional budgets Approve budgets and resource allocation	State division goals. Call for program budgets Co-ordinate, review and approve budgets Submit for approval Allocate to programs and monitor	Develop budgets and submit for approval Implement programs

a mission statement, vision statement and corporate objectives which, together, embody the goals and operational guidelines for the organisation ⁶⁷.

The Mission Statement is an operational statement indicating why the firm is in business, who it serves and what needs of the customer it provides for (Day 1994; Deshpande & Webster 1989). It is a statement of the organisation's fundamental purpose and what it has set out to achieve. It indicates where the firm is going in the context of its current plans and operations. The Vision Statement is an ideological

⁶⁷ Corporate Mission is placed at the start of the process in Figure 5.3; in reality this may not be the case, since the corporation may define its mission, or revise it, following in-depth analysis of environmental factors and trends, or its business activities and culture. Once set, the Corporate Mission should remain constant for the long term and not require significant amendment in the strategic planning process.

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statement which transcends the procedures and activities relating to operations, policy, rules, direction and timing (Collins & Porras 1996) and presents one or more challenging goals to which the firm aspires.

Corporate objectives articulate the desired end results of planned activities in the organisation in quantitative and measurable terms (Hesserbein et al, 1996) and provide direction and guidelines for activities throughout the organisation within the prescribed timeline.

The Mission Statement is paramount to the success and survival of the firm in setting its direction, motivation and operating culture. It defines the scope of business activity in terms of what industry or industries to operate in, the product areas and market segments to cover and the overall breadth and intensity of its marketing mix. A good mission statement is motivating and unifying for all stakeholders including managers and employees throughout the organisation, extending to intermediaries, and even to the firm's customers. The Marketing Concept, with its emphasis on seeing the firm and its activities from the customers' perspective (Shapiro 1988) — in terms of needs rather than products and knowing the customer and their needs — provides the firm with an appropriate starting point to organising its activities effectively.

The firm defines itself by what it has and has not (leadership, expertise and resources), what it does and does not (products, services and business philosophy), and who it serves and who it does not serve (markets and competition). These defining decisions are determined largely by the firm recognising its resources, capabilities and its core competencies. It is also defined according to established perceptions in the market place by customers, competitors and publics in terms of its image and approach to business. (Henderson 1981; Kotler and Singh 1981).

Analyse

To make the right decisions, a firm must be equipped with the right intelligence. This entails being constantly aware of the forces in the business environment which actually and potentially influence the firm's operations. These include factors which have direct implications for the business, such as customers, competitors, suppliers,

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importers, wholesalers, retailers and other intermediaries, as well as those which indirectly impact on the firm. Macro-environmental forces which have a general, circuitous affect on the performance and prospects of the firm must also be constantly monitored (Naisbett 1984; Naisbett & Aburdene 1990; Popcorn 1992; Lenz et al 1986). These are commonly addressed in the following categories:

- **Physical or natural** forces such as natural resources, climate, natural disasters and ecological concerns such as waste disposal, the consumption of non-renewable resources and the impact of industry activities on the natural environment.
- **Political and legislative** issues, particularly legislation affecting industry practices and competition but also the prevalent political philosophy and the stability of government.
- **Economic** outlook including the economy's growth rate, inflation, interest rates, employment and the state of various economic indicators.
- **Societal and demographic** information relevant to segmentation variables used by the company and also community attitudes that may relate to any activities and involvement associated with the industry.
- **Technological** developments relating to industry practices and operations, the company's product areas and social behaviour.

The information produced by the environmental analysis is used in subsequent planning and decision making activities which examine the firm's business performance, with a view to identifying new and future directions (goals and objectives) and the most appropriate means of achieving these (strategies and programs).

External factors documented in the literature (Aaker 1995; Achrol 1990; Aguilar 1967; Buzzel 2004; Drucker 1958; Jaworski 1988; Kohli & Jaworski 1990; Levitt 1960; Porter 1980, 1985, 1990) that are considered relevant to the attractiveness of an industry or a market and which are commonly referred to in business practice include:

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- market size, growth rate and stage of its life cycle,
- profitability and the associated level of risk and return on investment
- the nature of competition including number and concentration of competitors, intensity of rivalry, the way in which firms compete (price, differentiation, service) and the level of commitment of competitors to their markets and customers;
- the uniqueness of product or opportunity, assessed against the threat of substitutes from existing products in the market or new products being introduced;
- barriers to entry (capital, technology, competitor reaction) and the likelihood of other competitors entering the market;
- supply chain and procurement issues including the abundance and ease of acquisition (costs, logistics, intermediaries) of key inputs (raw materials, components, skills);
- distribution issues including number and availability of distributors and intermediaries
- customer issues including the extent of choice available to customers, segmentation variables, basis for product differentiation and existing levels of customer satisfaction;
- demand conditions as reflected in the number and sophistication of domestic customers for the industry's products;

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- natural and built environment factors including natural resources, climate, location, and human contributions in areas of communications infrastructure, sophisticated skills and research facilities⁶⁸;
- seasonality and sustainability of the market and its sensitivity to economic trends
- governmental regulations and political stability or predictability;

Internal analysis is undertaken to determine the firm's performance in a range of areas, and to assess the particular strengths and the capabilities of the firm, as well as its weaknesses. A number of concepts and study outcomes provide guidance to businesses in undertaking the internal analysis and determining their strengths and competencies.

The Generic Value Chain (Porter 1985) indicates nine categories of the firm's operations on which the firm may rate its own competency and competitiveness. The set consists of five departmental areas:

- inbound logistics, such as receiving and storing materials;
- operations, such as transforming inputs into the final product;
- outbound logistics, including order processing and distribution;
- marketing and sales, such as promotion, pricing and channel management; and
- service, including installation, repairs and spare parts.

Plus four overall support activities across the firm's operations:

- Procurement, including procedures, database and information systems;
- Technology development, and its contribution to improving product and process;
- Human resource management, including hiring, training and compensation arrangements; and

⁶⁸ These four determinants of national advantage form the basis of *The Competitive Advantage of Nations* and are referred to as the Porter Diamond. (Porter 1990).

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- Firm infrastructure, including plant and facilities, management structure and systems, finance, accounting and public relations.

Since 1972 the Profit Impact on Marketing Study (PIMS) Program has used a data base of 450 companies and 3,000 business units to explore the general relationship between strategy and performance (Buzzell & Gale 1987; Buzzell 2004). It's most important conclusions are that the most influential factor in a business unit's performance was the quality of its products and services relative to those of competitors, that market share and profitability were strongly related, and that the firm's production structure (encompassing investment intensity and productivity of operations) significantly influenced its efficiency, competitiveness and consequently profit.

Another study by Aaker on sustainable competitive advantage (SCA) produced results consistent with those of the PIMS study (Aaker 1995). This study of 248 businesses asked managers to name the SCAs of their business and the results indicated thirty-one specific SCAs that were considered important for business success. These are summarized in the following list:

- **Innovation:** technical superiority; new product capability; R&D.
- **Manufacturing:** cost structure; production systems (JIT, TQM); equipment; workplace; culture.
- **Finance:** operating revenue; parent resources; debt / equity finance.
- **Management:** quality of management staff; knowledge; experience; culture.
- **Marketing:** product quality reputation; distribution network; brand image; customer relations.
- **Customer Base:** size and loyalty; market share (size and growth rate).

The work of Prahalad and Hamel (1989; 1990; 1994) critically challenged the traditional strategic planning approach, which was to find a match between the firm's resources and market opportunities. They argued that by focusing on objectives which were 'realistic and achievable' the organisation merely extended the current or existing situation and their market environmental fit. The alternative was to focus on

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what the firm would be in the future, the firm's 'strategic intent', and in so doing, the firm would create a gap that would challenge and motivate the firm.

Prahalad and Hamel acknowledged the importance of competitive advantage as a determinant of success and profit, but delved further to suggest that competitive advantage could be built more effectively on the firm's 'core competencies' — the firm's abilities, rather than its existing skills, assets and resources. Their suggested approach was to search for new ways of achieving market advantages and to build these faster than their competitors.

To do this, firms need to realise their *core competencies* — the basic skills and capabilities which enable them to do things well. Where these competencies were central to, applicable to, or transferable across many of the firm's operating and marketing activities and across many of its products, the firm could leverage these competencies to maximum advantage⁶⁹. The essential requirements of a core competency were that it provides access to a wide range of markets, that it significantly contributes to perceived customer benefits of the end product, and that it is difficult for competitors to imitate (Brown 1997).

Based on their theory, Prahalad and Hamel advocate the structuring of firms around core competencies and core products rather than business units – SBUs. They contend that SBUs – because of their autonomy, confined resources and reluctance to share with other parts of the organisation – do not pursue the skills and competencies that can benefit the organisation as a whole. To this end, they argue that firms need to be re-organised so that core competencies and core products can be developed, then shared widely across the organisation. This extended to the industry level and context, wherein these core competencies and core products be developed and shared among firms in that industry.

The point by Prahalad and Hamel about industry-wide competency is shared by Porter in his global business publication, *The Competitive Advantage of Nations*

⁶⁹ *Canon* is cited by Prahalad and Hamel (1990) and by Porter (1990) as an example where the competencies involved in their core products (lens technology for cameras, and electronics with calculators) were able to merge to give them a competitive advantage in office copier technology and marketing.

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(Porter 1990). Porter proposes that nations with successful global industries have achieved this by having strong, highly competitive industries domestically. He further suggests that firms, not nations compete, and in countries where competition between firms is intense, they develop competencies and efficiencies which make them better equipped to compete in global markets against firms from other countries which may not have experienced a similar level of market competition. This is so regardless of the existence of natural factors and other inputs required for their operations.

The techniques and performance criteria just outlined, as used in the internal analysis for rating the firm's capabilities and performance, also apply to examining the firm's competitors (Aaker 1995; Kotler 1994; Lowengart & Menipaz 2002). In the same way that a firm assesses its own capabilities and performance using tools such as the Generic Value Chain and Aaker's SCAs, it can also apply this evaluation to other firms in the market to produce a profile on each of the its competitors and thereby rate each competitor's strengths and weakness and its own performance relative to its competitors.

Assess

The assessment phase involves a more focused analysis aimed at determining what opportunities and activities the firm should continue to engage in, to withdraw from or new ones to pursue. Marketing concepts and tools of analysis commonly used by a firm in its assessment activities include⁷⁰:

- *Life Cycle*: as it applies to the firm's major products, markets and technologies;
- *Market Segmentation, Targeting and Positioning*: the process of identifying and selecting customers, and the related communication or appeal with these customers;

⁷⁰ The procedures, concepts and techniques used in the strategic marketing process are well documented in texts and numerous academic and professional sources and therefore this section does not portend to make a contribution to knowledge in this area. They are presented as examples of marketing practices in a business context, and subsequently to demonstrate their relevance in the expanded context developed in Chapter 5.

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- *Porter's Five Forces model:* applied to the attractiveness of markets the firm participates in and particular market segments;
- *Porters Diamond:* to assess the national competitive environment relating to the firm's competitiveness in global industries.
- *Portfolio Analysis models:* to rate and categorise unit performance based on market attractiveness and the firm's strength relevant to that market as the basis of formulating strategy and allocating resources;
- *Ansoff's Growth Matrix:* to consider the most appropriate growth strategies and where to direct the firm's resources – to further develop its existing marketing activities in existing markets, to enter new markets or develop new products;
- *The Generic Value Chain* together with *Core Competencies* and *SCAs:* to identify the particular elements required for success in selected markets and assess the firm's competence and competitiveness compared with major competitors;

Assessment activities essentially involve evaluating the elements of business environments to assess their degree of attractiveness and their match or suitability regarding the firm's offerings and capabilities. Market assessment predominantly requires considerations of potential customers (their characteristics and their needs) and the firm's ability to cater for these needs competitively and profitably.

All of the concepts listed previously can be used to help identify, analyze and assess external and internal factors. Porter's models incorporate many of the listed considerations and they are therefore popular and effective tools used to analyse and assess the attractiveness of the industry, the capabilities of the firm and the resultant opportunity for the firm. They can be effectively applied at different levels of planning — to focus on an industry, on whole markets and to more specific market segments and niches. In the national context, the application is to industry clusters and sets of industries in a national economy, indicating a nation's best opportunities and its potential competitive advantage.

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Portfolio analysis models such as the BCG Growth – Share Matrix developed by Boston Consulting Group and the GE Market Attractiveness – Competitive Position Matrix (BCG and GE) have long been used as a means of assessing the performance of their business activities and thereby determining what industries to participate in, what strategies to pursue and how to allocate resources throughout the business. They follow a similar format in assessing products (or designated business activity unit) by plotting its position in a two dimensional matrix on co-ordinates determined by market attractiveness and relative business strength (Barry 1976, 1977; Boston Consulting Group 1968; Conley 1974; Day 1977; Enis 1980; General Electric 1981; Hildebrand & Buzzell 1991; Hussey 1978)

Decide

On the basis of the analysis and assessment outcomes, the firm progresses to the decision making phase, addressing the strategic questions of

- where it intends to go — articulating the goals and objectives that set its direction for the defined period; and
- how it will get there — articulating the strategies and programs that specify the allocation of resources and specific programs and tactics to best achieve objectives.

The firm considers its aspects of relative strength and the basis on which it can best compete (Rothe et al 1997; Shuchman 1959; Valentin 2001). The information from prior analysis activities (portfolio analysis, SCAs, core competencies) helps the firm to identify various suitable options. As marketing is essentially about products, customers and competition (Day 1994; Drucker 1958; Hunt 2000; Hunt & Morgan 1995), the firm processes its information on markets and competitors through a process referred to in the literature as segmentation, targeting and positioning (Beane & Ennis 1987; Kotler 1994; McDonald & Dunbar 1995; Reis & Trout 1986a, 1986b). The decisions will focus on what product or offering the firm will provide, what group of customers it will provide to, and how the firm will compete to gain a successful place in the overall market (Jain, Subash & Punj 1992; Plank 1985).

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Literature on segmentation and differentiation highlight that successful marketing is based on establishing some point of uniqueness — through either differentiating the product by associating the firm and its products with a particular segment of the market, or by being superior to competitors in some aspect of marketing (Porter 1980; Reis and Trout 1986b). What the firm sells, who it sells to, who it competes against, and how it communicates with its market, all contribute to defining a position which the firm and each of its products holds in the market. For example, the firm may decide to focus on exclusive segments of the market and offer high quality products and service at a high price, or alternatively, try to reach as wide a market as it can by keeping costs down and prices low. It may pursue an innovation strategy and compete on the basis of being first to market with new features, new technology and new products. These decisions will be based on the intelligence developed from the research, analysis and assessment activities and particularly reflect the firm's capabilities and the best long term prospects.

Porter (1980) concluded that a firm's choice of strategy is generally confined to three areas consistent with the above considerations — cost, customer and product. He proposed three generic strategies:

- Low-cost market leadership — the firm strives for efficiency on the basis of a large share of the market and consequent efficiencies of scale.
- Focus — the firm identifies particular customers and strives to provide for their needs especially, avoiding direct competition with major market-wide competitors.
- Differentiation — the firm competes on the basis of some form of uniqueness in its product, again avoiding direct competition with mass-market competitors.

These basic product-market considerations extend to decisions on growth strategies. Ansoff (1984) considered various options for growth strategies available to the firm — whether to expand business through new markets, new products, more extensive marketing with existing activities or to diversify into new areas of business. The firm would refer to the results of its portfolio analysis to guide its decisions; the portfolio analysis using models such as the BCG and GE would indicate appropriate options based on the firm's position in a market and its resources. Among the strategies and

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actions suggested in these portfolio models are: whether to invest to build its position in particular products or markets; whether to divest of weaker market activities; and which products and markets represented the most important revenue sources..

Decisions throughout the firm in its various strategic units and divisions need to be consistent with the corporate philosophy and other corporate level decisions. They must also be made with due reference to market forces, the firm's resources and its relative market strength and experience (Day 1994; Selznick 1957). In every situation, particular circumstances will prevail that will influence the firm's strategy and marketing activities, such as its relative strength in the market and the likely reaction to its activities from competitors and customers (Kotler & Singh 1981). Such circumstances will influence its decisions regarding how, where and when to compete, whether or not to attack or defend, how best to attack or defend, and which competitor is likely to be the attacker.

The decision phase in setting objectives and strategies for the business has defined the markets and products that will constitute its business operations, and indicated targets for sales volume and revenue, profit levels and market share. The firm now looks at implementation activities that will be articulated through programs that specify the allocation of responsibility and resources and the activities by which these objectives will be achieved.

Implement

As represented in Figures 5.4 and 5.5, there are multiple levels of planning and associated activities throughout a large organisation (Chandler 1994; Kotler 1994). The description of the activities in the *Organisational Hierarchy* section earlier in this chapter indicated the steps in the process may be repeated at levels throughout the organisation as the process assigns responsibility for specific areas, and a more detailed and focused approach is taken by the business unit or operational unit responsible. Each business unit develops a strategic plan that addresses its area of responsibility and, at operational level, marketing plans are prepared for specific products and their markets.

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Having decided on its objectives and strategies, the firm commits to the implementation of its plans, allocating responsibility and resources for the various business activities throughout the organization. The implementation phase is characterised by the preparation and implementation of numerous plans and programs by strategic units and divisions throughout the corporation. Each program articulates particular objectives and strategies to address and achieve specific tasks in their assigned area aimed at accomplishing the firms stated objectives.

Implementation begins with corporate approval of the structure, systems and plans that are deemed necessary to facilitate the translation of its objectives into implementable marketing programs – action programs that designate responsibilities to divisions and people, allocate resources, and stipulate a schedule of activities designed to achieve pre-determined goals (Ansoff 1984; Bonoma 1985; Gupta 1987; Sashittal & Wilemon 1996). Depending on the level of innovation or change involved, these programs may entail organisational restructuring with attention to structures, systems, people, process and rewards (Galbraith & Kazanjian 1986); but where the marketing involves established operations, products and markets, implementation may be a straightforward action program to be administered and controlled by normal management arrangements (Govindarajan 1988; Wood, Vitell & Boddewyn 1986).

Responsibility is assigned to the relevant strategic and operational units to prepare detailed action programs to implement and control all elements of the marketing thrusts defined in the marketing strategy. They include more specific objectives and strategy formulated for each area of the marketing mix — product, distribution, price and promotion. Specific areas that may be included in the implementation plans are:

- Product: its development and presentation and the features to be emphasised;
- Distribution: numbers and types of intermediaries and outlets;
- Price: in relation to competitors' products;
- Sales force: number, type, locations and expansion rate;
- Promotion: mix of advertising, sales promotions, publicity and public relations;

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- Research: for product development, and market and consumer research.

All of these activities need to be seen as part of an integrated and interactive whole — that they form an *integrated marketing mix* with each part contributing to and complementing the overall marketing effort. Annual plans prepared for assigned products would specify short-term objectives – such as level of sales and revenue to be achieved by specified time points – and control measures that monitor and evaluate the effectiveness of operations and strategies (Hardy 1991; Kotler 1994; McDonald 1991, 1992, 1995). These plans also provide the details of resources, facilities and special activities required at operational level, including what will be done, by whom, where, when and how, with an accurate costing of marketing activities against projected sales and revenue figures.

Figure 5.6 summarises the activities at different management levels within the corporation, identifying differences in the particular focus at each level of planning, and the shifting focus in the application of the marketing process and associated concepts and techniques.

Conclusion

This chapter has identified a body of literature appropriate to the research situation depicted in the case study in Chapter 3. On the basis of seeing the research situation as a virtual corporation undertaking an elaborate planning and decision-making exercise for a large scale innovative venture, it has asserted that the business theory and practice a corporation would refer to in undertaking such an exercise is relevant and appropriate for this study.

The chapter has presented an overview of literature on the theory, concepts and process involved in successful business practice, summarised in Figures 5.1 and 5.2, and constructed a model that represent the strategic marketing process incorporating this theory and concepts (Figure 5.3). Based on this model, the chapter outlined how the strategic marketing process is practiced by a corporation and where particular concepts and tools of analysis may be applied in that process. It also indicated an

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Figure 5.6: Focus and Tasks at Management Levels

Levels	<i>Analyse</i>	<i>Assess and Decide</i>	<i>Implement</i>
CORPORATE LEVEL	Macro environment Env factors (PPEST) Volatility and change Long-term trends Assumptions Forecasts	Defining the business Strategic vision Business areas Corporate objectives Segmentation policy Generic strategy SWOT	Organisation and management Organisational structure Business units Management lines Leadership, Senior Staff Orientation / philosophy Resource development Resource allocation
BUSINESS LEVEL	Competitive environment Market characteristics Life Cycle/growth Suppliers/distribution Key factors for success	Marketing offer Product concept Product mix Target Segmentation Differentiation SCAs Attributes/perceptions Strengths/weaknesses of self and competitors	Capabilities Management skills New product development Pricing Forecasting Decision support systems Positioning Salesforce
OPERATION LEVEL	Customers Market segments Segment profile(s) Targeting Positioning	Market Interface Customer satisfaction Customer service Service benefits/costs Speed and efficiency Other KFSs Competing tactics	Knowledge and Skills Customer knowledge Product knowledge Job skills Competitor knowledge Training and attitude

interactive and integrated approach in the planning and strategic marketing activities at different levels in the corporation as summarised in Figure 5.6.

The application of this strategic marketing process and the associated theory and concepts will be applied in a national context and to the MFP feasibility study in Chapter 6.

Chapter Six —

MFP: Hypothetical Scenario

Introduction

This chapter addresses objective 4 of this thesis:

- *Develop basis for evaluating the research situation represented in the case study.*

The purpose of this chapter is to demonstrate the applicability of the marketing process and concepts at national level. In this expanded context for marketing, the MFP is seen as a national initiative which can be developed according to the processes and concepts a corporation would follow in managing a major initiative. In this context, a scenario is constructed to illustrate how the Feasibility Study could be managed along corporate strategic marketing lines. Through this scenario, a benchmark is established which can be used to evaluate the approach in the case study outlined in Chapter 3 of this thesis. This provides the *basis for a new evaluation of the MFP Feasibility Study* (objective 4).

Part one of this chapter examines how Australia could have approached its development decisions and identified the MFP opportunity through following the process outlined in Chapter 5. It begins by examining the strategic marketing process in a national context, developing a corporate analogy for national planning. In this analogy the steps in the strategic marketing process are applied to demonstrate, hypothetically, how the process, concepts and techniques used in business practice are relevant to national planning and development and consequently, that they are relevant to a LSCV project initiative.

Part two presents a scenario of how the MFP Feasibility Study could have been managed by following the strategic marketing process and using the concepts and techniques outlined in Chapter 5.

Part One: National level context

The corporate analogy

The National level strategic market planning approach in this chapter incorporates the guiding criteria used in Chapter 5 for the corporate example, notably “preliminary and overriding arrangements and an overall strategic process” listed as:

- *Governance and Leadership*: There is a system of senior management and leadership.
- *Corporate Intelligence*: There is an information and intelligence system capable of monitoring, analyzing and communicating relevant information as required.
- *Strategic Process*: There is a defined process of analyzing, planning and decision making leading to the implementation of programs.
- *Organisational Hierarchy and Structure*: There is a hierarchy of levels involved in Planning and Management and Decision making.

With regard to *Governance and Leadership* applied to national planning and development, and how it relates to a major project initiative such as the MFP, it is proposed that:

- ultimately, the Australian Government is the head body of the national entity, Australia, and in that way is analogous to corporate level management; and
- the MFP is a national project which, like a proposed new development in a corporate context, is a unit of analysis to be managed (in its initial stages at least) by a corporate level equivalent in the national context – the Australian government.

National level *Organisational Hierarchy and Structure* arrangements adopted in this chapter are consistent with the corporate management structure described in Chapter 5 of this thesis (pp 13-14), paraphrased as follows:

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At corporate level, management takes an industry perspective and a long-term view in setting the firm's objectives and goals. This top level determines how the corporation will be structured, the number and types of divisions or strategic business units (SBUs) defined, and the allocation of resources to these units. It is evident that the focus of analysis for lower levels is on subsets of the unit of analysis of higher levels. Conversely, for higher levels, the focus is on aggregates of the units of analysis at lower levels in the corporation. The unit of analysis and consequent focus is, therefore, the fundamental difference in the strategic marketing process at various levels in the corporation.

By extension of this logic, the unit of analysis at corporate level is a subset of a higher level, which implies that industry is a subset of the national economy, and that a level of authority above corporate level is warranted for effective strategic planning to occur. This expanded representation is illustrated in Figure 6.1, which builds on the 3 x 3 framework introduced in Chapter 5. In this framework, the *corporate* level is surmounted by a higher level, the national level, responsible for a portfolio of industries which constitute the Australian economy. The leadership body is the Australian Federal Government. It heads a complex group of groups which include:

- Federal government departments or ministries, Australia's state and territory governments, and local governments;
- Private sector consisting of industry and business groups, each with their myriad of members and operators; and
- Community interest groups representing the social concerns of the nation.

While there is considerable independence and autonomy throughout these groups, a hierarchical system of administration, regulation, public policy, decision making and authority exists through both formal and informal arrangements.

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Figure 6.1: National Level Strategic Marketing Contexts

	Focus on the economy	Industry focus	Market focus	Customer focus
NATIONAL Industry portfolio	HEAVY	HEAVY	MEDIUM	LIGHT
CORPORATE Business portfolio	MEDIUM	HEAVY	MEDIUM	LIGHT
BUSINESS (SBU) Product / market portfolio	LIGHT	MEDIUM	HEAVY	MEDIUM
OPERATION / FUNCTIONAL Marketing mix	LIGHT	LIGHT	MEDIUM	HEAVY

As in the corporate example, an effective *Information and Intelligence* system plays an important role in the success of the strategic marketing process. In the course of national and international surveillance and the scanning of all activities deemed relevant to national performance and security, an extensive database of information is available to the nation's leaders and planners. The task becomes one of selection and organisation of data, identifying what is most important, urgent, and relevant to national goals generally, then to specific programs and objectives. The information and intelligence system is particularly relevant to the analysis and assessment tasks in the strategic marketing process and, together with leadership and structure, is incorporated in the following description of the strategic marketing process.

The strategic process

The strategic process outlined in Chapter 5, as applied to the corporate context, is now applied to the national context and subsequently, to the management at national level of a large scale collaborative venture project – the MFP Feasibility Study.

National (corporate) mission

The corporate mission is depicted at the start of the process in the strategic planning model (Figure 5.3) but in reality this is not always the case as the corporation may define its mission, or revise it only after in-depth analysis of environmental factors, its business activities and its culture. Being an established entity, it is expected that the Australian government has its mission, structures and processes in place to address the ongoing requirements of a strategic planning process, as described in Figures 5.2 and 5.3. While it is not conspicuously stated, we assume that the Australian government's mission is, in effect, embedded in its constitution. The constitution is a far-reaching statement covering all aspects of the nation's political establishment, its administration, and responsibility for the nation's social and financial security (Saunders 1998: 161–187). The powers of the commonwealth government are outlined in Sections 51 to 53 of the constitution (Australia 1999):

The parliament shall, subject to this constitution, have power to make laws for the peace, order, and good government of the commonwealth with respect to:- 39 areas specified in section 51, (i) to (xxxix).

For the purposes of this thesis, the national mission is formulated or deduced from the spirit of the above section of the constitution and is defined as follows:

The Australian government mission is to represent and cater for the economic and social welfare and security of Australians by facilitating economic growth that provides wealth and employment for the nation and pays for the expenses of developing and operating the nation's resources and services.⁷¹

⁷¹ Consistent with Porter's approach in "Competitive Advantage of Nations" pp xiii; 6 and 126

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The mission is more specifically defined when the national effort is applied to a particular purpose, such as health, defense, welfare, economic development, and to a specific project such as the MFP. Commonwealth government departments have corporate plans which state their vision and objectives, such as the following example from the Australian Department of Industry, Science and Resources:

This corporate plan summarises our direction and approach in terms of our vision and our values. It defines our goals and the key result areas of our core business ...*Goal 1 – Investment; Goal 2 - Market Access; Goal 3 - Research and Innovation; Goal 4 – Competitiveness; Goal 5 - Quality Service.*’ (Australia 2000)

Defining the national business

At national level, defining the business involves articulating a vision, mission, and set of objectives for Australia, similar to the corporation, but with a much broader set of considerations. Defining the business for Australia needs to take into account a number of factors – historical, current and future – including:

- Australia’s place in the international community, e.g.: politically, economically and socially;
- international perceptions of Australia;
- Australia’s people, ethos, resources, and economic activities;
- Australia’s economic position and potential;
- Australia’s philosophy on trade and competition;
- Australia’s position on political, legal and ethical issues;
- Australia’s position on ecology and conservation; and
- Australia’s position on humanitarian and lifestyle issues.

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Defining the business: Australia's market

In the context of Australia's national government, the market in terms of customers and clients can be construed as the Australian people, and its service to them is to manage their economic and social welfare. Through its policies and programs, the government undertakes to ensure that the security, welfare, and lifestyle expectations of its people are maintained and enhanced. This incorporates matters such as:

- maintaining national standards of living and lifestyle through national wealth;
- generating jobs through industry and commerce;
- facilitating the growth of industry and commerce through policies and programs;
- provision of national security; and
- enhancing international relations and the growth of international markets and investment through trade policy and diplomacy.

As is the case with any market, an organisation's clients, constituents or customers are diverse and can be classified into numerous groups according to their demographics, activities and interests. These segments or segmentation variables at national level include: employers, employees, investors, occupation groups/category, industry category, age and family groups, and special interests. Other important sets of customers are international investors, and the importers and consumers of Australian exports. These groups are particularly important in defining Australia's 'business' from an economic viewpoint, indicating through their choices which areas of industry and commercial activities they see Australia as efficient, reliable, competitive, and even unique. In turn, Australia must consider what types of customers (investors and participants) it wants to attract in these areas, and undertake research to determine a better understanding of these customers — what they want, and what is required from Australia to attract them.

Defining the business: Australia's core attributes

In order to define its business, both generally and in specific categories, Australia, as a nation needs to define itself — what it is, and what it is not. Australia is an English-

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speaking, western society in a geographic location remote from other western and advanced world economies, but adjacent to the most volatile, emerging economies of the 1990s. It has an advanced infrastructure and high standard of living, supported by an economy based largely on agricultural and mining commodities, with emerging tourism and service industries. Strong characteristics of Australia and its attributes include:

Australia *IS*

- an egalitarian society;
- enviable lifestyle;
- advanced infrastructure;
- high standard of living;
- educated, creative population;
- large geographic area/small population;
- rich in natural resources;
- sophisticated services and lifestyle industries, including education and health;
- stable society; and
- conservative.

Australia *IS NOT*:

- a major economic power;
- an important political/military power;
- a dominant force in any world manufacturing industry sector; and
- enterprising in the sense of commercialising opportunities.

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Defining the business: Product *Australia*

A country's name can become a de facto brand for its products. When people 'buy Australian', whether it is as consumers, investors or visitors, they are buying perceived attributes of Australia which they believe or expect are incorporated in that investment, or in some way associated with it. Quality, price, features, image, and probably a combination of these may represent this. Traditionally, Australia has been seen as a source of agricultural and mining products, with little value adding or manufactured produce incorporated in their international trade offering. More recently, Australia's image as a clean and green country, enjoying a healthy, happy, carefree lifestyle has been portrayed to the world, and there is growing leverage of this image in marketing Australian product to the world, in agricultural, manufactured and service industries. Notable growth areas include food, entertainment (film and television programs), tourism, professional services (engineering, environmental management), health and education.

Defining the business: Australia's resources and leadership

The definition of *Australia* and its business, as represented in its economic activities and trade and investment image is bounded only by its resources, and the quality of its leadership. Resources include those naturally endowed, those developed, as well as those it has the willingness and capacity to develop and acquire. Some of these may be obtained through targeted investment in particular areas, such as education, and intensive program initiatives in research and development, infrastructure development, technology adoption, and other science and research programs aimed at areas of industry development. Other areas, such as the acquisition of capital, and new leading edge technology are much more difficult to achieve, at least in the short to medium term, and might be most effectively pursued through joint venture and equity arrangements.

Leadership quality is comprised of:

- vision;
- creativity;

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- receptiveness to involvement and contribution from other sources including subordinates, recognising the specialist knowledge of people and groups throughout the organisational spectrum; and
- discernment and selective adherence to ideas and advice, involving the ability to recognise quality and ability.

In the context of national government, leadership is built on initially recognising national needs, defining policies and programs appropriate to national needs, then finally the will to pursue and implement the policies and programs for which the electorate purportedly voted for. In addition, leadership needs to introduce policies and programs that deemed to be in the overall long-term interests of the country, even if the electorate at large doesn't recognise the need, or particular segments of the country are opposed to it. The important aspect of the business of government is recognising the total picture — recognising each segments interests and needs, discerning their demands according to the overall good, and then the courage and commitment to implement the required policies and programs.

Like the corporate example, a national approach requires a system and structure which represents the needs and expectations of the constituents, that effectively delivers the performance, policies and programs that ensure the objectives and role of government are met successfully. The national system and structure consists of elected government representatives, a public sector with departments and agencies which perform the functions required for the operation of government services, and the implementation and control of government policies and legislation.

In addition to government representation, systems and structures, there is the private sector driven by the pursuit of wealth which, in turn, provides for the needs and expectations of various segments of the national population, plus the community of overseas interests. While national authority rests with the elected government, there is dual leadership and influence on the nation's systems and the activities which define the nation. The major role at national level is to initiate and facilitate processes and to coordinate activities in both the public and private sectors which stimulate innovation and development for the overall benefit of Australia.

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The dual leadership required from public and private sectors needs to be formally recognised and accepted, and effective integration arranged with other important areas such as higher education and research, industrial relations, and societal welfare. National goals and programs must be clearly articulated; appropriate representation incorporated in the process; lines of communication, power and authority clearly defined; and leadership in all sectors galvanized towards the stated national goals.

Analysis

The environmental analysis, as outlined in a corporate context in Chapter 5, is conducted at national level with larger scale and scope than for a corporation, but less defined, with a broader scanning range and focus (Kotler, Jutasripitak & Maesincee 1997; Subbash, Jain & Punj 1992). The information generated by the national intelligence and information system would provide a basis for identifying relevant issues and opportunities and then setting national goals and priorities, leading to appropriate national responses in the form of strategies and programs. The analysis approach at national level would include analysis and evaluation of:

1. major areas of Australia's economic portfolio, such as food, minerals, manufactured products and services industries.
2. areas of opportunity, such as new technologies, scientific applications, lifestyle industries.
3. activities in these areas by both customers and competitors in actual and potential markets.

Environmental factors likely to affect countries and markets relevant to Australia would be closely monitored, and their possible impact assessed. Like the corporation, Australia would draw on evidence from the environmental analysis to assess its performance and prospects by noting its strengths and weaknesses, and evaluating these against perceived opportunities and threats.

In the national context, the scope of environmental scanning would be global, with particular reference to Australia and its main trading partners. This scanning would note, monitor and analyse events and trends which had an actual and potential impact

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on Australia and other countries relevant to Australia's security and economy.⁷² The environmental analysis at national level would include⁷³:

Political/Legal: At global level, Australia would be concerned with:

- relationships and influence of major power nations (military and economic) on world peace and trade conditions;
- influence of rapidly developing economies, e.g. Taiwan, Korea, China;
- instability triggers such as third world debt, trade and wealth disparities among developing and developed countries, terrorism and religious fundamentalists; and
- political and social stability in Australia's neighboring region.

Australia's political environment is notably stable and conservative with social and economic policies based on political pragmatism. Since the differences between the opposing federal parties at a policy level are not radical, immediate and short-term political concerns are minimal and would therefore warrant minimal attention.

Economic: Shifts in the balance and relative influence of global economic power and the emergence of new industrial economies would be Australia's prime focus. Trends to monitor would include the globalisation of business, the integration and deregulation of world financial markets and the impact of technology on factors effecting business and industry (e.g. communications, product development). Economic cycles would be monitored for their potential impact on Australia's economy, together with other factors influencing supply, demand, costs and prices.

Domestically, Australia would monitor economic indicators, particularly the growth rate of the economy, interest rates, inflation, employment, external debt, balance of trade figures and the general performance of its major industries. Economic policies would be constantly examined for their relevance and influence on economic growth and attracting foreign investment.

⁷² See Part Two of this chapter (page 238) and Figures A.1–A.5 in Appendix A, which outline environmental analysis as relevant to MFP planning in 1990.

⁷³ Reflecting the situation at time of MFP feasibility proposal 1988-1991

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Socio-Demographic: Australia would note that worldwide, cultures are evolving and changing as they are opened up to greater international influence through trade, communications and migration. The implications of global trends in population growth, improved health and living conditions, longer human life-span, urbanization and migration, all present challenges and opportunities that make for a volatile demographic environment requiring constant attention. Domestically, Australia would be concerned with migration needs and pressure, internal migration and its impact on urban and rural communities, employment creation and the maintenance of equitable services and infrastructure throughout the nation.

Technological: Australia would monitor the trends and implications of technological innovation on economies and societies worldwide. This would be a major area of interest since it constitutes the most pervading and significant force on economies and societies, individually and collectively, around the world. Concerns would include:

- the processes of innovation, technological development, new product development and commercialisation;
- the impact of innovation on existing industries, products and processes;
- the impact of rapid improvements in transport and communications;
- effectively managing the information which technological development produces at an exponential rate; and
- managing the human side of technological innovation, development and implementation.

Australia would be concerned with developing and maintaining world standards in its participation and adoption of technology. It would therefore monitor and compare trends and practices in Australia with its observations globally, notably with regard to research and development, innovation, new technology products, adoption of technology in industry and society, and the impact on traditional industries, products and systems.

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Physical: Major concerns are shared globally for the conservation of earth's physical environment, the effects of pollution, and the use of non-renewable resources. Australia would monitor trends and practices which affect the environment in land, sea and air, flora and fauna, and scarce natural products particularly energy sources and other non-renewable resources. Careful attention would also be paid to the built environment, both residential and industrial, and practices of production, consumption and disposal which affect the earth's natural environment and its potential to sustain a growing population. Australia is particularly vulnerable to natural forces as they impact significantly on its primary production economy, climate, limited fresh water supply and other natural resources, and ultimately on its highly valued lifestyle. While it enjoys some luxury and insulation in terms of space, location and small population, Australia recognises it is part of and subject to the global eco-system and is responsible for monitoring and controlling its own activities accordingly, and to prepare planned responses to external physical environmental changes.

Assessment

In the light of information provided by the environmental analysis and the identification of relevant and significant SWOT issues, Australia would examine its current industry and trade performance, with a view to identifying new and future directions. Marketing concepts and tools of analysis as outlined in Chapter 5 could be applied to these national level assessment activities, for example:

- the *Product Life Cycle*, as it applies to Australia's major industries, products, markets and technologies;
- *Porter's Five Forces model*, applied to the attractiveness of markets, defined by country and product category;
- *Portfolio Analysis models*, analysing the attractiveness of markets and Australia's actual and potential strength relevant to the market;
- *Ansoff's Growth Matrix*, to consider the most appropriate growth strategies and where to direct national resources, whether to further develop its existing

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marketing activities and increase market share in existing markets, or whether to enter new markets and/or develop new products;

- *The Generic Value Chain*, to identify the particular elements required for successful industry operation, and assess competence and competitiveness against the relevant elements, compared with major competitors; and
- *Porters Diamond*, to assess factors crucial to Australia's competitiveness in global industries.

Traditionally and intuitively, Australia sees itself as a land of sweeping plains, producing wealth through fields of wheat and cane, sheep, cattle, mining, and more recently, tourism (Dyster & Meredith 1990; Horne 1990; Maddock & McLean 1987).⁷⁴ Manufacturing is regarded as a low point in our performance, with any success in this sector regarded as a major triumph. The commercial and professional services sectors are considered increasingly important and areas of competitive strength (Mandeville 1988c), but these strengths are yet to be transferred significantly beyond the domestic market. Pure research and applied research in science and technology, plus new product design, product innovation and inventions are seen as significant areas of strength and potential, but areas Australia has failed to commercially develop and exploit. Australian enterprise and ingenuity are increasingly apparent in new and emerging global industries such as computer and information technology, new materials, biotechnology, and entertainment and telecommunications technology (Mandeville 1988c).

A revealing assessment of Australia's situation could be undertaken with the *Life Cycle* concept applied to products, markets and technologies important to Australia's economy. Agricultural products such as wool, wheat, sugar and beef are established export products which contribute significantly, as are mining products such as iron, coal, and aluminium. Australia's most important markets for these products include Europe, USA, Japan and Korea, again, all well established and can be considered 'mature' in terms of the trading relationship. Growth areas of Australia's economy include tourism and lifestyle industries, professional services, and from a relatively

⁷⁴ See comments on Australia's economic and social heritage in Chapter 1 of this thesis.

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low base, pharmaceutical and information technology industries. Research findings on Australia's domestic market indicates that: 'In Australia's domestic market, its retail and services industry sectors are strong and experience steady growth, while the manufacturing sector continues to decline' (Parker 1997).⁷⁵

Countries experiencing strong economic growth⁷⁶ (such as the Asian tigers up until 1998) could have been considered growth markets at the time, but their decline illustrates the volatility of economic trends or life cycles, and the need to continually monitor and search for markets. Markets of growth and potential include India and China, with Eastern European countries also warranting close attention. These examples illustrate that PLC considerations regarding the growth and attractiveness of products and markets at national level, involving international trade, present a more complex exercise than the normal concept application at lower levels in more specific cases, and needs to take into account both the product and the country (market) concerned collectively.

In general terms for industry and technology life cycles, economic activity has been classified as agrarian, industrial, post-industrial, and information:

- **agrarian age:** farming, natural resources and commodities, driven by land and labour;
- **industrial age:** Manufactured goods with distribution and sales activities driven by capital and technology;
- **post-industrial age:** Innovation, new product development and service industries driven by management skills, technology and process; and
- **information age:** Processes that promote innovation, efficiency and service, driven by new management skills, and information and communications technology with 'emphasis on offices, computers, communications and the dispersed, diverse society' (Mroz 1998; Mandeville 1988c).

⁷⁵ Shows that manufacturing as % of GDP in Australia declined from 23% in 1970 to 13% in 1995. High technology manufacturing as % of GDP also declined — contrary to the perception that this was the great hope for Australia's manufacturing future — from 20% in 1970 to 15% in 1995.

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Using these categories to construct a portfolio model, Australia's economic activity at the time of the MFP could be represented in Figure 6.2 as:

- 1 heavily based in the low-growth *agrarian sector*;
- 2 some strength in the *post-industry sector*;
- 3 weak in the low-growth *manufacturing sector*; and
- 4 small but fair potential in the high-growth *information sector*.

Figure 6.2: Australia's Industry Portfolio

		NATIONAL STRENGTH	
		Strong	Weak
MARKET POTENTIAL	High-Growth	2. <i>POST-INDUSTRY</i>	4. <i>INFORMATION</i>
	Low-growth	1. <i>AGRARIAN</i>	3. <i>MANUFACTURING</i>

Further assessment of Australian trade and industry could use Porter's Five Forces model, applied to Australia's major products with regard to a product's competitiveness in world markets generally, and to competition in particular targeted markets. Wool, for example, is a product where the emergence of substitutes has significantly influenced buyer choice, and therefore the customer's power. Despite Australia's production and technological leadership and its strong competitive

⁷⁶ At the time of the MFP proposal, 1987-1991.

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position in the industry globally, the market generally is unattractive in terms of low demand and oversupply.

From these assessment activities, specific information could be compiled on Australia's performance in existing markets, the requirements for successful participation in potential markets, and current and projected market data indicating the attractiveness of markets of interest to Australia. This information would include figures on market share, market growth rate, profit, price, quality, level of service, perceptions of reliability and consistency, and other SCA areas as listed in Chapter 5. Information on these criteria would also be prepared on Australia's major competitors in these markets, and a comparison made of Australia's performance relative to its main competitors, as outlined for a corporation in Chapter 5. The output would help indicate the *Key Factors for Success* in the various industries and markets and Australia's potential to compete in these, as well as the basis on which Australia might successfully compete.

In preparation for decisions on where and how to compete, Australia's position would be assessed with regard to the categories in Porter's *Three Generic Strategies*:

- **Low-cost market leadership** — is Australia the leader and enjoy advantages based of a large share of the market and consequent efficiencies of scale?
- **Focus** — does Australia concentrate on a specific group of customers and strive to provide for their needs in particular, avoiding direct competition with major market-wide competitors?
- **Differentiation** —does Australia compete to some extent on some form of uniqueness in its product, again avoiding direct competition with main competitors on the mass market?

Australia would undertake a more thorough internal assessment of its resources and competencies using both the *Porter Diamond* and the Generic Value chain - *GVC*. While much of the usefulness of these models applies to more specific industry analysis, they can be applied effectively at national level in evaluating the nation's assets, infrastructure, competitive environment, legislation and policies. For example,

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Australia's macro and micro economic policies and regulations affecting investment, competition and workplace practices, and the nation's policies and programs for developing human capital, infrastructure, science and technology are all considerations which can be assessed through the Porter models.

This internal assessment would produce an inventory of the nation's core competencies and SCAs (Assael 1998; Nason 1986, 1987; Prahalad and Hamel 1990) which provide the basis for decisions on what the nation can be in the future. This is the basis for the nation's vision and how it will set future strategy based on abilities, more than just existing strengths and experience.

At various points in the assessment process, the *Portfolio Analysis* models could be used to examine a particular industry or market. An assessment of existing major industries and markets could be done in conjunction with the *Life Cycle* analysis activities outlined previously, to assess whether sufficient new growth was emerging, and the cash cow revenue producers were sufficiently strong. In addition, more comprehensive models which included smaller, more specialised industries could identify particular markets of high potential where Australia's strengths in those markets could be exploited.

Similar to the corporate example of assigning different marketing areas to strategic business units, national level management would refer particular concerns and interests to government departments specialising in that area and to the relevant industry participants for their more focused and in-depth analysis and assessment. National level would continue with a liaison and coordinating role in analyzing and responding to significant and overriding issues. Where Australia's traditional wealth base was in decline (due to intensive competition, product proliferation, declining or low-growth markets and the typical characteristics of a life cycle's decline stage), Australia would consider new growth opportunities.

Use of *Ansoff's Growth Matrix* would help Australia decide on what type of growth strategies – whether to search for new markets, develop new industries producing new products, diversify or look for new ways of enhancing its existing products and markets. Australia would look at its options in a global economic context. It could approach the task in terms of its current and traditional economic strengths, seeking

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more trade in established markets, or new markets for its current produce. Instead of this somewhat myopic approach (limiting the options to what they made or produced), Australia could adopt a market oriented approach and look at what major world markets wanted in terms of need satisfaction. Furthermore, it could examine those segments of growing and emerging markets which might require special attention, and which Australia's inherent strengths and core competencies might be capable of addressing better than other competitors could. Another option would be to take particular notice of its established markets and how it could value-add and expand to its range of products and services, building on perceptions in those markets of Australia's strengths and desirable attributes.

In identifying new industry options, Australia would carefully consider the information generated from the analysis and assessment activities, such as what elements of the *Generic Value Chain* are critical to that option and the *Key Factors for Success* in competing successfully. As it did with its existing trade and industry activities, Australia would identify the main requirements to participate successfully in proposed new industries, assess its strengths in these areas and compare with the ability of other competitors in those areas, then choose where and how best to compete. The outcome of this process would be a sharper focus to audit more precisely Australia's inventory of the resources and abilities required to succeed in the selected industries and markets, to identify weaknesses and gaps in Australia's inventory and decide how to address these deficiencies.

Appropriate industry development policies and programs based on properly directed and timely planning would have encouraged emerging industries in Australia's economy that would be the focus of ongoing development. These policies and programs would also have addressed the development of the hard and soft infrastructure required, including new technology, plant and machinery and a trained workforce, as well as appropriate investment incentives and policies to attract the required capital and participation in those emerging industries. The success and suitability of these programs would be continually reviewed as part of the analysis and decision-making steps in the strategic marketing process at national level.

Direction

Based on the analysis, assessment and due consideration of the information tabled from the environmental and situation analysis, Australia would be in a suitably informed position to articulate its future directions. This would begin with a goal statement such as:

To pursue economic development through the examination of current strengths and weaknesses, and emerging trends in world markets, and to develop new industry programs in relevant areas that would ensure Australia's future economic and social prosperity.

This would be accompanied by a revised set of industry objectives including:

- a statement defining the nature of economic growth, such as *innovation*, or *diversification*;
- specifying target industry areas;
- the proposed market entry strategy, in terms of market share, sales and profit; and
- steps to be taken to develop and acquire the requirements for success.

Australia's future industries and markets would be considered on the basis of:

- its current industries and products and services;
- its current markets;
- product development (1): value-adding to existing products and services; and
- product development (2): new product development.

At national level, the focus would be on programs with enabling objectives; programs which allowed the development of generic strengths, such as an educated workforce and the provision of state-of-the-art telecommunications and information technology infrastructure; programs which would open a broad range of industry and services options. The introduction of new national initiatives would require

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establishing new structures and arrangements to facilitate the planning, development and implementation process and to enable orderly participation and contribution to the process.⁷⁷ These arrangements could be integrated into existing structures and programs, or they may require additional units and significant adjustments to the existing organisational structure. Whatever the arrangements, it would mean a major overhaul of existing objectives, strategies and functions of each strategic unit involved throughout Australia.

Some proposed developments could require the injection of resources beyond Australia's capacity to provide for itself, such as capital and technology. Bridging such deficiencies might require special business arrangements such as joint ventures and foreign ownership, requiring special legislation and the provision of incentives necessary to attract participation and investment, and even to enable this level of participation by international investors.

From the analysis, assessment and the setting of new directions, Australia would now need to consider its system and strategies to achieve its newly articulated objectives. At this point, Australia's national level management, having established national objectives and made the necessary legislative and organisational arrangements, would recognise the need for other levels in the economy to become more actively involved. The onus therefore shifts to the various private and public sector groups and associated interest groups, to develop their plans and operations. As the equivalent of SBUs, these groups would follow the steps in the strategic process as taken by the Australian government, but with a focus on their particular industry and market areas. Each strategic group would develop its objectives in accordance with the philosophy and direction set by the national objectives. Within broad, long-term goals established through this process, the various sectors of the economy would prepare their more specific plans and programs. The national level role would be one of process formulation and management, to direct and facilitate initiatives within and between the various economic sectors. The interaction between the different planning and management levels within Australia, and the shifting focus in the application of the strategic marketing process are indicated in Figures 5.5 and 5.6.

⁷⁷ Refer interactive approach Figure 5.5.

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This section has proposed that the strategic marketing process as used in business corporations may be used at national level in planning and implementing new initiatives for economic development. It has shown how the process, concepts and tools of analysis, as practiced in corporations, can be applied in the national context. This included an integrated approach for planning and strategic marketing activities involving referral and input at the different levels of planning and operation throughout the Australian economy and community. This process will now be applied to the MFP case. It proposes that the MFP concept proposal and ensuing Feasibility Study had the potential to carry an economic development program and strategy if approached methodically and systematically – such as by following the strategic marketing process outlined in this thesis.

Part Two: the hypothetical MFP scenario

The following section presents a scenario of how the MFP proposal might have proceeded, based on the strategic marketing principles outlined in Chapter 5. In the context of national planning just outlined, the MFP could be considered as a program, strategy or process through which national industry development was pursued. Although somewhat serendipitous in the way it emanated, the MFP proposal was directly attributable to Australia's deliberations about new industry development and its expressed concerns and dialogue with Japan about participation and investment in the Australian economy, particularly in its manufacturing industries. In accepting the proposal for further investigation, Australia adopted the principles of the MFP concept as a central element around which a national industry development program for Australia could be developed. The MFP was therefore much more than a new city construction proposal or even a more complex project. It is considered here as a national planning concept that instigated the equivalent of a special corporate planning unit at national planning level. This section will analyse the case of the MFP from this perspective, surmising how the MFP concept would be handled along the lines of the strategic marketing process as outlined for a corporation. This analogy begins by defining the MFP, together with the arrangements and structure for its leadership and participation during the initial evolving stages.

Defining the MFP: an evolving process

The MFP was a new initiative and involved working with only a partially formed concept that needed to evolve with regard to its ultimate form and functions. As a new and evolving initiative, it would involve special tasks and processes requiring new and special arrangements. Furthermore, as the MFP evolved, its project leadership and participation would need to change according to its changing scope and focus over the evolution period. These changes are considered in the following suggested stages.

Preliminary stage one

Stage One would articulate the fundamentals of the proposal in order to provide a common briefing from which potential stakeholders could begin. This would be predominantly a national level responsibility and led by Australia's national level management. The task focus would be on defining the project in terms of national objectives, and to draw appropriate parties into the process. Specific tasks would be:

- Announce the objectives of the MFP;⁷⁸
- Propose a range of functions to be incorporated in MFP;
- Propose various spatial forms that could be considered;
- Propose guidelines for project development in terms of scale and scope;
- Propose guidelines for participation by corporations and governments at national, state and international levels;⁷⁹
- Propose guidelines for finance and investment issues;

⁷⁸ Based on preliminary analysis activities and as conferred by Australia (National Level) in consultation with project associate, Japan.

⁷⁹ In contrast to the Nine Principles. Many of the considerations contained in the Nine Principles were premature and presumptuous and would have been better left for consideration as these issues emerged in the context of a more definite project. The Nine Principles were produced from a defensive, cautionary motive, driven by the felt need by government bureaucrats to appear to be in control of (or at least providing leadership and direction for) the process from its initial stage.

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- Propose an entity that would have overall responsibility and authority for directing the project; and

- Outline main areas of concern and consideration for early stage.

The underlying perspective at this stage would be to enable the planning process to operate effectively, not to define the ultimate MFP. The MFP as described in the Basic Concept Paper (MITI 1987b) and the subsequent Australian response in *One Australian Perspective* (DITAC 1988a) provided an adequate starting point for the planning process in terms of stating its objectives, functions and form. Without preempting the final version of these, Australia's national level management could articulate these points in sufficient definition to guide the early tasks of communicating with relevant sectors of the Australian community, and forming the MFP leadership and participation arrangements. At this preliminary stage, more than one option for the form and spatial arrangements could be presented for consideration, and for the finance and investment guidelines, only very general information need be presented, being careful again not to preempt the ultimate outcome, and allowing latitude for future negotiation.

The preliminary definition of the MFP would enable planners to identify what crucial areas of business, industry and planning needed to be addressed and represented in the planning process, and thereby to identify areas of expertise and leadership most vital to the management of the MFP development process. Planners would also consider the role of the proposed MFP management entity and therein the criteria for selecting its members, including the degree of time commitment required by its members, in addition to their experience and expertise.

Preliminary stage two

Stage two would again be predominantly national level, with significant consultation with state government and industry leaders. The task focus would be on defining and establishing the MFP entity, its initial leadership body, and its relationship with potential key project participants. Key steps would be:

- Formation of the MFP entity to be called the *MFP Project Authority* — MFPPA;

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- Commission the MFPPA with overall responsibility for progressing the MFP;
- Establish criteria for membership of the MFPPA board, noting leadership criteria;
- Call for nominations from relevant sectors for membership of the MFPPA;
- Define the process for determining the form, functions, participation and management of the MFP;
- Instigating appropriate links with relevant parties which might provide the basis for the equivalent of SBUs in the MFP planning process;
- Propose a participation and management structure that accommodates the likely key parties (see Figure 6.4); and
- Propose a matrix where each unit would consider the range of issues and activities across the MFP proposal (see Figure 6.5).

The underlying perspective at this stage would be to identify and accommodate the parties with a key interest in the planning process and the potential to play a pivotal role in it. Figures 6.3 and 6.4 further illustrate the arrangements referred to above. In Figure 6.3, the key stakeholder groups are given separate and distinct status, with a defined focus and role to play. Like a SBU, each group is able to make arrangements and conduct planning activities within its own domain, but is expected to liaise and share information and plans with the overriding authority which provides direction to groups separately, and coordinates information and plans across all participants.

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Figure 6.3: Participation and Management Structure

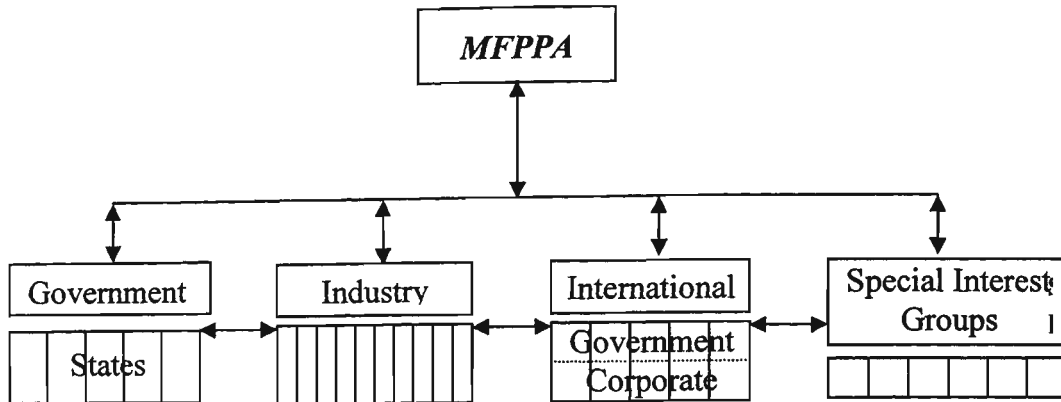


Figure 6.4: Group-Task Focus and Participation Matrix.

Tasks & Issues Participant Groups	Spatial Arrangements			Functions				Issues	
	Form	Core Site	City Design	a	b	c	.. n	Social	\$\$\$
Federal Govern'm't								Shaded	Shaded
States Governments	Shaded	Shaded	Shaded					Shaded	
Business & Industry				Shaded	Shaded	Shaded	Shaded		Shaded
International				Shaded	Shaded	Shaded	Shaded		
Finance /Investment									Shaded
Social Interest								Shaded	
Special Interest									

Key: Shading indicates degree of significance of issue.

In Figure 6.4, the key task areas and considerations in the project are separately identified and represented across the horizontal axis of the matrix, with participating groups listed down the vertical axis. The list of functions would be revised and expanded as the project progressed. It would include proposed MFP industry and business elements plus planning and construction, functional areas such as finance, marketing and promotion, and other significant special issues. Reference to the matrix would reinforce the realisation in participants that the MFP project involved a multiplicity of tasks and issues, and that each group's own particular interests and

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activities needed to be approached in the context of an integrated maze of activities and concerns — and that their activities and programs were not independent of others. The matrix also reflects that different groups have different areas of focus, as well as different levels of strength and interest in different elements of the MFP. These variations are represented by the shading in Figure 6.4, where heavier shaded areas indicate the particular focus and concern of the corresponding group for that area. This emphasis may vary throughout different stages of the project.

Therefore, this matrix provides management and participants with an overview of all components of the project, and identifies not only the areas of a group's particular concern, but also areas of participation and responsibility for each group.

Preliminary stage three

This stage represents the establishment of the corporate entity — the MFPPA — responsible for drawing the array of planning bodies and interest sectors together. The MFPPA begins to function as a special independent entity charged with directing the planning process in a way similar to the corporate planning process. The various parties with an interest in the MFP are invited to pursue their particular line of interest in the MFP, and to submit their input to the planning process as directed by the MFPPA. The MFP would be sufficiently defined in terms of its objectives, the range of functions, and the various form or spatial options, to enable participants to prepare submissions consistent with the overall MFP objectives, but allowing enough latitude and flexibility for different approaches. An interactive planning process as followed by corporations would guide the process and ensure a two-way (top-down and bottom-up) flow of information and input to the planning process. An overview of the process would be communicated to relevant parties to guide their planning and participation in the process. Figure 6.6, which draws on the interactive process described in Chapter 5 (Figures 5.5 and 5.6), lists the sequence of directives, decision and activities and indicates the interaction across the various levels and categories of participation.

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Figure 6.5: Interactive Planning Process

<i>STEPS</i>	MFPPA: Corporate Level	Strategic: Industry Level	Operation: Business Level
<i>1</i>	National government defines preliminary MFP 'corporate' goals for Australia and establishes MFPPA as special group responsible to National government for all MFP planning and consultation processes.		
<i>2</i>	Industries & relevant parties informed and asked to consider MFP concept and goals from their perspective and submit feedback.		
<i>3</i>		Industries & groups define their charter, objectives and strategy.	
<i>4</i>		Industries & groups prepare specific goals & requirements. Submit to MFPPA.	
<i>5</i>	Proposals considered, revised as necessary, & approved by MFPPA.		
<i>6</i>	MFPPA defines national MFP development strategy with tentative national and industry goals.		
<i>7</i>	MFPPA calls for industry programs with their list of identified MFP related opportunities.		
<i>8</i>		Industry objectives & strategy stated. Calls for program alternatives (specific projects).	
<i>9</i>			Businesses prepare program proposals & submit to MFP Industry group.
<i>10</i>		Select best mix of programs.	
<i>11</i>		Recommend industry programs, projects, and resource requirements	
<i>12</i>	MFPPA defines national MFP economic / industry development goals.		
<i>13</i>	Make tentative resource allocations to industries and projects.		
<i>14</i>	Call for industry budgets.		
<i>15</i>		State industry goals. Call for program budgets.	
<i>16</i>			Develop budgets / submit for approval.
<i>17</i>		Co-ordinate, review and approve budgets.	
<i>18</i>		Submit for approval.	
<i>19</i>	Approve budgets & resource allocation.		
<i>20</i>		Implement programs.	Implement programs

MFP mission and defining the business

As a subset of Australian National Planning, the MFPPA would define its business in terms consistent with National mission statement and goals, but with a more specific set of corporate objectives linked to the development and role of the MFP. In general terms, it is in the industry development business, with the specific responsibility to establish a project that will contribute to the economic and social welfare of Australians by providing revenue and employment for the nation and developing the nations resources. This is effectively the MFPPA's mission statement (Figure 6.6). As the MFP is a new initiative, the MFPPA's overall task is to facilitate and nurture the evolution of the project – from its initial basic concept stage to a comprehensively defined project that is able to be effectively implemented and managed. Inherent in this task is the need to draw together the diverse elements of the Australian community, to involve these in MFP development deliberations and solicit their input. Beyond the Australian community, the MFPPA's customers and publics include international corporations and governments that represent potential investors and participants in the MFP, beginning with Japan as the initial proposer of the project. Its potential customers are identified according to the array of business and industry groups targeted in the MFP proposal and which will be further defined as the form, location and functions of the MFP are ascertained.

Figure 6.6: MFPPA's Mission Statement

The MFPPA is in the industry development business, with specific responsibility to establish a project that will contribute to the economic and social welfare of Australians by providing revenue and employment for the nation, and by developing the nation's resources.

In forming the MFPPA and establishing its leadership and representation, national authorities charged with these initial tasks would recognise and agree on the definition of the business, and ensure the right leadership and representation together with the appropriate structures and planning process. The structure, as represented in Figure 6.3, reflects the nature of the business with regard to its participants (customers) and stakeholders in the initial stage. This will be revised where necessary and appropriate as the project evolves.

Analysis (corporate)

The MFPPA would access the extensive information generated by national level planners through the steps outlined in the previous section. The task here for the MFPPA would be to interpret this body of information according to their business, notably the objectives and opportunities inherent in the MFP. The national level analysis activities (described earlier in this chapter) would provide a valuable source of information for the MFPPA in identifying major environmental trends and issues. Information relevant to the MFP would be compiled, first from a global perspective, then for Australia and Japan. Much of the interpretation of the situation and the determining of possible actions in the form of target industries and business opportunities would be available to MFPPA from earlier national level MFP and industry development deliberations and the initial 1987 MFP concept papers. An extensive list of such considerations is constructed in Figures A.1 – A.5 in Appendix A of this thesis which identifies significant environmental forces in five categories (physical forces, political-legal forces, economic forces, socio-demographic forces, and technological forces) for each environmental context — global, Australian and Japanese. The analysis would lead to a summary of Australia's strengths and weaknesses in relation to the MFP concept, together with a list of the opportunities and threats pertinent to Australia, particularly in the context of the MFP project eventuating. The results of such a SWOT analysis are projected in Figures B.1 and B.2, included in Appendix B.

A short list of the most pertinent environmental factors and considerations would be summarised from these extensive lists to serve as a guiding reference to the MFPPA and the various participating groups during subsequent planning stages. This summary is presented in Figure 6.7. On completion of this broadly-based analysis, the planning process would then refer to particular groups with specialised areas of interest, to consider their situation with regard to MFP objectives and opportunities and undertake further analysis of their particular area of specialisation.

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Figure 6.7: MFP Environmental Factors

Physical	Political/Legal	Economic	Socio-demographic	Technological
<p>Changing global weather patterns-warming, el nino</p> <p>Continuing , increasing environmental destruction</p> <p>Depleted natural resources</p> <p>Population pressure</p> <p>Expanding built environment</p> <p>Control of natural environment</p> <p>More notice of scientific opinions and approaches to address environment problems</p> <p>More local & world natural disasters</p>	<p>More regionalisation and internationalisation</p> <p>Provincialism</p> <p>Parochialism</p> <p>Republic of Australia</p> <p>Centralised env control</p> <p>Increased competence of governments</p> <p>Smaller government with increased self regulation</p> <p>More accountability</p> <p>No major wars, but continuing hot spots</p> <p>Strategic defense alliances may change</p>	<p>Exclusive club for major power — others like Australia too small to play an independent role</p> <p>Regional economic blocs</p> <p>More association with Asian region</p> <p>Potential for united States of Asia trade bloc</p> <p>Unstable ec environment, recessions</p> <p>Increased value of intellectual property</p> <p>Increased international investments and globalisation</p> <p>Potential trade wars</p> <p>More emphasis on market driven approaches for national economies</p> <p>More international agreements</p> <p>Redistribution of world resources Asia</p> <p>Decline of USSR/USA world powers</p> <p>Emergence of China, Korea, Taiwan</p> <p>Australia development based on an export led economy</p> <p>Less association with Europe</p>	<p>Social aspects sacrificed for economic expediency</p> <p>Aging population/Declining birth rate</p> <p>Prevailing negative attitudes (she'll be right, naive, poor work ethic, envy/tall poppy syndrome, lack of cooperation, knocking success)</p> <p>Problems handling change</p> <p>Isolation</p> <p>De-urbanisation</p> <p>More focus on quality of life (leisure, workplace, recreation, educ, culture)</p> <p>Increasing demand for education and training</p> <p>More association with Asian region</p> <p>Experimentation with lifestyles</p> <p>Changing family structures (fewer children, singles, single parent,)</p> <p>Changing employment patterns — job sharing, contracts</p> <p>Threats to social fabric — AIDS, drugs, crime) Better organised crime</p> <p>Concern about retaining Australian identity. More parochialism, national pride, and a more focused, better articulated Australian identity</p>	<p>Increasing reliance on technology</p> <p>Increased pace of technology development</p> <p>Accelerated information growth and hunger for knowledge</p> <p>Advances in</p> <ul style="list-style-type: none"> • alternative energy • transport technology • biomedicine • raw materials • waste disposal • mining • language translation <p>Communication advances making it a smaller world</p> <p>Home and personal automation advances</p> <p>Robotics replace labour</p> <p>Increased ergonomics, computing, expert systems, artificial intelligence</p>

Developed from notes compiled by author throughout the Feasibility Study and from discussions conducted in December 1988.

Analysis (MFPSU)

For the purposes of planning and coordination of both state and industry involvement in the analysis, the MFPPA would recognise the various key groups as strategic units in a corporate planning process. The *MFP Strategic Units* (MFPSUs) would be formally informed about all matters and developments concerning the MFP, and directed to prepare their submissions as contributions to the MFP planning and development process. The corporate consultation and interaction process among parties, as listed in Figure 6.5 would apply.

From the outset, the principal areas of analysis concerning the development of the MFP concept related to questions about the MFP's form, location and core industries or functions. While allowing for various spatial options to be considered, the first area of analysis would start from the initial scenario — that it be a new city on an aesthetically attractive and conveniently located site. This consideration would clearly be of interest to Australia's state and territory governments, therefore the MFPPA would refer the matter of form and location to the states for their analysis and recommendations. States would be invited to submit their version of the MFP, outlining their case for location and their preferred spatial arrangements, particularly where it would be located, its ultimate form and design, and how it would link with other potentially interested parties. In addition to nominating their preferences in their submission/proposal, states would present their views on how they would participate in the MFP, regardless of its location and ultimate form.

The second area of analysis would be concerned with the types of industries and economic activities to be incorporated in the MFP. The MFPPA would establish working links with industry bodies of each of the industry areas cited in the early MFP concept papers. They would be invited to undertake an analysis of their industry situation and prospects, and to submit their version of how their industry would evolve as part of the MFP.

The third area requiring special analysis would be social issues relating to the implications from the establishment of such a large scale international project in Australia, and the extent of international investment and participation proposed.

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Special arrangements would be established to investigate these issues and concerns and to enable input from the various special interest groups, particularly those opposing the project. The findings of the study would be carefully considered by the MFPPA, and communicated with directives to observe to the various relevant parties engaged in MFP planning.

The fourth category of special interest would be liaison with international parties with an actual and potential interest in the project. These would include government and corporate bodies, beginning with Japan because of its prominent early interest and its role in instigating the proposal, as the first international participant in the project, but extending during the process to other countries worldwide.

Within all MFPSU areas, all participants would be asked to form their own arrangements and structures to facilitate their participation in the MFP, including the dissemination, collection and reporting of information, the coordination of MFP related activities, and the arrangements that would enable effective monitoring of MFP related activities by the designated MFPSU, and ultimately by the MFPPA.

While maintaining focus on their own particular task areas, each MFPSU would recognise the integrated nature of the project and with this, the issues and implications generated by the overall project and their own input for each of the other strategic unit areas. Ten areas of liaison and interaction listed below and illustrated in a interactive reference and communication matrix in Figure 6.8 would be recognised by all parties involved in the process.

- 1 National government / State government liaison
- 2 National government / Industry liaison
- 3 National government / Social issues group liaison
- 4 National government / International liaison
- 5 State government / Industry liaison
- 6 State government / Social issues group liaison
- 7 State government / International liaison
- 8 Industry/ Social issues group liaison
- 9 Industry/ International liaison
- 10 Social issues/ International liaison

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Figure 6.8: Interactive Communication and Consultation Matrix

	Australian Government	State Governments	Industry Groups	Social Issues Groups	International Participants
Australian Government	*****	State govt/ National govt liaison	Industry/ National govt liaison	Social Issues/ National govt liaison	International/ National govt liaison
State Governments	National govt / State govt liaison	*****	Industry /State govt liaison	Social Issues/ State govt liaison	International / State govt liaison
Industry Groups	National govt/ Industry liaison	State govt/ Industry liaison	*****	Social Issues/ Industry liaison	International/ Industry liaison
Social Issues Groups	National govt/ Social Issues group liaison	State govt/ Social Issues group liaison	Industry/ Social Issues group liaison	*****	International/ Social Issues group liaison
International Participants	National govt/ International liaison	State govt/ International liaison	Industry/ International liaison	Social Issues/ International liaison	*****

To facilitate the deliberations by MFPSU groups, the MFPPA would appoint specialist consultants to communicate all relevant information to the groups, direct their planning process, to record and report their findings and prepare their submissions for the MFPPA in a coordinated way, consistent with the overall objectives of the MFP. The specialist consultants would report directly to the MFPPA and be subordinate to their management.

MFP functions and industry

At industry level, each of the MFP target industry areas would form a consultation group, comprised of representatives who were considered leaders in their particular field and interest in that industry. This would include representatives from corporations, academic and research institutions, industry bodies and trade unions.

Each of these industry groups would undertake its own strategic planning exercise and address specific questions in relation to the MFP proposal, as directed by MFPPA:

- **Industry vision:** *Where is this industry likely to be in 20 years from now?*
Answering this question, industry planners would consider the analysis

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information generated by the Australian government and MFPPA relative to the MFP proposal and especially their industry in a global context. The resultant vision would be a best possible scenario with all obstacles and deterrents removed from consideration at this point;

- **Future opportunities:** *Given this best possible scenario for this industry, what are the major business opportunities that might be pursued?* Industry planners would compile a list of what they consider to be the best commercial opportunities that they could work towards in the MFP, with a concise elaboration on each opportunity area, and assessment of the requirements to succeed. This would include links with other industries, and international collaboration;
- **Obstacles to success:** *What are the obstacles which would prevent this industry from realizing its vision, as outlined in 1?* Industry planners would compile a list of such obstacles, and then assess their seriousness in terms of whether they are self-imposed obstacles (attitude, organisation, etc) and how they might be overcome;
- **Overcoming these obstacles:** *How might these obstacles be overcome?* Planners would consider how such obstacles could be removed and overcome;
- **Resources required:** *List the resources required for the success of each of your identified commercial opportunities?* This would include natural resources, human resources, finance, technology, infrastructure, supporting industry;
- **Access to required resources:** *How and from where can these resources be obtained?* Beginning with those resources that are readily available, list the available sources of these key resources. Where they are not readily available, suggest how they can be developed internally or obtained externally; and
- **Industry plan:** *What will you do and how will you get there?* Outline an industry development plan for your industry, in the context of the MFP proposal, incorporating the above considerations.

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The submissions from all industry groups would be forwarded to the MFPPA for their consideration and assessment against the key principles of the MFP.

Of particular relevance would be:

- the potential to develop synergies and clusters among the various industry opportunity areas;
- the potential to achieve the vision through international involvement and collaboration in the MFP; and
- the significance of the commercial/economic opportunity and the potential to acquire a sustainable competitive advantage through the MFP.

For initial projects (and a somewhat secondary consideration in the overall context of the MFP) a consideration would be the degree of fit between the proposed opportunity area with Australia's resources and traditional economic base, together with Japan's economic and technological might. From Australia's economic perspective, an important concern would be to develop new opportunities that represented down-stream, value-added development of its traditional economic strength. It would be emphasised, however, that developments would be based on future strengths and opportunities, rather than past and existing activities and establishment interests.

International liaison MFPSU

The MFPPA would establish communication links with international parties along similar lines to its links with other MFPSUs through a special *International Liaison Special Unit* (ILSU). Concurrent with the deliberations by Australian states, and the industry group activities, briefings would be channeled to interested parties through the ILSU arrangement. With regard to developing and communicating with international interests in the project, the MFPPA would work through established networks and agencies to begin communications about the MFP. Initial briefings would be intended to inform government and corporate officials and decision-makers

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about the project objectives, and the invitation to become involved at an appropriate stage. The principal communications tasks would include:

- information about the MFP concept;
- possible avenues of involvement and participation;
- regular updates on submissions and decisions;
- opportunities to submit their views and feedback on above; and
- their expressions of interest in particular areas.

ILSU arrangements would include a secretariat with links to established trade and foreign investment infrastructure, including the Foreign Investment Review Board (FIRB), Australia's federal and state government international offices (DFAT), and the offices of the official consultants worldwide. The process would gather information on similar projects or related projects worldwide, in their countries, and how other countries were approaching national objectives similar to those being pursued by Australia through the MFP. A database of potential participating international corporations and countries, with their areas of specialization and interest areas and their potential to contribute, would be developed and maintained throughout the process.

Social issues MFPSU

The MFPPA would also establish similar MFPSU communication links with social issues groups, opinion leaders and commentators. Concurrent with the deliberations by Australian states, and the industry group activities, briefings would be channeled to interested parties through the *Social Issues Special Unit* (SISU) arrangement.

Communications would include:

- information about the MFP concept;
- consultation with representatives on proposed elements of the MFP;
- regular updates on submissions and decisions; and

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- opportunities to submit their views and feedback on above.

A secretariat would be established as the channel for briefings on MFP developments, and to enable feedback and input on social issues into the process in an informed and orderly way.

Spatial issues: Site nomination

The selection of the form and location for the MFP core site would be made with due consideration of the target industries selected and the physical requirements of the site, including its location. The site nomination process, including consultation and deliberation on site availability and selection criteria, would be conducted concurrently with the industry planning procedures. It would involve consultation between the MFPPA and state government authorities regarding the probable site characteristics, and proposed arrangements for the site development, management and governance. Consultation would also occur continually with key national and international parties, both government and industry, regarding the nature and position of the possible site. Several assumptions would be made regarding the key requirements for the MFP site — such as the area of land required, natural physical features, proximity to established cities, facilities and infrastructure — but these would serve only as a guide, without being prescriptive of where and what form the MFP would take. More than one option could be presented to allow for proposals with different form arrangements, such as the hub and spokes model, and networked arrangement.

The MFPPA would stress and clarify a number of key points and likely areas of misunderstanding regarding site nomination and participation in the MFP. While the process would identify one location as the core site for the MFP, the MFPPA would stress that it was not a regional development project and that participation would be encouraged through networks throughout Australia and overseas. Examples of participation, links and benefits opportunities for interested government and organisations would be explained, including investment and participation at the core site, but equally through the ensuing network arrangements.

Defining MFP decisions

Following the analysis, assessment and consultation activities, the MFPPA would make key decisions that would further define the nature of the MFP project in terms of its site, form and functions. The two initial decisions would be the preferred site and secondly, the set of target industries which would constitute the MFP product definition and business portfolio and from which the MFP's specific business opportunities would be identified. In this way the Product MFP would attain a workable definition for further development purposes, and the other elements of the marketing mix, (promotion, place and price) could also gain more meaningful definition. Consistent with the concept of integrated marketing mix, the issues of product, price, promotion and place would be considered as an integrated whole.

Assuming that the MFPPA did have the right representation and leadership, capable of objectively making astute judgments consistent with the objectives and true spirit of the MFP, its decisions on site and functions would be based on sound business principles, capable of being accepted by all parties. Furthermore, these decisions would be such as to enable participation in the MFP by all parties with a desire to do so. Like an *International Expo*, states and nations, corporations and institutions of all descriptions could establish a presence in the MFP, and the benefits from its success would flow widely throughout Australia and to its overseas constituents.

Major decisions would be finalised at this stage with regard to:

- preferred site selection (product and place);
- proposed linkages with sub-sites/spokes if applicable (product and place);
- proposed size and program of development (product and price);
- proposed core industries (product and price);
- proposed arrangements for construction (product and price);
- proposed arrangements for site management and co-ordination (product); and
- proposed arrangements for management and co-ordination of functions (product).

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With these decisions in place, comprehensive and specific-purpose promotional activities would now gain momentum, along with program planning for other elements of the integrated marketing mix. These would include:

- investor and participant promotional campaign and survey — *IPP International*;
- investor and participant promotional campaign and survey — *IPP Australia*;
- International MFP Development and Participation Symposium — *IDPS*;
- site infrastructure submissions;
- network design and infrastructure submissions;
- lifestyle submissions;
- site development competition; and
- management and participation submissions.

Investor and participant promotion — IPP international

At this point the MFP would be sufficiently defined to enable a clear description and marketing package to be prepared and communicated to all interested parties and potential participants. An official marketing document would be prepared outlining the essential details about the project, and indicating the benefits and opportunities for involvement of the various target groups. Target groups of potential participants would be identified through a thorough *segmentation, targeting and positioning* process (STP) which, with typical corporate deliberation, would analyse the various targets, their different needs and their potential to contribute to the project.

The potential target groups would be identified according to the various elements of the MFP, including:

- participants for each of the core industries functions, plus the related infrastructure and technologies for these industries;
- contenders for site design, construction and infrastructure; and

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- providers of networking and communications infrastructure and technologies.

The MFP would be presented to target participants in a manner consistent with the introduction of a new product concept to potential customers. Being a new and somewhat complex concept, it is imperative that the concept be clearly understood, including the multiple facets and integrated nature of the MFP, for the respondent to provide meaningful feedback and response in the survey. Therefore, this would entail an important educational component, whereby the MFP concept and its objectives and opportunities were carefully explained to all parties approached through the program, and their understanding of these carefully checked. To this end, key questions would be asked in follow up interviews with targeted parties, along the lines of:

- *Is the concept of the MFP clear to you?*
- *Are the benefits of the MFP clear to you and believable?*
- *Do you see the MFP as solving a problem or fulfilling a need for you?*
- *Would you consider participating/investing in the MFP?*

Beyond the physical and functional elements of the MFP, key characteristics to be communicated would be:

- MFP is a generator of information. MFP becomes an information brand that is available — for sale;
- There is a price for being in the MFP. Participants pay for the privilege of being in the MFP;
- There are benefits to participants offered by MFP:
 - conducive and creative working environment;
 - networking and collaboration opportunities;
 - leading edge infrastructure;

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- natural aesthetic environment;
- lifestyle and living environment; and
- enriched R&D and information and new developments that will enhance their corporate and organisational goals.

These points considered therefore, the promotional presentation and survey program would:

- communicate the MFP concept in terms of objectives, location, physical environment, network environment, functions, and the potential rewards and benefits of being part of it;
- allow opportunity for prospective participants to seek further clarification of the concept;
- present a range of types of participation; and
- provide the opportunity for the surveyed prospective participants to present their preferred kinds of involvement, and the conditions they expect as part of their involvement.

The *Investor and Participant Promotion* (IPP) program would introduce major design and implementation initiatives proposed as subsequent steps to the promotional program and survey. These would include a series of tenders, proposals and design competitions for site development, management, infrastructure, lifestyle, and technology considerations for the MFP. Each of these proposed activities would enable early involvement and input into the MFP development plans and programs by a wide range of prospective participants from Australia and overseas.

Investor and participant promotion — IPP Australia

In addition to the international promotional program, a separate promotional program would be prepared especially for Australian governments, corporations, businesses and interest groups. This would address likely disenchantment by proponents of alternative sites and forms, and would aim at achieving ongoing

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interest and participation in the project by states and regions other than the selected core site. It would highlight the benefits of participating in the MFP, regardless of its location, the opportunity to participate in various ways, through links and networks as well as the core site, stressing that it was not just a regional development project, but an economic development program in which all Australians had the opportunity to participate in and benefit from.

International MFP development & participation symposium — IDPS

This major information exchange and MFP development planning symposium would be scheduled to take place following the IPP programs. It would provide a forum for presenting and sharing proposals on the wide range of MFP elements and issues, including the MFP vision, each of the core industries, site design concepts, site construction, infrastructure, information technology, telecommunications, IT networking arrangements, lifestyle, management, social issues, finance and investment, legislative issues particularly regarding foreign investment, trade, security, immigration, intellectual property, and whatever other significant concerns and proposal emerged through the IPP program.

The symposium would provide the enabling catalyst to draw out the wide range of views, interests and concerns attached to the MFP and to incorporate these into the final planning and design considerations. The body of information generated through the symposium would be made available to the urban development planners and architects participating in the MFP planning and design activities, and to other areas of planning and marketing.

Site development competition

Following the symposium, a major competition with a multi-million dollar prize would be held seeking the best designs and concepts for the proposed MFP city.⁸⁰ The competition would be an important promotional strategy in addition to its rich planning contribution in securing input from the *best-of-the-best* minds on urban

⁸⁰ Similar to contests held for the design of Australia's national capital, Canberra, and for the Sydney Opera House.

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planning and architecture worldwide. Public notices and announcements about the competition would be made during the IPP period so as to allow time to introduce would-be contestants into the process and thereby have them involved in information sharing arrangements throughout the planning and promotion stage, including the symposium.

Tendering arrangements on other key elements of the city development could be arranged on a similar competitive basis, accompanied by substantial publicity and promotional flair. This would include a range of construction and infrastructure contracts, and key functional management areas including capital and financial management, marketing, and site coordination and management.

Implementation

On the basis of the range of planning, consultation and analysis activities described, the MFPPA would be in a well-informed position to begin the implementation process. The MFP concept and all of its components (site, infrastructure, links, physical design, industries, administration, management structure, leadership and governance) could all be expounded upon with sufficient clarity and definition to enable development and implementation plans to proceed.

The development of a master plan for the city would be undertaken on the basis of input from all participating bodies, taking into account their submissions, which outlined their proposals and expectations. Since all parties were progressively informed and consulted throughout the planning process, submissions could be expected within a short timeframe.

This stage would herald a new era in the evolution of the MFP and would require revision of leadership and structure arrangements. A system of central and separate unit management, marketing and administration would be implemented which would accommodate the objectives, roles and line of authority for all participants. The MFP would be managed and operated along corporate lines, with a combination of corporate, strategic and functional planning and management arrangements. The critical consideration would be the formation of appropriate MFPSU areas which would allow significant autonomy for their particular development activities and

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operations, with the required amount of overall direction and co-ordination from corporate level. There would be four units of participation and operation included in the structure — states; industry; international; and investment.

Under these MFPSU arrangements, each major development and industry project could be separately and individually planned, accurately costed and evaluated, and allowed to develop in a true entrepreneurial business environment.

Conclusion

This chapter proposed that the strategic marketing process and concepts as outlined in Chapter 3 can be used at national level in planning and implementing new initiatives for economic development. It presented areas where the planning and implementation process and particular concepts and tools of analysis as practiced in corporations, could be applied in the national economic development context. This included an integrated approach for planning and strategic marketing activities, involving referral and input at the different levels of planning and operation throughout the Australian economy and community. The application of the strategic marketing process was further demonstrated using the MFP case, surmising how the MFP concept proposal, and ensuing Feasibility Study, could carry an effective economic development program and strategy.

The chapter has therefore addressed objective 4 of this thesis – *Develop a basis for evaluating the research situation represented in the case study* – by showing how an effective approach to industry development at national level can be developed, based on the marketing theory presented in this thesis, and the experience of the MFP feasibility study. A new evaluation of the MFP Feasibility Study will now be undertaken in Chapter 7, using the expanded theoretical context developed in this chapter, and comparing the approach evident in Chapter 3 with the scenario presented in this chapter.

Chapter Seven —

Cross evaluation

Introduction

This chapter addresses objective 5 of the thesis:

- *Evaluate the research situation represented in the case study;*

presenting a further evaluation of the MFP⁸¹ project using the theoretical considerations outlined in Chapter 5 and the extended context for this theory developed in Chapter 6. The evaluation is based on comparisons between the MFP Case Study (Chapter 3) and the hypothetical MFP Scenario (Chapter 6). The Scenario, idealistic by design, is used in this evaluation as the standard or benchmark against which the activities outlined in the MFP Case Study can be compared and evaluated.

The Scenario in Chapter 6 incorporates the fundamentals of strategic planning, decision making and marketing management as practiced by successful businesses and organisations in their selection and implementation of new ventures. It sought to demonstrate that the concepts and processes that enable business to successfully manage complex projects can be effectively applied to the MFP. Accordingly, it presents an appropriate benchmark against which Australia's approach to the MFP, as outlined in the Case Study, can be objectively evaluated. This chapter now extends on the initial evaluation made in Chapter 4 by:

- highlighting key elements of the approach in the Scenario and comparing the corresponding activity or approach in the Case Study as presented in Chapter 3 and commenting on the difference; and
- referring to the issues identified in Chapter 4 in the above comparison and relating these to key elements of the Scenario, thereby proposing how the approach in the Scenario might have prevented or overcome these issues.

MFP planning and management context

The MFP Scenario emanated from and was planned and managed in the context of a national level strategic market planning process as described in Chapter 6, part 1. Accordingly, it had the benefits of thorough, systematic planning and extensive information systems, including data on external factors which could be relevant to Australia's economic and social welfare generally, plus information about Australia's resources and performance. Such systems and databases provided a sound factual knowledge basis on which decisions could be confidently made. Furthermore these systems provided an effective basis for communicating with a diverse range of interest groups in all sectors — business, government and community — inviting them into the consultative process in an enlightened planning environment. In this organised context, it was possible to respond to the opportunity systematically, to manage it through distinct stages of its evolution, and to arrange for appropriate structures and management for each stage of its evolution.

There was a demonstrated lack of such planning systems and systematic data management in the Case Study. Australia's initial response and ongoing approach lacked an organised framework and was consequently thwarted by ignorance, suspicion and confusion. The result was indecisiveness and policies or guiding principles that were the product of fear and insecurity. Rather than providing the means to effectively evaluate the project proposal, make informed decisions and implement a rational development program, such guidelines restricted and obstructed the process. This indecision and insecurity flowed through all stakeholders in the Australian community, resulting in competition rather than cooperation among those who favoured the proposal, and in scaremongering and conspiracy theories by those against it. This lack of an overall planning system can therefore be cited as a prime reason why rational evaluation and debate was consequently overridden by emotional claims and paranoia.

⁸¹ Chapter 4 presented an initial evaluation of the Feasibility Study in terms of documenting a range of significant issues that were identified in the case study.

MFP structure, leadership and process

The formal national planning infrastructure evident in the Scenario allowed for careful consideration, communication, consultation and decision-making regarding structure, leadership and process. From the earliest stages of the project, lines of communication and consultation were established, together with the opportunity for enquiry and participation. Overriding these open and transparent arrangements was a corporate mentality which recognised the need for:

- a set of preliminary corporate **objectives** which could be communicated unambiguously, that would guide but not restrict the development process;
- authoritative **leadership** that included representation of expertise and experience;
- a **hierarchy** of parties involved in the planning and decision-making process;
- a planning and decision making **process** which included all levels of participants and ensured an interactive and integrated approach to the project; and
- an ordered and logical **sequence** of programs and activities.

The Scenario by design demonstrated the adoption of corporate management principles. This corporate philosophy and structure enabled recognition of distinct interest groups their accommodation in project planning. It saw the need and benefits of providing these groups with the latitude to participate without undue restriction in their particular domain, while still being coordinated and incorporated within overall corporate structures, policies and objectives for the MFP. The structure and process adopted in the Scenario (based on Figures 6.4, 6.5 and 6.6) allowed for separate planning and activity within each distinct group and also established the framework for the effective integration, cooperation and coordination of effort across the project.

By comparison, the corresponding arrangements in the Case Study for structure, leadership and process lacked the assurance of an overall framework and occurred in a virtual policy vacuum. Furthermore, the formal arrangements were overdue, introduced almost two years into the project after much activity and opinion had been instigated by various interest groups throughout Australia. Consequently the task of

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establishing a co-operative and integrated approach in a corporate style similar to the Scenario was much more difficult. While structures and representation were established in the Case Study (see Figure 3.7), the groupings and leadership did not allow for suitable lines of demarcation, independence of activity and input, nor the scope and type of representation equivalent to the Scenario. There was also manifest confusion in the Case Study regarding project objectives and the latitude available or allowable for the development of the project. The Nine Principles, which were formulated to guide the process, had the effect of closing off options before they were investigated. Consequently, it ensured that the MFP would be guided by history and the currently known and available, rather than being driven by a sense of exploration and destiny.

In the Scenario, steps in the process occurred in a structured and ordered way, deliberately following the steps in the process developed in Chapter 5 (see Figures 5.2, 5.3), based on theory as well as successful corporate practice. Accordingly, the Scenario defined its business in reference to national goals (the equivalent of corporate objectives), then systematically proceeded through the steps in the process, while adopting the hierarchical planning and decision-making structure and the integrated planning process described in Chapter 5 (see Figure 5.5). Each key interest group was recognised as a strategic business unit in the overall MFP planning process and formally incorporated in the strategic planning process. Each group was therefore appropriately informed and directed in concert with the overall process. Similar strategic planning processes were followed within each interest group (MFPSUs), each adopting the MFPPA corporate goals to direct and guide their participation.

The value of this corporate style approach was most evident with regard to the major decisions and the most contentious issues of location, form, functions and social implications. In the Scenario, these issues and decisions were deferred by the MFPPA until relevant information was generated through an integrated and coordinated process. Corporate style leadership through MFPPA was able to direct MFPSUs as to what each should focus on and, where necessary, a basic hypothesis from which to work. Each interest group, as an MFPSU, was thereby able to proceed productively, focusing on its own particular task areas and core concerns, while also

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recognising the integrated nature of the project, with the issues and implications for each of the other SBU areas. In contrast, leadership in the Case Study was ambiguous and the process fragmented. Each interest group saw the MFP, only or primarily, in terms of its own key concerns. Consequently, a spirit of conflict and debate prevailed throughout the process and detracted from the contribution of each unit to the overall process.

Evolving stages

The Scenario eliminated many of the areas of confusion and dispute by recognising distinct stages in the evolution of the project and by changing arrangements to suit the needs of each stage as it progressed through it. To begin, national government in the Scenario took a clear, constructive leadership role in facilitating the initial communication tasks, and ascertaining the make up of a suitable management authority to be introduced at the appropriate time. Once it accepted the proposal as worthy of investigation, national government's approach was communicative, consultative, constructive and committed. The concept proposal was carefully introduced in its initial, simple form and potential stakeholders invited to interpret it from their particular perspective. This initial role by the government was interim, evolving into broader arrangements that allowed distinct interest categories their own management, while still remaining under the authority of a government-controlled general management unit.

In the Case Study, these roles appeared to be performed in a similar manner by Australia's national government. However, government leadership was tentative and lacked awareness of changing, interim, short-term management requirements that emerged as the project evolved. While the required initial communication and consultation programs appeared to be undertaken successfully, there was no agreed sense of direction or vision as to how the project would evolve, who would eventually assume overall control of the project, and what ongoing role, other than policing negotiations effecting national investment and security, the government would maintain.

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The Scenario's hierarchical structure of corporate, strategic and operational units enabled the overall process managed by the MFPPA to accommodate and direct a diversity of planning activities. At strategic level, each of the MFPSUs could implement a strategic planning process within its domain, and be part of an integrated, interactive total process. This hierarchical structure also allowed for the separation of interests and formation of sub-management groups. Each group could therefore focus on its particular interests in the MFP and identify its own particular concerns without being encumbered by broader or cross-divisional concerns. Ultimately, however, under the corporate level management of MFPPA, all groups could be made aware of cross-divisional interests and concerns and directed to accommodate and share these where appropriate and necessary for the overall success of the project.

The MFP organisation in the Case Study did not allow for the same degree of separation of interests. State interests and social issues had no designated position in the diagram and, at best, found themselves subsets of the MFPAR or the Joint Secretariat. The reality was worse, in that none of the groups knew for certain where they were positioned in relation to other groups in the Feasibility Study and the lines of reporting, nor did they know who held ultimate authority.

Decision-making process

A major advantage in the Scenario was in the separation of roles in the decision-making process. As described in the Scenario, the major issues for analysis and decisions centred on:

- MFP Spatial Issues: form, location and their social implications;
- MFP core industries and functions and their social implications;
- MFP marketing, promotion and liaison activities with potential participants and investors;
- MFP implementation and the social implications of any of these arrangements.

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In the Scenario, corporate level (MFPPA) carefully considered the relative importance of each of these areas to the various interest groups (MFPSUs) and which of these groups was in the best position to undertake the most thorough and meaningful analysis. As indicated by the shaded areas in Figure 6.4, these issues were of lesser and greater importance to the various players. For example, spatial issues of form and location were of major interest to state governments, industry functions were of primary concern to business and industry groups, while social issues concerned governments and particular community groups.

MFP Spatial Issues

In the Scenario, states were directed by the MFPPA to analyse and prepare submissions for the MFP-based around form and location aspects. States were allowed freedom to develop their version of the MFP in accordance with their interpretation and their particular assets and resources. Their submissions were then evaluated at corporate level by MFPPA, taking into account the overall requirements of the MFP.

In the Case Study, spatial issues were predetermined by consultants in virtual isolation from key interest groups, then set as guidelines around which states would develop their submission.⁸² This stifled and restricted individual state creativity in respect of their MFP planning and resulted in a predictable sameness in the states' submissions. It also gave a distinct advantage to states with bigger populations and larger industry base.

This point of difference in approach between the Scenario and the Case Study was a critical one and as such warrants special comment in this cross-evaluation. The consultant's SAP represented a major point of failure in the Case Study process and was considered by many commentators as the beginning of the end of the MFP, the step which robbed the concept of its vision and its potential to be a highly innovative development — where 'the spirit of the future [became] swamped by the institutions of the past' (Mandeville & Lamberton 1988). The consultants failed to grasp the

⁸² This could be viewed as a case where management effectiveness is inversely proportional to the distance of the managing body from the problem or issue; effectiveness decreases exponentially as the distance from primary stakeholders increases.

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point central to the MFP (i.e. that it had to be a new approach) and that therefore the criteria relevant to normal projects, however modern and however steeped in lessons learnt from past failures and successes in Australia and other countries, were not necessarily relevant to the MFP. Despite recognising that existing Australian cities were not in the top global echelon and that industrial activity in target industry categories was well below the level of development and sophistication of world leaders (AAK 1989e), the study held blindly to the belief that established areas of population and industry, however insignificant on a global market scale, were the localities where the MFP had the best chance of succeeding. It saw the only way being the traditional development path, something like an existing farm or garden of somewhat dubious quality predetermining the location of a major high-tech agricultural development. By confining its criteria to traditional thinking, options were cut off before they had the chance of being creatively conceptualised, evaluated and developed.

Also contributing to this area of failure in the Case Study were the issues of timing and sequence. The MFP concept that underlined the consultant's thinking on spatial attributes was only partly developed, with only reserved agreement as to its conceptual thrust. Despite this, the SAP gave the semi-developed pilot concept (and the criteria relating to the successful development of that concept) unwarranted weighting. Particularly with regard to physical development aspects, it did not allow for a balanced consideration of the various spatial form and location options. It was therefore premature in its conclusions in the timeframe of the Feasibility Study.

In the Scenario, the consultants' role with studies, such as the spatial attributes of the MFP, was one of providing information to be shared across relevant participants in the process, including other MFPSUs. The consultants would process this information and, on the basis of consultations, be in an enlightened position to assess this information before arriving at suggestions and a rational assessment of options.

A similar approach would also apply to the area of social issues and is evident in both the Scenario and the case study. In the Case Study, the social issues research was commissioned by the government (Yencken Report), with the commissioned consultants reporting their findings to the JSC for their consideration and integration

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into the overall planning. While this is similar to the approach used in the Scenario, there is a difference again in the decisiveness and authority underlying the consultants' brief, affecting proper consultation in the research process, and the analysis and implementation of its findings throughout the process.

The role of *all* consultants in the MFP process also warrants special comment. In the Scenario the official consultants were contracted by the corporate authority, MFPPA. Their briefing was clear and their lines of interaction and reporting were also clearly defined. They were to advise MFPSUs as appropriate and necessary to ensure their approach was consistent with corporate objectives and project policy. In effect they were conduits of information and communication across and between MFPSUs and the MFPPA, assisting with process and reporting. In the Case Study, the appointment and role of the official consultants was consistent with this, but it was affected by the role of other consultants, duplicating or significantly encroaching on the intended role with industry groups, and somewhat unilaterally declaring control not just over the industry groups but the whole Australian MFP process. Again, this demonstrates the importance of the corporate structure and authority which ensured the spirit of co-operation and sharing prevailed, as evident in the Scenario, rather than conflict and unhealthy rivalry that existed in the case.

MFP Functions and Industries

The initial MFP concept papers provided significant detail about proposed MFP functions and industries, information which enabled the Australian government and designated MFP management to outline industry objectives with some clarity early in the process. In both the Scenario and the Case Study, this area of planning (industry analysis and opportunity search) was allocated to industry groups to pursue. The analysis of MFP functions and industry opportunities in the Scenario was similar to the approach undertaken by MFPPA in the Case Study. The success of MFPPA activities in the Case Study further supports the approach prescribed in the Scenario — that of allowing special interest groups the scope to pursue their own area of interest. The significant difference between the Case Study and the Scenario was that the Scenario included greater integration with other MFP considerations and it was guided more by the national level perspective on industry development and

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integration. Similarly, the other MFPSUs such as International Liaison and Social Issues, through their distinct status in the corporate structure, could achieve greater definition of their role in the MFP along with more effective integration with other units and their fields of consideration.

MFP Marketing

Both the Scenario and the Case Study recognised the need for essential elements of a marketing program for the MFP. These included:

- defining the product (concept development);
- identifying customers (potential participants and investors); and
- a series of communication programs aimed at informing and attracting interested parties.

Each interest group (MFPSU) in the Scenario had the opportunity and the responsibility to undertake marketing functions that included market research, concept development and promotional activities, with the results being forwarded to corporate level decision makers (MFPPA) for further analysis, modification and possible adoption. Under the direction of the MFPPA, the marketing tasks in the Scenario were programmed and undertaken sequentially. In the Case Study, key events and elements of the marketing program included the preparation of the GMD, the IRR, and an ongoing series of interviews and discussions with targeted participants and investors conducted by consultants AAK. Other marketing activities were conducted by groups involved in the MFP, notably the states and MFPAR. Collectively, these activities may have reached a large part of the relevant market, and included the requirements of an effective marketing program, but they were fragmented and lacked an orchestrated approach. It was another instance of groups pursuing their own initiatives with either a lack of consultation with, or a lack of support from corporate level and other key units involved in the MFP. The Scenario, through its corporate structure and process specifically addressed these failings.

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In the Scenario, special dedicated units were formed to undertake communication and marketing tasks with prospective international investors and participants, and similarly with social issues groups. In the Case Study, these roles were again ambiguous, with overlap between the JS, AAK, and MFPAR. There was therefore confusion and inconsistency with arrangements to consult with and integrate these international and social issue stakeholders into the ongoing process. Tasks took on a narrow, expert-driven approach with the commissioning of special consultant studies and reports (*Investor Response Survey* (AAK October 1989) and the *Social Issues Study* (Yencken 1989)). In effect, these reports represented form rather than substance in their contribution to the Feasibility Study and the effective development of the MFP project. They provided evidence that the issues were recognised and canvassed, but the content of these reports did not effectively address the issues because the overall process was flawed.

MFP Implementation

The Scenario incorporated distinct stages of analysis, decision-making and implementation as represented in Figure 7.1. On the basis of the thorough and ordered analysis by MFPPA and relevant MFPSUs, decisions were made regarding the essential elements of the proposed project — where it would be, what it would look like, and what industries and business opportunities would be associated with it. Information about important issues and development policy on the MFP were clearly communicated to all interested parties and stakeholders, informing and appeasing critics and supporters alike, and guiding the ongoing development of the MFP.

The Case Study tended to undertake the tasks of analysis and decision making on essential elements of the proposed project almost in parallel (Figure 7.2) and not necessarily in a logical sequence that enabled systematic development. With this lack of sequential development, the Case Study encountered another set of major hurdles when it came to implementing the project, whereas, in the Scenario, implementation could occur efficiently on the basis of consultation, involvement and momentum already developed. The promotional and tendering activities outlined in the Scenario, regarding the conference, site development and business investment

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and participation indicate how the transition from planning to implementation could be smoothly achieved.

Figure 7.1 MFP Marketing Program: Scenario

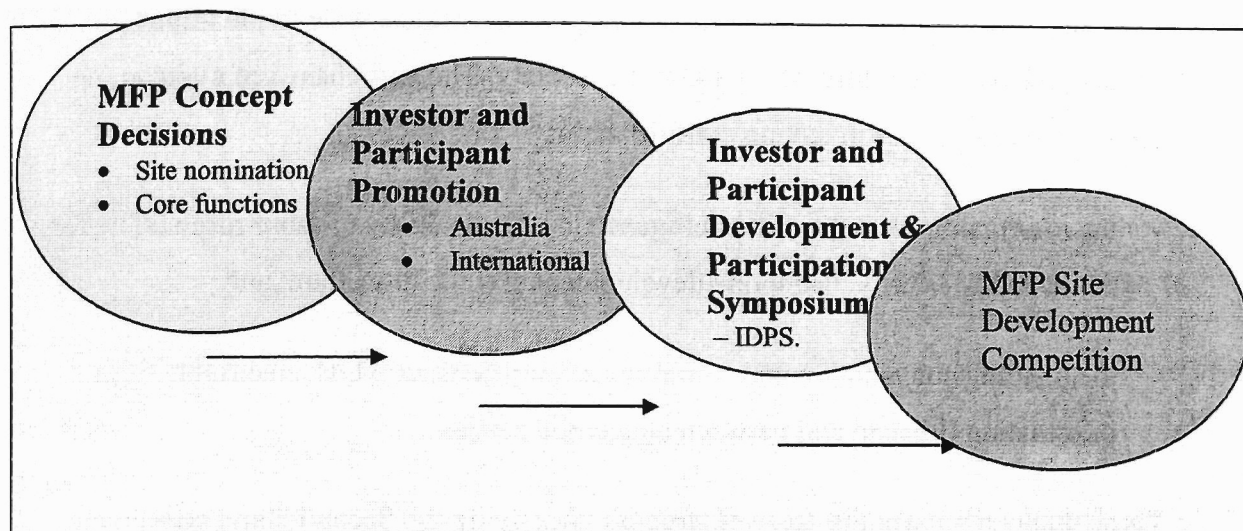
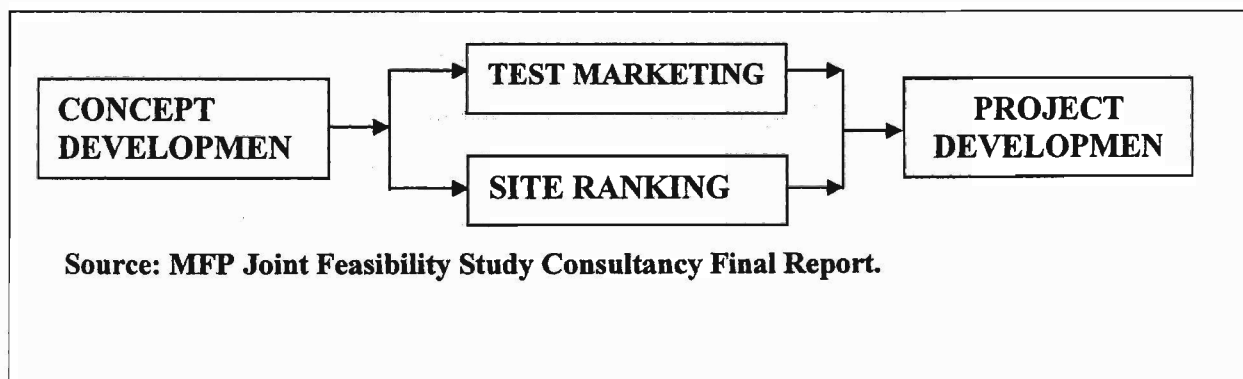


Figure 7.2 MFP Marketing Program: Case Study



Key Lessons from MFP Scenario Vs MFP Case

While no amount of planning and structure can guarantee conformity and allegiance to a set of common goals, the Scenario shows how careful planning with appropriate structure, integration and consultation does increase the chances of diverse parties working together effectively. Many of the implied issues listed in Chapter 3 of this thesis were effectively addressed in the Scenario, as evident in the Scenario Vs Case comparison (Figure 7.3). The Scenario demonstrates that systems and authority,

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together with information sharing and a win-win mentality — developed through proper consultation and participation — can defuse emotional arguments and disputes before they become unmanageable. Emotional fears of conspiracies and of the inability of a nation to control its own destiny can derail any ambitious project, especially when it involves risk and commitment, and where it has wide implications for the various stakeholders throughout that society. The best chance of overcoming such apprehension lies in having confidence in:

- the information systems and intelligence gathering ability of those responsible for the nation's security, economic development and social welfare; and
- the ongoing consultation and communication processes which ensure the right information flows to and between concerned parties.

These points represent the areas of strength underlying the Scenario, and conversely, shortcomings which undermined the case and led to the implied issues identified in Chapter 4.

Complementary to the above strengths, another major area of strength in the Scenario was in the degree of sharing, co-operation and co-ordination. In the Case Study many of the key tasks were duplicated and done in isolation from other groups participating in the process. Tasks such as environmental analysis and situation analysis tended to be done by each interest group — Queensland, MFPAR, AAK, Yencken — with limited integration or sharing. Each group was limited by its individual resources and perspective, and any effective co-operation and sharing was restricted by the prevailing sense of competition and a win-lose mentality. The Scenario demonstrates that through a system which imbues trust and a positive attitude to sharing, together with due reference to superior attributes of other players, results in an efficient process and the achievement of mutual, overall objectives.

A direct comparison of key points in the Scenario approach and the Case Study approach is presented in Figure 7.3.

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Figure 7.3 MFP Scenario Vs MFP Case Comparison

	MFP SCENARIO	MFP CASE STUDY
Management and planning context	<ul style="list-style-type: none"> • National planning context • Systematic planning • Extensive information systems • Factual knowledge base for decisions • Systematic response 	<ul style="list-style-type: none"> • Policy and planning vacuum • Lacked systematic approach • Fragmented information bases • Rational evaluation overridden by emotional claims and paranoia
Structure, leadership and process	<ul style="list-style-type: none"> • Formal planning process and carefully considered decisions • Timely, coordinated sequence • Steps in the process occurred in a structured and ordered way • Hierarchical integrated planning • Spirit of coordination/cooperation 	<ul style="list-style-type: none"> • Lacked overall framework • Leadership confused and ambiguous • Fragmented process • Spirit of conflict and debate
Evolving stages	<ul style="list-style-type: none"> • Recognised distinct stages in the evolution of the project • Arrangements changing to suit the needs of each stage • Hierarchical structure of corporate, divisional and operational units • Enabled MFPPA to accommodate and direct a diversity of planning activities 	<ul style="list-style-type: none"> • Lacked awareness of changing considerations and short-term management requirements as the project evolved • Lacked direction or vision as to: <ul style="list-style-type: none"> - how the project would evolve; - future roles & arrangements.
Decision-making	<ul style="list-style-type: none"> • Issues/stakeholders clearly identified and consulted • Stakeholders involved in separate but integrated roles in the decision making process 	<ul style="list-style-type: none"> • Emotion / ego-driven decisions • Did not expressly identify and link issues and stakeholders • Confusion and conflict
Implementation	<ul style="list-style-type: none"> • Distinct stages of analysis, decision making and implementation • Steps outlined for transition from planning to implementation 	<ul style="list-style-type: none"> • Tasks undertaken almost in parallel • Not necessarily in a logical sequence • Not conducive to systematic development

Summary comparison

In summary, the Scenario significantly improved on the Case Study in the following areas:

- a national planning system with established planning procedures which enabled planning and management for the Scenario to be accommodated within a national context;
- a national intelligence system which provided Scenario planners access and reference to quality information systems and data bases, and which provided all interested parties with the relevant facts on which a rational assessment of the project and its possible implications could be made;
- appropriate leadership structures and a designated project management authority with areas and lines of authority clearly defined;
- widely accepted, strong leadership drawing on appropriate experience and expertise;
- changing management structures and arrangements suited to the evolving stages of the project;
- a hierarchy of planning and management which provided appropriate leadership at specific levels and across specialised areas, together with an integrated process that ensured referral across these levels and areas; and
- a process which followed an ordered and disciplined set of steps — (Define business/analysis/SWOT/decisions/marketing/implementation).⁸³

Conclusion

This chapter has presented a new evaluation of Australia's handling of the MFP project proposal and the ensuing Feasibility Study. This evaluation of the MFP case has attempted to be objective and constructive by comparing key steps and

⁸³ As outlined in Chapter 5.

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arrangements in the Case Study with corresponding arrangements in a somewhat idealistic Scenario. This comparison has allowed for both constructive and negative criticism of the MFP Case Study demonstrating point-by-point how critical steps and arrangements could have been undertaken more effectively, and also indicating where they were successfully performed.

Overall, through the comparison compiled in this chapter, the alternative Scenario approach is shown to be a more effective approach and one which would have eliminated the serious flaws in the actual MFP case. It shows that the MFP could have been managed much more effectively by following the process, theory and concepts outlined in Chapter 6.

In addition, this evaluation goes some way towards demonstrating that the concepts and processes that enable business to successfully manage complex projects could be applied effectively to an LSCV like the MFP, and that their application to the MFP process might have greatly enhanced its chances of success. Furthermore, it indicates that the adoption of such practices in the management of similarly complex LSCV projects and development programs is possible and may offer significant benefits to any such process.

Chapter Eight —

Review and conclusions

Introduction

This study was fundamentally about how governments and business in Australian have approached economic development initiatives and it represents a search for ways to improve this approach. This thesis nominated large scale collaborative ventures (LSCVs) as one aspect of competing in the modern global economy and subsequently pursued the research proposition – that a large scale collaborative venture (LSCV) such as the MFP can be effectively facilitated by following a theory based process model based on strategic marketing theory and concepts. In justifying this proposition, this study outlines an approach to managing such ventures involving government and business participants that is likely to enhance Australia's success in managing such ventures and thereby, helping Australia to compete more successfully in this aspect of the global competitive environment.

In this concluding chapter, the content of each chapter's contribution to this thesis is reviewed, leading to an overall evaluation of this thesis's contribution to knowledge.

Overview

Chapter 1 summarised the economic and socio-political factors which have influenced Australia's society, its economy and its economic development in the 20th Century up to 1990. It examined influences on the Australian business environment and the practices followed with regard to progressing and implementing significant development initiatives, with particular regard to collaboration between industry and government in industry growth initiatives in Australia and the processes through which new business opportunities are identified and developed. This background account provided the basis for identifying the research problem leading to the formulation of the overall research question articulated in Chapter 2.

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Chapter 2 introduced the research topic and outlined the structure and methodology adopted in this thesis. The research topic was introduced with reference to information in Chapter 1 — Australia’s approach to economic development, the various initiatives undertaken to address new industry development and their general lack of success — prompting the pertinent question: How could Australia most effectively facilitate industry growth to sustain its economy for future generations.

Australia’s problems and aspirations were placed in the global context and the era of globalisation and the new economy, highlighting Australia’s requirement to compete with numerous other countries with similar aspirations. A feature of this global competitive environment driving economic development in the modern era was the use of large scale projects requiring high capital, high intellectual and advanced technological input — projects involving collaboration and participation from governments and business. The research question was subsequently narrowed to this area of interest, notably how to effectively compete in that type of competitive environment.

It was proposed that competing in the new economy requires new perspectives and new approaches and that policy makers were in need of more relevant conceptual models to effectively respond to the requirements of the new economy. It was subsequently proposed that a framework based on successful business practices could be adapted to some aspects of the public policy arena in managing the new economy, and specifically, that strategic planning and marketing processes used in the corporate context can be applied to the public policy arena, particularly with regard to formulating roles, responsibilities and relationships for government, industry and other participants involved.

The focus for this study was therefore on the management of *large scale collaborative ventures (LSCV)* — an LSCV defined as a large scale project involving collaboration between government and private sector. The research question was articulated as:

“How can a large scale project involving collaboration between government and private sector within the host country plus foreign governments and corporations be effectively facilitated?”

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Both practical and theoretic areas were considered as rich and appropriate sources of information relevant to the research question, leading to the following proposals as the basis for subsequent choices for the structure and focus of this thesis:

Business related academic theory, concepts and practices as adopted by a corporation in planning and implementing a major venture can provide a model for adoption in a LSCV;

and the implied corollary:

A LSCV can adopt corporate business practices for its successful planning and implementation.

The following set of inherent questions directing the approach of this thesis ensued:

- What theory underlies successful business management?
- How is this theory utilised in successful planning and implementation?
- What is the process in business through which organisational, planning, implementation and management decisions are made?
- How are various areas of theory integrated in this process?
- Can this process apply effectively to a LSCV and if so, how?

Addressing the overall research question and its inherent questions, assumptions and issues, the following research objectives were compiled for this study and were the basis for the design and methodology of this thesis:

11. Identify and document the activities and arrangements evident in a LSCV.
12. Identify and document the elements of theory from the literature which constitute good business practice relevant to the research situation.
13. Develop a model of effective business practice (consistent with the information produced for objective 2).
14. Develop the basis for an evaluation of the research situation.
15. Evaluate the activities and arrangements evident in the planning and implementation of an LSCV.

Chapter 2 referred to research paradigms and methodology, with particular regard to qualitative research and social science research methodology. It explained and justified the choice of research design, methodologies and research activities engaged

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in this thesis, notably the influence of grounded theory and action research; the use of case study research to compile data on the research problem; and the use of futures research principles in compiling a scenario as the basis for comparing and evaluating the research data. The selection of the Multifunction Polis as an LSCV that represented a relevant and appropriate case study research situation for this thesis was explained and justified, as was the reference to business literature as the academic discipline underlying this study.

Chapter 3 generated the first body of research data for this thesis in documenting the proposal of a large and complex project and Australia's response to it. This case study provided background information on the initial MFP proposal, including early attempts to define the concept by Japan's Ministry for International Trade and Investment (MITI) and responses by Australia's commonwealth and state governments. It then described the official Feasibility Study with details of the management structure for the study, the main participating bodies and major elements and reports produced through the study. Part three outlined the final selection process, detailing the submission guidelines, the evaluation criteria, summaries of the states' final submissions, and the final site selection decision.

The body of information produced in this case study addressed the first of the research objectives: *Identify and document the activities and arrangements evident in a LSCV* and provided the basis for examining Australia's approach to project planning, development and implementation.

Chapter 4 presented a range of significant issues which arose from the MFP proposal and the Feasibility Study. This information supplemented the mainly descriptive information in Chapter 3, indicating flaws and issues that corroborated with other intuitive commentaries on arrangements and performance in the MFP experience.

In identifying these issues, Chapter 4 provided an initial evaluation of the MFP project, highlighting the need for more effective ways of managing this type of project. It makes an initial contribution to research objectives 4 and 5 in validating the claim for a more systematic evaluation of the project and for designing an

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effective planning and management system that addresses the requirements of a large scale complex project more successfully.

Chapter 5 began the process of designing the framework for an improved evaluation of the MFP. By interpreting the research situation as a virtual corporation undertaking an elaborate venture, it asserted that the business theory and practice employed by a corporation in undertaking an innovative, complex venture was relevant and appropriate for this study. It thereby proposed that the body of knowledge relevant to the research situation was, for then purposes of this study, contained in business literature. More specifically, it proposed that the process, concepts and techniques of the strategic marketing process offered an appropriate basis for evaluating the research situation of Chapter 3.

With reference to business literature, the chapter provided an overview of theory, concepts and process purported to be the foundation of successful corporate practice and particularly relevant to strategic planning and management (summarised in Figures 5.1 and 5.2), then constructed a model that represent the strategic marketing process incorporating this theory (Figure 5.3). Based on this model, the chapter outlined how the strategic marketing process is practiced by a corporation and where particular concepts and tools of analysis may be applied in that process. It also indicated an interactive and integrated approach in the planning and strategic marketing activities at different levels in the corporation as summarised in Figure 5.6.

From this reference to literature, a body of theory-based data was produced addressing research objective 2 of this thesis: *Identify and document the elements of theory from the literature which constitute good business practice relevant to the research situation*; and a model incorporating this theory was produced, addressing research objective 3: *Develop a theory based process model*.

Chapter 6 applied the process and concepts from Chapter 5 at national level, demonstrating where the planning and implementation process and particular concepts and tools of analysis could be applied in the national economic development context. This included an integrated approach for planning and strategic

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marketing activities with referral and input at the different levels of planning and operation throughout the Australian economy and community. The application of the strategic marketing process was further demonstrated in a scenario using the MFP case, surmising how the MFP proposal and ensuing Feasibility Study could have been effectively managed in a national context following the model process.

The chapter illustrated how an effective approach to industry development at national level can be developed, based on the marketing theory and model developed in Chapter 5. This model and scenario constitute the basis for comparison and evaluation required for objective 4 of this thesis: *Develop the basis for an evaluation of the research situation.*

Chapter 7 presented a new evaluation of Australia's handling of the MFP proposal and Feasibility Study by comparing steps and arrangements in the Case Study with corresponding arrangements in the Scenario. This comparison demonstrated point-by-point how critical steps and arrangements could have been undertaken more effectively, as well as where they were successfully performed. The Scenario approach was shown to be a more effective alternative and one which would likely have eliminated many of the flaws evident in the MFP case study. This evaluation addressed research objective 5: *Evaluate the activities and arrangements evident in the planning and implementation of an LSCV.* Consequently, it demonstrated that the concepts and processes that enable business to successfully manage complex projects could well be applied effectively to a LSCV like the MFP, and that their application to the MFP process would likely have enhanced its chances of success. Furthermore, it showed that the adoption of this approach in the management of a LSCV and similarly complex projects and development programs is possible and has the potential to offer significant benefits to any such project.

To sum up, therefore, in addressing the five research objectives set for this study, this thesis has justified the research proposition – that a large scale collaborative venture (LSCV) such as the MFP can be effectively facilitated by following a theory based process model based on strategic marketing theory and concepts.

Contribution to knowledge

Importance of research question: Australia's development

The contribution of this thesis is linked intrinsically to the recognition of Australia's economic dilemma as outlined in Chapter 1 and the presentation of a likely solution. Through examining and exploring the essence of Australia's dilemma in the context of an emerging era characterised by the new economy and globalisation, this thesis articulated a research question that addressed the essence of Australia's economic problem — how to compete. This thesis proposed that one way to economic growth in this era was through attracting and successfully implementing large scale projects which involved collaboration between government and private sector. This type of project was termed a Large Scale Collaborative Venture project (LSCV) and the research question was articulated as: "How can a LSCV project be effectively facilitated?"

Theory-based response to the research question

From the examination of business literature this thesis developed a process model (Figure 5.3) incorporating the common elements identified in the literature to indicate the steps, sequence and tasks involved in a coordinated strategic marketing approach that can be followed by complex projects involving multi-sector participation and multi-factor considerations, such as national industry planning and development and a national project like the MFP. The hierarchical elements of planning and management (corporate level, business level and operational level) and their different degrees of scale and scope were represented in the 3 x 3 matrix (Figure 5.4) to indicate the various strategic marketing contexts as determined by operational level and market scope. This 3 x 3 matrix, based on commonly observed planning and operational criteria, provided an important conceptual framework around which the strategic marketing practices could be extended to national level involvement. It also provided the framework to represent the nature and sequence of activities at each level of planning and operation, and the need for integration and coordination between the different levels of planning — for example the cyclical and interactive nature of planning represented in Figure 5.5, and the focus and application of the planning levels represented in Figure 5.6.

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From these foundations constructed on broad theoretical and practical considerations, this thesis proposed the extension of the activities of planning, process and implementation beyond the corporate 3 x 3 context. By adding an authority level above the corporate or organisational authority in the 3 x 3 matrix and by extending the operational scope beyond the business portfolio practiced by corporations to a portfolio comprised of industries and special interests, the 4 x 4 matrix was constructed (Figure 6.1). This extended matrix served to illustrate the potential relationship between the different levels of planning and authority, and across participating organisations sharing in the process. It implied that by adopting such corporate-style arrangements, LSCV projects like the MFP would also enjoy the benefits of control and structure that apply in a corporate context — the basis of success for many corporations.

These arrangements (process, context and structure guidelines) were used to develop the MFP Scenario in a national industry development context, thereby providing a hypothetical scenario of how the MFP (and therefore similar LSCV projects) could be successfully facilitated.

In addressing the requirements and challenges of this question, and presenting a model process by which such projects can be more effectively managed, this thesis prescribed a means by which a nation can pursue industry development and economic growth. Therein it makes a significant contribution to knowledge.

A number of additional contributions have been made by this thesis in the process of addressing the overall research problem and objectives. These refer to the relevance of the MFP feasibility study; the importance of compiling a comprehensive account of this experience; the process of adapting and applying business theory to the research situation and the resultant broadening of business theory and concepts.

Relevance of the MFP

The MFP project stands out as a unique example of a national approach to addressing Australia's future. From the account of Australia's situation outlined in Chapter One, this thesis identified the absence of, and the need for, more deliberate long-term planning for the development of new industries that would sustain Australia's

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economy and standard of living. Senator John Button's comment on Australia's lack of ability to plan and determine its own future reflects this concern:

I don't think Australia has ever in the past been terribly successful at controlling its own destiny. We were subject to very strong influences from the British for many, many decades, then from the United States. Increasingly, we will be subject to strong influences from countries like Japan. But we've really got to think about how we handle those relationships in the future; not how they handle us, how we handle the relationship (Hamilton 1990: 115).

Many people throughout Australia shared this view — that Australia needed to do much more to secure its future. The MFP proposal presented a timely opportunity to examine Australia's situation and to consider a whole range of future objectives, including social, cultural, economic, immigration, foreign investment, trade and international relations. It also presented a challenge to Australia to address many of the perceived shortcomings that have restricted its economic and trading performance, such as:

- government programs in the area of business and industry development,
- commitment from Australian business to adaptation and growth,
- reluctance of business and various community and government sectors to work together, and
- a lingering poor reputation for productivity and industrial-relations.

The MFP provided the necessary catalyst, triggering discussion and planning across sectors of the Australian community at unprecedented levels. The various reports and activities cited in Chapter 3 testify to this, notably the Yencken report and the MFPAR think-tanks which generated a significant body of ideas and considerations pertinent to Australia's economic, social and cultural enhancement.

The performance and outcomes manifest in the MFP Feasibility Study also represents invaluable lessons for Australia, revealing shortcomings in our society at

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every level, in government, business and the community, but particularly in the quality of leadership. Issues about Australian business, government and society identified in Chapter 4 of this thesis included:

- attitudes to commitment and risk;
- attitudes to sharing and long term planning and joint ventures;
- attitudes cooperation across industries;
- attitudes to cooperation between business and government;
- attitudes towards race and immigration;
- willingness to participate in challenging international ventures; and
- willingness to equip such exploratory ventures with the necessary personnel, structures and resources.

All of these represent areas for serious considerations which Australia had to reflect upon and learn from.

Clearly therefore, the MFP was an important and valuable experience for Australia in that it stimulated cooperation across the major sectors; it got Australia thinking and debating its future on a large scale with wide involvement from the various sectors throughout the nation. Despite the problems in the Feasibility Study, and the eventual failure of the MFP project, the consensus of prominent commentators including Inkster (1990), Hamilton (1990), McCormack (1990), and this thesis is that the MFP experience could provide enormous value to Australia if those concerned care to learn from it — to think more boldly and confidently about the future and to engage in the level of planning and commitment necessary to achieve a prosperous, sustainable future.

Evidence of benefits accruing from MFP exists in numerous successful new industry initiatives and major projects across Australia. The successful Sydney 2000 Olympic Games submission drew on much of the MFP planning for the Homebush site. Melbourne's Docklands project was a major component of Victoria's MFP

submission. Projects successfully developed in Queensland that were put forward in Queensland MFP submission include the New Materials Development Centre, the Film and Television Production Centre and the Advanced Transportation Systems implemented in the development of the Brisbane – Gold Coast Motorway.

Importance of comprehensive account of MFP

Given the significance of the MFP, it is important that the many valuable insights it revealed be preserved for future reference. The value of such a record is both immediate and ongoing. Firstly, it provides an important reference against which comments and accounts of the MFP can be appraised. Secondly, as a learning experience, it is important to evaluate the MFP experience and performance, to learn from what was done well and to correct the weaknesses it revealed. An accurate written record provides the preliminary step in an effective evaluation of the MFP and potentially enables the adaptation or enlightened development of appropriate practices for other similar initiatives.

Therefore, the comprehensive account of the MFP presented in this thesis represents a valuable contribution. With the benefits of hindsight and access to an extensive information base, it is a broadly-based account which recognises the multiplicity of issues and perspectives relevant to the MFP and is not confined to a particular or narrow set of interest. It is therefore a record against which other accounts and views on the MFP can be assessed and interpreted, and the management performance with other similar projects evaluated.

While many other accounts have been written about the MFP, they are commonly limited by a singular interest and perspective of the author and perhaps incomplete, possibly flawed, sources of information. Early accounts tended to be mainly descriptive, intended to inform readers about the proposal and process (Hallinan 1990; DITAC 1987b, 1988a, 1990; Queensland Premier's Department 1988a, 1988b, 1988c), and in some cases to report particular perspectives and issues circulating at that time about the MFP (Littler 1990; Craig 1988c, Mandeville 1988b; Mandeville and Lamberton 1988). Other significant accounts (Inkster 1990; McCormack 1990) described the concept and process, then offered a somewhat negative appraisal of the project's worth and the problems or failings of the feasibility study. Their

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commentary tended to focus on a particular field of expertise and interest⁸⁴ and consequently, their interpretations and conclusions often reflected myopic views on this broad-ranging and complex project.

For example, in *The Clever City* (1990), Inkster emphasised the MFP's potential for technology development and technology transfer, plus the need for strengthening Australia's relationships within its region. He professed that the MFP could only succeed in Sydney, or perhaps Melbourne. He was dismissive of the other state contenders and critical of the decision to locate the project in Adelaide, without adequately substantiating this point of view. He made the valid point, however, that the MFP had to be a *national project* rather than the prize and prerogative of the winning state — a critical perspective which continued to elude the project.

Bonsai Australia Banzai (McCormack 1990) provided a more in-depth and longer historical review of forces and circumstances pertinent to the Japanese perspective and to the Japan-Australia relationship. McCormack applied his intimate knowledge of Japan's history and culture to compose an enlightening account of the Australia-Japan relationship, including their separate needs and agenda. Underlying his account however was his pre-occupation about Japan's intentions (suspicion of its long-term plans and possible economic imperialism) and his criticism of inadequate public consultation and open debate provided in the MFP deliberations.

Even some official documents when taken in isolation were potentially misleading. Each interest group and participating body in the Feasibility Study produced documents which reflected their views and their line of interest and did not necessarily recognise other important views and the overall national objectives of the project. While useful to the MFP debate at the time, they failed to look at the broader picture and, in the context of Figure 6.3, presented a 'single box' view of the project.

⁸⁴ Many accounts have a narrow, mono-functional perspective of the project, such as a technology incubator, a regional development exercise, or an elaborate property development project.

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Extended application of business concepts, theories and practices

A framework for this structured evaluation was developed through reference to the literature on strategic marketing theories and the practices of successful corporations that could, by extension, be considered relevant to successful management of LSCV projects. From the literature, models and key activities involved in a strategic marketing approach were constructed, their application in a corporate context demonstrated, and the requirements for effective application highlighted. In so doing, the requirements and recommended approach for the successful management of an LSCV project were hypothesised, leading to the adaptation of strategic marketing principles to an aspect of the national industry development context. In this context, a scenario was constructed to show how the MFP could have been more effectively managed by incorporating the strategic marketing process and concepts which, by extension, demonstrated that these theories could possibly be effectively applied beyond a corporate context.

The expanded context (as represented in the 4 x 4 matrix, Figure 6.1 and the coordinated, integrated process described in Chapter 6) provides a model and framework for the analysis, evaluation, planning and implementation of LSCV projects and similar initiatives. This provides a possible basis from which strategies and programs can be constructed to manage projects in various other contexts, such as national and economic development programs, regional development strategies, industry development strategies, and for joint venture and cooperative strategies across industries, regions and nations. These represent areas for further studies aimed at demonstrating the application of strategic marketing theories and practices to specific contexts and specific projects.

Further application and study areas related to this thesis

The MFP experience encompassed issues, aspirations, problems and challenges symptomatic not only of Australia, but of many other competitors in the global competitive environment. Consequently, the relevance of this thesis in addressing LSCV projects like the MFP is far-reaching. It extends to a multitude of situations involving organisation development, project development and market development

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— situations which can be defined according to location, industry, community or social interest and the context, scale and scope of project.

As such, the lessons and implications gleaned from this thesis to manage a LSCV project may lend themselves to any of the above situations. For example, the process model can potentially be adapted for the management of major projects, new industry development, regional / state / national development programs and particularly to new and innovative ventures.

Issues identified in the MFP study and the approaches proposed in this thesis to effectively manage them relate to virtually any project or venture which involves indistinct, undefined and fragmented groups representing a diversity of interests — but which aspire to related and common goals and have the potential or need to achieve cooperation and synergy across their planning and activities. For example, the 4 x 4 matrix and the integration and contextual grids developed around this matrix with regard to wider application and contextual considerations have the potential to introduce greater awareness and appreciation of marketing, particularly in aspects of the higher echelons of corporate and economic planning. They are equally relevant to the smallest and seemingly isolated entities in that such entities can define their particular context within the larger scope of their business, industry and organisational environment, and therein relate to a set of objectives and strategies appropriate for their ‘virtual’ corporation. As such, the matrix and model applications developed in this thesis effectively add a new dimension to marketing and accordingly, they may have the potential to become widely adopted in marketing literature.

The opportunity exists therefore for numerous further studies which investigate the relevance and application of issues and approaches documented in this thesis to particular and specific areas such as project development, business development, regional development, industry development and at the marketing/entrepreneurship interface.

Conclusion

Underlying all of the points made in this concluding chapter are the concerns for Australia's national destiny, not just the economic future but socio-cultural matters and the national ethos as well. This thesis identified LSCV projects as a likely crucial area in the global competitive environment in which Australia needs to be able to compete effectively, and through the MFP analysis identified the resources and abilities required for this task. Australia's attributes in this regard — the attitudes and mindset which affect Australia's behaviour as a nation with regard to leadership, planning, discipline, the management of socio-cultural and other environmental factors, as well as crucial areas of international relations such as migration, foreign investment and trade — all need specific attention. These concerns are aptly outlined by Walter Hamilton:

The MFP has held a mirror up to this nation and revealed pettiness and self doubt which run deep into the foundations of our contemporary society ... [It] offers Australians a valuable critique of the problems we have as a society, as an economy and as a member of the international community (Hamilton 1990:5).

This thesis has addressed such concerns and the plea for action by prominent critics to do something about the problems and lessons the MFP exposed:

... the task of taking control of our national destiny requires action rather than a lot more talk (Hamilton 1990:213).

Australians, and Australia as a nation, tend to be self-critical, yet fail to address the problems they recognise and admit to. This thesis used the MFP to demonstrate Australia's historical shortcomings and handicaps as a nation, and then offered a prescription, based on successful business theory and practice, to address and rectify these ills so that future opportunities with similar requirements may be more effectively managed. The core contribution of this thesis is in articulating strategic marketing based procedures that enable more effective management of such LSCV projects; and to offer these procedures to Australians who may be similarly concerned, and who are willing, able and sufficiently motivated to act.

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**Appendix A —
Environmental Analysis**

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Figure A.1: Environmental Analysis Summary (1989) — 1. Physical forces

WORLD	AUSTRALIA	JAPAN
<p>The world's physical environment is deteriorating rapidly in some sectors.</p> <p>Some non-renewable/finite energy sources are becoming more scarce.</p> <p>Natural environments are being rapidly destroyed and are becoming more scarce. Space is becoming more scarce. Some commodities becoming scarcer.</p> <p>Pollution is causing environmental changes and hazards. Human influence on environment such as the depletion of the ozone layer and the influence of CO₂ on global temperatures are causing climate changes.</p> <p>Urban decay is occurring. Some urban environments are increasingly seen as inappropriate by inhabitants. Urban renewal is increasing, for those able to afford it.</p>	<p>Resources and commodities will continue to dominate our trade scene.</p> <p>Greater consciousness of environmental management and the need to halt land degradation.</p> <p>Water resources require careful management.</p> <p>An abundance of land is available for a diverse range of developments.</p> <p>Australia has a diverse range of pleasant and attractive environments.</p>	<p>Scarcity of land close to main city centres.</p> <p>Japan lacks most commodities and energy sources.</p> <p>The increasingly urbanised environment allows for little green space.</p> <p>Japan is subject to regular seismic disturbances, with an unstable 'rim of fire' geographical zone.</p>

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Figure A.2: Environmental Analysis Summary (1989) — 2. Political forces

WORLD	AUSTRALIA	JAPAN
<p>A relative reduction of US influence, especially in the Asian region.</p> <p>Power for large-population nations increasing as they advance technologically.</p> <p>Increasing trade and wealth disparities among developing and developed countries could cause instability.</p> <p>More co-operation may occur between developed or developing superpowers.</p> <p>'Glasnost' will soften trade tensions between the superpowers and their allies.</p> <p>Zealousness of religious fundamentalists may create international terrorism.</p> <p>Industrial development in the region and subsequent political reform, such as in Korea and Taiwan, creating a relatively stable Asia Pacific environment.</p>	<p>Continuing stable and conservative political scene.</p> <p>Main political parties adhering to political pragmatism — social and economic policies are similar</p> <p>Trend towards a focus on a market driven government policy and need for less costly government.</p> <p>Maintaining an approach of short-term management rather than long-term leadership due to short political terms.</p>	<p>Japan's influence in world affairs is increasing.</p> <p>There is increasing emphasis on defence issues.</p> <p>Relatively stable domestic political environment with a 'Japan Incorporated' perspective which pursues active economic and trade policies and a progressive facilitatory role for business. A longer-term view may see increased instability through domestic demands for political reform.</p>

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Figure A.3: Environmental Analysis Summary (1989) — 3. Economic forces

WORLD	AUSTRALIA	JAPAN
<p>Emergence of the Asia Pacific Region, through the Newly Industrialised Countries (NIC's) and China. They are following Japan's development path and are developing quickly.</p> <p>Cooperative relationships occurring between countries (eg. Japan and China), putting aside political animosities and utilising complementing cultural aspects. The focus is on cross-investments and trade flows based on a division of labour and an integration of industry through their region.</p> <p>USA is declining as a world economic influence in relative terms and is faced with a serious foreign debt problem coupled with the spectre of a major recession which has the potential to significantly affect world trade.</p> <p>Prospects of increasing trade protectionism in the short run through US and EEC trade restrictions and subsidies.</p> <p>Disparities between national levels of wealth and debt are more obvious. This is creating potential for greater economic instability at international and national levels.</p> <p>Rapidly developing countries have the potential to create large new markets as well as placing increasing demands on available natural resources.</p> <p>The life cycles of organisations, their focus and their processes are being shortened due to technological advances and global competition.</p> <p>World financial markets are becoming more integrated and deregulated.</p> <p>Corporations in developed western countries are changing rapidly in terms of their operations and technologies, management of human resources, application of finance and marketing strategies.</p> <p>The business environment is more competitive yet more complex.</p> <p>Newer smaller to medium sized organisations are growing in number and influence.</p>	<p>Australia maintaining a slow growth economy in relative terms, does not share the rapid evolution of some neighbouring Asian countries.</p> <p>Australia's main growth opportunity lies in addressing its capability to meet external markets rather than domestic demand.</p> <p>The external debt position is of increasing concern and vital that it be managed in the long run.</p> <p>Internationalisation of our economy is being assisted by deregulation of financial systems and relaxation of foreign investment guidelines.</p> <p>Market forces and Federal Government policy are putting pressure on the Australian manufacturing industry to improve its performance.</p> <p>There is an increased presence of multi-national companies and foreign investment. Investment in domestic industry is slow.</p> <p>Moves towards better co-ordination of industry, communication and transport policies commenced at the Federal and State Government level.</p> <p>Broad Government support continuing for manufacturing industry but is largely still failing to achieve positive outcomes. In time, the vehicle industry may prove to be the positive exception.</p> <p>Service and leisure based industries are growing.</p> <p>Recognition of desirability of micro-economic reform.</p> <p>There is a trend towards reduced reliance on barrier assistance with an increased shift towards the use of positive assistance measures to achieve structural change.</p> <p>Australia's share of imports into the Asia/Pacific region is declining.</p> <p>Commodity price instability makes the development of value added products from those commodities a necessary course.</p> <p>A continuing lethargy towards major reforms to industrial relations, taxation and legal systems and the Australian constitution.</p>	<p>Japan is the world's largest creditor & is likely to continue in this role.</p> <p>There is increasing Japanese influence over world financial markets.</p> <p>The level of international investment is increasing both in volume and geographic dispersion and diversity.</p> <p>Japan (as is West Germany) is being subjected to strong pressures from other major trading nations, such as the United States, to reduce its substantial trade surplus.</p> <p>Japan is seeking to stimulate domestic demand via financial deregulation and improved lifestyle options. This will help reduce the large trade surplus.</p> <p>An attempt is being made to develop a more individual and innovative approach across the society.</p> <p>Japan is moving even more toward skill / knowledge intensive industries.</p> <p>Overseas joint venture activity is increasing.</p> <p>Marketing technology to trading partners is increasing.</p> <p>Increased transfer of production overseas has been stimulated by both cost factors and shifting markets.</p>

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Figure A.4: Environmental Analysis Summary (1989) — 4. Socio-demographic forces

WORLD	AUSTRALIA	JAPAN
<p>The average human life span is being extended. Population growth in developed countries slowed, while in many developing countries it is still growing rapidly.</p> <p>Education and learning is advancing at an accelerated rate, fuelling the information base of the world.</p> <p>Education is becoming more vocationally oriented. Emphasis on skill and attitude issues rather than simple knowledge is increasing. There is more specialisation and increasing demands for the integration of knowledge through sophisticated processes.</p> <p>Cultures are evolving and changing as they are opened up to greater international influence and migration.</p> <p>Developed countries are seeing an increasing need for industries that relate to human services. There is a move to leisure and learning.</p> <p>Participation of women in the workforce & changes in time utilization are affecting work, social and economic patterns.</p> <p>Social dislocation as a result of change is increasing, particularly in urban environments, which are increasing in size but decreasing in some aspects of their habitability.</p>	<p>Suburban centres are growing rapidly.</p> <p>Migration remains largely stable with a likely continuing emphasis on business migration.</p> <p>Growth is occurring in the participation of women in the workforce.</p> <p>Changing time utilisations of people are occurring, particularly with the increasing incidence of part-time and contract work.</p> <p>Improved education is increasing work expectations of the workforce, but with limited scope for higher level participation, perhaps creating a base for dissatisfaction.</p> <p>The majority of the population continue with a traditional pattern of dependence on others (for example, foreign investors or governments) to ensure their economic welfare.</p> <p>High unemployment levels will continue, with accompanying social problems. This may be made worse by wealth distribution patterns potentially creating a wealthier elite and a larger group in poverty.</p> <p>A 'brain drain' may be occurring, resulting from better career opportunities existing outside Australia.</p> <p>A lethargy exists in work skilling and re-skilling. Learning is not always positively regarded.</p>	<p>A pursuit of higher education standards.</p> <p>A maintenance of the strong work and cultural ethic.</p> <p>The Japanese sense of 'vertical mutual obligation', or the duty owed to others (for example to your employer), is an attitude which has largely influenced the Japanese work ethic and consequently industrial operations, is now under pressure to change. The need for economic restructuring, especially the need to generate increased domestic consumption, has led to the need to reduce the working week and to have people think more of their own living requirements.</p> <p>The trend toward leisure and recreation pursuits is being promoted and slowly accepted.</p> <p>Standards of health and longevity are rising.</p> <p>The Japanese appear to be more actively seeking international acceptance and understanding (perhaps borne from a combination of their history of some isolation, their emerging role as a world power and from a sense of vulnerability).</p> <p>Urban populations are increasing, rural populations are decreasing.</p> <p>Japanese are good at, and are increasing their ability to match skill needs with technology requirements.</p>

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Figure A.5: Environmental Analysis Summary (1989) — 5. Technological forces

WORLD	AUSTRALIA	JAPAN
<p>Technology is a major impetus behind economic growth.</p> <p>Growth has become 'techno-centric'.</p> <p>Technological innovation leads to new economic activity, more efficient new processes, and can make some existing processes more efficient.</p> <p>In this information era, computing and communication is creating pressures for more and better information.</p> <p>Problems as well as benefits.</p> <p>Technology is hard to create and complex to manage.</p> <p>It has been impossible to synthesise adequately the information which technological development produces at an exponential rate.</p> <p>It is becoming more important to manage the human side of technological innovation, development and implementation.</p> <p>Rapid improvements in transport and communications have facilitated the acceleration of transnational and global companies and the stimulus towards a genuine and competitive world market.</p> <p>Technological advances are toward greater sophistication such as fifth-generation computers, artificial intelligence and super-conductors.</p>	<p>Australian skills and ability is improving via the development of some technologies including software design, biotechnology, aeronautical research, telecommunications, and application of new knowledge to traditional industries - agricultural applications, mining, services.</p> <p>There is a relative decline in Australia's technological commitment compared with other developed countries and even some emerging Asia Pacific countries.</p> <p>This is represented by the relatively low level of private sector investment in R & D. This trend is showing some signs of reversal.</p> <p>Australian R & D activities are often government led and not market driven.</p>	<p>There is a continuing and growing investment in higher technology.</p> <p>There has been a birth of Science Cities and technopolises as 'factories' for technological innovation resulting in accelerating technological advances.</p> <p>There is an increasing emphasis on basic research.</p> <p>Japan is the second largest, and probably most dynamic technology market.</p>

**Appendix B —
SWOT analysis**

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Figure B.1: National SWOT Analysis — Australia's Strengths and Weaknesses

Australia's strengths	Australia's weaknesses
<ul style="list-style-type: none"> • Floating of AUD\$, deregulation of finance industry and establishment of foreign banks here has improved Australia's ability to operate internationally; • reduced dependence on barrier assistance has/will improve its external trade situation; • resource rich especially with many minerals required for hi-tech development; • an ideal market for international product development and test market; • history as a major international exporter, with a reputation for reliability; • World Expo 88 will further develop cultural and economic ties and will enhance international perceptions of Queensland/Australia generally; • Australia/Queensland is an established international tourism destination, receiving increasing good exposure; • patterns of economic structural change of Australia and many Pacific Rim countries have been compatible; • Australia is a traditionally safe investment centre; • climate is mild and offers great attraction to those visitors from harsher climatic extremes; • lifestyle offers sun, surf and a wide range of recreational activities; • Australia is a pleasant, friendly and safe country to visit; • well-established hard infrastructure e.g. hospitals, transport and communication — good basis for development of MFP; • major tertiary institutions in all Australian states; • abundance of land for development in suitable locations; • Australia is geographically stable - not prone to earth tremors, etc; • Australia's time zones similar with South East Asia and Japan; • climate seasons complement those in the northern hemisphere; • Japan, Australia and the developed nations have a commonality of purpose in shaping the future framework for the Asian Pacific region; • the Australian and particularly Queensland Government have shown a willingness to investigate further and develop the MFP concept; • Australia is regarded internationally as a politically stable and non-aggressive nation; • Australia has a stable system of Government; • good economic and political relations with Japan and other Asian/Pacific countries; 	<ul style="list-style-type: none"> • Australia/Queensland information technology industry has a comparatively small base; • currently no federal/state technology strategy exists; • low level of interest in research and development investment in the private sector; • small and shallow manufacturing base; • Australia as a nation has been unable to effectively match current skills and training for future skills demand. We have not been proactive in this area; • extensive regulatory issues still to be overcome, for example in the tariff area and with the telecommunications monopoly; • comparatively high levels of corporate taxation; • high infrastructure development costs cf. South East Asia, due to labour costs and large physical distances involved; • MFP will require substantial funding. Australia has a weak capital base to work from; • the current foreign debt is a continuing economic difficulty; • industrial relations system traditionally based on adversary and centralist approach, as opposed to consultation. Still contributes to an awkward environment for productivity; • telecommunications monopoly (which it enjoyed at that time) may stifle the entrepreneurial type communications systems required to service an MFP environment; • Australia lacks a comprehensive national industry database; • Australian firms have a poor record concerning the ability to think futuristically and plan long-term strategy; • there is a lack of resident high-technology related skills within Australia; • Australians lack refined business development skills — very few Australian business leaders have been successful in large-scale development;

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Australia's strengths	Australia's weaknesses
<ul style="list-style-type: none"> • State and Federal Governments have adopted a pro-market and development stance; • Australia has a core of skilled labour for the development of an MFP; • Australian industrial relations climate is improving; • Australian Governments have given a commitment to upgrade our education and training systems and make them more flexible; • pre-competitive research skills are strong in some areas; • State and federal hi-tech support programs exist; • the scientific and technological agreement signed with Japan in 1980 is still operative and provides an avenue for increased co-operation; and • existing 'offsets' program has demonstrated our ability to undertake co-operative ventures. 	<ul style="list-style-type: none"> • the Australian cultural makeup is not always competitive, in particular the Australian 'she'll be right' attitude; and • there is a constant 'brain-drain' overseas from Australia.

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Figure B.2: National SWOT Analysis — Australia's Opportunities and Threats

Australia's opportunities	Australia's threats
<p>Economic</p> <ul style="list-style-type: none"> • MFP will expand the national economy; • MFP when established could help Australia to create new overseas markets; • MFP can attract large trans-national corporation research facilities — the spin-offs could be significant from these facilities with respect to skills development and giving Australian firms additional work; • MFP could become a world finance city. For example, with the Chinese taking control of Hong Kong, the MFP may provide a sound vehicle for attracting the large financial interests, which are centred in Hong King; • MFP would give stimulus to having redressed the current structural problems in Australian government operations, especially in respect to creating a more flexible attitude. This may reduce legislative barriers; • MFP may help in the development of new agriculture and resource processing technology industries and markets; • MFP could make more venture capital available to local ventures; • generate increased and more diverse employment opportunities; • help capitalise on Australia's expanding tourism market; • MFP may lead to reduced costs via the implementation of new technology as well as more productive work philosophy and attitude within the Australian workplace for all parties; • If MFP leads to new markets and new international trading opportunities, it will have a positive effect on our current balance of payments situation; • The MFP will help foster increased joint ventures between Australian firms and trans-national companies; • MFP will generate new service industries, especially with respect to information brokerage; • MFP and the environment it fosters will reverse the brain-drain by encouraging those type of people leaving Australia to remain here; • MFP will help foster synthesis of Australian and Japanese innovation and production processes combining the best of both; • MFP will help establish in Australia a new centre for international finance and will help Australian firms gain more advantageous capital terms; and • MFP if established will encourage further joint venture deals especially those of a back-to-back nature. <p>Political</p> <ul style="list-style-type: none"> • MFP if established and utilised correctly as a strategic tool will help create a better long-term strategic situation for Australia within the Asian/Pacific zone as well as within the world political and economic scene in general; and 	<p>Economic</p> <ul style="list-style-type: none"> • If Japan's capital input at the beginning and during the process of MFP development is too large, there are strong concerns that Japan may gain economic control of the MFP, increasing its economic influence over Australia in general; • there are major concerns regarding protection of intellectual property, rights to intellectual property as well as fears concerning industrial espionage; • lack of commitment from Australian government and industry, also Japan and other interested countries, may prevent MFP coming to fruition; • lack of public funds from the Australian and State governments may hamper the initial establishment of the MFP; • a major impact by MFP on our tertiary education system may effect the degree of commercialisation of that sector. If over-commercialised it may weaken our current strengths in the pre-competitive area, research; and • Australia has been subject to major impacts arising from what appear to be only marginal changes to the Japanese economy. Currently, what may only have marginal impact on the Japanese economy can have a major impact on ours. <p>Political</p> <ul style="list-style-type: none"> • State rivalry for the MFP may jeopardise project; • Japan may offer the MFP to another country which might put forward a better proposal than

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Australia's opportunities	Australia's threats
<ul style="list-style-type: none"> • Australia's international standing, which is currently high, will be further strengthened by the establishment of the MFP. <p>Socio-Demographic</p> <ul style="list-style-type: none"> • MFP will enhance cultural ties and further exchanges of culture between Australia and Japan and other participating countries; • if MFP is used correctly it should help facilitate access for Australian organisations and institutions into previously closed Japanese institutions, for example universities; • Australia will have advantages of being a live 'new age model' for 21st century living and technological development; • MFP because of its nature and operations will add to Australia's skill bases; • MFP emphasis upon the integration of work and leisure to enhance our lifestyle in the 21st century will in itself improve the living environment of Australians; • the MFP focus on education will help improve current education facilities within Australia; and • as opportunities in education provision develop, this will in turn stimulate other new services. <p>Technological</p> <ul style="list-style-type: none"> • The establishment of the MFP would help Australia develop as a world communication focus especially because of our central geographic location; • MFP is ideally situated to become a major world city in terms of the exchange of information between different financial centres around the world; • MFP would facilitate further technology transfer/offsets; and • the establishment of MFP would ensure that Australia would be sharing the lead in new high-tech development instead of being a follower in picking up the pieces, largely when the technology is on the way to becoming outdated. 	<p>ourselves; and</p> <ul style="list-style-type: none"> • Australia may become locked into long-term strategies for Japanese reasons and advantages rather than arrangements which benefit both countries. <p>Socio-Demographic</p> <ul style="list-style-type: none"> • Major threats to MFP being correctly understood and implemented are the different perceptions — not only from the two nations but also from different groups within those nations; • cross cultural perceptions of the same goal can differ and we must ensure that the goals of all participants are compatible; • MFP may lead to further social-dislocation and cultural friction within Australia; • racism may also be a barrier to the successful implementation of MFP in view of the Australians strong fear of increased Japanese involvement in Australia, as well as a general lack of understanding of Asian cultures; • fears of environmental damage; • the MFP, if allowed to become isolated from the broader community, could be viewed as a community for the elite; • skepticism concerning the feasibility of the MFP concept will be a major obstacle to its successful implementation; • the media may pose a major threat to MFP if it chooses to adopt a negative attitude; • political parties may use MFP as a tool, to generate a fear campaign; and • the concept of creating a new university environment, in a broad sense, to foster creativity and learning in the 21st century may be perceived by existing universities as a threat.

**Appendix C —
The Bond University MPF Conference**

MULTIFUNCTION POLIS CONFERENCE

An informative three day conference addressing the opportunities provided by a 21st century technology-based infrastructure and lifestyle and identifying benefits for you!

Bond University, Gold Coast, Queensland
30 Aug — 1 Sept 1989



PROGRAMME SYNOPSIS

WEDNESDAY
30th AUGUST

CHAIRMAN OF THE DAY

SIR JAMES FOOTS

Chancellor, University of Queensland
Former Chairman, Westpac Corporation
Former Chairman & CEO, MLM Holdings Ltd

MORNING SESSION

The Hon. Mike Ahern, MLA

Premier and Treasurer
of Queensland
Minister for
State Development
and the Arts

Dr George Kozmelsky

Director
IC² Institute
University of Texas
Austin, Texas, U.S.A.

Dr Steve Gomes

Manager
Technopolis Development
Program
Bechtel Civil Inc.
San Francisco, USA

LUNCH

Speaker to be advised:

Opening Presentation.

Opening Address

- Key directions for future economic development
- The need for strong commercially driven multi-national linkages.
- Opportunities presented by MFP to develop these linkages.
- Queensland's interest in MFP

Keynote Address: Global Issues of Economic Growth (Direct Satellite Link)

- Trading Patterns.
- International specialisation and technology spread.
- International wealth distribution and sources of finance for economic development.
- Environmental management.

Keynote Address: Planning Effective 21st Century Infrastructures

- Implications of global trends.
- Key future hard infrastructure requirements.
- Soft or human infrastructure requirements.
- Implications for Australia and the MFP.

Luncheon Address : Australia's Future Economic Development and the Role of MFP

- Major factors influencing Australia's growth.
- Opportunities for growth including areas of specialisation.
- Reasons for Australia's interest in MFP.

AFTERNOON SESSION

Mr Denis Gaslin

Chief Executive Joint Secretariat
Multifunction Polls, Sydney

Mr Neil McDermott

Senior Manager
Arthur Andersen & Co.
Sydney

Mr Bill Woodhead

Director
Kinhill Engineering, Sydney

Mr Nobuyuki Takegami

Deputy Chief Executive
Japanese Multifunction
Polls Domestic Committee
Tokyo, Japan

Speaker to be advised:

The MFP Feasibility Study

- Background, program and timetable
- Participants
- Status of MFP Pilot Concept
- International response
- Special considerations
- Areas of commercial opportunity

The MFP Origin and Japanese Perspective

- Background and Japanese Interest in MFP.
- Opportunities as perceived by the Japanese.
- Current developments on MFP in Japan.

The Australian Approach to the MFP

- Australia's strength in Asia/Pacific region.
- Commercial Venture Arrangements.
- Australian MFP process including MFP Think Tanks.

Forum discussions and questions.

DINNER

PROGRAMME SYNOPSIS

THURSDAY,
31st AUGUST

CHAIRMAN OF THE DAY

SIR LEW EDWARDS
International Consultant
Jones Lang Wootton, Brisbane
Former Chairman, World Expo 88 Authority

MORNING SESSION

Prof. Henry Ergas

School of Graduate Management
Monash University
Melbourne, Vic

Keynote Address: Technology as an Engine for Economic Development

- Lessons from past approaches and historical trends
- Current approaches including the technopolis.

Mr Gerard Passera

General Manager
Sophia Antipolis S.A.E.M.,
Nice, France

European Technopolis Experience

- Background and success factors
- Implications for MFP

Dr Steve Gomes

Technopolis Development
Program
Bechtel Civil Inc.
San Francisco, USA

American Technopolis Experience

- Background and success factors
- Implications for MFP.

Mr Ian C. Buchanan

Regional Vice President
SRI Southeast Asia & South Pacific
Singapore

Asian/Pacific Economics and the MFP Concept

- Asian experience in fostering economic growth.
- Trends in co-operative ventures
- Prospects for Asia/Pacific region participation in the MFP

His Excellency
Ove J. Jorgensen,

Head of Delegation
Commission of the
European Communities,
Canberra.

European Economics and the MFP Concept

- European experience in using technology for economic growth
- European view of 21st Century global development.
- Prospects for European co-operation in the MFP.

LUNCH

Sir Peter Abeles
(Invited)

Managing Director/Chief
Executive, TNT Ltd
Sydney

An Australian Private Sector View of the MFP

- Outline of global operations.
- Key factors in operating from Australia on a global basis.
- MFP as a mechanism for strengthening international competitiveness.

AFTERNOON

Dr Peter Elyard

Director
Commission for
the Future
Melbourne, Vic

21st Century Living

- Likely trends in 21st century lifestyles.
- Problems and opportunities created by lifestyle trends.
- Australian situation compared with Asia/Pacific centres.

CONFERENCE BREAKS INTO TWO SESSIONS.

Chairmen:

Mr Kevin Davies, Surveyor-General, Queensland
Mr Gerard Passera, Sophia Antipolis, Nice, France

SESSION 1 —

- Leisure, Recreation and Tourism
- Environmental Management
- Entertainment, Media and Arts

SESSION 2 —

- Information Technologies
- Communications
- Transport
- Spaceport

Speakers Include:

Sir Frank Moore Chairman, Queensland Tourist & Travel Corporation, Brisbane.
Dr Ian Lowe Director, Science Policy Research Centre, Griffith University, Brisbane
Dr Jean Battersby, AO Former Chief Executive, Australia Council, Sydney, NSW

Mr Rob Cook,

Mr R.C. Johnson,

Mr Paul Brown,

Dr John Simmons.

Director CTR, University of Qld

General Manager, Ausat Pty Ltd., Sydney, NSW.

General Manager, TNT Australia Pty Ltd Sydney, NSW

Associate Professor, Mechanical Engineering, University of Qld

PROGRAMME SYNOPSIS

**FRIDAY,
1st SEPTEMBER**

CHAIRMAN OF THE DAY

MR EARLE BAILEY
Managing Director
Bailey Wall Consulting Pty Ltd, Brisbane

MORNING SESSION

Chalrmen: Dr Steve Games, Bechtel Civil Inc., San Francisco
Mr Ian C. Buchanan, SRI, Southeast Asia & South Pacific, Singapore

SESSION 3 —

- Education and Research
- Tertiary Services
- Health and Medical
- Future Skill Requirements

Speakers Include:

Prof. Mal Logan,
Mr Denis Looney,
Mr Doug Moran,
Mr Jeffrey Mansfield,

Vice Chancellor, Monash University, Melbourne, Vic
Senior Manager, Coopers & Lybrand, Brisbane, Qld
Managing Director, Moran Health Care, Sydney, NSW
Maflesons Stephen Jaques, Sydney, NSW

SESSION 4 —

- Biotechnology
- Animals Industry/Plants Industry
- New Materials and down stream mineral processing
- Value Added Primary Industries

Mr Ralph Ward-Ambler

Member of the Joint Secretariat,
Multifunction Polis Australia

LUNCH

Prof. Don Waitis

President and Vice-Chancellor
Bond University

AFTERNOON

Luncheon Speaker

Closing Address & Summary

Workshops and networking sessions at various venues at Bond University.

NETWORK OPPORTUNITIES

— FRIDAY AFTERNOON

Arrangements will be provided for conference participants with similar interests in the MFP to meet in workshops and/or round table discussions.

Sessions will be organised according to demand and include:

- Information Technology
- Environmental Management
- Value added Primary Industries

Please indicate your interests on the Registration Forms under the heading 'Business contacts':

Forum Discussion and Questions.

Forum Chairmen Report and Discussion

**Keynote Address: Making It Work —
The 21st Century Workforce.**

- Desired characteristics of 21st Century workforce.
- Future skill and work practice requirements.
- Implications for training and retraining.
- Workplace environment.

Mr Simon Crean
(Invited)

President
Australian Council
of Trade Unions
Melbourne, Vic